



Land Use Legend

- Commercial
- Heavy Industrial
- Light Industrial
- Park
- Public / Semi-Public
- Residential
- Special Conditions Area

Armourdale Landuse Master Plan

May 1979

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ARMOURDALE LAND

USE PLAN

NOVEMBER 1977 - MAY 1979

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PREFACE

"Our years of abundance somehow fostered the disastrous notion that cities could be discarded and replaced. As our center cities grew old, those who could fled the urban core for newly built suburbs.

"We can no longer tolerate policies which encourage the abandonment and waste of the central city."

*Excerpts from an address to
The United States Conference of
Mayors, July, 1975 by:

Carla A. Hills
Secretary of the United States
Department of Housing and Urban
Development

AN OVERVIEW

Study of the Armourdale situation has revealed the following significant factors:

1. As a result of several factors, the area is undergoing a variety of changes that are resulting in a conflicting mix of land uses and a reduction in the overall physical quality of the entire area.
2. The Armourdale area is valuable to Kansas City, Kansas for both residential and industrial land uses. The area can well serve the needs of both moderate income families and moderate income businesses, for a variety of reasons:

*Low real estate prices

*Good locational advantage with respect to the Kansas City Metropolitan Region (KCMR)

*Strong cohesive identity of the area as a result of its well defined physical boundaries

These factors make Armourdale a particularly attractive location for industrial operations which often are generally undesirable land uses for any area of the City. Such businesses are usually characterized by minimal investments in capital improvements and maintenance and as in the case of Armourdale, can represent a blighting influence upon abutting residential areas. This type of industrial development will probably continue to locate in Armourdale, thus a major concern involves the application of higher standards for development to help reduce blight and alleviate the chance of the area becoming a future industrial slum.

3. A primary determinant of the future viability of residential Armourdale will be the attitudes of the residents towards their neighborhood. Presently, the residents display enough positive faith in the area for it to remain a viable neighborhood for the foreseeable future.
4. The entire area is in need of diligent efforts, by both the people and the City, for it to remain an asset to the community.

PROPOSED ACTION

In order to deal effectively with the problem it is recommended that:

1. The City strive to reinforce the residential quality of Armourdale through the neighborhood stabilization and rehabilitation capabilities

of the Community Development Program.

2. The City refrain from approving additional non-residential zoning and development which:

- *may emit excessive noise, or objectionable odors or other nuisances

- *are potential health or safety hazards

- *present a visually detrimental image to the residential areas

- *will result in the elimination of habitable housing units

3. Because of the current physical condition of the entire Armourdale area, it is recommended that a code enforcement program concentrating on exterior problems and nuisances be initiated to help improve the overall visual image of both the residential and non-residential land uses.

4. It is recommended that the City Commissioners encourage financial institutions to provide assistance for improvements within the Armourdale area. The lack of adequate financing can too easily determine the ultimate fate of an area.

II

The area known as Armourdale was originally platted in 1880 by a group of Boston investors in the name of the Kaw Valley Town Site and Bridge Company. The head of the company was Charles Francis Adams, Jr., grandson and great-grandson of Presidents, who also was the principal shareholder in the adjacent Kansas Pacific Railroad. A bridge was constructed across the Kansas River at Kansas Avenue, and by the spring of 1882, the area had gained sufficient population to be incorporated as the City of Armourdale.

Growth continued to be rapid, with additional plats filed in 1883 and 1885. By 1886, when Armourdale was consolidated with the cities of Wyandotte and Kansas City, the area's population was 1,582. Employment was centered in the packing plants, the railroads that served them and the soap factories that depended on their byproducts. Conditions were far from ideal for the workers and their families who lived in Armourdale. By 1918, only 44 percent of the houses had running water and only a shocking 11 per cent had sewer hookups. The sewers and water system were available, but 78 percent of the community were renters and the absentee landlords didn't think the expense of improvements was worth it, particularly in the wake of the 1903 flood.

In response to the conditions in Armourdale, the City began a program of improvements after World War I that included the purchase of Kaw Park on Kansas Avenue, the construction of the pool, bath house and gymnasium adjacent to Shawnee Park, and the building of Fire Station No. 6 at 11th and Osage. Home ownership increased until by 1976 it stood at a healthy 60 percent. But living conditions in Armourdale continued to receive a series of setbacks -- the Depression, World War II, the 1951 flood, and the closing of the packing plants that had been the principal employer for eighty years.

In the 1960's a new factor entered the picture. Urban Renewal wiped out all of residential Armourdale east of 7th Street, and the residents west of 7th expected, with good reason, that they would be next in line for removal. In 1969, the Community Renewal Program report, anticipating further Urban Renewal activity, called for the future development of the entire Armourdale District for industry. Since then, Urban Renewal has ended and the City of Kansas City, Kansas, has adopted a policy statement declaring an intent to maintain a part of Armourdale for residential purposes. Because this present residential area is gradually being encroached upon by commercial/industrial uses, the question of the future planned use for Armourdale is again being raised for consideration.

Because of the general character of residential Armourdale, it is easy to question the value of the area for such uses. These questions must be considered with regard to the current shortage of adequate low cost housing units in the Kansas City Metropolitan Region (KCMR) and with regard to the fact that the rehabilitation of existing housing and neighborhoods is probably the best way to meet this current shortage and a projected increased shortage in the future. It is also apparent that subsidized low-cost housing efforts have generally proved to be social failures, and that the current state of the economy has inhibited the private construction of new housing units. Before the residential neighborhood of Armourdale is

condemned or abandoned, we must consider all the potential of the area and the possible economies that may be realized by a concerted effort to stabilize and renew the residential quality of Armourdale.

The Armourdale area of Kansas City, Kansas is well situated with regard to its physical relationship to the entire Metropolitan Kansas City area and is especially well related to several of the major transportation systems within and through Metropolitan Kansas City. These qualities of location help make Armourdale a desirable area for both residential use and commercial/industrial uses.

Although some of the housing stock in Armourdale has slowly deteriorated in recent years, the occupancy rate is quite high as moderate to low income families take advantage of the low cost housing supply plus the unique neighborhood characteristics available there. Similarly low rent commercial properties are attractive to commercial ventures in their infancy, in the waning years of existence, or businesses that traditionally require a low operating overhead for survival. This economic atmosphere sets the stage for the creation of a neighborhood where land uses, traditionally viewed as conflicting, intermix. It must be realized that both these functions must no doubt exist somewhere within the Metropolitan area. The significant questions, therefore, are:

1. Are these intermixing land uses really in conflict in Armourdale?
2. Which use or what mix of uses seems most desirable and why?
3. How do we attain the implicit goals derived from questions one and two?

In order to respond to these questions effectively, data about the Armourdale area is needed. The decision formulating process must be based on information about the people and the physical structures. This will help in defining the character of the Armourdale neighborhood that these elements comprise.

RESIDENTIAL ARMOURDALE:

The housing units in Armourdale are typically small, one or two story single family dwellings set closely together on narrow 25' lots. Nearly 80% were built prior to 1950 and over 65% were built prior to 1939. Because of their age, some past flood damage, and too often inadequate maintenance, well over one-half of these units can be classified as deteriorated. Nearly an additional one-fourth of these houses are in an transitional state from stable to deteriorated. The question of how long the housing stock available in Armourdale will allow the area to remain a viable neighborhood, therefore, looms ominously.

Only a house to house survey of the existing housing units can provide the information necessary to determine the life expectancy and forecast the future potential of the residences. The following table, a product of a 1974 Neighborhood Condition Survey conducted by the Department of Planning and Development, does however, provide some general information regarding the housing conditions in Armourdale.

CENSUS TRACT 426

CONDITION*	NO. OF UNITS	% OF TOTAL
STABLE	11	0.8%
TRANSITIONAL I	323	23.6%
DETERIORATED	864	63.0%
TRANSITIONAL II	167	12.2%
DILAPIDATED	5	0.4%
UNSURVEYED	0	0.0%
TOTALS	1,370	100.0%

*Definition of these terms can be found in attachment No. 1.

It is apparent that although the majority of the housing units in Armourdale are not beyond hope, the majority will soon need physical repairs to prevent the further reduction of their quality to a condition where demolition becomes the only practical action. Based upon the above information plus conditions observed during several visual field surveys, the following assumptions are made:

1. Several of the housing units will surpass their usefulness in 20-30 years no matter how much work is done to them.
2. Several of the units will remain useful for perhaps 50 or more years with considerable reinvestment of labor and materials.
3. Less than 1% are in a condition warranting demolition, but perhaps 10% will require demolition in the next few years.

If these assumptions are verified by a comprehensive house-to-house survey, a positive future might be forecast for the existing housing units in Armourdale and the significant factors in the residential potential of Armourdale would then regard the willingness and capability of the residents and the City to invest efforts and finances into the rehabilitation of the neighborhood.

Armourdale has traditionally been a blue-collar neighborhood where moderate to low-income families have chosen to live. Today's residents

appear to have no significant differences from their predecessors. The majority of the labor force works as craftsmen, service workers, laborers, and employees of the transportation industries. Although their median income rose slightly from \$5288 in 1960 to \$6870 in 1970, their standard of living probably declined slightly as inflation reduced their buying power. In 1970, forty percent of the families earned less than \$8,000.00 and nearly twenty percent had incomes at or only slightly above the poverty level. This financial situation is, of course, affecting the condition of the housing stock which for the most part consists of moderate houses of a modest past. As previously stated, a majority of the houses are over 35 years old and housing units this old usually require considerable maintenance expenditures. The financial predicament of the residents no doubt inhibits their ability to afford major maintenance expenses.

Another factor has no doubt contributed to the limited routine maintenance characteristic of the past few years. For several years the Armourdale residents feared that Urban Renewal would some day move to convert West Armourdale into an industrial area as it had already done in East Armourdale. Such fears of impending forced relocation almost always bring curtailment in all but absolutely necessary maintenance. This desire to "just get by" has frequently caused an area to deteriorate to an extent from which it is not capable of returning as a viable neighborhood. Fortunately for Armourdale the stigma of Urban Renewal is now gone and several factors are in its favor for a strong attempt to improve its quality.

Perhaps the real strength in the future of Armourdale as a residential area will be found in the positive attitude of the residents towards life in Armourdale. The area is viewed as a good place to live and there seems little desire to move from Armourdale. Several cases were cited where:

1. Young people have relocated back to Armourdale after their parents have moved away.
2. Young married families have located in Armourdale after having grown up there.
3. Residents were life long Armourdale residents and showed no desire to move away.

These characteristics of the residents appear common and express the cohesiveness that is common among the residents. There exists a sense of togetherness that is almost akin to that found in a small town rather than an urban area neighborhood. This quality is no doubt aided by the strong industrial borders which separate the area from the rest of the City, and would be lost if residential Armourdale were allowed to gradually change to an industrial land use area.

Signs of current efforts to improve the neighborhood are already apparent, and the Community Development program should provide a spark

necessary to help initiate more improvements especially if more of the residential area can be brought into the program. This start plus an increased desire to rehabilitate current residences rather than relocate or rebuild because of the currently retarded economy may gradually bring about improvements in the physical condition of the existing housing in Armourdale. Such improvements should later enhance the desire for new construction when and if the financing costs for construction loans comes down. Because of the age of many of the housing units in Armourdale, several may be in need of replacement within the next few years.

Unfortunately for Armourdale, as well as many of the other older residential neighborhoods of the City, adequate financial assistance may prove difficult to obtain. There is some indication that conventional loans and federally guaranteed FHA and VA loans may be difficult to obtain for not only new construction but also the rehabilitation of existing structures. The lack of such financial assistance could in itself determine the fate of the Armourdale residential area.

INDUSTRIAL ARMOURDALE:

In any discussion of industrial Armourdale, the financial factor of land value economics must be considered. Land costs obviously are directly related to the gradual conversion of previously residential properties to industrial uses. With \$.75/square foot currently considered the maximum price economically feasible for most industrial development, Armourdale land at \$.30/square foot to \$.50/square foot is quite well priced for potential industrial development. Indeed Armourdale land prices fare quite well in comparison to the following typical prices in other industrial areas:

TYPICAL INDUSTRIAL LAND PRICES*

1. Armourdale	\$.30-.50/square foot
2. Armourdale Urban Renewal Land	\$1.25/square foot
3. C.I.D. Stockyards Property	\$1.00/square foot
4. James and Central	\$1.50/square foot ¹
5. Executive Park	\$.96-1.15/square foot

¹ Central Industrial District

*Non-KCK information supplied by Joe Ritchy of Goldwell Banker.

- | | |
|---|--|
| 6. Mid-America Industrial Estates | \$.65-1.00/square foot |
| 7. I-35, Johnson County | \$1.50/square foot and up |
| 8. Great Midwest International Trade Center | \$.94/square foot and up ² |

2 Developed

The relatively low price of Armourdale land, combined with its close-in locational advantage, makes Armourdale particularly attractive to many service oriented industries that perform their services through the Metropolitan area and require relatively small parcels of inexpensive land upon which to build low cost facilities to serve as their bases of operation.

It is unfortunate that this land use conversion is characterized by business ventures that often do not invest in more than utilitarian structures and landscaping and are frequently quite lax in their housekeeping efforts, for they tend to become blighting influences on surrounding residential properties. This tends to reduce neighboring residential property values which in turn usually attracts more blighting industrial encroachment into the residential area. Examples of such encroachment are apparent in scattered locations throughout Armourdale and are especially evident along the major thoroughfares and near the southern edge of the residential area. This particular problem area, roughly bounded by Miami Avenue and Cheyenne Avenue and extending along the entire east-west length of Armourdale has an abundance of conflicting uses on adjoining properties. Some of the typical blighting influences within Armourdale area:

1. Open storage of waste materials, especially overflowing trash containers and piles of refuse material in violation of City Litter Ordinances.
2. Unpaved parking and equipment and materials storage yards.
3. Lack of or ineffectual screening of visually undesirable areas.
4. Accelerated deterioration of street pavements due to the increased truck traffic load and lack of curbs in some cases.
5. Possibility of increased public safety hazards resulting from the release of hazardous substances into the currently inadequate combined sanitary storm sewer system.
6. High noise levels from industrial operations and increased traffic.
7. Emission of undesirable odors.
8. Safety hazards for children playing near traffic or unfenced materials and equipment.

9. Use of land illegally without proper zoning or without proper permits.
10. Creation of harbors for mice, roaches, insects or other vermin due to improper housekeeping efforts.

It is obvious that a majority of these blight causing problems could be handled via a comprehensive program of application and enforcement of existing ordinances. Without the intentional control of these blighting elements, the majority of the Armourdale residential neighborhood will slowly be transformed to industrial uses, and the type of enterprises locating there may not provide an area of industry that will be a real asset to the City. Care must be exercised to avoid trading one problem for another.

At the current pace of industrialization Armourdale might remain in a state of change for several decades into the future. Only a small percentage of land has been converted since the City issued its policy statement. The probable extent of the industrialization without it remains unknown. It seems logical to conclude, however, that industrial encroachment into the Armourdale residential area will continue and will remain a blighting influence and thus represents a highly conflicting land use.

Although the potential of Armourdale for extensive industrial park development should also be considered, several factors tend to deem such usage presently inappropriate. Foremost among these factors is the existence of vacant industrial park land east of 7th Street Trafficway. At the current rate of development this available land should adequately meet demands for some time. It should be further noted that close-in urban industrial sites are not always desirable locations for all industries. Recent trends show industries with regionally or nationally oriented markets seeking locations on the fringes of large cities or even in smaller communities when the physical size of the industrial plant itself and the size and skills of the required labor force are limited. Industrial sites close-in are most desirable to industries requiring specialized services in the form of consultants, component fabricators, large, skilled labor forces, unique transportation services, etc. Industries without such special needs would probably not find particular advantage in locating in Armourdale especially since the amount of available land for possible future expansion may also represent a problem. Thus the future industrial development of Armourdale will probably be characterized by:

1. Industries with special needs for available inner-city services.
2. Industries that provide special services to other industries or market their products within the Kansas City, Metropolitan Region.

It, therefore, seems reasonable to expect future industrial development in the Armourdale area to be similar to the development of recent years. A substantial improvement in the physical quality of the industrial development should probably not be expected unless considerable effort is expended to alter this pattern.

PUBLIC COSTS:

No matter what use is chosen for the area, plans must eventually be made for the renewal of many of the physical amenities within Armourdale. The existing sewer system, for example, is a combined sanitary storm system and should probably be rebuilt within the near future no matter how the Armourdale land is utilized. Sidewalks, curbs, streets and street lights although in need of some repair, will probably be adequate for awhile, assuming the streets are not subjected to much further damage by heavy truck traffic being allowed to increase or continue. Consideration must also be given to the City investment in recreational facilities and schools. An addition to the Armourdale Recreation Center has recently been constructed. Morse Elementary School playground adjoins property on Cheyenne Avenue for which a change of zone to "I" Light Industrial District has already taken place. It is the newest of the two public schools in Armourdale. Although Morse is smaller than Fiske Elementary School, it serves to prevent Fiske's overload and may be surrounded by industrial development if recent trends are permitted to continue. The School Board currently has no plans to abandon either school and of the two, would most likely abandon Fiske Elementary School because of its age.

In addition to investments in physical facilities, solution to the Armourdale problem will inherently include social costs in the form of adverse public reactions to government policies and the actions resulting from these policies. Several of these social costs are discussed later in the section on possible approaches to the Armourdale problem. Attachment two in the Appendix is an enumeration of other possible social costs which the City may realize while dealing with the Armourdale problem.

POSSIBLE APPROACHES:

Several courses of action are available to the City. They each offer somewhat different intentions for the ultimate land use in Armourdale and each thus infers different required efforts. Attachment three in the Appendix is a comparative table of these approaches.

I. REAFFIRM EXISTING POLICY

Foremost of the possible directions available seems for the City to reaffirm its previous policy statement declaring a desire to maintain a part of Armourdale for residential uses. This course of action would require:

- *New strength in code enforcement and regulation of new development
- *Economic analysis to assist in justifying policy approach and the selected areas for retention of residential use
- *Sufficient support of necessary City services to allow success

It should be reemphasized that this approach has been tried and without adequate application has been failing. Because this approach tends to retain and uphold what already exists in Armourdale, it may also tend to alleviate the rapid need for some capital expenditures.

II. DISREGARD THE PROBLEM

Do nothing and quietly allow what has been happening to continue. This approach would probably produce the following results:

- *Great irritation among the current residents as they sacrifice their hopes for the area to continue as a residential neighborhood.
- *Gradual and rapid decrease in residential property values.
- *Increased suspicion of Governmental integrity through implied admission of previous policy error.
- *Negative repercussions generated by persons observing confused mix and poor quality of land use resulting from such a "look the other way" approach.

The second course of action would require the City:

- *To gradually turn away from previous investments in schools and recreational facilities.
- *To still accept the future need for improvements to the streets, sewers, etc.
- *To face a possible increased need for police protection as the area declines in residential quality.

This approach to the Armourdale problem could place the City in the undesirable position of having nurtured the growth of a slum and force the City to later invest heavily to correct its faults or eliminate it.

III. * ALLOW ONLY INDUSTRIAL DEVELOPMENT

Openly state an intent to develop Armourdale for industrial uses. The City should expect repercussions very similar to those projected for option two, but within a completely different time frame:

- *Residential property values would decrease very rapidly.
- *Residents of other neighborhoods similarly pressured might tend to suspect the security of their own areas.

*The City would have to soon face the abandonment of previous investments in schools and recreational facilities.

*Impact of relocated residents on other areas of the City might be negative. See discussion in attachment two of Appendix.

With this approach the City would have to consider:

*The impact of the relocation of current residents.

*Efforts to market such land to industry to expedite its return to the tax rolls.

*Rapid investment in improvements to streets and sewers.

*The orderly layout of the new industrial developments.

The actual need for such industrial park land in this area should be evaluated, and if it is found to be a desirable land use, special efforts should be made to assemble adequately sized tracts. Without a system for assembling such tracts, this course of action could tend to lead to a confused pattern of redevelopment and would probably encourage continuation of the type of industrial development that is presently occurring in Armourdale. The public reaction to municipal government support of such development might be overly negative.

IV. NEIGHBORHOOD PRESERVATION AND CONTROLLED DEVELOPMENT

Declare an intent for the planned mixed use of the Armourdale land with more control of the development than in option one. Some of the requirements for the success of this approach would be:

*A comprehensive plan for development defining areas and desired developments and possible methods to achieve desired growth patterns.

*Stringent enforcement of existing codes to aid in controlling blight.

*Controlled investment in physical amenities such as streets and sewers, lighting and sidewalks.

*An economic analysis of the Armourdale situation to provide data for the objective establishing process.

*Examination of Armourdale in terms of its relationship to the entire fabric of the Kansas City, Metropolitan Region.

Of advantage to the City would be the opportunity for:

- *Continued benefit of previous investments in schools and recreational facilities.

- *The City to respond positively to the interests of both the residents and the businessmen.

- *The City to direct the development of the Armourdale area towards a future goal that will enable the area to remain an asset to the City.

This approach would be a declaration that Armourdale can serve more than one purpose and serve them reasonably well and, of course, would require considerable effort for its success. This is the course which the Board of City Commissioners and the residents of Armourdale have chosen to follow.

III

The Armourdale Land Use Plan, an updating and revision of a portion of the City's Master Plan, was developed at the request of the residents of Armourdale themselves. The general outlines of the plan were worked out in a series of meetings between neighborhood residents and business people and the Planning Department Staff, beginning in November 1977. The goal of this plan revision is to provide a general guide for future actions by the Board of City Commissioners with regard to land use and zoning, to analyze the development needs of the area, and to make recommendations for the orderly growth of business while protecting and enhancing the residential areas. This is the previously stated fourth approach, and is the alternative that seems to have the greatest potential for benefiting both the residents of Armourdale and the City as a whole.

The land use and development concepts implicit in this plan have two major objectives:

- I. To encourage the existing cohesive residential areas to remain, safe from the steady encroachment of poor quality industrial development, while recognizing that certain areas of mixed use are inevitable. The City's Community Development Program can be a key factor in the strengthening of the residential areas, providing social services, capital improvements, and loans and grants for home repair. Community Development through its neighborhood group structure, also provides the residents a stronger voice when industrial or commercial encroachment threatens.

A major problem confronting the residential areas is the presence of numerous vacant parcels, particularly in the area east and south of Argentine Boulevard. Though many of these tracts are 50 to 75 feet wide, they are platted in 25 foot lots and are often under separate ownership. These lots are an invitation to encroachment, and need to be developed with a fillin program. An excellent example of the potential for success of such a program is the Villa Argentina Urban Renewal Project, which has seen a remarkable growth in home construction since 1975. In those cases where single 25 foot lots lie vacant, the introduction of modular housing is a possible alternative. Modular housing can be quite attractive, virtually indistinguishable from new single-family construction, and unlike mobile homes it can meet the City's fire codes and building codes.

In order for this to come about, there must be a change in the attitude of the City's lending institutions toward the Armourdale area. Such a change is possible, but the City itself must make a commitment to the residential areas of Armourdale before private investors will risk the money necessary for new residential development.

- II. To provide areas for the orderly expansion of planned light industrial development which could serve as a transition between the heavier industrial uses and the residential areas. In so doing, certain facts must be recognized.
 1. The existing residential areas south of Miami and north of Kansas Avenue are for the most part seriously deteriorated, with large tracts of vacant land.

2. The industrial development that has occurred in these fringe areas is often of marginal quality and of little economic benefit to the City.
3. The light industrial areas in East Armourdale are rapidly filling, demonstrating a strong need for close-in warehouse facilities with good access to the major transportation routes.
4. As has been previously noted, the price of land in Armourdale is comparatively low.
5. In the non-residential areas unaffected by Community Development programs, the principal opportunity for much-needed street and sewer improvements would be through benefit districts funded by larger scale industrial developers, rather than through the present marginal development.
6. Armourdale is platted in 25 foot lots, and although there are several large blocks of ownership, the platting has in the past encouraged the development of industrial parcels of minimal size and low quality.

Given these facts, the use of the "I-1" Planned Industrial Zoning District should be encouraged by the City in those areas set aside under the proposed plan for industrial expansion.

The implementation of these goals hinges on the actions of the City and the cooperation of the area residents and business people. Isolated efforts without the cooperation of all the involved parties will not achieve the hoped-for results. But the City can, in and of itself, be the catalyst for change or the partner in Armourdale's further deterioration.

The following steps suggest the wide range of actions and activities by which the City can implement the stated goals:

1. Approve the revised Armourdale Land Use Plan, and use it as a guide in future zoning decisions.
2. Review the adopted plan on an annual basis, with the understanding that this is an interim plan subject to change in the event that a major developer might assemble sufficient property to make revision a reasonable course of action.
3. Initiate a strong code enforcement effort in conjunction with the Community Development program, and make enforcement uniform with respect to existing industrial, commercial, and residential code violations.
4. In the proposed areas of industrial expansion, rezone only reasonably large tracts that are contiguous with existing industrial zoning.
5. Require adequate buffer zones to protect residential properties adjacent to new industrial development, and strongly enforce the screening of outdoor storage areas.
6. Require those seeking industrial rezoning to covenant with the City to

participate in street and sewer benefit district improvements. The City in turn should be willing to participate in large scale benefit district projects where there is an obvious existing need, such as the reconstruction of Cheyenne Avenue to industrial street standards.

7. Discourage uses which produce objectionable noise and air pollution through the adoption and enforcement of accepted environmental standards.
8. Encourage the Community Development Program to fund capital improvements in the area that would benefit both the present properties and any future redevelopment, including neighborhood clean-up campaigns.
9. Consider blanket variances in the zoning regulations that would encourage new residential development, as was done in the Villa Argentina project area. However, the City should be selective and cautious in the approval of individual variances and special use permits that might encourage residential deterioration.
10. Encourage modular housing as an answer to infill on narrow residential sites, but not mobile homes whose potential impact could be quite negative.

THE LAND USE PLAN

The first draft of the Armourdale Land Use Plan was presented at a public hearing in May of 1978. The draft was then taken to meetings of the two Armourdale Community Development groups and to the Armourdale Association, Inc., the local business organization, for more detailed explanation and discussion. In order to reach as many of the residents as possible, questionnaires were prepared and distributed (see Attachment IV), and the plans placed on public display at the Armourdale Recreation Center. Of the responses received, a strong majority favored approval of the plan as presented. A substantial minority registered opposition to the plan, for the most part on the grounds that they were opposed to any new commercial or industrial development in the area. This feeling was strongest in the eastern half of the area, in C.D. Group No. 52. A plurality in both C.D. groups favored the adoption of Alternate "B", which provided for the retention of residential properties in the area south of the alley south of Miami and east of the alley east of Baltimore. The Armourdale Association preferred Alternate "A", which would allow this area to be used for light industrial expansion. Both C.D. groups voted overwhelmingly in favor of strong code enforcement, while the Armourdale Association was in favor of continuing the current lax enforcement. The Armourdale Association also recommended that all areas currently zoned for commercial use continue in that zoning, and by a close margin recommended that the City building codes be modified to allow mobile homes to be placed on vacant residential lots.

The Land Use plan contained herein is a result of the meetings held and responses received, considered in conjunction with sound planning practices. It can best be considered in terms of a number of reasonably well defined areas.

Area I: West of Mill and North of the alley North of Kansas Avenue.

This area is in transition from residential to light industrial use. The existing zoning is "I" Light Industrial, and has been so since 1946, but there still remain a fair number of residential properties in the area. The ultimate use of this property is undoubtedly light industry, but the City should do everything it can to ease the transition for the remaining residents. Ideally, those areas that are predominantly residential should be returned to residential zoning, and the

conversion to light industry carefully controlled by the City. This is the pattern reflected on the Land Use Plan, but it must be admitted that this measure of control may not be feasible. Once additional conversion has occurred, Scott Avenue should be widened to 32 feet back-to-back in order to adequately deal with the industrial traffic in the area.

Area II: Kansas Avenue from 7th Street to 14th Street.

This area from 7th to Mill is currently zoned "I" Light Industry, and is zoned "G" Commercial west of Mill. The zoning pattern has been in place since 1946, but does not reflect actual land use. Much of the property zoned "I" contains uses which would actually be allowable under "G", while substantial portions of the "G" District contain solid stretches of single family properties. The Land Use Plan proposes to regularize the situation, with the zoning being changed to reflect more closely the actual uses. This would allow "G" zoning to act as buffer district between light industry north of Kansas Avenue and the residential areas to the south, would remove intrusive "I" zoning south of Kansas Avenue, and would reinforce the residential neighborhood west of Mill, particularly in the vicinity of Kaw Park, where a large portion of the existing commercial development tends to be neighborhood oriented. Thus, by changing the zoning to more nearly reflect the pattern of existing land use, the characteristics of the neighborhood might be strengthened and preserved.

Area III: the east side of 14th Street from Osage to Argentine Boulevard.

This area is currently zoned "I" Light Industrial, and represents a clear intrusion into the adjacent residential area. The Land Use Plan proposes that the "I" zoning be removed from all residential property in this area, leaving the zoning only on the industrially developed property at 14th and Argentine. The building and zoning codes should be strictly enforced on the remaining industrial properties, to alleviate their current negative impact.

Area IV: Shawnee and Pyle.

This area was zoned "E(a)" Apartment District in April, 1972, to facilitate construction of a proposed elderly high-rise facility. As that use is no longer projected for this property, the zoning should be returned to its previous condition.

Area V: 12th Street to Valley, Taylor to Argentine Boulevard.

This area was zoned "E" Apartment District in 1952. Since that time no apartment development has occurred in the area in question. The existing single family residences are not suitable for conversion to apartments, being for the most part relatively small structures with no provision for off-street parking. New apartment development on this property would not be objectionable, as "E" Apartment is a planned district, and 12th Street and Argentine Boulevard provide good access to the site. But given the lack of development in the last 27 years, and the undesirability of conversion of the existing residential property, the Plan recommends reversion of the zoning to the surrounding "D" Two Family District.

Area VI: Osage Avenue, from 7th Street to 12th Street.

This strip is zoned "G" Commercial District and for the area east of 11th Street, the use largely conforms to the zoning. Very few residences, perhaps no

more than eight, remain in this strip, and any attempt to preserve them would be unrealistic. It should also be noted that certain of the "G" uses have tended to take on a light industrial character, and should be carefully policed through code enforcement. From 11th to 12th, Osage is still a residential street. This is in large part because the commercial and industrial traffic tends to leave Osage at Baltimore and move down Argentine Boulevard, and the commercial zoning therefore represents an angular intrusion that might best be eliminated. Particular attention should be paid to the alleys north and south of Osage, where buffering between the commercial and residential uses is nonexistent. The provision of off-street parking areas, perhaps through benefit districts, should also be given consideration.

Area VII: Osage to Miami and Pyle to Coy.

The center of this block is zoned "I" Light Industrial and is clearly intrusive. One half is used by a contractor, the other and more negative half is an automobile grave yard for old taxi-cabs, with weeds and inadequate screening. The result is quite negative in its impact, and an effort should be made to remove both the zoning and the use. If that is not feasible, the codes should be strictly enforced to alleviate as much as possible the current problems.

Area VIII: Ferree and Miami.

The properties on the northeast and northwest corners of the intersection are currently zoned "I" Light Industrial. The northwest corner is vacant, and should be rezoned to conform to the surrounding residential zoning. The northeast corner houses a cabinet shop, which is appropriate to the zoning. It is nevertheless an intrusion, and if the opportunity should ever arise the zoning should probably be changed to a more restrictive category.

Area IX: Cheyenne to the alley south of Miami, and 7th Street to the alley east of Baltimore.

This area has already been addressed to some extent in the preceeding text. Two alternatives, "A" and "B", were given consideration. "B" limited the amount of light industrial expansion to consolidation of existing parcels, while "A" calls for the area in its entirety to be industrially developed. The plan here presented reflects alternate "A". While some residential properties remain in the area, they tend to be in the poorest condition of any residences south of Kansas Avenue. There are also large tracts of vacant property, and intrusions of industrial uses, some of them quite substantial. The zoning is a patchwork of residential and "I" Light Industrial, with small spots of "G" Commercial and "J" Heavy Industrial. The result is a situation of highly undesirable conflicts and mixtures, and Alternate "B" simply does not adequately address the existing problems of the area.

Under Alternate "A", rezoning would occur only on the presentation of a well-thought-out proposal for a reasonably large tract of land, with a suggested minimum street frontage of 100 feet. "I-1" Planned Industrial Zoning would be given precedence over "I" Light Industrial, and the "G" and "J" zoning would be removed from the area. Developers seeking rezoning would also be required to sign a covenant with the City agreeing to participate in a benefit district for the improvement of streets and sewers to industrial standards. The City in turn would consider the vacation of certain north-south streets if it would help in the development of larger parcels. Adequate buffering along the north and west edges of the area in question would be mandatory, for the protection of the adjacent residential properties along Miami and the elementary school to the west. For the same reasons, zoning and building codes would be strictly enforced against both new and existing development.

In this way, a serious problem area might be converted into an asset to both Armourdale and the City as a whole. But under no circumstances, save the acquisition by a major developer of whole blocks, would industrial development be allowed to expand beyond the boundaries here set out.

IV

APPENDIX

ATTACHMENT I: DEFINITION OF CATEGORIES

The areas examined for the Neighborhood Analysis survey have been placed into one of five categories. While this placement process was of necessity subjective, depending as it did on the judgement of a few individuals, the process was not arbitrary. Basic criteria were used, relating for the most part to the physical appearance of structures and their surroundings. The category into which an area was placed was based on a summation of these individual impressions and a general knowledge of any change that might seem to have occurred in any given area the last five to ten years, and the trends indicated by that change. The definitions of the five categories are as follows:

1. Stable. These are areas which present an attractive and pleasant appearance, in which the housing seems to adequately meet the needs of its users, and in which no marked trends of deterioration can be detected. Such factors as well maintained yards, freshly painted structures, and evidence of continuing maintenance efforts were considered. Age was not a factor--several of the most attractive areas in the city are over 50 years old.
2. Transition 1. These areas are just slightly below Stable in appearance. Maintenance seems to be somewhat neglected and individual properties may show signs of deterioration. More often than not, slippage in condition has occurred relatively recently. Only minor physical efforts would be needed to return these areas to Stable condition.
3. Deteriorated. These are areas in which slippage has occurred unchecked over the last 10 to 20 years. Maintenance and general appearance tend to be poor, often with a wide variation in condition from one property to the next. Major code enforcement and some rehabilitation activities would seem to be called for, as well as minor public improvements.
4. Transition 2. These are Deteriorated areas which seem to be decaying at a more rapid rate. Overall appearance is quite poor, much of the housing seems to be inadequate, and abandonment of properties is starting to occur. Major rehabilitation efforts are called for, together with spot clearance and redevelopment. Public improvements are generally also needed.

5. Poor. These areas actually fall into two divisions, generally depending on use. If residential, the condition is such that major clearance efforts are probably called for. If commercial or industrial, structural conditions may still be sound, but the effect on adjacent residential properties is overwhelmingly negative. A classic example is the commercial properties on Central Avenue, in which the rear of the structures has a visible blighting influence of their residential neighbors.

It should be noted that the overriding criteria has generally been one of appearance. Structural defects were not considered save in categories 4 and 5, where they tend to become obvious to the casual observer.

ATTACHMENT II: POSSIBLE SOCIAL COSTS

I. Assuming City policies will bring about the relocation of residents:

- A. Residents' adverse reaction to relocation
 - 1. Life patterns disrupted
 - 2. Friendships broken
 - 3. Economic hardships from increased rent or mortgage payments and miscellaneous moving expenses
 - 4. Anger with City Government's removal of support for their old neighborhood.
- B. Impact upon other areas of Kansas City, Kansas
 - 1. Increased demand for low-cost housing might lead to increased housing costs
 - 2. Influx of new residents could alter existing neighborhood patterns
 - 3. Alteration of work-trip patterns could result in increased traffic loads
 - 4. New residents might provide positive impact on existing neighborhoods by improving existing property after they establish residency. More likely, though, low-income families might attempt to live beyond their economic means, be unable to afford even routine maintenance and, therefore, create negative influences upon the neighboring properties.

II. Assuming City policies will maintain Armourdale for some residential uses:

- A. Social costs resulting from inadequate approach to the problem
 - 1. Limited educational achievement if school systems are not well maintained.
 - 2. Increased crime problems as neighborhood declines in residential quality
 - 3. Increased health problems resulting from unsanitary conditions
 - 4. Negative attitudes toward City Government as a result of increasing slum conditions.
- B. Social costs resulting from a too dynamic solution to the problem
 - 1. Resentment by residents of other neighborhoods desiring similar preferential treatment
 - 2. Possible creation of an attitude of dependency for the continued provision of special City services

3. Possibility of insulting personal pride, injuring personal integrity through trying to provide undesired special services
4. Negative attitude towards City Government in general if policies are not sufficiently justified

PROPOSED COMPARISONS

	OPTION 1	OPTION 2	OPTION 3	OPTION 4
RESIDENTIAL	YES			YES
COMMERCIAL/INDUSTRIAL	YES	YES	YES	YES
ECONOMIC ANALYSIS	YES		YES	YES
RES. PROPERTY DEVALUATION		YES	YES	
PREV. INVESTMENTS SACRIFICED		YES	YES	
INVESTMENTS DELAYED	POSSIBLY			POSSIBLY
INVESTMENTS ACCELERATED		PROBABLY	YES	POSSIBLY
POOR PUBLIC RELATIONS		PROBABLY	PROBABLY	

ARMOURDALE LAND USE PLAN

OPINION BALLOT

Name _____

Address _____

Telephone _____ CD Group _____

LAND USE

- 1.
- ☐
- Oppose New Plan

Reasons: _____

- 2.
- ☐
- Approve New Plan

- 2a.
- ☐
- Cheyenne Ave. Alternate "A" - Light Industry to Alley South of Miami

- 2b.
- ☐
- Cheyenne Ave. Alternate "B" - Mixed Light Industry and Residential

- 2c. I approve the new land use plan, but would like to see these changes:

CODE ENFORCEMENT

- 3a.
- ☐
- I want strong code enforcement by the City for all of Armourdale.

Reasons: _____

- 3b.
- ☐
- I want selective code enforcement (only the worst offenders)

Reasons: _____

- 3c.
- ☐
- I don't want code enforcement in Armourdale.

Reasons: _____

