



SOUTHEAST TOPEKA DEVELOPMENT PLAN

TOPEKA KANSAS



Acknowledgements

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City Staff & Partners

CITY OF TOPEKA

David Banks

Councilman, District 4

Neil Dobler

Councilman, District 7

Robert Perez

City Manager

Braxton Copley

Assistant City Manager



Consultant Team

DEVELOPMENT STRATEGIES

Andy Pfister, AICP

Principal-In-Charge | Senior Real Estate Advisor

Justin Carney, AICP

Principal | Policy and Engagement Advisor

Anu Samarajiva

Project Director

Priyanka Shyamal Adhikari

Project Manager and Project Designer

Olivia Borland

Research and Analyst

PROFESSIONAL ENGINEERING & CONSULTANTS (PEC)

Lance Onstott, AICP, CNU-A

Practice Lead

Kevin Graham, PE

Team Lead

VENICE COMMUNICATIONS

President





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1

Introduction

Context Overview

The City of Topeka is experiencing demographic and economic shifts that will impact land use and development pressure for years to come. For instance, its population fluctuated over the past 20 years, with modest growth overall (about 2,000 people, or 1.5 percent). Meanwhile, housing production, particularly of single-family homes, remained relatively constant and nearly 6,000 units were added over 20 years. This points to an important demographic shift—household sizes are decreasing, leading to increased demand for a variety of housing products, namely smaller units and options for older adults to age in place.

Topeka's economy continues to grow and diversify, strengthening the City's prospects, but also raising key housing challenges. Many workers still choose to commute to Topeka from nearby cities, such as Lawrence, in part, because Topeka does not have the housing types that people want. The regional economy, including the Kansas side of the Kansas City metropolitan area, also continues to grow, and city leaders want to position Topeka to benefit from this growth.

These trends are aligning at a time when the inventory of buildable lots in platted subdivisions is relatively low—approximately five to six years' worth of supply assuming current building and absorption rates. Momentum is also picking up in any stalled subdivisions and interest is growing for new development areas.

Why a Plan is Needed

The time is right to plan for long-term growth. Historically, the City has reacted to development proposals—reviewing subdivision proposals, plats, aligning infrastructure, and making necessary zoning changes when a development concept is brought to them. This is an opportunity for the City to be proactive by defining the development types that it wants to see, that meet market demand in ways current products in the city do not, and that provide lasting fiscal benefits to the city. This way, the City can align policies, plan for supportive infrastructure improvements, prepare zoning codes and district that support the development vision, and align incentives (i.e., Rural Housing Incentive District, or "RHID").

The City of Topeka hired Development Strategies to create the **Southeast Topeka Development Plan** to guide policy decisions and development over the next 25 to 30 years.

What the Southeast Topeka Development Plan is and is not

The Southeast Topeka Development Plan is a concept plan, or an **early-stage, high-level guide** that shows the overall vision for the study area. It also:

- illustrates land uses, major circulation patterns, open spaces, land use densities of how development could look over the next 25 to 30 years.
- describes **key implementation actions** that will support the development types shown in the plan.

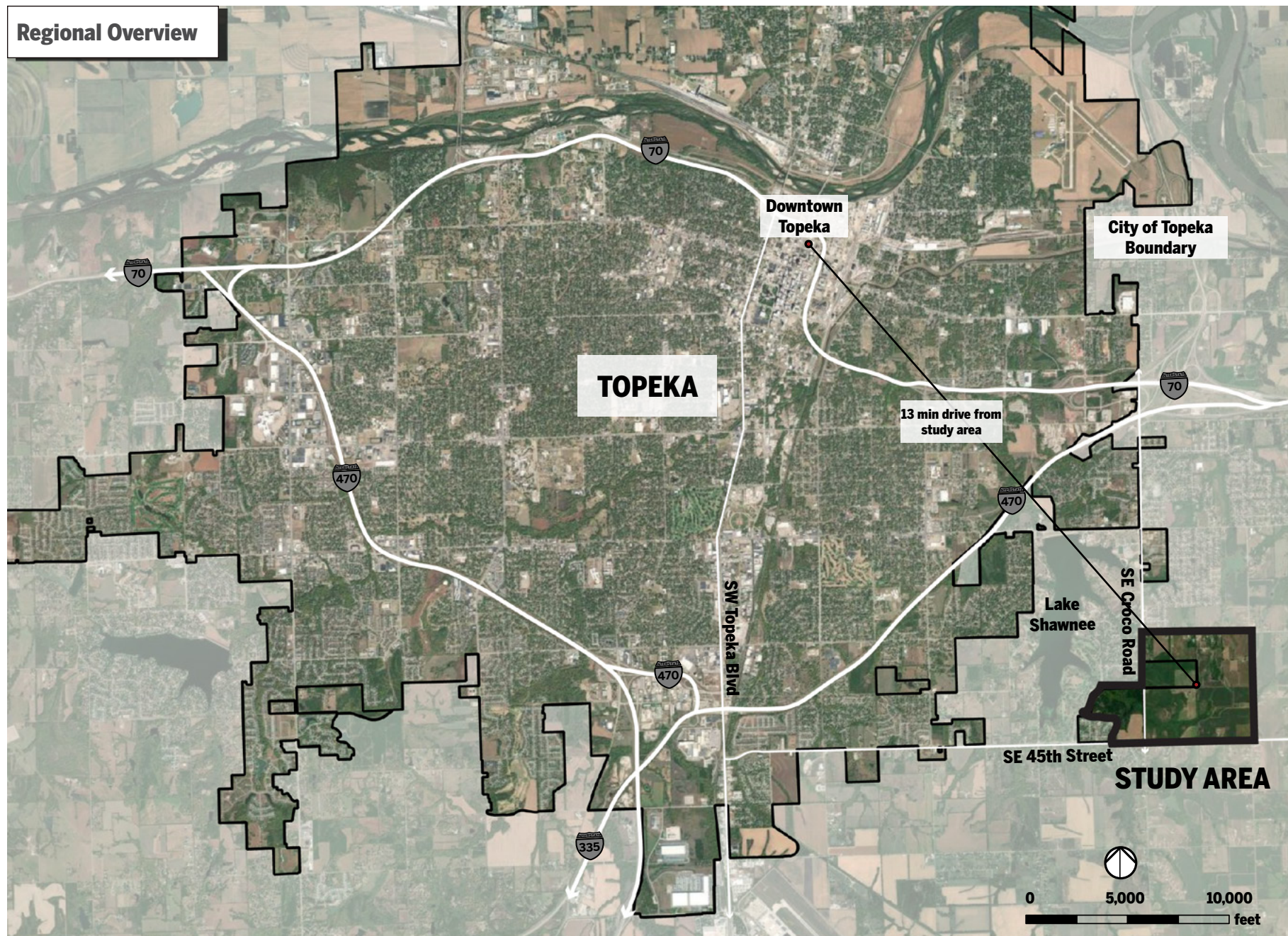
- provides **development programs** for different development scenarios and discusses the pro's and con's of various approaches.
- includes **fiscal impact projections** to inform decision making about incentives and overall development viability.
- is **based on economic and market realities**, balancing aspirations for growth with real-world market metrics.

The Plan does not:

- dictate what current property owners can and cannot do with their land under current regulations.
- guarantee that the development that occurs over the long-term will exactly reflect the land use patterns illustrated herein.
- "force" development to occur.

Rather, it sets the table for the city to guide development that is lasting, fiscally responsible, and responsive to market needs.

Regional Overview



Source: Development Strategies 2024

Plan Organization

The Southeast Topeka Development Plan is divided into six chapters as described in the following statements.

Chapter 2: Physical Analysis and Marketability

This chapter describes existing conditions, including physical study area conditions, environmental considerations, and infrastructure access; a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis; and a summary of key concepts we heard from property owners, stakeholders, and the City staff.

Chapter 3: Trends

This chapter provides a high-level review of demographic, household, and economic trends impacting (supporting or constraining) development potential in Topeka and the larger region.

Chapter 4: Market Analysis & Development Potential

This chapter deep-dives into market analysis to measure the depth of demand for uses, including single-family and multi-family housing, retail, office, and hospitality, in Topeka and the study area.

Chapter 5: Development Options

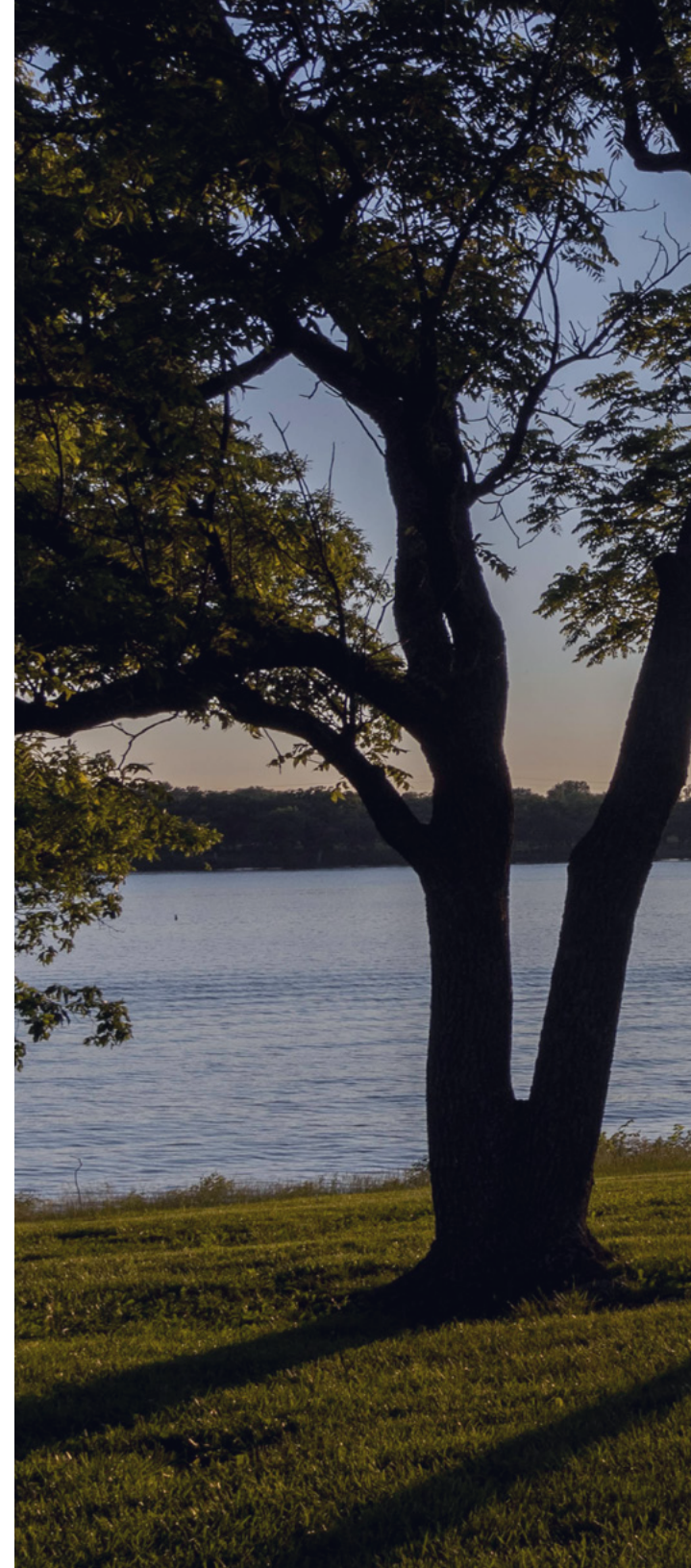
This chapter describes a development framework, defines development programs for four development scenarios, and illustrates, at a concept level, what that development could look like. It includes a summary of development density, scale, unit counts, development value, and projected fiscal impacts.

Chapter 6: Policy and Implementation

This chapter describes six key areas—housing, open space, land use and development, infrastructure, growth and annexation, and jurisdictional partnerships—that must be addressed as the City works towards implementation.

Appendix

This chapter includes additional detail regarding the various analyses and methodologies utilized in plan development.









2

Physical Analysis and Marketability

Physical Analysis

An important first step in assessing the development potential for the study area is to understand its physical context. This includes existing development, connectivity, topography, utility, access, and other features.

Study Area Context

The study area for the Southeast Topeka Development Plan is an approximately 755 acres, irregular site. Part of the study area is annexed in the City of Topeka while the remainder is in the urban growth area and a part of unincorporated Shawnee County. It is bounded by SE 37th Street on the North, SE Paulen Road on the east, SE 45th Street on the south and SE East Edge Road on the west. SE Croco Road cuts through the study area and is an important thoroughfare influencing development. This study considers existing development in the study area and the surrounding neighborhood context in order to establish holistic, community-centered design goals, encourage stronger connectivity with adjacent neighborhoods, and promote uses that will fit within the study area's context and enhance the neighborhood. These considerations include:

Connectivity to Lake Shawnee and its trail network: Lake Shawnee is an important asset and recreational destination, with approximately 416 acres. The lake has a 6.8-mile loop trail network and has many recreational activities along its edge, including a campground, soccer fields, a golf course, tennis courts, volleyball fields, and the Ted Ensley Garden. There is an opportunity to create

a permanent greenway connection to the Lake Shawnee trail network that travels throughout the study area, enhancing its overall marketability while also creating an attractive amenity for the city.

Existing Development in the Study Area: There is limited existing development in the study area. Existing uses include single-family homes on large lots, agricultural buildings, and the Paw Prints Animal Hospital. A portion of the study area—west of SE Croco Road and the northeast corner of SE 45th Street and SE Croco Road—were included in the plat and plan for Rockfire at the Lake. However, only the 90-unit first phase of the plan was developed and is nearly built out; while most future phases have been abandoned. This development plan assumes that the second phase of Rockfire will be built out as planned with single-family and attached homes.

Surrounding uses for the study area are primarily single-family homes and agricultural land or open spaces. Other important factors to consider include topography, water, sewer, and other constraints.



Lake Shawnee



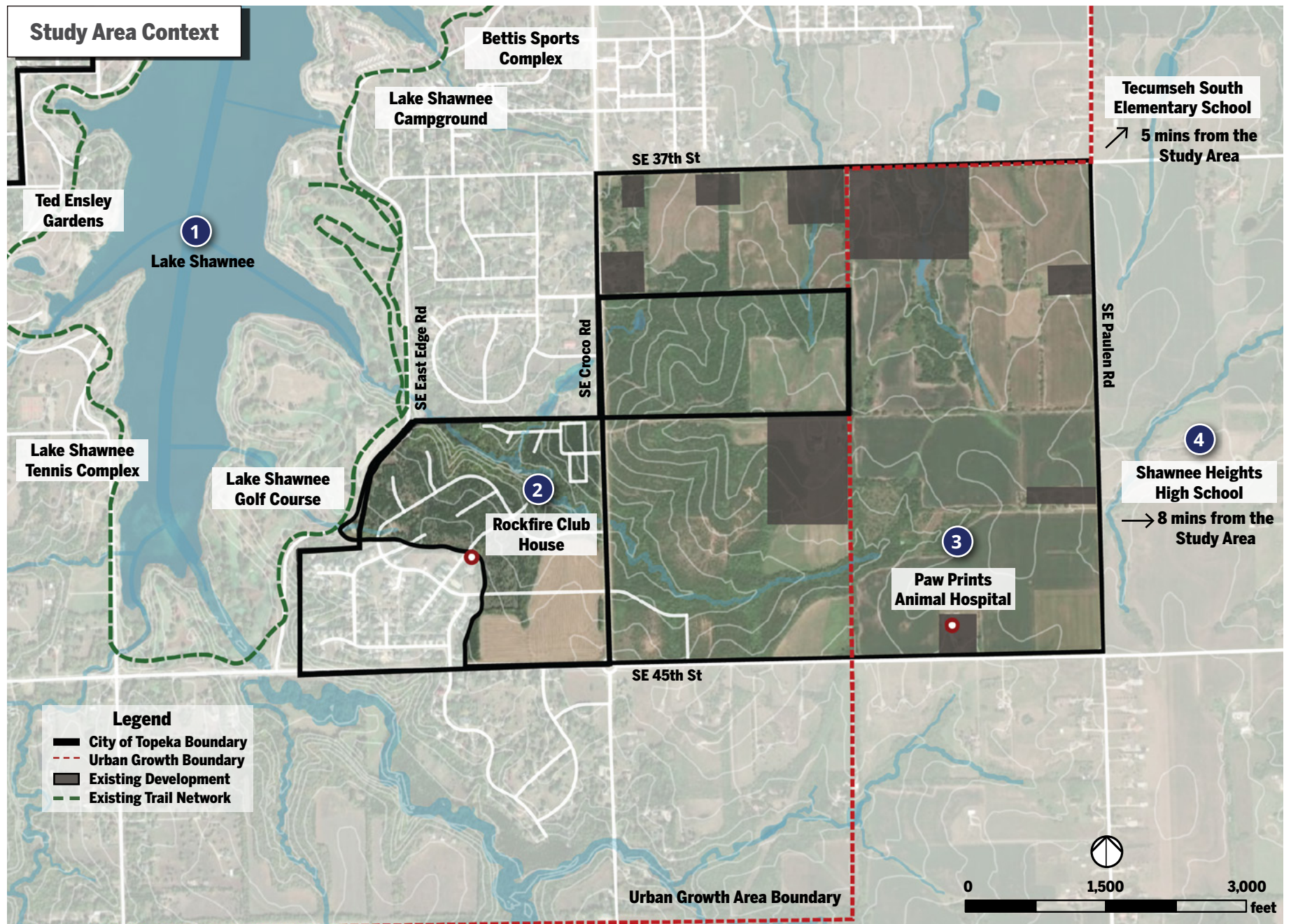
Rockfire Subdivision

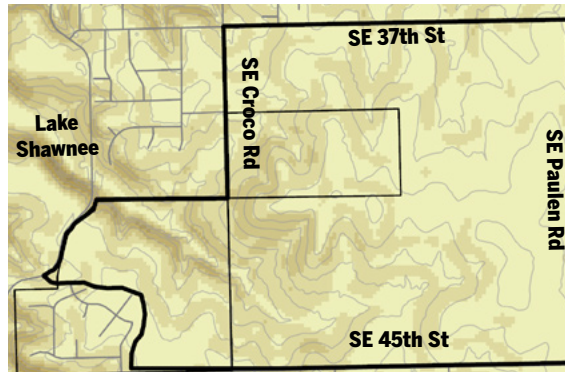


Paw Prints Animal Hospital



Shawnee Heights High School





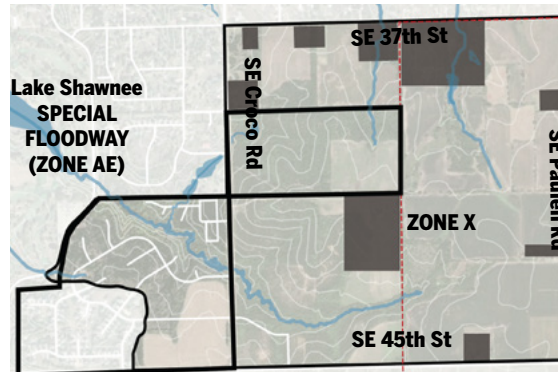
Source: Development Strategies 2024

Legend



Slope Analysis

Most of the study area is characterized by gently rolling terrain and corn fields and the terrain does not limit development potential.



Source: Development Strategies 2024

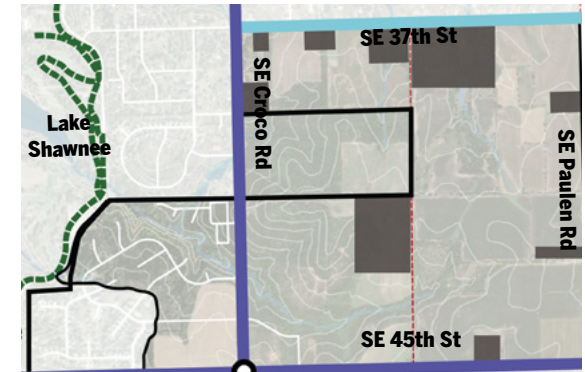
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Zone AE-High Risk Flood Zone 1% Annual Chance of Flooding
Zone X- Area of Minimal Flood Hazard

Streams and Buffers

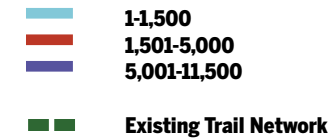
The tributaries of the Lake Shawnee drainage basin extend into the study area. All of the study area falls within Zone X, which is an area of minimal flood hazard.

Sensitive areas of the study area are potential areas for preservation and open space set-asides. These preservation areas can be utilized as open spaces and parks and for the extension of the existing Lake Shawnee Trail network.



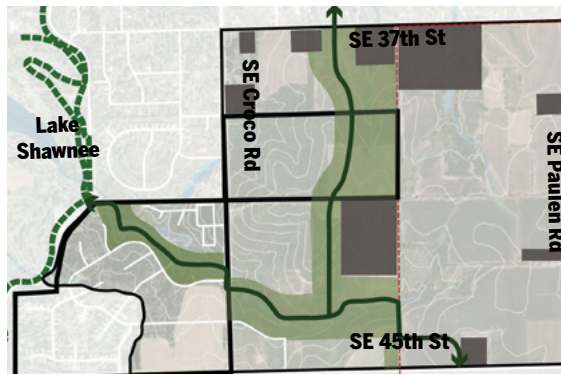
Source: PEC 2025

Legend (Average Annual Daily Traffic)



Access and Connectivity

SE Croco Road and SE 45th Street are major arterials that provide access to the study area. These thoroughfares are crucial in considering the density of development and providing access to services. The study area currently lacks connectivity to Interstate-70. Improvements along SE Croco Road and SE 45th Street can support development and enhance connectivity from Topeka to Lawrence.



Source: Development Strategies 2024

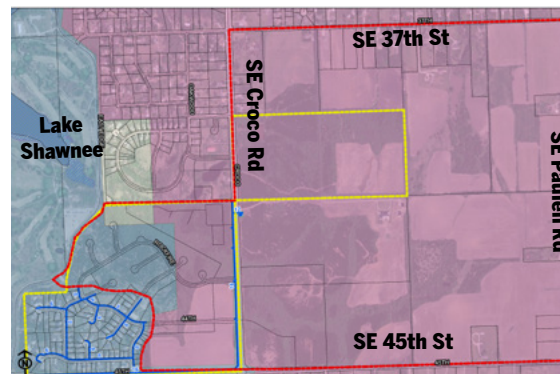
Legend

- Existing Development
- Existing Trail
- Opportunity for Parks and Open Spaces near Streams
- Possible New Trails

Trails and Open Spaces

Lake Shawnee is a major recreational destination for Topeka and Shawnee County. Proposed trail extensions connecting the study area to the existing trail network along the Lake can support the plan's vision for a larger green loop as a public amenity. The natural areas along the water courses can be designated for open spaces and parks.

These features would support and enhance the marketability of future development.



Source: PEC 2025

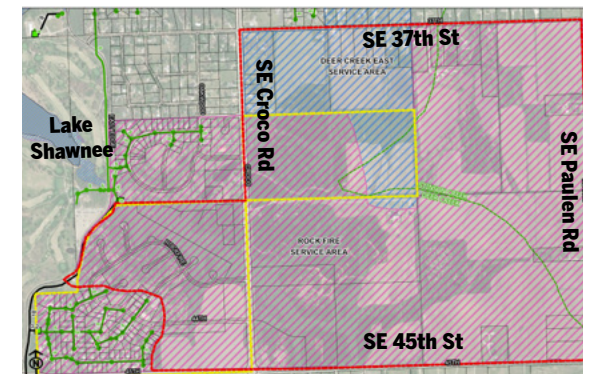
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- Water Main
- Water Districts
- Shawnee County Rural Water District No. 8
- Topeka

Utilities- Water

The City of Topeka provides water to the existing Rockfire subdivision. The rest of the study area and some portion to the west of SE Croco Road are within Shawnee Rural Water District 8. Residents in the study area have described water pressure issues that will need to be addressed with a comprehensive water management plan for the area.

Overall, there is water service in the area but it will need to be upgraded and appropriately looped to support new development.



Source: PEC 2025

Legend

- Pump Stations
- Sanitary Manholes
- Sanitary Gravity Main
- Sanitary Force Main
- Deer Creek East Service Area
- Rock Fire Service Area

Utilities- Sewer

Sewer infrastructure was installed in the 2000s to support the development of Rockfire and the pump station located adjacent to that subdivision has capacity to serve a certain amount of new development. Upgrades would be required over time if higher-density development occurs.

Marketability

SWOT Analysis

The study area has key strengths, weaknesses, opportunities, and threats (SWOTs) that impact its overall marketability and development potential. A SWOT analysis provides a framework for understanding the current assets and obstacles within the study area and broader city. The SWOT analysis lays the ground work for further research, market analysis, and stakeholder engagement that inform the plan.

An in-market SWOT workshop was conducted in September 2024 with city staff. This work session, stakeholder conversations, market research, and our experiences working in Topeka in recent years, informed the following SWOT analysis.

Strengths

- Marketable with natural landscape, streams, and rolling topography.
- Proximity of the study area to desirable amenities, such as Lake Shawnee and the golf course.
- Proximity to existing trail networks at Lake Shawnee and the Rockfire subdivision.
- Recently replaced pavement along SE Croco Road.
- Recent improvements on 45th Street between California Avenue and SE Croco Road, including a new center turn lane, new bridges, and an improved trail near Lake Shawnee.

- Availability of large parcels of land within the study area, making assembling land for development simpler.
- Located in a strongly performing school district (Shawnee Heights Unified School District 450).

Weaknesses

- Numerous owners within the study area.
- Lack of continuous sidewalks and the need for improvements along SE 45th Street.
- Lack of connectivity of the study area to Interstate 70 and Interstate 470.

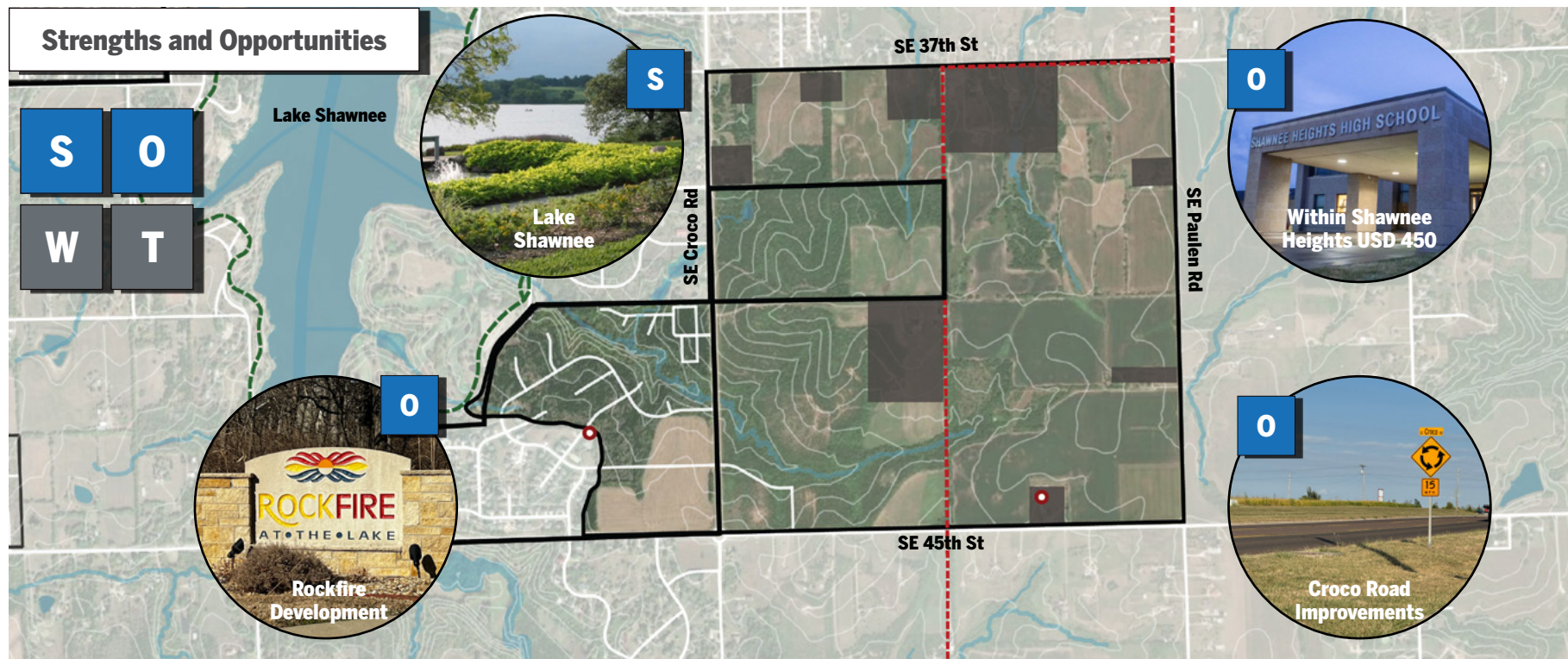
Opportunities

- Potential retail demand in an area that is currently distant from existing options.
- Opportunity to incorporate elements of the original Rockfire development, such as institutional uses (fire station, schools, etc.), retail, and senior housing.
- Plans to add an exit for Interstate 470 at 29th Street and California would provide a stronger connection to the city and the region.
- Located within the 45-minute radius of the Panasonic electric vehicle battery manufacturing plant, which will create 4,000 jobs.
- Location between Topeka and Lawrence may provide an opportunity to position the study area as an attractive gateway to Topeka.
- Topeka's for-sale housing market is tight and lacks sufficient supply; more housing and a greater variety of housing types are needed.

- Rural Housing Incentive District Program (RHID) has recently been successfully used to support increased housing development in Topeka.

Threats

- Existing subdivisions have capacity for a few years—although many are not shovel ready (necessary infrastructure required to begin construction).
- Stakeholder conversations indicated current residents may feel uneasy or even resistant to further development nearby.
- Existing retail nodes at 29th Street and California Avenue and emerging retail at 29th Street and SE Croco Road may limit retail development potential.
- Property owner(s) who are sitting on land rather than developing it.
- Water capacity to support added households.
- Cost to upgrade and/or extend utilities.



Source: Development Strategies 2024

Strengths, weaknesses, opportunities, and threats analysis (“SWOT Analysis”) provides a framework for understanding the present assets and obstacles within a community, here as it applies to this study area. Each component of the analysis is distinct in its definition; however, individual elements analyzed can simultaneously (or in different contexts) act as strengths, weaknesses, opportunities, or threats.

S

Strengths– internal positive: existing assets and achievements within the community.

W

Weaknesses– internal negative: existing challenges and barriers that arise from within the community.

O

Opportunities– external positive: potential assets that can be developed through a combination of internal strengths and outside resources.

T

Threats– external negative: potential obstacles that could arise from the interaction of internal weaknesses with outside conditions.

SWOT Conclusions

Four key themes emerged from the SWOT analysis that guided research and planning efforts moving forward.

Land Use

Previous housing analyses and studies in Topeka pointed to demand for more housing. There is especially a need for senior housing and attainable housing for the workforce and moderate-income families. Commercial amenities are a viable option to compliment residential development.

Connectivity

There is potential to develop a local multi-modal transportation network through the creation of trails, sidewalks, and roads connecting to the existing network at Rockfire and Lake Shawnee. Further, these trails would provide a distinctive amenity in Topeka.

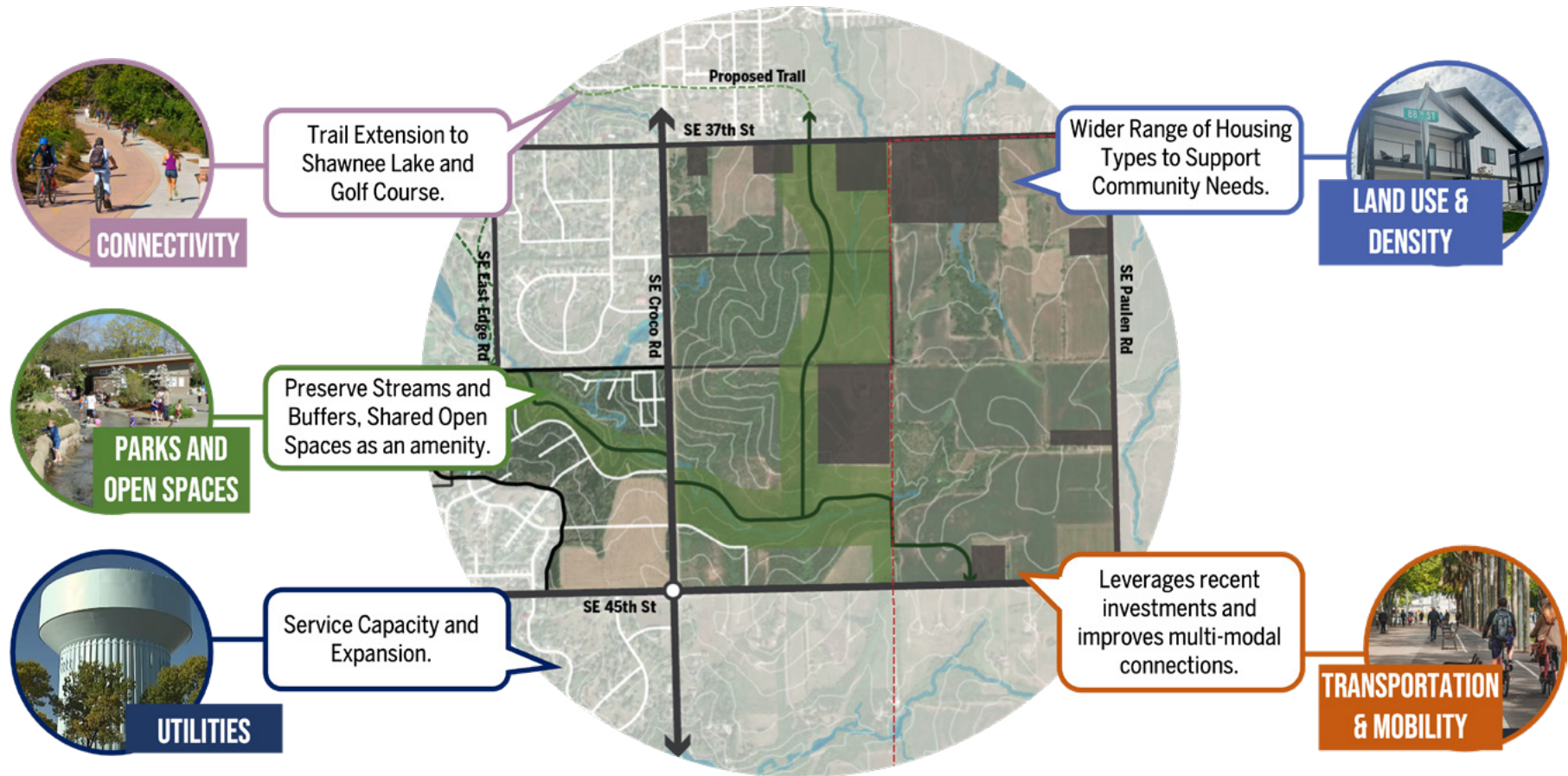
Parks and Open Spaces

The trail network, topography, and streams present a unique opportunity for a different development approach in Topeka. Through preserving the environment and ecology, there is an opportunity to create desirable shared amenities through parks and open spaces.

Transportation and Mobility

As previously mentioned, there is a strong opportunity to create a localized multi-modal transportation network. Further, the study area's position on the outer edges of southeast Topeka positions it further from amenities in the city, but closer to Lawrence. Future possible development of a new exit on Interstate 470 could facilitate multi-modal transportation in the city. Meanwhile the study area's proximity to Lawrence may appeal to commuters.

Swot Conclusions







3

Trends

Demographic Analysis

A sociodemographic analysis of Topeka and Shawnee County was conducted to understand key trends that impact development potential. Additionally, an analysis of a larger region- Topeka MSA was conducted (as shown on the map on page 25). The Topeka MSA includes Topeka and Manhattan, Lawrence, Kansas City, Kansas, and the suburban areas that surround these cities. Key sociodemographic observations and a market analysis of the Topeka MSA was conducted as a comparison and to facilitate a stronger understanding of development potential and feasibility in the city and the study area. An in-depth review of market analysis findings of the Topeka MSA compared to Topeka are in Chapter Four.

Population and Household Characteristics

Even with a small population decline and stagnating growth, the number of households in Topeka is growing.

Containing over 70 percent of Shawnee County's population, the City of Topeka has a population of 125,880 residents. Since 2010, both the city (-1.5 percent) and county (-0.2 percent) have had a slight decrease in population. This trend is expected to continue with a 0.3 percent decrease expected in both geographies through 2029.

While there has been a small population decrease, the number of households in the City of Topeka and Shawnee County has grown. Since 2010, over 115 households have been added to the city and over 1,000 households have been added to the county. Household growth is driven by decreasing household sizes in the region. Since 2010, Topeka's average household size declined from 2.29 to 2.24. Similarly, Shawnee County's average household size declined from 2.39 to 2.35. Both geographies average household size is projected to decrease further over the next five years, likely driving further household growth.

The age distribution between Topeka and Shawnee County are mostly similar, but the county skews older. Topeka's median age is 36.1 and remains younger overall, driven by marginally larger College Age (ages 18-34) and Early Workforce (ages 35-49) cohorts. The county's median age is 38, which skews older due to a slightly larger Elderly (ages 75 and older) cohort. Both the city and county's largest cohorts are Family Years (ages 35-49) and Empty Nesters (ages 50-64). The Senior and Elderly cohorts are

the only cohorts that grew from 2010 to 2024 in the city and the county. The senior population grew 58 percent in Topeka, while the Elderly cohort increased 13 percent.

Housing Characteristics

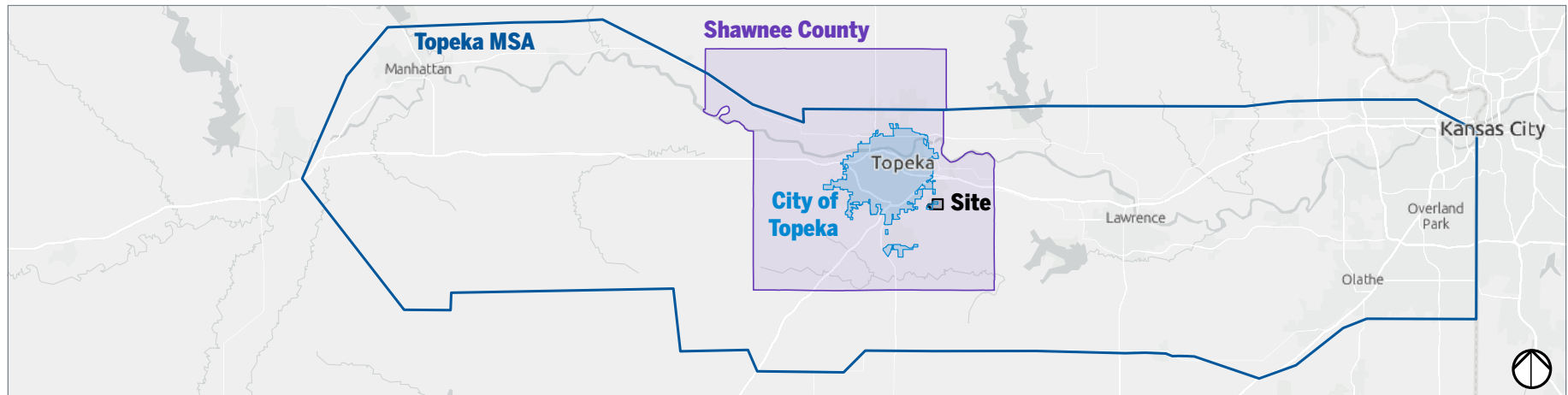
Over half of Topeka's housing stock is owner-occupied and over half of households consist of families. It has a relatively diverse housing stock consisting of primarily single-family homes.

Topeka's housing stock is varied relative to Shawnee County; 67 percent of housing units are detached single-family homes compared to 72 percent in the county. The city's remaining housing stock consists of duplexes and quadplexes (seven percent), smaller multi-family buildings with less than 20 units (nine percent), and large multi-family complexes (eight percent).

According to the Sunflower Association of REALTORS, the year-to-date median sale price in the Topeka MSA was approximately \$200,000 as of September 2024. CoStar reports the average multi-family rent was \$920, or \$1.05 per square foot as of Q3 of 2024.

The majority of housing units are owner-occupied in both the city (59 percent) and county (66 percent), and the city has a larger proportion of renter-occupied households. Additionally, over half of the units in the city and the county consist of family households. In Topeka, 54 percent of households are families, compared to 59 percent in the county. The remaining 46 percent of city households and 41 percent of county households are comprised of unrelated roommates or individuals living alone.

Demographic Context



	City of Topeka	Shawnee County	Topeka MSA
Total Population	125,880	177,500	231,600
Change in Population (2010- 2024)	-1.5%	-0.2%	-1.0%
Total Households	54,200	73,700	95,100
Average Household Size	2.24	2.35	2.38
Median Income	\$54,000	\$64,000	\$67,000
Share of Households Earning <\$25k/year	23%	19%	17%
Median Age	36.1	38.0	39.0
Share of Residents with Bachelor's Degrees	30%	33%	31%
Share of Single-Family Detached Housing	67%	72%	75%
Median Home Value	\$154,000	\$193,000	\$194,000

Source: US Census (2023, 2024), Cushman & Wakefield (2023), Colliers (2023), Google Images

Household Income

Median household incomes in Topeka have risen ten percent in the last five years.

Within Topeka, the median household income is \$54,000, which is 17 percent lower than Shawnee County's median household income of \$64,000. This is driven by a larger proportion of low-income households in the city compared to the county. Approximately 46 percent of Topeka's households earn less than \$50,000, while only 40 percent of county households earn in this range; additionally, 23 percent of city households earn less than \$25,000, compared to 19 percent in the county. Shawnee County's incomes skew higher with one-third earning over \$100,000, compared to only a quarter of households in Topeka earning above \$100,000.

Consistent with national trends, incomes and educational attainment are linked; about one-third of Topeka households have completed high school and one-fifth have obtained a Bachelor's degree. Additionally, eleven percent of residents have a graduate or professional degree. Shawnee County has slightly higher levels of Bachelor's degree and graduate degree attainment.

Economy & Jobs

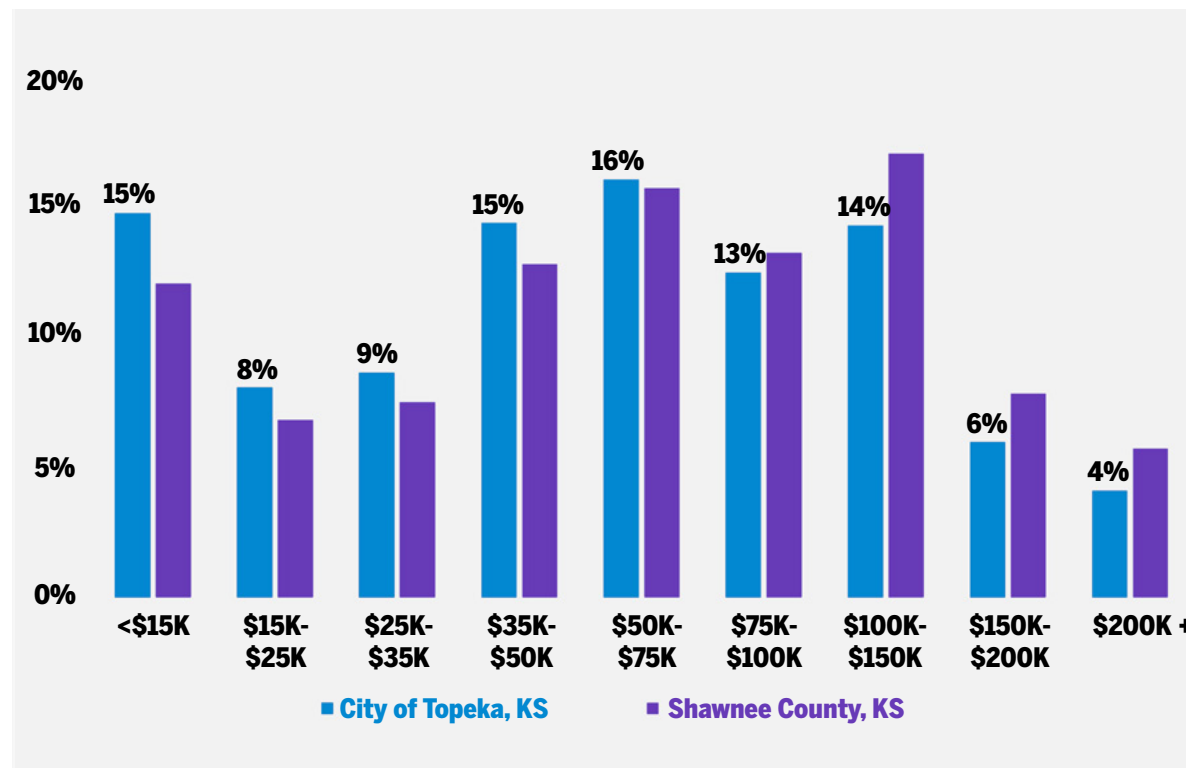
Topeka's labor force and jobs have been growing in recent years and the unemployment rate is low.

In 2019, unemployment in Topeka and Shawnee County was at 3.5 and 3.3 percent, respectively, before spiking to 6.4 and 5.4 percent in 2020 due to COVID-19. However, both the city and county had a strong recovery. Between 2020 and

2023, the labor force in Topeka had been steadily declining since 2020 while the number of jobs had grown, leading to a decade low of 2.9 percent unemployment in 2023. In the same period, the county's labor force and employment was steadily growing at a similar pace, keeping unemployment also low at 2.7 percent in 2022. Since 2023, both the city's labor forces and employment have been growing, driving a small increase in the unemployment rate; as of September 2024 it is 3.2 percent. Topeka's unemployment rate remains slightly higher than the state (3.1 percent) and Shawnee County (3.0 percent).

Topeka has had a few recent economic wins with companies, such as Goodyear Tires, Harris Fabrication, and Global Grains, expanding efforts and adding jobs. Topeka has gained nearly 2,150 jobs since 2020, or four percent employment growth. Prior to the pandemic in 2019, jobs had shrunk 0.1 percent in the five previous years. Shawnee County has seen a six percent increase in total employment since 2020.

Household Income by Bracket, 2024



Source: Esri





An aerial photograph of a city skyline. In the foreground, there's a large green park area with many trees. To the right, a multi-lane highway runs parallel to the park. In the middle ground, several large, modern office buildings are visible, including one with a grid-like facade and another with a red sign that says "CYRUS". The background shows more city buildings and a distant horizon under a clear sky.

4

Market Analysis & Development Potential

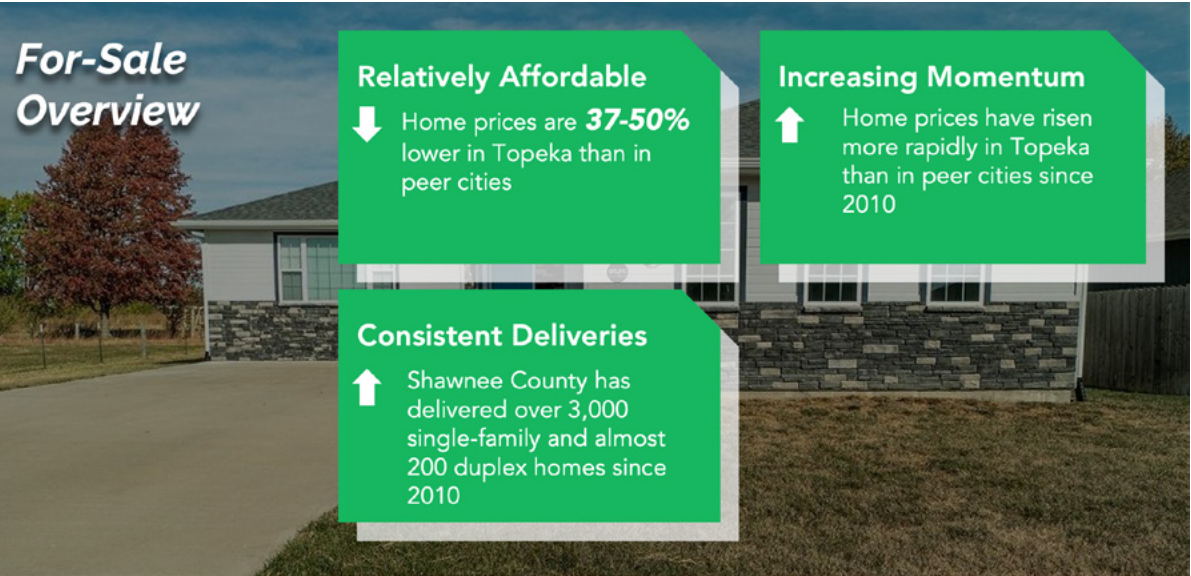
Housing Market

Topeka's for-sale housing market remains affordable relative to peer cities in the region; however, rapidly increasing home prices are causing challenges. The multi-family market continues to strengthen, with decreasing vacancy and rising rents.

Since 2010, an average of 90 residential permits were issued every year. After a strong year of development in 2010, development activity in the city dropped off through the remainder of the decade. From 2010 to 2019, ninety (90) percent of permits were for single-family housing. In the same period over 50 units, or 6 percent of permits, were for duplexes.

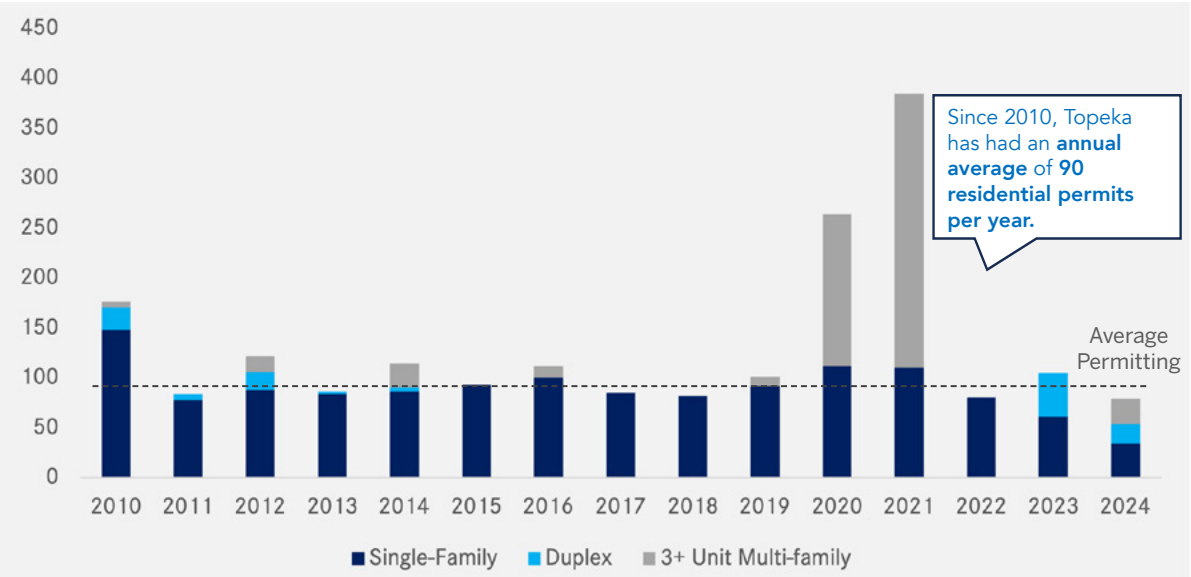
Permitting activity dramatically picked up in 2020 and 2021, driven by a rise in multi-family buildings containing three or more units. Since 2022, development has dramatically dropped and is below pre-2020 levels, likely driven by national trends of increased interest rates and rising construction costs. Since 2022, there have been fewer permits for multi-family buildings, however, permits for duplexes have picked back up again, with over 60 units added in 2023 and 2024.

For-Sale Housing Trends for the City of Topeka



Source: CoStar 2024, Esri 2024, Development Strategies 2024

Topeka Building Permits, 2010-September 2024



Source: HUD SOCDS, 2024

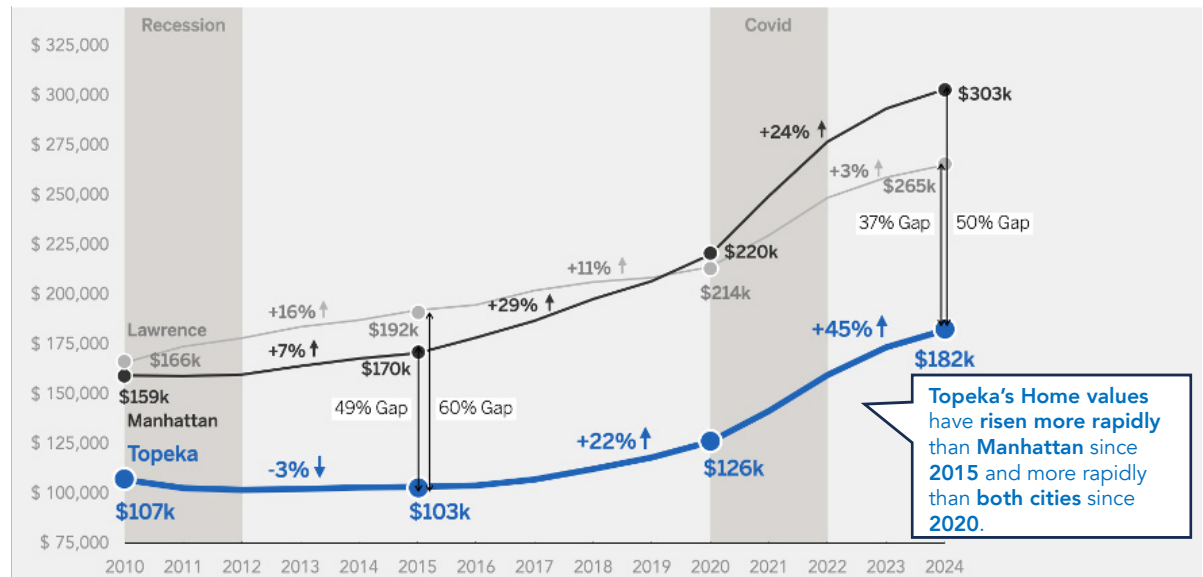
For-Sale Supply

According to the Zillow Home Value Index, the median home value in Topeka was \$182,000 in September 2024, which is nine percent lower than the Topeka MSA's median home value of \$200,000. Topeka's housing values are less than those in two nearby cities in the greater region.

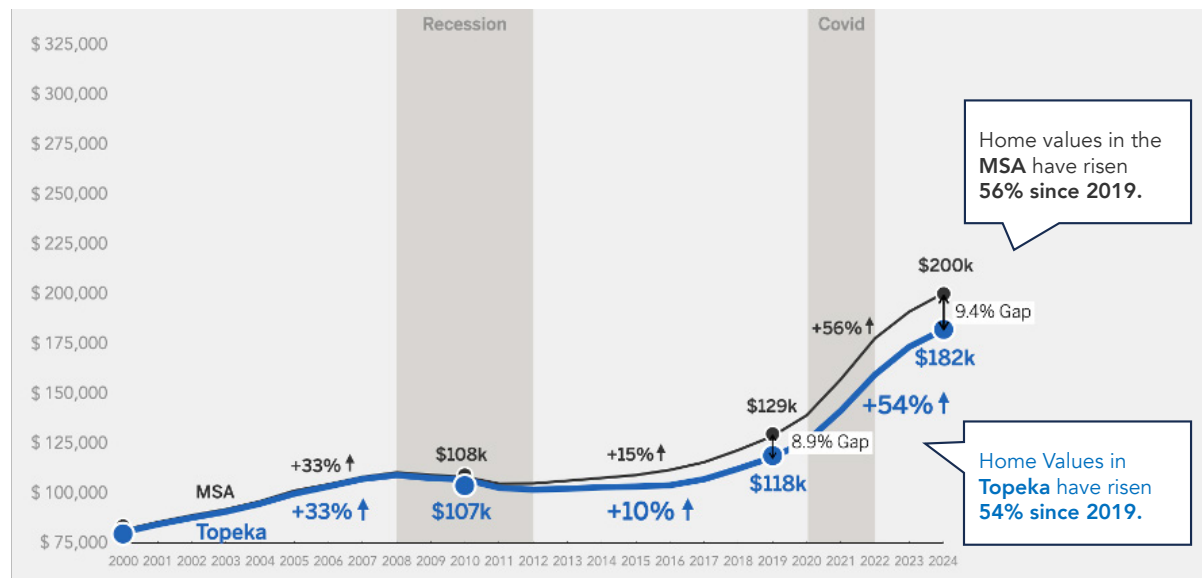
While home values in Topeka remain 37 percent below Manhattan and 50 percent below Lawrence, the gap has been closing as Topeka's home values have grown faster than Manhattan since 2015 and more rapidly than both cities since 2020. While Topeka's home values have climbed 45 percent since 2020, Manhattan's have only increased three percent and Lawrence's have only risen 24 percent

Home values have substantially grown since 2010, but rising values have accelerated even more in the last five years. Since 2019, home values in Topeka have increased 54 percent. This slightly trails the MSA's growth (56 percent), driving the gap between the city and MSA marginally up.

Zillow Home Values Index, 2010-September 2024 (Topeka, Manhattan, Lawrence)



Zillow Home Values Index, 2000-September 2024 (Topeka, Topeka MSA)



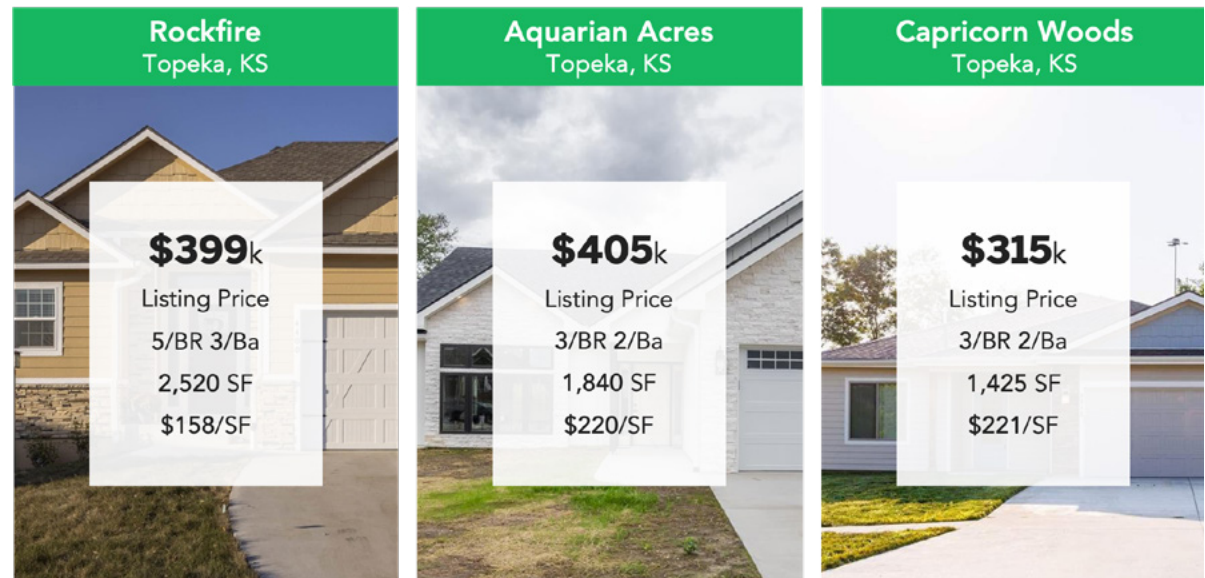
Housing values across the city are higher on the outskirts of the city where more recent and larger housing has been built. For example, in the city's core neighborhoods, homes often list for \$100,000 to \$180,000, or \$75 to \$125 per square foot. Two subdivisions approximately three miles north of the Study Area—Aquarian Acres and Capricorn Woods—have recently listed homes between \$315,000 and \$430,000, or to \$215 to \$250 per square foot. The Rockfire subdivision, which is adjacent to the Study Area, has homes listed between \$300,000 to \$400,000, or \$150 to \$200 per square foot.

A healthy supply of for-sale inventory is about a three to six months' supply. According to the Sunflower Association of REALTORS, Topeka's inventory was 1.4 months, or 324 homes, in September 2024. Additionally, for-sale homes are selling fast—the average home is on the market for only 24 days. These metrics indicate a shortage in supply and a tight market. Moderately-priced homes, or those costing \$150,000 to \$250,000, are in particularly short supply and are very difficult for the market to deliver.

For-Sale Pipeline

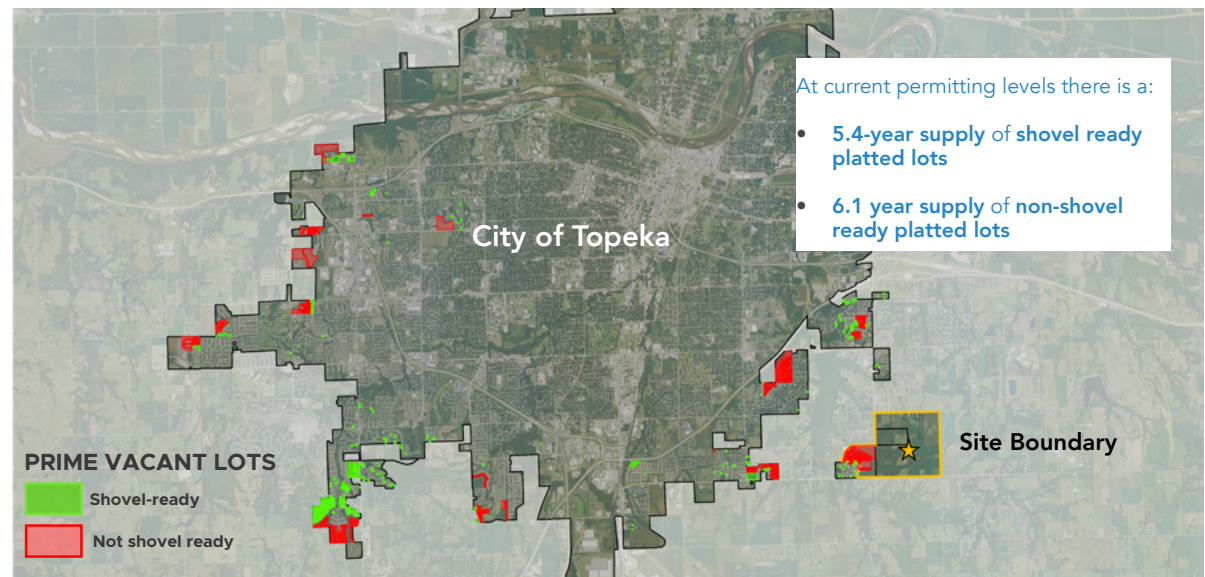
Another important consideration in the housing supply is the current subdivision capacity, which can help us understand what could be in the development pipeline. As of September 2024, there are 1,023 platted subdivision lots, but under half are shovel ready (necessary infrastructure is in place to begin construction). Considering Topeka's average permitting levels of 90 homes per year, this is about a 5.4 year's supply of shovel ready lots and a 11.5 year-supply of subdivision lots—shovel ready or not—overall. Achieving a balanced supply would require developing all lots and more, which is why it is important to identify and plan for future growth areas to allow for continued development.

For-Sale Single-Family Housing in Southeast Topeka: New Construction Examples



Source: Zillow, 2024

For-Sale Pipeline in Topeka



Source: City of Topeka, 2024, Development Strategies, 2024

Multi-family Supply

There are 14,900 multi-family units in Topeka and 326 units were delivered after 2010. Momentum in multi-family development has picked up in recent years with over half of units (173 units) delivered in 2021 alone. Another 266 units were under construction in Q3 of 2024. Since 2010, vacancy fluctuated due to increased deliveries, but overall has been declining. Despite the influx in deliveries, vacancy has dropped three percent since 2020 and stood at 7.4 percent in Q3 of 2024. According to CoStar, rents rose 45 percent from 2010 to the current average asking rent of \$920, or \$1.20 per square foot. Similar to the for-sale housing market, rents have risen considerably since 2019—increasing 23 percent in five years.

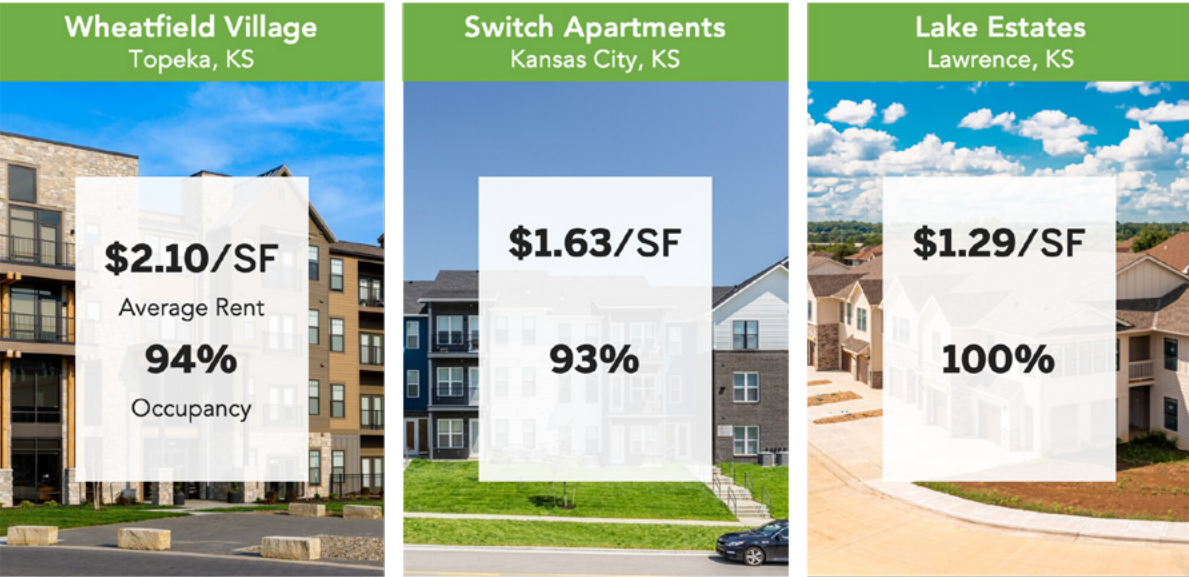
To better understand how new multi-family products may perform, a market scan of recently developed multi-family products in the region was conducted. Wheatfield Village, located in southwest Topeka, was completed in 2022 and is currently 94 percent occupied. Rents range from \$1,400 to \$3,000; and the average price per square foot is \$2.10, which is double the average price per square foot city wide. This property commands much higher rents than other products in the region. The facing graphic compares Wheatfield Village—Topeka’s first Class A multi-family product built in 20 years—and two recent developments in the region. Wheatfield Village’s average rent per square foot is 25 percent higher than the Switch Apartments in Kansas City, Kansas and 48 percent higher than Lake Estates in Lawrence.

Multi-family Housing Trends for the City of Topeka



Source: CoStar 2024, Esri 2024, Development Strategies 2024

Multi-family Housing: New Construction Examples



Source: CoStar 2024, Development Strategies 2024, Image Source: CoStar

Retail

Topeka's retail market has had a strong post-COVID recovery, with positive metrics for occupancy, absorption, rent growth, and a small increase in supply.

Topeka has 12.7 million square feet of retail space, and only five percent (585,000 square feet) was built since 2010. Retail growth slowed in recent years—approximately 135,000 square feet of retail was delivered since 2020 and about 20,000 square feet of retail space is currently under construction. Net deliveries were lower because it included older retail like White Lakes Mall. The recent developments have been contained within freestanding retail, such as fast food or small retail strips.

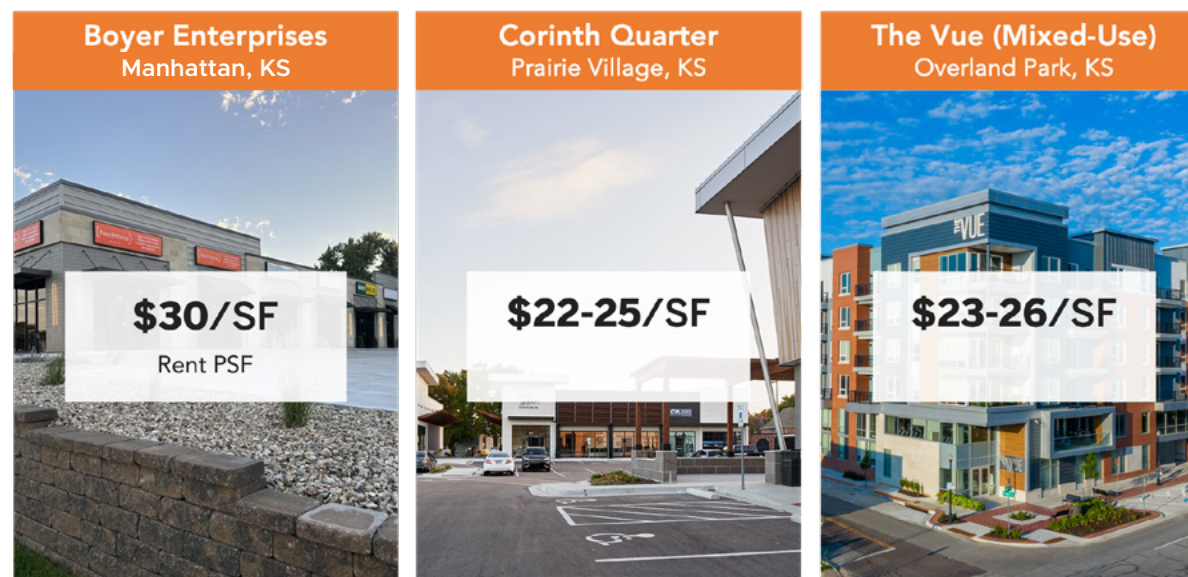
Retail within Topeka is 95.3 percent occupied, which is similar to Shawnee County and lags slightly behind the greater region's 96.8 percent occupancy rate. Additionally, there has recently been positive momentum in rent growth in Topeka. After slowly climbing since 2015, retail reached an average of \$10.92 per square foot in 2018. After a slump during the COVID-19 pandemic, rents have recovered to the current average gross rent of \$11.09 per square foot—a 43 percent increase since 2019. While average rents in Topeka are much lower than the greater region (\$16.23 per square foot), Topeka's rent growth has far outpaced the region's rent growth. Recent developments command higher rents, many between \$20 and \$30 per square foot, closer to rents seen across the broader region. The following graphic shows the rents for three neighborhood-scale retail developments built since 2020.

Retail Market Trends for the City of Topeka



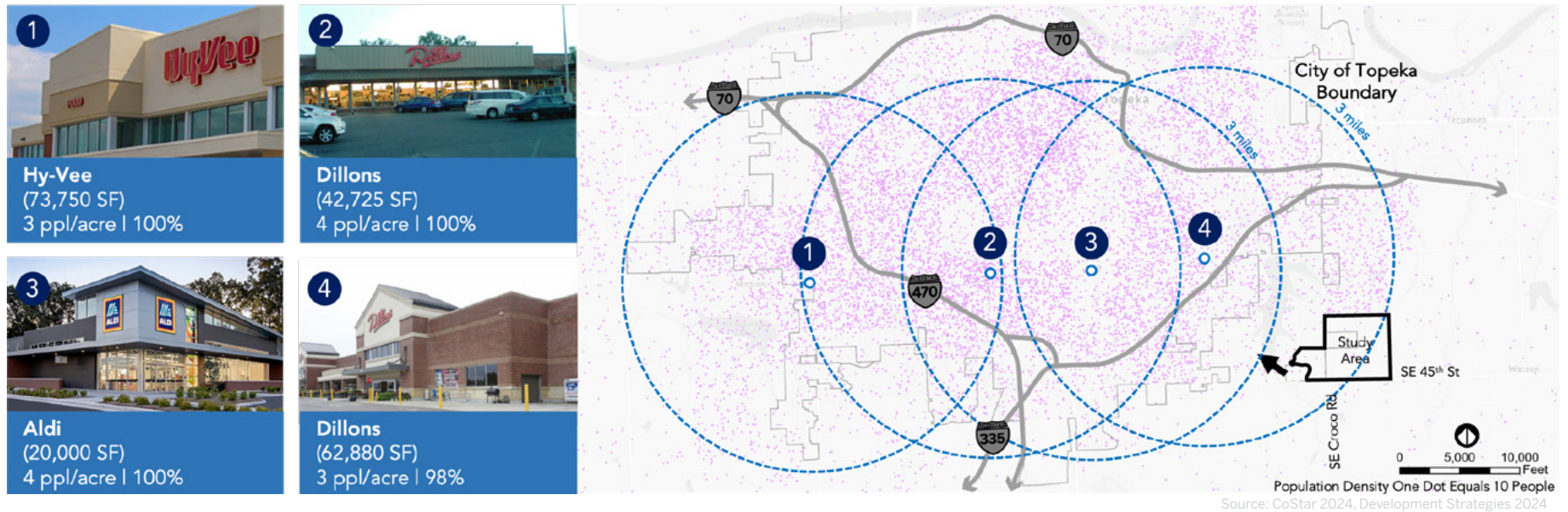
Source: CoStar 2024, Esri 2024, Development Strategies 2024

Neighborhood Retail Centers: New Construction Examples



Source: CoStar 2024, Development Strategies 2024, Image Source: CoStar

Retail Environment: Retail Centers and Population Density



Overall, Topeka's retail market is stable, with positive metrics for absorption, occupancy, and rent increases. Demand for retail development within the Study Area is more limited due to a lack of population density or other attractions nearby. Recent development has been focused in west Topeka, and near the study area there is a small retail node north of the site which may be more likely to capture future retail demand. Demand for retail development would become more viable with future household growth in the Study Area and neighboring areas in southeast Topeka. With future growth, opportunities for neighborhood scale retail may arise.

What would it take to build a grocery store?

Stakeholder conversations with organizations and residents and conventional development concepts, suggest the possibility of a grocery store near SE 45th Street and SE Croco Road. The nearest grocery store is over three miles away. This distance has made the idea of developing a grocery store in the area to serve existing and future households appealing.

Site selectors consider a range of metrics when choosing sites for grocers, such as competing stores or household sizes and incomes. One important metric they consider is population

density within a specific radius, often ranging between one and three miles depending on the community's context. The map above shows four grocers of varying sizes across Topeka and the average number of people per acre that support them. Across Topeka, grocery stores are supported by an average of three to four people per acre within a three-mile radius. Due to a lack of rooftops in the Study Area and a generally lower population density in southeast Topeka, a grocer—or other big box development—is less likely to locate within the study area. A smaller neighborhood retail center (50,000 to 150,000 square feet) is more likely to be developed over time.

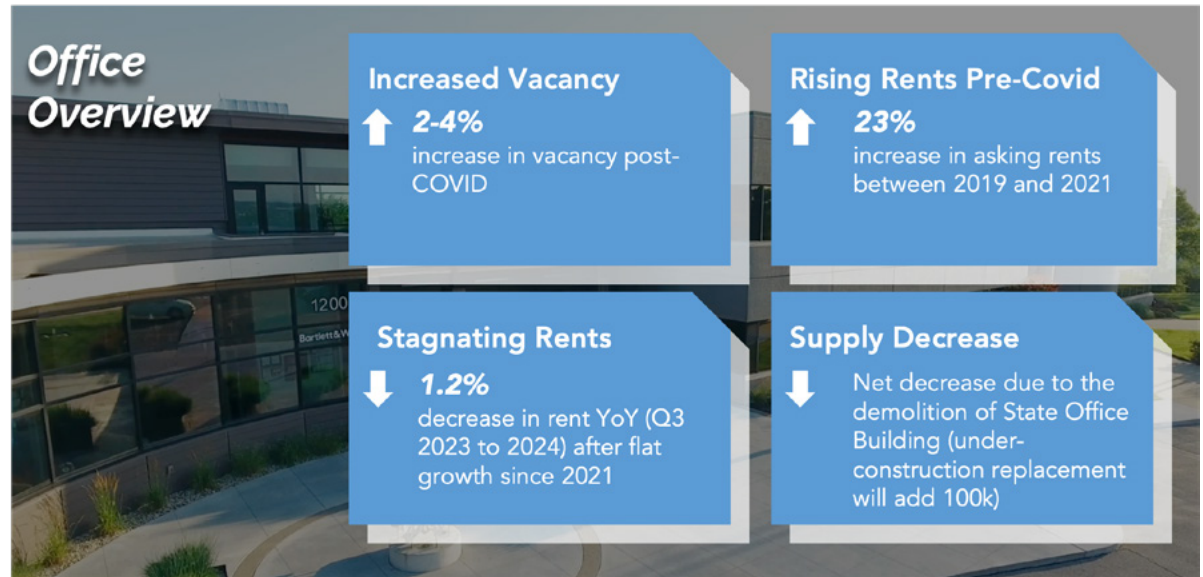
Office

Topeka's office market had a strong initial recovery from the onset of COVID-19 with positive absorption and increasing rents. However, rents have begun to stagnate and vacancy has been trending up. National and regional trends point to limited development potential for office in Topeka and the study area.

Topeka's office supply contains about 11.4 million square feet of space. Since 2010, approximately 181,000 square feet across eleven buildings have been added, primarily concentrated in downtown and west Topeka. Yet despite these deliveries, there was a four percent net decrease in supply, driven predominantly by the demolition of the Docking State Office Building—a half a million square foot structure. In contrast, the greater region had an eight percent increase in supply since 2010. Currently, there is 100,000 square feet of office space under construction in Topeka, which is all contained within the new state building that is replacing the demolished one.

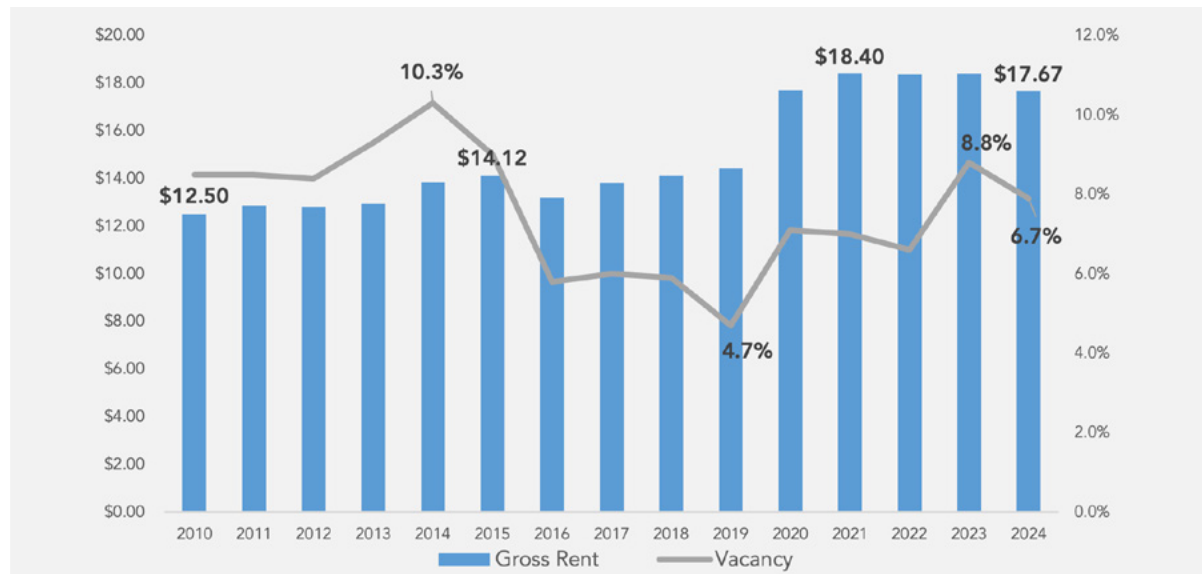
Topeka's office market has had a moderate post-Covid recovery. Prior to 2020, Topeka's office market had positive absorption and vacancy was trending downward from 10.3 percent in 2014. After hitting a decade low of 4.7 percent in 2019, vacancy trended upwards to almost 9 percent in 2023. Today, the office supply is 6.7 percent vacant, outperforming the broader market which has a 13.1 percent vacancy rate.

Office Market Trends for the City of Topeka



Source: CoStar 2024, Esri 2024, Development Strategies 2024

Office Gross Rent and Vacancy, Topeka, KS 2010-Q3 2024

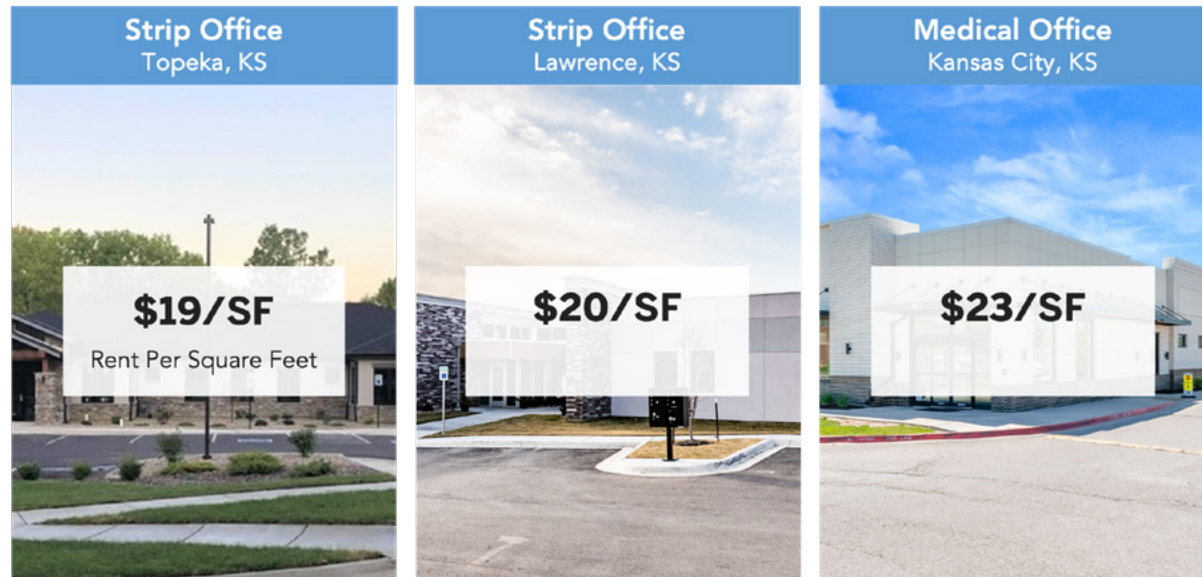


Source: CoStar 2024

Since 2010, rent has grown 41 percent to its current average of \$17.67 per square foot. Similar to the retail sector, Topeka has far outpaced the broader region's rent growth, which grew only 24 percent since 2010. Rent growth in Topeka accelerated with the onset of Covid-19, increasing 23 percent between 2019 and 2021; however, rents have been relatively stagnant since 2021. Further indication of stagnating rents was a 1.2 percent decrease in average rent year over year (third quarter of 2023 to 2024). While rents are lower than the broader region's average (\$22.76), recent developments in Topeka are more on par with the region.

Post-COVID trends in the office market have made development more challenging. While Topeka has positive vacancy metrics, stagnating rents and slow growth in office-focused industries reduce demand. Besides the state building, most recent office development in the city has been in multi-tenant and small office buildings that are less than 10,000 square feet. As southeast Topeka grows, there may be emerging demand for this type of service office user, in addition to medical office space.

Office Developments: New Construction Examples



Source: CoStar 2024, Development Strategies 2024, Image Source: CoStar

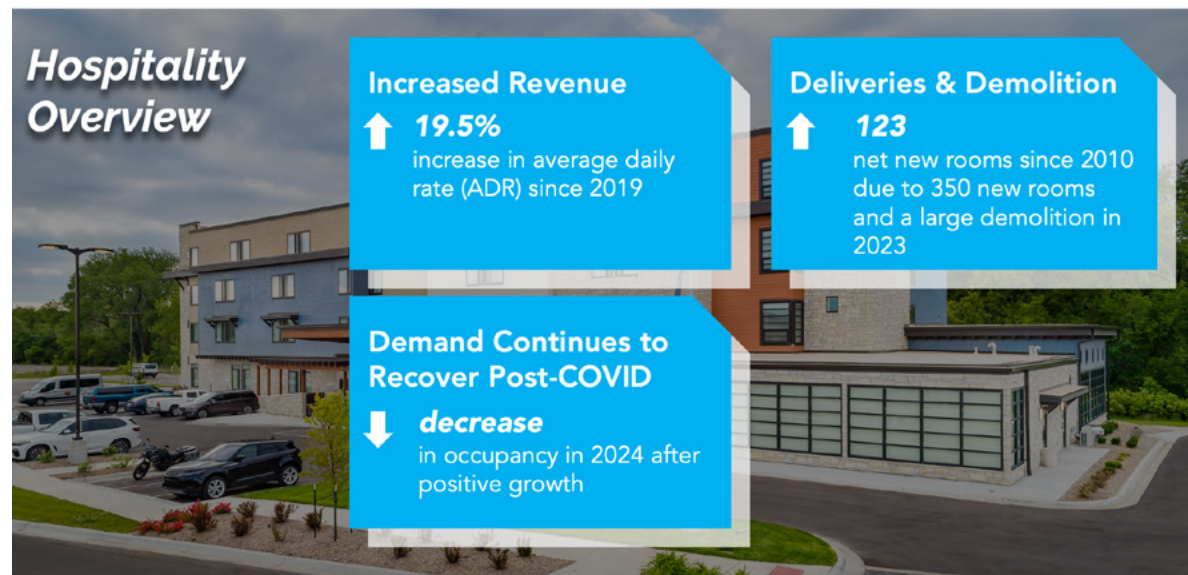
Hospitality

Topeka's hospitality sector has mostly recovered to its pre-pandemic performance with positive growth in rates and revenue. However, occupancy levels still lag behind pre-pandemic levels and is underperforming compared to the greater region. Development in the study area is limited and will depend on increasing travel and stronger amenities and destinations in the area.

Topeka has an inventory of 2,760 hotel rooms—350 of which have been added since 2010. A large demolition in 2023 in conjunction with new developments has given the supply a net increase of five percent. Topeka's hospitality development pace has been much slower than the broader region, which had a net increase of 23 percent in the same period.

Throughout the 2010s, occupancy in Topeka typically hovered between 53 and 56 percent. Due to a steep decrease in business and leisure travel in 2020, average occupancy dropped to around 40 percent. Since then, it gradually recovered to an average occupancy of about 53 percent in 2023. After the period of positive recovery, average occupancy has been trending down, signaling that demand may be stagnating. Unlike Topeka, occupancy in the broader region has recovered to its pre-pandemic levels.

Hospitality Market Trends for the City of Topeka



Source: CoStar 2024, Development Strategies 2024, Image Source: CoStar

Topeka has seen strong growth in its average daily rate (ADR). Since 2010, the ADR has increased from \$68.61 to \$101.09 in the third quarter of 2024—a 48 percent increase. Topeka's ADR growth is not far behind the region, which has seen ADR increase 50 percent since 2010. In the same period, Topeka's revenue per available room (REVPAR) has increased 46 percent to \$53.54. This is far behind the 63 percent growth in REVPAR the greater region has seen in the same time period.

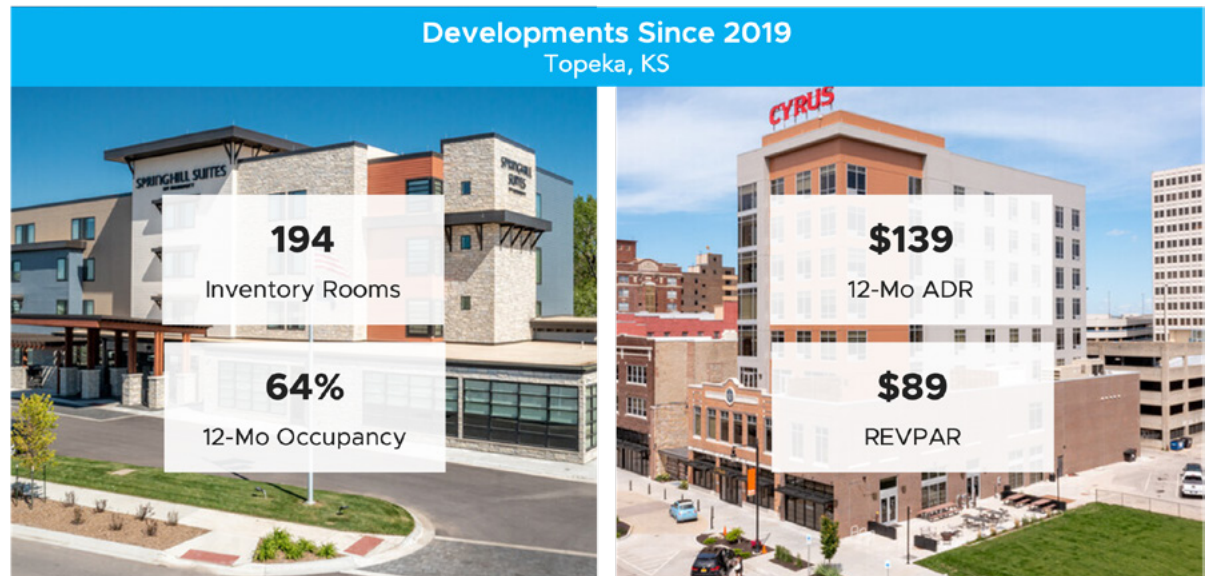
Overall, Topeka's hospitality market is underperforming compared to the rest of the region. However, new hotels, including the Cyrus

Hotel and Springhill Suites, have higher occupancy rates, ADR, and REVPAR compared to Topeka's older developments. The following graphic summarizes the average twelve-month occupancy, ADR, and REVPAR for the two hotels developed in the last five years.

Hospitality demand is driven by leisure travel, events, and business travel. Recent development has been concentrated primarily in Downtown and west Topeka and focused on upscale products. Future development will depend on increasing business and leisure travel. Additionally, the location of future hotel development is a critical consideration as most hotels desire to be located

near major employers, tourist destinations, or easily accessible corridors. Currently, the study area faces challenges in being a feasible site for future development. It lacks connectivity to the broader Interstate network. While Shawnee Lake and the golf course are strong amenities, they alone are likely not strong enough anchors to sustain hospitality development. This could change with the development of a stronger anchor or amenity, such as a youth sports recreation center. Today, hospitality development in the study area is fairly limited but may increase as the area develops.

Developments in the Hospitality: New Construction Performance

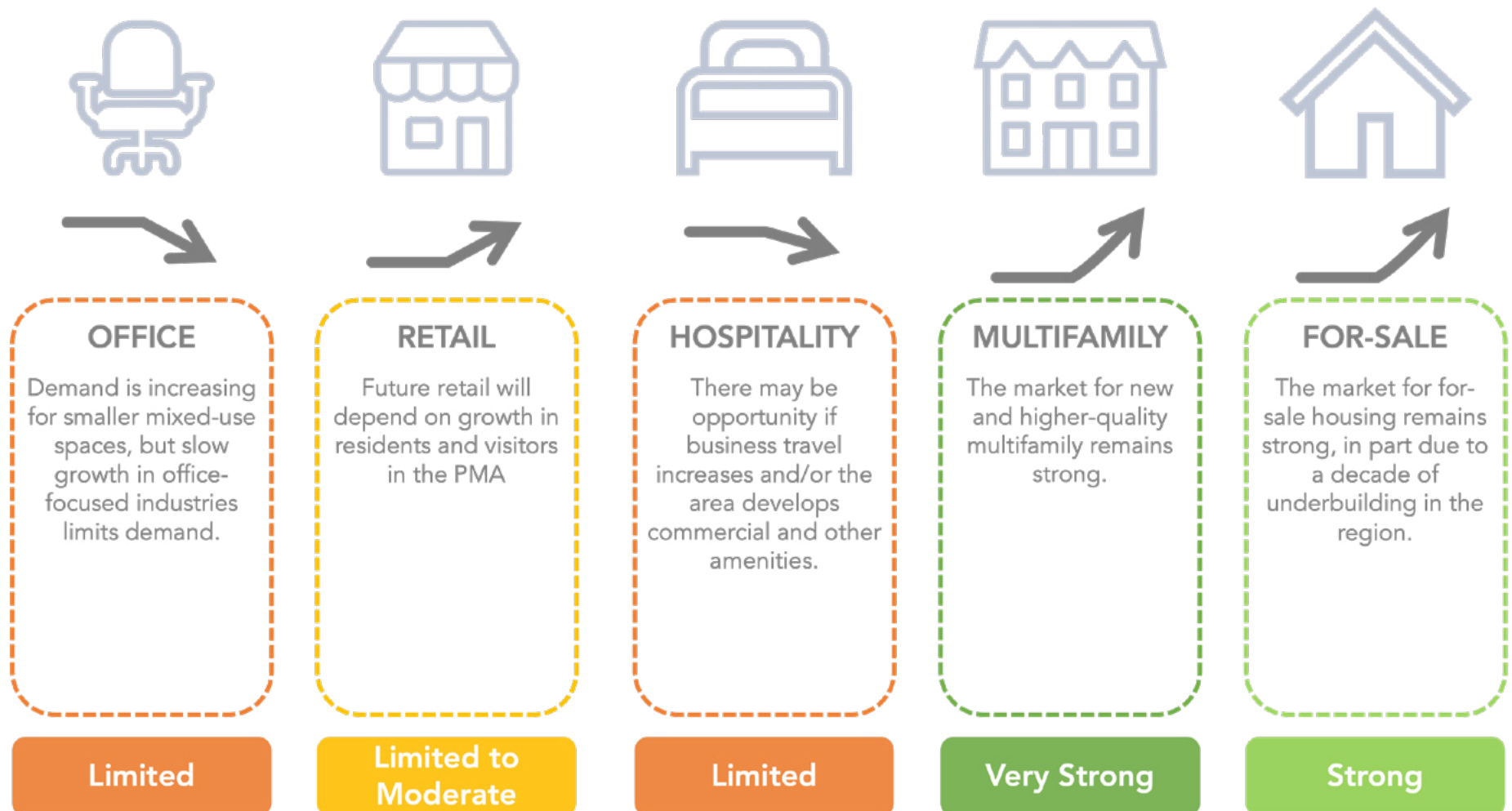


Source: CoStar 2024

Market Analysis Conclusions

- The shortage of housing units and household growth has created strong projected demand for for-sale and multi-family housing in Topeka and the study area.
- Housing is the most well positioned development type within the study area.
- While there is moderate demand for retail citywide, the demand in the study area will be limited.
- As the study area develops over time, retail demand may increase but still be moderate, with neighborhood supported retail most likely to succeed.
- There is limited demand for both office and hospitality development. National, regional, and local trends for these sectors project there will be limited opportunity for development in the city and even more so in the study area.
- Similar to retail, as households and amenities grow within the study area, there may be opportunities for small office development, such as banks, medical providers, and other professional services.
- Additionally, a strong anchor and amenities, in tandem with increased business and leisure travel, may attract a hotel to the study area.

Market Conclusions







5

Development Options

Introduction

It is essential to balance growth, fiscal and environmental sustainability, market needs, and community connectivity as development options are created for the Southeast Topeka Study Area. As previously discussed, the area has excellent access to Lake Shawnee and its many amenities, and is still within a reasonable commute to Topeka's job centers. The following framework is the foundation for the development scenarios described in these chapters and the categories represent the fundamentals through which the City team wants to evaluate and promote development.

Fiscal Responsibility: Building a Sustainable Investment

A fiscally responsible development plan pays for itself in the long term. This means that the property and sales tax revenues generated by the development will be greater than the costs to install and maintain the infrastructure, which includes any green space and trails. Prioritizing fiscal responsibility will deliver a sustainable investment with lasting value for the broader community.

Meeting Market Demand: Diversifying Housing Options

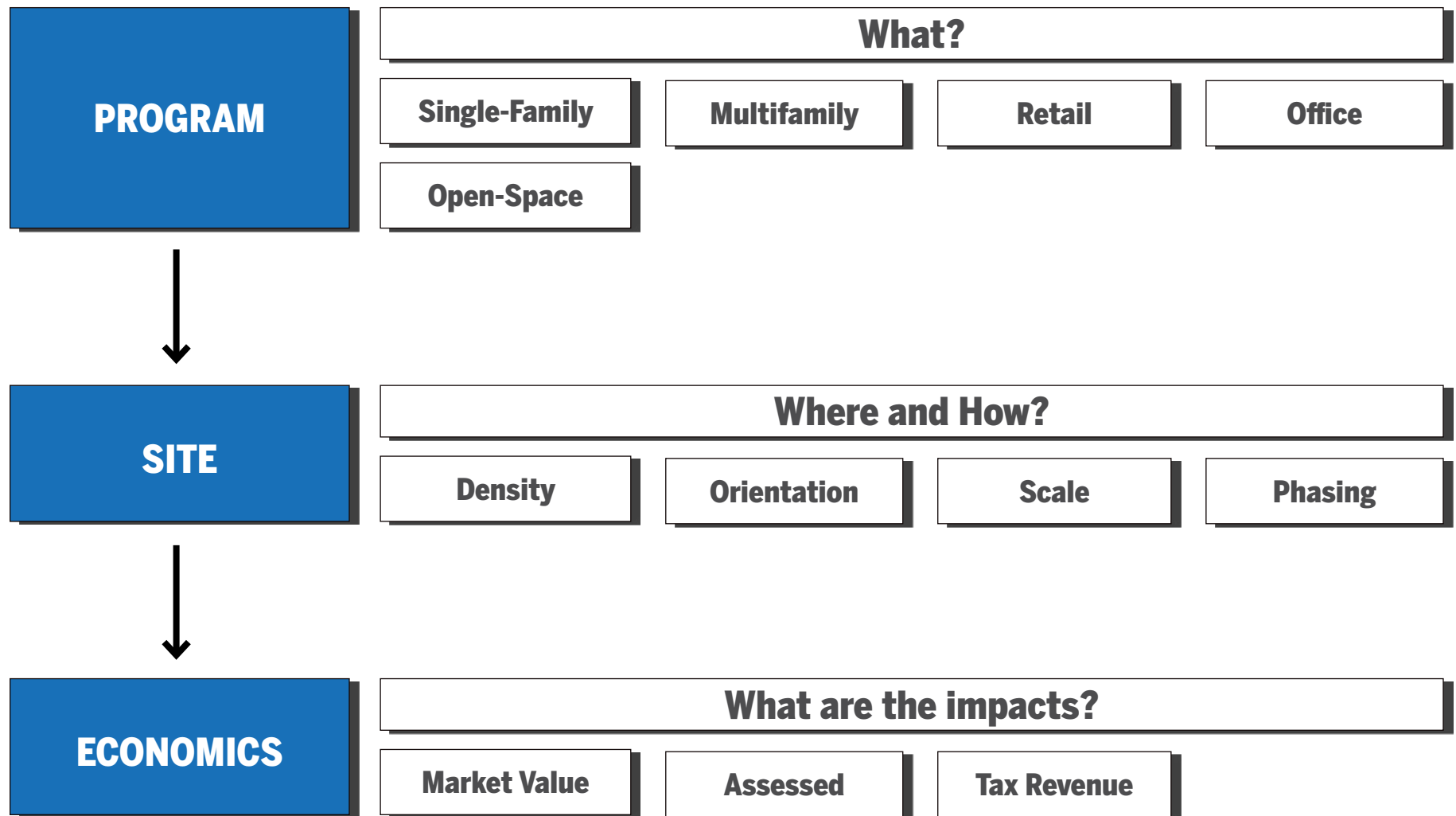
The 2021 Citywide Housing Demand Study and Strategy showed demand for all types of housing at all price points. It also pointed to a need to diversify the types, sizes, and price points of housing offered in the city. It is important for new development to provide some of these options, which will enable more Topekans to stay in the city when their needs change and attract new households to the area.

Integrating Green Spaces: Connecting with Natural Resources

The natural landscape is one of Southeast Topeka's greatest assets. The development options emphasize the incorporation of parks, trails, waterways, and green corridors, enhancing resident access to outdoor recreation and supporting environmental stewardship. This also enhances the economic viability of development.

Connecting with Nearby Amenities: Leveraging the Area's Unique Location

Topeka has worked diligently to expand trail and bicycle/pedestrian connectivity throughout the city and there is an opportunity here to build on that. Leveraging the trail network and amenities around Lake Shawnee to make connections while leveraging the natural terrain and stream network will enhance the area's quality of life.



Land-Use Scenarios

Two broad development scenarios have been created to assess what future growth could look like: Conservative (“Business-as-usual”) and Traditional Neighborhood Planning (TND). Each development scenario has two options: Phase 1 (near-term development) and a Full Build-Out, allowing for an adaptable approach to implementation based on market conditions, infrastructure investments, and community needs.

In both scenarios, portions of the study area adjacent to the drainage basin are reserved for open spaces for parks and trails. A street network is outlined, with major roads providing connections both within the study area and to surrounding neighborhoods, and general block sizes are shown to guide development.

The programs for each scenario show residential uses as the primary land use, reflecting both current demand and long-term growth potential. Opportunities for retail and office development are limited, and are best suited to targeted nodes where they can serve local needs and enhance community activity.



2840 SE Skyview Ct, Topeka, KS



3360 SW Mariposa Pl, Topeka, KS

Conservative Planning Scenario

The Conservative Planning scenario reflects standard development practices. The majority of the site is planned for single-family housing, with some inclusion of townhomes and duplexes. The density is consistent with adjacent neighborhoods, maintaining a familiar residential character.



Walkable Urban Blocks at Central Park, Denver, CO



New Town at St. Charles, MO

Traditional Neighborhood Design

Traditional Neighborhood Design (TND) is a development approach that aims to create walkable, mixed-use neighborhoods that foster a strong sense of community and enhance quality of life. This scenario emphasizes pedestrian-friendly streets, diverse housing types and leveraging natural site features, like the tributary stream as community amenities.








1. Conservative Planning Scenario

The Conservative Scenario is characterized by low-density, single-family development, with some allowance for townhomes, duplexes, and multifamily units to the west of SE Croco Road. This proposed residential pattern is consistent with existing neighborhood development in Topeka’s newer subdivisions and reflects prevailing suburban design characteristics, such as larger lots for single-family homes and the use of front-loaded garages.




While this approach aligns with current development practices and may be the most straightforward to implement, it provides limited benefits in terms of housing diversity and affordability. Thus, minimal expansion of the community’s overall housing options would occur.

In the initial phase of the conservative planning scenario, approximately 21 percent of the study area is designated as open space, and an estimated 1,250 new residential units can be accommodated within the planned residential areas. This phase preserves existing development on the site. The mixed-use, multifamily area located at the intersection of SE 45th Street and SE Croco Road is planned to support higher-density residential development, with a target density of 18 units per acre, with a mix of attached single-family and multifamily options.

1a. Conservative Planning Scenario Phase 1: Development Summary

Land Use Type		Area (acres)	% of Site Area
	Residential- Developed (Existing)	90	12%
	Residential- Proposed (New)	270	35%
	Retail/Mixed-Use	20	2.5%
	Office/Institutional	15	2%
	Open Space/Parks	160	21%
	Undeveloped	200	27.5%
		755	100%

1a. Residential Net Density Breakdown (Proposed Development)

Net Density		Typology	Total Units	%
	3 Units/Acre	Low-Density Single-Family	680	54%
	6 Units/Acre*	Medium-Density Single-Family	120	10%
	18 Units/Acre	Multifamily Apartments	450	36%
*Duplexes and Single-Family				
8.7 Units/acre (Net Density Weighted Average)			1,250	100%

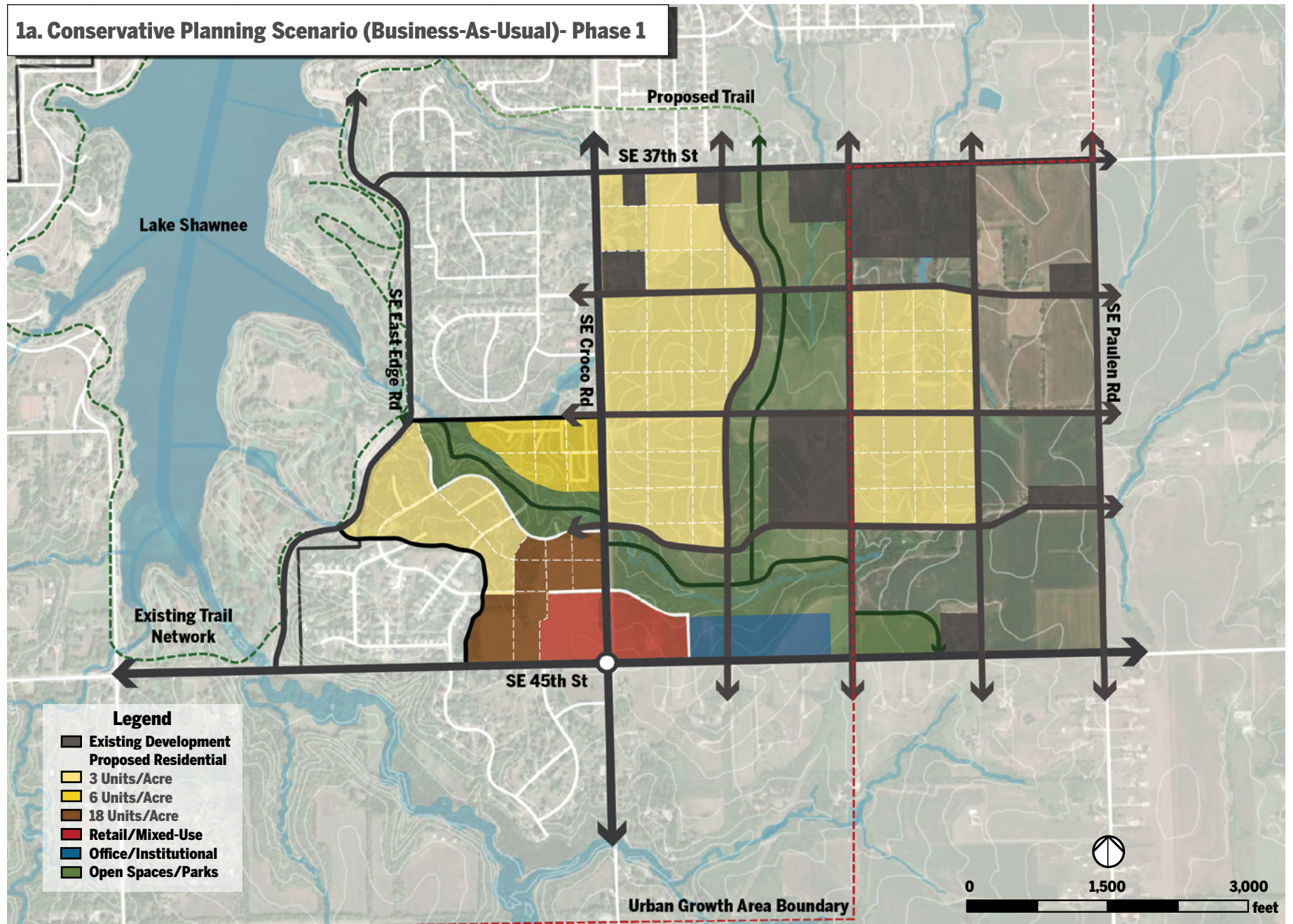
1a. Development Program and Future Value Assumptions

This scenario has a total market value of \$451.6 million, which would generate approximately \$ 9.8 million each year in new property taxes.

Use by Typology	Total Development Capacity	30-Year Absorption	Average Market Value Per SF/Unit	Total Market Value*	Assessment Rate	Project Assessed Value
Residential	(units)	(units)	(per unit)			
Low Density Single-Family	680	680	\$375,000	\$255,000,000	11.5%	\$29,325,000
Small Lot Single-Family	120	120	\$300,000	\$36,000,000	11.5%	\$4,140,000
Multiplex	450	450	\$180,000	\$81,000,000	11.5%	\$9,315,000
Retail/Mixed-Use	225,000 SF	225,000 SF	\$200 per SF	\$45,000,000	25.0%	\$11,250,000
Office/Institutional	150,000 SF	150,000 SF	\$230 per SF	\$34,500,000	25.0%	\$8,625,000
TOTAL				\$451,565,000		\$77,640,000





*Assuming all improvements are complete today, reflects total 2025 market value of the development program after 25-year absorption in 2025 dollars.

1a. Conservative Planning Scenario (Business-As-Usual)- Phase 1






The full build-out scenario has a projected total of 2,000 residential units at completion. Approximately 26 percent of the study area is designated as open space. This scenario effectively adds more single-family subdivisions and also would not substantially diversify the housing stock.

1b. Conservative Planning Scenario Full Build-Out: Development Summary

Land Use Type		Area (acres)	% of Site Area
	Residential- Proposed (New)	521	69%
	Retail/Mixed-Use	20	2.5%
	Office/Institutional	15	2%
	Open Space/Parks	199	26.5%
		755	100%

1b. Residential Net Density Breakdown (Proposed Development)

Net Density		Typology	Total Units	%
	3 Units/Acre	Low-Density Single-Family	1,430	71.5%
	6 Units/Acre*	Medium-Density Single-Family	120	6%
	18 Units/Acre	Multifamily Apartments	450	22.5%
*Duplexes and Single-Family				
6.6 Units/acre (Net Density Weighted Average)			2,000	100%

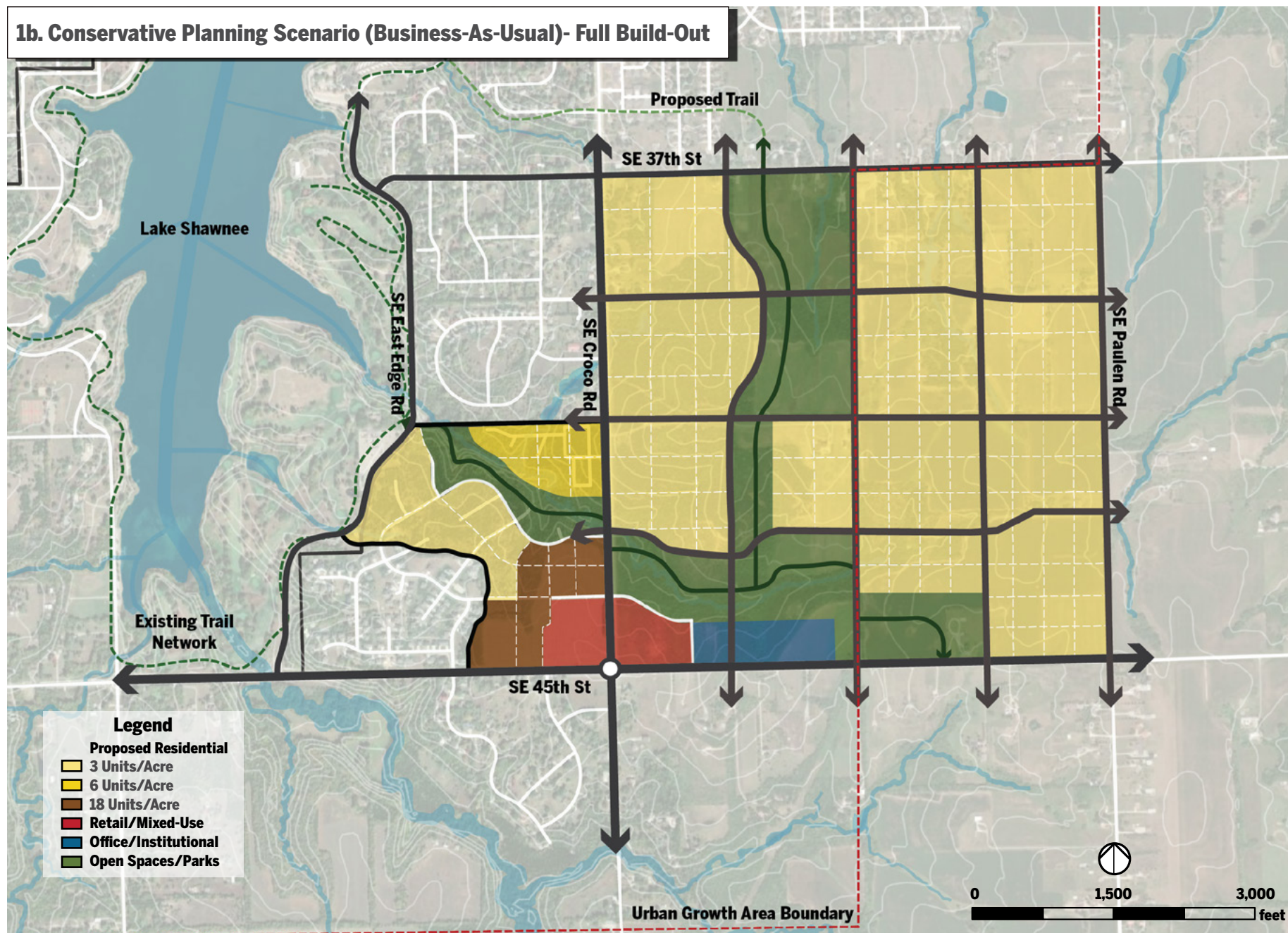
1b. Development Program and Future Value Assumptions

This scenario has a total market value of \$852 million, which would generate approximately \$17.1 million each year in new property taxes.

Use by Typology	Total Development Capacity	30-Year Absorption	Average Market Value Per SF/Unit	Total Market Value*	Assessment Rate	Project Assessed Value
Residential	(units)	(units)	(per unit)			
Low Density Single-Family	1,430	1,430	\$375,000	\$536,250,000	11.5%	\$61,668,750
Small Lot Single-Family	120	120	\$300,000	\$36,000,000	11.5%	\$4,140,000
Multiplex	450	450	\$180,000	\$81,000,000	11.5%	\$9,315,000
Retail/Mixed-Use	225,000 SF	225,000 SF	\$230 per SF	\$51,750,000	25.0%	\$12,937,500
Office/Institutional	150,000 SF	150,000 SF	\$230 per SF	\$34,500,000	25.0%	\$8,625,000
TOTAL				\$852,000,000		\$109,623,750

*Assuming all improvements are complete today, reflects total 2025 market value of the development program after 25-year absorption in 2025 dollars.

1b. Conservative Planning Scenario (Business-As-Usual)- Full Build-Out









2. Traditional Neighborhood Design





The Traditional Neighborhood Design (TND) scenario emphasizes the greenway as a central organizing feature, reinforced through increased development density, a connected street network, and the integration of neighborhood green spaces that enhance both visual and physical access to open space.

To support a more diverse housing mix, the plan incorporates higher-density residential options, including smaller-lot single-family homes, as well as duplexes and townhomes, thereby enhancing housing choice and affordability across the site and promoting a compact and walkable neighborhood design. Higher-density residential development is concentrated at the intersection of SE 45th Street and SE Croco Road, which is identified as a mixed-use multifamily node. This area is planned to accommodate development at a target density of 24 units per acre, supporting a more urban neighborhood form and contributing to housing diversity in the area. Residential units are oriented to face the greenway, enhancing its amenity and recreational value and supporting community well-being.

2a. Traditional Neighborhood Design (TND) Phase 1: Development Summary

Land Use Type	Area (acres)	% of Site Area
 Residential- Developed (Existing)	90	12%
 Residential- Proposed (New)	290	38%
 Retail/Mixed-Use	20	3%
 Office/Institutional	15	2%
 Open Space/Parks	197	26%
Undeveloped	130	17%
 Agriculture	13	2%
	755	100%

2a. Residential Net Density Breakdown (Proposed Development)

Net Density	Typology	Total Units	%
 4 Units/Acre	Low-Density Single-Family	560	28%
 6 Units/Acre	Medium-Density Single-Family	660	33%
 12 Units/Acre	Townhomes/Duplexes	190	9.5%
 18 Units/Acre	Multifamily Apartments	590	29.5%
11.3 Units/acre (Net Density Weighted Average)		2,000	100%

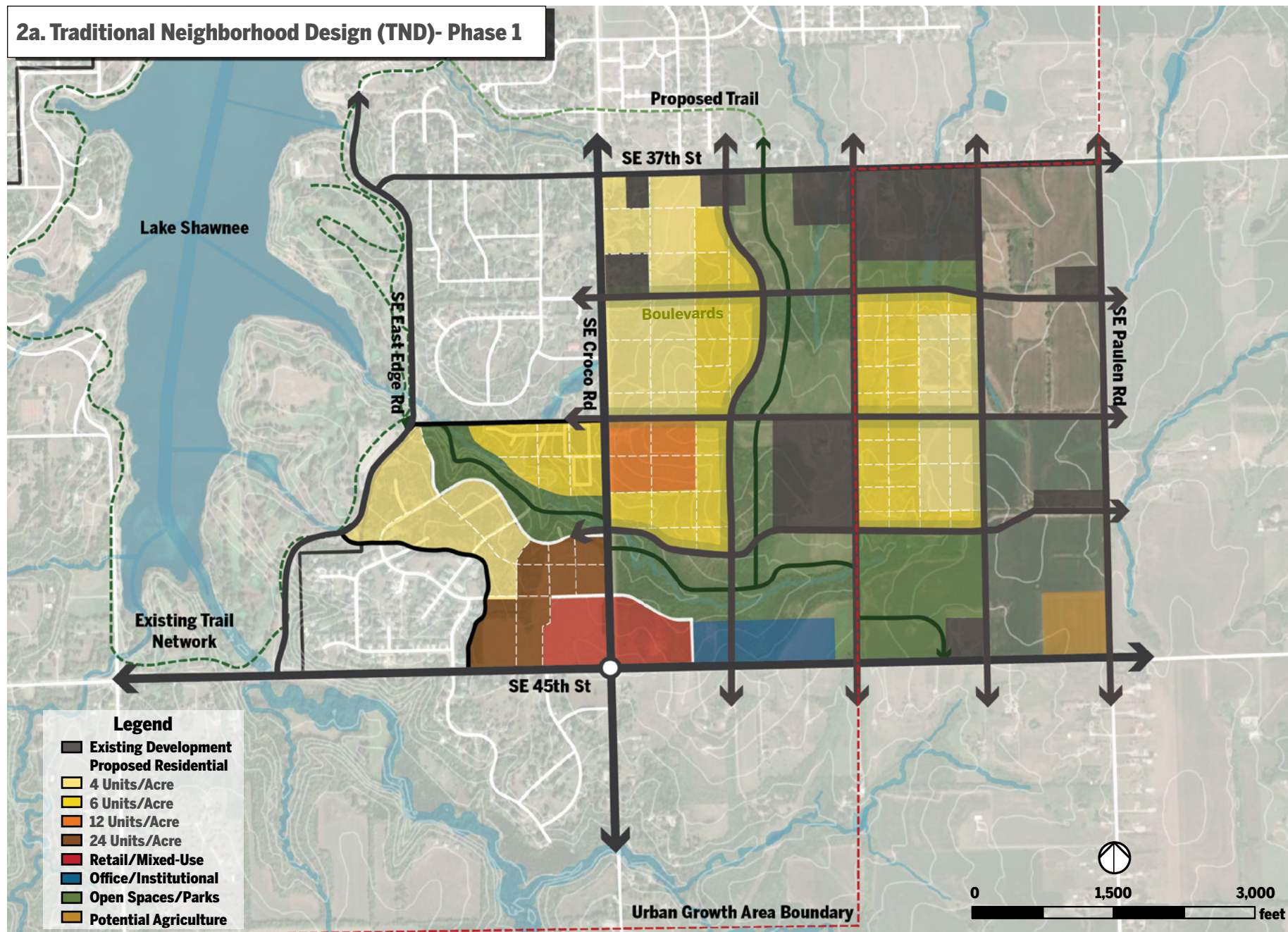
2a. Development Program and Future Value Assumptions

This scenario has a total market value of \$745 million, which would generate approximately \$15.2 million each year in new property taxes.

Use by Typology	Total Development Capacity	30-Year Absorption	Average Market Value Per SF/Unit	Total Market Value*	Assessment Rate	Project Assessed Value
Residential	(units)	(units)	(per unit)			
Low Density Single-Family	560	560	\$430,000	\$240,800,000	11.5%	\$27,692,000
Small Lot Single-Family	660	660	\$345,000	\$227,700,000	11.5%	\$26,185,500
Townhomes/Duplexes	190	190	\$275,000	\$52,250,000	11.5%	\$6,008,750
Multiplex	590	590	\$230,000	\$138,000,000	11.5%	\$15,870,000
Retail/Mixed-Use	225,000 SF	225,000 SF	\$230 per SF	\$51,750,000	25.0%	\$12,937,500
Office/Institutional	150,000 SF	150,000 SF	\$230 per SF	\$34,500,000	25.0%	\$8,625,000
Agriculture	13 acres	13 acres	\$400 per acre	\$5,200	30.0%	\$1,560
TOTAL				\$745,000,000		\$97,320,310

*Assuming all improvements are complete today, reflects total 2025 market value of the development program after 25-year absorption in 2025 dollars.






2a. Traditional Neighborhood Design (TND)- Phase 1







Phase one of the TND scenario increases the overall percentage of open space on the site to 26 percent and increases the number of new residential units to 2,000, compared to 21% open space and 1,250 units in Phase one of the Conservative Scenario.

The full build-out scenario of the entire site, reflects a projected total of 3,200 residential units at completion. In this phase, the proposed trail network becomes even more expansive as more of the site is available for recreational access.

2b. Traditional Neighborhood Design (TND) Full Build-Out: Development Summary

Land Use Type	Area (acres)	% of Site Area
 Residential- Proposed (New)	458	60%
 Retail/Mixed-Use	20	2.5%
 Office/Institutional	15	2%
 Open Space/Parks	241	32.5%
 Agriculture	21	3%
	755	100%

2b. Residential Net Density Breakdown (Proposed Development)

Net Density	Typology	Total Units	%
 4 Units/Acre	Low-Density Single-Family	545	17%
 6 Units/Acre	Medium-Density Single-Family	1,505	47%
 12 Units/Acre	Townhomes/Duplexes	560	17.5%
 18 Units/Acre	Multifamily Apartments	590	18.5%
11.3 Units/acre (Net Density Weighted Average)		3,200	100%

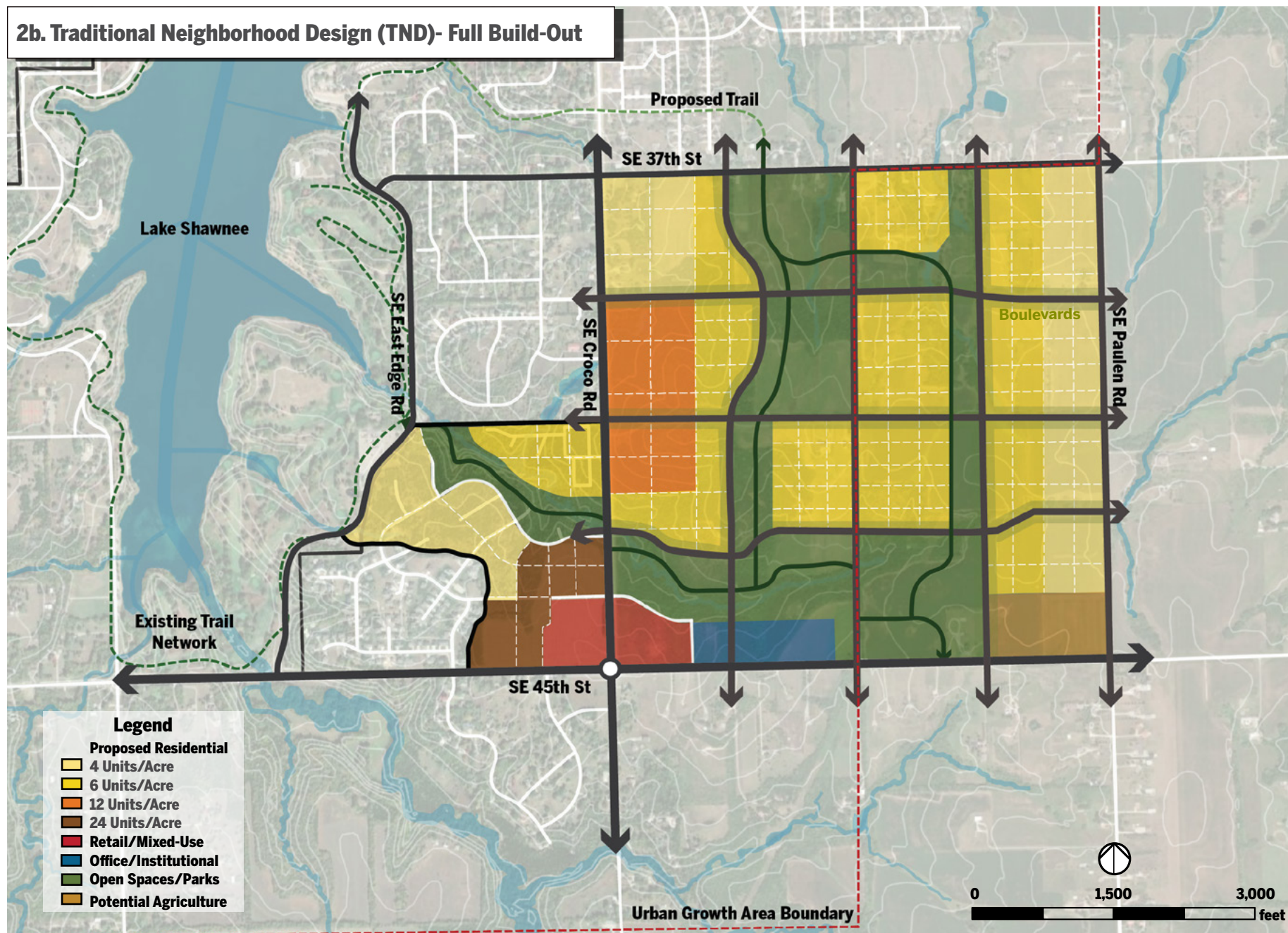
2b. Development Program and Future Value Assumptions

This scenario has a total market value of \$1.1 billion, which would generate approximately \$22.1 million each year in new property taxes.

Use by Typology	Total Development Capacity	30-Year Absorption	Average Market Value Per SF/Unit	Total Market Value*	Assessment Rate	Project Assessed Value
Residential	(units)	(units)	(per unit)			
Low Density Single-Family	544	544	\$430,000	\$234,350,000	11.5%	\$26,950,250
Small Lot Single-Family	1,504	1,504	\$345,000	\$519,225,000	11.5%	\$59,710,875
Townhomes/Duplexes	560	560	\$275,000	\$154,000,000	11.5%	\$17,710,000
Multiplex	592	592	\$230,000	\$138,000,000	11.5%	\$15,870,000
Retail/Mixed-Use	225,000 SF	225,000 SF	\$230 per SF	\$51,750,000	25.0%	\$12,937,500
Office/Institutional	150,000 SF	150,000 SF	\$230 per SF	\$34,500,000	25.0%	\$8,625,000
Agriculture	21 acres	21 acres	\$400 per acre	\$8,400	30.0%	\$2,520
TOTAL				\$1,097,325,000		\$141,806,145

*Assuming all improvements are complete today, reflects total 2025 market value of the development program after 25-year absorption in 2025 dollars.

2b. Traditional Neighborhood Design (TND)- Full Build-Out



Fiscal Impacts

The following analysis shows the potential property tax revenue that would be generated by the scenario development programs for the City of Topeka and county taxing jurisdictions. The projections are based on reasonable assumptions about the pace of development and absorption rates that are supported by regional trends. Property tax assessment and base real estate tax rates were applied to each development area based on 2024 tax rates for the City of Topeka and assume the property would be annexed into the city. The projection period begins in 2025 and runs through 2049.

Market Value Assumptions

The following table shows total development capacity by land use scenario, 25-year projected absorption, and estimated 2025 market value. The estimates of total market value, assessed value, and net value per acre are outlined for each of the scenarios in the following section.

Conservative Scenarios

Full build out of the Conservative Scenario Phase One (1a), would result in an estimated total market value of \$452 million, an assessed value of \$62.7 million, and a value per developed acre of \$810,000.

Full build out of the Conservative Scenario – Full Build-Out (1b), would result in an estimated total market value of \$852 million, an assessed value of \$109.6 million, and a value per developed acre of \$1.13 million.

Traditional Neighborhood Design Scenarios



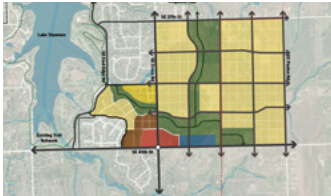
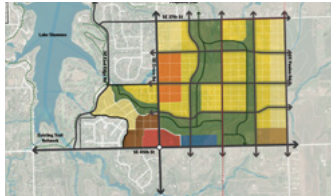
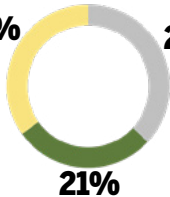
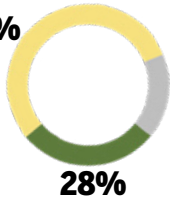
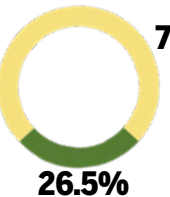
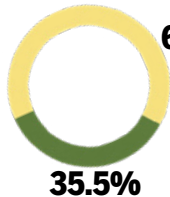
Full build out of the Traditional Neighborhood Design Phase One (2a), would result in an estimated total market value of \$745 million, an assessed value of \$97.3 million, and a value per developed acre of \$1.19 million. The Traditional Neighborhood Design Phase One (2a) scenario presents:

- A \$293 million increase in market value and a \$34.7 million increase in assessed value; or a 55% increase in assessed value over the Conservative Scenario.
- A \$400,000 increase in projected market value per developed acre; or a 50% increase over the Conservative Scenario.

Full build out of the Traditional Neighborhood Design – Full Build-Out (2b), would result in an estimated total market value of \$1.1 billion, an assessed value of \$141.8 million, and a value per developed acre of \$1.45 million. The Traditional Neighborhood Design Full Build-Out (2b) scenario presents:

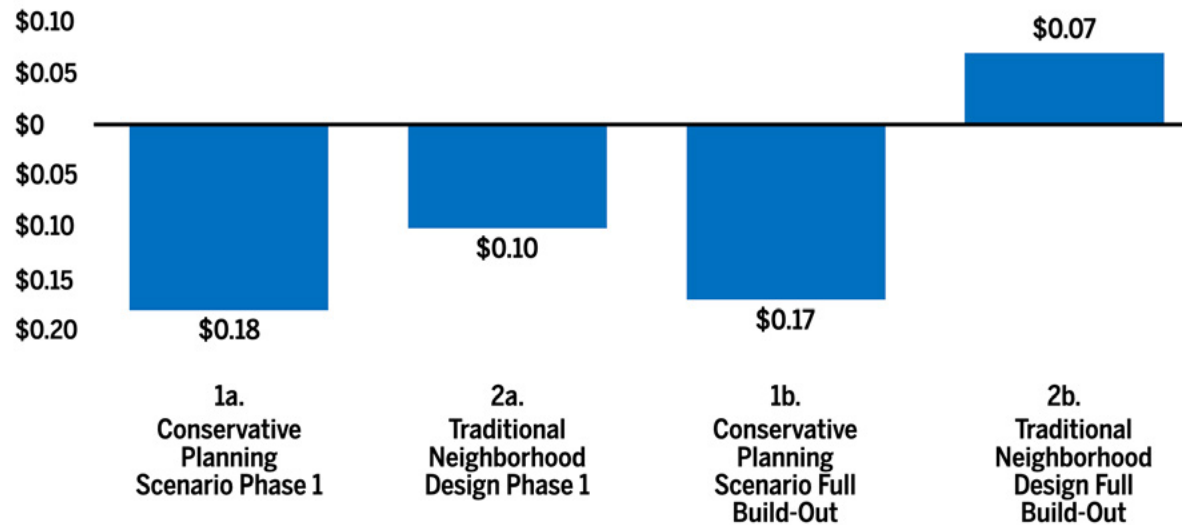
- A \$248 million increase in market value and a \$32.2 million increase in assessed value; or a 29% increase in assessed value over the Conservative Scenario.
- A \$320,000 increase in projected market value per developed acre; or a 29% increase over the Conservative Scenario.

Comparison Table

	1a. Conservative Planning Scenario	2a. Traditional Neighborhood Design	1b. Conservative Planning Scenario	2b. Traditional Neighborhood Design
	Phase 1	Phase 1	Full Build-Out	Full Build-Out
1 Development Program				
2 Development Summary	 <p>26% 27.5% 21%</p>	 <p>55% 17% 28%</p>	 <p>73.5% 26.5%</p>	 <p>64.5% 35.5%</p>
3 Total Development Market Value	\$452,000,000	\$745,000,000	\$852,000,000	\$1,100,000,000
4 Total Development Value per acre	\$810,000/acre	\$1,220,000/acre	\$1,130,000/acre	\$1,450,000/acre
5 Average Annual Property Tax Revenue	\$12,110,000	\$15,180,000	\$17,100,000	\$22,130,000

Fiscal Impacts

Indexed Revenue to Cost Ratio (All Development)



The graph to the left summarizes a high-level comparison of the cost to provide city services and the potential property tax that would be generated by the proposed development. There are a few important caveats:

- The city cost figures are based on 2025 budgeted expenditures for the City of Topeka and divided by the total number of acres within the city limits.
- The revenue projections are based on the property taxes that would go to the City of Topeka only (36.956 mills).
- The results are indexed to 1, so that any positive number represents a revenue positive development pattern and vice versa.
- Additional revenues would be generated by new households paying sales and personal property taxes, as well as sales and business use taxes generated at retail and other businesses in the commercial zones. Thus, a comprehensive cost-benefit analysis, which is beyond the scope of this plan, would show more favorable numbers, although those additional revenue sources would likely not be enough to make the revenue negative scenarios revenue positive.
- The reason Scenario 2a is revenue negative is, in part, because of the inclusion of substantial green space, which is better supported in Scenario 2b. This Scenario could be made revenue neutral or better if the amount of open space was reduced.







6

Policy and Implementation



Introduction

This plan seeks to align market analysis, community goals, and design scenarios to provide direction for future development in southeast Topeka. Implementation of the plan will require a number of policy discussions, decisions, and partnerships in order to set the stage for successful development. Six key policy areas emerged that impact the plan:



Housing



Open Space



Land Use and Development



Infrastructure



Growth and Annexation



Jurisdictional Partnerships

The following sections outline important considerations and potential next steps for each of these categories.

Housing

One of the primary goals of this plan is to advance the city's housing goals through development in the Southeast Topeka Planning Area. The Topeka Governing Body adopted the Citywide Housing Market Study and Strategy in 2020, which provided an analysis of the existing supply, projected future demand, and laid out tools and strategies for increasing and diversifying Topeka's housing stock to meet demand. Based on current supply, permitting trends, and other sociodemographic trends, the study identified key housing needs and quantified the city's 20-year housing demand, which includes:

- 4,000 affordable units
- 3,650 workforce-affordable units
- 4,500 market-rate units, and
- 2,250 senior housing units (including affordable rental, for-sale, independent living, and assisted living)

The development scenarios were created to align with Topeka's housing needs and goals. Topeka has not engaged in proactive planning of a greenfield site in recent decades; therefore, this plan provides a unique opportunity to advance housing strategies through its implementation. The graphic to the right summarizes the most applicable Housing Market Study and Strategy findings and how they align with the opportunity for new housing in southeast Topeka that the plan presents.

Topeka Housing Study and Strategy Key Findings

A lack of moderately priced for-sale homes for homebuyers.

Limited senior options that allow for downsizing and aging-in-place.

Moderate and high-wage earners live elsewhere.

The majority of housing units permitted are single-family homes.

One-third percent of households are housing cost-burdened.

Housing Needs and Opportunity

Development of quality, moderately priced for-sale homes.

Low-maintenance housing developments that allow aging-in-place.

Market-rate housing development to help meet housing needs.

More diverse housing types to create attainable options for varying households and their needs.

Quality units of all types and price points can alleviate pressures on affordable and moderately-priced housing.

Diversification of Housing Stock

Missing middle options

Topeka's housing stock primarily consists of single-family homes. Although multi-family development has picked up in recent years, the vast majority of new housing is single-family homes. Missing middle typologies meet the housing needs of a spectrum of household types and also offer a greater range of affordability compared to the typical large-lot (0.25 acres or more) single-family home.

Aging-in-Place options

As a household enters into retirement and ages, their housing needs evolve due to changes in incomes, household size, health, and ability. Similar to nationwide trends, Topeka's senior population has significantly grown but residential development has not adapted to its housing needs. Beyond independent and assisted living facilities, seniors are looking for duplexes, townhomes, and villas that provide opportunities to downsize and stay in the community. These missing middle options are typically situated on smaller lots, thus decreasing costs and reducing maintenance and upkeep. Additionally, through the inclusion of universal design elements, newer housing products can be designed to be easily modified as physical abilities change.

For-Sale Housing options

There is moderate demand for market-rate housing, including upscale units, in Topeka. All scenarios of the plan incorporate an opportunity for the construction of small- and large-lot single-family homes, as well as missing middle options.

The construction of duplexes, attached villas, and townhomes could create more attainable for-sale and/or rental housing options for moderate and high-income families.

Affordability

Diversification alone does not mean the housing products will be affordable to all households. Although, adding housing units to Topeka's market can help alleviate citywide pressures in Topeka's tight for-sale and rental markets. More diverse housing options can help increase natural market churn. This can indirectly help low- and moderate-income households and cost-burdened households as more attainable housing options may open up as the market becomes more dynamic.

Additionally, the study area is not the most ideal location to develop housing to meet the city's affordable housing goals through the use of the Low-Income Housing Tax Credit, HOME funds, or other affordable housing programs. It is best practice for affordable housing developments to be built in close proximity to job centers, amenities, and transportation that connect households to them. Currently, there is a lack of public transportation, amenities, and jobs around the site due to its location on the southeastern edge of the city. As the area develops, the opportunity to develop affordable housing may become more feasible. One tool is leveraging the Reinvestment Housing Incentive District (RHID) program to help reduce the purchase price for a proportion of homes. A larger discussion of how introducing more housing diversification and gentle density and how these fit with existing development regulations can be found on page 65.

Key Questions

- Are there any policies that need to be changed or put in place to support diversification?
- How can the city help incentivize development of diverse typologies?
- How can incentives be used to encourage or require moderately-priced housing?

Next Steps

- Continue to ensure that proposed housing developments align with and meet the needs identified in the 2020 Citywide Housing Market Study & Strategy.
- Continue to utilize RHID to support housing development, while also exploring additional incentives.
- Explore emerging and alternative housing development methods and typologies, such as 3D printing, factory-built housing, etc.



Open Space

One of the goals of this plan is to preserve the natural assets of the site while connecting it to the nearby recreational amenities and trails at Lake Shawnee. To help achieve this, the scenarios feature green space as a shared amenity and preserve more open space than the typical subdivision developments in Topeka and the region. Additionally, intentional connections with the trails are considered, to create a unified network running through the entire area. This approach to subdivision design, by emphasizing creation of more interconnected open space, will require thoughtful planning and updates to the City's land use regulations.

Green Space and Trails as a Shared Amenity

The study area's topography features gently rolling hills and streams. Through the intentional preservation of these sensitive areas, the plan protects an interconnected system of natural habitat and biodiversity of the area while at the same time creating areas for active and passive open space.

The plan also incorporates an inter-connected network of trails and greenways throughout the new residential developments. This would create connections from one development to another (not just within a single subdivision) and future commercial areas. Additionally, it would activate the area through more opportunities for walking, cycling, and other recreational activities. This network would also take advantage of existing park and recreation facilities, and leverage investments already made by the city.

Connection to Larger Amenities

Lake Shawnee features a range of amenities, including shelters, dog parks, sports fields, fishing, and gardens. These amenities are all connected by a seven-mile trail encircling the lake. The network of trails proposed in the newly built subdivisions would ultimately connect to the existing trail network at Lake Shawnee.

Marketability

Open space provides a shared community benefit that adds value to the housing needs of various household types. The scenarios—particularly traditional neighborhood design—incorporate significant open space with a diverse set of housing typologies. For retirees or other households seeking low-maintenance housing options with less privately owned land, these typologies would meet their needs without compromising on green space. Therefore, the design of the plan provides a distinct amenity that enhances the overall marketability of new development types.

Key Questions

- **Who manages and maintains the shared open space?**
- **Who manages and maintains the trail network?**
- **Does the existing zoning and development regulations currently allow for open space to be integrated into subdivisions?**

Next Steps

- **Engage Shawnee County Parks District to discuss Greenway and Park Design options and ongoing maintenance needs.**

Land Use and Development

A variety of land use policy decisions and possible regulation updates should be explored to establish guidelines that support the housing and open space goals of this plan.

Density

The plan was designed to conform to ideals of sustainable urban growth that meets the city's goals while preserving open space. The densities presented in the Conservative Scenarios conform with the typical development pattern observed in Topeka. Meanwhile, the Traditional Neighborhood Design scenarios were intentionally designed with higher density housing types (e.g., apartments and townhomes) along the commercial corridor and greenways, and then gently transition to lower-density housing (e.g., duplexes and single-family) more internally into the site.

The scenarios range in density from three units per acre—conforming to the R-1 Single-Family Dwelling District—to 24 units per acre—which correspond to the density and minimum lot sizes of the M-2 Multiple-Family Dwelling District. The “missing middle” typologies, such as duplexes and townhomes, are also supported in the M-1, M-2, and M-3 Multiple-Family zoning districts.

Subdivision Design

The plan scenarios propose a different kind of subdivision design compared to the typical approach, including:

- Clustering of lots to preserve open space and reduce infrastructure needs.
- Integrating amenities (e.g., trails, ponds,

playgrounds, passive open space) into the subdivision design.

- Establishing trails to exist as their own right of way (as a public amenity rather than private common ground).

While the proposed densities and minimum lot sizes generally conform to the zoning code, the existing zoning districts may not allow for needed flexibility and creativity of design. Changes to minimum setbacks, lot size, open space, street widths, and other standards may be needed to allow for varying typologies.

Re-zoning versus Overlay

The city will need to determine the mechanism by which they set the table for development and maintain a level of control over the outcomes of development through zoning code regulations. Both a Planned Unit Development (PUD) or an overlay could provide the flexibility and creativity needed for the plan's implementation while giving the city a reasonable level of control over the design.

When considering a PUD, it is necessary to ensure that the underlying base zoning will allow for the density and design necessary to allow for a diversity of housing types and subdivision layout. This could be through modification of current district, or the creation of a new district. Some thought should be given to whether the city wants to incent rezoning to encourage new approaches. Alternatively, creating an overlay is another method to tell developers what the city expects for development while allowing for innovation and creativity in the design of the subdivisions. It would be a method to specify the appropriate areas and establish requirements for land use and design regulations around density, open space, and other standards.

Key Questions

- **What is the mechanism in which the city can get the plan area's zoning regulations in line with the plan? Do we proactively rezone the area or do an overlay?**
- **Are there existing zoning districts that this area could re-zone to?**
- **Do the existing zoning regulations provide enough control over the plan area?**

Next Steps

- **Assess the viability of an overlay for controlling density and design.**
- **Evaluate existing approved zoning categories to determine what would fit today and where new districts and/or modifications are needed.**



Infrastructure

Professional Engineering Consultants (PEC) was engaged to conduct an existing conditions analysis and infrastructure considerations for development of the scenarios. The following section summarizes the finding and recommended next steps to move towards implementation. PEC's full existing and future conditions memo can be found on Page 74 of the Appendix chapter.

Sanitary Sewer

The study area is located within two service areas—Rock Fire Service Area and Deer Creek East Service Area. The majority of the site west and east of SE Croco Road is within the Rock Fire Service Area except the northwest corner on the east side of SE Croco Road is within Deer Creek East and the northwest corner on the west side of SE Croco Road is not included in a service area but it is assumed it would be added to the Rock Fire Service Area if developed. The existing sanitary sewer main extension will need to be extended from the Rock Fire North lift station on the west side of SE Croco Road to the east side of SE Croco Road to support development. A map of existing sewer areas can be found in Exhibit SS-1 and proposed alignment options of the sewer extension can be found in Exhibit SS-2 on pages 76 and 77 of the Appendix chapter.

According to the analysis of existing capacity, it is estimated that the remaining capacity of the Rock Fire Service Area is 676 gallons per minute. Using the scenarios, PEC calculated the future flow estimates of the portion of the study area east of SE Croco Road. The current lift station appears

to have capacity to support both the Business-as-Usual (1a) and Traditional Neighborhood Design (2a) scenarios. The Business-as-Usual Full Build-Out (1b) would be close to the capacity of the lift station while the Traditional Neighborhood Design Full Build-Out (2b) would greatly surpass the capacity of the lift station. No matter what scenario is implemented, it is recommended that the city performs periodic flow monitoring near the lift station as the area is developed.

A final consideration is the lifespan of the existing Rock Fire Lift Station, which was installed in 2005. According to the City, the pump will likely need to be replaced in the coming years. In order to support future development in the area, it is worthwhile to evaluate the existing pump and force main. Pending that study, the City could consider whether they should increase the Rock Fire Lift Station's pump size to support future development.

Water

The City of Topeka owns and provides water to the nearby developed section of the Rockfire subdivision, which abuts the southwest corner of the study area. There is an existing 16-inch water main line that runs alongside the west side of SE Croco Road, which also includes a 12-inch extension under the road that can be utilized to serve future development in the study area. Stakeholder conversations mentioned a history of water pressure complaints from Rockfire residents even though there is a more than adequate water supply. The city has previously discussed and explored potential solutions to this and they should continue to monitor and explore these as the study area develops.

Key Questions

- **Is increasing the size of the Rock Fire Lift Station sewer pump when it needs to be replaced on the table?**
- **Who will provide water services? What options are available with current regulations?**
- **Do we take a proactive approach to infrastructure at the time of development?**
- **Who is paying for it and how? (e.g., Bonds, TIF, RHID, etc.)**

Next Steps

- **Further study of the Rock Fire Lift Station's existing pump and force main and consideration of increasing the pump size when the time comes for replacement.**
- **As the sewer shed develops, conduct periodic flow monitoring near the lift station to measure accurate flow rates.**
- **Work with the Shawnee County Rural Water District #8 to clearly define service territory in the general area in advance of development activity.**
- **Further study to identify specific improvements.**
- **Utilize the Topeka and Shawnee County Complete Streets Design Guidelines.**

An important consideration is that a majority of the study area—with the exception of the undeveloped section of Rockfire—is located within Shawnee County Rural Water District 8. Since the city would annex the study area over time, the city would provide water services to this as it does in all incorporated land. Statute (82a-619) outlines the powers of rural water districts, which creates guardrails for potential solutions. Therefore, it will be important for the city and Rural Water District 8 to work together ahead of development to clearly identify service territories and options for providing service to the future developments.

Transportation and Streets

The study area is generally bounded by the thoroughfares of SE Croco Road, SE Paulen Road, SE 37th Street and SE 45th Street. Of these roads, SE Croco Road and SE 45th Street have the highest traffic volumes with 5,000 to 11,500 vehicles per day. SE Croco Road is improved with four asphalt travel lanes, a center turns lane, curbs and gutters, and sidewalks on both sides of the road. Approximately 1,300 feet of SE 45th Street is improved with two asphalt travel lanes, a center turn lane, and other improvements similar to SE Croco Road. Both SE Paulen Road and SE 37th Street have two travel lanes, ditch drainage, and no sidewalks.

As development occurs, it is recommended the study area will need urban style improvements to SE 37th and SE 45th Street. Depending on the specifics of future development, improvements should generally consist of two travel lanes, curbs and gutters, and potential center and/or auxiliary turn lanes. The collector and local streets will also

depend on development plans. It is anticipated Croco Road will need no improvements. Exhibits T-2 through T-5 on pages 84 and 85 in the Appendix chapter provide a potential street circulation plan.

Cost Estimates

Sanitary Sewer

To support Full Build-Out, the existing sanitary sewer system will need to be extended from the Rock Fire North lift station on the west side of SE Croco Road to the east side. The estimated cost for this extension is approximately \$1.87 million to \$2.01 million in today's dollars.

Water

A detailed study is required to assess the feasibility and estimate the costs of providing water service to future developments in the area.

Transportation and Streets

Upgrades to SE 37th Street and SE 45th Street will be necessary to accommodate Full Build-Out. These improvements are estimated to cost approximately \$5.525 million per mile in today's dollars.



Growth and Annexation

There are growth policy implications due to the site's location at the southeast edge of the city and being primarily within unincorporated Shawnee County. Additionally, small sections of the site have been annexed into the City of Topeka (some as island annexations), and the Urban Growth Area (UGA) boundary runs north-south through the middle of the site. Three key policies influence annexation and growth in Topeka: Reinvestment Housing Incentives District (RHID); Extraterritorial Jurisdiction (ETJ) as granted by Kansas Statute 12-715b; and the Land Use and Growth Management Plan 2040 (LUGMP).

The policies that guide decision-making for the city and county require a cohesive policy framework that informs regulations, decision-making, and investments around growth, annexation, and infrastructure.

Extraterritorial Jurisdiction and Zoning

Kansas law allows cities and counties to enact land use and development regulations in the extraterritorial jurisdiction (ETJ), which is the three-mile area beyond the city limits. However, the City of Topeka does not implement its zoning and platting requirements in its ETJ, until an area is annexed into the city. The city does work with property owners and the County on projects located in the ETJ, particularly when city utilities are requested.

Since 2023, there has been movement in the Kansas State Legislature to repeal this power through the introduction of Senate Bills 37 and 128. At the time of this study (early 2025) the law

had not been passed by either chamber; but if passed, the former bill would drastically alter and remove Kansas' cities' power over unincorporated areas in the ETJ and the latter bill would effectively remove the cities' ability to unilaterally annex land; it should be noted that the City **does not** employ this practice. Annexations occur at the request of property owners.

Urban Growth Area and Infrastructure

Topeka's LUGMP was updated in 2015 and outlines the city's policies around growth management, land use, infrastructure, and annexation. The plan aligns with the city's ETJ powers and developed an Urban Growth Area (UGA) map, which is intended to be the city's "true future city limit and influence boundary". Additionally, the plan established planning guidelines for compact, sustainable urban development and created service tiers to help guide future infrastructure development in the annexed areas of the urban growth areas.

An important consideration is that the current UGA map bisects the plan area approximately in half, with half being within Service Tier 3 of the UGA and the other half being outside the UGA but still within the ETJ. Areas within Tier 3 are defined as less cost-effective developments due to having limited or no existing urban services. As a result, the LUGMP's policy position is that no urban development or annexation should occur until the full suite of infrastructure and urban services is available.

LUGMP Annexation Policies

The following policies are from the LUGMP and are relevant to the planning area:

- **Decisions regarding if a property can be served with the full suite of urban services should be made prior to annexing the property.**
- **Topeka should consider annexing contiguous properties to secure an orderly and logical service boundary.**
- **Develop specific annexation policies for particular areas as part of the Specific Plans planning process.**
- **Forward annexation requests greater than 10 acres to the Topeka Planning Commission for consideration and recommendation based on the land use and growth management principles of the Comprehensive Plan.**
- **Require consents to annexation for all development within Service Tier 3 and the Employment Tier.**
- **If a property within Service Tier 3 is contiguous, consideration should be given to annexing the property prior to development if all urban services are available and it is cost effective for the City.**

Annexation Policy and Reinvestment Housing Incentive Districts

RHID helps developers build housing by providing a tool through Pay-As-You-Go reimbursement for public infrastructure costs. The tool was expanded in 2023 to include cities with populations over 60,000—thus allowing builders in Topeka to take advantage of this incentive tool.

As a result, developers who own unincorporated land within Shawnee County are increasingly seeking to annex their parcels into the city so projects are eligible for RHID funding. This annexed land is contained within Service Tier 3 and may have limited or no infrastructure and developers are able to use RHID to help pay for needed infrastructure investments. Within the LUGMP, the city outlines policy positions around annexation and a summary of the most relevant policies are highlighted in the callout box on the previous page.

Aligning Policies

Since the adoption of the LUGMP, policy discussions and development patterns in Topeka have become divergent from the goals of the LUGMP. One reason for this are the changes to RHID and the city's willingness to engage in island annexations to facilitate the use of this tool. Another is driven by investments in utilities, which are controlled by a variety of actors.

The following factors reflect the misalignment of stated policy with development reality:

- The LUGMP says the city should not annex land in UGA Tier 3 until infrastructure and urban services are in place; unless it is cost effective.

- The LUGMP's annexation policy promotes the idea of developing specific policies for particular areas as part of the Specific Plan planning process.
- RHID has recently emerged as a useful tool to pay for infrastructure in Topeka—including unincorporated land in service tier 3—but the land must first be annexed to receive the funds.
- Developers have sought out and been approved for annexations without any urban services being in place; therefore, annexation policy has become more reactive.
- There is a risk of the ETJ authority being stripped in the future; therefore, reducing the city's ability to support sustainable growth.

The city should undergo efforts to align the LUGMP and annexation policies with the current development patterns. Infrastructure development and development regulations are the key policy issues driving the plan; therefore, ensuring the city's urban growth policies are clear will be important for implementation.

There are many approaches the city could take to bring policy and reality in line. The key questions are: Where and how does the city want to see growth occur? Is RHID the primary tool driving annexation? How do these drivers of growth inform the policies and parameters we want to see? Annexation near and within the site has been in reaction to developers seeking to use RHID, but the city could consider taking a more proactive approach to annexation—especially if the ETJ powers are reduced in the future. The city could also consider updating the LUGMP to align with how RHID is being used today.

Key Questions

- **Where and how does the city want to see growth occur?**
- **How do drivers of growth inform policy?**
- **Do we want and should we amend the urban growth area map to include the entire study area?**
- **If the statute granting cities ETJ powers is repealed, what does that mean for the LUGMP, urban growth areas, and development of the plan?**
- **What goals and parameters do we have around annexation and growth? Do they still align with the LUGMP?**
- **Do we need to amend the annexation policies in the LUGMP?**

Next Steps

- **Update or affirm the city's goals around annexation and urban growth as outlined in the LUGMP.**
- **Engage Shawnee County in conversations about potential future annexation.**
- **Continue to engage property owners.**



Jurisdictional Partnerships

In order for the Southeast Topeka Development Plan to move towards implementation, there are many questions that need to be answered and policies that must be put in place to set the stage for development. Policy decisions around infrastructure, growth, and development will require deep engagement and cross-jurisdictional partnerships.

Partnerships for Growth

The study area's location in the City of Topeka and unincorporated Shawnee County will require partnerships to make decisions around annexation and development in the area.

Partnerships for Infrastructure

Infrastructure partnerships will likely be among the most important as key questions remain around who will develop and provide utilities, how it will be paid for, and when.

Partnerships for Development

Growth and infrastructure all impact how and when development will occur. Getting zoning and subdivision policies into place and oversight of the development once it begins to occur will be important.

Every partner has their own vision, plans, and resources that will impact the future of the study area's development. Proactive alignment of a vision for the planning area and coordination of action and resources will be necessary to actualize the plan.

Key Partners

- **City of Topeka**
- **Shawnee County**
- **Rural Water District 8**
- **Shawnee Heights USD450 School District**
- **Landowners**
- **Developer Community**

Conclusion

The Southeast Topeka Development Plan identifies Traditional Neighborhood Design (TND) as the preferred development pattern to guide future growth. This approach promotes fiscal sustainability by utilizing existing infrastructure and reducing long-term public costs. It also provides a range of housing options to meet the city's current and future needs, supports an expanded trail network, and enhances overall connectivity. Embracing TND will make Topeka more competitive by fostering well-connected, livable neighborhoods that attract residents, businesses, and investment.

Key next steps are to:

- Create the policy and regulatory frameworks that allow for flexibility and creativity.
- Plan for infrastructure improvements needed to support the development.
- Align incentives, such as RHID, to help offset infrastructure costs and negotiate with developers to include moderately-priced housing in future developments.
- Continue to bolster partnerships with other utilities, jurisdictions, and decision makers.





Appendix

Infrastructure Considerations

Sanitary Sewer

Existing Conditions

Based on the “Deer Creek South Wastewater Management Evaluation” (April 2005) and available GIS data, the subject property east of SE Croco Road is within two sanitary sewer service areas. As shown in Exhibit SS-1, the southern portion of the subject property is within the Rock Fire Service Area. The northwest corner of the subject property is within the Deer Creek East Service Area. The northeast corner of the subject property was not included in a service area. If developed in the future, it is assumed that the northeast corner of the subject property would be added to the Rock Fire Service Area as is depicted as such in Exhibit SS-1.

The Rock Fire Service Area drains to the Rock Fire North Lift Station located on the east side of East Edge Road, at the southwest corner of the East Shawnee Lake Estates subdivision. The lift station was constructed in 2005 with a maximum pumping capacity of 950 gpm.

There are two partially developed subdivisions on the west side of SE Croco Road that are within the Rock Fire Service Area. The larger lots on the east side of the subdivision near SE Croco Road are assumed to be commercial use in the future. Table 1. summarizes the estimated peak flow west of SE Croco Road. The Average Daily Flow (ADF) for residential use is based on 2.8 people per residential unit and 100 gallons per capita per day (280 gpd per residential unit). The ADF for commercial use is assumed to be 1,300 gpd/acre.

1. Existing Flow Estimate West of Croco Rd - within Rock Fire Service Area				
	Lots / Units	ADF (gpd)	PDF (gpd)	PDF (gpm)
Rockfire at the Lake	229	64,120	192,360	134
Shawnee Lake Estates	101	28,280	84,840	59
Future Commercial	~ 45 ac	58,500	117,000	81
			Total	274

2. Flow Estimate East of Croco Rd - Residential Planning Scenarios				
	Lots / Units	ADF (gpd)	PDF (gpd)	PDF (gpm)
Business-as-Usual Ph. 1	573	160,440	481,320	334
Business-as-Usual Fut.	1,323	370,440	1,111,320	772
Trad. Neighborhood Ph. 1	1,152	322,560	967,680	672
Trad. Neighborhood Fut.	2,346	656,880	1,970,640	1,369

A Peaking Factor (PF) of 3.0 is used to estimate the peak wet weather daily flow for residential lots. A PF of 2.0 is used for commercial uses.

Accounting for the estimated flow on the west side of SE Croco Road, the approximate remaining capacity of the lift station to serve the subject property is 676 gpm.

Future Conditions

Various planning scenarios were used to estimate the potential future sanitary sewer demand east of SE Croco Road (Table 2). The Average Daily Flow (ADF) for residential use is based on 2.8 people per residential unit and 100 gallons per capita per day (280 gpd per residential unit). A Peaking Factor (PF) of 3.0 is used to estimate the peak wet

weather daily flow for residential lots.

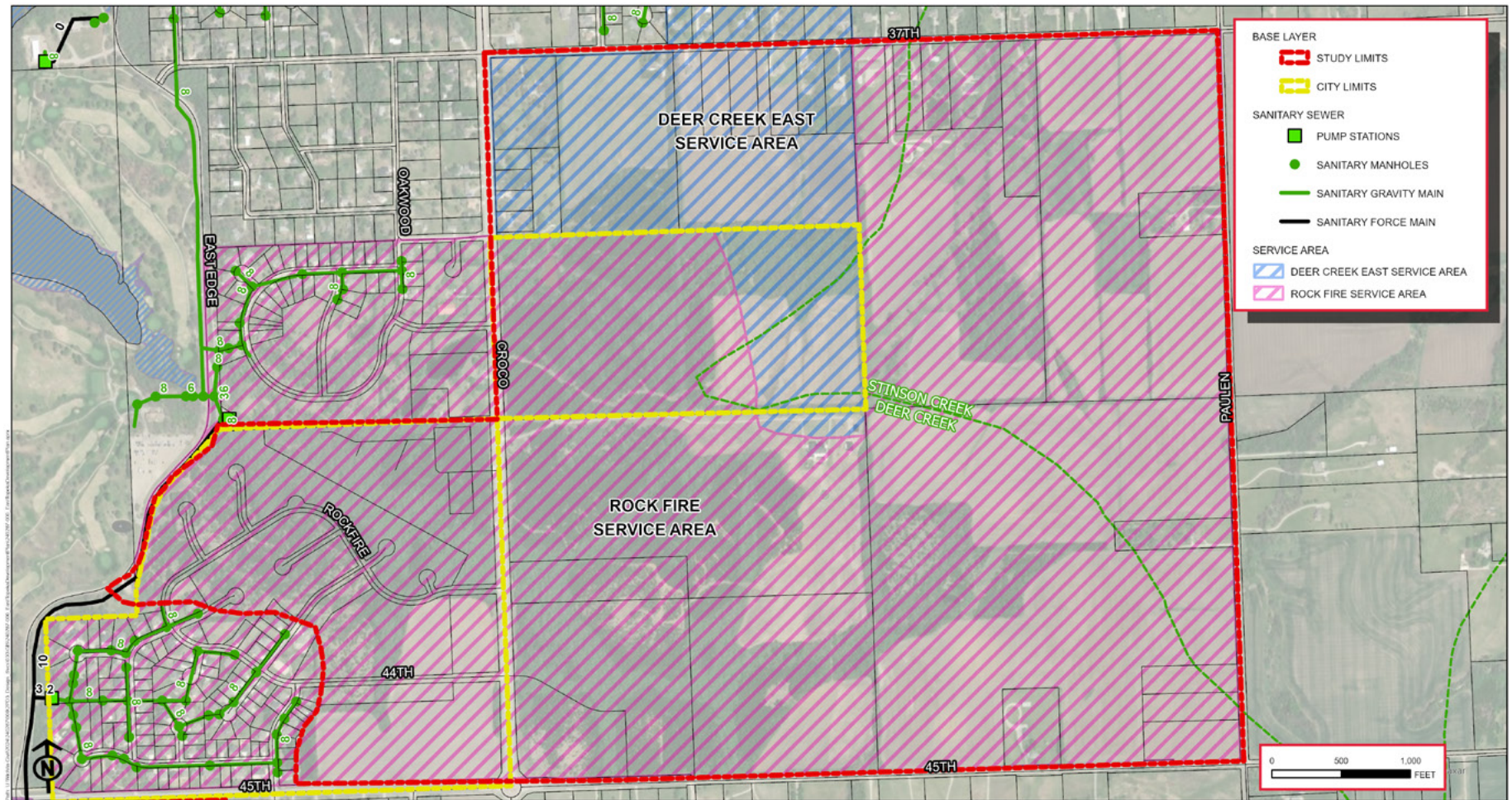
Based on the estimated peak flows, there appears to be adequate capacity at the lift station to support the Business-as-Usual Phase 1 and Traditional Neighborhood Design Phase 1 scenarios. The Business-as-Usual Full Build-Out scenario would be close to the capacity of the lift station. The Traditional Neighborhood Design Full Build-Out scenario substantially exceeds the capacity of the lift station. In this scenario, improvements to the lift station and possibly to the force main would be necessary to support development. Under any scenario, we recommend that the City of Topeka perform periodic flow monitoring near the lift station to measure accurate flow rates as the sewershed is developed.

Potential Improvements

To support development on the east side of SE Croco Road, the existing 15" SS main will need to be extended from the Rock Fire Lift Station to SE Croco Road. Alignment options for the SS main extension are shown on Exhibit SS-2.

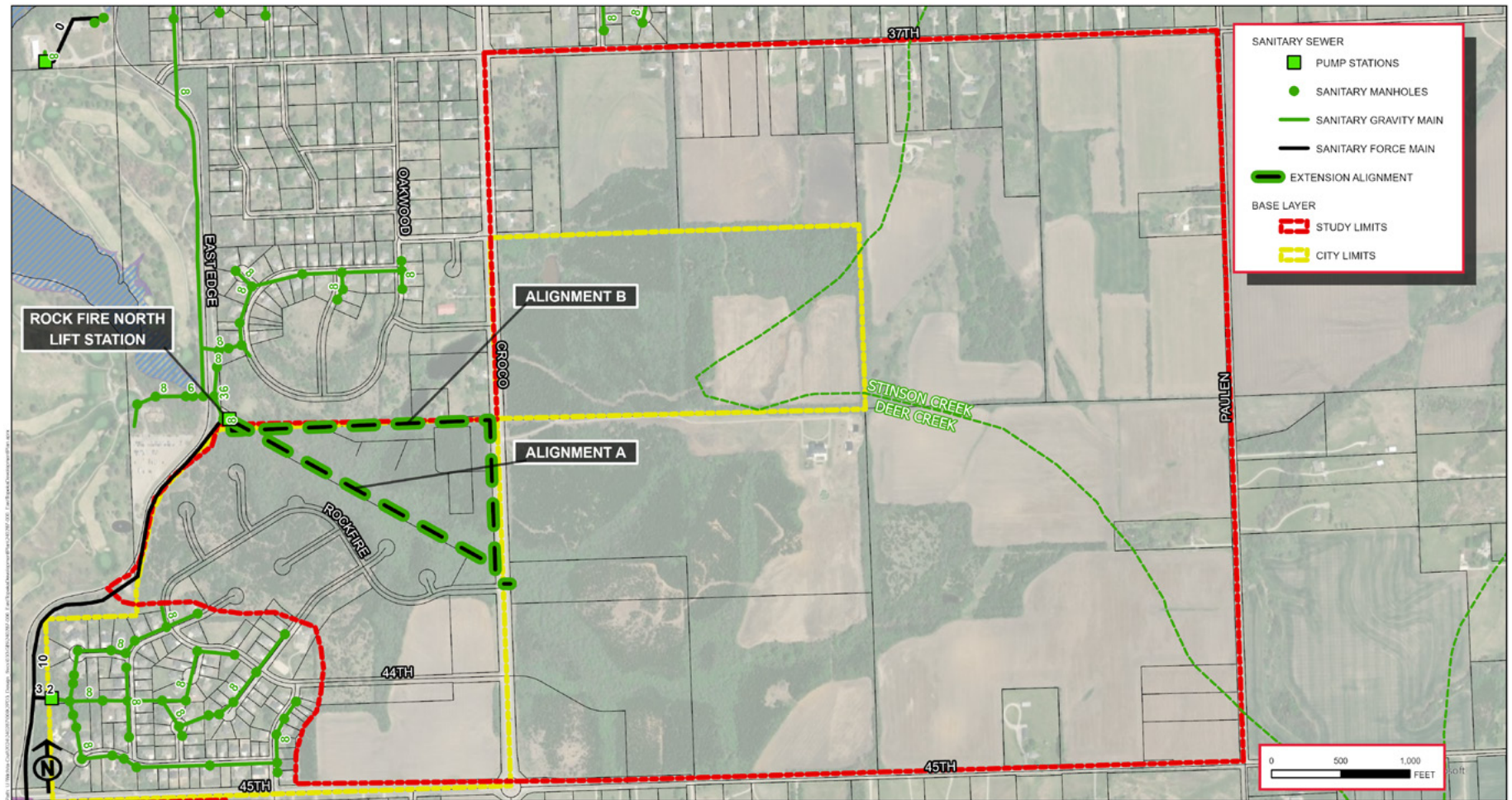
The pump at the Rock Fire Lift Station was installed in 2005. The City indicated that the pump will likely need to be replaced within the next few years. At the time the pump is replaced, the City may consider increasing the size of the pump to increase the capacity to support future development in the area. Prior to increasing the size of the pump, additional evaluation of the existing pump and force main is recommended.

Exhibit SS-1 Sanitary Sewer Service Areas



Source: PEC 2025

Exhibit SS-2 Sanitary Sewer Extension Alignments



Source: PEC 2025

Cost Estimate (Sanitary Sewer Extension Option A)

OWNER: CITY OF TOPEKA
PROJECT: SOUTH EAST TOPEKA EXTENSION - OPTION A
PEC PROJECT NO: 240287-000
DATE: JUNE 2025



ITEM NO.	DESCRIPTION	QUANTITY	UNIT	ENGINEER'S OPINION OF PROBABLE COST	
				UNIT PRICE	COST
ESTIMATE - SANITARY SEWER MAIN - OPTION A					
1	Mobilization	1	LS	\$ 25,000.00	\$ 25,000.00
2	Site Clearing & Restoration	1	LS	\$ 100,000.00	\$ 100,000.00
3	Erosion Control	1	LS	\$ 10,000.00	\$ 10,000.00
4	Temporary and Permanent Seeding	1	LS	\$ 7,500.00	\$ 7,500.00
5	Dewatering	1	LS	\$ 500,000.00	\$ 500,000.00
6	Pipe, Connect to Existing	1	EA	\$ 3,500.00	\$ 3,500.00
7	Boring and Steel Encasement	120	LF	\$ 1,000.00	\$ 120,000.00
8	Pipe, SS 15"	2,500	LF	\$ 125.00	\$ 312,500.00
9	MH, Standard SS (6' dia.)	9	EA	\$ 12,500.00	\$ 112,500.00
10	Traffic Control	1	LS	\$ 5,000.00	\$ 5,000.00
SUBTOTAL CONSTRUCTION				\$ 1,196,000.00	
CONTINGENCY			20.0%	\$ 239,200.00	
TOTAL CONSTRUCTION				\$ 1,435,200.00	
PROJECT COSTS			30.0%	\$ 430,560.00	
ENGINEERING DESIGN			10.0%	\$ 143,520.00	
ADMINISTRATIVE/FINANCING COSTS			7.5%	\$ 107,640.00	
CONSTRUCTION ENGINEERING			12.5%	\$ 179,400.00	
TOTAL PROJECT COST				\$ 1,865,760.00	

Cost Estimate (Sanitary Sewer Extension Option B)

OWNER: CITY OF TOPEKA
 PROJECT: SOUTH EAST TOPEKA EXTENSION - OPTION B
 PEC PROJECT NO: 240287-000
 DATE: JUNE 2025



ITEM NO.	DESCRIPTION	QUANTITY	UNIT	ENGINEER'S OPINION OF PROBABLE COST	
				UNIT PRICE	COST
ESTIMATE - SANITARY SEWER MAIN - OPTION B					
1	Mobilization	1	LS	\$ 25,000.00	\$ 25,000.00
2	Site Clearing & Restoration	1	LS	\$ 100,000.00	\$ 100,000.00
3	Erosion Control	1	LS	\$ 10,000.00	\$ 10,000.00
4	Temporary and Permanent Seeding	1	LS	\$ 7,500.00	\$ 7,500.00
5	Dewatering	1	LS	\$ 500,000.00	\$ 500,000.00
6	Pipe, Connect to Existing	1	EA	\$ 3,500.00	\$ 3,500.00
7	Boring and Steel Encasement	120	LF	\$ 1,000.00	\$ 120,000.00
8	Pipe, SS 15"	3,150	LF	\$ 125.00	\$ 393,750.00
9	MH, Standard SS (6' dia.)	10	EA	\$ 12,500.00	\$ 125,000.00
10	Traffic Control	1	LS	\$ 5,000.00	\$ 5,000.00
SUBTOTAL CONSTRUCTION				\$ 1,289,750.00	
CONTINGENCY			20.0%	\$ 257,950.00	
TOTAL CONSTRUCTION				\$ 1,547,700.00	
PROJECT COSTS			30.0%	\$ 464,310.00	
ENGINEERING DESIGN			10.0%	\$ 154,770.00	
ADMINISTRATIVE/FINANCING COSTS			7.5%	\$ 116,077.50	
CONSTRUCTION ENGINEERING			12.5%	\$ 193,462.50	
TOTAL PROJECT COST				\$ 2,012,010.00	

Water

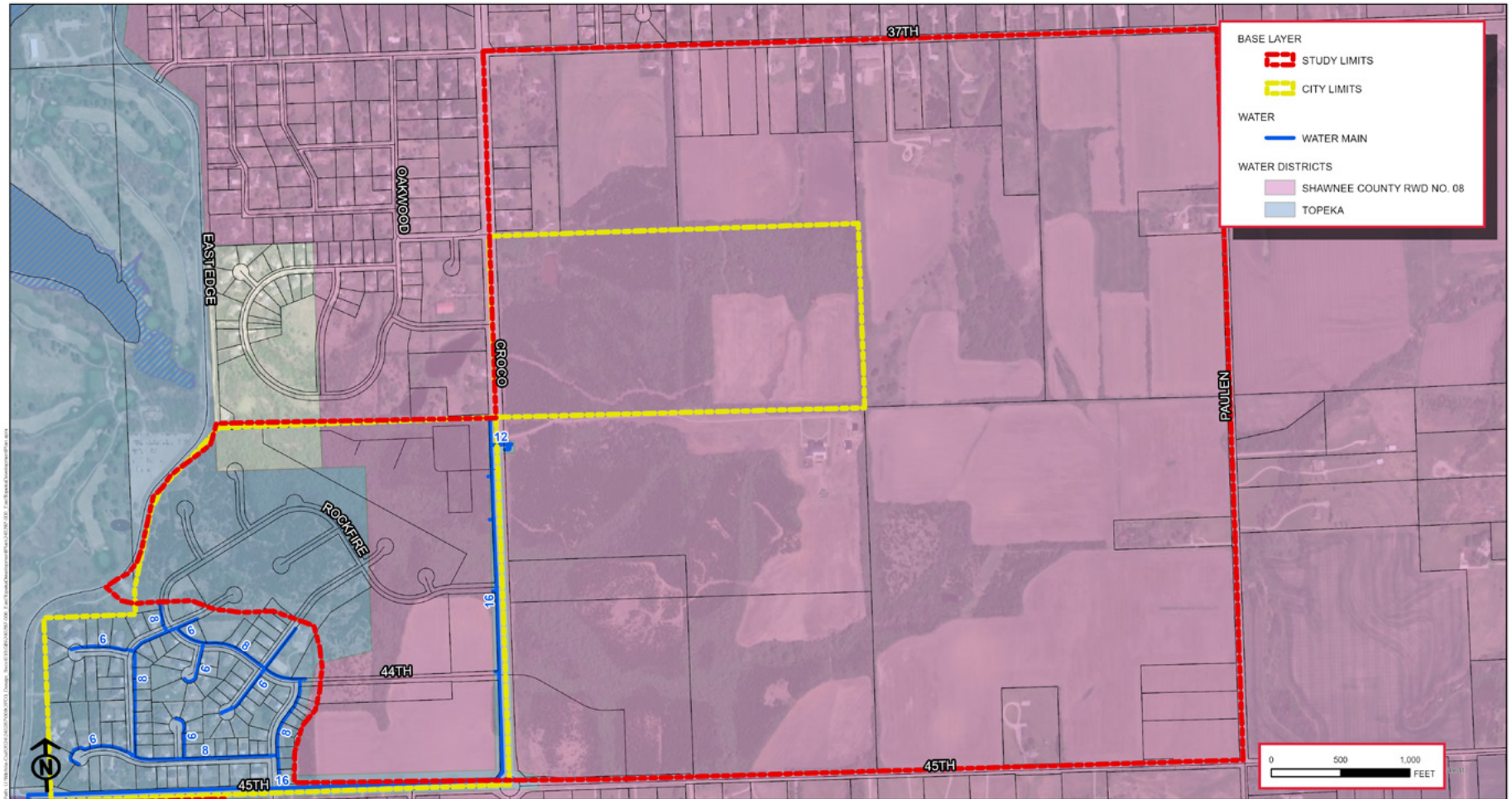
Existing Conditions

As depicted in Exhibit W-1, the City currently owns and maintains an existing 16" water main along the west of SE Croco Road, which includes a 12" extension under the road that will be utilized to serve future development of the study area. Notably, portions of the study area are located within the Shawnee County Rural Water District #8.

Proposed Improvements

It is recommended that the City of Topeka continues to work with the Shawnee County Rural Water District #8 to clearly define service territory in the general area in advance of development activity. Once service territories have been clearly identified, it is recommended that future study be completed in order to identify recommended improvements.

Exhibit W-1 Existing Water



Source: PEC 2025

Transportation

Existing Conditions

The study area is generally bounded by SE Croco Road on the west, SE Paulen Road on the east, SE 37th Street on the north, and SE 45th Street on the south. Existing traffic volumes are depicted on Exhibit T-1.

- SE Croco Road is currently improved with four asphalt travel lanes, a center turn lane, curb and gutter, and sidewalks on both sides.
- SE Paulen Road includes two asphalt travel lanes, ditch drainage, and no sidewalk improvements.
- Approximately 1,300 feet of SE 45th Street is improved with two asphalt travel lanes, a center turn lane, curb and gutter, and sidewalks on both sides. The remainder includes two asphalt travel lanes, ditch drainage, and no sidewalk improvements.
- SE 37th Street includes two asphalt travel lanes, ditch drainage, and no sidewalk improvements.

Proposed Improvements

No improvements to SE Croco Road are anticipated. As development activity occurs within the study area, and new on-site roadways are planned, future arterial improvements to Tecumseh Road, SE 37th Street, and SE 45th Street are expected. It is anticipated that

development activity within the study area will justify urban style improvements to these roadways consisting generally of two travel lanes, curb and gutter, potential center turn lanes, and/or auxiliary turn lanes, all of which will be determined by development specifics.

As development occurs, it is recommended that the City utilize the [Topeka and Shawnee County Complete Streets Design Guidelines 2019](#). Internal alignments of collector and/or local streets will be dependent on private development plans. Exhibit T-2 sets forth an example circulation plan communicating how the proposed typical street sections (Exhibits T-3 through T-5) articulate.

Cost Estimates

Arterial improvements are estimated to be \$5.525m per mile with the following assumptions:

- Removal of existing 2-lane roadway.
- Construction of 3-lane curb and gutter section.
- Does not include sidewalk/shared use path.
- 30% project costs based on construction estimate
 - i. Engineering Design = 10%
 - ii. Construction Engineering = 12.5%
 - iii. City Administration and Financing Costs = 7.5%

Exhibit T-1 Transportation

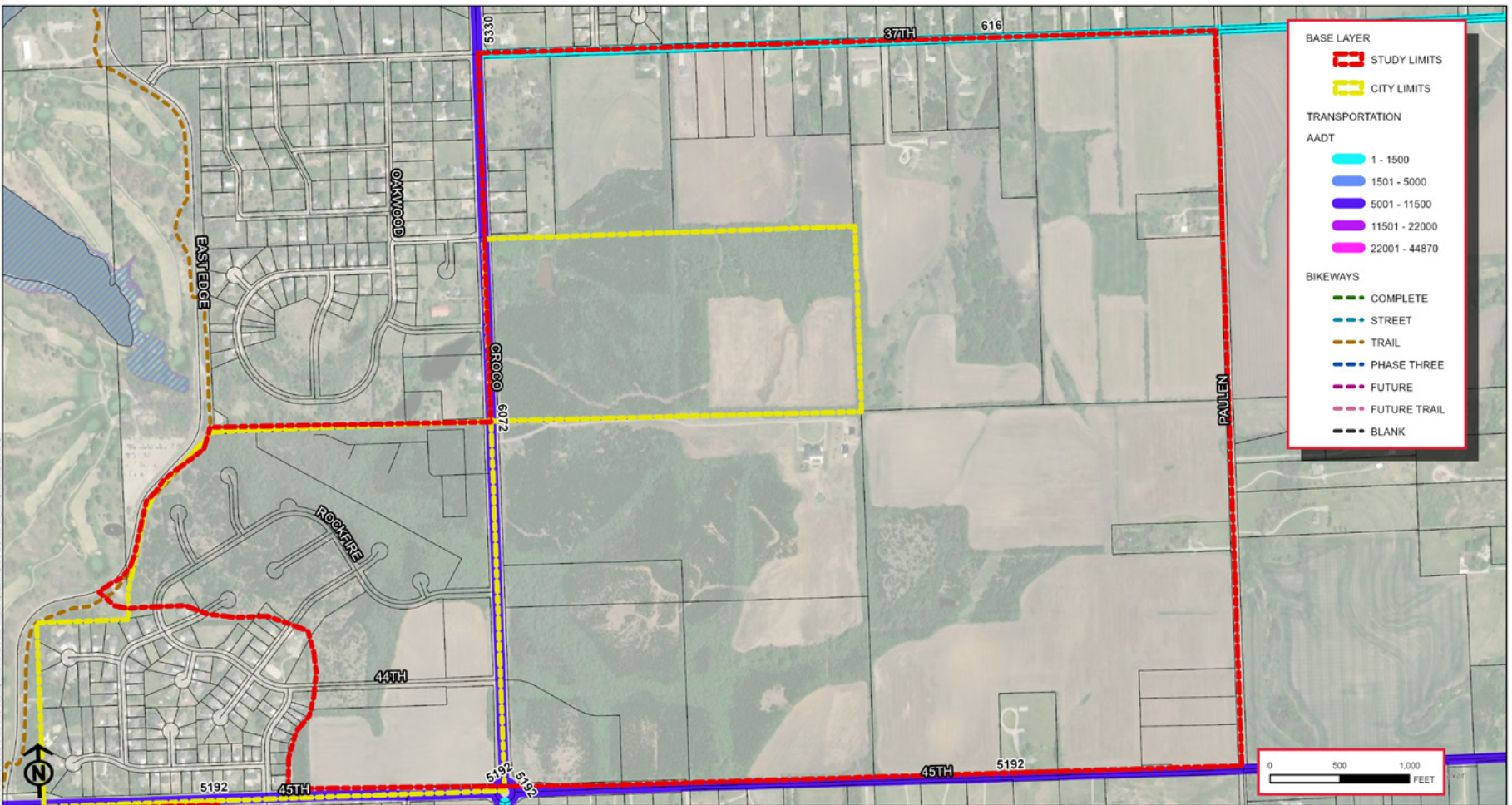


Exhibit T-2

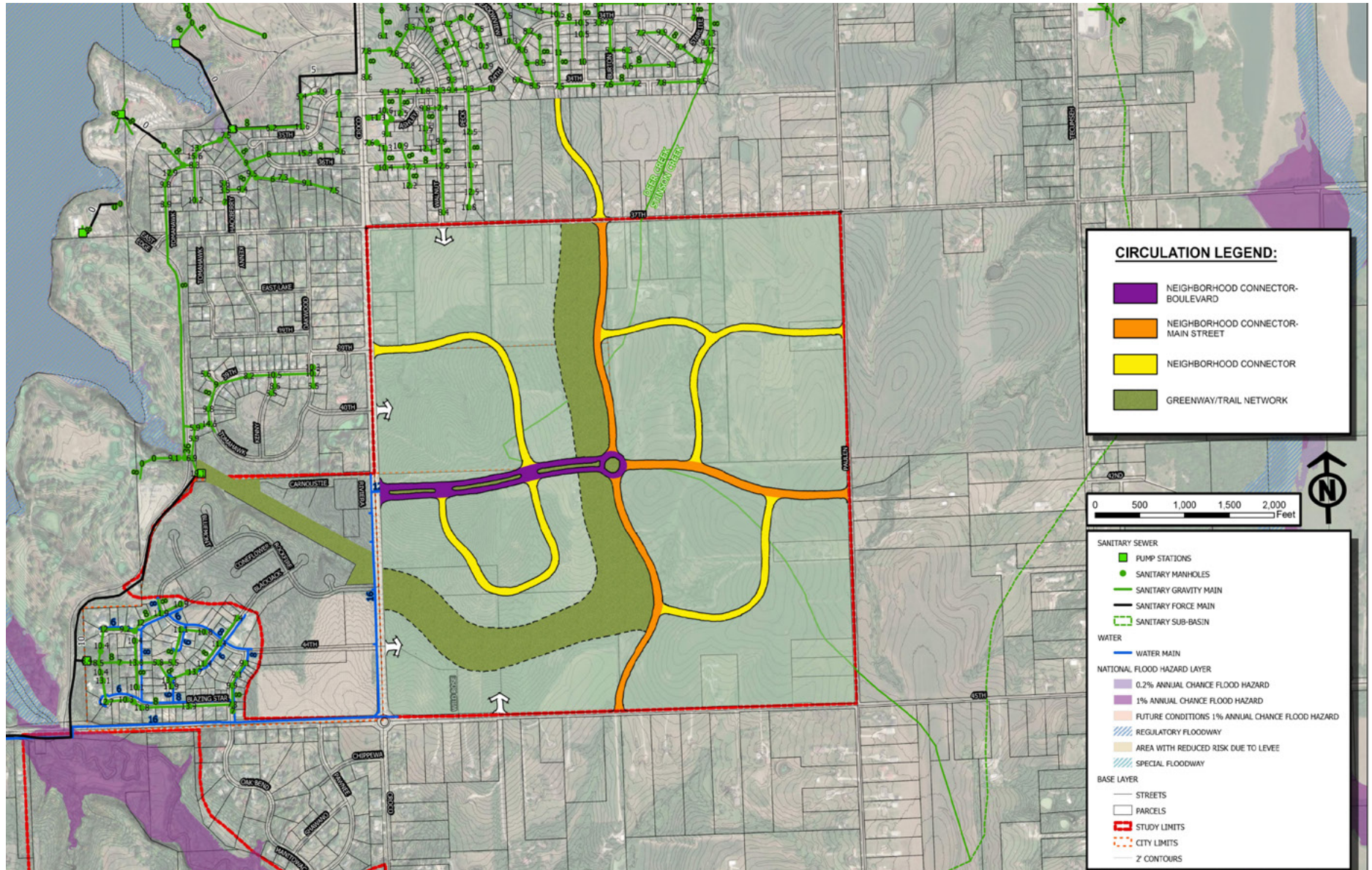


Exhibit T-3 Neighborhood Connector

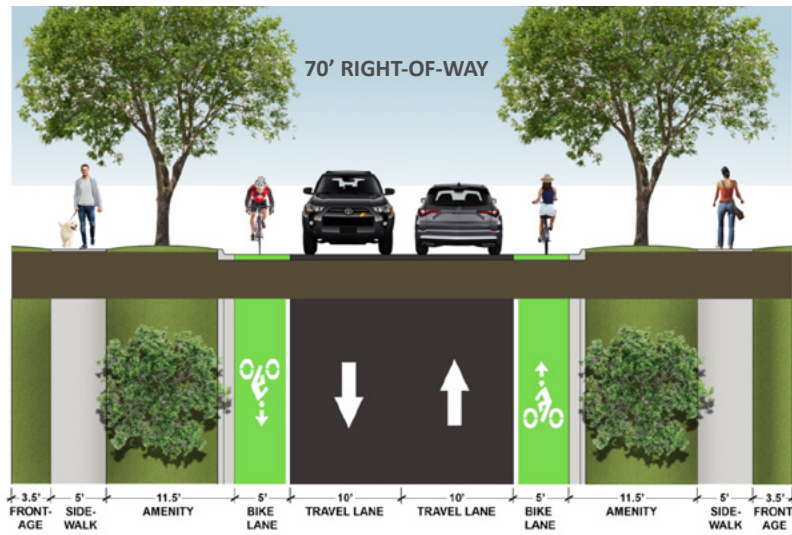


Exhibit T-4 Neighborhood Connector (Main Street)

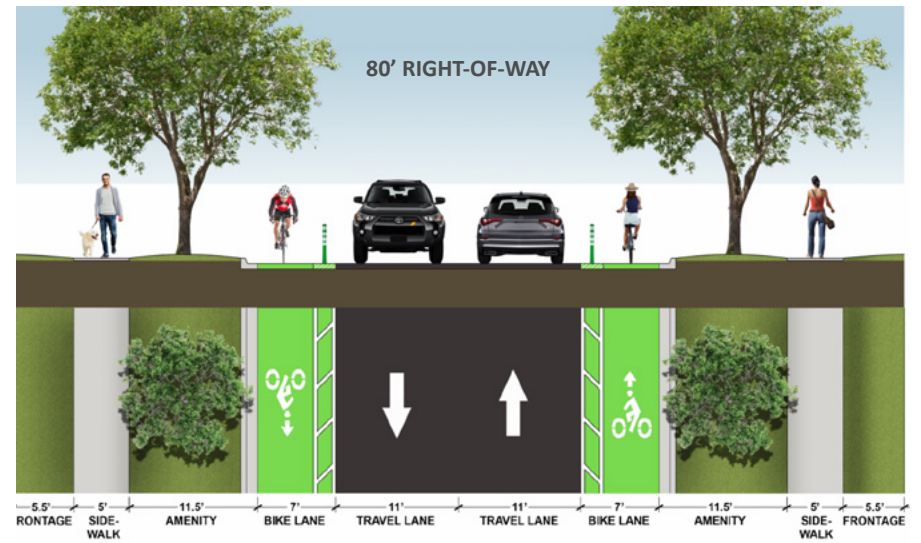
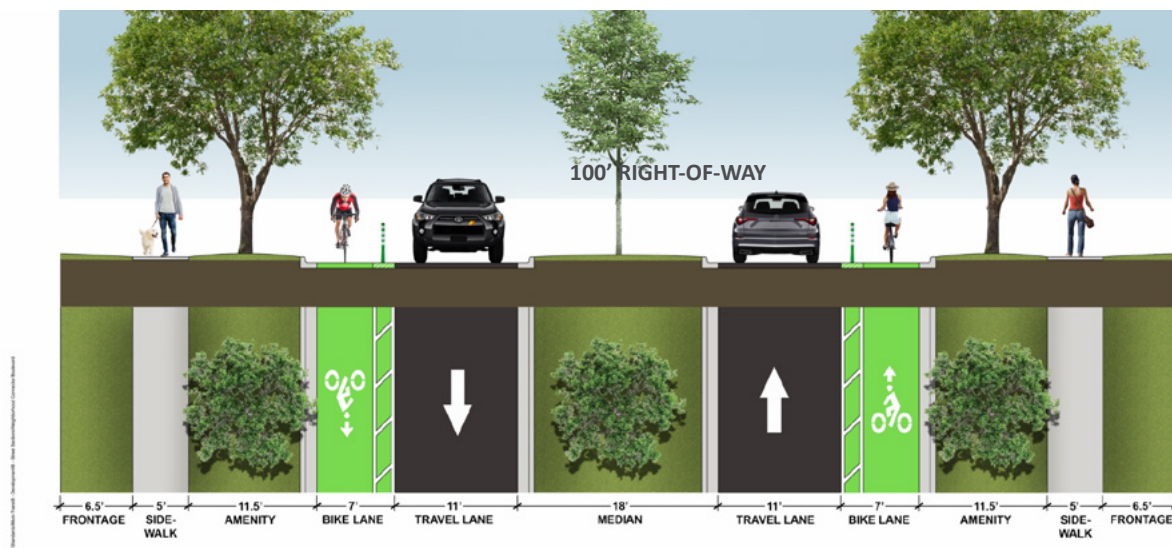


Exhibit T-5 Neighborhood Connector- Boulevard



2024 Shawnee County Property Tax Rates

The assessment rate for residential property is 11.5 percent, while commercial and agricultural property is assessed at 25.0 percent and 30.0 percent, respectively. It is assumed that the study area would be annexed into the City of Topeka as development occurs and the 2024 real estate tax rates for Shawnee County will remain constant over the projection period. The table to the right details the 2024 property tax rates.

Other Notable Assumptions:

- A 2.0 percent biennial inflation rate is applied to the projected post-development real property values every odd year and a 2.0 percent biennial inflation rate is applied to the base assessed values every odd year.
- In Shawnee County, agricultural real estate tax is assessed at 30 percent of the market value while commercial property is assessed at 25 percent and residential property is assessed at 11.5 percent of market value.
- The model assumes an absorption rate for commercial space of approximately 15,000 square feet per year—starting in year six.
- The 25-year projections described on the following page assume a 8.0 percent discount rate for calculating the net present values (NPV).

2024 Property Tax - Shawnee County	
Mill levy per \$1,000 of a property's assessed value	
State of Kansas	1.500
Shawnee County	48.326
City of Topeka	36.956
USD 450 Shawnee Heights	51.443
Topeka & Shawnee Co Public Library	7.909
Metro Transit Authority	4.200
Metro Topeka Airport Authority	2.239
Washburn University	3.450
Total Mill Levy	156.023



