

# Holiday Park Neighborhood

T o p e k a , K a n s a s



## Land Use Plan

An Element of the Comprehensive Metropolitan Plan – 2010  
City of Topeka-Shawnee County, Kansas  
October, 1998

# Holliday Park Neighborhood

T o p e k a , K a n s a s



## Land Use Plan

**An Element of the Topeka-Shawnee County, Kansas  
Comprehensive Metropolitan Plan – 2010**

*A Cooperative Effort By:*

The Holliday Park Community &  
Topeka-Shawnee County Metropolitan Planning Department

**October, 1998**

Cover illustration: 1227 Western Avenue in 1934 before and after its conversion from a single-family house to a six-unit apartment in order to increase its rental income from \$30-40 per month to \$250 per month.

Adopted: Topeka-Shawnee County Metropolitan Planning Commission, October 26, 1998

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Revised: \_ \_\_\_\_\_

## ACKNOWLEDGEMENTS

### Holliday Park Plan & Downzoning Committee

Nancy Artzer  
Jack/Mary Blossom  
Linda Donnelly  
David Freise  
Joyce Long  
Jayme Lyons

Maura Madden  
Chris Meinhardt  
Don Perkins  
Joyce Ritchey  
Michael Stringer

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Michael J. Meier

### City of Topeka Mayor

Joan Wagnon

### Topeka-Shawnee County Metropolitan Planning Department

John M. Dugan, AICP, Planning Director  
Todd Girdler, AICP, Planner III  
Barry T. Beagle, Planner III  
Bill Fiander, AICP, Planner II (Project Manager)  
Carlton O. Scroggins, Planner II  
Gerald Williams, III, Planner I  
David Shirk, Planner I  
Cindy S. Johnson, Associate Planner  
Anna M. Ortega-Hummer, Office Specialist I  
Linda L. Shepard, Office Assistant I

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## **I. INTRODUCTION & PURPOSE**

In August, 1996, the Holliday Park Neighborhood Improvement Association (NIA), through the Central Topeka TurnAround Team, submitted a request to the Topeka-Shawnee Metropolitan County Planning Commission for the downzoning of their neighborhood to a predominantly single-family residential classification.

Review of this request brought to light several factors in determining appropriate zoning districts for the neighborhood: (1) the Metropolitan Comprehensive Plan designates nearly the entire neighborhood for “Low Density Residential” even though there are several localized higher density residential and commercial districts, and (2) Holliday Park is a heterogeneous collection of land uses and densities whose sheer scale (3,700 persons) predicated the need to define the area’s character more carefully. In order to provide a rationale for determining appropriate future land uses, a realistic implementation strategy, and a better overall sense of predictability, a thorough assessment of the neighborhood’s development patterns, conditions, and potential was recommended.

**Purpose**

The purpose of this document is to provide long-range guidance and clear direction to the City, its agencies, residents, and private/public interests for the future conservation and revitalization of the Holliday Park neighborhood. This document has been prepared in collaboration with the Holliday Park NIA, the Society for the Preservation of Holliday Park, and the Topeka-Shawnee County Metropolitan Planning Department. It establishes a 10-15 year vision and appropriate policies for land use, housing, community character, community facilities, and circulation for the Holliday Park neighborhood. It also offers a realistic implementation program for the neighborhood to achieve this vision. This Plan provides the policy basis from which to identify appropriate zoning, capital improvements, and programs to implement it. The Plan is intended to be a comprehensive, cohesive, and coordinated approach to neighborhood planning that constitutes an amendment to the Metropolitan Comprehensive Plan and is regularly monitored, reviewed, and formally updated once every five years or as needed.



## II. NEIGHBORHOOD PROFILE

### A. LOCATION AND CHARACTER

- Location** The Holliday Park Neighborhood is located in the heart of the city of Topeka, Kansas, just southwest of the Capitol Plaza and the Central Business District. The neighborhood boundaries, beginning from the corner of 10<sup>th</sup> Street and Topeka Boulevard, continue south along Topeka Boulevard to 17<sup>th</sup> Street, then west along 17<sup>th</sup> Street to Washburn Avenue, then North along Washburn to Huntoon Street, east along Huntoon Street to Clay Street, North along Clay Street to 10<sup>th</sup> Street and west along 10<sup>th</sup> Street back to the point of origin. The neighborhood comprises approximately 329 acres.
- Setting** Heavily traveled arterial streets - 10th Avenue, Topeka Boulevard, 17th Street, and Washburn Avenue - bound the neighborhood. The areas to the south, west, north and east are generally residential in character with areas bordering the neighborhood along Topeka Blvd and 10<sup>th</sup> Ave being predominantly office and commercial uses. The central business district extends into the northeast corner of the neighborhood.
- History & Character** The Holliday Park Neighborhood derives its name from the triangular plot of land bounded by 12<sup>th</sup> Street, Western Avenue, and Taylor Street. The land was irregularly formed where the southwestern corner of the Original Town Site of Topeka (1856) met with the newer north-south surveyed plats such as Kings Addition (1869). It was used for livestock grazing, gypsy encampments, and construction debris until 1895 when members of the newly formed Holliday Park Association beautified it with plantings and later incorporated it as the City's fourth park. The park was named after Cyrus K. Holliday (1826-1900), one of Topeka's founding fathers, founder of the Atchison, Topeka, Santa Fe Railroad and the Merchants National Bank of Topeka, and part-owner of the triangular plot.
- The neighborhood is comprised of 29 different subdivisions with the most common being Original Town, Kings Addition, Goulds (1879), Troops Additions (1884-87), and Douthitt Place (1897). Lot sizes ranged from 25' X 130' to 25 X 165' with most north-south streets located in 100' right-of-ways. A narrower 60-70' street right-of-way is characteristic of the blocks surrounding Central Park to the east and south. Generally, the older subdivisions constituted the larger lots and wider streets. The City had annexed the remainder of the neighborhood with the original town by 1889. With the addition of Holliday Park to the park system, the City also began acquiring low-lying land in 1901 to establish the 15-acre Central Park bounded by Clay, Central Park, 16<sup>th</sup>, and 13<sup>th</sup> Streets. Central Park became the City's most prestigious park of the time boasting various tree plantings, three water ponds, a pergola, and curvilinear walking paths.
- Turn-of-the-century development is widely evident throughout the neighborhood today reflecting distinctive houses from all periods and styles: Italianate, Queen Anne, Colonial Revival, Craftsman, Bungalow, Prairie, Homestead, and Tudor. During the 1920s, a period of significant rural to urban migration and very limited homeownership opportunities, many of the former single-family homes were converted to apartment-style dwellings to accommodate the demand for rental

units in an attractive setting nearby (but not within) the central business district. Thus, many property owners took advantage of this housing shortage and stripped the homes of their intended use and architectural integrity. In 1940, this was officially articulated as a concern for the City:

*"this district... contains multiple dwellings that resulted from the conversion of older, single-family homes. Practically no new apartment buildings have been provided in this more outlying district. This results in an unwarranted depreciating effect upon the remaining single-family homes."*

**Topeka-Shawnee County Comprehensive Plan (1940-42)  
Harland Bartholomew and Associates**

Tremendous city growth of the 1950s accentuated this problem and opened up brand new suburban areas to a burgeoning homeowner population. On June 8, 1966, a tornado sliced through Topeka and the neighborhood literally leaving an indelible impression that drastically altered the character of Holliday Park to this day. The predominantly sound single-family homes within the path of the tornado were damaged beyond repair. A post-tornado study of the area reported:

*"Much of the residential land should continue to be desirable for single-family use. However, this type of development is hampered because all of the residential land is presently zoned for duplex and multi-family housing, and prospective home buyers are naturally reluctant to build or buy in an area that promises future development along lines other than single-family residential use."*

**Topeka Feasibility Survey (1967)  
Topeka City Commission and Urban Renewal Commission**

As predicted most homeowners were reluctant to rebuild following the tornado. Within a period of 5-6 years, blocks of storm damaged single-family houses were replaced with a shopping center along Lane Street, a new school and tennis courts, and numbers of high density apartments, many at mid-block. Streets were vacated and Lane Street and Washburn Avenue were converted to a one-way pair thoroughfare. Central Park was redesigned (after it had been cleared of tornado debris) to accommodate a community center and athletic fields for the new Robinson Middle School. The urgency to rebuild outweighed the many long-term impacts of the new developments and collectively changed the social and physical "face" of the neighborhood.

Fortunately, the tornado's impact was not felt as much in the blocks surrounding "Holliday Park". Here and in other areas of the neighborhood many of the historic homes are being beautifully restored to their original conditions and community pride is evident. To that end, a national historic district has been proposed for a portion of the neighborhood and the following four structures are already designated on the National Register of Historic Places:

- Giles/Nellis House (915 Munson)
- Chester Woodward House (1272 Fillmore)
- Charles Curtis House (1101 Topeka)
- Parhan House (1035 Fillmore)

## **B. EXISTING CONDITIONS**



For purposes of the following demographic and statistical information, the Holliday Park neighborhood refers to the 329 acre area as defined in the preceding section.

**Land Use**

The neighborhood is predominately residential, with 80% of all parcels being devoted to residential uses. 57% of all parcels and 38% of the land area is single-family residential (see Table 1). At least 5% of the land area is in the following land use categories: office, commercial – retail/service, institutional, parking/other, and recreation/open space, with a high percentage of vacant parcels (7%). Due to the diversity of land uses in Holliday Park, conflicts between incompatible land uses frequently occur.

**Table 1  
Existing Land Use – Holliday Park**

Land Use Category	Parcels	Percent	Acres	Percent
Residential - Single Family	625	56.5%	83.2	37.8%
Residential - Two Family	141	12.7%	20.6	9.4%
Residential - Multi Family	122	11.0%	36.2	16.6%
Commercial – Retail/Service	44	4.1%	11.5	5.3%
Office	35	3.1%	18.8	8.6%
Institutional	9	0.8%	10.8	4.9%
Automobile Parking (Open)	50	4.5%	11.0	5.0%
Open Space	2	0.2%	15.7	7.2%
Other	2	0.2%	0.2	0.1%
Vacant	77	7.0%	11.4	5.2%
<b>Subtotal</b>	<b>1107</b>	<b>100.0%</b>	<b>219.5</b>	<b>100.0%</b>
<b>Public R-O-W</b>			<b>109.4</b>	
<b>Total Area</b>			<b>328.9</b>	

*Source: Topeka-Shawnee County Metropolitan Planning Dept. & Shawnee County Appraisers Office (1998)*

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 in areas that were heavily damaged by the 1966 tornado or where high intensity uses are encroaching upon older single-family residential neighborhoods. Former single-family homes which have been converted to two and multi-family homes are scattered throughout the neighborhood, accounting for 73% of all two and multi-family structures. Office uses are generally located on the perimeter of the neighborhood along 10<sup>th</sup> Avenue and Topeka Blvd. Commercial uses are also generally located on the perimeter of the neighborhood, including a strip commercial development along Huntoon Street, a “neighborhood” scale district at Clay/17<sup>th</sup> Street, and a larger scale district along Washburn and Lane Streets in the southwest portion of the neighborhood. The historic Devon Apartment building also includes small scale commercial uses on the ground floor across from “Holliday Park”.

# Holliday Park Neighborhood

Existing Land Use

Map # 1



- Land Use Classifications**
- Automobile Parking (Open)
  - Commercial
  - Institutional
  - Office
  - Open Space
  - Other
  - Residential - Multi Family
  - Residential - Single Family
  - Residential - Two Family
  - Vacant
  - Sub-Area Boundaries

Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

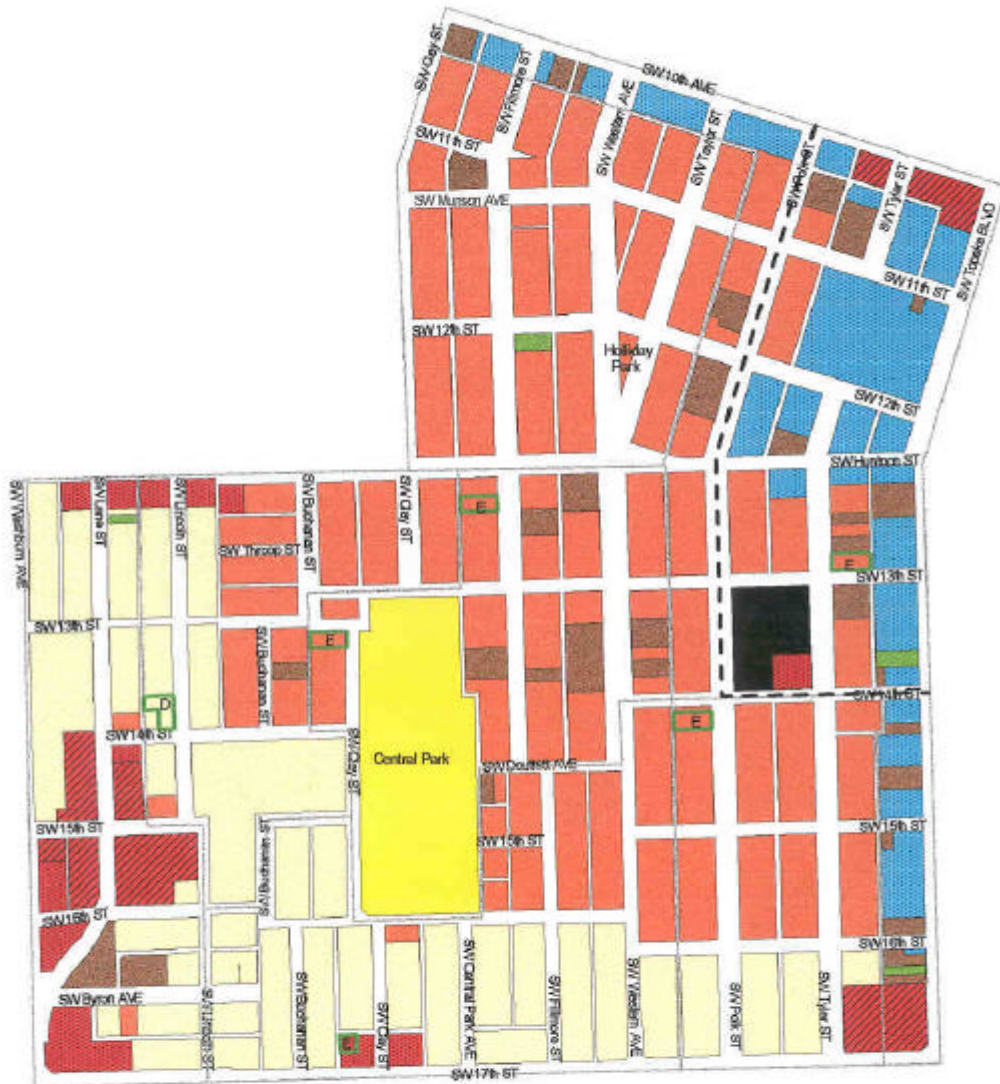


1" = 700'

# Holliday Park Neighborhood

Existing Zoning

Map # 2



**Zoning Class**

- C2
- C3
- C4
- E
- M1
- M2
- M3
- M4
- OI2
- R1

- Resolution of Intent
- State Zoning Control Area
- Sub-Area Boundaries



1" = 700'

Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

## Zoning

Historically, the neighborhood has been predominantly zoned for two-family uses since at least 1939 with the northeastern section closest to downtown zoned for multiple-family. The multiple-family zoning ("M-2" equivalent) expanded gradually to the southwest until it reached its present pattern by 1956. Holliday Park has had 38 different rezoning cases take place within the neighborhood which all occurred within a twenty year period following the 1966 tornado. These were all high intensity deviations from its base zoning districts of two-family and multiple-family. The random "spot" nature of the existing zoning pattern can be attributed mostly to the "M-3" Multiple Family District, as illustrated in [Map #2](#). Allowable densities for "M-3 and "M-2" equal 72 units/acre and 29 units/acre, respectively. The Capitol Plaza Area Authority has ultimate zoning jurisdiction east of Polk Street and north of 14<sup>th</sup> Street.

## Housing Density

The relatively high 6.2 units/acre housing density found in *Holliday Park* can be attributed to the high concentration of the housing units in multiple-family structures. 56% of the housing units in the neighborhood are in multiple-family structures while single family structures account for only 31% of the housing units. If the neighborhood were built out at permitted densities, the overall density would nearly double to 11.5 units/acre. Both the existing density and the potential built-out density well exceed the Metropolitan Plan's defined density range of 1-5 units per acre for low-density residential land uses.

**Table 2**  
**Housing Density – Holliday Park (Existing)**

Housing Type	Units	Percent	Acres	Units/Acre
Single Family	625	30.7%	83.0	7.5
Two Family	282	13.8%	20.6	13.7
Multiple Family	1132	55.5%	36.4	31.3
<b>Net Density</b>	<b>2039</b>	<b>100.0%</b>	<b>140.0</b>	<b>14.6</b>
<b>Gross Density (w/ ROW)</b>	<b>2039</b>		<b>328.9</b>	<b>6.2</b>

*Source: Topeka-Shawnee County Metropolitan Planning Department (1998)*

**Table 3**  
**Housing Density – Holliday Park (Build Out at Current Zoning)**

Housing Type	Units	Percent	Acres	Units/Acre
Single Family	277	7.3%		
Two Family	250	6.6%		
Multiple Family	3253	86.1%		
<b>Gross Density (w/ ROW)</b>	<b>3780</b>		<b>328.9</b>	<b>11.5</b>

*Source: Topeka-Shawnee County Metropolitan Planning Department (1998)*

## Housing Conditions

Housing in Holliday Park is in relatively good condition, with nearly half of residential structures having only minor deficiencies, as seen in [Table #4](#) (*housing conditions and ratings are defined in Appendix "A"*). Single-family and multi-family contribute the most to these conditions with approximately half of all single-family and multi-family structures having only minor deficiencies. Two-family homes exhibited the worst exterior conditions, with about 3 out of 10 structures having only minor deficiencies and nearly 4 out of 10 structures with

major deficiencies. The highest concentration of blocks with intermediate or major deterioration can be found in the north and southeast portions of the neighborhood, as seen on Map #3. The 1100-1200 blocks of Clay Street and the 1600 block of Tyler Street in particular contain the highest concentrations of deteriorated housing. **(NOTE: Average block conditions are relative to the neighborhood and should not be compared to similar surveys in other neighborhoods. Refer to Appendix "A" for specific definitions of conditions)**

**Table 4  
Housing Conditions – Holliday Park**

Housing Type	Minor Deficiencies		Intermediate Deficiencies		Major Deficiencies		Total Prop.
	Prop.	%	Prop.	%	Prop.	%	
Single Family	304	48.6%	185	29.6%	136	21.8%	625
Two Family	45	31.9%	46	32.6%	50	35.5%	141
Multi Family	62	50.8%	39	32.0%	21	17.2%	122
<b>TOTAL</b>	<b>411</b>	<b>46.3%</b>	<b>270</b>	<b>30.4%</b>	<b>207</b>	<b>23.3%</b>	<b>888</b>

Source: Topeka-Shawnee County Metropolitan Planning Department (1998)

## Tenure

Holliday Park can be characterized as a renter neighborhood, with 69% of all housing units being occupied by renters (see Table 5). Two/multi-family structures account for 2/3 of all housing units, of which only 6% are owner occupied. Single-family units are 41% owner occupied. Areas with the highest concentrations of homeownership generally correspond to areas with higher concentrations of sound housing conditions as is illustrated by Map #4. Exceptions to this are areas with larger multi-family complexes. The most concentrated blocks of homeownership occur in the northern portion of the neighborhood. The lowest owner occupancy levels can be found in areas adjacent to higher intensity commercial or residential development. The estimated residential vacancy level is relatively high (13%) due in large part to the predominant multi-family character of the neighborhood. Real estate market data for the mid-city were used to estimate vacancy levels for the larger multi-family complexes. Vacant structures were most prevalent in the neighborhood's southeast portion.

**Table 5  
Housing Tenure – Holliday Park**

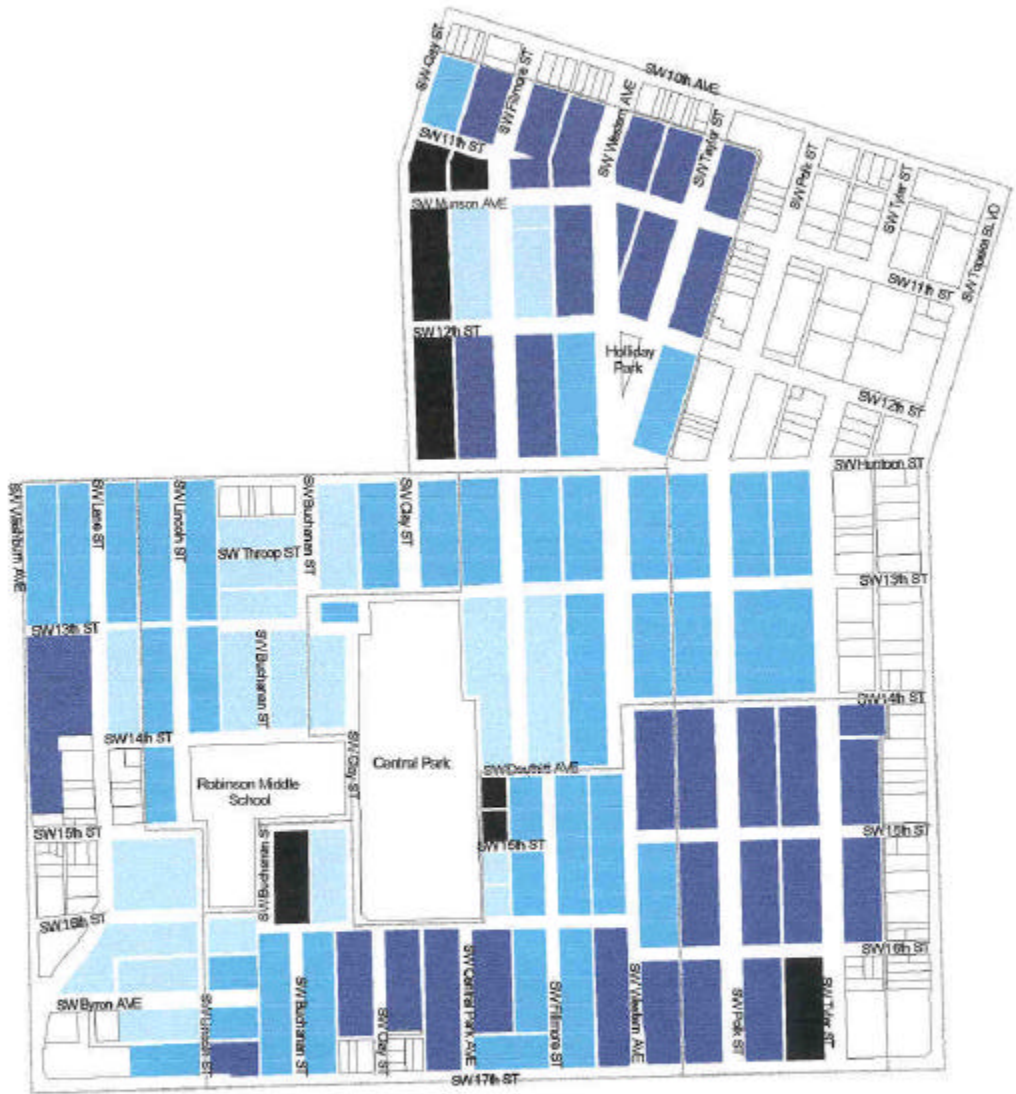
Housing Types	Owner Occupied		Renter Occupied		Vacant		Total Units
	Units	%	Units	%	Units	%	
Single Family	259	41.4%	312	49.9%	54	8.6%	625
Two Family	39	13.8%	221	78.4%	22	7.8%	282
Multi Family	73	6.4%	1032	77.5%	182*	16.1%	1132
<b>Total</b>	<b>371</b>	<b>18.2%</b>	<b>1565</b>	<b>69.2%</b>	<b>258</b>	<b>12.7%</b>	<b>2039</b>

Source: Topeka-Shawnee County Metropolitan Planning Department (1998) \*estimate

# Holliday Park Neighborhood

Housing Conditions (by block)

Map # 3



Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

1" = 700'

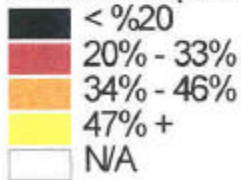
# Holliday Park Neighborhood

Housing Tenure (by block)

Map # 4



## Owner Occupied Dwellings (by Block)



— Sub-Area Boundaries



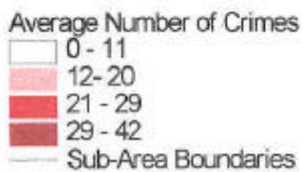
1" = 700'

Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

# Holliday Park Neighborhood

## Public Safety

### Map # 5

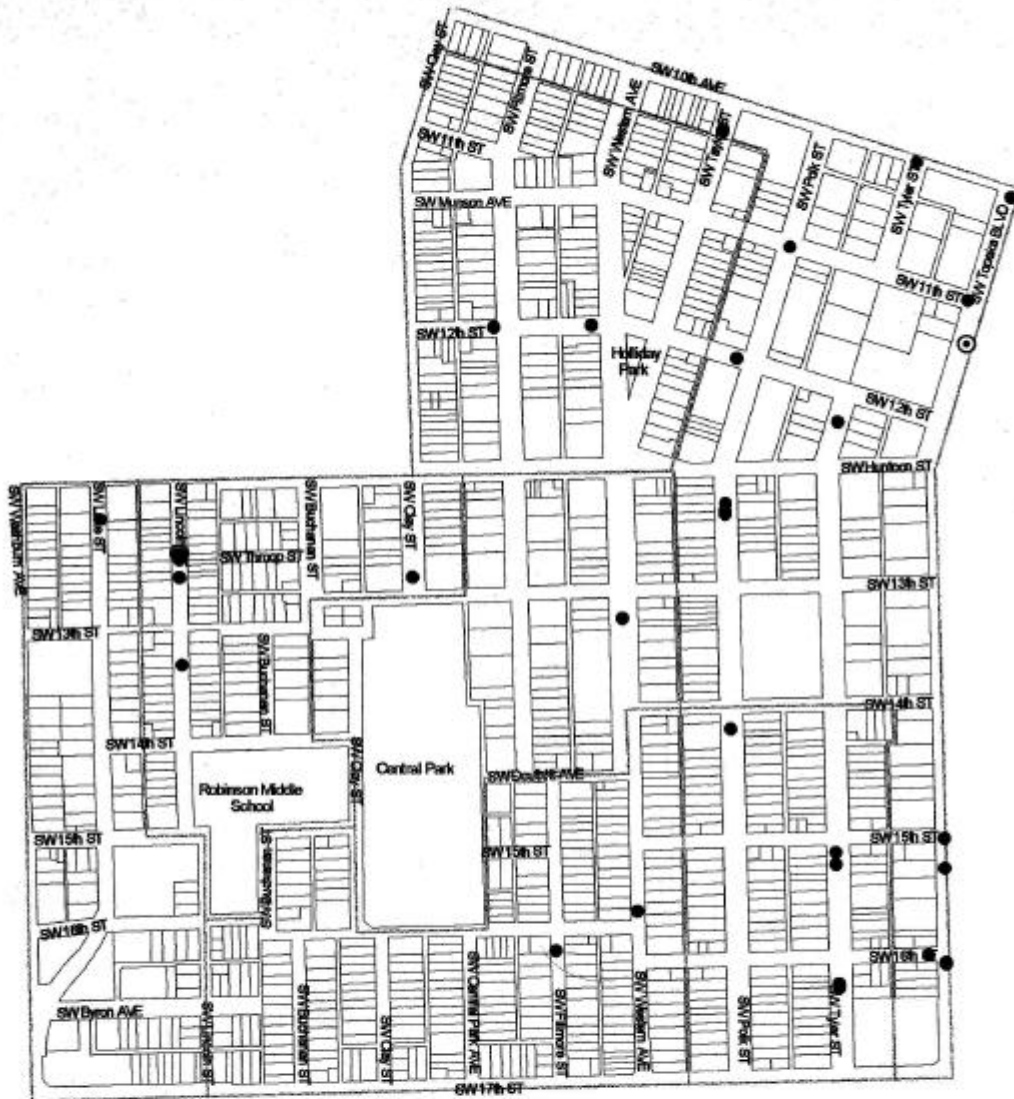




# Holliday Park Neighborhood

## Development Activity (1990- 1996\*)

Map # 6



- Demolitions (DU's)
- ⊙ New Construction (Comm. & Single Fam.)
- Sub-Area Boundaries
- \*Excludes 1994



Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

1" = 700'

**Property Values/Age**

According to data gathered by the Shawnee County Appraiser, the mean values of single-family and two-family homes are nearly the same at \$23,987 and \$24,140 respectively. The mean value of multi-family structures is over five times as much at \$128,668, which can be attributed to the presence of several large-scale apartment buildings. The values of most (77%) multi-family structures fall well below the mean value. The housing stock in Holliday Park is relatively old. According to the 1990 census, approximately 49% of all housing in the neighborhood was built prior to 1940 and only 2% was built after 1985.

**Table 6  
Property Values – Holliday Park**

Use	Median	Mean	Maximum
Residential - Single-family	\$22,400	\$23,978	\$80,600
Residential - Two-family	\$23,100	\$24,140	\$94,700
Residential - Multi-family	\$44,500	\$128,668	\$2,931,800
Vacant Land	\$740	\$2,394	\$21,300

*Source: Shawnee County Appraiser (1998)*

**Public Safety**

Map # 5 illustrates the number of reported crimes committed by block according to crime statistics provided by the Topeka Police Department for the May, 1997 to May, 1998 period. Nearly 60% of the blocks had 12 or more reported crimes in that time period. Although blocks with high levels of crime can be found throughout the community, high concentrations of reported crimes occurred between 13<sup>th</sup> and 15<sup>th</sup> Streets along Fillmore Street, Western Ave and Polk Street as well as between Huntoon and 14<sup>th</sup> Streets, along Lincoln and Buchanan Streets.

**Development Activity**

Development activity in the neighborhood between 1990 and 1996 has been limited almost entirely to demolitions (Map #6). Only two building permits were issued for new construction during that time period, with only one for a single family residential structure in the 1200 block of Lincoln Street (since then, a Habitat for Humanity house was constructed in the 1200 block of Clay Street). The remaining 31 building permits issued for that time period were for demolition. Building permits tracked are for new construction or whole demolitions and do not include rehabilitations.

**Circulation**

As identified by the Topeka-Shawnee County Transportation Plan – 2015, the neighborhood is bound to the east by the principle arterial Topeka Blvd and to the north, south and west by minor arterials 10<sup>th</sup> Ave, 17<sup>th</sup> Street and Washburn Avenue. The neighborhood experiences heavier than usual traffic as three minor arterial streets (Lane Street, 12<sup>th</sup> Street, and Huntoon Street) and one collector street (Western Avenue) run through the interior of the neighborhood. Table #7 summarizes the annual average daily traffic (AADT) volumes for intersections within the City's top 100 locations. Segments of Washburn, Lane, 17<sup>th</sup>, and Topeka are all identified as having traffic capacity problems in the Transportation Plan.

**Table 7  
Average Annual Daily Traffic (AADT)**

<b>Intersection</b>	<b>Classification</b>	<b>AADT</b>	<b>Rank</b>	<b>Accidents</b>
Topeka/10th	Prin. Arterial/Prin. Arterial	36,648*	10	11
Washburn/17th	Prin. Arterial/Min. Arterial	31,270**	20	14
Topeka/Huntoon	Prin. Arterial/Min. Arterial	27,183*	34	5
Topeka/12 <sup>th</sup>	Prin. Arterial/Min. Arterial	27,001*	36	13
Lane/Huntoon	Min. Arterial/Min. Arterial	14,586**	99	3

*Source: Topeka City Engineer (1996)*

\*\*1994, \*1995

**Public  
Facilities**

Within the boundaries of the Holliday Park neighborhood, there are three public facilities: the 1.5-acre "Holliday Park", the 15-acre "Central Park" and Community Center, and Robinson Middle School. The Central Park recreation/open space contains a running track/athletic field that is jointly used by USD 501 for Robinson Middle School and the public. Likewise, the tennis courts adjacent to the school that are jointly used by USD 501 and the public. The Central Park Community Center contains a gym, classrooms, and game room open to the public. Five different elementary school attendance zones are identified within Holliday Park.

**C. PLANNING SUB-AREAS**

The size and heterogeneous make-up of Holliday Park necessitates that for planning purposes, it be broken down into more manageable geographical sub-areas that reflect a unifying character and purpose. The following sub-areas (Map #7) are defined by their existing and potential type of development and generally recognized by residents as distinct:

- Central Park
- Extended Central Business District
- Historic District
- Northwest
- South
- Southeast
- Washburn/Lane

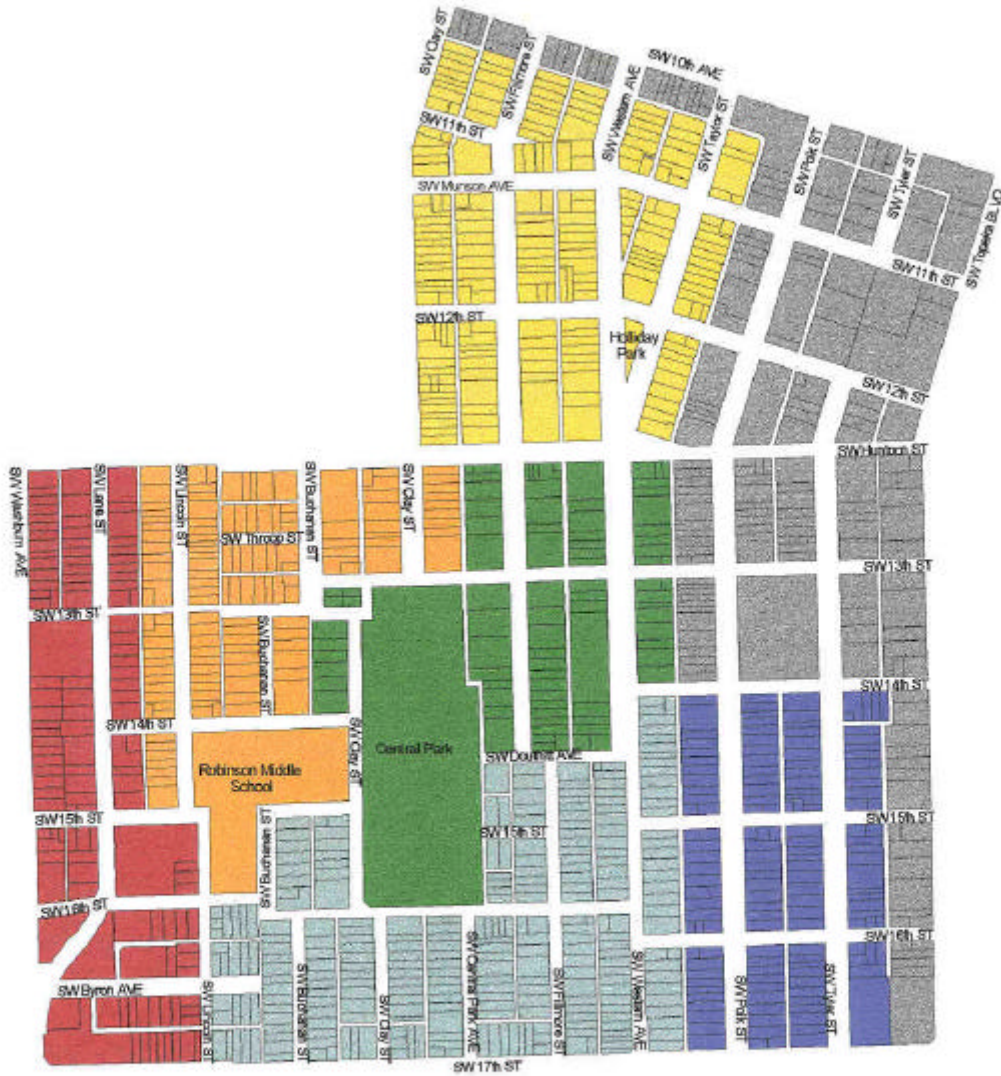
*(The following information is a summary of conditions for each sub-area based on data that is found in Appendix "B")*

**Central Park** This sub-area is characterized by medium to high density residential development surrounding Central Park open space and the community center, which occupies 43% of the land area. This sub-area was heavily damaged by the 1966 tornado and subsequent in-fill development has severely eroded its original single-family residential character. High residential densities, renter occupancies, and levels of crime have reduced homeowner confidence in the sub-area. 58% of the parcels and 36% of the land area is devoted to two/multi-family uses, which account for 87% of the sub-area's housing units. 73% of all two/multi-family structures are converted single-family structures.

# Holiday Park Neighborhood

Sub - Areas

Map # 7



- Sub - Areas
- Central Park
  - Extended Central Business District
  - Historic District
  - Northwest
  - South
  - Southeast
  - Washburn/Lane



Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

1" = 700'

<b>Extended CBD</b>	This sub-area is an extension of the central business district and is characterized by high intensity, non-residential uses. This sub-area was also heavily damaged by the 1966 tornado, losing much of its original single-family character in the aftermath. 60% of the parcels and 66% of the land area are devoted to non-residential uses. A majority (54%) of the land area is devoted to Office and Automobile Parking. Of the land area devoted to residential uses (34% of the total land area), 71% is comprised of two and multi-family uses.
<b>Historic District</b>	The Historic District sub-area was the earliest developed of all the sub-areas and is characterized by large, historic, Victorian-era homes. The focal point of this sub-area is the recreation/open space Holliday Park, from which the neighborhood derives its name. This sub-area is predominately residential in character, with 90% of all parcels and 87% of the land area devoted to residential uses. Roughly ½ of all parcels and land area is devoted to single-family uses. Numerous conversions from single-family to higher density uses have taken place, accounting for 86% of all two-family and multi-family residences in the sub-area. Several blocks show a trend towards improved housing conditions and increased homeownership levels, while other blocks still exhibit low owner occupancy and deteriorated housing conditions.
<b>Northwest</b>	This primarily single-family sub-area witnessed a major loss of housing due to the 1966 tornado on the blocks currently occupied by Robinson Middle School. However, the sub-area has retained much of its original single-family character. Single-family residential uses occupy 70% of all parcels and 49% of the land area and account for 55% of the housing units. The sub-area has only scattered two and multi-family structures. The sub-area has the highest concentration of sound residential structures with 66% of single family residences having only "minor deficiencies", and the lowest residential density (4.4 units/acre). Institutional uses, including the Robinson Middle School to the south, occupy 31% of the land area. Commercial uses are limited to strip commercial development along Huntoon Street.
<b>South</b>	The South sub-area is overwhelmingly residential in character with 93% of all parcels occupied by residential uses. This sub-area has also retained much of its original low-density residential character with 80% of all parcels and 75% of the land area devoted to single-family residences in relatively sound condition. Deficiency ratings for the sub-area are average due to the large percentage of single-family houses with only minor deficiencies (49%). Renter occupancy and residential density levels are relatively low. Commercial uses are limited to a neighborhood scale retail node on 17 <sup>th</sup> Street. The sub-area also boasts the lowest percentage of vacant parcels in the neighborhood.
<b>Southeast</b>	This sub-area can be characterized as an area in transition, with potential intrusion of office uses from Topeka Blvd. The area is still predominately residential, with 87% of all parcels being devoted to residential uses. The sub-area possesses an unusually high percentage of vacant parcels and deteriorated/vacant housing, which further erode the stability of the area. The sub-area is still predominately low-density residential in character with 68% of all parcels devoted to single-family residences and a relatively low concentration of multi-family residences.
<b>Washburn/</b>	The southern portion of this sub-area was severely impacted by the 1966

## Lane

tornado. In-fill development in the aftermath was of much higher intensity than previously existed, replacing single-family homes with large apartment complexes and commercial developments. The sub-area has the highest concentration of commercial properties in the neighborhood. A high percentage of the land area is devoted to multi-family residential uses, which account for 56% of the housing units. The northern portion of the sub-area still retains much of its original low-density residential character, which is in relatively sound condition. However, the reconfiguration of Lane Street to an arterial street has encouraged higher intensity development to the south and increased traffic, resulting in lowered homeownership levels in the low-density residential blocks to the north.

## D. SOCIOECONOMIC TRENDS

Holliday Park is located within parts of the 1990 census tracts 1, 3, 4, and 5. Information from the US Census on population, age, households and income are summarized in Tables #8-10.

The neighborhood population increased by 26% during the 1980's. The largest increase was seen in the 35-54 year old cohort, accounting for 21% of the population in 1990 as opposed to 12% in 1980. The 15-24 year old cohort, accounting for 19% of the 1990 population as opposed to 26% of the 1980 population experienced the largest decrease in population. The number of households and the average household size also increased. The percentage of female headed households with a child under 18 years of age also increased slightly, representing 10% of the households in 1990 as opposed to 7% of the households in 1980. Incomes in the neighborhood decreased in real terms during the 1980's. The number of persons below poverty level increased significantly, representing 21% of the population in 1990 compared to 14% in 1980. Although, nearly 70% of the households were relative newcomers (1 to 5 years) in 1990, the 1980's also saw an increase in long-term residents (10 + years) representing 24% of the households in 1990 compared with 16% in 1980.

The population can therefore be described as a growing population with larger household sizes, residing in an aging housing stock. It is an aging population with lower incomes, who are generally short-term residents of the neighborhood (less than 5 years). All of these factors, except for the increase in population, may contribute to decreasing stability in the neighborhood. The combination of low incomes, large household sizes, aging housing, and the large percentage of short-term/renter households can lead to diminished housing conditions and property values.

**Table 8  
Population**

	<b>1990</b>	<b>%</b>	<b>1980</b>	<b>%</b>	<b>%Change</b>
Population	3777	100%	3008	100%	<b>26%</b>
<u>Gender</u>					
Female	1930	51%	1651	55%	<b>17%</b>
Male	1847	49%	1357	45%	<b>36%</b>
<u>Race</u>					
White	2645	70%	2374	79%	<b>11%</b>
Black	785	21%	489	16%	<b>61%</b>
Other	347	9%	145	5%	<b>139%</b>
Hispanic Origin	145	4%	149	5%	<b>-3%</b>

Source: U.S. Census Bureau – 1980 & 1990

**Table 9  
Age**

	<b>1990</b>	<b>%</b>	<b>1980</b>	<b>%</b>	<b>%Change</b>
Under 5 years	292	8%	222	7%	<b>32%</b>
5 to 9 years	187	5%	138	5%	<b>36%</b>
10 to 14 years	229	6%	114	4%	<b>101%</b>
15 to 19 years	179	5%	249	8%	<b>-28%</b>
20 to 24 years	535	14%	553	18%	<b>-3%</b>
25 to 34 years	800	21%	639	21%	<b>25%</b>
35 to 44 years	469	12%	191	6%	<b>146%</b>
45 to 54 years	340	9%	174	6%	<b>95%</b>
55 to 64 years	231	6%	207	7%	<b>12%</b>
65 and Over	515	14%	521	17%	<b>-1%</b>
Total Persons	3777	100%	3008	100%	
Median Age	29.9*		27.7		

Source: U.S. Census Bureau – 1980 & 1990

\*the median female age is 32.7, or 4.4 years more than the male median age

**Table 10  
Households**

	<b>1990</b>	<b>%</b>	<b>1980</b>	<b>%</b>	<b>%Change</b>
Households	1850	100%	1628	100%	<b>14%</b>
Families	749	40%	479	29%	<b>56%</b>
Husband-Wife	464	25%	320	20%	<b>45%</b>
Female-Headed	247	13%	142	9%	<b>74%</b>
w/ child. <18	180	10%	107	7%	<b>68%</b>
Persons per HH	2.01		1.84		
Persons per Family	2.91		2.88		

Source: U.S. Census Bureau – 1980 & 1990

**Table 11  
Income**

	<b>1989</b>	<b>1979*</b>	<b>%Change</b>
Household Median Income	\$ 14,983	\$ 16,380	-9%
Family Median Income	\$ 23,407	\$ 26,223	-11%
Per Capita Income	\$ 10,789	\$ 11,392	-5%
<u>Below Poverty Level</u>			
% Persons	21.0%	14.6%	44%
% Children <18	23.0%	17.6%	31%

Source: U.S. Census Bureau – 1980 & 1990

\* in 1989 dollars

<b>Other</b>	<b>1990</b>	<b>1980</b>
Persons (25+yrs.)	785	882
H.S. graduates	39.4%	63.5%
College 4 yrs.+	12.7%	18.6%
Unemployment Rate	12.1%	4.5%

Source: U.S. Census Bureau – 1980 & 1990

## **E. PROFILE SUMMARY: Needs and Opportunities**

The Holliday Park Neighborhood is in reality an amalgamation of mini-urban enclaves that reflect the fractured character of its 329 acres. Rooted in turn-of-the-century single-family development, its character gave way to high density multifamily developments as a result of urban migration patterns in the 1930-40s and the 1966 tornado. The resulting conditions have left the neighborhood in a precarious, yet plausible state, for reinvestment. Their needs and opportunities are characterized by the following evidence:

### Needs/Constraints

- Only 40% of the land area remains in single-family residential use.
- 73% of all two/multi-family dwellings are converted single-family dwellings.



- Potential build-out of neighborhood under current multiple-family zoning would double existing gross density to 12 units/acre; 38 different "upzonings" occurred from 1966-86, many randomly located.
- 1/3 of all blocks average *intermediate* or *major deterioration*.
- Only 1 out of 5 units are owner-occupied
- Only 49% of the housing reflects the unique pre-World War II architectural character.
- Residential demolition permits outnumber new construction permits 15 to 1 since 1990.
- Nearly 1/4 of children under 18 live in poverty.
- 29 different subdivisions and several one-way arterial streets divide community with less than orderly street layout.
- 5 separate elementary school attendance zones impede unified sense of community for residents.

On the other hand, many of these problems can also be turnaround to be viewed as opportunities that can help to alleviate the discrepancies or gaps within the neighborhood:

#### Opportunities

- Diversity of land use and proximity to downtown typifies strength of traditional urban neighborhood: living, working, shopping, recreating, and schooling within walking distance.
- Four of the seven sub-areas are predominantly single-family residential; the same sub-areas have substantially less net density than the neighborhood as a whole.
- 2/3 of the blocks surveyed only average *sound* or *minor deterioration*.
- Four structures have been designated on the National Register of Historic Structures and a substantial portion of a potential historic district still exists.
- Substantial investments have been made on individual houses of historic quality with some achieving a six-fold increase appraised value.
- Vacant land is largely limited to the Southeast sub-area which possesses redevelopment potential for housing.
- Homeownership levels, although low, stabilized and actually increased during the 1980s according to the U.S. Census.
- Household formation and population both increased substantially (14% and 26%, respectively) during the 1980s according to the U.S. Census.
- Robinson Middle School and Central Park Community Center provide community anchors and quality of life amenities for neighborhood families.

The Holliday Park Neighborhood is a unique area that is one of the most diverse traditional residential neighborhoods in Topeka. This area saw its character significantly altered by a tornado and is just now beginning to understand its character. The massive amount of changes that took place in the years following the tornado lent a great deal to the unpredictable nature of its future. But now, there is evidence that a new generation of residents is rediscovering Holliday Park's hidden qualities. Sustaining this energy will depend on the neighborhood defining where it wants to go from here.

### III. VISION, GOALS, & POLICIES

#### A. VISION

##### **2015: HOLLIDAY PARK NEIGHBORHOOD**

*Holliday Park is the most sought after and diverse neighborhood in Topeka. A quick tour around the neighborhood reveals why: children play in and beside yards that are meticulously well-kept due in part to the neighborhood's famous "dirty dozen" advertisements on local television, the pristinely restored historic homes within the Holliday Park National Historic District are rivaled only by Potwin, cars rumble by on the brick streets and stop to point at their favorite house, 60 units of the newly developed single-family Tyler Street Townhouses - Phase II are at full owner-occupancy, vintage lighting illuminates the sidewalk cafés and coffee/computer houses in the College Hill commercial district overflowing with evening activity, the same lighting theme illuminates the many pedestrians along Washburn and Lane, families stroll along the Central Park walking/jogging path and stop at the pond to feed the ducks, Robinson Middle School continues to receive national honors for their innovative educational programs, crime is virtually non-existent as the citizens patrol and community police team embarks on their 15<sup>th</sup> anniversary, few "for-sale" signs are evident since they barely have a chance to be put up before "sold" signs are added, public housing as the neighborhood "knew it" has been replaced by a well-managed mixed-income complex that requires its low income households to "graduate" onto homeownership, and the Community Center and School are open for their popular after-school and adult education programs where persons of all backgrounds come together to learn valuable skills to improve their lives in the community.*

#### B. GOALS & POLICIES: SUB-AREAS

The Holliday Park neighborhood is comprised of seven distinct and cohesive land use sub-areas: **Central Park, Extended CBD, Historic District, Northwest, South, Southeast, and Washburn/Lane.** These sub-areas have been identified to have unique conditions, characteristics, and trends relative to the neighborhood as a whole. These have been described in greater detail in the profile section of the Plan and have been established to make the neighborhood's issues more manageable. Some of these issues will overlap from sub-area to sub-area, yet each sub-area is intended to be a defined unit supported by their own broad goals, policies, and recommended revitalization strategies whose sum total will ultimately achieve the greater vision as put forth for the neighborhood.

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## Central Park

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### Goal

**Achieve a more balanced density and residential character at the core of the community that takes advantage of Central Park and that is more compatible with the surrounding neighborhood.**

### Policies

- ✓ Current allowable development intensity levels are inappropriate for new development at the core of the neighborhood; establish a more appropriate medium residential density and minimize densities for potential development to buffer adjacent low density sub-areas.
- ✓ New residential development should accommodate a better mix of family units, owner-occupancy, and defensible space.
- ✓ Exclusively low-income housing development should not be further concentrated within this sub-area.
- ✓ Support private/public partnerships for affordable housing which advocate for mixed-income approaches with self-sufficiency emphasis.
- ✓ Preserve housing that contributes to the architectural significance of the proposed Historic District.
- ✓ Central Park athletic fields should be accessible for neighborhood use.

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## Extended Central Business District

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### Goal

**Accommodate higher intensity land uses distinguishable as second-tier or support uses emanating from the central business district while creating a reasonable and compatible transition to the neighborhood.**

### Policies

- ✓ Topeka Boulevard and 10<sup>th</sup> Street corridors are primary “image” corridors for the City and should be largely dedicated for professional service, institutional, government, and office uses; adaptive re-use of residential dwellings should be encouraged to maintain a respectful character at a “neighborhood-scale”.
- ✓ Support efforts to implement a unified streetscape theme and enhance the aesthetic identity of the primary “image” corridors.
- ✓ Strip commercial development should not be supported along Topeka Boulevard from 11<sup>th</sup> Street to 17<sup>th</sup> Street and along 10<sup>th</sup> Street from Polk Street to Clay Street.
- ✓ Surface parking should be located behind buildings along the Topeka Boulevard and 10<sup>th</sup> Street corridors, but not fronting local residential streets.

- ✓ The far western edge of the sub-area should be reserved for medium density/intensity uses that are compatible with adjacent low density residential uses and historic character; uses should be conditioned for screening, landscaping, access, lighting, and building materials/design.

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## Historic District

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### Goal

**Preserve and restore the architectural and cultural significance of one of Topeka's earliest residential districts and establish a sense of community pride for all residents and property owners.**

### Policies

- ✓ Support and sustain establishment of a historic district for listing on local, state, and/or national historic preservation registers.
- ✓ Decrease inappropriate residential densities that threaten its historic integrity.
- ✓ Maintain and enhance "Holliday Park" as historic commons area for community events, children's play, and passive open space acting as the sub-area's focal point.
- ✓ Taylor Street is an important corridor linking the sub-area and neighborhood to the "front door" of Topeka High School, one of the City's and state's most treasured architectural landmarks; recognize Taylor Street as the "spine" of the historic district and support efforts to preserve its historic character, streetscape, and vista to the school.
- ✓ Discourage encroachment of off-street parking lots into the sub-area.
- ✓ Support development of design guidelines intended to encourage compatible development of in-fill housing within and adjacent to historic district.
- ✓ Review appropriateness of one-way circulation pattern on 12<sup>th</sup> Street and potential reversion to a local street.
- ✓ Support the re-use of historic dwellings for bed and breakfast establishments.

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## Northwest

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### Goal

**Maintain its viability for single-family/low-density residential uses, focus initiatives to increase homeownership potential, and ensure that Robinson Middle School is protected from encroachment of incompatible uses.**

### Policies

- ✓ Current allowable development intensity levels are inappropriate for the interior of the neighborhood; establish a more appropriate low residential density for new development.
- ✓ Support single-family/low intensity uses adjacent to school to avoid pedestrian/circulation conflicts and promote long-term stability.

- ✓ Demolition of potential owner-occupied residences should be supported only in unique or extreme situations, particularly if no immediate in-fill plans to replace them have been identified.
- ✓ Establish a residential image of neighborhood along Huntoon Street; commercial uses along Huntoon Street should be gradually phased out over time and concentrated within the Washburn/Lane corridor.
- ✓ Improve intersection of Lane/Huntoon or Huntoon Street to eliminate necessity for cut-through traffic.
- ✓ Identify, preserve and restore historic structures; research potential of the sub-area or parts thereof to be eligible for historic district designation status on local or national registers.

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## South

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### Goal

**Protect and conserve as the neighborhood's primary single-family residential sub-area and focus initiatives to increase homeownership potential.**

### Policies

- ✓ Current allowable development intensity levels are inappropriate for the interior of the neighborhood; establish a more appropriate low residential density for new development.
- ✓ Maintain the sub-area's low density residential edge/image (except where designated otherwise) and discourage non-residential uses that are intrusive to the viability of the single-family interior of the sub-area.
- ✓ Assess reverting Polk Street and Tyler Street to two-way circulation in order to relieve unnecessary traffic along Western Avenue; also assess appropriateness of traffic calming techniques along Western.
- ✓ Reserve a neighborhood-scale commercial retail/service node at Clay and 17<sup>th</sup> Streets.
- ✓ Demolition of potential owner-occupied residences should be supported only in unique or extreme situations, particularly if no immediate in-fill plans to replace them have been identified.
- ✓ Identify, preserve and restore historic structures; research potential of the sub-area or parts thereof to be eligible for historic district designation status on local or national registers.

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## Southeast

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### Goal

**Serve as a "transition area" from the extended central business district that does not undermine the viability of the larger single-family neighborhood, limits the encroachment of non-residential development, and provides**

**opportunities for selected residential redevelopment to stabilize the sub-area.**

**Policies**

- ✓ Maintain a low density residential edge/image and discourage non-residential uses that are intrusive to the viability of the single-family interior of the sub-area.
- ✓ Polk Street shall maintain its viability for owner-occupied low-density residential development.
- ✓ Support single-family residential redevelopment along Tyler Street at a traditional or flexible density/design level within the context of a cohesive and orderly plan of development for the block.
- ✓ New uses in the 1600 block of Tyler Street should be compatible in character not only with the residential neighborhood, but to the architecturally significant KBI building and Agricultural Hall.
- ✓ Two-way traffic circulation for Polk and Tyler Streets is preferred in order to be more compatible with the neighborhood's single-family character; review current one-way circulation pattern, determine its appropriateness, and, if warranted, restore two-way pattern.
- ✓ Development of high density multi-family uses are not appropriate to encourage homeownership in the sub-area; exclude this sub-area from the multi-family residential benefit district as part of the City's designated Neighborhood Revitalization Area
- ✓ Identify, preserve and restore historic structures; research potential of the sub-area or parts thereof to be eligible for historic district designation status on local or national registers.

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**Washburn/Lane**

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**Goal**

**Maintain viability of low-density residential areas, improve traffic and pedestrian safety controls, and incorporate a revitalized commercial retail district as part of the gateway envisioned for the Washburn/Lane Parkway.**

**Policies**

- ✓ Recognize the Washburn/Lane corridor as a primary "image" corridor for the City linking city, regional, and state interests.
- ✓ Support efforts to implement a unified streetscape theme, enhance the identity of the corridor/neighborhood, and establish a landscaped monument "gateway" north of 17<sup>th</sup> Street.
- ✓ Support traffic improvement or calming projects that will improve safety of pedestrians and school children at crossings and bus stops.
- ✓ Preserve existing low-density residential districts within the sub-area.
- ✓ Prohibit future multi-family residential development that adds negative traffic and character impacts to the neighborhood.
- ✓ Commercial redevelopment should be implemented as a cohesive plan of development while achieving a neighborhood-scale and pedestrian-friendly environment that is appropriately buffered from adjacent residential districts.

- ✓ Commercial development intensity should step-down north of 15<sup>th</sup> Street respecting the viable low density residential uses in the neighborhood.

## IV. LAND USE PLAN

The Holliday Park neighborhood planning area currently contains a diverse mix of land uses including residential, commercial, industrial, office, institutional, retail, and open space. The Holliday Park Land Use Plan ([Map #8](#)) graphically illustrates a conceptual guide for land use development of the neighborhood that embodies the vision, goals, and policies presented in Section III. The Map depicts the preferred land use categories and is intended to be more conceptual than explicit in terms of land use boundaries. This section describes the primary concepts of the Plan, followed by an explanation of land use categories in greater detail:

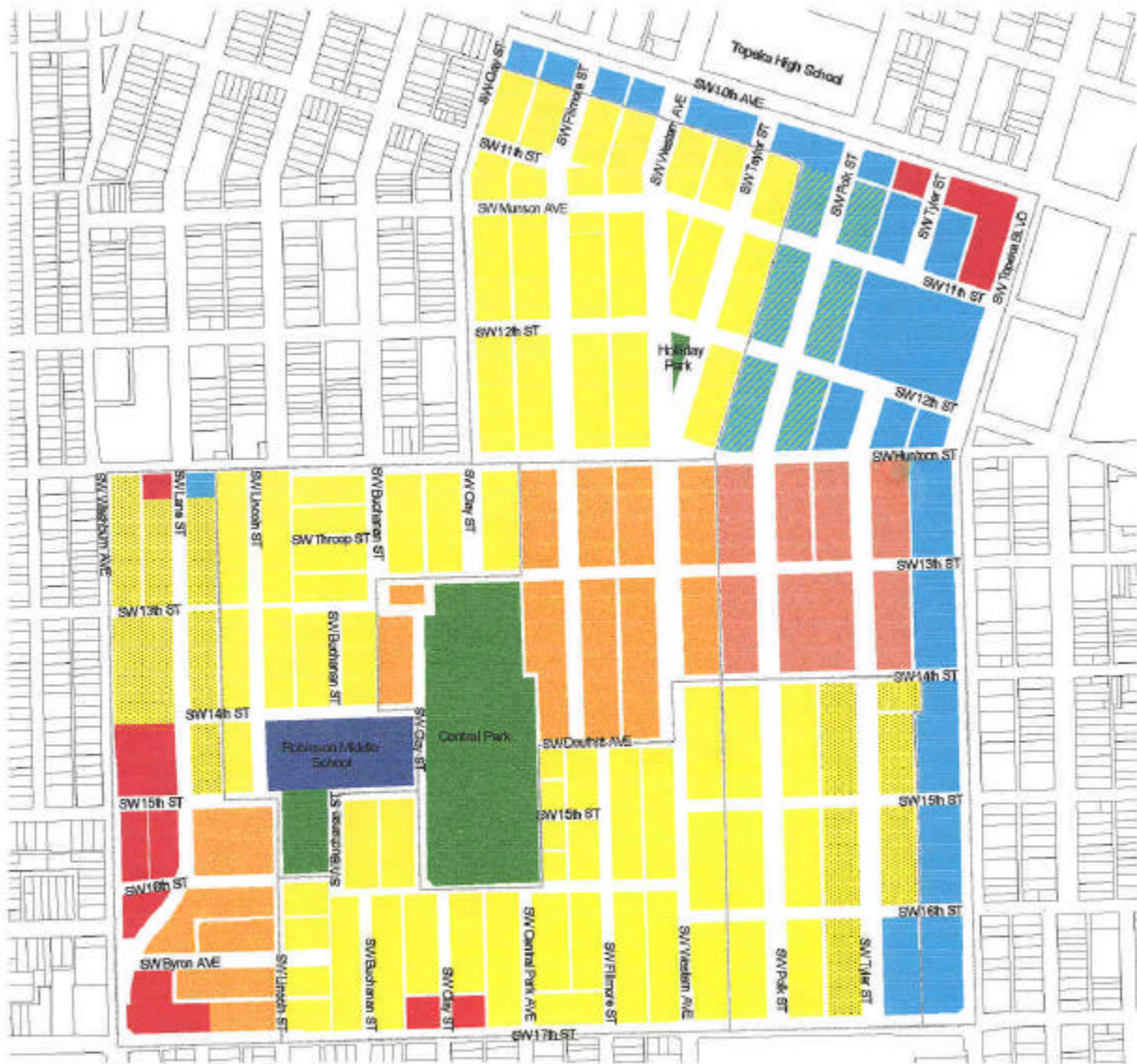
### A. Plan Concepts

- **Define Single Family Preserves/Increase Homeownership** – All efforts to implement this plan should be aimed at re-establishing low density single-family residential uses as a viable land use for the majority of the neighborhood. Because of the mix of high densities and external pressures of downtown development, preserves of single-family areas must be defined, set apart, and protected from incompatible encroachment. Maintaining, or re-establishing, a conducive environment for single-family uses to thrive will in turn invite opportunities for more homeownership in these areas. Increased demand for homeownership is typically a by-product of a variety of positive steps taken to improve the quality of life image and thereby creating confidence and stability in the future.
- **Contain Higher Density Neighborhood Center** – As a result of the 1966 tornado, the Central Park sub-area has taken on a vastly more intensive residential character than previously intended. The Plan recommends that this sub-area is reasonably well established for higher intensity residential uses. This character should be contained within itself and is not meant to overflow into designated single-family preserve areas.
- **Preserve/Restore Historic Housing Stock** – While there are many physical/psychological factors that act to divide the neighborhood, one common element that all sub-areas of the neighborhood experience is historically significant architecture in their homes. Preserving or restoring the integrity of these homes gives the neighborhood a competitive advantage over other places since these homes cannot be replicated at such a scale. The more the integrity of “historic districts” is breached and not maintained, the more susceptible the neighborhood will be to deleterious land uses that negatively impact property values.
- **Create Seamless Transition Areas** – As a neighborhood in the midst of downtown, there should be identified areas that provide seamless transitions from higher intensity development to lower intensity development of the neighborhood. Since much of the neighborhood was originally laid out on the outskirts of then the original town site, it's very success depends on maintaining its intended lower density character. Meanwhile, within these transitions areas are opportunities for new or future development that should build upon the characteristics of the low density residential neighborhood.

# Holliday Park Neighborhood

## Land Use Plan

### Map # 8



- Land Use Plan Classifications**
- Residential - Low Density (Urban)
  - Residential - Low Density (Urban/P.D.)
  - Residential - Medium Density
  - Residential - High Density
  - Office / Residential
  - Office - Professional Services
  - Commercial - Neighborhood
  - Institutional
  - Open Space / Recreational

— Sub-Area Boundaries  
 Topeka - Shawnee County Metropolitan Planning Department (8/12/98)



1" = 700'



- **Identify Image Streets** – Holliday Park is bounded by several primary “image” streets – Topeka Boulevard, 10<sup>th</sup> Street, Washburn Avenue and Lane Street - that link local, regional, and state interests. The Plan recommends that these corridors be given special consideration in their streetscape and land use character to create a strong urban street frontage in keeping with a respectful residential character and scale. In addition, Huntoon Street and 17<sup>th</sup> Street are also heavily traveled corridors that should have the distinction of being a welcoming “front door” to the neighborhood.
- **Concentrate Commercial Activity In Neighborhood Friendly Nodes** – Commercial retail activities within a traditional neighborhood such as Holliday Park are appropriate in a mixed used setting provided that they remain true to the interests of the neighborhood (e.g., Devon Apartments ground floor commercial). That includes commercial areas that encourage pedestrian activity from the neighborhood and those that discourage excessive automobile/delivery traffic from outside the neighborhood. A healthy balance should be struck by concentrating retail uses into defined nodes that can serve mutual interests.

## B. Land Use Categories

The following recommended land uses, zoning districts, and densities are proposed as the “maximum allowed” and does not preclude lower intensity land uses, zoning districts, or densities from being appropriate. *The recommended densities are defined for “gross areas” and not on a per lot basis.*

**Residential – Low Density (Urban)**: This category comprises all of the Historic District, Northwest, South, and a portion of the Southeast sub-areas. These areas are where the highest concentrations of cohesive single-family uses exist without a significant mixing of originally built two/multiple-family uses or major frontage along arterial streets. The “urban” designation differentiates this category from a standard low density designation in that it recognizes predominantly single-family districts that have been either built on smaller lot sizes and/or contain numerous two/multiple-family conversions that have taken place over time. These are areas whose original development was single-family and where a realistic potential exists to sustain this as the predominate character. This land use category recognizes these existing conditions, recommends single-family uses as preferred, and restricts future development to single-family uses only.

**Primary Uses:** *Single-family dwellings (detached)*

**Zoning Districts:** *“R-2” (Single Family)*

**Density/Intensity:** *5 - 7 dwelling units/acre*

**Residential – Low Density (Urban/PD)**: This category comprises portions of the Washburn-Lane and Southeast sub-areas. This category does not differ from the *residential - low density (urban)* category with the exception of providing more flexibility on appropriate housing types in a planned development (PD) setting. Single-family detached development is preferred, but alternatively designed development is also appropriate, particularly which is designed for homeownership. In terms of the Southeast sub-area, this category should be applied in the event of future redevelopment in order to give the area flexibility to redevelop with new low-density residential uses in a planned development. The designation is not intended to necessarily validate piecemeal development of the area.

**Primary Uses:** *Single-family dwellings (detached, attached) preferred*

**Zoning Districts:** "R-2", "R-3" (Single Family), "M-1" (Two Family), PUD  
**Density/Intensity:** 5 - 7 dwelling units/acre

**Residential – Medium Density:** This category is applied to the Central Park and Washburn/Lane sub-areas where blocks achieve a collective medium density range (8-14 units/acre). These areas contain a mix of residential densities and housing types, with a prevalence of sound multiple family uses originally built for that purpose. Within these areas are also many single-family or two-family uses which can provide a necessary buffer to adjacent low density blocks in the neighborhood. The purpose of this category is to recognize the medium density nature of the area while also limiting potential development from achieving an excessive concentration of high density uses in such proximity to surrounding single-family preserve areas.

**Primary Uses:** Single-family, Two-family, and Multiple-family dwellings  
**Zoning Districts:** "M-2" (Multiple-Family), O&I-2 (Office and Institutional)  
**Density/Intensity:** 8-14 dwelling units/acre

**Residential – High Density:** This category applies to the area within the Extended Central Business District surrounding the Topeka Housing Authority's Polk Plaza tower. The tower has in effect caused the blocks surrounding it to the east, west and north to become virtually unpredictable so as to discourage any expectation of viable low density development even though its impacts on traffic, etc. are subdued by its function as elderly housing. The extreme density of the Polk Plaza block (34 units/acre including r-o-w) lends an expectation to the surrounding blocks, excluding blocks to the south, that multiple-family development would be appropriate although at a much lower intensity given its adjacency to the rest of the single-family neighborhood. High-density development carried out in the remainder of this area should be appropriate if the type of housing (i.e., elderly) were similar. However, no further increases in residential zoning intensity are recommended since even the current "build out" density (22 units/acre) borders on excessive.

**Primary Uses:** Multiple-family dwellings  
**Zoning Districts:** "M-2" (Multiple-Family), O&I-1-2 (Office and Institutional)  
**Density/Intensity:** 15 – 20 dwelling units/acre

**Office/Residential:** This designation is applied only to a portion of the Extended CBD sub-area along Polk Street north of Huntoon Street. The current uses in this area include apartment buildings, surface parking lots, and office buildings associated with Blue Cross/Blue Shield. This area serves as a transition from the high intensity office to the lower density residential Historic District sub-area. The purpose of this category is to recognize this transition and be accommodating to both types of uses at a moderate level of intensity. Development along the west-side of Polk Street should be sensitive to the Historic District sub-area that it backs up to with residential uses being more appropriate than office. Residential densities should not exceed medium levels (14 units/acre max).

**Primary Uses:** Multiple-family dwellings, Office, Institutional  
**Zoning Districts:** "M-1-1a" (Two-Family), "M-2" (Multiple-Family), "O&I 1-2" (Office and Institutional)  
**Density/Intensity:** Medium

**Office – Professional Services:** This designation generally applies to the blocks facing Topeka Boulevard and 10<sup>th</sup> Street within the Extended CBD sub-area. The purpose of this category is to encourage professional services related to medical, legal, financial, non-profit, educational, and government-type uses that function within a setting that preserves or is respectful to the surrounding neighborhood-scale residential character. New commercial retail and multiple-family uses should generally not be supported within this designation since they would undermine the expectations and uniform characteristics of the sub-area.

***Primary Uses:*** Professional services, institutional

***Zoning Districts:*** "O&I 2" (Office and Institutional)

***Density/Intensity:*** Medium-High

**Commercial:** The Plan recommends this category primarily within the Washburn/Lane sub-area and a portion of Extended CBD and South sub-areas. The purpose of this designation is to define concentrated districts or nodes that will support efficient commercial retail establishments without negatively impacting the residential nature of the neighborhood. The appropriate intensity of the uses within these areas will depend on their location, but they are generally not intended to support uses of such intensity such as billboards, car lots, service stations, outdoor storage, communication towers, taverns, etc. which are not conducive to a neighborhood-scale or pedestrian shopping atmosphere.

***Primary Uses:*** Commercial retail/service

***Zoning Districts (Washburn/Lane, 17<sup>th</sup> Street):*** "C-1", "C-2" (Commercial)

***Zoning Districts (Topeka/10th):*** "C-3", "C-4" (Commercial)

***Density/Intensity:*** Low-High

**Institutional:** Institutional uses and public facilities are recognized by this designation only in the Northwest sub-area for Robinson Middle School.

***Primary Uses:*** Public Facility

***Zoning Districts:*** "R-2" (Single-Family)

***Density/Intensity:*** Medium

**Open Space:** This category is designated for "Central Park" and "Holliday Park" which act as the only open space uses within the neighborhood. Both areas are key focal points for the neighborhood and meet the demands for recreational or passive activities for such a large neighborhood. Central Park has the capacity to provide more of an emphasis on recreational activities because of the community center, athletic fields, and nearby tennis courts. Holliday Park serves more open space and ornamental purposes, but is a valuable site for informal gatherings, events, leisure, and children's play area.

***Primary Uses:*** Park

***Zoning Districts:*** "R-2" (Single-Family)

***Density/Intensity:*** Very Low

## V. IMPLEMENTATION PROGRAM

The purpose of the Implementation section is to provide a “framework for action” that outlines how the vision, goals, policies, and land use recommendations can be realized over the next ten years. It should be used by stakeholders and decision-makers to guide the next steps of the neighborhood revitalization process in terms of priorities, responsibilities, and feasibility.

### A. RECOMMENDED STRATEGIES AND ACTIVITIES

The following describes some of the key activities within the implementation program that is summarized in the chart proceeding this section. The descriptions below attempt to provide a more in-depth explanation of these activities where further clarification or guidance is needed.

**Neighborhood Downzoning** - Development policies of the Metropolitan Comprehensive Plan are legally implemented through the practice of zoning to reflect the desired land use and intensity patterns for an area. As documented in the profile section of the plan, inappropriate zoning districting established more than a half-century ago is at the root of many problems facing Holliday Park today. That was compounded through “spot-upzonings” after the tornado that perpetuated the problem. While these past actions regrettably altered the intended character of parts of the neighborhood, four areas of strong or potentially strong low density single-family housing have been identified in the land use plan. These four single-family “preserves” are located exclusively within the Historic District, Northwest, South, and Southeast sub-areas and should be rezoned from their current two-family (“M-1”) and multi-family (“M-2”) zoning districts to a lower density single-family (“R-2”) zoning district under a City-initiated “downzoning” process (see Map #9).

A fifth area of “downzoning” is also proposed within the Central Park sub-area (1300 block of Polk Street and Western Avenue) in order to minimize impacts of potential in-fill development at a transition point adjacent to a single-family preserve area. Rezoning this area from “M-2” (Multiple Family) to “M-1” (Two Family) would lower allowable densities from 29 units/acre to a more compatible 8-14 unit/acre range as recommended in the land use plan.

Several properties within the recommended downzoning areas are not included as part of that process either because they are appropriately zoned or because they do not fit the statutory requirements of a government-initiated downzoning process. Potential examples of appropriately zoned properties include an assisted living facility or non-mid-block apartments. Properties that are ineligible for “downzoning” and inconsistent with the Plan are recommended for rezoning under a “traditional” procedure initiated by the Planning Commission. The properties that should be evaluated for inclusion as part of traditional rezoning procedure include, but are not limited to, the southeast corner of 12<sup>th</sup> and Fillmore, 1318 Buchanan, 1019 Douthitt, 1334 Lane, 1251 Lincoln, and the northwest corner of 14<sup>th</sup> and Tyler.

**Housing Rehabilitation and Homeownership** - According to the 1990 Census, homeownership levels have stabilized albeit at a very low level. With only 1 out of every 5 units being owner-occupied, achieving any meaningful gains in homeownership levels has been extremely difficult under imbalanced conditions. Many impediments

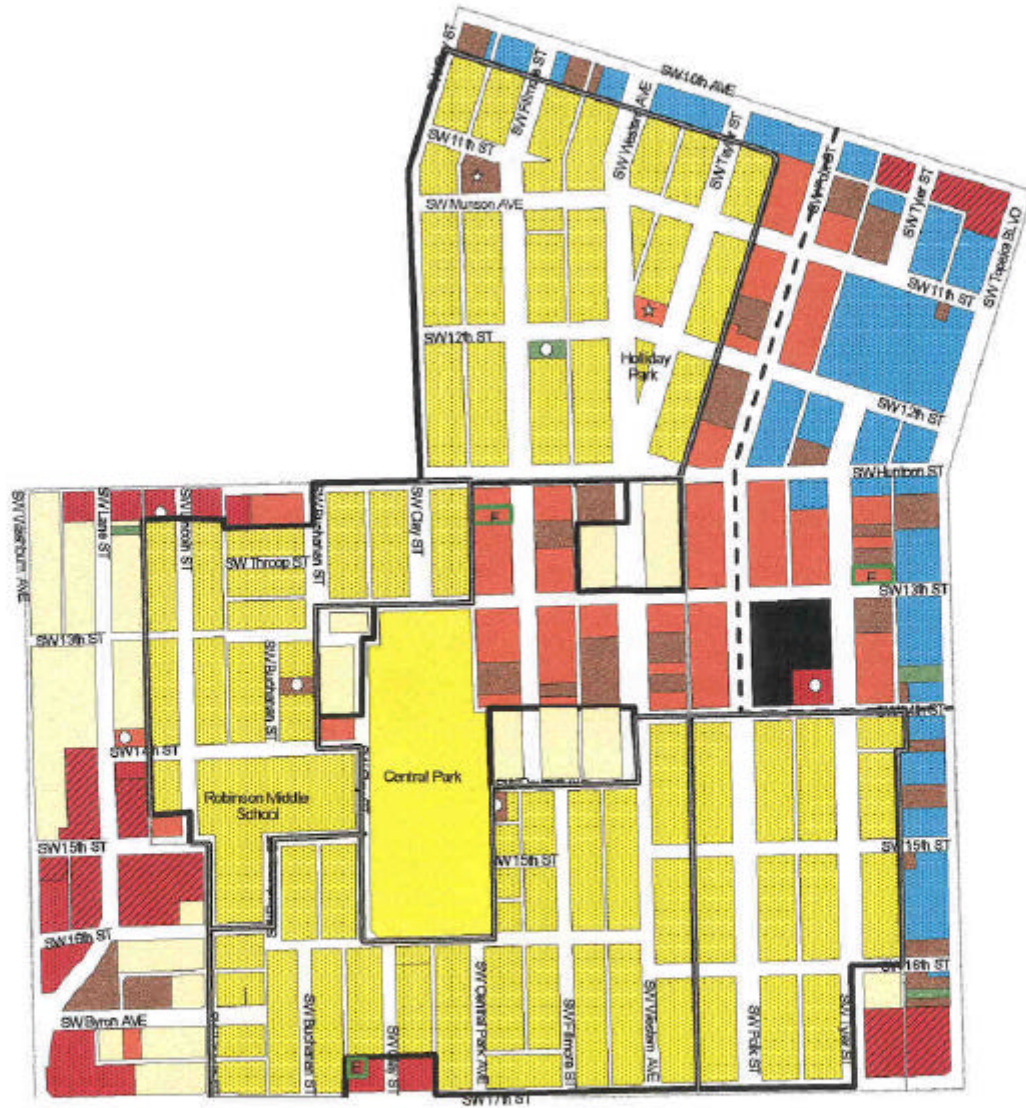
remain to housing rehabilitation for owners and renters which suppresses housing values and discourages investment in the neighborhood's historic housing stock. Several strategies are recommended to alleviate these constraints:

- ❖ **Create a more relevant affordable homeownership program** - The City's affordable homeownership program, Topeka Opportunity To Own (TOTO), is not working for Holliday Park. Since 1992, TOTO has successfully completed 190 homes throughout the City, but has only attracted 1 buyer to Holliday Park. TOTO is a market-driven program allowing qualified low-moderate income purchasers to shop anywhere for a home on the open market. Holliday Park's homes (as well as other older neighborhoods) are not as attractive under the program in large part because the larger, older homes have higher rehab and post-rehab maintenance costs, including utilities, that would make it cost prohibitive for a low-moderate income purchaser. It is recommended that revised TOTO guidelines be explored (e.g., such as raising the \$50,000 purchase/rehab cap by at least 20% and/or the City subsidy concurrently) or a companion homeownership program created that truly works in targeted areas such as Holliday Park and other older neighborhoods.
- ❖ **Make rehabilitation affordable and remove blight** – Private efforts to rehabilitate older homes are often frustrated by building codes that were designed for newer suburban-style construction and hence raise unnecessary costs. A conservation-based uniform building code could be adopted (such as Wichita's) that is more relevant in rehabilitating older homes. Also, weatherization programs should be expanded or created to defray higher utility costs prominent in older, larger homes found in neighborhoods such as Holliday Park. Existing well-managed rental rehabilitation programs, such as Topeka City Homes, should also be utilized on a selective basis as an alternative to letting vacant houses become a blighting influence that deters future homeowners.
- ❖ **Provide better package of market rate incentives** – The incentives offered through the City's Neighborhood Revitalization Act (NRA) program are geared more towards larger new construction projects than they are at the smaller individual rehab-owner. A greater package of incentives for individuals that are not income-based is needed to stimulate private investment. These could include: lender participation in a HUD 203K program that provides loans exceeding appraised values to cover rehab costs, inclusion of a conversion incentive under the NRA that gives a one-time rebate to those who convert a house back to single-family ownership, purchase assistance programs for police officers, teachers, etc., and HUD's Revitalization Strategy or EZ/EC programs that allows greater flexibility for mixed-income development.
- ❖ **Initiate and sustain marketing efforts** – According to residents, the mainstream real estate community does not have a good image of the overall Holliday Park neighborhood. This in turn hurts prospective buyers who do not become acquainted with the neighborhood through their realtor. It is recommended that the NIA "adopt" a realtor(s) interested in doing business in the neighborhood, provide "get to know" letters to realtors who do have properties for sale, and initiate a face-to-face campaign to qualify help existing residents for homeownership.

# Holliday Park Neighborhood

Proposed Zoning

Map # 9



- Zoning Class**
- C2
  - C3
  - C4
  - E
  - M1
  - M2
  - M3
  - M4
  - OI2
  - R1
  - R2
- Traditional Rezoning Recommended
  - Recommended Downzoning Area
  - ☆ No Change Recommended
  - Resolution of Intent
  - State Zoning Control Area
  - Sub-Area Boundaries



1" = 700'

Topeka - Shawnee County Metropolitan Planning Department (8/12/98)

Inducing and accelerating rehabilitation investment and making homeownership more of a reality in Holliday Park will be difficult even implementing the above recommendations. These recommended strategies must be viewed not as stand alone activities, but in a comprehensive package of strategies that will overcome impediments.

### **In-Fill Housing**

While the abundance of vacant land is not a widespread problem, there are opportunities for in-fill housing development and redevelopment. The success of in-fill development depends on several key strategies :

- ❖ **Ensure zoning regulations encourage compatible in-fill development** – Current zoning standards establish a minimum lot size of 50 feet for new development. Most of the current single and two family properties in Holliday Park are less than 50 feet. The zoning regulations do provide for the “grandfathering” of the existing 25’ wide lots, but it is not clear in the development community that these single lots or lot-and-a-half properties are buildable or that there are designs available to fit these lots. It is recommended that Planning Department revise or promote the zoning regulations accordingly to encourage housing be built on <50’ wide lots in appropriate blocks of older neighborhoods and promote compatible housing designs (see *Appendix F*). The need to ensure compatible design of in-fill housing may depend on the creation of a zoning overlay district (see *Historic Preservation*).
- ❖ **Combine with rehabilitation efforts** - In-fill housing will only be feasible once a block or target area is stabilized with rehabilitated structures and reasonable elimination of blighting influences. This would provide a synergistic effect that spins-off additional investments in an area.
- ❖ **Enable land acquisition and control** – Larger in-fill opportunity areas, such as in the Southeast sub-area, will ultimately require land assemblage or control to secure development rights to the area. Single ownership through a private/non-profit entity with support from the City’s acquisition or funding authority needs to be explored. If feasible, creation of a tax increment finance (TIF) district could provide the leverage necessary to stimulate development interest. This and other smaller in-fill opportunity areas, may require “landbanking” through tax delinquent property sales or other means. The land could then be held, assembled, or marketed for development at a future date that adheres to the objectives of the Plan.
- ❖ **Identify “opportunity areas” for in-fill** – The most prominent in-fill area is the 2-3 block area along Tyler Street in Southeast sub-area. This and other smaller strategic “opportunity areas” are identified in Section “C” (Sub-Area Revitalization Concepts).

**Code Enforcement** – Enforcement of housing, zoning, and environmental codes is an ongoing city-wide program that is used to assure that a minimum level of maintenance and compatible uses of properties occur. In light of the high number of conversions and absentee landlords in the neighborhood, efficient enforcement of these codes can be an effective tool when combined with programs that encourage recalcitrant property owners to participate in the rehabilitation process. Current changes to the housing and environmental codes to speed up the enforcement process and include vacant houses are supported by the neighborhood. It is also recommended that the NIA revive their successful “reminder” letters sent to property owners with suspected violations in order to encourage remedies before they are turned over to the City for enforcement.

**Historic District Designation** – Preservation of the architecturally and historically significant homes of the neighborhood is of utmost priority if Holliday Park wants to retain its unique character and enjoy a competitive advantage over other residential neighborhoods. This is most commonly done through the designation of an area(s) for listing on the National Register of Historic Places which should be pursued for a sizeable portion of the neighborhood that includes the Historic District sub-area. Other areas in the Northwest and South sub-areas should also be surveyed for their eligibility.

Establishment of the national district should create value for homes considering Topeka has only one other national historic district. However, besides prestige and income tax credits for income-producing properties, this does not provide any assurance that properties will conform to desired architectural guidelines. This control typically comes through local historic preservation ordinances and zoning overlay districts. **It is recommended that the neighborhood seek local historic district status for an area that includes the Historic District sub-area and establish design criteria tailored to meet their particular needs.** In order to help property owners with renovations, it is recommended that technical design assistance be offered through agreements with Historic Topeka, Inc. and/or the newly created Landmarks Commission. Other ancillary actions for the historic district include exploration of seeding a historic preservation fund for rehabilitation efforts, maintenance of brick sidewalks/streets, district identification signage, educational programs, and continuation of marketing efforts such as the holiday home tour.

### **Other Potential Implementation Activities**

#### **Transportation**

- 12<sup>th</sup> Street two-way study
- Polk and Tyler two-way study
- Right turn lane Lane/Huntoon

#### **Public Safety**

- Landlord training programs
- Lighting (alley/street)
- Citizens stroll patrol
- Community Policing/Bike patrol

#### **Park Improvements**

- Central Park pond completion (\$28,000, see *Appendix D*)
- Jogging path (new track = \$300,000)
- Holliday Park enhancements

#### **Youth Programs**

- Kids club
- Brick street/sidewalk repair

#### **Sidewalk and Alley Improvements**



## **Neighborhood Signage**

### **B. SUB-AREA REVITALIZATION CONCEPTS**

This section gives direction for the future stabilization and revitalization of the sub-areas. It identifies several strategic "opportunity areas" within the sub-areas that are poised to impact the neighborhood's revitalization and gives alternative approaches to realizing long-term stability.

#### **Central Park**

While the sub-area was assessed to be in relatively sound exterior physical condition, very high renter-occupancy rates and density levels have led to incompatible land use conflicts and some of the highest levels of recorded crime in the neighborhood. Several parts of the sub-area are vacant or in a state of abandonment and are likely candidates for new development.

Several of the largely one-room apartment complexes could be retrofitted for two and three bedrooms that lowers overall density impacts and makes the complexes less transient. The public housing complex on Western Avenue can hopefully be part of the national policy of converting to mixed-income market rate units and thus decreasing the concentration of low-income households. If this occurs, the southern portion of the 1300 block of Fillmore would become more marketable for lower density in-fill development, possibly owner-occupied, since this is where vacant land exists for potential new development. This area's ideal location surrounding Central Park has the potential to support higher quality residential development as illustrated by the sound conditions of several historical structures, a bed and breakfast inn, and more modern co-op developments. Community patrols and landlord training programs are also types of short-term activities that can make an impact on safety and thereby, ameliorate larger image problems for the neighborhood as a whole.

#### **Historic District**

There is no doubt that for this sub-area to revitalize as one of the last intact examples of classic turn-of-the century architecture in Topeka, its unique architectural and historical assets must be preserved and restored. Current trends in the neighborhood show a remarkable turnaround of restoration projects initiated on a property by property basis largely returning houses to their original single-family character. However, this turnaround has not been instituted as widely to all blocks and there remain many houses looking to be "adopted". Historic district restorations are slow processes and can take decades before full realization. It appears the market has initiated this process already, but should be nurtured and protected through historic preservation listing, compatible zoning districts, streetscape enhancements, possible tax incentives, and education/marketing efforts, so its momentum can successfully encompass all blocks. The 1100 block of Taylor Street (east-side) is a prime candidate for in-fill housing potential that should complement the character of the historic district and Topeka High School.

#### **Northwest and South**

The Northwest and South sub-areas contain the largest concentration of intact blocks of single-family homes and widespread blight has not taken hold. However, homes are exceedingly vacant, achieve relatively low homeownership rates, and a number of blocks have very high crime reports.

These sub-areas likely support the “bad apple” theory that a low number of dilapidated houses, drug houses, poorly managed apartments, etc. are “spoiling the whole bunch”. It is evident in this sub-area that several owners have invested quite substantially in their properties. In this case, a focus to fix the “bad apples” with code enforcement, owner rehabilitation, non-profit acquisition/rehabilitation, or demolition/in-fill should be made. Turning the “bad apples” into “good apples” will restore some lost confidence in the area and stimulate property owners to also make improvements. The proliferation of vacant lots through discretionary demolition should be discouraged in this sub-area since it would tend to stymie reinvestment of existing structures if no plans of replacement housing are in place. This strategy should also be combined with aggressive marketing of the NRA and other rehab programs to sub-area property owners and potential investors. The 1400-1600 blocks of Fillmore Street are examples of where this strategy could be focused initially.

### **Southeast**

In the minds of many, if there is a sub-area that has been written-off, this is it. Its mostly single-family residential character has suffered the most and exhibits the greatest concentration of deteriorated housing conditions and lowest property values in the neighborhood. However, promising signs to build on include average homeownership levels, lower than average criminal activity in the 1500 and 1600 blocks, and the beautifully restored KBI building. The KBI offices housed in the former Crain Junior High building could be a strong anchor for residential redevelopment of the 1500-1600 blocks of Tyler Street in which a large number of vacant lots already exist. **These blocks represent a major opportunity area for new in-fill residential development in Central Topeka** if the majority of the property can be controlled by a public/private interest and if there is a commitment to target rehabilitation resources.

The revitalization of this area and ultimate protection of its single-family character to the west has potential provided that significant intervention and aggressive marketing takes place. Speculation and piecemeal development of the area for parking lots, high density housing, back-offices, strip commercial, etc. will continue to erode confidence, lead to more blight, and ultimately jeopardize more stable areas. Potential expansion of the Kansas Expocentre (e.g., parking) was identified within the Chesney Park Neighborhood Land Use Plan for this area and was deemed inappropriate given the existing alternatives available.

### **Washburn/Lane**

While Lane and 15<sup>th</sup> Streets historically supported a small neighborhood business district, the character of this area was drastically changed after 1966. New commercial and multiple-family residential uses replaced former houses and Lane Street became a one-way arterial street. The lower density residential sections have actually been fairly well-maintained, albeit with lower homeownership levels. The success of this sub-area will likely be entirely dependent on the potential redevelopment of the “College Hill commercial district” as an attractive neighborhood-servicing destination with a more diverse appeal to families in the market area.

The non-profit TurnAround Team (TAT) has contracted with two planning consultants since 1996 to develop redevelopment concepts and design standards for this district as envisioned by the surrounding neighborhoods. This vision (see *Appendix E*) supported by the TAT should be incorporated into the future implementation program of this Plan. There should be consideration given to creation of a tax increment finance (TIF) district to enable private developers the ability to assemble and finance a redevelopment project while the City (vis-à-vis the community) can maintain design control. Redevelopment interest would be further stimulated by a study identifying the market area demands vs. supply and thus the economic viability of such a project. The scope of the potential commercial build-out also has the potential to generate some negative traffic impacts on the neighborhood and should be assessed once new development is proposed.

**C. Implementation Agenda Summary (chart)**

reserved



**Appendix E  
College Hill Business District**

