

Historic Holliday Park



Neighborhood Plan

An Element of the Topeka Land Use & Growth Management Plan 2025

A Cooperative Effort By:

*The
Historic Holliday Park Neighborhood Improvement Association*

&

Topeka Planning Department

ADOPTED:*

Topeka Planning Commission, April 21, 2008

Topeka City Council, May 13, 2008



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"Holliday Park Neighborhood Land Use Plan."*

ACKNOWLEDGEMENTS

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I. INTRODUCTION & PURPOSE

In August, 1996, the previous Holliday Park Neighborhood Improvement Association (NIA), through the Central Topeka TurnAround Team, submitted a request to the Topeka Planning Commission for the down-zoning of their neighborhood to a predominantly single-family residential classification. As a result, the Holliday Park Neighborhood Plan - 1998 was adopted by the Topeka City Council, which at the same time also approved the down-zoning of most of the neighborhood to a more appropriate low-density residential district. The previous Plan of 1998 included the entire boundary of the areas that now comprise the Central Park NIA and the Historic Holliday Park NIA. This update refers to the roughly 15-block area referred to as the *Historic Holliday Park* neighborhood.

The purpose of this document is twofold: (1) to update the existing conditions of the neighborhood and to analyze trends that occurred within the area between the previous plan creation date in 1998, and (2) 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 Historic Holliday Park neighborhood. This document will be prepared in collaboration with the NIA and the Topeka Planning Department.

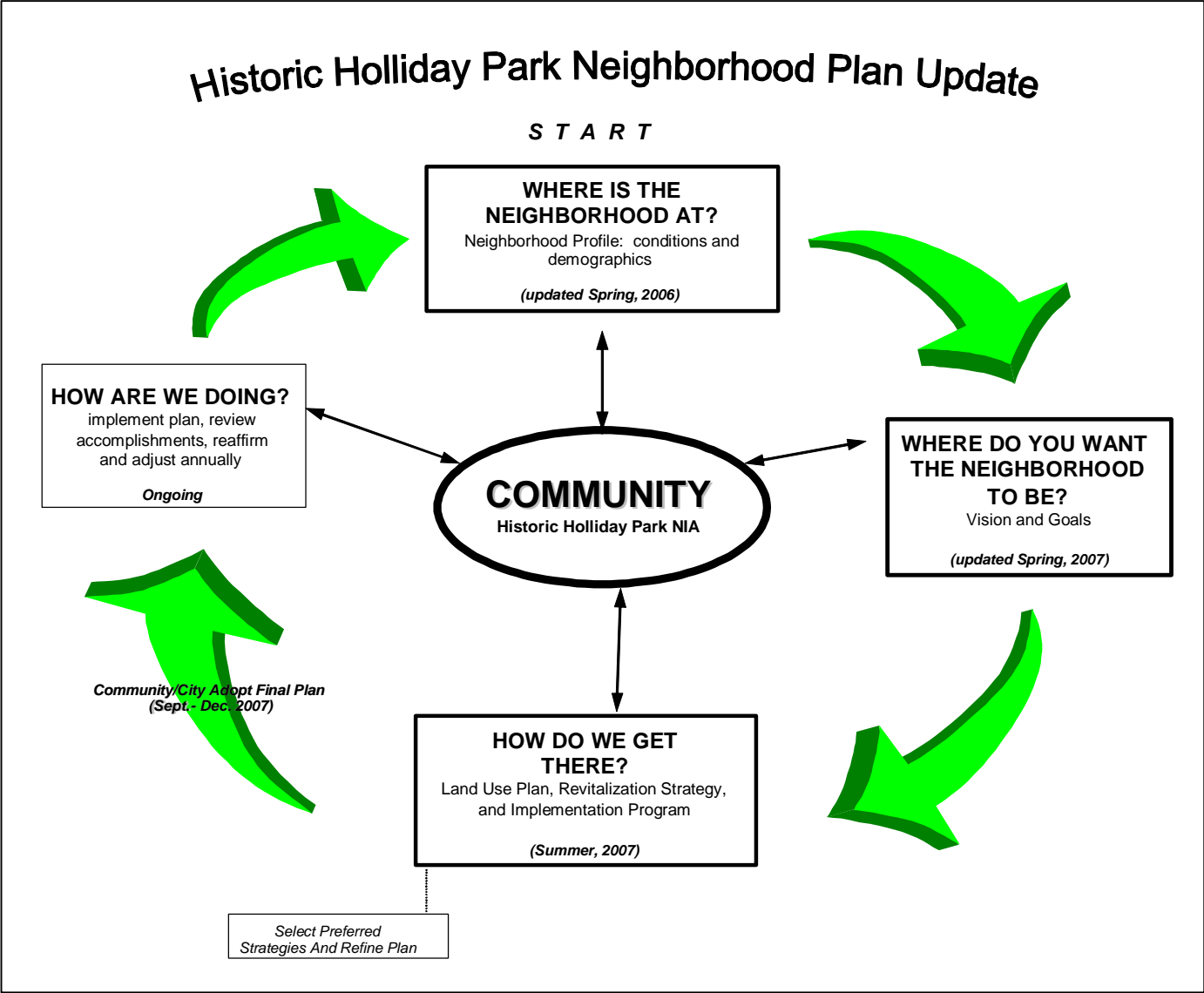
It establishes a 10 year vision and appropriate policies for land use, housing, community character, community facilities, and circulation for the Historic Holliday Park neighborhood. The Plan is intended to be a comprehensive, cohesive, and coordinated approach to neighborhood planning that constitutes an amendment to the Comprehensive Plan and is regularly monitored, reviewed, and formally updated once every five years or as needed.

Process

In October, 2006, the Historic Holliday Park SORT Committee was formed by committed residents of the area in order to qualify and apply for Community Development Block Grant (CDBG) funds administered by the City of Topeka to use for revitalization activities in low-income, distressed areas of the City. In February of 2007, the Topeka City Council approved the Historic Holliday Park neighborhood to be one of two designated target neighborhoods for planning assistance in 2007, and to receive significant funding to implement that plan in the years 2008 and 2009.

This document has primarily been prepared in collaboration with the Historic Holliday Park NIA. Beginning in the spring of 2006, planning staff conducted a property-by-property land use/housing survey of the neighborhood and collected pertinent demographic data. The information was shared and presented during a community workshop at the Central United Presbyterian Church in April, 2007. In 2007, the NIA devoted a number of their monthly meetings to formulating the goals, guiding principles, strategies and actions

recommended in the Plan. A draft of the final Plan was also presented to the community at a confirmation/wrap-up meeting held in January of 2008.



II. NEIGHBORHOOD PROFILE

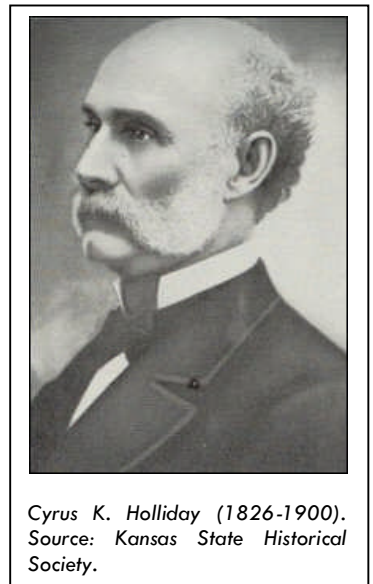
A. HISTORY AND CHARACTER

The Historic Holliday Park neighborhood refers to the 110 acre area bounded by SW 10th Street to the north, SW13th Street to the south, SW Topeka Blvd to the east and SW Clay Street to the west. Several arterial streets bisect the neighborhood – SW Huntoon Street and SW 12th Street. The areas to the south and west are generally residential in character while the areas bordering the neighborhood along SW Topeka Boulevard and 10th Street are predominantly office and professional uses with the exception of a restaurant and a drugstore located in the northeast corner of the neighborhood.

Historic Holliday Park is located in the heart of the City of Topeka, Kansas, just southwest of the Capitol Plaza and the Central Business District. Early twentieth-century architecture is evident throughout the neighborhood and reflects distinctive styles from all periods including Queen Anne, Colonial Revival, Craftsman, Bungalow, Prairie, Homestead, and Tudor homes. Within the boundary of the neighborhood there are four individual structures listed as National Historic Places (pictured page 8), as well as two different National Historic Districts that encompass 152 acres of the neighborhood and 110 other contributing and non-contributing structures. Reference the illustration in page 8.

Named after Cyrus K. Holliday, who was one of the founders of Topeka and the Santa Fe Railroad company, the Historic Holliday Park neighborhood is centered on a one and a half acre triangular park at the intersection of SW 12th Street and Western Avenue. An error in the first plat of the original town site led to its distinctive street layout, which was eventually corrected as the area was built using federal survey lines. Thus, where the original town site and later subdivisions meet, there is a bend in the street pattern that created left-over spaces such as the area that would become known as “Holliday Park.”

Starting in the late 1880s, housing construction began in earnest in the area, which was on the outskirts of the City limits at the time and still rural in character. Responding to rapid growth, nearby residents formed the Holliday Park Association in 1895 to beautify the triangular plot which soon became the City’s fourth public park.



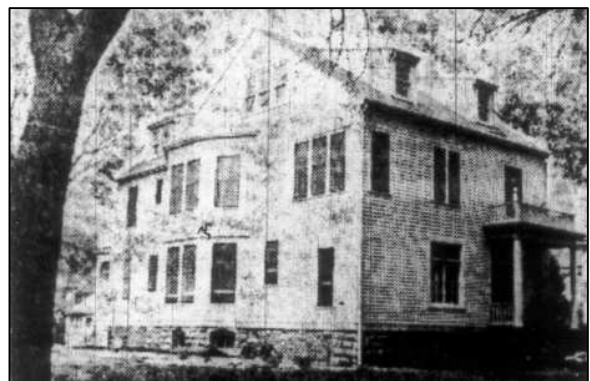
Despite the unique architectural and cultural heritage of the neighborhood, the area has been negatively impacted by a number of trends and events over the last century or so; the repercussions of which are only now being fully realized. During the 1920s, for instance, the City experienced a period of significant rural

to urban migration and very limited homeownership opportunities. As a result, many of the homes in the neighborhood were stripped of their intended use and architectural integrity when they were converted into apartment-style dwellings to accommodate the demand for rental units in an attractive setting nearby (but not within) the central business district. 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.”

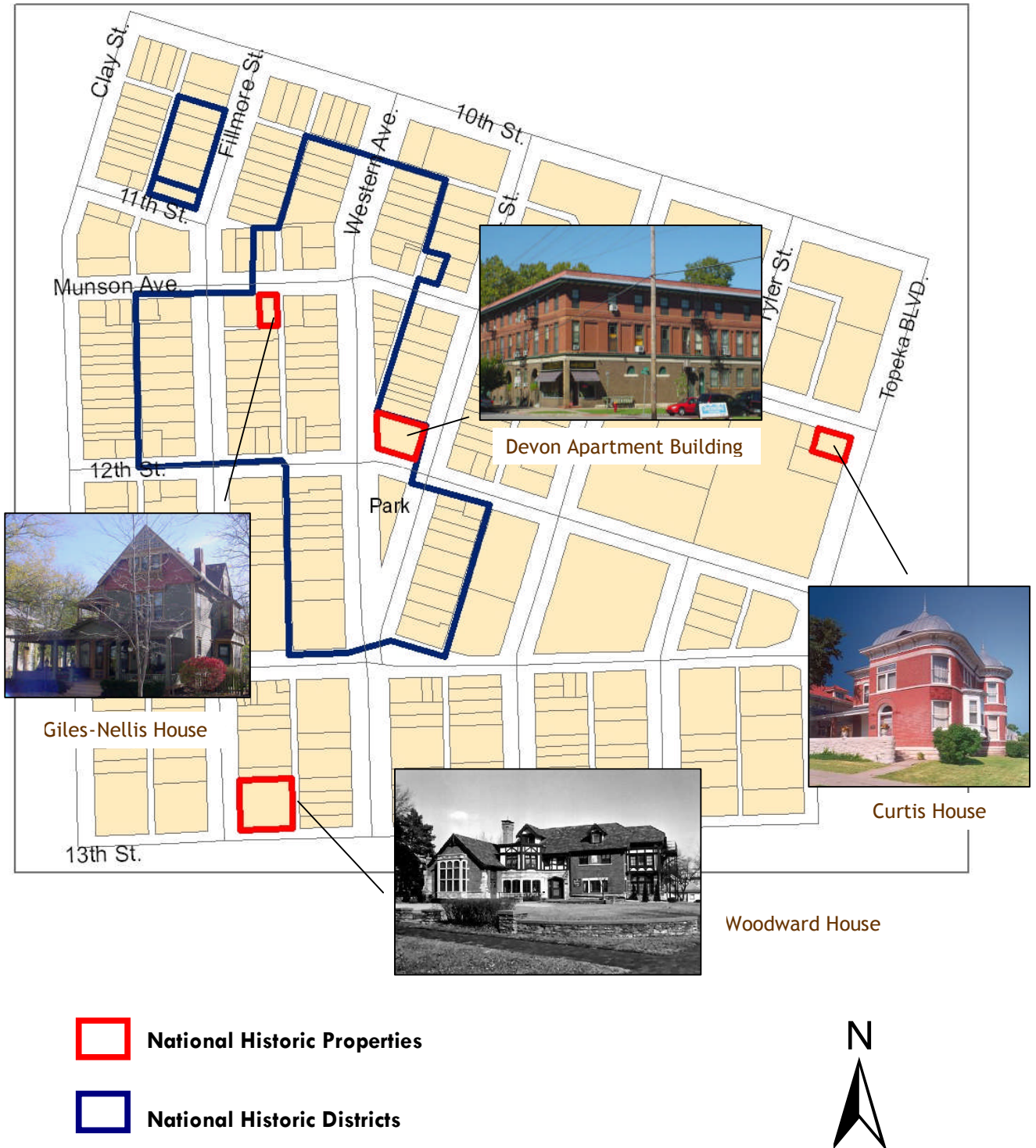
**Topeka-Shawnee County Comprehensive Plan (1940-42)
Harland Bartholomew and Associates**

By the 1950s, tremendous city growth made brand new suburban areas available to a burgeoning homeowner population, which made many central Topeka neighborhoods less attractive to own a home. As a result of this flight from central Topeka areas, typical urban decay began to appear in parts of the neighborhood. Finally on June 8, 1966, a tornado sliced through Topeka and left an indelible impression that drastically altered the character of many core neighborhoods of the City. While only the northeast corner of the Historic Holliday Park neighborhood was really damaged by the storm, the ensuing blight that occurred in surrounding areas has had a serious impact on the overall quality of life for residents in the area for a very long time.



1227 SW 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.

Historic Holliday Park Historic Properties Diagram



B. EXISTING CONDITIONS

Neighborhood Health

The Neighborhood Element of the Comprehensive Plan establishes a health rating for all neighborhoods in Topeka in order to prioritize planning assistance and resource allocation. The health ratings are based upon the existing conditions of the neighborhood in regard to property values, crimes per capita, homeownership levels, the number of boarded homes, and the percent of people living below the poverty level. According to the updated Neighborhood Element, the Historic Holliday Park area is divided among two different health ratings along the boundary of SW 12th Street. The northern portion of the neighborhood is designated as *At Risk* (emerging negative conditions), while the rest of the neighborhood south of this boundary is designated as *Intensive Care* (most seriously distressed conditions). The health ratings of the neighborhood have remained unchanged since 1999.

Land Use

Land uses in the neighborhood have changed since a survey of the area was last conducted in 1998, as evidenced in Table #1 below. The number of parcels with single-family structures increased by 13%, while the number of parcels with two-family and multi-family structures decreased by -36% and -8% respectively. This represents a step in the right direction for the neighborhood since increasing the amount of single-family land uses was a major goal of the previous Plan.

There are several explanations for this increase in the percent of single-family land uses. First, a number of homes that were once divided into apartments have been re-converted back to their original single-family intention. Several other multi-family structures were simply demolished, including the Pendennis Building formerly located at 1021 SW Tyler Street.

The neighborhood is split between residential, office and commercial land uses, with the majority (80%) of all parcels being devoted to residential uses. Over half of all parcels and one-third of the land area is single-family residential. At least 20% of the land area is in the following categories: office, commercial, retail/service, institutional, parking/other, and recreation/open space, with an above-average number of vacant parcels (5.7%).

Much of the land area is dedicated to office space and there is a large subsequent amount of parking in the neighborhood, primarily for Blue Cross/Blue Shield offices. Ten percent (10%) of the land area in the neighborhood, in fact, is dedicated to automobile parking. The historic Devon Apartment building includes small scale commercial uses on the ground floor across from "Holliday Park." A key part of this plan will be to limit the encroachment of *other* land uses into designated areas of predominately single-family land uses.

Map #1 illustrates existing land uses in the neighborhood. Several areas of the neighborhood have high concentrations of two and multi-family residential

structures. Medium/high density residential development is generally located in areas that were heavily damaged by the 1966 tornado or where high intensity uses are encroaching upon areas of older single-family residential homes.

Table 1
Existing Land Use – Historic Holliday Park (2006)

Land Use Category	Parcels 2006	Parcels 1998	% Change 1998-'06	% Total 2006	Acres 2006	Percent 2006
Residential - Single-Family	169	150	12.7%	50.6%	24.6	34.0%
Residential - Two-Family	2	58	-36%*	0.6%	0.3	0.4%
Residential - Two-Family (c)	36	N/A	N/A	10.8%	4.5	6.2%
Residential - Multi-Family	19	61	-8%*	5.7%	6.3	8.7%
Residential - Multi-Family (c)	37	N/A	N/A	11.1%	6.3	8.7%
Commercial - Retail/Service	4	10	-60.0%	1.2%	1.9	2.6%
Office	24	19	26.3%	7.2%	15.4	21.3%
Institutional	3	4	-25.0%	0.9%	1.8	2.5%
Automobile Parking (Open)	18	12	50.0%	5.4%	7.5	10.4%
Open Space	1	1	0.0%	0.3%	0.3	0.4%
Vacant	21	25	-16.0%	6.3%	3.6	5.0%
Subtotal	334	340	-1.8%	100.0%	72.4	100.0%
Public ROW					38.5	
Total Area					110.9	

Source: Topeka Planning Dept. & Shawnee County Appraisers Office (Oct., 2006) Note: No distinction was made for converted properties in the land use section of the 1998 plan; a comparison was made between the combined number of parcels for both two-family and multi-family land uses between 1998 and 2006. Also, one (1) parcel is included for ground floor retail at the Devon Apartment building.

Zoning

The Capitol Plaza Area Authority has ultimate zoning jurisdiction east of Polk Street and north of 14th Street. Following the 1966 tornado, a number of rezoning cases occurred that were all high-intensity deviations from the neighborhood's base zoning districts of two-family and multiple-family land uses. In 1998, however, a great portion of the neighborhood was rezoned to the lower intensity "R-2" single-family residential designation.

As a result of this down-zoning, Historic Holliday Park is now divided among three distinct areas of single-family, two/multi-family, and office/commercial zoning districts, as Map #2 illustrates. Much of the single-family district is located in the interior portion of the neighborhood, while multi-family areas are mainly located south of Huntoon Street. The Devon Apartments have a Historic Landmark (HL) overlay zoning designation. Commercial and office zoning districts are located on the edges of the north and east portions of the neighborhood.

Housing Density

For the purpose of tracking and comparing density in the Historic Holliday Park neighborhood, only data from the interior residential core area is contained within Table #2 and the subsequent text. The residential core area of the

Historic Holliday Park neighborhood is the shaded blocks as illustrated in [Map #3](#).

The relatively high 9.3 units/acre density found in Historic Holliday Park can be attributed to the concentration of two and multiple-family structures. Nearly half of all dwelling units in the neighborhood are two/multi-family units. As [Table #2](#) indicates, however, the number of housing units within the neighborhood decreased from 1998 to 2006 by -6%.

A positive change for the neighborhood is the increase in the number of single-family units (15%), as well as the decrease in the number of two-family and multi-family units (minus nearly -32% and -9% respectively). As previously stated, this appears to be the result of homeowners re-converting structures that were once divided into apartment-style dwellings back to their original single-family intention, as well as the demolition of several apartment buildings.

Table 2
Housing Density – Historic Holliday Park (Existing)

Housing Type	Units 2006	Units 1998	% Change 1998-'06	% Total 2006	Acres 2006	Units/Acre 2006
Single-Family	169	148	14.2%	41.7%	17.4	9.7
Two-Family	74	108	-31.5%	18.3%	2.7	27.4
Multi-Family	162	177	-8.5%	40.0%	5.9	27.5
Net Density	405	433	-6.5%	100.0%	26.0	15.6
Gross Density (w/ROW)	405				43.5	9.3

Source: Topeka Planning Department (Oct., 2006)

Housing Conditions

Housing units in Historic Holliday Park are in relatively sound condition, as nearly half of all residential structures exhibit only *minor deficiencies*, as seen in [Table #3](#) (housing conditions and ratings are defined in Appendix "D"). Two-family and multi-family units generally exhibit the worst exterior conditions as 6 out of 10 structures of these types had *intermediate* or *major deficiencies*. The blocks that displayed the worst housing conditions are between the 1100 and the 1300 blocks of Clay Street. Homes all along Fillmore Street generally display good housing conditions, and this street has the highest concentration of blocks averaging either *sound* or simply *minor deterioration*.

By comparing the maps of housing conditions for the years 1998 and 2006, it appears that housing conditions within the neighborhood have improved. As seen in [Map #3](#) of the current plan, nearly two-thirds of the blocks had housing conditions categorized as either *sound* or *minor deterioration*. In contrast to the previous plan developed in 1998, however, the same blocks were averaging either *intermediate* or *major deterioration*. The southwest portion of the neighborhood, as well as most of the blocks along Fillmore Street generally showed the most improvement during this period, while the southeast portion of the neighborhood along Polk and Tyler Streets were the only blocks that

displayed worsening conditions during this period (reference [Holliday Park Plan 1998](#)).

**Table 3
Housing Conditions – Historic Holliday Park**

Housing Type	Minor Deficiencies		Intermediate Deficiencies		Major Deficiencies		Total
	# Properties	%	# Properties	%	# Properties	%	
Single-Family	77	45.3%	62	36.5%	31	18.2%	170
Two-Family	12	32.4%	15	40.5%	9	24.3%	37
Multi-Family	25	44.6%	18	32.1%	14	25.0%	56
Total	114	43.3%	95	36.1%	54	20.5%	263

Source: Topeka Planning Department (Oct., 2006) NOTE: Average block conditions are relative to the neighborhood and should not be compared to similar surveys in other neighborhoods.

Tenure

Historic Holliday Park is still predominately a neighborhood occupied by renters, as two-thirds of all housing units are inhabited by tenants (see [Table #4](#)). Single-family units, in fact, are only 54% owner-occupied. Two-family and multi-family structures are only 8% owner-occupied, even though these structures account for nearly two-thirds of all housing units in the neighborhood.

Areas with the highest concentrations of homeownership generally correspond to areas with sound or improved housing conditions, as is illustrated in [Map #4](#). Exceptions to this are areas with larger multi-family complexes. The most concentrated blocks of homeownership occur along the 1100-1200 blocks of Fillmore Street, along with the 1200 blocks of Western Avenue and Taylor Street. The lowest owner-occupancy levels can be found in areas adjacent to higher intensity commercial/office or residential development, such as the 1300 blocks of Polk and Tyler Streets.

Despite the presence of multi-family units and the number of renters, the owner-occupancy level did appear to increase in the neighborhood from 1998 to 2006. In 1998, for example, only one-quarter of the blocks in the neighborhood had an owner-occupancy rate greater than 47%, reference [Map #4](#). By 2006, however, nearly two-thirds of the blocks had an owner-occupancy rate greater than 47%.

**Table 4
Housing Tenure – Historic Holliday Park**

Housing Types	Owner-Occupied		Renter-Occupied		Vacant		Total
	Units	%	Units	%	Units	%	
Single-Family	92	54.4%	73	43.2%	4	2.4%	169
Two-Family	10	13.5%	59	79.7%	5	7.0%	74
Multi-Family	10	6.2%	135	83.3%	17*	10.0%	162
Total	112	27.7%	267	65.9%	35	8.6%	405

Source: Topeka Planning Department (Oct., 2006) *estimate

Property Values/Age

For the purpose of tracking property values in the neighborhood, only data from the interior residential core area of the neighborhood will be utilized. According to data gathered by the Shawnee County Appraiser, real estate values in the neighborhood have increased impressively since 1998, which may be due to much of the neighborhood receiving National Historic status in recent years. The average appraised value of a single-family home was \$50,870 in 2006, which is an increase of 77% from 1998. The mean value of multi-family structures (\$224,820) was over four times the amount of single-family properties, which can be attributed to the presence of several large-scale apartment buildings.

Table 5
Average Property Values – Historic Holliday Park

Use	2006	1998	% Change 1998-'06
Residential - Single-Family	\$ 50,870	\$ 28,720	77.1%
Residential - Two-Family	\$ 31,900	\$ 26,540	20.2%
Residential - Two-Family (c)	\$ 43,550	\$ 27,100	60.7%
Residential - Multi-Family	\$ 224,820	\$ 66,830	236.4%
Residential - Multi-Family (c)	\$ 65,650	\$ 38,750	69.4%
Vacant Land	\$ 9,850	N/A	N/A

Source: Shawnee County Appraiser (Oct., 2006)

Public Safety

Map # 5 illustrates the number of reported major crimes committed by block from January, 2005 to December, 2006 according to crime statistics provided by the Topeka Police Department. The blocks with the largest crime totals generally occur where there are high concentrations of multi-family units, such as the 1000 of Fillmore Street, as well as the 1200 blocks of Western Avenue, Taylor, Fillmore and Polk Streets. The commercial area located at the intersection of 10th Street and Topeka Blvd also had a high concentration of Part I crimes. Due to a change in the way in which the Police Department tracks crime levels throughout the City, it would not be accurate to analyze trends in the neighborhood from 1998 to 2006. Major crimes are defined as Part 1 crimes – murder, rape, robbery, aggravated assault, burglary, and theft.

Development Activity

Development activity in the neighborhood for the past decade has mostly been limited to demolitions. Only five building permits were issued for new single-family home construction during the period from 1996 to 2006 (Map #6). However, in 2006, construction was completed on a roughly 140,000 square foot building expansion within the Blue Cross and Blue Shield corporate campus located at the intersection of SW 12th Street and Topeka Boulevard.

The housing stock in Historic Holliday Park is relatively old, although this is also what makes the area unique. According to the 2000 census, approximately 44%

of all housing units in the neighborhood were built prior to 1940, while only 3% were built after 1989. Although demolitions occurred throughout the neighborhood, high concentrations were located along the 1200 block of Clay Street, as well as the 700 block of 11th Street. Building permits tracked are for new construction or whole demolitions and do not include rehabilitations.

Circulation

The neighborhood is bound to the north and east by the principle arterials SW Topeka Boulevard and SW 10th Street, and to the south and west by SW 13th Street and SW Clay Street. The neighborhood experiences heavier than usual traffic as two minor arterial streets (12th Street and Huntoon Street) and one collector street (Western Avenue) run through the interior of the neighborhood. Table #6 summarizes the annual average daily traffic (AADT) volumes for intersections within the City’s top 100 locations.

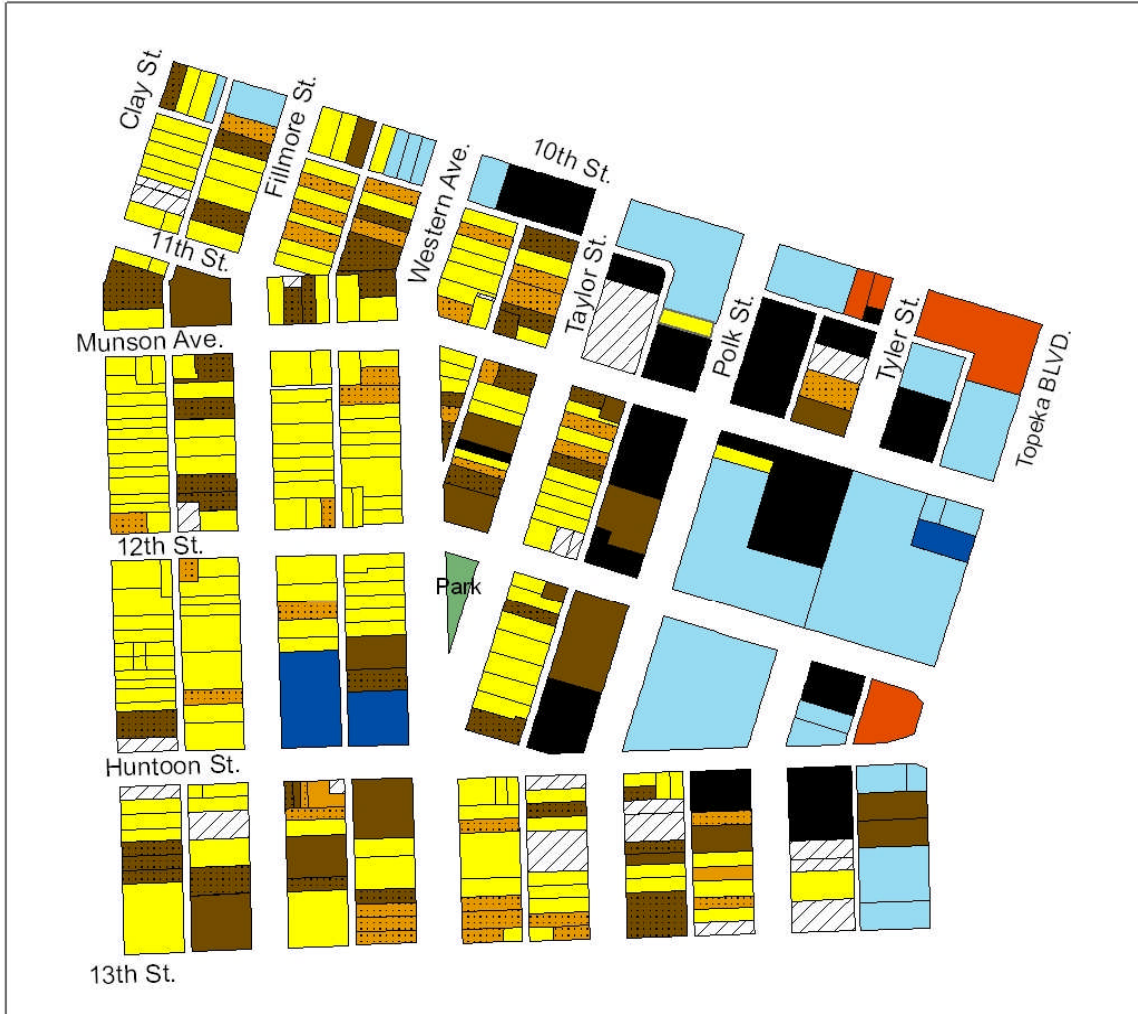
**Table 6
Average Annual Daily Traffic (AADT)**

Intersection	Classification	AADT	Accidents
10 th ST / Topeka Blvd	Prin. Arterial / Prin. Arterial	14,750*	11
10 th ST / Western Ave.	Prin. Arterial / Collector	12,900*	4
Huntoon ST / Topeka Blvd	Min. Arterial / Prin. Arterial	19,650*	5












Source: Topeka City Engineer (2006)

* Recorded 2004

Historic Holliday Park Neighborhood Existing Land Uses Map #1



Land Use Classes

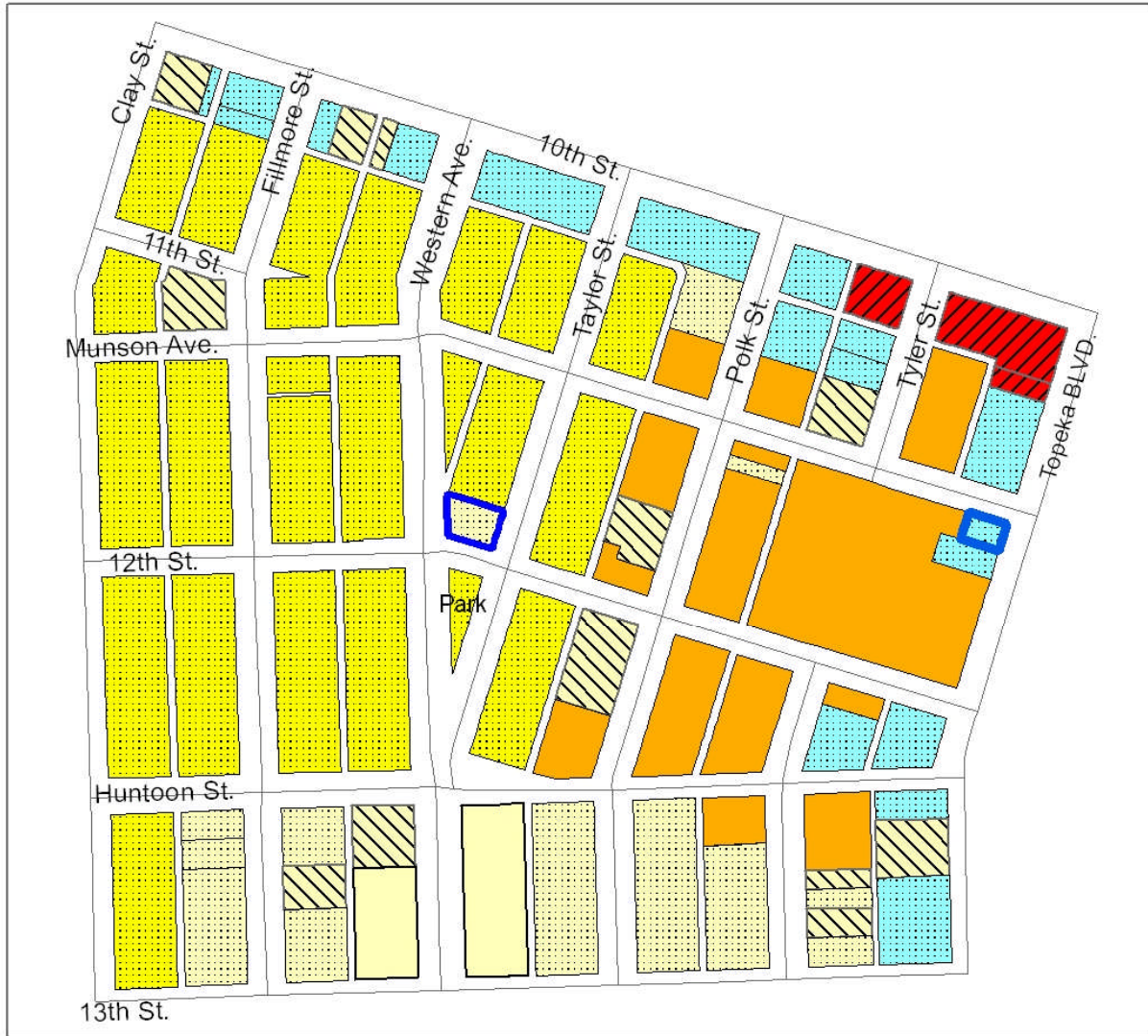
- | | |
|--|--|
|  Commercial |  Residential - Multi Family (c) |
|  Institutional |  Residential - Single Family |
|  Office |  Residential - Two Family |
|  Open Space |  Residential - Two Family (c) |
|  Parking |  Vacant |
|  Residential - Multi Family | |












1"=700'

Topeka Planning Department (2007)

Historic Holliday Park Neighborhood Existing Zoning Map #2



Zoning Class

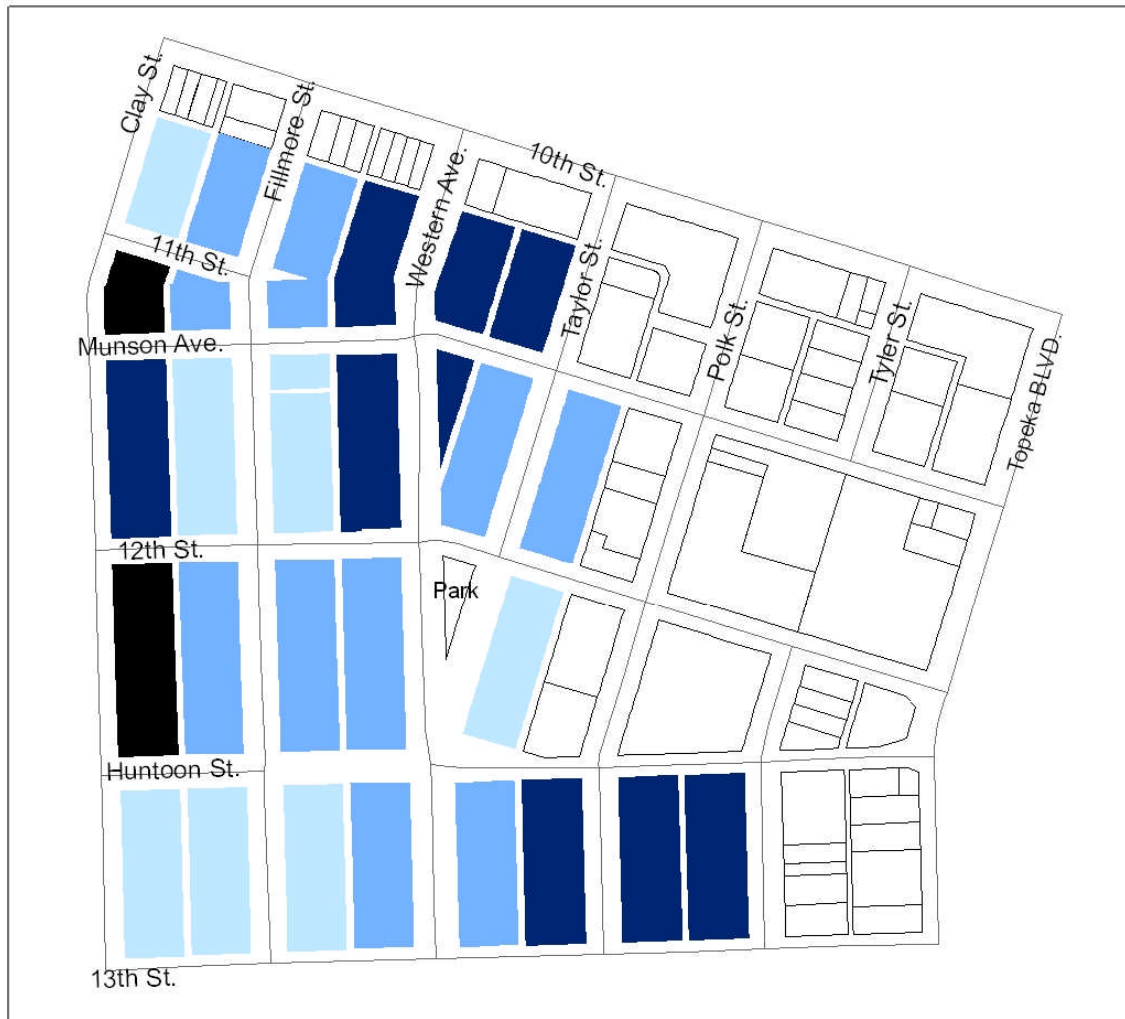
- | | |
|--|---|
|  HL_OI2 |  OI2 |
|  C4 |  PUD |
|  M1 |  R2 |
|  M2 |  HL_M2 |
|  M3 | |



1"=700'

Topeka Planning Department (2007)

Historic Holliday Park Neighborhood Housing Conditions (by block) Map #3



Housing Conditions

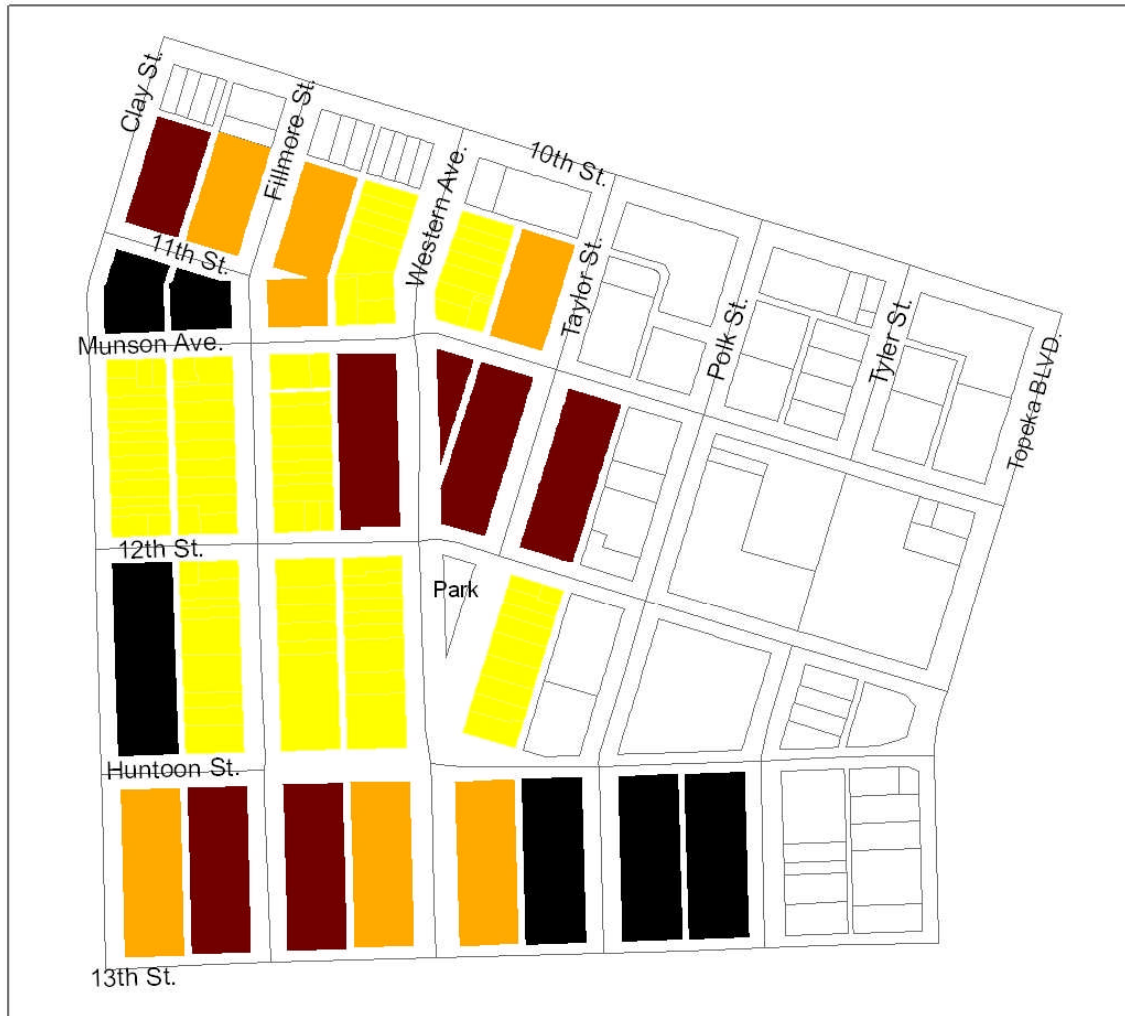
- Not Surveyed
- Major Deterioration
- Intermediate Deterioration
- Minor Deterioration
- Sound



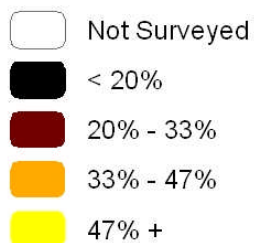
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Topeka Planning Department (2007)

Historic Holliday Park Neighborhood Housing Tenure (by block) Map #4



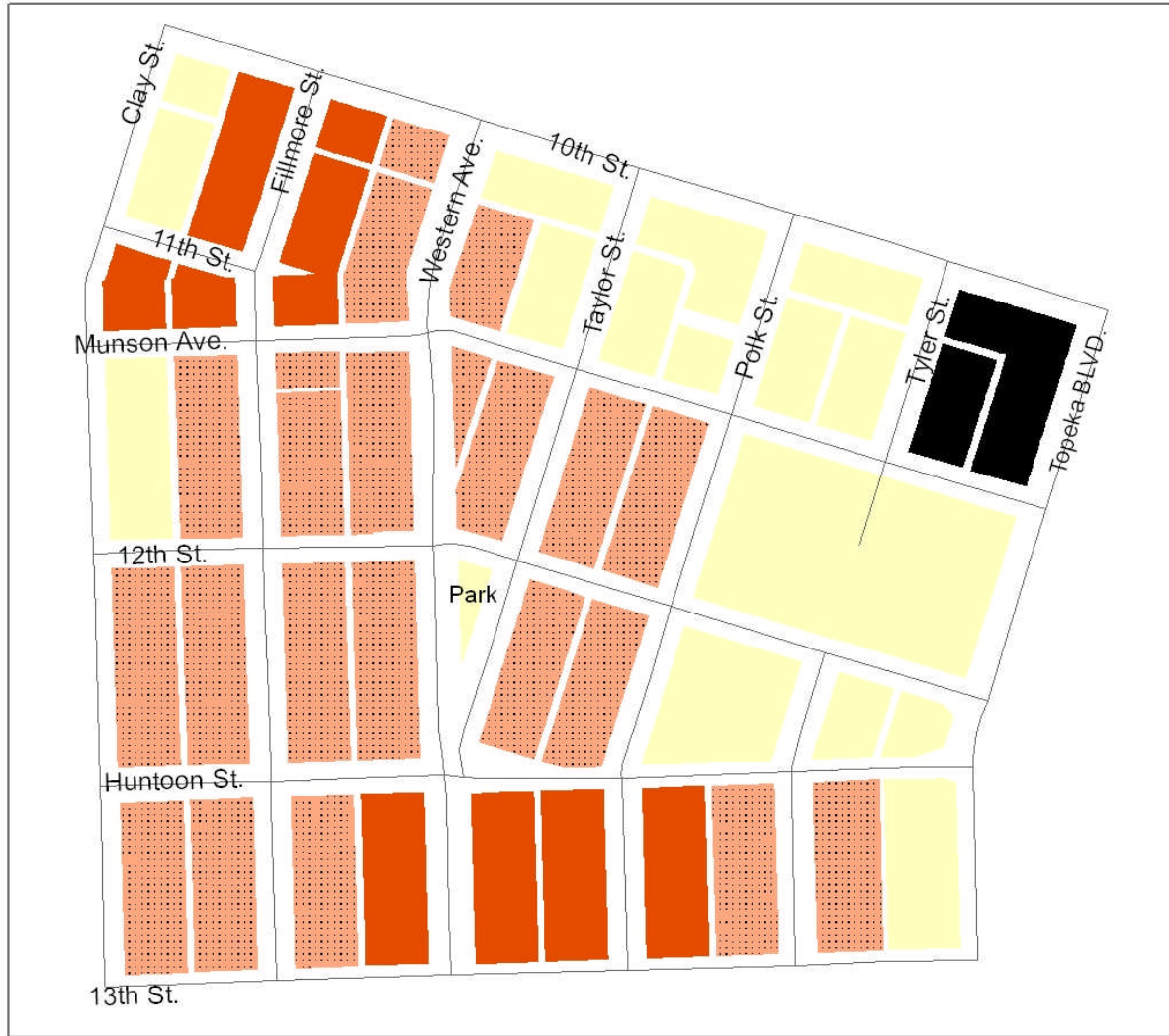
Owner-Occupied Dwellings (by block)



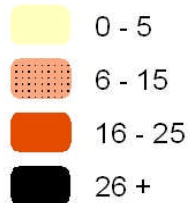
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Topeka Planning Department (2007)

Historic Holliday Park Neighborhood Public Safety (2005-06) Map #5



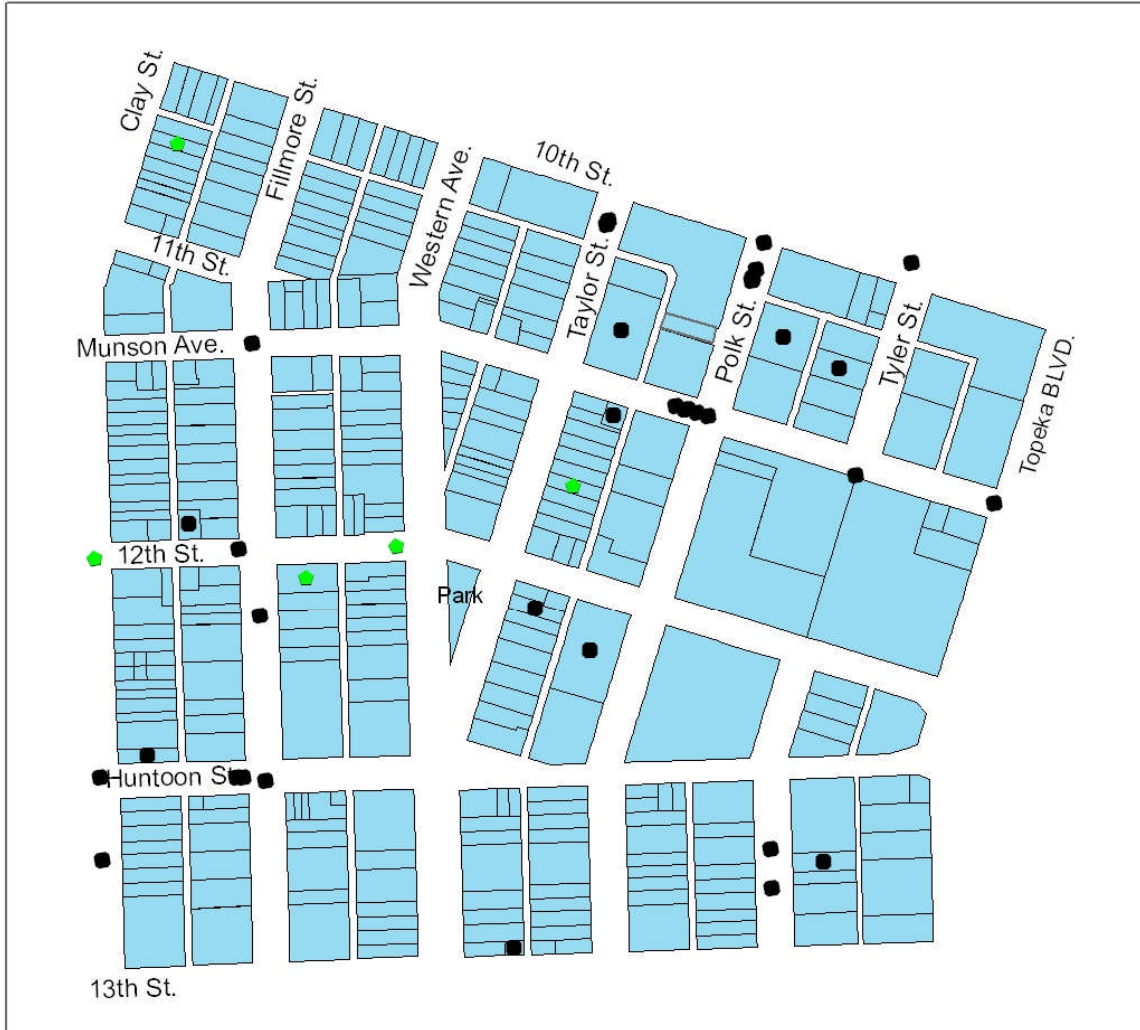
Number of Part I Crimes



1"=700'

Topeka Planning Department (2007)

Historic Holliday Park Neighborhood Development Activity (1996-2006) Map #6



- Demolitions
- New Construction



Topeka Planning Department (2007)

C. SOCIOECONOMIC TRENDS

Historic Holliday Park is located within portions of census tracts 4, 5 and 40, and their respective block groups. Since these census tracts do not match the boundary of the neighborhood uniformly, socioeconomic statistics of the neighborhood are gained by averaging the values of each block group that is contained within the boundary of the neighborhood. The statistics used in the following section, therefore, are only estimates and do not represent exact figures. Comparisons of the neighborhood are based upon the decennial census studies conducted in 1990 and 2000 by the *United States Census Bureau*.

As Table #6 in the next page indicates, the population of the Historic Holliday Park neighborhood decreased slightly and became more racially diverse during the period from 1990-2000. The number of Caucasian residents in the neighborhood declined significantly during this period (minus 20%), while the number of black and Hispanic residents increased dramatically (75% and 900% respectively). The number of families in the neighborhood swelled greatly as well, by 52%.

The neighborhood also became younger with a growing population of older children within the ages of 5 and 19, as seen in Table #7. In fact, the number of children within this age group increased by 40% from the year 1990 to 2000 census. The under five year old cohort, however, experienced the largest decrease in population, accounting for only four percent (4%) of the year 2000 population as opposed to 11% of the 1990 population. The 35-44 age cohort increased by 34%, while the 65 and over age cohort declined by -20%.

As seen in Table #8, the number of female-headed households both with and without children under the age of 18 more than doubled in the neighborhood, which mirrors national trends. Since female-headed families typically earn less income than other households, this may explain the increase in the number of persons living below the poverty level.

In 1990, for example, almost 26% of the population lived below the poverty level, and by 2000 that figure increased to nearly 31% of the neighborhood population. The percent of children under the age of 18 living below the poverty level, however, decreased by -10% during this period. The number of households and the average household size remained very stable from 1990 to 2000.

**Table 7
Population**

	2000	%	1990	%	% Change '90-'00
Population	1,056	100%	1,093	100%	-3%
Gender					
Female	540	51.1%	562	51.4%	-4%
Male	515	48.8%	531	48.6%	-3%
Race					
White	616	58.3%	760	69.5%	-19%
Black	354	33.5%	202	18.5%	75%
Other	38	3.6%	53	4.8%	-28%
Hispanic	90	8.5%	9	0.8%	900%

Source: U.S. Census Bureau - 1990 & 2000

**Table 8
Age**

	2000	%	1990	%	% Change '90-'00
Under 5 years	43	4.1%	123	11.3%	-65.0%
5 to 9 years	68	6.4%	55	5.0%	23.6%
10 to 14 years	70	6.6%	35	3.2%	100.0%
15 to 19 years	53	5.0%	46	4.2%	15.2%
20 to 24 years	127	12.0%	125	11.4%	1.6%
35 to 44 years	202	19.1%	147	13.4%	37.4%
45 to 54 years	103	9.8%	101	9.2%	2.0%
55 to 64 years	75	7.1%	70	6.4%	7.1%
65 and Over	141	13.4%	178	16.3%	-20.8%
Total Persons	1,056		1,093		
Median Age	34		29		

Source: U.S. Census Bureau - 1990 & 2000

**Table 9
Households**

	2000	%	1990	%	% Change '90-'00
Households	525	100%	530	100%	-1%
Families	242	46.1%	159	30.0%	52.2%
Husband-Wife	143	27.2%	132	24.9%	8.3%
Female-Headed	71	13.5%	27	5.1%	163.0%
Persons per HH	2.01	0.4%	2.06	0.4%	-2.5%
Persons per Family	4.36	0.8%	6.66	1.3%	-34.5%

Source: U.S. Census Bureau - 1990 & 2000

**Table 10
Income**

	2000	1990	% Change
Family Median Income	\$25,810	\$23,420	10.2%
Per Capita Income	\$13,260	\$11,260	17.8%
Below Poverty			
% Persons	30.8%	25.6%	+5.2%
% Children <18	40.2%	50.2%	-10.0%

*Source: U.S. Census Bureau – 1990 & 2000 * in 1999 dollars*

**Table 11
Education**

	2000	1990
Persons (25+ yrs.)	695	707
H.S. graduates	32.8%	28.1%
College 4 yrs.+	16.7%	23.6%
Unemployment Rate	13.9%	6.9%

Source: U.S. Census Bureau - 1990 & 2000

D. Profile Summary: Needs and Opportunities

Rooted in turn-of-the-century single-family development, the character of Historic Holliday Park gave way to high density multi-family developments as a result of urban migration patterns in the mid 1900s, as well as the 1966 tornado. Many of the negative trends that resulted from these high-intensity deviations have lasted for a number of years. There is now evidence to suggest, however, that these harmful outcomes are being rectified as more and more houses are being returned to single-family use, and property owners are fixing-up their homes and recognizing the historic nature of the area. The constraints and opportunities of the neighborhood are characterized by the following evidence:

Constraints

- Only 34% of the land area and 51% of all parcels remain in single-family residential land use.
- 77% of all two/multi-family dwellings are converted single-family structures.

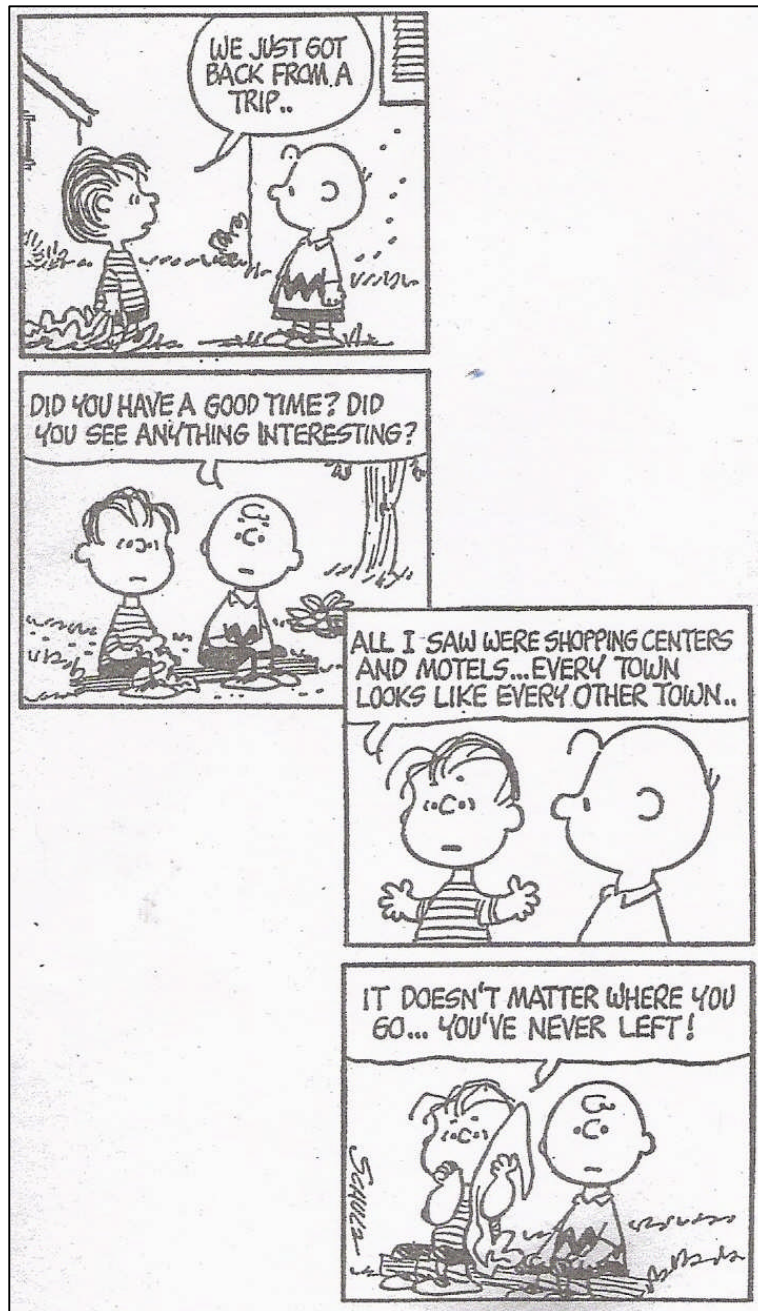
- Over one-third of all blocks average *intermediate* or *major deterioration*.
- Less than 1 out of 5 housing units are owner-occupied.
- Residential demolition permits outnumber new construction permits almost 15 to 1 since 1996.
- 40% of all children in the neighborhood under age 18 live below the poverty level.
- The number of female-headed households with children increased in the neighborhood, which most likely contributed to the escalation of the poverty rate in the neighborhood as well.

Opportunities/Improvements

- Much of the neighborhood has been down-zoned to reflect the original single-family character of the area.
- The number of single-family land uses increased in the neighborhood, while the number of two and multi-family uses decreased.
- Housing density in the neighborhood has decreased.
- The quality of the housing stock in the neighborhood has improved as nearly 60% of all blocks exhibit *sound* conditions or only *minor deterioration*.
- The owner-occupancy rate did improve from 1998 to 2006, as more than half of all blocks had an owner-occupancy rate greater than 47%.
- Housing of all types experienced a significant increase in property values.
- The increase in the numbers of families and older children indicates that stable households are staying in the neighborhood longer.
- The neighborhood became more racially diverse with the increase in the number of black and Hispanic residents to the area.
- Blue Cross and Blue Shield of Kansas, Inc. completed an expansion of its corporate campus along SW Topeka Boulevard and SW 12th Street.

III. VISION & GOALS

The Historic Holliday Park Neighborhood should be a place where you never have to feel like Linus below. It is a place that cannot be duplicated and is unlike any other you have ever encountered before (or a place that you don't encounter enough of anymore).



The **VISION** for the neighborhood is what residents should say about the Historic Holliday Park area 10 to 20 years from now. Indeed, the purpose of the plan is to change the discourse and discussion in regard to the neighborhood from a negative to a positive tone. The **Goals & Guiding Principles** listed below are ways in which this positive discourse can be achieved. The future health of the neighborhood, in fact, depends upon achieving these goals.

A. VISION STATEMENT

“The Historic Holliday Park neighborhood is one of the most sought-after residential neighborhoods in the City. It is a vibrant, safe and diverse neighborhood with a strong sense of community. The neighborhood has a strong connection with surrounding communities and is a source of great pride for the City. The neighborhood exists today as a modern example of the classic neighborhood of yesterday; neighbors host several annual neighborhood events in Historic Holliday Park, the neighborhood leadership has maintained a commitment to create a community that is family-oriented and friendly to those who wish to age-in-place, and also where residents have an opportunity to become invested in the community by establishing relationships. Historic Holliday Park is one of the oldest residential neighborhoods in the City and boasts several designated National Historic Districts. The neighborhood once fell upon hard times, but the turnaround of the neighborhood was the result of committed residents who recognized the area's hidden architectural treasures, as well as its cultural heritage that created the great place that the City of Topeka is today.”

B. GOALS & GUIDING PRINCIPLES

Overall Goal:

Preserve and restore the architectural and cultural significance of one of Topeka's earliest mixed-use neighborhoods and establish a sense of community pride where all residents can age in place.

- ✓ Accommodate higher intensity land uses extending from the central business district while retaining a compatible transition to the Historic Residential Districts;
- ✓ SW Topeka Boulevard and 10th Street are primary “image” corridors for the City and should be dedicated for residential, professional, institutional and office uses with design guidelines to encourage re-use of residential dwellings and traditional building typologies that avoid “strip” characteristics;

- ✓ Support efforts to implement a unified streetscape theme and enhance the aesthetic identity of the primary “image” corridors;
- ✓ Decrease residential densities that threaten the integrity of the historic residential areas;
- ✓ Maintain and enhance “Holliday Park” as a historic commons area for community events, children’s play, and passive open space acting as the neighborhood’s focal point;
- ✓ Taylor Street is an important corridor linking the neighborhood to the “front door” of Topeka High School, one of the City and state’s most treasured architectural landmarks; support efforts to preserve its historic character, streetscape, and vista to the school;
- ✓ Discourage encroachment of off-street parking lots into the historic residential areas;
- ✓ Support the development of design guidelines intended to encourage compatible development of infill housing;
- ✓ Support the re-use of historic dwellings for bed and breakfast establishments;
- ✓ Work to rehabilitate contributing structures within the Historic Districts and their environs; demolition should only be considered for unsafe/non-contributing structures or as a last resort to facilitate appropriate infill development;
- ✓ Upgrade and maintain infrastructure (alleys, sidewalks, curbs, etc.) to present standards, while preserving or imitating any historic features of the neighborhood.

IV. FUTURE LAND USE PLAN

The Historic Holliday Park neighborhood planning area currently contains a diverse mix of land uses including residential, commercial, office, institutional, retail and open space. The Historic Holliday Park Land Use Plan (Map #7) 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.

A. 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): These areas are where the highest concentrations of cohesive single-family uses exist without a significant mix 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 – Medium Density: This category is applied to those areas where blocks achieve a collective medium density range (8-14 units/acre). These areas contain a mix of residential densities and housing types, including many single-family or two-family uses that 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-1” (Two-Family), “M-2”, “M-3” (Multiple-Family)
Density/Intensity: 8-14 dwelling units/acre

Office/Residential: This designation is applied to a portion of the extended central business district along SW Polk and Tyler Streets, as well as along SW 10th Street. The current uses in these areas include apartment buildings, surface parking lots, office buildings, and converted single-family structures. These areas serve as a transition from the high intensity office uses (BCBS) and institutions (Topeka High School, church buildings) to the lower-density residential districts. The purpose of this category is to recognize this transition in order to accommodate 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-areas it backs up to in terms of scale and character. Buildings should step-down closer to the neighborhood or be oriented closer to the street.

The buildings along SW 10th Street evoke a smaller-scale traditional neighborhood character that differs from the larger-scale institutional uses across SW 10th Street. Due to the depth of the lots fronting SW 10th, any redevelopment will be limited in scale and may seek further encroachment into single-family historic areas to the south. To protect these areas from incompatible institutional creep, fortify the neighborhood’s primary image corridor, and to create a transition respectful of the existing traditional/historic character, a *Conservation Overlay District* should be explored that would incorporate design guidelines as recommended in the plan for any new development along these image corridors (reference **Design Guidelines for Image Corridors**, page 55).

Primary Uses: Multiple-family dwellings, Office, Institutional
Zoning Districts: “M-1” (Two-Family), “M-2” (Multiple-Family), “O&I-1” (Office and Institutional), Conservation Overlay (SW 10th Street)
Density/Intensity: 15-20 dwelling units/acre



Professional uses within a single-family structure along SW 10th Street.

Office – Professional Services: This designation generally applies to the Extended CBD edge of the neighborhood along SW Topeka Blvd. 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 is respectful to the surrounding residential character of the neighborhood and avoids commercial strip characteristics. Parking lots should not dominate frontages and should be placed behind or to the side of buildings. Design guidelines should be incorporated for new development along SW Topeka Boulevard (reference **Design Guidelines for Image Corridors**, page 55).

Primary Uses: Professional services, Institutional
Zoning Districts: “O&I-1”, “O&I-2” (Office and Institutional)
Density/Intensity: Medium-High



Blue Cross Blue Shield office building addition located at the intersection of SW 12th and Topeka Blvd.

Mixed-Use: This designation primarily applies to the Devon apartment building located at SW 12th Street and Western Avenue and is meant to provide flexibility for the intended use of the building, which could include retail, office and apartment units. These uses are intended to be an asset to a traditional neighborhood that can serve the pedestrian convenience and live/work needs of residents that live nearby.

Primary Uses: Residential, Office, Commercial Retail/Service
Zoning Districts: “M-2” (Multiple-Family), “O&I-1”, “O&I-2” (Office & Institutional), “C-1” (Commercial)
Density/Intensity: Low-High

Commercial: The purpose of this designation is to define concentrated retail districts at 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: "C-1", "C-2" (Commercial)
Density/Intensity: Low-High

Open Space: This category is designated for "Holliday Park", which is the only open space area within the neighborhood. This area is a key focal point for the neighborhood and is vital to retain and attract families for recreational or passive activities.

Primary Uses: Park
Zoning Districts: "OS-1" (Open Space)
Density/Intensity: Very Low



Sidewalk path through "Holliday Park."

- * Recommended site for redevelopment. Map #7 indicates the property should be used for residential purposes. However, other uses may be appropriate if the new development incorporates residential design features that establish a transition from the higher-intensity uses extending from the central business district into the established single-family areas of the neighborhood (reference **Design Guidelines for Image Corridors**, page 54).

Historic Holliday Park Neighborhood Future Land Use Plan Map #7



Future Land Uses

- | | |
|--|---|
|  Commercial |  Open Space |
|  Office - Professional Services |  Residential - Low Density (Urban) |
|  Office / Residential |  Residential - Medium Density |

***** See Text for Description



1"=700'

Topeka Planning Department (2007)

V. REVITALIZATION STRATEGY

"No urban area will prosper unless it attracts those who can choose to live wherever they wish."

Jonathon Barnett, Author/Urban Designer

A. THEMES OF REVITALIZATION

- **Protect the Historic Areas.** It is critical that for this 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 protected not only from high-intensity development, but from nearby decaying housing conditions and insensitive renovations as well. Efforts to revitalize the neighborhood, therefore, should focus on those deteriorated blocks that immediately surround the Historic Districts with an eye towards context-sensitive design.
- **Keep Your Eyes on the Prize (a great neighborhood).** Urban neighborhoods with Historic Districts can be slow to revitalize sometimes because the emphasis is naturally placed on housing rehabilitation and less on livability. While housing preservation is often the impetus behind a turnaround, a myriad of complicating factors such as neighborhood safety, the condition of the infrastructure, the condition of adjacent properties, knowledge of preservation requirements, technical capacity to renovate, schools, etc., tempers the housing demand and can slow the impact of the turnaround. Historic Holliday Park's success was built upon the hard work of many individuals who loved the historic homes and buildings. Taking revitalization to the next level will require paying attention to all of the other things that go into making a neighborhood great and convincing more people to be part of it.
- **Make Homeownership a Choice.** Historic Holliday Park is currently inhabited mostly by renters. While diversity is welcomed in such a unique urban environment, it is likely too imbalanced to foster stability. Returning more units to homeownership potential and aggressively marketing for that type of end user is essential.
- **Put Out the Welcome Mat.** Historic Holliday Park is bounded and crisscrossed by several primary "image" streets – SW Topeka Boulevard, Huntoon Street, 10th Street, and 12th 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 in order to create a strong urban street frontage in keeping with a respectful residential character and scale.

B. TARGET AREA STRATEGIES

The Concept (Where to Start?)

Much like how neighborhoods make up the fabric of a city, 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 or forms a gap, 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. Map #8 on page 36 depicts these current features of the Historic Holliday Park neighborhood as defined below:

Anchor – These are rigid points of support that give a neighborhood identity. They are long-term community investments that draw people to them as destination thereby lending stability to the area and making them desirous for residential investment. (e.g., *Schools, Churches, Parks*)

Strength / Potential – These areas are the relatively strongest blocks of a neighborhood which 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. (e.g., *new City-sponsored development in Tennessee Town*)

Weakness – These have the highest concentrations of negative conditions such as low homeownership, vacant/boarded houses, poverty 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, anchors that are spaced more evenly, made visible and linked to their surroundings will serve to strengthen those blocks around it.

Much like a shopping mall where the stores between two anchors will benefit from greater pedestrian traffic, weak blocks that are isolated between two closely placed areas of strength will be prone to more investment. The Historic Holliday Park neighborhood must recognize and build off of the existing areas of strength in and around the neighborhood to squeeze out older markets that do not work and re-weave the fabric of the neighborhood back together.

The above strategy will also ensure that public dollars are wisely invested. The City has currently committed to investing several million dollars into the Historic Holliday Park and Central Park neighborhoods in 2008 and 2009. These public dollars should be carefully targeted to areas that will have a chance to succeed for years to come (i.e., re-establish market forces). This often means a

comprehensive approach. Other times it may mean removing a major barrier to inducing investment.

The goal of any public investment should be to leverage the greatest amount of private investment possible while also having the greatest impact upon the neighborhood as a whole. These two goals are not mutually exclusive. Having the greatest impact on the whole neighborhood is usually caused by leveraging the greatest amount of private investment. In older single-family neighborhoods, the greatest capacity to invest typically rests with homeowners who have a vested interest in building equity in their most valuable personal asset – their home.

The following guidelines, therefore, should be applied for targeted investment into the Historic Holliday Park neighborhood:

- ✓ Protect or enhance areas of strength and anchors;
- ✓ Identify the weakest blocks between two or more anchors or areas of strength;
- ✓ Impact a large concentration of existing or potential owner-occupied housing;
- ✓ Include visible areas exposed to outsiders.

Historic Holliday Park Neighborhood Target Area Concept & Existing Conditions Map #8



- Anchor Area
- Strength / Potential
- Weakness
- Stable



1"=700'

Topeka Planning Department (2007)

Target Area Strategies

The following “target areas” have been selected based upon the existing conditions of the neighborhood. They represent blocks with the most collective weaknesses. Their conditions, potential, strategies and improvements are discussed in further detail.

Clay Street - The Clay Street corridor is a major weakness between two areas of strength – the Tennessee Town infill investments directly west of this target area and the Historic Districts to the east. Housing conditions between SW 11th and SW 13th Streets are the most deteriorated of the neighborhood and the owner-occupancy rate is below average. A number of small homes on very small lots have most likely reduced the demand for homeownership in this part of the neighborhood as well. Infrastructure is particularly old and is breaking down – the alley between SW Clay and Fillmore Street is significantly worn, and curbs and sidewalks along Clay Street are deteriorated as well.

The potential for this area to recover and improve, however, is very high compared to other areas of the neighborhood. For example, other than the relatively sound condition of the Historic Districts, the Clay Street corridor has the largest concentration of single-family structures that have not been converted to apartments, as well as the lowest percent of vacant parcels. There is a “structure” within the area on which to build, and therefore a reasonable amount of public investment can be expected to positively affect homeownership rates.

This will also have the advantage of protecting and expanding upon the major infill investments in Tennessee Town, while also protecting the boundaries of the Historic Districts as well. While SW Clay Street is not heavily traveled by visitors to the neighborhood, it is visible along SW 12th Street, which is a highly traveled street. Recommendations include the following (see example in Exhibit # 1 on page 67):

- Primary targeting efforts should take place in the 1100 & 1200 blocks of SW Clay Street, which includes the eastern boundary of the Tennessee Town neighborhood.
- A secondary target area should be established in the 1000 block of SW Clay, as well as the 1200 block of Clay Street south of Huntoon Street. These two areas comprise the very north and south boundaries of the target area previously recommended, and have a below-average owner-occupancy rate but do not show the same amount of deteriorated housing conditions as the primary area.
- Housing strategies should include a combination of:
 - interior/exterior rehabilitation of many existing owner-occupied homes;
 - exterior rehab of some renter-occupied homes;
 - conversion of some renter-occupied homes into owner-occupied homes;
 - demolition of selected vacant, sub-standard homes in combination with the major rehabilitation of adjacent owner-occupied homes, or with infill development of owner-occupied homes, particularly between SW

11th Street and SW Munson Avenue where poor conditions and vacant land exist.

- Infrastructure improvements would include construction of concrete alleys and sidewalks, curb/gutter repair, possible mill and overlay of streets, and potential installation of additional mid-block street lights.



Two large vacant and deteriorating homes along the west side of Clay Street (Tennessee Town neighborhood).



A small shotgun-style home along the east side SW Clay St., which is also in very poor condition in the Historic Holliday Park neighborhood.

Southeast – The single-family character of the blocks located south of SW Huntoon Street has suffered greatly due to the presence of converted homes to apartments, high-density dwelling units such as the Polk Plaza Towers near SW 13th and Polk Streets, as well as nearby office and professional uses along SW Topeka Blvd and SW Huntoon Street. This area has below-average housing conditions, the lowest homeownership rate in the neighborhood along with a very high crime rate, as well as the highest percent of vacant parcels in the neighborhood.

The Southeast area is located along a high visibility commuter route to Downtown Topeka and is also located near major neighborhood assets including the Park and the Blue Cross/Blue Shield Offices. This part of the neighborhood could also support the development of new infill housing at a slightly higher density than found in the historic core. The development of new infill housing that is

appropriate for a traditional neighborhood such as Historic Holliday Park would create more value for the area.

The blocks south of Huntoon Street, however, are somewhat isolated from the core single-family district of Historic Holliday Park and are not zoned to promote homeownership. Regular levels of public investment in this area may not stimulate private spin-off effects in adjacent blocks as it could occur in other areas of the neighborhood. Almost half of the lots contain two or multi-family dwellings, making any impact for homeownership more difficult without converting apartments to single-family homes. Recommendations for this area include the following (see example in Exhibit # 2 on page 68):

- Primary targeting efforts should take place in the 1200 blocks of SW Western Ave, SW Polk and Tyler Streets.
- Housing strategies should include a combination of:
 - interior/exterior rehabilitation of existing owner-occupied homes;
 - exterior rehab of some renter-occupied homes;
 - conversion of some renter-occupied homes into owner-occupied homes;
 - demolition of selected vacant, sub-standard homes in combination with the major rehabilitation of adjacent owner-occupied homes;
 - single-family or two-family infill development on SW Polk Street in order to take advantage of many vacant or underutilized parcels.
- Infrastructure improvements would include construction of concrete alleys and sidewalks, curb/gutter repair, alleviating any storm drainage problems, possible mill and overlay of streets, and potential installation of additional mid-block street lights.

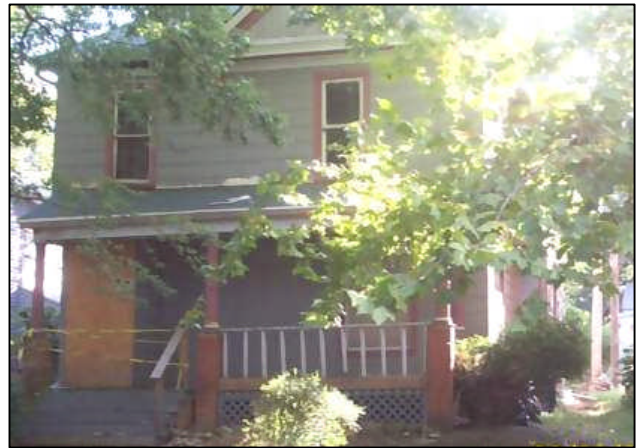


The image above is just one example of vacant property and unattractive housing in the blocks south of SW Huntoon Street in the Historic Holliday Park neighborhood.

North-Central – Just north of the Park, most notably along the 1000 & 1100 blocks of SW Western Avenue, poor housing conditions and low homeownership rates combine to make an inadequate and unattractive gateway to the Park. These poor conditions have even crept into parts of the Historic Districts of the neighborhood as well. While a great part of the area has Historic District designation, not all of the homes in these districts have been “adopted.” Several units have remained unoccupied and neglected for some time, while others have been drastically altered for apartment uses. These negative conditions have the potential to push even farther into the most valuable single-family areas of the neighborhood if they are not prevented from spreading through public or private intervention.

Investment within this portion of the neighborhood would have the benefit of protecting the edges of the Historic Districts from nearby decaying conditions. This part of the neighborhood is also a gateway to other assets including Topeka High School, which is a destination point through SW Western Avenue and SW Taylor Street. The 1000 block of SW Taylor Street shows particular signs of deterioration in the shadow of the “Tower.”

Sidewalks, alleys, curbs and gutters are also showing signs of age and deterioration. Public investment within this approximately four-block area may not be as critical for homeownership considering the rather sporadic pattern of single-family properties within this potential target area, as well as the tax credit incentives already in place. This area, however, would have a greater impact upon the rest of the neighborhood than the Southeast area. Recommendations for this area include the following (see example in Exhibit # 3 on page 69):



The figure above to the left is a well-maintained home along SW Western Avenue known as the Brewster Residence. The house to the right is along the same street, yet it is in a state of severe disrepair with overgrown foliage surrounding it on all sides. Both of these homes are located within the Historic District 1 boundary, yet the house on the right is considered a non-contributing structure.

- Primary targeting efforts should take place in the 1000 & 1100 blocks of SW Western Avenue, and the 1100 block of SW Tyler Street.
- The 1000 block of Taylor Street (east side) is a prime candidate for infill housing that should complement the character of the historic district and Topeka High School.
- Housing strategies should include a combination of:
 - interior/exterior rehabilitation of existing owner-occupied homes;
 - exterior rehab of some renter-occupied homes;
 - conversion of some renter-occupied homes into owner-occupied homes;
 - demolition of selected vacant, sub-standard homes in combination with the major rehabilitation of adjacent owner-occupied homes;
 - single-family or two-family infill development in order to take advantage of vacant or underutilized parcels in the area.
- Infrastructure improvements would include construction of concrete alleys and sidewalks, curb/gutter repair, alleviating any storm drainage problems, possible mill and overlay of streets, and potential installation of decorative street lights within the historic district blocks.

Summary of Target Area Findings

- ✓ The main single-family concentration of the neighborhood, which includes both of the Historic Districts, is the most valuable asset or anchor to the neighborhood, yet it is primarily surrounded by weaknesses; any weakness adjacent to this area should be a top priority.
- ✓ The North-Central target area is an isolated weakness surrounded by areas of strength. Several of the properties have already been significantly renovated. Addressing an area like this with public investment will accelerate the process, but also could be viewed as something that private market forces will eventually address.
- ✓ The South target area is somewhat isolated from the historic area of the neighborhood due to the presence of the SW Huntoon Street, which acts to divide the neighborhood. Targeting this area with public investment will have limited spin-off effects in the private sector unless done closer to an anchor area.
- ✓ Out of the three potential target areas, the Clay Street corridor has the largest concentration of single-family homes that have not been converted into apartments, and also has the most deteriorated housing conditions as well.
- ✓ The Clay Street corridor is a major area of weakness between two areas of strength and is bisected by two image streets. The housing deterioration is too widespread to expect market forces to intervene any time in the near future.
- ✓ The Clay Street corridor represents the greatest potential to leverage homeowner reinvestment with infrastructure and curb appeal investments.

C. NEIGHBORHOOD-WIDE STRATEGIES

The following recommendations will expand upon the **Target Area Strategies** previously stated in the Plan to include the remainder of the neighborhood. Strategies related to citizen participation, neighborhood character and image, infrastructure, community facilities and safety are all critical to an environment of greater livability.

I. Community Building

Community Building is a key part of a neighborhood revitalization strategy because its focus is on making the neighborhood a stronger advocate for itself. Empowering the residents and institutions of a neighborhood with the notion that they can foster change that impacts the neighborhood in a positive manner is one of the goals of community building. Two aspects of community building – organizing & public safety – are explored below to help create a better sense of community. A third aspect – image – is explored in greater detail under “Character & Image.”

1. Organizing - 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 residents 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:

- **Neighborhood Assistant Consultant:** The Housing & Neighborhood Department has a neighborhood assistant consultant in order to help all of the NIA’s recognize their organizational strengths and weaknesses. In addition, HND can provide funds through the Neighborhood Improvement Association Support program in order to help pay for office materials and support, miscellaneous printing, the preparation and distribution of meeting notices, costs associated with record keeping or any other public service activity allowed under federal regulation.
- **Neighborhood Empowerment Initiative:** This grant program through the City of Topeka funds public facility and infrastructure projects. Grants will be limited to \$50,000 and will encourage a match by the neighborhood organization or a match generated in the form of volunteer labor. NIA’s that are currently receiving target area assistance (i.e., Historic Holliday Park and Central Park for the years 2008 & 2009) may not be eligible for this program. The final allocations of these project funds are made by the City Council.
- **Education and training:** NIA leaders should consider attending seminars and conferences that deal with community building, neighborhood

revitalization and other community issues. As an example, **Neighborhoods USA** holds an annual conference and the **Neighborhood Reinvestment Training Institute** conducts a number of training conferences every year as well. It is recommended that the NIA and City explore ways to encourage neighborhood leaders to attend.

- **Community Builders:** As a potential 501 (c) (3), the Historic Holliday Park NIA has many additional funding sources that it is eligible to receive, such as public and private grants. These grants can allow the NIA to acquire properties, demolish or rehabilitate sub-standard units, and even build new housing. Further stipulations apply with the use of City funds (see page 47 under **Housing Infill**).

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 NIA's monthly newsletter is currently used as a way to rally supporters and to notify residents of activities taking place in the neighborhood.

- **Social activities:** Fun activities that bring neighbors together are an important element of a strong neighborhood. Historic Holliday Park should continue Fourth of July block parties as a means to bring neighbors together, as well as other events such as pancake feeds, potlucks, and neighborhood socials with live music and games held at the Park. The neighborhood also participates in "National Night Out", which is a block party designed to heighten drug and crime prevention awareness in the neighborhood.
- **Neighborhood Homes Tour:** Once each year, the neighborhood hosts a tour in which residents allow the public to come and view them for a small price. The neighborhood should continue hosting these events as a way to fundraise money for improvements to the Park and other areas, as well as a way to market the neighborhood in a positive manner. Past events have included trolley rides, refreshments and prize drawings for those that purchase tickets.
- **Collaborate to form partnerships:** Building community requires work by all sectors – local residents, community-based organizations, businesses, 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 rhetoric. The NIA, however, has achieved a working relationship with Blue Cross and Blue Shield of Kansas over the past few years.
- **Marketing:** The targeting of the Historic Holliday Park and Central Park neighborhoods for federal and municipal investment during 2008 – 2009 represents a unique opportunity to market and advertise the successes and future potential of these areas. The Historic Holliday Park NIA currently sends welcome brochures to new residents and conducts a

“realtor’s tour” each year to help market the neighborhood for homeownership. As an addition, both neighborhoods should examine the feasibility of a dual public relations campaign to attract new owner-occupants and private development. If implemented, this public relations campaign would leverage local media and include advertising in local and national magazines as well as media placement upon highway billboards.

2. Public Safety - A major goal of this Plan is to create a safe, clean and livable environment for all residents of Historic Holliday Park to live, learn, work and play. A crime problem is a multifaceted issue. There is no magic solution that is going to erase the occurrence or even the perception of crime within the community. Implementing the revitalization strategies described previously will go a long way towards making the neighborhood safer for residents of the area. In the short-term, however, here are a few programs and activities that citizens can do to reverse the negative cycle of crime and begin to reclaim their neighborhood.

- **Citizen Patrols:** The neighborhood should continue public safety activities such as “Stroll Patrols” that can help put more “eyes” on the street and discourage crime from happening in the area. Residents can apply to become members of the **Citizen Patrol Coalition** of Topeka-Shawnee County to assist law enforcement in their fight against neighborhood crime. The desired effect of Citizen Patrol is to increase the cooperation of private citizens with law enforcement to watch, record, and report crime throughout the Historic Holliday Park neighborhood.
- **Weed and Seed:** Historic Holliday Park is part of the City of Topeka’s Weed and Seed boundary. This is a collaborative, participatory community development program between the City of Topeka and the U.S. Department of Justice. The program seeks to “weed” out crime and “seed” neighborhood revitalization. The program focuses community and City resources to empower neighborhood residents and promote positive long term change. The Weed and Seed strategy combines four elements: law enforcement, community policing, prevention/intervention/treatment services and neighborhood restoration.
- **Crime Prevention through Environmental Design (CPTED):** Safe Streets and the Police Department can help the neighborhood determine which property configurations discourage criminal activity. For example, the “5 & 2” rule states that trees should be trimmed to at least five feet high and bushes should be trimmed so that they are no higher than two feet tall as well.
- **Crime Free Multi-Housing Program:** The Topeka Police Department, Safe Streets and the City’s code compliance program have teamed up to provide landlords with free education in keeping their tenants safe and preventing crimes against their properties. The program uses a three-step process to help landlords and property managers make their units secure,

prevent and identify drug operators, screen tenants effectively and learn about liability laws. The three steps landlords must take to earn certification as a Crime Free Multi-Housing property are to complete the eight-hour class, have a property inspection by code compliance services and police, as well as conduct a “Safety Social” for residents of the rental property at least once a year.

- **Neighbor to Neighbor Volunteers:** The “broken windows” theory states that the presence of even the slightest traces of neglected property such as broken windows can cause a ripple effect in which other adjacent property owners lose confidence in the neighborhood or where criminals begin to prey upon areas that “don’t care.”

This can be prevented through volunteer “neighbor to neighbor” programs that address smaller housing maintenance issues – painting, porches, gutters, etc. – that prolong the life of the existing housing stock and prevent the “broken windows” cycle. The NIA could also utilize existing volunteer rehab programs such as **Rebuilding Together** (formerly **Christmas in April**) in order to accomplish the same purpose. Local businesses, churches and individuals donate money for materials used to repair homes for elderly residents who cannot afford to make the repairs themselves.

- **Tree Trimming:** Overgrowth of trees and lawn vegetation lends to an untidy appearance that detracts from the value of the housing, blocks light and can even prevent grass from growing. If nothing else, trimming back trees and vegetation would make considerable difference in appeal and safety. Until a larger contingent of owner-occupied properties exist, it will be necessary to work with the City arborist and property owners to undertake major neighborhood “trim-ups” on a yearly basis.
- **Code Enforcement:** Enforcement of housing, zoning, and environmental codes is an ongoing city-wide program that is used to assure 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, the enforcement of these codes can be an effective tool when combined with programs that encourage owners to participate in the rehabilitation process.
- **Anti-Blight Activities/Nuisance Prevention:** These programs include the following:
 - ✓ The Low/Mod Income area neighborhood clean-up dumpster program.
 - ✓ The Kansas Department of Corrections public infrastructure clean-up program in which crews will clean right-of-ways, curbs and gutters, sidewalks, trim trees, brush, and weeds and grass in LMI areas.
 - ✓ The Topeka Tool Library program, which will rent tools to residents of LMI neighborhoods.

II. Housing

1. 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 previously 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. Many of these programs are administered and/or funded through the Housing and Neighborhood Department (HND) of the City of Topeka.

- **Major Rehabilitation** - This HND 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.
- **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.
- **KDOC Affordable Housing** - This program is a cooperative venture with the Kansas Department of Corrections, in which KDOC provides women inmates, tools and equipment to form two crews for the rehabilitation of affordable housing units and sidewalk improvements within LMI areas.
- **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.
- **TOTO-II** - 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. Homeownership and debt counseling assistance are provided by **Housing and Credit Counseling Inc.** Lending institutions participate by managing the maintenance escrow.
- **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.
- **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.
- **Neighborhood Revitalization Program** - The City offers tax rebates for home improvements that increase the value of the property by more than 10%. Improvements must be consistent with the adopted design guidelines for the neighborhood. The City's Planning Department administers the program.

2. Housing Infill - There are only a few infill development opportunities in the neighborhood, as previously discussed in the **Target Area Strategies** section. Funds can be used to facilitate and support housing development by providing infrastructure development, land acquisition, clearance, demolition, site development, housing construction, soft-second mortgages, closing cost assistance and construction-related associated costs. New construction is

CDBG eligible if undertaken by a Community Based Development Organization (CBDO) as defined by HUD.

Acquisition of larger infill opportunity areas, such as the area just south of Topeka High School should be explored through the City. The land could be held and marketed for development at a future date that adheres to the objectives of the Plan. Demolition and re-construction will need to be coordinated through HND of Topeka in order to ensure expenditures follow federal regulations. Infill housing will only be feasible once the area is stabilized with rehabilitated structures and with the reasonable elimination of blighting influences. This will provide a synergistic effect that stimulates additional investments in an area.

III. Character & Image

Much of the original character of the neighborhood has either been impacted by the 1966 tornado, permissive zoning or typical urban decay. The neighborhood, however, still has strong concentration of historic homes and districts that have been listed on the National Register of Historic Places, which gives the neighborhood a competitive advantage over other areas of the City. In order to further capitalize on these assets, it is necessary to protect and enhance these assets through the following strategies:

- 1. Historic Designations-** Economic incentives in the way of federal/state income tax credits help stimulate restorations in historic neighborhoods. Legislation approved by the state establishes a state income tax credit on 25% of the qualified costs (minimum \$5,000) on improving a historic structure or contributing structure within a historic district. The property may be either an income or non-income producing property for the state credit. A federal program, however, provides an income-tax credit equal to 20% of qualified rehabilitation expenditures for income-producing properties only (such as bed & breakfast inns). Projects must meet the Secretary of the Interior's *Standards for Rehabilitation* in order to receive the credits, which are separate from the **Design Guidelines for Rehabilitation** set forth in this document (see page 50).

Within the neighborhood, there are already four (4) properties that are individually listed on the National Register due to the architectural, historical, or cultural merit of each structure. These buildings are:

- ◆ **The Devon Apartment Building**, 800-808 W. 12th (1888 & 1906).
- ◆ **Giles-Nellis Residence**, 915 SW Munson Ave. (1887).
- ◆ **Curtis (Charles) House**, 1101 SW Topeka Blvd (1878 & 1888).
- ◆ **Woodward Residence**, 1272 Fillmore (1923).

There are also two (2) Historic Districts that contain 110 contributing and non-contributing structures, which also includes accessory buildings such as

garages. The Historic District designation allows contributing structures within an area to receive Historic status when they otherwise might not have the significance to achieve the designation independently. A property listed as a contributing structure within a Historic District, furthermore, meets National Register criteria and qualifies for all benefits afforded a property or site that is listed independently.

In the case of a number of homes in Historic Holliday Park, a building may simply not be listed as a contributing structure because it is severely dilapidated, which is why federal and state intervention in the form of tax-credits are so important in order to stimulate investment in restoration. Buildings identified as contributing properties, however, can become non-contributing properties within Historic Districts if major alterations have taken place. An act as simple as re-siding a historic home can damage its historic integrity and render it non-contributing. Most other non-contributing structures within a historic district consist of gas stations, medical buildings or apartment buildings that are not considered historic or unique to the area.

A *Local Landmarks* designation could also be utilized as a viable alternative. This is a program started by the Topeka Landmarks Commission that recognizes individual properties as well as districts that have historic architectural or cultural significance. It is a voluntary designation and does not carry all of the stringent legal requirements of being listed in the National Register of Historic Places. Local landmarks, however, must still be maintained according to certain standards in order to prevent them from deteriorating and requires approval of the Landmarks Commission for alterations. This designation is simply a matter of pride for the homeowner and represents a demonstrated commitment to historic preservation. This designation is applied as an overlay zoning district and can only be approved or removed through the City's zoning procedures.

For a complete listing of all historic structures within the neighborhood, including contributing and non-contributing structures, visit the **Kansas State Historical Society** for more information.

2. Conservation Overlay/Traditional Neighborhood Design (TND) Zoning

District- The purpose of the conservation overlay district is to ensure that new development is sensitive to the special character of the corridors leading to Downtown and the Historic Districts. Preserving a residential or traditional appearance is critical to the overall image of the Historic Holliday Park neighborhood and development within these blocks should avoid "strip" characteristics that would be harmful to the importance these corridors embody for Topeka's residents and visitors alike. Most importantly, development should be residential in appearance. Conservation overlay districts are an additional set of design regulations above and beyond the existing base zoning district that dictates permitted land uses, yet do not have all of the historical design requirements of Historic Districts. Development, whether for residential or office purposes, should conform to the **Design**

Guidelines for Infill Housing established in page 52 of this document. For all other types of development, see the **Guidelines** in page 54.

An overlay zoning district would require the massing, orientation, setbacks, form, access, etc. to be consistent for new construction with what is already in the neighborhood, and which is enforced through the building permit process. An overlay district could also permit other types of traditional development like an accessory dwelling unit that is subordinate in size and nature to the single-family house intended for extended families or to subsidize larger house improvements (e.g., garlow, granny flat, above garage, attic, basement, etc.). New or rehabilitated commercial buildings could also take on the look of a residential structure in order that the building remains flexible depending on the tenants yet still blends in with the surrounding character.

3. Design Guidelines- How do design guidelines work? They can have various applications involving either voluntary compliance, mandatory compliance, or as an incentive. Some possible applications are discussed below:

- ✓ Design Guidelines for Rehabilitation – Given the traditional character of the housing stock in the neighborhood, a set of design guidelines are important to ensure that the rehabilitation of existing homes is sensitive to the original character in size, scale, form and detail so that they fit well with their surroundings. This is also critical to comply with federal regulations when utilizing CDBG funding for rehabilitation within historic areas.

The examples provided in this Plan, however, are a basic start and the NIA should support efforts by the **Topeka Landmarks Commission** and/or the Topeka Planning Department to develop comprehensive historic design guidelines for rehabilitation and new infill development. The guidelines could be established so that they work for many Central Topeka neighborhoods with historic character including Old Town, Ward-Meade, and Historic Holliday Park.

Inherent historic features of the existing housing stock should dictate such guidelines. The following are examples of design characteristics found in the Historic Holliday Park neighborhood. Historic rehabilitation projects should work to protect and restore the characteristics of the housing types outlined in the next page; however, it is not a comprehensive guide for rehabilitation.

Architectural Characteristics of Historic Holliday Park Housing

	Housing Type	Characteristics (Typical)
	<p>Folk Victorian (1870-1910)</p> <ul style="list-style-type: none"> • 2 1/2 story cross gable front 	<ul style="list-style-type: none"> ▪ Steep, irregular shaped roof ▪ Broad front porch ▪ Asymmetrical façade ▪ Textured shingle siding ▪ Trim detailing ▪ Detailed spindle work
	<p>Homestead/Craftsman (1900-20)</p> <ul style="list-style-type: none"> • 2 1/2 story front gable built to fit narrow lot 	<ul style="list-style-type: none"> ▪ Steep, front or broad-gabled roof ▪ Broad front porch ▪ Simple rectangular shape ▪ Decorative wood porch supports ▪ Trim detailing
	<p>Victorian Queen Anne (1880-1910)</p> <ul style="list-style-type: none"> • 2 1/2 story cross gable front 	<ul style="list-style-type: none"> ▪ High pitched, front-gabled roof ▪ Wrap-around front porch ▪ Asymmetrical façade ▪ Textured shingle siding ▪ Trim detailing ▪ Detailed spindle work
	<p>American Four-Square (1905-25)</p> <ul style="list-style-type: none"> • 2 1/2 story hipped roof built to fit narrow lot 	<ul style="list-style-type: none"> ▪ Hipped roof ▪ Simple rectangular shape ▪ Columned front porch ▪ Decorative wood porch supports ▪ Dormer window in roof ▪ Trim detailing

- ✓ **Design Guidelines for Infill Housing (Non-Historic Districts)** - New housing development should maintain high-quality standards that compliment the traditional and historic characteristics of the neighborhood as previously identified. Based upon these characteristics, as well as upon input gathered from stakeholder interviews, it is recommended that new infill homes have the following characteristics:

- Primarily 2 stories.
- A functional front porch.
- Proportionate window/wall space.
- At least one front-gable roof pitch.
- Raised foundation.
- Consistent setbacks based upon the existing front yard setbacks of other homes within the block in order to retain a cohesive identity.
- Garages (attached or detached depending upon lot size) should be placed to the rear of the house and should be very clearly subordinate to the principal structure.
- Where alleys are present, it is recommended that garage access be taken from the rear of the lot or from a side street if it is a corner lot.
- Vinyl siding is acceptable; however, brick, wood and stone materials are preferred in order to match the majority of the homes in the neighborhood. Manufactured hardiplank siding is often used and matches well with older homes.

- ✓ **Design Guidelines for Infill Housing (Historic Districts)** - Within the Historic Districts, more stringent design standards must be in place as these areas require a larger degree of consistency and quality of design. While [Images 1-3](#) on the following page may be appropriate for some parts of the neighborhood, they would most likely not be appropriate within the Historic Districts, whose architectural and historical significance is much greater. Listed below are additional design guidelines for new development within the Historic Districts.

- All newly-built homes should have at least two stories in order to match the majority of the homes in the Historic Districts.
- Infill development within these areas should resemble or incorporate the architectural styles inherent in the neighborhood (see page 51) and that were popular during the late nineteenth and early twentieth-centuries (e.g. Tudor, Victorian, Homestead, American Four-Square, etc.).

Infill Design Prototypes

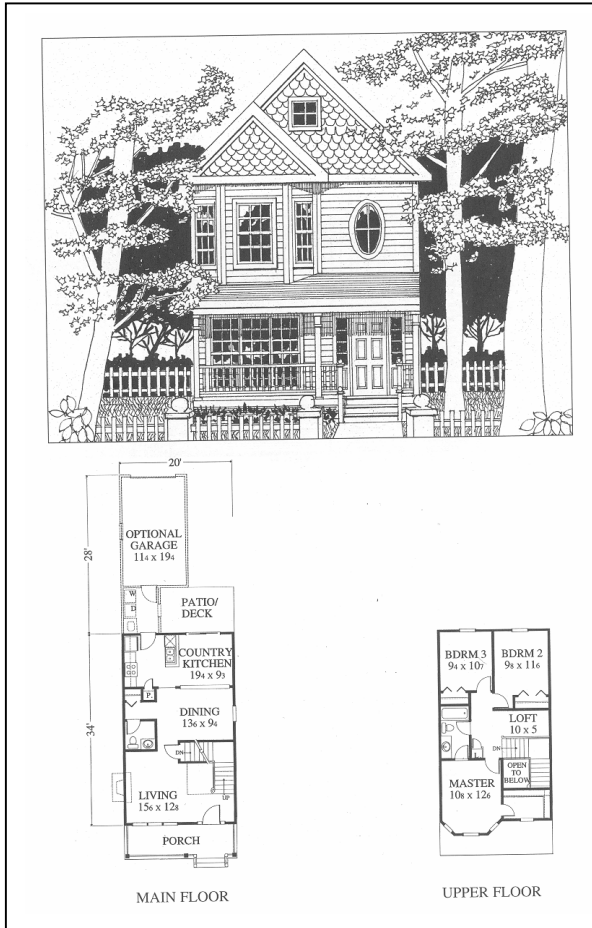


Images 1-3 above are infill design examples that are appropriate for most areas of the neighborhood. Image 1 is a Cornerstone-built duplex located along Clay Street outside of the neighborhood that embodies most of the appropriate design features for a low-density traditional neighborhood despite not having a raised foundation. Image 2 is an infill housing unit located in the Tennessee Town neighborhood; notice the side entry garage.

A house with a front-entrance garage such as found in Image 3 would be appropriate for a block without alleys. Image 4 is a row-house development along SW Huntoon Street that would be appropriate for new multi-family development in a historic neighborhood. Notice the setback close to the street, historic Mansard roof design, assorted trim details, color schemes and front facade patterns for each unit.

In summary, the four most important architectural features of a traditional design would include **raised foundations**, **trim detailing**, **proportionate window openings**, and a **pitched roof**. These features are necessary for new housing development to fit-in within a traditional or historic neighborhood setting.

The images below are designs and examples that should be appropriate within all areas of the Historic Holliday Park neighborhood, including the Historic Districts.



Left: Folk Victorian home design concept meant to fit on a narrow lot.

Top: Examples of newly-built homes in another community that are modern interpretations of traditional American house styles popular in the late nineteenth and early twentieth-centuries.

✓ **Design Guidelines for Image Corridors**

These guidelines apply to those areas along SW 10th Street and SW Topeka Boulevard where higher-intensity office/residential land uses with traditional character front image corridors and back-up to established single-family areas of historic character. These guidelines will not only establish these areas as a transition between high and low-intensity land uses, but they will also prevent “strip” characteristics that are commonly found along arterial streets and areas of suburban development, which would not be appropriate adjacent to areas of traditional historic character.

- All buildings should be residential in appearance, or at least match the characteristics of traditional neighborhood development that is evident in parts of the area (reference the images below for examples).
- Monolithic structures with long, unbroken wall planes, surfaces, and roof planes are discouraged. Pitched roofs are preferred. Traditional materials are also encouraged such as stone, brick, and siding spaced similar to nearby homes.
- Multiple story buildings should step-down in height the closer they get to the single-family residential neighborhood and should not be higher than 42' at the rear setback line.
- Buildings should have consistent setbacks from the street based upon the existing setbacks of other buildings within the block in order to retain a cohesive street edge.
- Buildings should be placed as close to the street edge as possible while still allowing adequate space for sidewalks and pedestrian activity.
- Parking lots should not dominate street frontages and should be placed behind or to the side of the principle structure.

Preferred



Incorporating a mix of uses such as ground-floor office/retail units with residential living space in the upper-levels is a characteristic of many historic buildings and can enable a structure to better fit within the context of a traditional neighborhood setting. Left: the mixed-use Devon Apartment Building.

Preferred



The row-house building to the left is appropriate for new development along image corridors because it is setback close to the street, incorporates historic design features such as a pitched roof, has an average height based upon the surrounding single-family homes in the area, and has assorted trim details, color schemes and front facade patterns for each unit.

Preferred/Not Preferred



The office building to the left is an existing structure in the neighborhood along SW Topeka Boulevard. It is a good example of parking not dominating the street frontage. However, its design is not residential in appearance and has a flat roof.

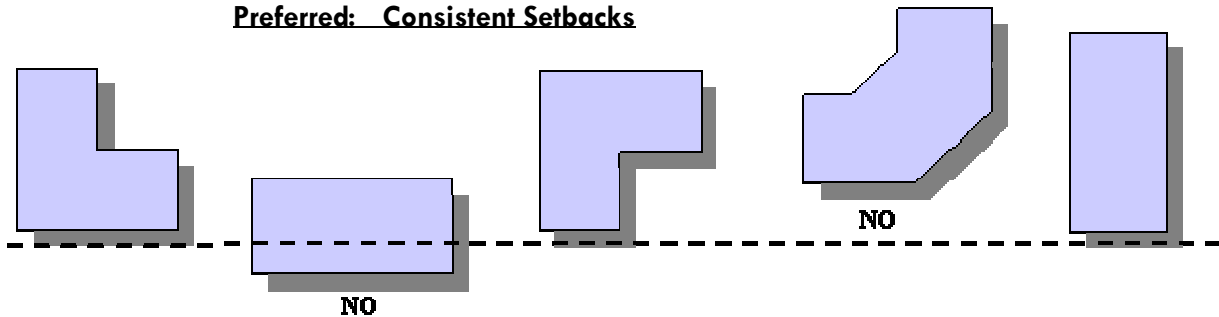
Preferred: Building Height Transition



Buildings adjacent to single-family homes should transition to lower heights in order to establish a more clear separation between medium and low-intensity development in the neighborhood.

Source: City of West Linn, OR, Community Development Code

Preferred: Consistent Setbacks



Consistent front setbacks are important in order to retain a coherent visual identity along the neighborhood's borders. Buildings set close to the street also provide visual interest with ground-floor uses such as shops with storefront display windows and provide an environment that is more suitable for pedestrian activities than automobile-oriented development.

4. Technical Assistance / Rehab Manual- Most basic in their application, design guidelines educate and assist property owners in understanding historically appropriate designs that will ultimately increase the value of their property and neighborhood. Most insensitive rehabilitation jobs are done due to lack of knowledge of appropriate methods or materials on older homes. Good design does not necessarily equate to higher renovation costs. For example, some old home renovations replace original sash cord windows with smaller windows never thinking that they could save money through replacement of sash cords, weather-stripping, glazing, and insulation around window frames (all do-it-yourself-type jobs). Attention to historic details almost always equates to higher re-sale values.

5. Residential Façade Improvement Program- As an added financial incentive, a program could potentially be created that matches dollar for dollar exterior renovations of older homes to be consistent with the City's adopted design guidelines. Patterned after the City's commercial storefront façade program, free design assistance could be combined with rehab match grants of up to \$5,000 to encourage an owner to go the extra step towards sensitive design.

6. Image – As the saying goes, “image is everything.” As people pass through the neighborhood to school, to work or to the park, they make judgments in regard to the whole neighborhood based upon what they see and the impressions they get. The quality of the visual environment is vital to reinforce a positive image of the area, and to send a message that the Historic Holliday Park neighborhood is a safe and welcoming place with character.

- **Street / Pedestrian Lighting:** As part of the effort to improve the safety and image of the neighborhood, decorative street lights should be installed throughout the neighborhood. Priority locations should be within Historic Districts, along “image” corridors such as SW 10th & 12th Streets, SW Huntoon Street, as well as routes leading up to Topeka High School and the Park. Decorative street lights should be appropriate for a residential neighborhood and thus should not be too tall or too bright.

Westar Energy Inc., furthermore, will pay for the installation of standard street lights within low/moderate income neighborhoods for individual homeowners who are then required to pay the electricity costs (approximately \$11/month).

- **Underground Utilities:** Utility lines should be placed underground in order to remove visual clutter in the neighborhood and reduce the risk of power outages. Placing utility lines underground, however, would require significant public and private investment and may be cost prohibitive.
- **Sidewalks:** Brick sidewalks that are in good condition should be preserved. Otherwise, concrete sidewalks imprinted with “stamped brick” markings may be an alternative method to re-enforce the historic qualities of the neighborhood.

- **Curbing:** The old limestone curbing should be preserved wherever possible, yet only if in good condition. Much of the old limestone curbing was built before streets were used for automobiles, and thus the curb height in many areas is too high for car doors to open adequately. Where replacement curbing is required, concrete should be used and built in order to retain a consistent curb height, which is more suitable for modern uses.

- **Signs:** The NIA should continue funding to replace old or missing neighborhood signs with the current black wrought-iron variety, which is appropriate for the neighborhood's historic character.



Historic street name signs can also be a way to enhance the historic character of the neighborhood. The Potwin neighborhood, for example, formed a benefit district in order to pay for historic street signs. As part of the target area funding that is set aside for Historic Holliday Park in 2008 & 2009, the neighborhood may use some of these funds to help pay for this type of amenity.



Potwin Neighborhood Street Sign

- **Streets:** Brick streets are often an important part of a historic neighborhood, but they should only be preserved in Historic Holliday Park if they are in good condition. Mill and overlay of streets that are in poor condition, however, will be necessary for many areas of the neighborhood.
- **Clock Tower:** The NIA should look into the possibility of funding for the installation of a small clock tower within the park, or within the small landscaped area located at the convergence of SW Western Avenue, SW Taylor and SW Huntoon Streets. Funding could be achieved through neighborhood homes tours or through the creation of a special benefit district in conjunction with the City. A decorative street light with a clock as the crown may also be appropriate. An amenity such as this would help to beautify and strengthen the historic character of the neighborhood. It would also reinforce the presence of the Topeka High School tower that is only a few blocks away and is visible from the neighborhood. The clock tower, however, should be appropriate for a small park setting within a traditional neighborhood.



Above left: Possible location of a character-defining feature of the neighborhood at the intersection of SW Western Avenue and Huntoon Street that could reflect and even reinforce the presence of the Topeka High School tower (above right).

Right: Examples of decorative features that would be appropriate for the Historic Holliday Park neighborhood.



IV. Parks & Open Space

“Holliday Park” is the only dedicated public open space in the neighborhood. Amenities in the park include a water fountain, playground equipment, benches and several walking paths. At this time there are no reported major problems associated with crime, vandalism, or substandard equipment. Over the long-term, however, the park will continue to require regular clean-ups, tree trimming, updated play equipment and new benches to sit on as well. As part of the neighborhood targeting assistance in 2008 & 2009, some of these funds may be used to provide for the update and maintenance of these amenities.



VI. IMPLEMENTATION STRATEGY

"Well done is better than well said."

Ben Franklin

The implementation of the goals and strategies in the plan becomes the measuring stick for the success of a plan. The purpose of this section is to provide a "framework for action" that outlines how the community's vision for Historic Holliday Park can be realized over the next 10-15 years and the costs and responsibilities that may be incurred along the way. This section should be used by all stakeholders to guide their decisions when implementing the priorities of the Plan.

A. KEY ACTION PRIORITIES

On January 27, 2008, a Plan validation meeting was held at the Central United Presbyterian Church in order to determine the community's priorities for implementing specific strategies and actions. The actions below are organized based on the votes received at the meeting (90 votes from 18 surveys) as well as the stakeholder meetings held since February, 2007. They are not necessarily inclusive of all potential actions, but a checklist of some of the more major actions that should be undertaken. Each category had a possibility of 18 votes. The percentage of votes received is listed in parentheses.

Priority "A" Activities (address these before all others)

- ✓ **Sidewalk & curb repair/replacement (65%).** These actions should be focused on those areas receiving housing rehabilitation assistance in order to concentrate revitalization efforts. Infrastructure costs such as this are included in the City's CIP budget for target area assistance.
- ✓ **Housing rehabilitation option I – Historic exterior façade renovations that meet design guidelines (60%).** This should be focused in the target areas for income-qualified households and then expanded throughout the neighborhood if possible. Historic Holliday Park other historic neighborhoods should take the lead in helping to create a new historic facade renovation program as described in this plan. Program funding could come through the special fund created under the City's Neighborhood Revitalization Program which could also be supplemented by matching corporate donations and participating property owners. The Landmarks Commission could review and approve applications for design assistance.
- ✓ **Housing rehabilitation option II – convert apartments back to single-family for ownership opportunities (55%).** This can be a collaborative



effort between the City, landlords, non-profits, and future homeowners to return converted structures to their original single-family intention. Public investment should focus within the target areas. These are more expensive renovations than normal, which will cause fewer homes to receive assistance.

- ✓ **New alleys and/or street paving (45%).** These actions should be focused first on those areas receiving housing rehabilitation assistance in order to concentrate revitalization efforts. New alley construction costs are included in the City's CIP budget for target area assistance. Mill and overlay repairs for streets in the Historic Holliday Park neighborhood should be put into the City's operating budget. If that does not happen, CIP funds targeted for neighborhood infrastructure should be used.
- ✓ **Demolition of blighted housing – replace with new homes or consolidate yard with neighbors (45%).** HND has several programs in place to help remove substantially deteriorated homes in low-income neighborhoods using the City's CDBG funds. Demolitions should be part of the comprehensive target area strategy.

Priority “B” Activities (secondary, but still should be worked on)

- ✓ **Infill housing that meets design guidelines: south of Topeka High (35%).** This vacant block is significant because it is highly visible from Topeka High and adjacent to blocks of established single-family homes. If it cannot be used for in-fill housing under the City's program, State tax credit funds are likely sources for public investment.
- ✓ **Better street/pedestrian lighting (30%).** More lights should be placed along primary image streets (e.g., SW 12th) or in proximity to other neighborhood assets. Although CIP dollars can be spent on the purchase of lighting fixtures, ongoing power and maintenance costs will need to be budgeted in the City's operational budget.
- ✓ **Placement of Underground Utilities (30%).** Underground utilities can greatly enhance the safety and aesthetics of the neighborhood, as well as reduce the long-term costs of overhead utility lines that often get damaged by tree limbs during storms. The neighborhood would require a great amount of retrofitting in order to be suitable for underground utilities, but could potentially be done in conjunction with the construction of new alleys.
- ✓ **Establish a Conservation Overlay District along SW 10th/SW Topeka Blvd, and/or the whole neighborhood (20%).** A conservation overlay district (or traditional neighborhood design district) has an extra set of zoning requirements to make sure that new development fits within the context of existing development in the neighborhood more appropriately.

Priority “C” Activities (Hold off until more of A and B get accomplished)

- ✓ **Multi-level, secured parking garage for BCBS, KaMMCO, etc. (15%).** A secured parking garage for office and commercial development may reduce the need for surface-level parking in the neighborhood. It is also a safer alternative for workers who have to walk several blocks to their cars at night and would lessen the risk of break-ins. The City could help finance construction of the low-level garage which could be paid off through revenue generated by users from nearby employers.
- ✓ **Infill housing that meets design guidelines: south of SW Huntoon Street along Polk and Tyler Streets (15%).** New housing even with design guidelines does not always rank high in stakeholder surveys because it often does not directly benefit existing stakeholders. CDBG/HOME or State tax credit funds are likely sources for public investment.
- ✓ **Replace apartment complexes on SW Polk Street with parking lots for BCBS (5%).** Redevelopment of this area could reduce housing density in the neighborhood, possibly replacing outdated development that has been a source of crime, and possibly even allow for the development of a secured parking garage for existing businesses in the neighborhood.
- ✓ **Rezoning of specified properties (0%).** While there may be a few properties that should be re-zoned as part of a “clean-up”, the need to initiate more aggressive re-zoning or down zoning should only be considered once the NIA petitions the Planning Commission or City Council for specific properties whose zoning is not in conformance with the future land use plan.
- ✓ **Park Improvements (0%).** Potential improvements could include new benches, playground equipment, and other landscaped amenities.

In summary, the survey revealed that streets, sidewalks, and historically-sensitive housing rehabilitation top the list of the neighborhood’s most pressing needs. As was indicated in one of the neighborhood meetings, public investment in infrastructure is not only critical for the sake of well-functioning neighborhoods, but it is also critical in the signal of confidence it sends to residents and property owners. Time will tell how effective this strategy will be.

B. TARGET AREA PRIORITIES

The following housing and infrastructure cost estimates are based upon recommendations for the target areas outlined in the plan and illustrated in Exhibits 1-3 of the Appendix. **The costs are estimates of what could happen if funding is available.** Some things to keep in mind:

- It is intended that one target area will be substantially completed prior to moving on to the next target area.
- The housing rehabilitation costs represent subsidies from City's Consolidated Plan budget (CDBG/HOME), but do not reflect any private dollars leveraged for that purpose.
- The costs for new owner-occupied infill housing represent the total cost of construction which includes a portion of a City subsidy (e.g. soft second mortgage).
- Costs for infrastructure and parks reflect City-bonded capital costs from sources typically found within the City's Capital Improvement Program (CIP).
- The length of infrastructure indicated in linear feet is an estimate and may be subject to change.
- The list of assumptions may also be subject to change as well.

Table 12. Clay Street Potential Target Area Improvements

Primary & Secondary Target Area 2008 & 2009	ESTIMATES			PRIORITIES			
	Costs	YEAR 2008	YEAR 2009	YEAR 2010	1-5 Years	6-10 Years	11+ Years
Housing							
Major Rehab (8 units) Clay and Western	\$	240,000	\$	240,000			
Minor Rehab (12 units) Clay & Western	\$	144,000	\$	144,000			
Acquisition 2 and/or Demolition (6 units)	\$	90,000	\$	45,000			
Single-Family Infill (2 units)				\$	200,000		
Sub-Total	\$	474,000	\$	429,000	\$	200,000	
Infrastructure							
Curbs & Gutters							
Clay St. (1,620 ft.)	\$	25,000					
Western Ave. (700 ft.)			\$	10,500			
Taylor St. (850 ft.)			\$	12,750			
Sidewalks							
Clay St. 10th to 13th (3,200 ft.)	\$	66,600	\$	50,000			
Western Ave. (600 ft.)	\$	10,800					
Clay Street Sidewalks from curb to sidewalk 11th to Huntoon			\$	50,000			
Driveway Approach							
1100 Block Clay	\$	35,000					
Alleys							
11th to Huntoon Between Clay St. & Fillmore St.	\$	150,000					
Between 11th to Munson - Clay to Buchanan			\$	75,000			
10th to 11th Between Clay & Fillmore			\$	75,000			
East/West Alley from Clay to alley 10th to 11th			\$	40,000			
Reinforce/replace panels Munson to 12th Clay to Buchanan			\$	4,000			
Mill & Overlay							
2 1/4 blocks 11th to Huntoon	\$	24,000					
Secondary Areas 2 blocks on Clay 10th to 11th & Fillmore 10th to 13th			\$	72,000			
Park Improvements							
Recreational Park Improvements	\$	10,000					
Projects Sub-Total	\$	321,400	\$	389,250			
Design (8%),	\$	25,712	\$	31,140			
Construction Inspection (5%)	\$	16,070	\$	19,463			
Construction Staking (5%)	\$	16,070	\$	19,463			
Engineering Admin (1.5%)	\$	4,821	\$	5,839			
Interim Financing on Bonds (7.00%)	\$	22,498	\$	27,248			
Contingency 4%	\$	12,856	\$	15,570			
Sub Total	\$	98,027	\$	118,721			
Total (estimate) Per Year	\$	893,427	\$	818,250	\$	200,000	
				GRAND TOTAL	\$1,911,677		
Additional Priorities							
3 Westar @ \$10.50/month electricity, free installation							
8 Decorative lighting requires general fund for utility costs. Use CIP for pole, light and installation							
Removal of Several Trees in ROW Park Forestry & Inmate crews							
Historic Street Signs							
Assumptions							
Curb & Gutter re-set or replacement = \$15/linear foot;							
Sidewalks = \$15,000 per block demo-reconstruct							
Alleys = \$75,000 per block							
Average Major Rehab = \$30,000/unit							
Average Minor Rehab = \$12,000/unit							
Average Acquisition = \$35,000/unit							
Average Demolition = \$7,500/unit							
Detached Single-Family Infill = \$100,000/unit							
Mill & Overlay (new asphalt layering)= \$7.50/square yard; average street 600 ft. in length, 24 ft. wide							

Table 13. Southeast Potential Target Area Improvements

	ESTIMATE	PRIORITIES		
	Costs	1-5 Years	6-10 Years	11+ Years
Housing				
Major Rehab (8 units)	\$ 240,000			
Minor Rehab (12 units)	\$ 144,000			
Acquisition & Demolition (4 units)	\$ 170,000			
Detached Single-Family Infill (4 units)	\$ 240,000			
Sub-Total	\$ 794,000			
Infrastructure				
Curbs & Gutters				
Western Ave. (0 ft.)	\$ -			
Polk St. (0 ft.)	\$ -			
Tyler St. (50 ft.)	\$ 750			
Sidewalks				
Western Ave. (600 ft.)	\$ 10,800			
Polk St. (600 ft.)	\$ 10,800			
Tyler St. (600 ft.)	\$ 10,800			
Alleys				
Between Western Ave. & Polk St. (600 ft.)	\$ 75,000			
Between Polk St. & Tyler St. (600 ft.)	\$ 75,000			
Mill & Overlay				
2 blocks	\$ 24,000			
Sub-Total	\$ 207,150			
Total (estimate)	\$ 1,001,150			
Additional Lighting				
6 Westar @ \$10.50/month electricity, free installation				
16 Decorative @ \$6/month electricity & \$1,400 installation fee per pole				
Assumptions				
Curb & Gutter re-set or replacement = \$15/linear foot;				
Sidewalks = \$18/linear foot				
Alleys = \$125/linear foot				
Average Major Rehab = \$30,000/unit				
Average Minor Rehab = \$12,000/unit				
Average Acquisition = \$35,000/unit				
Average Demolition = \$7,500/unit				
Detached Single-Family Infill = \$120,000/unit				
Mill & Overlay (new asphalt layering)= \$7.50/square yard; average street 600 ft. in length, 24 ft. wide				

Table 14. North-Central Potential Target Area Improvements

	Costs	1-5 Years	6-10 Years	11+ Years
Housing				
Major Rehab (8 units)	\$ 240,000			
Minor Rehab (12 units)	\$ 144,000			
Acquisition & Demolition (4 units)	\$ 170,000			
Attached Single-Family Infill (8 units)	\$ 840,000			
Sub-Total	\$ 1,394,000			
Infrastructure				
Curbs & Gutters				
Western Ave. (700 ft.)	\$ 10,500			
Taylor St. (850 ft.)	\$ 12,750			
Sidewalks				
Western Ave. (1,200 ft.)	\$ 21,600			
Taylor St. (1,000 ft.)	\$ 18,000			
Alleys				
Between Western Ave. & Taylor St. (1,200 ft.)	\$ 150,000			
Between Taylor St. & Polk St. (600 ft.)	\$ 75,000			
Mill & Overlay				
4 blocks	\$ 48,000			
Sub-Total	\$ 335,850			
Total (estimate)	\$ 1,729,850			
Additional Lighting				
5 Westar @ \$10.50/month electricity, free installation				
14 Decorative @ \$6/month electricity & \$1,400 installation fee per pole				
Assumptions				
Curb & Gutter re-set or replacement = \$15/linear foot,				
Sidewalks = \$18/linear foot				
Alleys = \$125/linear foot				
Average Major Rehab = \$30,000/unit				
Average Minor Rehab = \$12,000/unit				
Average Acquisition = \$35,000/unit				
Average Demolition = \$7,500/unit				
Attached Single-Family Infill = \$105,000/unit				
Mill & Overlay (new asphalt layering)= \$7.50/square yard; average street 600 ft. in length, 24 ft. wide				

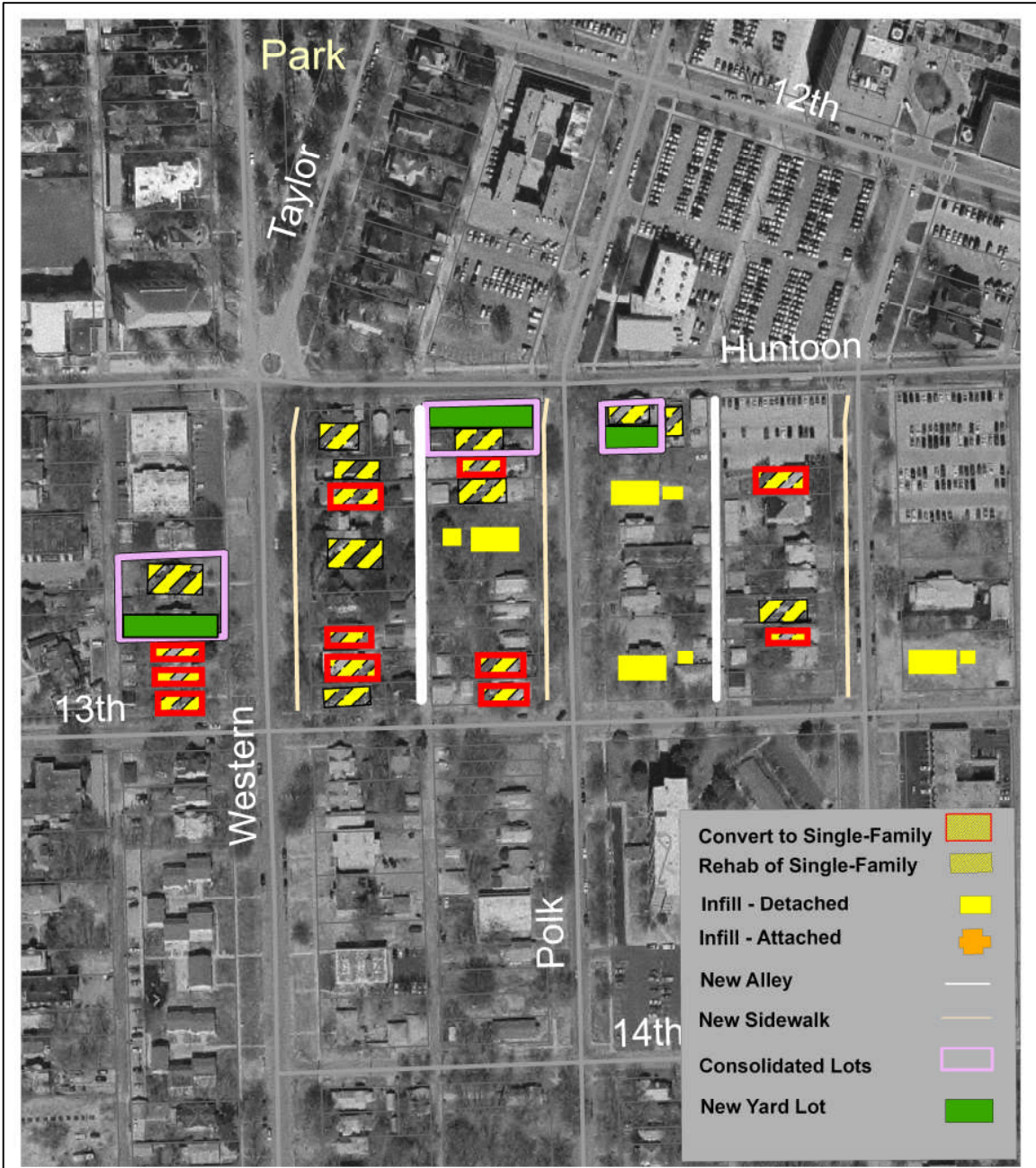


**Clay Street Target Area
Potential Improvements**

Exhibit #1

H.H.P. Plan Update
Topeka Planning Department (2008)



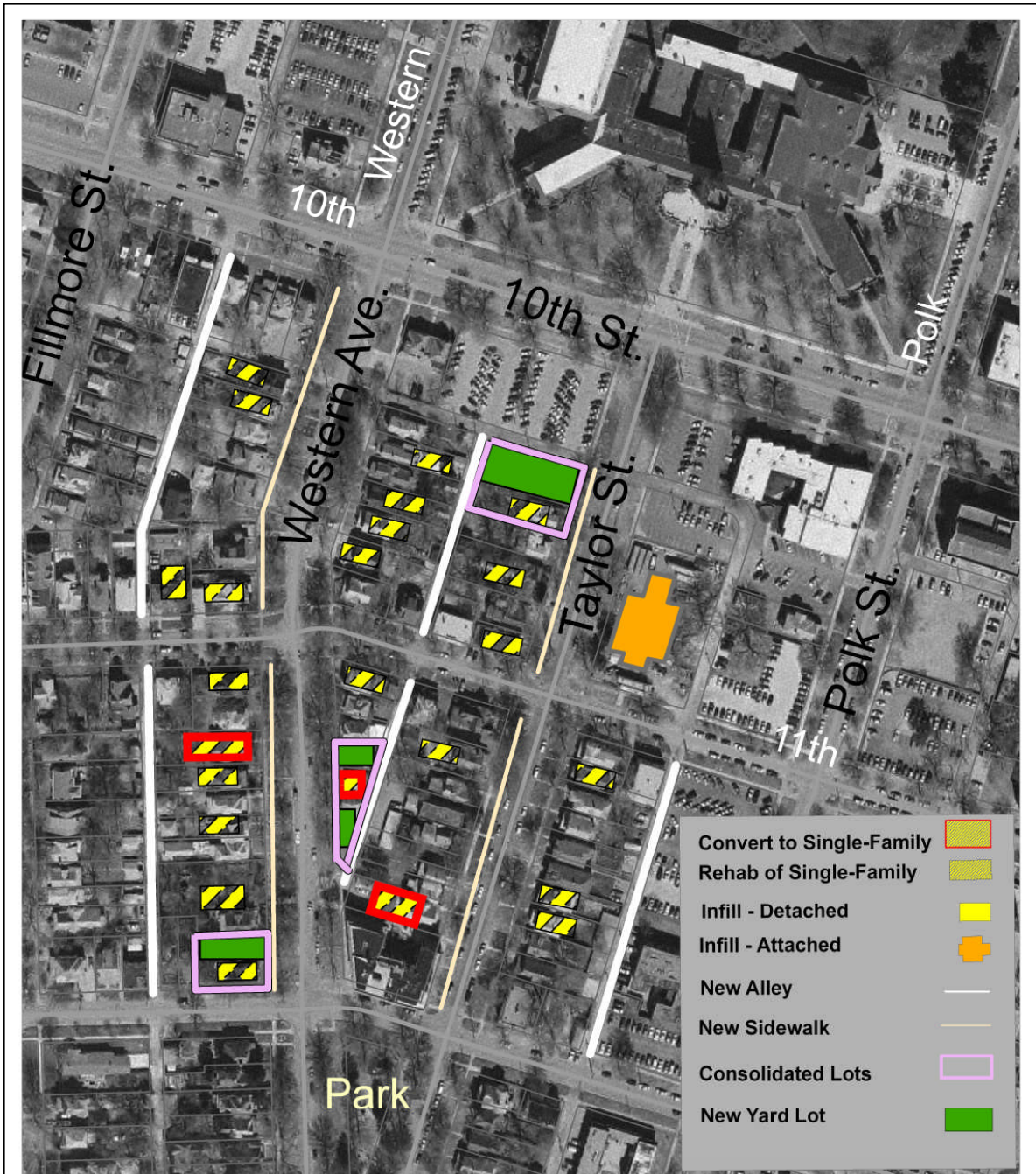


**Southeast Target Area
Potential Improvements**

Exhibit #2

H.H.P. Plan Update
Topeka Planning Department (2008)





**North-Central Target Area
Potential Improvements**

Exhibit #3

H.H.P. Plan Update
Topeka Planning Department (2008)



Appendix

Criteria Used to Evaluate 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 Deficiencies
(Sound)***

No major defects and no more than 1 intermediate defect and less than 5 minor defects. (3 points)

Intermediate Deficiencies

No major defects with 2 or more intermediate defects; no major defects with 1 intermediate defect and 5 or more minor defects. (2 points)

Major Deficiencies

1 to 4 (5+ is dilapidated) major defects in combination with intermediate or minor defects. (1 point)

Blocks

Sound

Average 3.0 – 2.5 points per block

Minor Deterioration

Average 2.4 – 2.2 points per block

Intermediate Deterioration

Average 2.1 – 1.9 points per block

Major Deterioration

Average less than 1.8 points per block

Appendix
Infill Housing Types: Survey Results (January 27th, 2008 neighborhood meeting)

Scores indicate the level of preference. Yes vote = 2, No vote = 0, Maybe vote = 1.

Single-Family Units



Yes 1 No 15 Maybe 1 = 3



Yes 3 No 3 Maybe 11 = 17



Yes 15 No 0 Maybe 2 = 32

Two-Family or Multi-Family Units



Yes 2 No 9 Maybe 6 = 10



Yes 2 No 10 Maybe 4 = 8



Yes 15 No 1 Maybe 1 = 31