

The Economic Development Plan

for

Topeka / Shawnee County, Kansas



An Element of the Topeka-Shawnee County Comprehensive Metropolitan Plan 2025

A Cooperative Effort Of:

Go Topeka!

Greater Topeka Chamber of Commerce

Shawnee County Board of Commissioners

Topeka City Council

Topeka Convention and Visitors Bureau

Topeka-Shawnee County Metropolitan Planning Commission

Topeka-Shawnee County Metropolitan Planning Department

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WHY A LOCAL ECONOMY GROWS

"INNOVATING ECONOMIES EXPAND AND DEVELOP. ECONOMIES THAT DO NOT ADD NEW KINDS OF GOODS AND SERVICES, BUT CONTINUE TO REPEAT OLD WORK, DO NOT EXPAND MUCH, NOR DO THEY, BY DEFINITION DEVELOP."

JANE JACOBS, THE ECONOMY OF CITIES

INTRODUCTION: DEFINING OUR PLACE IN THE GLOBAL ECONOMY -

In its simplest form, an economy is a system of trade – a set of interrelated production and consumption activities initiated by those who desire goods and services in exchange for something of comparable value. The establishment of a local economy typically occurs when it produces goods/services of unique export value. Economic growth of cities is directly related to **export growth** - the demand for goods/services from areas outside the local economic boundaries (Edward Blakely, *Planning local Economic Development*, pg. 62). Export work brings in outside capital that is distributed throughout the local economy. Laborers and suppliers are attracted to the export work thereby creating local demand for household items such as housing, food, clothes, cars, etc. This export-multiplier effect is enhanced when local establishments support the exporter (i.e., out-sourcing).

For the *growth* of a local economy to occur, **new work** must be added. Repeating over and over the production of the same goods/services stunts an economy's growth. "New work" is not necessarily created when a product is tinkered with (e.g., new and improved laundry detergent). New work is a *departure*. The 3M Company, which began as a sand and gravel business, departed from mining sand into producing sandpaper which led to work with adhesives to make better sandpaper which led to adhesive tapes which led to magnetic recording tapes, etc. Each of these departures represented new work that when added to a local economy required a whole new set of internal and external divisions of labor (financing, printing, equipment, shipping, advertising, etc.). "The greater the sheer number and varieties of divisions of labor already achieved in an economy, the greater the economy's inherent capacity for adding still more kinds of goods and services" (Jane Jacobs, *The Economy of Cities*, pg. 59).

While this process helps to form a local economy, it will not guarantee its long-term prosperity unless there is a healthy **economic reciprocating system**. A reciprocating system is exemplified best in an ecosystem: an animal eats, hence has strength to find food, hence it can eat, hence has strength to find more food. If any one part of this cycle halts, the whole system fails. Likewise, the reciprocating system of a local economy fails if the local industries serving the primary export fail to export products of their own. It also fails if new local suppliers do not arise as older ones take to exporting their work. In order to grow, a local economy must maintain a self-sustaining economic system of sufficient diversity to ensure new work is ultimately created.

The nationalized industrial economy of the 20th Century, characterized by core corporations relying on the mass manufacturing and consumption of goods, has given way to a service-based economy characterized by webs of enterprises responding to global market forces. Increased competition worldwide, removal of technological and communication barriers, and falling rates of profits have pressured businesses into transforming themselves to meet these new challenges. The primary results of this new **global economy** include:

- **Web of Enterprise** – Traditional pyramid and hierarchical organizations have repositioned themselves into high-value and flatter spider web networks producing goods/services externally instead of internally.
- **Irrelevance of Nationality** – Intellectual and financial capital can come from anywhere at anytime so that products may be designed in Sweden, financed in Canada, and assembled in Omaha using materials developed in Japan.
- **New Worker Elite** – Technicians have replaced manufacturing operatives as the worker elite. Technology has created pools of specialized functions that require more scientific and problem-solving service skills. They do not fit well in a hierarchical organization.

What does this all mean to a local economy trying to find its place in the new global economy? It means that a region's success depends more on the quality of the metropolitan labor market and industry diversification than on a regional location. It means that the wealth of a region will be tied more to the function a worker performs and less to what industry they are in. Since more people are employed in producer services – intermediaries providing legal, financial, marketing, and health services – than manufacturing functions, it means that a local economy can no longer depend on factory work to sustain its growth. And it means that a region will need to invest not only in "hard" capital infrastructure

(if they have not already), but in “soft” human, technological, and quality of life infrastructure to attract, develop, and keep the new worker elite.

PURPOSE-

The purpose of this economic development plan is to define Topeka and Shawnee County's place within the regional, national, and global economies, and to determine how we intend to achieve our stated goals over the next 25 years. It should be incorporated as an element of the Topeka-Shawnee County Comprehensive Plan, consistent with other elements already adopted.

This plan is intended to be a working document and should incorporate new goals, strategies, and actions as conditions warrant. A variety of public and private agencies, as well as private businesses, share in the responsibility for implementing this plan. Each party should continually track their own progress toward achieving the goals and strategies identified within the document, and participate in the on-going maintenance of our collective economic development efforts.

The Plan is organized as follows: Section I defines the character of our economy, its strengths, weaknesses, and recent performance as compared to the State of Kansas and regional counties. Section II defines key economic development issues and opportunities, focusing on opportunities afforded by the different types of business in our economy. This section recommends priority and target businesses that will have the greatest potential to improve our economy. Section III characterizes and defines the land supply and site availability for new development. Section IV states and defines economic development goals for Topeka and Shawnee County, and lays out strategies and objectives for implementation of the Plan. Finally Section V establishes a set of benchmarks to gauge our progress toward achieving the goals and objectives outlined in this Plan.

It bears stating that the business of economic development – attracting new jobs to the community, increasing wages, and improving the quality of life for our citizens – is a very competitive process. Topeka and Shawnee County are not unique in our desire to better provide for our citizens. To this end, the citizens of Topeka and Shawnee County have voted to dedicate a ¼ cent sales tax to fund economic development initiatives. The success of this plan is contingent on the continuance of this or similar source of funding. Without it, our community will lose investment dollars to other communities who have the means to attract this investment and growth.

I. Section I. The Topeka-Shawnee County Economy

A. Employment Growth –

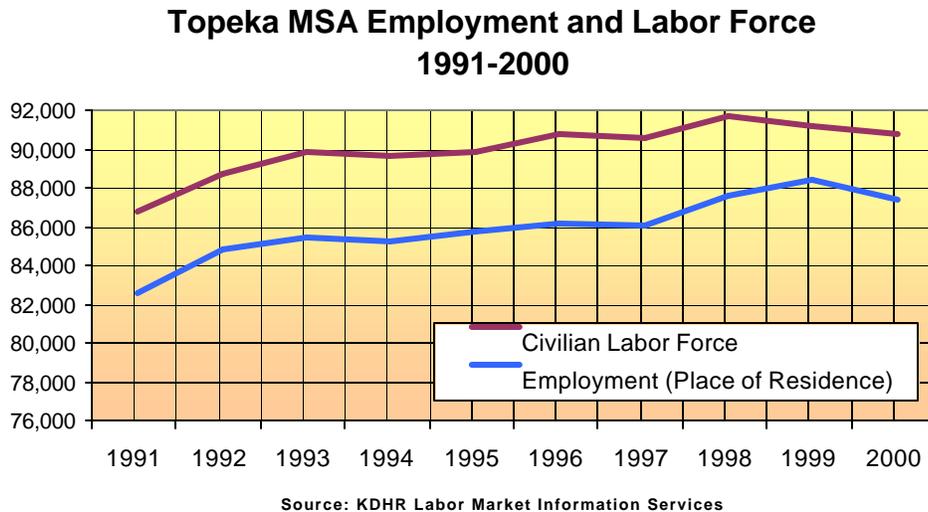
The most basic measure of our economic health is the ability of our citizens to find work. Our ability to create new jobs on a sustained basis will ultimately determine whether the standard of living of our residents will grow or decline. By examining the extent to which we have been successful in attracting jobs to our area, we can gain a more in-depth understanding over how much our local economy is expanding.

Over the past ten years, Shawnee County has experienced an overall increase in the labor force, rising from 81,814 employed residents in 1991 to 86,686 in 2000. Overall, the number of Shawnee County residents with jobs has increased 5.9% over the past decade (4,822). This compares with growth of 14.4% for the State of Kansas as a whole.

By measuring short-term employment growth (growth over a three-year period) we are able to capture recent trends which often are unnoticed when looking at only long-term employment growth. Short-term growth rates better reflect recent policy changes that may positively or negatively affect a region's economy. They are often a more accurate reflection of the current health of the region's economic environment.

Shawnee County's ability to create jobs has declined slightly over the past three years. From 1998 to 2000, the total number of Shawnee County residents employed fell by 287, or approximately -0.3%. This decline is exceeded by a reduction in the overall labor force of 1.0% during the same time period. The State of Kansas also saw a reduction in labor force (-0.6%), and a significantly smaller employment gain from 1998 to 2000, increasing by only 1.8%. **Figure 1** graphically illustrates the overall labor force and employment history for Shawnee County from 1991 to 2000.

FIGURE 1



B. Unemployment –

Another means of measuring of the ability of persons to find work is by measuring the number of persons without work. A high percentage of the labor force without work indicates the overall economy is functioning poorly, thus negatively affecting the region's ability to provide a high quality of life and standard of living.

Conversely, the unemployment rate provides a good indication of the size of the available labor pool. This is a critical factor in determining where companies will relocate or expand. A low unemployment rate indicates a shortage of available labor, thus discouraging companies from considering that location as a possible home for their business. On the other hand, a high unemployment rate indicates a ready supply of labor should a company decide to relocate or expand.

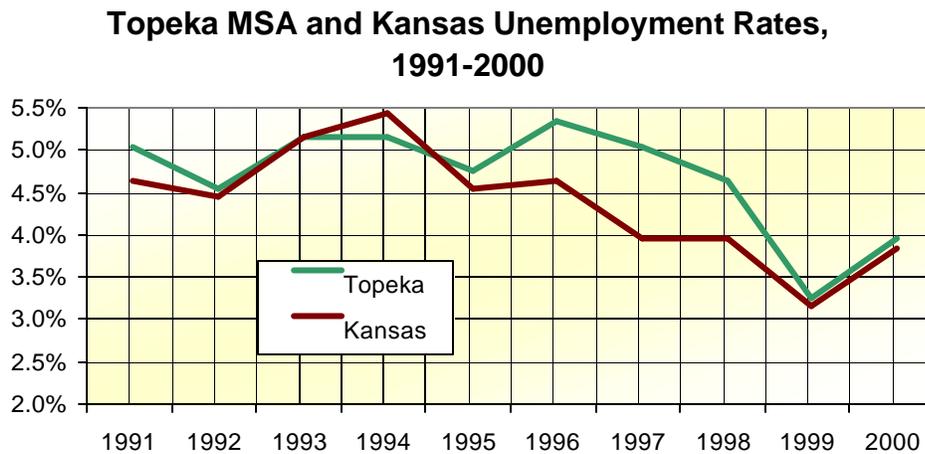
Topeka's unemployment rate has fluctuated widely over the past decade, and finished the year 2000 at 3.8%. Topeka's unemployment rate reached the lowest point of the decade in 1999, with an unemployment rate of just 3.1%. The highest unemployment rate for the decade was in 1996 at 5.2%.

The unemployment for the Topeka MSA is only 0.1% higher than for the state as a whole. Statewide unemployment for the state of Kansas in 2000 averaged just 3.7%.

There was an average of 3,441 Shawnee County residents in 2000 that could not find work. This figure is down sharply from the decade high of 4,640 recorded in 1996.

Figure 2 provides an historical perspective on the unemployment rates for both the Topeka MSA and the State of Kansas for the last decade.

Figure 2



Source: KDHR Labor Market Information Services

C. Employment Composition –

It is vitally important that an economic region be substantially diversified so that negative effects of cyclical downturns in the state and national economies are minimized. Manufacturing, as a component of a diversified economy, is essential to overall economic health and vitality. Not only are manufacturing jobs typically among the highest in average wages, but the sector is also the primary source for

innovation and research, creating new products, adding value to raw products and materials, and exporting products to other markets. A strong manufacturing base helps to ensure high wages and high levels of productivity.

A community that is heavily invested in manufacturing, however, may suffer periods of job losses as economic recessions force consumer spending patterns to decline. Therefore, a healthy balance and diversity of industries is key to sustaining overall economic growth.

Topeka's industry structure is largely dominated by service producing sectors. The Service sector is the single largest non-governmental component of the Topeka metro economy, employing approximately 30% of the workforce. This is a very high percentage and is a reflection on the high number of professional and health services offered in the Topeka area.

Retail employment follows services, accounting for 18.4% of total private employment, followed by Finance, Insurance and Real Estate (FIRE) with 6.6%, and Transportation, Communications & Utilities (TCU) with 6%. Wholesale Trade follows at 3.5%. Collectively, the service producing sectors account for nearly 2/3rd of all employment in the county.

The remainder of the workforce is comprised of the goods producing sectors and government. Government is the second largest individual sector of the Topeka metro economy, employing approximately 21% of the workforce. This should not be surprising since Topeka is home to several governmental entities, including Federal, State, County, and local government offices.

The goods producing sectors consist of manufacturing, construction, farming and mining. Manufacturing accounts for 9.3% of total employment, while construction accounts for 4.7%. Farming in Shawnee County accounts for less than 1%.

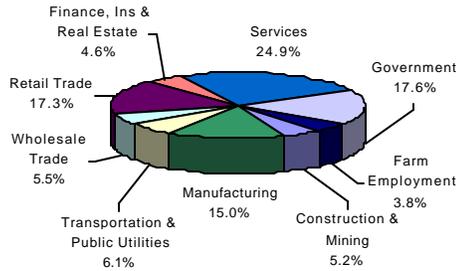
The goods producing sectors in the Topeka metro area lag considerably behind the statewide totals. Across Kansas, manufacturing comprises approximately 15% of statewide total employment, nearly double the percentage for Topeka. On the other hand, the service sector in Shawnee County is larger when compared to the state. Services, while nearly a third of the local workforce in Shawnee County, account for only 25% of the workforce statewide.

All this suggests a possible imbalance with respect to our local economy. Topeka's industry structure appears to be relatively weak in manufacturing and overly concentrated in services. The relatively small proportion of manufacturing jobs in Topeka may be a limiting factor in income and wealth generation since these jobs are among the highest in average pay.

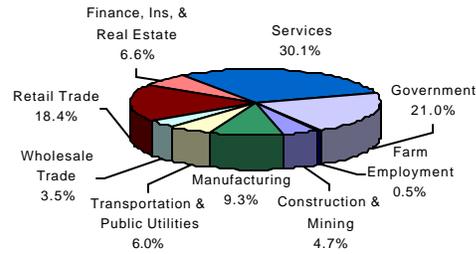
Figure 3 compares the employment structures for both the Topeka MSA and Kansas for the most recent years of available data.

Figure 3

Kansas Employment Composition, 2000



Topeka MSA Employment Composition, 2000



The analysis of Topeka's labor market indicates that Topeka and Shawnee County have less than their "fair share" in several employment categories compared to the distribution of employment state-wide. Table A (Shawnee County Labor Market Comparison) shows that employment in manufacturing, construction and mining, wholesale trade, and transportation and utility sectors in Shawnee County have a lower proportion of employees than the state as a whole. Conversely, Shawnee County exceeds state average employment in the retail trade, finance, insurance and real estate, services and governmental sectors of the labor market.

**Table A
Shawnee County Labor Market Comparison**

Sector	Average Annual Employment 2000		Percent of Annual Employment 2000		Ratio Shawnee County V. Kansas
	Kansas	Shawnee Co.	Kansas	Shawnee Co.	
Construction & Mining	72,200	4,900	5.4%	4.7%	0.9
Manufacturing	210,200	9,700	15.6%	9.4%	0.6
Transportation & Public Utilities	85,800	6,200	6.4%	6.0%	0.9
Wholesale Trade	77,600	3,600	5.8%	3.5%	0.6
Retail Trade	242,800	19,100	18.0%	18.5%	1.0
Finance, Ins & Real Estate	63,700	6,800	4.7%	6.6%	1.4
Services	348,400	31,200	25.9%	30.2%	1.2
Government	245,800	21,800	18.3%	21.1%	1.2
Farm Employment	53,200	500	4.0%	0.5%	0.1
All Industries	1,346,700	103,400	100.0%	100.0%	

Source: KDHR, Labor Market Information Services, July 2001

The higher concentrations of employment in Shawnee County in the Finance, Insurance, and Real Estate sector is a function of the number of insurance companies in Topeka. In addition, as the State Capital, the proportion of government employees also exceeds statewide averages. Employment growth in this sector is greatly influenced by the Governor and State Legislature's policies and programs.

D. Sector Growth –

Topeka's wage and salary employment (place of work) grew at a considerably slower pace than the state as a whole from 1991 to 2000. Statewide, total wage and salary employment grew by 22.9%, while employment growth for the Topeka MSA grew by only 13.1%. Topeka's growth rate can be more closely examined by analyzing the growth (or decline) of individual sectors within the economy.

Each major sector of the Topeka economy was outperformed by the Kansas economy over the past decade, with the exceptions of construction and farming. Construction employment in Shawnee County experienced a very high growth rate, increasing by more than 44% from 1991 to 2000. Much of this employment can be attributed to several highway construction projects in and around Shawnee County. Statewide, construction employment grew slightly less than for Shawnee County, increasing by 39.9%.

Farm employment actually decreased statewide, falling by 2.4%. In contrast, farm employment in Shawnee County remained steady with no change over the most recent ten-year period.

The service sector has experienced the greatest increase statewide with overall growth exceeding 40%. In contrast, the service sector within the Topeka MSA increased somewhat less, growing by 33.3%.

Employment in the Wholesale Trade, and Government sectors actually declined in the Topeka MSA during the last ten year period. Wholesale trade is the sale of products and materials to manufacturers and retailers. Wholesale Trade employment declined by 5.3%, compared to growth of 11.2% for the state as a whole. Government employment declined in Shawnee County by 2.2%, compared to growth statewide of 12.2%.

Manufacturing employment in the state of Kansas grew by 14.3% over the past decade, while the same sector in Shawnee County experienced significantly less growth (3.2%).

An even greater disparity in growth rates can be seen in the Transportation and Public Utilities Sector, where statewide employment has increased by 31.2% over the past decade. This compares to growth of only 1.6% within this sector in Shawnee County over the same time period.

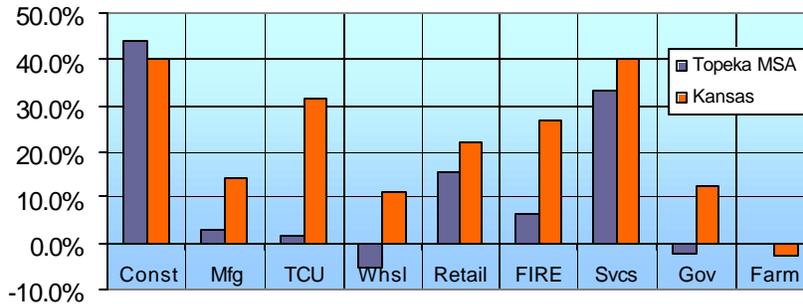
This data demonstrates that, while the Topeka metropolitan economy has been growing, it is growing at a much slower pace than for the state as a whole. Also, there has been a noticeable shift in employment concentrations across the state away from the goods producing industries (Manufacturing, Mining, Construction) and toward the service producing industries (Trade, Transportation, Communication and Utilities, Finance, Insurance and Real Estate, and Services). This shift is evidence that the Kansas economy is becoming more diversified, and should better be able to withstand cyclical downturns in the national and global economies.

In contrast, the two of the service producing sectors in the Topeka metropolitan area economy (TCU, Wholesale trade) have declined or remained nearly stagnant, while the remaining service producing sectors have shown slow growth. Since service-producing industries are the largest employment sectors in the Topeka area economy, this may suggest a long-term problem in sustaining our largest employment base. This also raises the question how much more the service sector can grow without population growth or a major expansion in the goods producing sectors.

Figure 4 illustrates the employment sector growth comparisons between the Topeka MSA and the State of Kansas for the years 1988 to 1997.

Figure 4

**Percentage Employment Growth by Sector,
Topeka MSA and Kansas, 1991-2000**



Source: KDHE Labor Market Information Services

E. Wages –

While employment growth is welcomed in nearly every community, certain expanded or new employers can create greater economic value in the local economy through higher wages. It is important to consider industry wage levels offered by various sectors of the economy when developing a successful economic development strategy. Table B lists the average annual covered employment and wages for each economic sector.

**Table B
Average Wages by Major Industry, Shawnee County**

	Average Annual Covered Employment 2000	Percent of Total Employment 2000	Average Wage 1999	Percent of Total Average Wages
Ag. and Ag. Svcs.	500	0.5%	\$ 16,061	56%
Mining	100	0.1%	\$ 48,411	170%
Construction	4,800	4.6%	\$ 31,901	112%
Manufacturing	9,700	9.4%	\$ 39,256	138%
Transportation & Public Utilities	6,200	6.0%	\$ 44,718	157%
Wholesale Trade	3,600	3.5%	\$ 35,633	125%
Retail Trade	19,100	18.5%	\$ 17,976	63%
Finance, Ins & Real Estate	6,800	6.6%	\$ 34,650	122%
Services	31,200	30.2%	\$ 24,420	86%
Government	21,800	21.1%	\$ 31,101	109%
Total	103,400	100.0%	\$ 28,464	100%

Source: KDHR, Labor Market Information Services, July 2001

As the table demonstrates, Those sectors which pay the highest annual wages (Mining, Transportation and Utilities, Manufacturing, and Wholesale Trade) are among the smallest sectors in terms of total employment. In contrast, Services and Retail Trade, which are among the largest employment sectors, pay wages that are significantly below the average for Shawnee County.

F. Projected Employment Growth –

The Kansas Department of Human Resources, Labor Marker Information Services Division, has projected employment for the Northeast Kansas region (17 counties, including Shawnee) to grow 14.2% by the year 2006. This growth would equal a total of 291,960 jobs within this region. The service sector is expected to achieve the greatest total growth at 19.4%. In contrast, mining

employment is expected to experience a significant decline, falling by 17.6%. Table C lists each economic sector with the corresponding expected change in employment to the year 2006.

Table C
Projected Employment Growth for Northeast Kansas to 2005

	Percent Change*
Agriculture	-15.7%
Mining	-17.6%
Construction	10.7%
Manufacturing	10.8%
Transportation & Public Utilities	11.6%
Wholesale Trade	16.5%
Retail Trade	16.4%
Finance, Ins & Real Estate	13.3%
Services	19.4%
Government	15.3%
Total	14.2%

Source: KDHR, Labor Market Information Services

* Baseline 1996

G. **Employment by Place of Work v. Place of Residence –**

As noted earlier in this report, there are more jobs today in the Topeka metropolitan area than there were ten years ago. Yet, at the same time, there the increase in the number of jobs in Shawnee County has more than doubled the increase in the number of people actually employed. How can this be?

There are two basic ways of counting employment. The first method is to count the number of people employed. The second method is to count the number of jobs that area employers actually have filled at any given time. These two methods produce vastly different numbers.

The data for the Topeka metropolitan area indicates that we have a larger workforce and more people employed today than we did in 1991. The civilian labor force experienced a 4.7% increase between the years 1991 and 2000, rising from 86,036 to 90,077. Similarly, the number of people employed rose 5.9%, from 81,814 to 86,636 over the same time period.

Greater still is the number of new jobs the metro economy has managed to create. The Topeka metro area created 12,000 new jobs from 1991 to 2000. Sound confusing?

In 2000, there were a total of 103,400 non-farm jobs in Shawnee County. There are 16,764 more jobs in Shawnee County than the total number of people employed. This means two things are probably occurring, each to varying degrees.

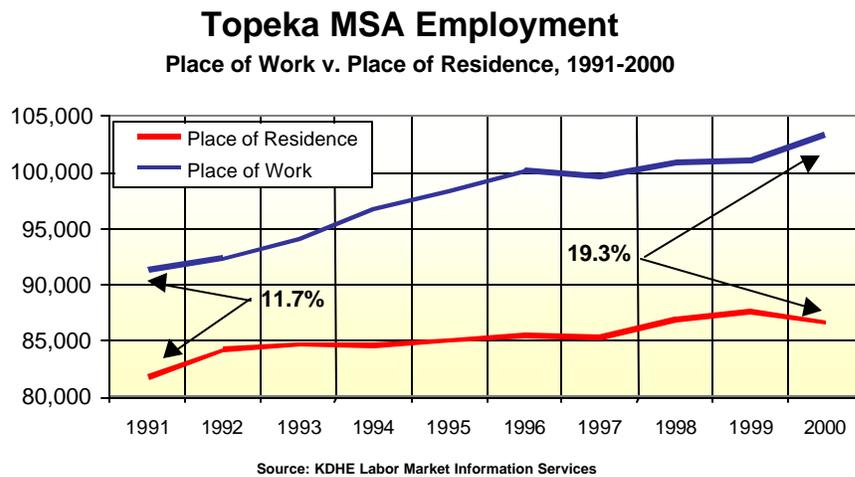
Since employment by place of work includes *all* jobs, this would thus include part-time jobs. It is possible that increasing numbers of people in Shawnee County are working more than one job. This would allow the number of people employed to remain relatively low, while accounting for a significantly greater number of jobs being counted.

The other factor is an increasingly mobile workforce, or a daily import of labor to Shawnee County from neighboring counties. In other words, more and more people are choosing to live in Douglas, Jefferson, Jackson, Osage, and other counties, and commute to work in Shawnee County.

Why is this important? As more and more people continue to work in Shawnee County and live elsewhere, the incomes earned by those employees are exported after each work-day. This significantly diminishes the consumer buying power within Shawnee County. It significantly reduces the property tax base when a growing number of employees live outside the county, and also places a heavier burden on Shawnee County residents to support city and county services through property taxes.

The gap between jobs and workers has been growing steadily over the past decade. In 1991 there was a difference of just less than 11.7% between the number of jobs and the number of people employed. In 2000, this gap had grown to 19.3%. Figure 5 graphically depicts the growing gap between employment by place of work and employment by place of residence.

Figure 5



H. County Population Growth –

Another perspective on the character of Topeka and Shawnee County's economy can be gained through an evaluation of the area's recent population growth. According to the most recently available US Census Bureau data, Shawnee County's population increased by 8,895 residents from 160,976 in 1990 to 169,871 in 2000. This is a total increase of 5.5%, or 0.5% annually.

Projections for future growth vary widely. Natural increase in population (births minus deaths) would result in a 2030 population of about 200,000 persons. In 1992, however, the Kansas Division of Budget published "Kansas Population Projections, 1995-2030." According to these projections, the County's population in 2030 is projected to be 167,000, or fewer residents than in 2000. This declining population estimate would require that all normal natural increases in the County's population, approximately 1,000 per year, leave the county over this 30 year time period, and that no new in-migration occur. These projections were based on the population trend data from 1980 to 1990.

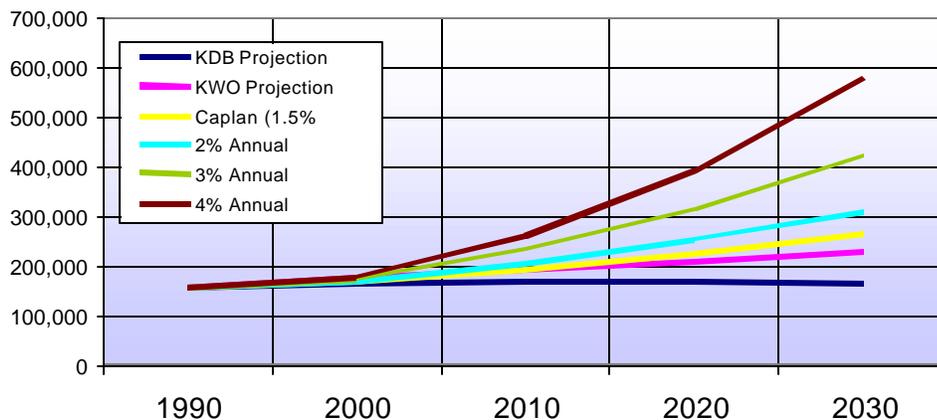
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Recently, the Kansas Water Office has projected Shawnee County's population to reach 230,563 in the year 2030. This growth would equal approximately 60,000 new residents over the 30-year time span, or 0.98 a% increase annually.

In 1999, the Topeka City Council and Shawnee County Commission adopted an economic development strategy outlined by Richard Caplan in the Economic Development Strategy for Topeka and Shawnee County, 1999. In this document, Caplan recommends a growth target of 1.5% annual population increase. This growth rate would result in a county population of 273,000 in the year 2030, or an increment of approximately 100,000 persons. Since this document, and the population growth target established therein, has been adopted by both governing bodies, this figure should be set as a goal for all future planning efforts. Figure 6 illustrates the various population growth scenarios as published by the Kansas Water Office, the Kansas Division of Budget, Richard Caplan, and other growth projections.

Figure 6

Shawnee County Population Projections to 2030



H. Regional Economic and Population Growth –

Topeka and Shawnee County are the center of a larger geographic, economic, and demographic region in northeastern Kansas. The six counties surrounding Shawnee County are the home of tens of thousands of people who work in Topeka and Shawnee County, shop in local retail stores, and attend local cultural and recreational events. The Topeka Performing Arts Center, Heartland Park,

West Ridge Mall, Gage Park, Lake Shawnee, and the Topeka Zoo all serve a client population much larger than Topeka or Shawnee County. Table D summarizes the estimated population growth of the larger Topeka region.

Over 300,000 people live within these counties, where most of the population can reach services and jobs in Shawnee County and Topeka within a 30 minute drive. Although most all of the surrounding counties are growing at a faster rate than Shawnee County in terms of both population and job growth, Shawnee County remains the employment and population hub for this area, accounting for nearly half of the region's population, and nearly 60% of all employment. As the table illustrates, the regional economy has become less concentrated over the past decade, with Shawnee County hosting a smaller percentage of both population and employment. While Shawnee County is growing in terms of both people and jobs, we are doing so at a slower rate than the region as a whole.

Table D

Percent of Total Regional Population and Employment, 1991 and 2000

	Pop 1991	% of Total 1991	Pop 2000	% of Total 2000	Employ 1991	% of Total 1991	Employ 2000*	% of Total 2000
Douglas	82,197	26.6%	99,962	29.2%	37,900	26.2%	49,100	28.2%
Jackson	11,509	3.7%	12,657	3.7%	2,425	1.7%	4,350	2.5%
Jefferson	15,939	5.2%	18,426	5.4%	2,725	1.9%	3,350	1.9%
Osage	15,268	4.9%	16,712	4.9%	3,025	2.1%	4,475	2.6%
Pottawatomie	16,150	5.2%	18,209	5.3%	5,825	4.0%	7,850	4.5%
Wabaunsee	6,575	2.1%	6,885	2.0%	1,125	0.8%	1,375	0.8%
Subtotal	147,638	47.8%	172,851	50.4%	55,016	38.1%	70,500	40.5%
<i>Shawnee</i>	<i>161,341</i>	<i>52.2%</i>	<i>169,871</i>	<i>49.6%</i>	<i>91,400</i>	<i>63.3%</i>	<i>103,400</i>	<i>59.5%</i>
Total	308,979	100.0%	342,722	100.0%	144,425	100.0%	173,900	100.0%

Employment Data: KDHR, Labor Market Information Services
 Non-Farm Wage and Salary Employment, All Industries Annual Averages
 All data reflect Employment by Place of Work.
 * Jefferson and Jackson Counties are 1999 Data

Population Data: US Census Bureau, Population Estimates, 1991-2000

J. Education Levels

Prospective employers considering an area for relocation routinely evaluate the educational levels of the local labor force. Shawnee County offers a well-educated work force. The education attainment of the workforce in Shawnee County is higher than the statewide average. Of the four counties in Kansas with a labor force greater than 100,000, Shawnee county ranks second in the percentage of adults with at least a high school education and second in percentage of adults with a college degree.

Table E
Education Attainment in Urban Counties in Kansas

	High School Graduates	College Graduates
Johnson County	92.9%	40.0%
Shawnee County	84.4%	22.3%
Sedgwick County	82.4%	22.2%
Kansas	81.3%	21.2%
Wyandotte County	69.9%	10.3%

Source: U.S. Census Bureau, 1990

Section II. Topeka-Shawnee County Development Opportunities

In order to evaluate the growth potential of the economy, several key elements of the labor market and structure of the local economy have been evaluated. These elements are:

- Topeka and Shawnee County's employment history.
- Topeka and Shawnee County's current employment composition.
- A comparison of population and employment growth trends for Shawnee County, the region, and the State.
- Projected population growth, and employment growth for each major employment category through the year 2005;
- A comparison of wage rates for specific industry sectors.
- Education levels for Shawnee County workers.

These factors, taken together, will permit the identification of those businesses and industries that have the most potential for strengthening our economy.

I. Local Industrial Employment and Wage Analysis -

The analysis in this section serves to identify specific industries that are considered fundamental to the Topeka and Shawnee County economy. To identify these industries, all industrial sectors were compared with regard to current levels of employment, growth potential, and the average wages paid. To qualify as fundamental to our economy, a given industry must represent a significant proportion of Shawnee County's current employment base. This sector should also be recognized as one having potential for future growth, and should also pay higher than average wages for the county as a whole.

According to these criteria, specific industries within the Manufacturing, Transportation, Communications and Public Utilities, Finance, Insurance and Real Estate, and Services sectors have been identified as strengths within the Topeka and Shawnee County economy.

The following analysis will serve to explain the rationale in identifying these choices.

- A. Manufacturing:** Economic development theory and practice across the U.S. has found that the manufacturing sector of the economy, the jobs and services that produce new goods and products for local consumption and export to other markets, is the primary source of production of new wealth in an economy. New jobs in this sector, and related new or additional products that are sold elsewhere import new money into the economy, and generate additional "spin-off" jobs and economic activity designed to support these basic or primary industry jobs.

Manufacturing in Shawnee County is the third largest non-governmental sector of the economy, comprising approximately 9.4% of the workforce. According to growth projections, this sector is expected to grow approximately 11% by the year 2006. Additionally, businesses in manufacturing pay an average wage 138% greater than the county as a whole. These factors collectively make this industrial sector a strength in Shawnee County.

Within the general classification of *manufacturing* are particular industries that emerge as specific strengths, and are recognized as being among the largest employers in the County. These specific industry sectors within manufacturing are Rubber and Miscellaneous Plastics (e.g. Goodyear Tire and Rubber), Printing and Publishing (e.g. Jostens), and Food and Kindred Products (e.g. Frito Lay, Reeser's, Hill's Pet Products). Table F lists the levels of employment and average wages for each manufacturing sector in Shawnee County. Those industries identified as strengths are highlighted in bold.

Table F

Manufacturing Employment and Wages, Shawnee County, 1999

SIC Code	Industry Description	Employment	Percent of Total Employment	Average Annual Wages	Percent of County Average Wage
20	Food & Kindred Products	2607	26%	\$ 45,073	158%
21	Tobacco	0	0%	\$ -	0%
22	Textiles	0	0%	\$ -	0%
23	Apparel	D	D	D	D
24	Lumber	104	1%	\$ 20,418	72%
25	Furniture	66	1%	\$ 32,728	115%
26	Paper	D	D	D	D
27	Printing-Publishing	3013	31%	\$ 30,021	105%
28	Chemicals	9	0%	\$ 6,617	23%
29	Petro-Coal	0	0%	\$ -	0%
30	Rubber- Misc. Plastics	2171*	22%	D	D
31	Leather	0	0%	\$ -	0%
32	Stone-Clay-Glass	268	3%	\$ 32,005	112%
33	Primary Metals	330	3%	\$ 37,078	130%
34	Fabricated Metals	157	2%	\$ 33,609	118%
35	Ind Com Mach & Compnr	308	3%	\$ 32,274	113%
36	Electronic Equipment	14	0%	\$ 21,776	77%
37	Transportation Equipment	193	2%	\$ 30,091	106%
38	Instruments	201	2%	\$ 29,181	103%
39	Misc. Manufacturing	14	0%	\$ 20,895	73%
	Total Manufacturing Employment	9867	100%	\$ 39,256	138%

* Based on percentage employment in Rubber and Misc. Plastics as reported in Kansas Manufacturers Directory, 1998.

D -Suppressed Data

Source: KDHR, Labor Market Information Services, August 2001

- B. Transportation, Communications, and Utilities:** This sector, while not a large component of the overall employment base, is none-the-less recognized as a local strength to our economy principally because of the wages paid by this sector, and its potential for growth. Transportation, Communications, and Utilities comprise only 6% of total employment, which classifies as the fifth largest industrial sector in Shawnee County. However, growth of this sector in northeast Kansas over the next five years is expected to reach 11.6%. This sector also pays exceptionally high wages, paying 157% of the average wage for the county as a whole.

Comprising this sector in Shawnee County, specifically, are the trucking and warehousing industries, communications, and electrical, gas, and sanitary services. The strength of these industries in Shawnee County is primarily a reflection of the presence of Southwestern Bell Telephone and Western Resources. Table G lists the specific industrial sectors within this general category, along with employment and wage levels for the year 1999. Those industries identified as strengths are highlighted in bold.

Table G
Transportation, Communications, and Utilities Employment and Wages
Shawnee County, 1999

SIC Code	Industry Description	Employment	Percent of Total Employment	Average Annual Wages	Percent of County Average Wage
41	Local-Urban Transportation	D	D	D	D
42	Trucking-Warehousing	816	20%	\$ 25,721	90%
44	Water Transportation	0	0%	\$ -	0%
45	Air Transportation	261	6%	\$ 35,460	125%
46	Pipelines (ex. Natural Gas)	D	D	D	D
47	Transportation Services	119	3%	\$ 22,050	77%
48	Communications	1153	29%	\$ 43,895	154%
49	Electrical-Gas-Sanitary Services	942	23%	\$ 78,108	274%
	Total TCU Employment and Wages	4024	100%	\$ 44,718	157%

It should be noted that employment and wages for rail transportation are not reported to either the State or Federal governments, and therefore are not included in the table above. However, according to the Topeka Chamber of Commerce, the Burlington Northern Santa Fe Railroad employs approximately 2100 workers in Shawnee County. This figure would rank rail transportation as the single largest industry within the larger classification of Transportation, Communications, and Utilities. No estimate is available for average wages for this industry.

- C. **Finance, Insurance, and Real Estate:** Finance, Insurance, and Real Estate (FIRE) is another sector that is not a large base of employment in Shawnee County, but one that, none-the-less, contains individual strengths based on growth potential and average annual wages. The sector as a whole comprises only 6.6% of all employment in Shawnee County, but is predicted to achieve growth of 13.3% over the next five years. This sector also pays wages on average 122% higher than the county as a whole.

Two specific industry classifications within this sector would be considered strengths based on the criteria of high employment levels, growth potential, and high wages. These industries are Insurance Carriers, and Depository Institutions. Although the Real Estate industry has a substantial employment base, the average wage for this industry is significantly lower than the county average, and therefore is not considered to be a strength of our local economy. Table H lists detailed employment and wage levels for the Finance, Insurance, and Real Estate sector for the year 1999. Those industries identified as strengths are highlighted in bold.

Table H
Finance, Insurance, and Real Estate Employment and Wages
Shawnee County, 1999

SIC Code	Industry Description	Employment	Percent of Total Employment	Average Annual Wages	Percent of County Average Wage
60	Depository Institutions	1421	21%	\$ 30,334	107%
61	Non-Depository Institutions	226	3%	\$ 45,447	160%
62	Securities, Commerce, and Brokerage Services	212	3%	\$ 62,815	221%
63	Insurance Carriers	2731	41%	\$ 37,437	132%
64	Insurance Agents-Brokers	548	8%	\$ 32,671	115%
65	Real Estate	1094	16%	\$ 10,140	36%
67	Holdings and Investments	432	6%	\$ 51,335	180%
	Total Employment and Wages	6668	100%	\$ 34,650	122%

D -Supressed Data

Source: KDHR, Labor Market Information Services, August 2001

- D. **Services:** The Service sector covers a broad range of occupational categories, ranging from executives, managers, and technical workers to amusement workers, house cleaners, and barbers. Because of the tremendous diversity of the occupations within this sector, wages and employment levels will be varied.

Overall, services account for nearly 1/3rd of all employment in Shawnee County, and are forecast for growth of nearly 20% within the next five years. However, average wages for this sector as a whole lag behind the average wages for the county as a whole (86%).

Although the low average annual wages for this sector as a whole could be considered a weakness in our economy, the sheer breadth of employment opportunities, and the presence of several high wage occupations within this sector, classify Services as an overall strength for Shawnee County.

By far, the largest single industry within the Services classification is Health Services. Topeka is home to several regional hospitals, including Stormont-Vail, St. Francis, and the Veteran's Administration Hospital, and the Kansas Neurological Institute. Wages for this industry are also higher than average for the county as a whole, amounting to \$31,145, or 109% of the county average.

It should be noted, however, that employment in this industry has declined in recent years with the closure of the Topeka State Mental Hospital, Memorial Hospital, Parkview Hospital, and layoffs in anticipation of the closure of the Menninger Foundation. Even so, the aging of our population will place a heavier burden on health services employment, albeit in less centralized locations.

Table I lists specific employment and wage data for the Service Sector for the year 1999. Those industries considered local strengths have been highlighted in bold.

Table I
Services Employment and Wages, Shawnee County, 1999

SIC Code	Industry Description	Employment	Percent of Total Employment	Average Annual Wages	Percent of County Average Wage
70	Hotels & Lodging	601	2%	\$ 13,399	47%
72	personal Services	1,069	4%	\$ 17,479	61%
73	Business Services	5,825	20%	\$ 19,398	68%
75	Auto Repair Services	688	2%	\$ 22,410	79%
76	Misc. Repair Services	459	2%	\$ 29,603	104%
78	Motion Pictures	228	1%	\$ 6,497	23%
79	Amusement & Rec Services	775	3%	\$ 10,044	35%
80	Health Services	10,705	37%	\$ 31,145	109%
81	Legal Services	794	3%	\$ 31,799	112%
82	Educational Services	442	2%	\$ 21,399	75%
83	Social Services	3,581	12%	\$ 15,145	53%
84	Museums, Zoos, etc.	D	D	D	D
86	Membership Organizations	1,574	5%	\$ 22,703	80%
87	Eng, Acct, Resrch, Mgt	1,775	6%	\$ 35,138	123%
88	Private Household	115	0%	\$ 10,526	37%
89	Service NEC	D	D	D	D
	Total	28,673	100%	\$ 24,420	86%

D -Supressed Data

Source: KDHR, Labor Market Information Services, August 2001

II. State of Kansas Target Industries: The State of Kansas, Department of Commerce and Housing published a "Target Industry Study" in June 1998. This analysis identified seven major industry groups most appropriate for Kansas to target its recruitment and expansion efforts. Most of these industry groups are represented in Topeka and Shawnee County, and should have a high priority in new recruitment efforts. These specific industry targets are:

- Value Added Agricultural Products
- Plastics
- Trucking and Warehousing
- Administrative Service Centers
- Aircraft Parts and Equipment
- Call Centers
- Distribution

III. **Profile of Topeka's Industrial Strengths and Opportunities:** The preceding discussion in this Chapter has focused on current employment levels, projected growth in each employment sector, average wages, and State of Kansas recruitment targets. Based on an analysis of these factors, Shawnee County's economy can be evaluated in terms of current strengths and relative value to our economy. By understanding these foundations, strategies can then be developed for targeting specific industries for recruitment or expansion.

Sifting through the preceding data, several specific industries emerge as being basic to our economy. It should be noted that State targets, such as Administrative and Distribution Centers, are not industry specific classifications, but rather are business functions relating to these classifications. For example, administration centers would include the local corporate headquarters for both Western Resources and Hill's Pet Products. However, Western Resources is specifically classified as Electrical, Gas, and Sanitary Services, while Hill's Pet Products is classified under Food and Kindred Products. Similarly, a significant portion of Payless ShoeSource is classified under Trucking and Warehousing, and not under Distribution, as reflected by the State list of targeted industries.

Therefore, while the following table does not reflect a significant number of local industries that match State targets, it should be remembered that many of the existing industries in Topeka can be considered State targets since the State targets pertain to a business function and not a specific industry classification. Table I lists these industries, and evaluates each according to the criteria preceding in this chapter.

Table I
Topeka Industry Strengths and Opportunities Profile

Industry	State Target	Local Strength	Industry Growth	Wage Rates
Food & Kindred Products	YES	HIGH	Moderate	HIGH
Printing and Publishing	YES	HIGH	Moderate	HIGH
Rubber & Misc. Plastics	YES	HIGH	Moderate	HIGH
Trucking & Warehousing	YES	Moderate	Moderate	Low
Communications	No	HIGH	Moderate	HIGH
Electric-Gas-Sanitary Services	No	HIGH	Moderate	HIGH
Depository Institutions	No	Moderate	Moderate	Moderate
Insurance Carriers	No	HIGH	HIGH	HIGH
Health Services	No	HIGH	HIGH	Moderate
Eng, Acct, Rsrch, & Mgt	no	Moderate	moderate	HIGH

Section III. The Physical Framework of Economic Development

Once the structure of our economy has been examined, and the strengths, weaknesses, emerging trends, and opportunities of our local economy have been determined, the next key component in the planning process is to identify our community's physical resources to accommodate desired growth objectives. In order to recruit new businesses, or encourage existing business to expand, we must have ready and available land resources to accommodate the growth of private industry.

To this end, there are several key factors that need to be considered when choosing land for a variety of commercial, office, technology, or industrial development. These factors can be generalized as location, zoning, infrastructure, and specific land use suitability criteria. The following is a discussion of each of these factors.

1. **Location:** There is a cliché in real estate that the three most important factors in determining where to open a business are location, location, and location. Of course, the best location for any given business depends on the type of business being opened. Commercial retail businesses need visibility and ease of access for customers. Industrial businesses need flat land to accommodate expansion and access to highways and rail transportation become key factors. For other businesses, such as call centers and administrative offices, ease of access is important, not from the customer perspective, but from the workers perspective. In addition, natural land features (topography, wetlands, soils, etc.) and land assemblage requirements must be factored into the cost of new development. In summary, a variety of properties must be available for all types of businesses as a part of a successful economic development effort.
2. **Zoning:** The zoning of property plays a pivotal role in a business's location decision. Businesses looking to expand want to follow the path of least resistance in selecting their expansion or relocation site. If land is not zoned appropriately to accommodate the needs of a particular business, the business can either enter the arduous process of rezoning the property with no guarantees of success, or simply look elsewhere. For a community that wishes to grow, it is paramount that land be made available that presents few or no obstacles in the process of business relocation or expansion.
3. **Infrastructure:** If land is available in a suitable location and is zoned appropriately, it must still be determined if the physical infrastructure is adequate to meet the demands of the business or industry. Physical infrastructure can take many forms. Sewer and water service must be available and have the capacity to meet the current and future needs. Roads must be in place to connect the available land to the community and the highway system. For many businesses, air and rail transportation are also of paramount importance. And, as technology continues to develop, it is also increasingly important, particularly in the case of administrative centers and call centers, that infrastructure for telecommunications and fiber optics be in place to allow these businesses to communicate with the rest of the world.
4. **Land Use Suitability:** A major factor in determining location for many businesses is image. For many businesses, the public presence, or atmosphere for their development site is as important as the location of the site adjacent to a major highway or airport. For these businesses, assurances must be guaranteed that other inappropriate land uses will not be built next door. These businesses require a clean, upscale, corporate setting for their development that assures high quality amenities such as landscaping, pedestrian accommodations, and certain conveniences for employees and customers. Such a setting must necessarily preclude most, if not all, heavier industrial land uses which could pose a nuisance to surrounding properties.

The City of Topeka and Shawnee County currently have vast areas of land available for development with potential to meet or surpass the needs of businesses looking to expand or relocate. However, as will be discussed in this chapter, each area has limitations in at least one of the factors listed above. Most of the thousands of acres of undeveloped industrial land adjacent to the city of Topeka do not have adequate sewer or water service, nor adequate roads to support extensive commercial or industrial development. All targeted potential development areas for heavier industrial/business parks are depicted on Map 1. All other known existing and potential business/office parks are shown on Map 8.

A. EXISTING AND POTENTIAL COMMERCE PARK/INDUSTRIAL AREAS:

1. NORTHWEST TOPEKA –

Location:

The Northwest Area consists of approximately 2,053 acres, and includes the intersection of US Highway 75 and US Highway 24 in unincorporated Shawnee County, and land north of Lower Silver Lake Road west of US Highway 75. The northeast, northwest, and southwest quadrants of this intersection are located in unincorporated Shawnee County. Only the southeast quadrant is located within the corporate limits of the City of Topeka. There are no contiguous areas greater than 250 acres.

Zoning:

Approximately 80% of this area is zoned for industrial land uses. Approximately 44% of the area is considered vacant, although a considerable percentage of the area is currently being used for agricultural purposes. Less than half of the area (522 acres) is developed for existing industrial and commercial uses. Existing commercial and industrial businesses in the area include Goodyear Tire and Rubber, Payless Shoe Source, Payless Cashways, and Heinz Foods. However, most of the land in unincorporated Shawnee County that is zoned for industrial use is currently undeveloped, primarily due to inadequate utilities, and the relatively small size of individual parcels.

Infrastructure:

The estimated cost of upgrading the existing sewer lines to adequately serve the entire area is approximately \$4.15 million. Water line extensions would also be required for an area along 25th Street from NW Button Road to NW Menoken Road, at an estimated cost of \$1.57 million. Extension of sewer interceptor lines to service the area are estimated to cost an additional \$3.12 million. Plenty of sewer capacity exists in the North Topeka Treatment Plant which is operating at half of its 12 million gallon per day capacity. Rail service is offered in the southwest portion of this area.

Land Use Suitability:

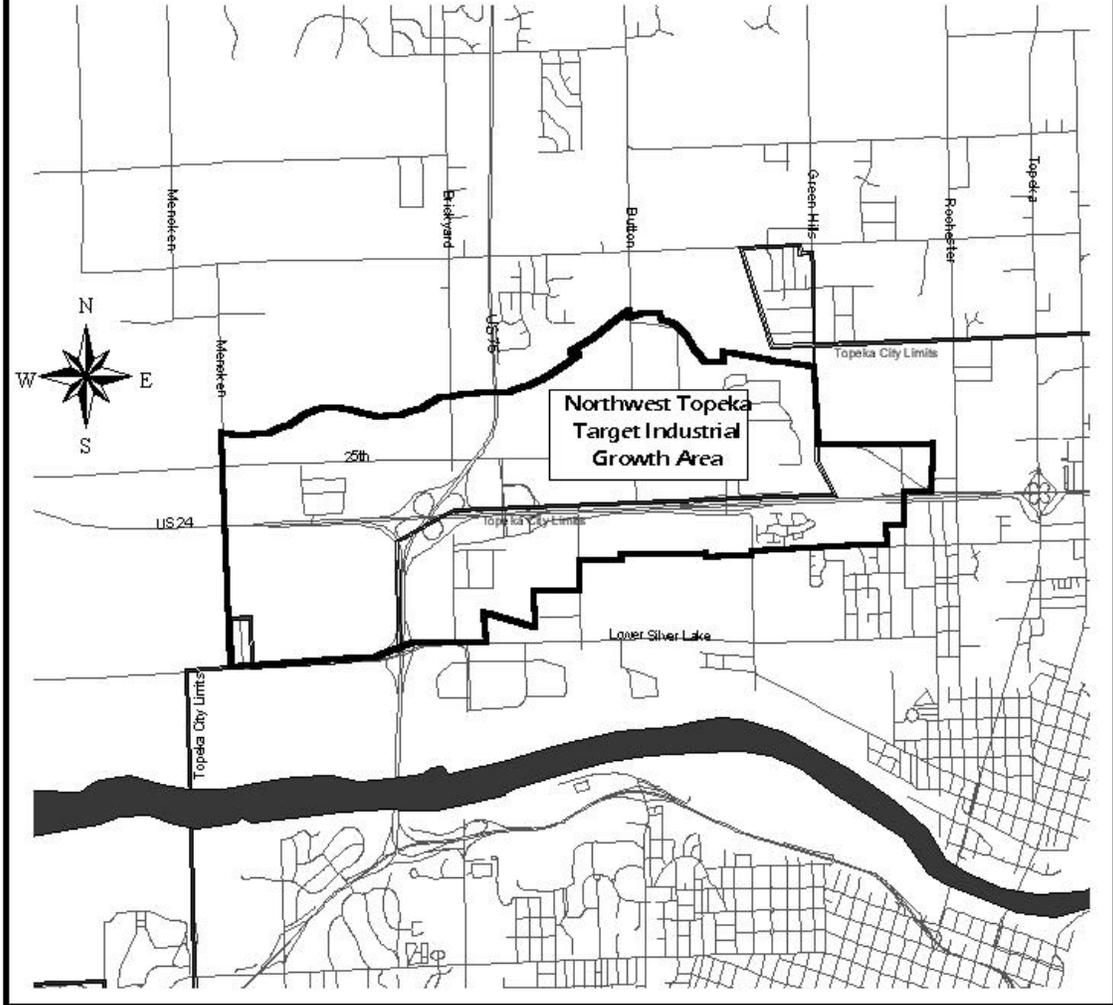
This target growth area is on the fringe of the urbanized limit of the city of Topeka. Several industrial sites within this area are presently developed. While adequate land is present for the development of a corporate office campus, the general character of existing businesses and industries in the area tends toward further development of independent manufacturing, assembly, processing, and warehousing and distribution facilities.

Summary:

While this area has great potential for development, most of the land is divided into 203 separate parcels, most of which are 30 acres or less. Larger scale industrial development will require consolidation of several parcels from several property owners, as well as the extension of sewer and water lines. In addition, only $\frac{1}{4}$ of this area is annexed into the City of Topeka, and an equal amount of land is currently un-platted. Most of the southwest portion of this area is within a 100-year floodplain and would need additional berming.

However, this area is the largest of the industrial target areas discussed in this plan, and offers tremendous potential for development due to its location along two highways, and its ease of access to I-70. In addition, there are no topographical barriers to overcome making the physical development of this area much easier than several other areas presented in this plan.

Map 2 Northwest Topeka Target Industrial Growth Area



2. KANZA BUSINESS AND TECHNOLOGY PARK –

Location:

The State of Kansas is developing the former State Mental Hospital grounds as a mixed use business, industrial, and recreational campus. The site is approximately 270 acres located along I-70 between SW Gage Boulevard and SW MacVicar Street.

Zoning:

The zoning on the property currently allows for a master-planned mixed-use business park within the interior of the area, with light warehousing and neighborhood commercial at certain locations around the perimeter. A 501 School District sports complex is also planned for an interior section along SW 6th Street and Oakley.

Infrastructure:

Full Development of the property will require reconstruction of the interior roadways and utility services at a projected cost exceeding \$1 million. Expansion of the perimeter roads will also be necessary to accommodate the anticipated traffic volume of the park at full development. The expansion of SW 6th Street is estimated to cost approximately \$4 million. Likewise, the expansion of SW MacVicar Street is also anticipated to cost approximately \$2.7 million. The site also contains several obsolete structures, the demolitions of which is expected to add an additional \$1 million to total pre-development costs. Total infrastructure and site preparation costs of the Kanza Business and Technology Park are expected to total at least \$9 million.

Land Use Suitability:

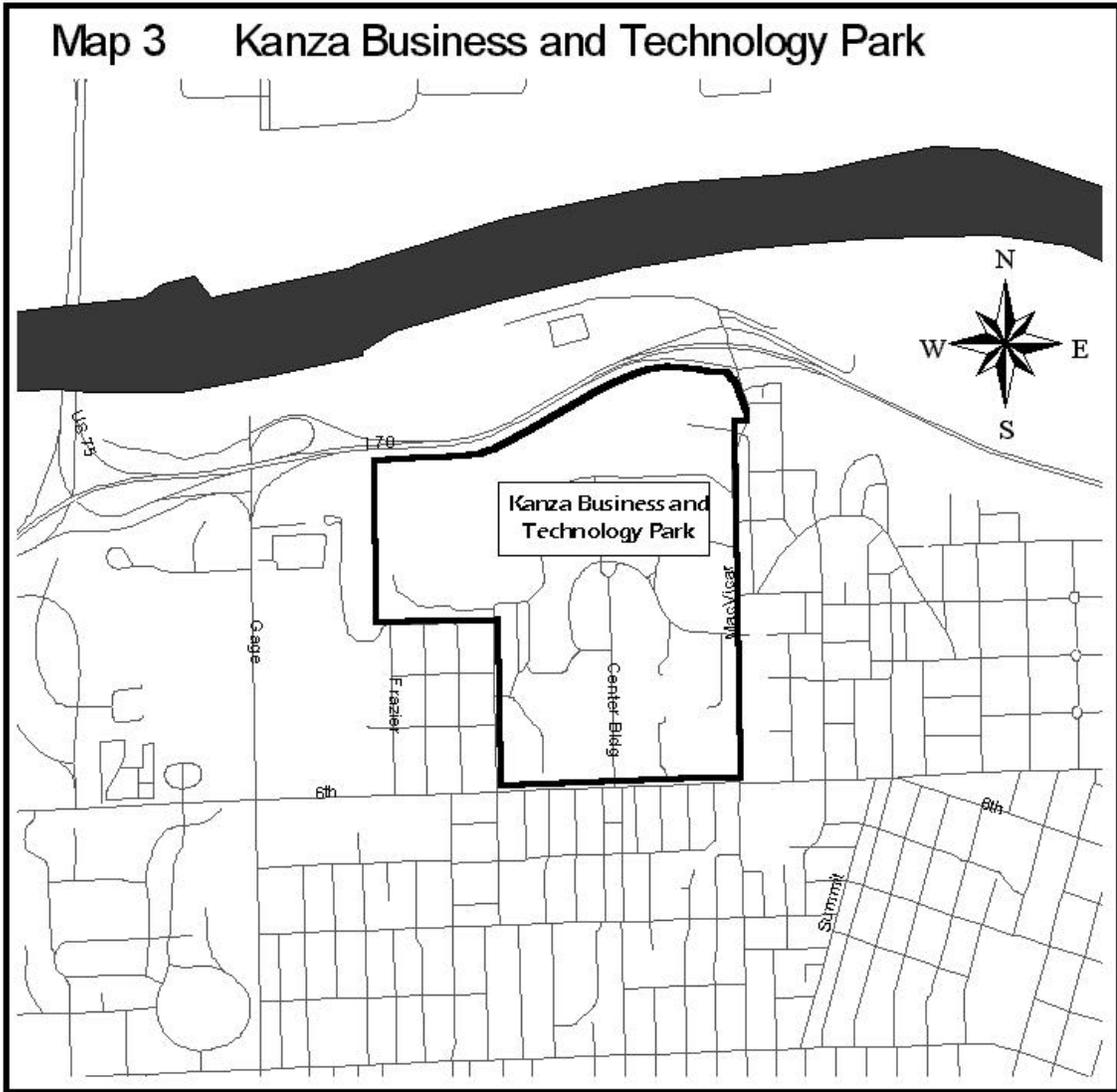
This site is the former location of the Kansas State Mental Hospital, and is characterized by vast open spaces with spacious lawns, and mature hardwood trees. Due to the former use of this site as a campus hospital facility, the character of the site lends itself extremely well for development of corporate offices or a research campus facility

Summary:

A major factor heavily favoring the development of this site over other sites in the County is the fact that the Kanza Business and Technology Park is owned by the State of Kansas and not by dozens of separate landowners. Single ownership of the property makes assemblage of land much easier than other industrial sites in the County.

The site also benefits from a central location with high visibility and easy access to I-70 and US Highway 75. The site is also heavily landscaped with mature trees and open green-spaces, and would be a favored choice for companies looking for a premier campus-type business environment.

Map 3 Kanza Business and Technology Park



3. OAKLAND EXPRESSWAY –

Location:

The Kansas Department of Transportation has recently completed work on the Oakland Expressway along the city's eastern boundary. The Expressway connects I-70 to the south, and US Highway 24 and State Highway K-4 to the north of the Topeka corporate limits. This new corridor presents extensive longer-term opportunities for economic development. At the northern end of the Expressway lies Phillip-Billard Airport, a small full service facility serving mostly local air traffic. The Airport possesses approximately 75-100 acres of land that could be developed for commercial and industrial uses. Sewer and water lines are currently available to the site.

Zoning:

An additional 270 acres of undeveloped land, zoned for industrial purposes, lies adjacent to the east and north of the airport. There are approximately 300 acres of land zoned for industrial purposes in the vicinity of the Oakland Expressway and Seward Avenue intersection. North of the airport lies an area totaling nearly approximately 100 acres that is undeveloped and is above the Kansas River flood plain. This land, however, is not zoned for commercial or industrial land uses and is not serviced by City water or sewer connections.

A central portion of the Oakland Expressway lies south of Seward Avenue and north of the Shunganunga Creek. This area is approximately 200 acres, most of which is zoned for industrial purposes. This area is not, however, connected to the City sewer or water systems.

South of the Creek and adjacent to the US Highway 40 interchange with the Oakland Expressway lies an area that encompasses about 500 acres along both sides of the Expressway to its interchange with I-70. Most of this land is zoned for residential purposes, but could be developed for commercial or industrial uses, particularly to the east of the Expressway.

Infrastructure:

Provision of utility services to all of these areas is expected to be costly. Approximately \$7 million would be needed for a new water tower and water transmission lines, plus an additional \$4.8 million to extend water mains throughout the Oakland Expressway corridor. Sewer main extensions would also be needed, totaling \$6.6 million to service the entire area, split between two lines, both north and south of the Shunganunga Creek.

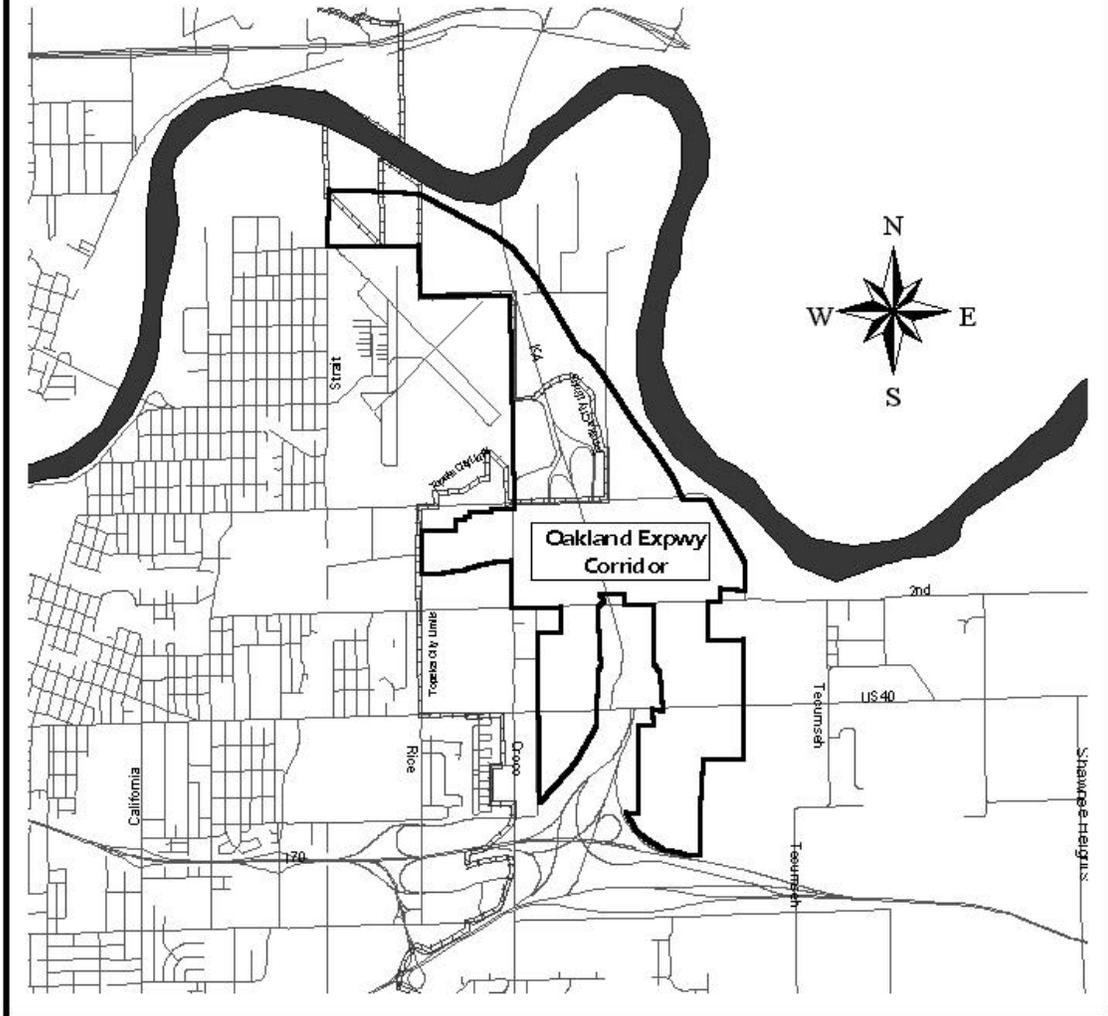
Land Use Suitability:

This site possesses many positive qualities for the development of warehousing and distribution facilities. Chief among these qualities is the area's location adjacent to a full service airport and immediate access to US Highways 40, 24, and 75, and Interstate Highway 70. Most of the land in this area is in agricultural use at the present time and could be developed for a multitude of independent industrial or other business uses.

Summary:

Total pre-development costs for this area is approximately \$18 million which does not even include roads. However, portions of the area could be served in a phased pattern north or south of the Shunganunga Creek. \$7 million in water improvements by the City of Topeka need to be undertaken before any services can be extended into the Oakland Expressway Corridor.

Map 4 Oakland Expressway Target Industrial Growth Area



4. SOUTH TOPEKA –

Location:

This area is generally bounded by the Kansas Turnpike on the west, SW 44th Street on the north, Topeka Boulevard on the east, and SW 57th Street on the south. This area offers several advantages for the development of industrial uses over other areas in Shawnee County. Access to US Highway 75 and Interstate Highways 335 and 470 are located at the north end of the industrial area. In addition, air access is available via Forbes Field, which is located just south of the area. Rail access is also located just to the west and parallel to SW Topeka Boulevard. There are currently several industrial businesses located in the area, including Frito-Lay.

It should be noted, however, that several recent distribution and industrial prospects viewed this area negatively due to lower quality industrial and mobile home park uses located along SW Topeka Boulevard and SW 57th Street.

Zoning:

Currently, there are over 1200 acres of vacant land zoned for industrial development in this area. Less than 5% of the area has been developed with scattered industrial and warehouse uses. Major existing concentrations of industrial uses are located along SW Topeka Boulevard south of SW 49th Street.

Infrastructure:

The area is served by several sewer lines extending south along the south branch of the Shunganunga Creek and just west of SW Topeka Boulevard. Water lines are also extended between SW Burlingame Road and SW Topeka Boulevard along both SW 49th Street and SW 57th Street. Most of the land in this area is readily developable.

Land Use Suitability:

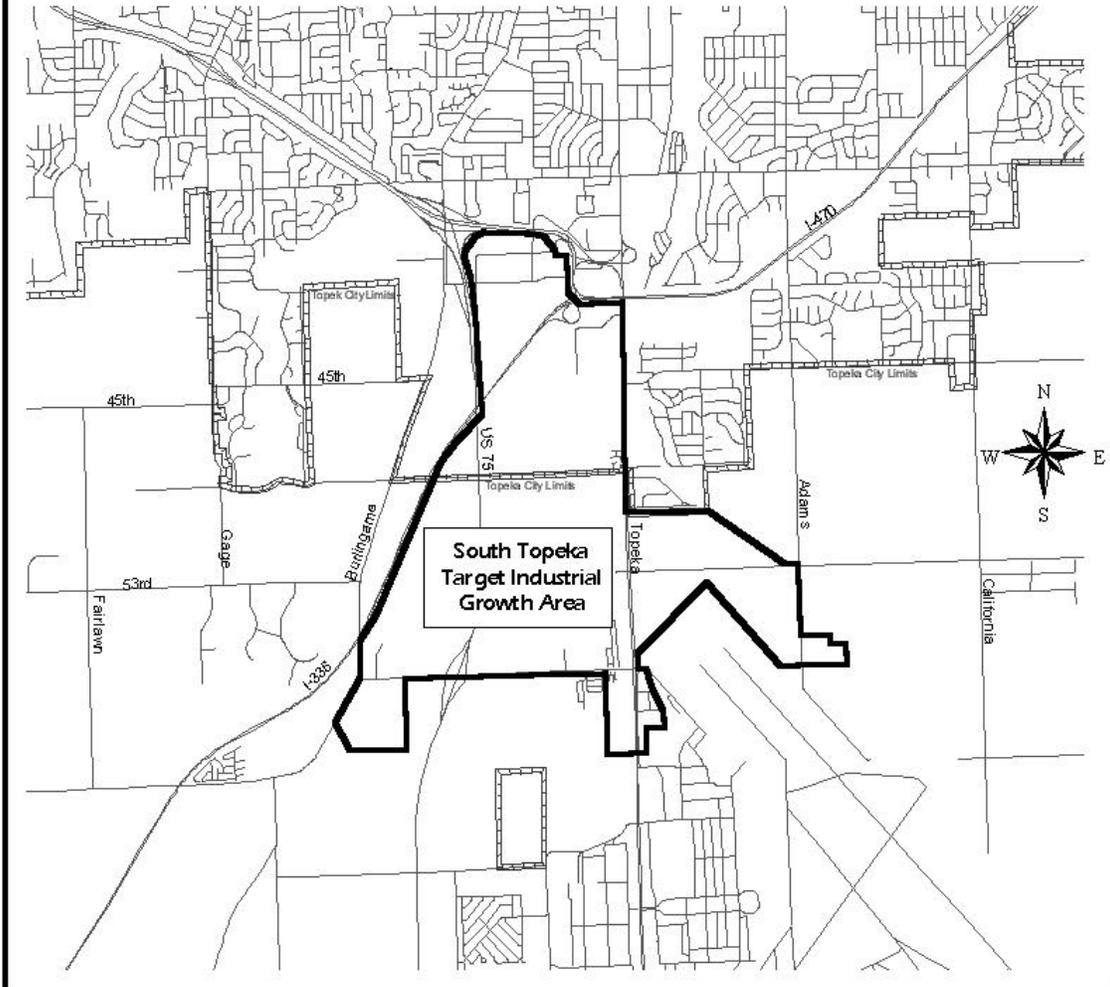
The area along Topeka Boulevard extending south from the City of Topeka contains several remnant qualities from the use of Forbes Field as a military air base. Specifically, this area is the location of several adult oriented businesses including adult book and video stores and nude dancing clubs. Several prospective businesses looking at property west of SW Topeka Boulevard and north of SW 57th Street have indicated that the presence of these businesses and several aging mobile home parks have influenced them not to locate their business in Topeka. If this area is to develop into a major industrial/commerce development area, the quality of appearance of South Topeka Boulevard will need to be addressed.

Summary:

The major obstacle to development of this area is the lack of access to available sites. Access to the area is generally available by the interchange of South US 75 Highway and SW 57th Street. SW 49th Street also connects SW Burlingame Road and SW Topeka Boulevard, but this road is not paved. There are also no roads built in a north/south alignment between SW Burlingame Road and SW Topeka Boulevard. Major stream valleys also cross the area, further restricting access.

Development of a 4-lane arterial road along SW 49th Street between SW Burlingame Road and SW Topeka Boulevard would cost approximately \$3 million. A north/south arterial connecting SW 49th Street and SW 57th Street would cost approximately \$2 million. Two significant stream valleys will impact development in the northern and southwestern portions of the area.

Map 5 South Topeka Target Industrial Growth Area



5. FORBES FIELD –

Location:

The industrial development area adjacent to Forbes Field, which is owned by the Metropolitan Topeka Airport Authority, is currently partially developed with several businesses, together employing more than 2000 workers. There are approximately 370 acres of developable land east of SW Topeka Boulevard, south of the airport runways, and north of Heartland Park raceway. This area is also equipped with both sewer and water service.

Zoning:

The South Topeka target industrial growth area consists of approximately 1,016 acres. All of the property in this area is already zoned for industrial development. Approximately ½ of this area is currently vacant, and another 50% of the area is annexed to the City of Topeka.

Infrastructure:

Approximately 300 acres of vacant land near sewer and water mains lie in the immediate Forbes Field industrial area. The entire Forbes Field area consists of just over 1000 acres. Full pre-development costs to extend water and sewer service to the entire area are estimated at \$1 million.

Land Use Suitability:

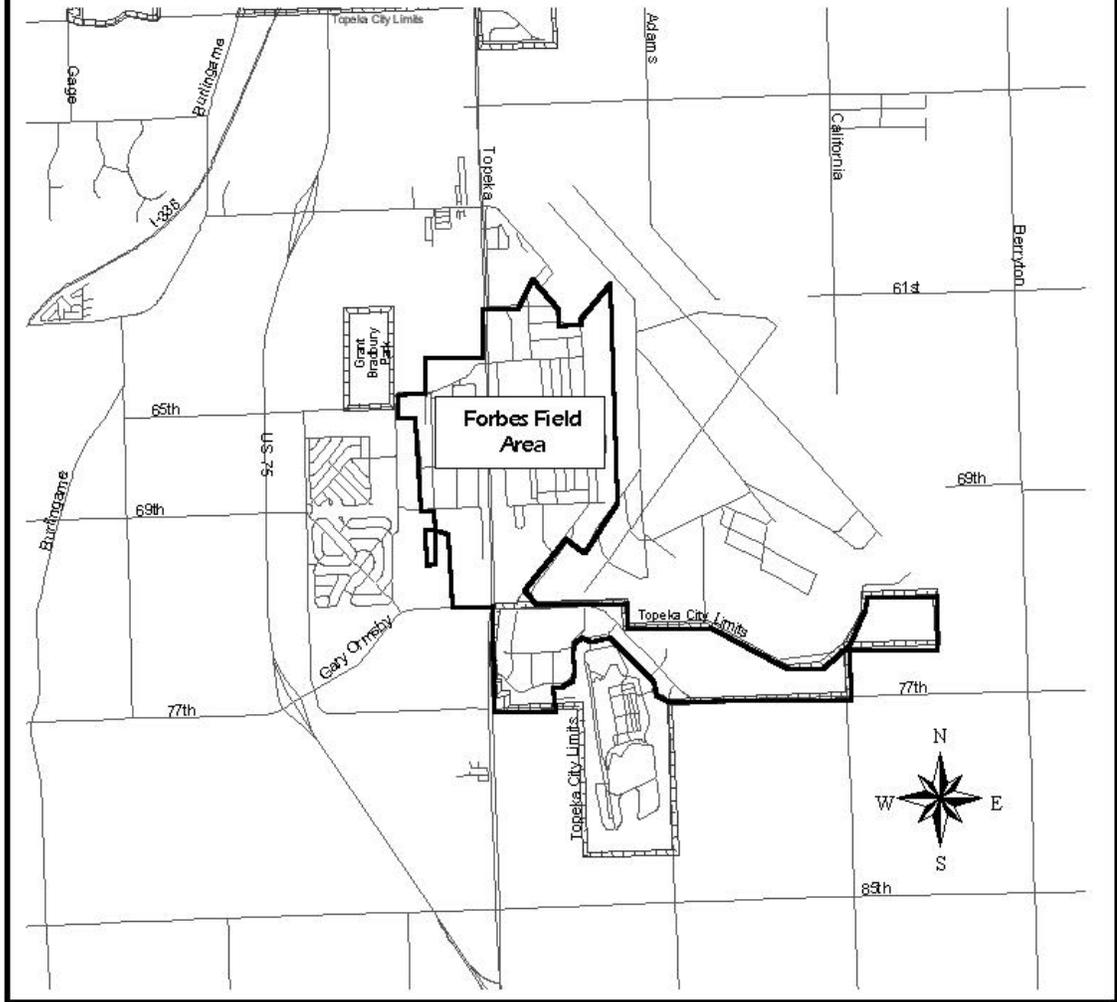
This site is extremely well located adjacent to major highways and rail and air transportation links. The site is only partially developed and substantial acreage is still available for additional businesses. The area was initially developed as an air base and still retains much of the character and appearance of a campus/military facility. Some demolition of vacant military housing would be required in some areas to clear ground for new facilities. This site is suitable for nearly all types of businesses and industrial development, from corporate headquarters, to manufacturing facilities, to warehousing and distribution centers.

Summary:

Full development of this area, has been constrained for several decades by the Airport Authority's federally required policy of only allowing ground leases for development. An initiative was recently completed, however, to rescind the sales restriction on Forbes Field property. This action should be extremely beneficial toward the further development of the Forbes Field area.

This site also requires minimal extensions of municipal services and other infrastructure improvements. Approximately half of the property is vacant, platted, and annexed. This site offers the fewest obstacles for immediate development of all potential growth areas.

Map 6 Forbes Field Industrial Growth Area



6. SW 77th STREET AREA

Location:

This area is located west of SW Topeka Boulevard, north and south of SW 77th Street. An interchange connecting US Highway 75 and S. Topeka Boulevard has been completed, dubbed Gary Ormsby Drive. This new drive provides direct access from US Highway 75 to South Topeka Boulevard, and Forbes Field and Heartland Park.

Zoning:

This area contains approximately 1700 acres, only 22 of which is zoned for industrial purposes. The remaining acreage is zoned for rural agricultural land uses. However, the entire area could be rezoned for industrial uses when sewer and water lines are extended to the area.

Infrastructure:

Water service to the area would require the construction of a new water tower and feeder water mains from S. Topeka Boulevard. Total cost of extending water service to create a "south pressure zone" for the area is estimated at \$5.6 million.

Sewer service would require an interceptor extension south of Montara at an estimated cost of \$4.2 million. Total predevelopment costs for this area are expected to reach approximately \$10 million.

Land Use Suitability:

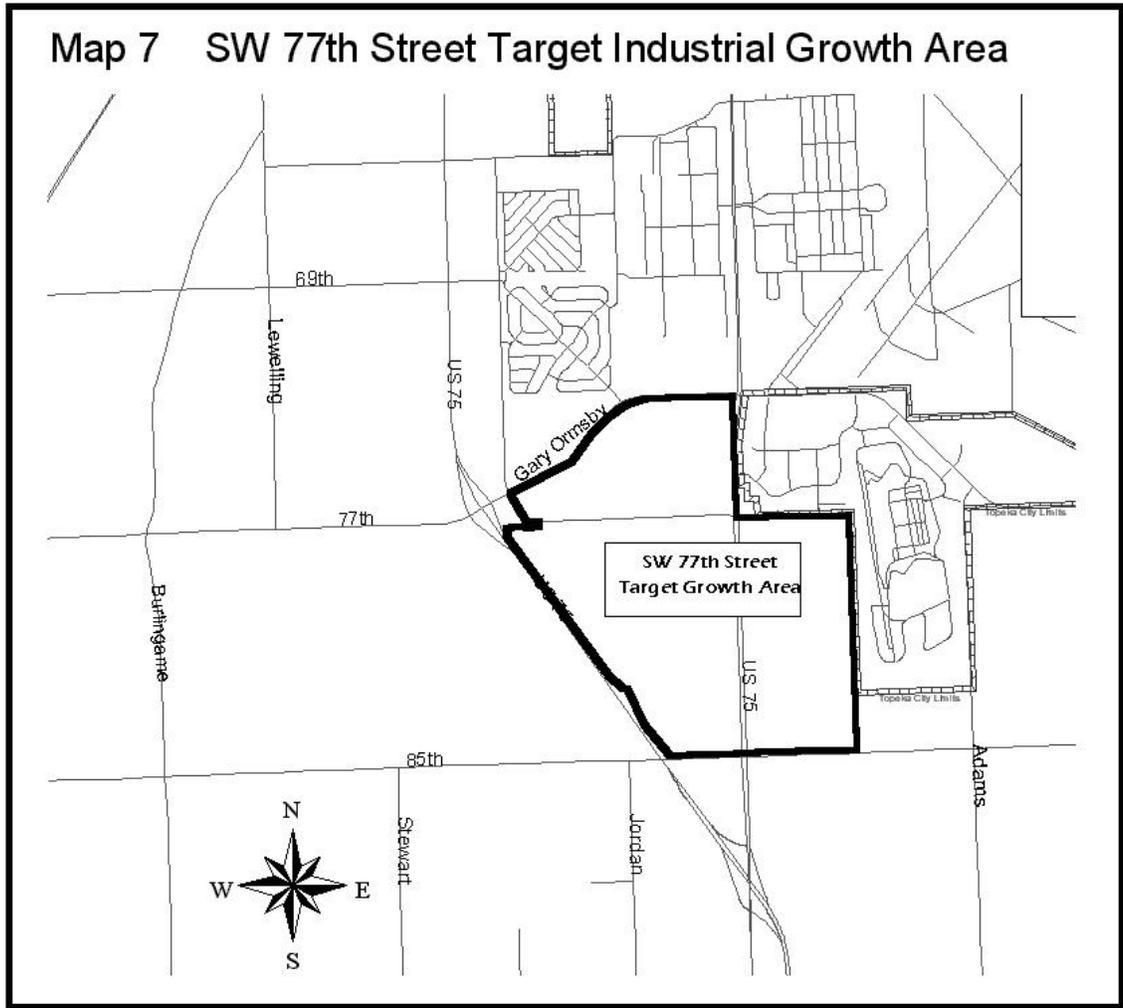
This area is almost entirely undeveloped, but could be suitable for nearly all types of business or industrial development. Direct highway access to the area is excellent, with air and rail transportation links nearby. However, very little of the land is currently platted, and none is annexed. All municipal services must also be extended to the area before development can occur.

This site is also the most distant to the current corporate limits of the City of Topeka. As such, it would demand the greatest commute for employees who live in the City of Topeka, and would exacerbate the dilution of Topeka's employment base away from the City of Topeka. While this site is available, development of the area should occur only when other target growth areas have reached capacity.

Summary:

This area is suitably located with easy access from US Highway 75 and S. Topeka Boulevard. Air and rail service is also conveniently accessible at Forbes Field. Most of the land is currently vacant or used for agricultural purposes. In addition, although the area consists of more than 1700 acres, there are only 22 separate parcels of land. These parcels average 78 acres in size, making the assemblage of large tracts of land easier than several other target growth areas. It is also probably the least encumbered by surrounding development and may in fact provide the "cleanest" site of all those considered.

However, none of the property is currently platted, and only 22 acres are currently zoned for industrial development, thus causing substantial pre-development obstacles. In addition, at \$10 million, the cost of extending municipal services to develop this area is considered high.

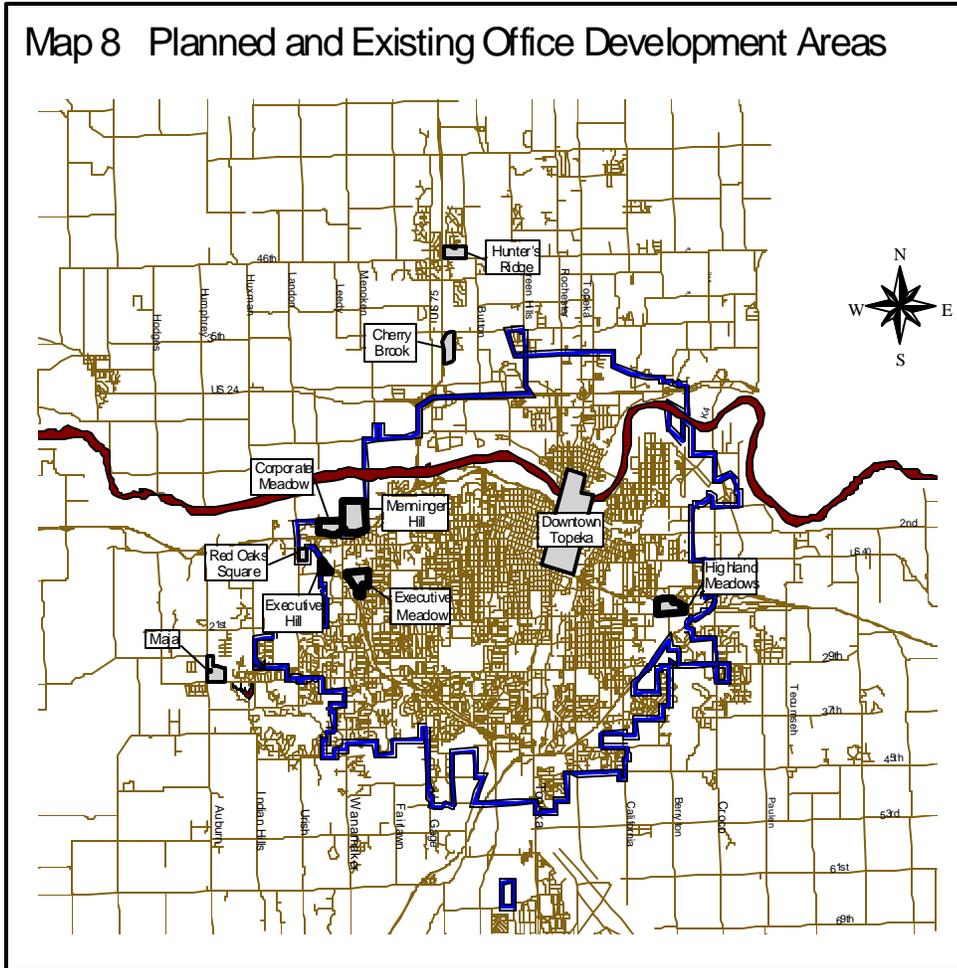


In summary, while there are many thousands of acres of land zoned for industrial use within the City of Topeka and Shawnee County, the actual amount of land readily available for development (equipped with sewer, water, and good road access) is limited to just a few sites.

The ability of investors to develop property planned and zoned for industrial development will not be realized until the access and utility service issues have been addressed to open these lands for new development.

B. EXISTING AND POTENTIAL OFFICE DEVELOPMENT AREAS

The following map highlights those developments known to exist with ready and available land for the construction of new office space. These areas are intended to be consistent with all adopted and draft components of the Comprehensive Metropolitan Plan, including the North Topeka Revitalization Plan, the Downtown Redevelopment Plan, Historic Preservation Plan, the proposed East Topeka Revitalization Plan, and the draft Growth Management/Land Use Plan. This map is not intended to be an endorsement or recommendation of development within any of these areas, nor preclude the consideration of additional office development in areas not indicated. The purpose of this map, and following text, is to acknowledge existing conditions, such as location, zoning, and services currently available to these sites in anticipation of their development.



1. DOWNTOWN TOPEKA –

Downtown Topeka is the County's dominant office sector encompassing 45% of the total market with 4.7 million square feet of office space. Substantial redevelopment opportunities for office and specialty retail, dining, and entertainment uses exist in downtown Topeka, both north and south of the Kansas River. Over 35,000 persons are currently employed in downtown Topeka, which has an appraised value of over \$330 million.

2. CORPORATE MEADOW –

Corporate Meadow is a 15-lot, 72 acre business park located at the northwest corner of I-70 and SW Wanamaker Road. The Park is owned and marketed by the Menninger Foundation which is located on adjacent property to the north and east.

The property has been annexed into the City of Topeka, and is fully platted. Approximately 1/3rd of the property is zoned "C-4" Commercial District, while the remaining 2/3rd are zoned "O&I-3" Office and Institutional District.

All services are readily available to the Park, and an internal road network has already been constructed. The Park also enjoys excellent access and visibility from I-70. This business park is suitable for nearly all types of corporate office development.

3. EXECUTIVE HILL -

Executive Hill is a 20-lot 25 acre subdivision located north of SW Huntoon Street, just west of I-470. This site lies at the top of a hill and enjoys excellent views of the Wanamaker Corridor. This property is annexed into the City of Topeka, and is fully platted.

Zoning for the property is not completed for business development, however, as the property is zoned a combination of "O&I-2" Office and Institutional District, and "R-1" Single Family Dwelling District classifications.

All municipal services are currently extended to the site.

4. CORPORATE HILL –

Corporate Hill is a 76-acre, 31-lot corporate business park located just east of SW Wanamaker Road between SW Huntoon Street and SW 17th Street. This site is approximately 50% developed with corporate office space.

The site enjoys excellent access and visibility from I-470, and is fully annexed into the City of Topeka. All municipal services are also fully extended to the site.

A major obstacle to full development of the site is the myriad of zoning districts present within the park. The site is only partially zoned for office and commercial development, while approximately 28 acres are zoned for single-family and multi-family development.

5. MENNINGER HILL –

Menninger Hill presents an opportunity for development of a first class corporate office park at the north end of the Wanamaker Corridor. The site is approximately 100 acres, with additional acreage available for expansion.

The site is the current location for the Menninger Clinic Psychiatric Hospital. The Menninger Clinic has announced their intentions to leave the City of Topeka in order to co-locate with a major university medical center. The loss of the Menninger Clinic from the city of Topeka will leave behind their campus, which is spacious with mature trees, trails, hills, and several historical buildings. Pre-eminent among these

buildings is a full-scale replica of Philadelphia's Independence Hall, which has served as the main office building for the Clinic.

The Menninger Clinic has begun selling portions of their property recently for development of new office buildings. Most recently, the Security Benefit Corporation has located their corporate headquarters to a site just north and east of I-70 and SW Wanamaker Road.

The Menninger campus enjoys excellent access from I-70, although full municipal services will need to be extended throughout the site. The full campus is only partially annexed into the City of Topeka, and is only partially platted. The vast majority of the campus will also require re-zoning to accommodate development of a corporate business park.

6. OTHER OFFICE AREAS –

Within Topeka, most properties zoned for office and institutional uses are scattered around the city in small parcels. According to Market Report 2001, published by KS Commercial Real Estate, Topeka has an occupancy rate of 96% of more than 10.3 million square feet of office space.

Outside of Topeka, there are just a few areas zoned for office or mixed use development that are larger than 30 acres. Since 1999, there have been three mixed-use developments planned for commercial, office, and residential uses. These areas are the Maja Subdivision, located at SW 29th Street and SW Auburn Road; Red Oaks Subdivision, located at SW 10th Street and SW Urish Road; and Cherry Brooks Subdivision, located at NW 35th Street and US Highway 75. These planned developments all lie within the City's three-mile extraterritorial jurisdiction, and are currently in various stages of development. In addition, Hunter's Ridge Subdivision is a commercial development located at the intersection of NW 45th Street and US Highway 75. This site has seven vacant parcels remaining, totaling approximately 27 acres.

An additional site along the eastern fringe of the city of Topeka is Highland Meadows. While still in the conceptual stages, this site would offer opportunities for both office and retail development in east Topeka, which has been lacking such opportunities for many decades. This site is approximately 84 acres in size, and is located at the intersection of I-70 and SE Rice Road. The site is fully annexed into the City of Topeka, although both sewer and water service would need to be extended to the site.

Section IV. Economic Development Goals, Strategies, and Initiatives

Goals represent the overall vision and desired outcome of the economic development planning process. They describe the kind of community we hope to develop in the future. The following goals both implement the overall vision for economic development and focus community resources on identified economic development issues and opportunities. They also provide the basis and direction for subsequent economic development strategies and action plans.

The economic development strategies for Topeka and Shawnee County set forth the process by which our overall goals and objectives are to be accomplished. It includes strategies designed to define priorities among potential programs and actions based on the limited resources available. The following statement of goals and strategies is based upon the foregoing evaluation of our local economy's strengths, weaknesses, and opportunities; our development assets, and actions most conducive to wealth and job creation.

GOAL I. Retain and Support the Expansion of Existing Businesses.

GOAL II. Attract New Industries That Compliment the Region's Economy and Utilize the Region's Labor Force.

GOAL III. Increase the Region's Supply of Ready and Available Industrial and Office Properties for Immediate Occupancy.

GOAL IV. Increase the Number of Jobs Created Through Entrepreneurial Start-Ups in the Region.

GOAL V. Enhance the Quality and Availability of the Region's Workforce to Meet the Employment Needs of a Wide Variety of Businesses.

GOAL VI. Revitalize Downtown Topeka as the Region's Primary Economic Development Generator.

GOAL VII. Target All Economic Development Efforts to Result in a Regional Economy Capable of Sustaining Employment Growth at a Rate of 1.5% Annually Within Ten Years.

GOAL VIII. Maximize the Economic Impact of Tourism in Topeka and Shawnee County.

The following section details specific strategies and actions to achieve these goals. How each strategy is achieved is then explained in terms of specific actions and programs, and which agency or organization is best equipped to implement each action. In identifying "responsible organizations," a distinction should be made between those bodies who have contractual obligations to implement a particular action of this plan, namely the City of Topeka, Shawnee County, and Go Topeka, and other organizations who, because of their particular expertise or experience in a given area, are best able to contribute to the success of this plan.

GOAL I. RETAIN AND SUPPORT THE EXPANSION OF EXISTING BUSINESSES. The existing businesses and industries in Topeka and Shawnee County are the foundation of our economy and are the source of the greatest percentage of job growth in the community. Any economic development strategy must recognize the importance of these businesses within the community and target programs and resources aimed toward enhancing and protecting the well being of these employment generators.

STRATEGY 1: Develop an early warning system to predict when a local company is in danger of relocating or closing, and provide services to address the firm's business needs and keep them in Topeka and Shawnee County.

ACTIONS:

1. Conduct a bi-annual business retention and expansion survey addressing local business opinions and needs on the following:
 - a. Business climate (advantages and disadvantages of doing business in Topeka);
 - b. Labor and training needs;
 - c. Marketing and trade characteristics;
 - d. Financing needs;
 - e. Regulatory issues;
 - f. Barriers to growth;
 - g. Satisfaction with public services and facilities;
 - h. Past use and satisfaction with local business assistance programs.
2. Analyze responses and immediately identify firms at-risk of closing or relocating
3. Ensure that all firms requesting assistance are contacted and provided meaningful aid by service providers.
4. Update firms on progress in dealing with community-wide issues that impact business climate.

Responsible Organizations: Go Topeka, Chamber of Commerce

STRATEGY 2: Build local capacity for business retention and expansion services.

ACTIONS:

1. Organize periodic meetings of local businesses with federal, state, and private economic development organizations that aid with business retention.
2. Provide training for local economic development professionals to educate them in effective business retention strategies such as survey evaluation, negotiation skills, financial services, and alternative financing tools.
3. Develop partnership marketing programs with local utilities and educational institutions.

Responsible Organizations: Go Topeka, Washburn Univ., Western Resources

STRATEGY 3: Enhance business expansion opportunities through land-use plans and development ordinances that designate ample land for business growth and protect the quality new commercial investments.

ACTIONS:

1. Aid companies planning to expand in finding appropriate real estate.
2. Designate ample land for commercial and industrial use in the Metropolitan Comprehensive Land Use and Growth Management Plan.
3. Adopt site plan and landscape ordinances that will promote good site design and protect new businesses and commercial development from inappropriate development on neighboring properties.
4. Provide incentives to developers who wish to construct speculative industrial and warehousing space.
5. Develop an on-line database of vacant commercial and industrial properties.

Responsible Organizations: Go Topeka, Metro Planning, City of Topeka, Shawnee County

STRATEGY 4. Expand and refine business retention incentives, including property tax exemptions and programs for technical assistance, loan guarantees, job training, and direct financial incentives to stay and grow in Topeka.

ACTIONS:

1. Amend the City of Topeka Neighborhood Revitalization Program to provide the greatest property tax rebates in planned, strategic locations in downtown, intensive care neighborhoods, and other priority locations.
2. Provide educational opportunities for local businesses about US Small Business Administrations Programs, including business expansion loan guarantees for new construction, financing, and operating capital.
3. Proactively promote the City of Topeka's micro-loan program.
4. Maximize availability of Industrial Development Bonds for acquisition, construction, and renovation of major employment facilities.
5. Develop a fee-based technical assistance program providing marketing, operations management, workforce training, and business planning assistance.
6. Establish an incentive fund program designed to provide grants and loans for qualified businesses (Topeka Economic Growth Incentive Program).
7. Create an economic development position within the City of Topeka administration to coordinate regulatory and incentive requirements of new and expanding businesses.

Responsible Organizations: Go Topeka, Metro Planning, City of Topeka, Shawnee County

STRATEGY 5. Create new jobs by assisting existing businesses with local expansions.

ACTIONS:

1. Increase employment base with emphasis on jobs which can sustain a household.
2. Broaden and diversify our economic base.
3. Develop enablers to economic growth.
4. Create an environment for organizational excellence and opportunities for leadership development and cooperation.
5. Improve the area's export expertise and ability to attract foreign investment.
6. Secure federal resources to further economic development goals.

Responsible Organizations: City of Topeka, Shawnee County, Go Topeka, Chamber of Commerce

STRATEGY 6. Maintain the Wanamaker Corridor as the primary retail destination for Shawnee County, and all of Northeast Kansas.

ACTIONS:

1. Use the Wanamaker Corridor Traffic Study to guide improvements to access, signalization, and circulation in and around the Wanamaker area.
2. Adopt a Growth Management/Land Use Plan that designates the Wanamaker Corridor as the region's primary destination for retail activity.

Responsible Organizations: City of Topeka

GOAL II. ATTRACT NEW INDUSTRIES THAT COMPLIMENT THE REGION'S ECONOMY AND UTILIZE THE REGION'S LABOR FORCE. The analysis of Topeka and Shawnee County's economy has identified several key industry groups that thrive here based on geographic, and market and labor force characteristics. Go Topeka has recently contracted with the Wadley-Donovan Group to identify a new set of target industries that will benefit from the labor-force, geographic and market characteristics that Topeka and Shawnee County have to offer. Once completed, this new target recruitment list should be incorporated within this plan to prioritize the recruitment of new industries.

STRATEGY 1: "Sell" Topeka/Shawnee County in the recruitment of targeted key industries.

ACTIONS:

1. Conduct an in-depth market analysis to identify strengths, weaknesses, and opportunities for targeted industry growth.
2. Develop a Topeka-Shawnee County marketing program, including development of a market theme and related promotional products.
3. Conduct aggressive regional and national marketing and recruiting campaigns to induce targeted industries to locate in the region.
4. Strategically partner with the Kansas Department of Commerce and Housing, Kansas, Inc., and the Kansas Technology Enterprise Corporation to fully utilize State economic development resources.
5. Maintain current economic and demographic data for Topeka and Shawnee County, including available industrial buildings and sites.
6. Maintain regular contact and information briefings with national economic consultants, CPA firms and others who advise potential employers on business location decisions.

Responsible Organizations: Go Topeka, Kansas Department of Commerce and Housing, Kansas Inc., Kansas Technology Enterprise Corporation

STRATEGY 2: Develop and fund competitive financial incentive programs and inducements for targeted businesses.

ACTIONS:

1. Utilize Go Topeka's business contribution fund and dedicated sales tax revenue to fund the incentive program. Financial incentives may include:
 - a. Utility discounts;
 - b. Loan guarantees for new construction, equipment, and land;
 - c. Relocation costs;
 - d. Road and utility construction;
 - e. Industrial revenue bonds;
 - f. Property tax abatements;
 - g. State tax exemptions and tax credits.
 - h. Property tax refunds on improvements made to property within targeted areas.
 - i. Provide financial incentives based on a cost/benefit analysis to insure that an acceptable return on investment is obtained for the community. Considerations should include:
 - 1) Number of jobs created;
 - 2) Quality of jobs created;
 - 3) Minimum investment for new firms;
 - 4) "Clawback" provisions for incentives to be returned if performance agreements are not attained.

Responsible Organizations: Go Topeka, Chamber of Commerce

STRATEGY 3. Create new jobs by recruiting new business and industry.

ACTIONS:

1. Increase employment base with emphasis on jobs which can sustain a household.
2. Broaden and diversify our economic base.
3. Develop enablers to economic growth.
4. Create an environment for organizational excellence and opportunities for leadership development and cooperation.
5. Improve the area's export expertise and ability to attract foreign investment.
6. Secure federal resources to further economic development goals.

Responsible Organizations: City of Topeka, Shawnee County, Go Topeka, Chamber of Commerce

GOAL III. INCREASE THE REGION'S SUPPLY OF READY AND AVAILABLE INDUSTRIAL PROPERTIES FOR IMMEDIATE OCCUPANCY. The analysis of future employment areas in Topeka and Shawnee County found that there are hundreds of acres of vacant industrially zoned properties in the region. The analysis further revealed that most of these areas lack either utility services or road access, or both. Properties located along the Oakland Expressway, and US 75 Highway north and south, including the Forbes Field area, all offer tremendous development opportunities if the necessary infrastructure is provided.

For purposes of this plan, the term "ready and available" properties is defined as completion of sufficient pre-development work (ownership control, zoning, platting, and extension of major infrastructure) so that the property can be marketed to potential employers. The intent of this goal is to enable a prospective business to construct a new building and begin operations of their new facility within six months of their decision to locate or expand in the Topeka and Shawnee County area. Typically, this means that the site must be in "shovel ready" condition so that the builder can simply submit plans for a building permit without waiting for the property to be properly zoned, or for roads or utilities to be extended to the site.

STRATEGY 1: Develop properties tailored to the needs of targeted industries.

ACTIONS:

1. Conduct a target business analysis to identify specific industries for recruitment to the Topeka area.
2. Identify the location requirements of each target industry and match specific properties in the Topeka area to the needs of each targeted industry.
3. Develop specific industrial parks in the Topeka area unique to the needs of target industries, with lots ready and available for development.
4. Provide incentives, as appropriate, for construction of speculative warehouse space.
5. Develop sites at strategic locations with fiber optic capabilities.

Responsible Organizations: Go Topeka, City of Topeka, Shawnee County, Metro Planning

STRATEGY 2: Provide road and utility infrastructure to support targeted industrial and commercial growth in strategically located business sites.

ACTIONS:

1. Identify key properties in the region for each type of targeted business. For example:
 - a. Distribution sites in excess of 50 acres along the Oakland Expressway;
 - b. Downtown administrative center sites.
 - c. Health services sites in the medical services district and downtown;
 - d. Food and related product sites along US Highway 75, US Highway 24, and Forbes Field;
 - e. Business and technology development sites in the Kanza Business and Technology Park.
2. Utilize economic development funds to acquire options on key properties to hold in trust for future development opportunities.

Responsible Organizations: Go Topeka, City of Topeka, Shawnee County, Metro Planning

STRATEGY 3: Provide zoning regulations, land-use plans, and permitting processes that protect and promote quality business development.

ACTIONS:

1. Adopt a Unified Development Code to combine subdivision, zoning, site plan, landscaping, traffic safety, and public safety regulations to ensure quality site design and compatibility with surrounding properties.
2. Adopt a Growth Management Plan that allocates sufficient land to accommodate projected land consumption for the next 25 years in areas designated for employment growth.
3. Develop and adopt Capital Improvements Plans and Budgets to install all necessary infrastructure improvements in areas planned for future employment growth.

Responsible Organizations: Metro Planning, City of Topeka, Shawnee County

GOAL IV. INCREASE THE NUMBER OF JOBS CREATED THROUGH ENTREPRENEURIAL START-UPS IN THE REGION. New business creation is another primary source of jobs and growth for our economy. Often, these businesses lack the financial and technical resources necessary to be successful. Government and private sector partnerships can help to provide a strong foundation for the success of new businesses.

STRATEGY 1: Organize creative financing programs and improve entrepreneurs' access to risk capital.

ACTIONS:

1. Partner with the Small Business Development Center, the Washburn University School of Business, the Washburn University School of Computer Science, the Topeka-Shawnee County Economic Development Corporation, and the Wakarusa Valley Economic Development Corporation in assisting business start-ups and expansions.
2. Provide technical assistance and loans to new businesses utilizing the Federal Small Business Administration Micro-Loan Program, and 7A and 504 programs.
3. Improve local access to regional and national venture capital, especially pension funds, and Kansas Venture Capital, Inc.

Responsible Organizations: Washburn University, Topeka-Shawnee County Economic Development Corporation, Wakarusa Valley Economic Development Corporation, Kansas Venture Capital, Inc.

STRATEGY 2: Strengthen local small business development organizations' capacity to assist the creation of new businesses that are competitive locally, nationally, and globally.

ACTIONS:

1. Continue to dedicate the ¼ cent sales tax, or similar funding mechanism, to fund economic development initiatives.
2. Create frequent networking opportunities between local small business assistance organizations, including KTEC, KDOC&H, SBDC, Wakarusa Valley CDC, Topeka-Shawnee County CDC, Downtown Topeka, Inc., Go Topeka, Greater Topeka Chamber of Commerce, and Metro Planning.
3. Establish a working partnership between the Chamber of Commerce, Go Topeka, KTEC, university-based Centers for Excellence, and statewide Commercialization Corporations to investigate entrepreneurial opportunities for local business start-ups utilizing newly developed technologies.

Responsible Organizations: KTEC, KDOC&H, SBDC, Wakarusa Valley CDC, Topeka-Shawnee County CDC, International Black Student Alliance, Downtown Topeka, Inc., Go Topeka, Greater Topeka Chamber of Commerce, and Metro Planning

STRATEGY 3: Enhance the competitiveness of local women and minority-owned businesses.

ACTIONS:

1. Reserve a portion of the dedicated ¼ cent sales tax in support of local economic development initiatives for women and minority-owned businesses and entrepreneurs.
2. Create frequent networking opportunities between local women and minority-owned small businesses and business assistance organizations.
3. Establish a working partnership with the International Black Student Alliance, the Human Relations Commission, and other business assistance programs and agencies, to support women and minority-owned business and entrepreneurs.

Responsible Organizations: KTEC, KDOC&H, SBDC, Wakarusa Valley CDC, Topeka-Shawnee County CDC, Downtown Topeka, Inc., Go Topeka, Greater Topeka Chamber of Commerce, Metro Planning, Human Relations Commission, International Black Student Alliance, YWCA

STRATEGY 4: Promote new technology deployment programs to enhance the competitiveness of local businesses.

ACTIONS:

1. Link local entrepreneurs with local and regional resources for technical and innovation assistance, including the National Institute of Science Standards, Manufacturing Extension Partnerships, Manufacturing Technology Enterprise Corporation, University Centers for Excellence, and the Kansas Technology Enterprise Corporation.
2. Partner with KTEC to provide new technology deployment opportunities to local businesses.
3. Sponsor local companies' participation in international trade shows with the International Trade Division of the Kansas Department of Commerce and Housing.

Responsible Organizations: Go Topeka, KTEC, KDOC&H

STRATEGY 5: Assist local firms with permitting, licensing and environmental regulations.

ACTIONS:

1. Establish an ombudsman program to help guide businesses through local, state, and federal permitting processes.
2. Expand the City of Topeka's One-Stop Permitting Center to include development in Shawnee County.

Responsible Organizations: City of Topeka, Go Topeka, Small Business Development Center

GOAL V. ENHANCE THE QUALITY AND AVAILABILITY OF THE REGION'S WORKFORCE TO MEET THE EMPLOYMENT NEEDS OF A WIDE VARIETY OF BUSINESSES. The inability to recruit and retain well-trained workers imposes great costs on the region's employers. Helping companies meet their workforce needs is a critically important business retention and expansion goal. A well-trained workforce, combined with effective infrastructure for providing training programs, will give Topeka and Shawnee County a real competitive advantage over other communities.

STRATEGY 1: Develop cooperative programs with major employers and educational institutions to provide flexible vocational/technical training opportunities to meet the changing needs of area businesses.

ACTIONS:

1. Support Heartland Works application for Incumbent Worker Skills Training Program to raise the skill levels of existing employees in local companies in the critical skill shortage areas of medical technology, maintenance technology, and computer technology.
2. Support local vocational training institutions in the provision of expanded job training programs in the critical local job growth categories, including manufacturing/distribution, information and communications, health care and biomedical, computer technologies, financial services, truck technicians, and aircraft/airframe and engine technicians.

Responsible Organizations: Go Topeka, Heartland Works, Kaw Area Technical School

STRATEGY 2: **Increase the number of high school and college graduates that live and work in the Topeka metropolitan area.**

ACTIONS:

1. Market employment opportunities of local firms to graduating students.
2. Conduct local job fairs and publish informational brochures about local companies looking to hire new graduates.
3. Offer school-to-career programs in area high schools as an alternative to college preparatory curriculum, matching skill needs of local businesses with course work.

Responsible Organizations: Go Topeka, Chamber of Commerce, all area school districts, Washburn University, Kaw Area Technical Institute

STRATEGY 3: **Support welfare-to-work programs to involve unemployed, underemployed, and low-income persons in the economy.**

ACTIONS:

1. Support Heartland Works, Inc. in the administration of the Workforce Investment Act program and Welfare-to-Work program.
2. Encourage the involvement of unemployed, underemployed, and low-income workers in skilled trades mentoring and apprenticeship programs.

Responsible Organizations: Heartland Works, Go Topeka, Labor Unions, International Black Student Alliance

STRATEGY 4: **Assist local employers to fill all authorized positions with qualified workers.**

ACTIONS:

1. Develop partnerships with Heartland Works, area employment agencies, area educational institutions, and local businesses to determine and address skill training needs for new, unemployed, and under-employed workers.
2. Develop a marketing program to recruit former residents of Topeka and Shawnee County, to work in local companies, matching job openings with individuals specialized skills.
3. Develop a program to provide transportation and day-care services to workers who are currently limited in their abilities to work due to these constraints.

Responsible Organizations: Metro Planning, Heartland Works, Go Topeka

GOAL VI. REVITALIZE DOWNTOWN TOPEKA AS THE REGION'S PRIMARY ECONOMIC DEVELOPMENT GENERATOR. Downtown Topeka is home to over 1000 businesses, and is assessed at over \$350 million. As the primary office center in the region, it has great potential for further redevelopment as the region's primary housing, entertainment, cultural, civic, and specialty retail center. It should also become the symbol of a resurgent and confident community and economy. The Downtown Redevelopment Plan, an element of the greater Metropolitan Comprehensive Plan, details the many renewal strategies that can be implemented. These strategies are summarized below.

It bears stating that nothing within the Economic Development Plan proposes replacing the Wanamaker Corridor as the region's primary destination for retail activity. Rather, the Comprehensive Metropolitan Plan, and more specifically the Downtown Redevelopment Plan, envisions Downtown Topeka, not as our retail center, but as a vibrant mixed-use district where niche retail plays a supportive role.

STRATEGY 1: Provide land and zoning for expansion of the office/administrative sector to accommodate an additional 5,000 office employees.

ACTIONS:

1. Adopt the Downtown Redevelopment Plan and commit to its implementation.
2. Work with the State of Kansas to identify appropriate locations for state facilities downtown, and alternative sites for those activities deemed incompatible with long-term downtown development plans.
3. Develop funding mechanisms to underwrite environmental clean-up costs for properties with contamination in older industrial areas around the periphery of downtown.

Responsible Organizations: City of Topeka, Shawnee County, Metro Planning, Downtown Topeka, Inc., Historic Topeka, Inc.

STRATEGY 2: Develop a strong and unique housing market through rehabilitation of vacant upper floors in pre-1950 structures, renewal of neighborhoods adjacent to Downtown, and development of entirely new mixed-use neighborhoods south of the State Capital and along the waterfront.

ACTIONS:

1. Implement a façade improvement program to enhance the appearance of downtown storefronts and encourage their use.
2. Implement a program to assist commercial property owners in adapting upper floors as residential and-or office spaces, in which obstacles to upper-floor conversions are identified and addressed.
3. Target property tax rebates on physical improvements to properties to specific areas designated for residential re-development.
4. Establish a program for re-locating exceptional buildings within neighborhoods in and around downtown.

Responsible Organizations: Metro Planning, Downtown Topeka, Inc., Historic Topeka, Inc.

STRATEGY 3: Redevelop the Kansas River Waterfront as a regional recreational, cultural, and mixed-use housing and office district.

ACTIONS:

1. Develop the north bank of the river, and City-owned property south of the Sardou Bridge as park space.
2. Convert existing warehouse space and vacant commercial buildings overlooking the river to condominiums and office space.
3. Open the river levee as a public walking/jogging, and bicycling trail.

Organizations Responsible: Parks and Recreation, Public Works, and Railroad Days.

STRATEGY 4: Greatly expand high quality dining and entertainment establishments to create a unique regional entertainment destination.

ACTIONS:

1. Implement a façade improvement program to enhance the appearance of downtown store-fronts.
2. Develop an efficient “way-finding” program of signage and hardscape elements to assist visitors in navigating around downtown.
3. Ensure adequate and convenient parking throughout the downtown area.
4. Provide micro-loan and grant funding for the restoration and adaptive re-use of downtown buildings to new businesses within the dining and entertainment industries seeking to locate in downtown Topeka.

Responsible Organizations: Downtown Topeka, Inc., Metro Planning

STRATEGY 5: **Preserve historic properties and unique 19th Century architecture and support the location and expansion of museums and civic plazas.**

ACTIONS:

1. Identify historic buildings that may be eligible for Historic Preservation Tax Credits and encourage their restoration.
2. Provide micro-loan and grant funding for small businesses to encourage museums, galleries and art studios to locate in downtown Topeka.
3. Identify and acquire specific parcels at strategic locations for the development of public parks and plazas within the downtown area.
4. Encourage civic organizations and philanthropic organizations to contribute public art to be located in and around downtown Topeka.

Responsible Organizations: Downtown Topeka, Inc. Metro Planning, Parks and Recreation

GOAL VII. TARGET ALL ECONOMIC DEVELOPMENT EFFORTS TO RESULT IN A REGIONAL ECONOMY CAPABLE OF SUSTAINING EMPLOYMENT GROWTH AT A RATE OF 1.5% ANNUALLY WITHIN TEN YEARS. In setting this goal, deliberate care was given to establish an achievable, reasonable, and realistic target growth rate. Growth should not be a goal for its own sake, but should reflect the desires of the community as a whole, to better provide for the common good. For instance, population growth, coupled with more employment opportunities in Topeka and Shawnee County will result in an expanded tax base, thus lowering property taxes. In addition, targeted growth, achieved within certain selected industries can result in raised incomes, thus increasing our standard of living. Growth can also result in a more diversified economic structure, minimizing the negative affects of cyclical economic trends.

It should be clearly understood that any number of factors can influence the success or failure in achieving this goal. For instance, as a hub of national, state, and local governments, Shawnee County's economy has historically been fairly stable compared to many other regions of the country. While this stability may serve to insulate us from the deeper effects of a national recession, such national trends will inevitably make growth in our local economy much harder to achieve.

Similarly, the loss or downsizing of any of Topeka or Shawnee County's principle employers would result in a dramatic reduction in the number of jobs otherwise created within our region.

In any case, it is imperative that a dedicated, stable source of funding remain for economic development purposes through the foreseeable future. Without funding for economic development initiatives, without the ability to actively recruit businesses to our community, and without the means to extend the infrastructure necessary to accommodate new business growth, then we are poised to continue to be vulnerable to economic stagnation, or even decline.

STRATEGY 1: **Adopt a Land Use/Growth Management element of the Topeka-Shawnee County Comprehensive Metropolitan Plan that guides orderly development of new employment and population growth areas.**

ACTIONS:

1. Conduct a fiscal impact analysis of current land use practices to determine a more efficient and cost-effective means of growth and land use.

Responsible Organizations: Metro Planning, City of Topeka, Shawnee County

STRATEGY 2: Induce residents to stay in Topeka and Shawnee County by improving the quality of life in the community.

ACTIONS:

1. Develop the Advantage Topeka Program through Washburn University which forgives student loans for those graduates who stay in Topeka and employed within a "need" industry.
2. Adopt the principles of Crime Prevention through Environmental Design, and incorporate these principles in the plan review process for new development.
3. Adopt new subdivision regulations and a landscape ordinance that encourages green-space amenities with new development.
4. Develop a marketing campaign targeted towards Topekans and surrounding communities, highlighting our existing recreational and cultural resources, including our parks system, Topeka Civic Theater, Topeka Civic Symphony, Jayhawk Theatre, trails, neighborhoods, historical resources, festivals, Topeka Performing Arts Center, Kansas Expocenter, Heartland Park, etc.

Responsible Organizations: Washburn University, Metro Planning, City of Topeka, Shawnee County, Topeka Convention and Visitors Bureau

GOAL VIII. MAXIMIZE THE ECONOMIC IMPACT OF TOURISM IN TOPEKA AND SHAWNEE COUNTY. Tourism is an almost forgotten industry in Topeka and Shawnee County, but is an industry with almost limitless potential for improvement. Tourism can be understood as perhaps the purest form of economic development since the essence of tourism is the import of people and spending from areas outside your immediate market. As the State Capital, Topeka has a natural tourist draw. However, in recent decades, Topeka has made significant strides in creating additional venues that consistently attract people and their money to our city (Heartland Park, TPAC, Combat Air Museum, etc....). Additionally, Topeka is on the verge of adding several new attractions that, collectively, will produce millions of dollars in revenues for local businesses, and in sales and bed taxes for local government (Kansas International Museum, Jayhawk Theatre, Monroe National Historic Site, etc....). Topeka and Shawnee County must embrace tourism as an integral component of an overall economic development strategy to capitalize on existing momentum, and to maximize potential gains to our overall economy.

STRATEGY 1: Increase the perception of Topeka as a travel destination – locally, regionally, nationally, and globally.

ACTIONS:

1. Increase communications with local media, the hospitality industry, local, state and national governments, and the business community regarding tourism opportunities.
2. Promote a "Be a Tourist in Your Own Hometown" program to re-introduce the multitude of tourism opportunities to local citizens.
3. Leverage resources from state and national tourism development programs.
4. Coordinate marketing campaigns with other local and regional venues to maximize the exposure of local tourism attractions.

Responsible Organizations: Metro Planning, Topeka Convention and Visitors Bureau, Go Topeka/Chamber of Commerce, Kansas Department of Commerce and Housing

STRATEGY 2: Improve the self-image of Topeka and Shawnee County.

ACTIONS:

1. Identify all organizations in Topeka and Shawnee County with involvement in, or promotion of the tourism industry.
2. Market the economic benefits of the tourism industry to state and local governments, and to the general public.

Responsible Organizations: Topeka Convention and Visitors Bureau, Go Topeka/Chamber of Commerce, Kansas Department of Commerce and Housing

STRATEGY 3:

Create a climate for "Destination Development" in Topeka and Shawnee County.

ACTIONS:

1. Establish a lead organization to coordinate and promote the tourism industry in Topeka and Shawnee County.
2. Create a synergy between regional attractions, the hospitality industry, and the business community to maximize tourism spending.
3. Identify and support public and private capital projects related to, or enhancing tourism development.
4. Perform a "Destination Resources Analysis" to identify existing and potential tourist attractions, and the resources necessary to maximize their potential.
5. Adopt a master plan for Tourism/Destination Travel Development.

Responsible Organizations: Topeka Convention and Visitors Bureau, Go Topeka/Chamber of Commerce, Shawnee County, City of Topeka, private tourism venues (Jayhawk Theatre, Great Overland Station, Ritchey House, etc.)

Section V. Vision Benchmarks: Key Indicators of Economic Performance

This section introduces a set of key indicators that will help measure the implementation, and ultimately the success of this economic development strategy. Many of the benchmarks are beyond the ability of local governments to control, and must be accomplished solely by private businesses. Other benchmarks are a direct reflection on the efforts of city and county government to implement this plan. Over time, trends can be identified by these benchmarks that reflect on our programs and policies established to help implement this plan. As a reflection of our success and failures, these benchmarks can serve as a valuable tool within the framework of our overall economic development efforts. These benchmarks will help to:

- **Focus effort.** By adopting a set of benchmarks, decision-makers can target resources toward programs and policies that will directly influence the achievement of individual goals and strategies established through this plan.
- **Measure progress.** By maintaining a set of benchmarks and economic indicators, progress toward achieving the goals and strategies established in this plan, or lack thereof, can be easily measured.
- **Evaluate.** By focusing on outcomes, specific policies and programs can be evaluated and changes made as necessary. Specific adjustments may include revising, reducing, expanding, replacing, or eliminating a given program or policy.
- **Establish continuity.** An adopted set of indicators, approved by both city and county leaders, can help provide continuity through a changing political climate. As political leadership changes, an established set of benchmarks can help maintain a consistent focus on an overall economic development strategy.

The benchmarks established by this document are intended to measure our progress toward the attainment of this economic development strategy. The goals established in this plan identify seven major areas of attention and focus. The following benchmarks measure these fundamental goals.

Goal I. Retain and support the expansion of existing businesses.

Benchmarks:

1. Number of building permits issued for the expansion and upgrade of existing commercial and industrial businesses. (Source: Building permit data, City of Topeka and Shawnee County Public Works Departments.)
2. Total square footage of building improvements for existing commercial and industrial businesses. (Source: Building permit data, City of Topeka and Shawnee County Public Works Departments.)
3. Number of jobs gained through local business expansion. (Source: Annual survey data gather by the Greater Topeka Chamber of Commerce.)
4. Total number and amount of micro-loans issued to local entrepreneurs for business expansion and upgrades. (Source: City of Topeka, Housing and Neighborhood Development)
5. Total value of new capital investment by existing businesses based on total estimated construction costs as identified on commercial and industrial building permits.

Goal II. Attract new industries that compliment the region's economy and utilize the region's labor force.

Benchmarks:

1. Total number of new business starts matching the profile of target businesses and industries. (Source: Kansas Department of Human Resources, Labor Market Information Services Division. [KDHR, LMIS])
2. Total number of jobs created through new business starts.

3. Total value of new capital investment by new businesses based on total estimated construction costs as identified on commercial and industrial building permits.

Goal III. Increase the region's supply of ready and available industrial properties for immediate occupancy.

Benchmarks:

1. Total acreage of industrial land annexed into the City of Topeka.
2. Total miles of sewer service extended to target industrial growth areas.
3. Total miles of water service extended to target industrial growth areas.
4. Total acreage of property platted within target industrial growth areas.
5. Total acreage of land within dedicated industrial and business parks.

Goal IV. Increase the number of jobs created through entrepreneurial start-ups in the region.

Benchmarks:

1. Total number and amount of micro-loans issued to local entrepreneurs for new business start-ups. (Source: City of Topeka, Housing and Neighborhood Development)
2. Total jobs created through new business starts. (Source: KDHR, LMIS)
3. Total number of minority and women-owned business starts. (Source: Chamber of Commerce/Go Topeka, KDHR)

Goal V. Enhance the quality and availability of the region's workforce to meet the employment needs of a wide variety of businesses.

Benchmarks:

1. Total number of students placed with local businesses from area educational institutions. (Source: USD 501, 437, 321, 330, 372, 345, 450; Washburn University, Kaw Area Technical Institute.)
2. Total number of workers placed in full-time jobs through the Workforce Investment Act program. (Source: Heartland Works, Inc.)
3. Total number of workers trained through the Incumbent Worker Skills Training Program. (Heartland Works, Inc.)

Goal VI. Revitalize Downtown Topeka as the region's primary economic development generator.

Benchmarks:

1. Total acreage of land zoned for the development of office and business uses within the downtown area. (Source: Metro Planning)
2. Total number and amount of environmental clean-up funds obtained for contaminated sites. (Source: Metro Planning)
3. Total number of downtown lofts converted for residential uses. (Source: Downtown Topeka, Inc.)
4. Number of new businesses within the downtown area matching the profile of dining and entertainment establishments. (Source: Downtown Topeka, Inc.)

5. Number and amount of façade rehabilitation grants awarded for the restoration of downtown building fronts. (Source: Metro Planning.)
6. Number of new employees in the downtown area based on business expansions/ relocations or new business start-ups.

Goal VII. Target all economic development efforts to result in a regional economy capable of sustaining population and employment growth at a rate of 1.5% annually within ten years.

Benchmarks:

1. Total population increase. (Source: US Census Bureau)
2. Total employment increase. (Source: KDHR, LMIS)
3. Rank in annual employment gains among selected competitor cities.
4. Rank in annual population gains among selected competitor cities.
5. Increase in the total valuation of commercial and industrial properties.
6. Annual employment composition, resulting in a more diversified economic structure as identified in Section II.

Goal VIII. Maximize the impact of tourism in Topeka and Shawnee County.

Benchmarks:

1. Annual Increase in bed tax dollars received.
2. Number of conventions hosted by area hotels and conference facilities.
3. Number of group tours booked by the Convention and Visitors Bureau.
4. Average daily room rate in area hotels.
5. Average yearly occupancy rate in area hotels.