JUST BE THE CHANGE YOU WISH TO SEE
Hold For
Acknowledgements
Hold For Executive Summary
Hold For Executive Summary
Background

Downtown Topeka has seen a resurgence of public and private improvements in the last decade on Kansas Avenue between 6th and 10th Streets unlike any in the past 30 years. This unprecedented $10 million public/private partnership (P3) led to a complete rebuild of Kansas Avenue and underlying utilities, reduction of vehicle lanes to emphasize pedestrian/bike modes, establishment of a national historic district, multiple pocket parks and art/statue installations, historic façade renovations, the opening of the Cyrus Hotel, the Iron Rail and Pennant restaurants, and Evergy Plaza. These investments have breathed new life into Downtown south of the Kansas River. North of the Kansas River, the NOTO Arts District flourished over this time and stands poised to experience further business and residential growth.

“If you don’t see it, before you see it, you’ll never see it”
So why slow down to plan now? Isn’t everything going great?

The seeds bearing fruit for the current generation of Downtown were sown in community planning efforts 10-15 years ago. And that built off the blooms of previous generations dating all the way back to the founding vision of Topeka by its father, Cyrus K. Holliday in 1854. Generation to generation had a chance to take a crack at visionary improvements. Each one builds off another and leaves a legacy for the next generation to build from.

Today, public investment based on the last 10-15 years of visioning is reaching its natural conclusion. And while private investment is still following that vision, the next vision for Downtown is unclear. Not because it has few visions, but because there are many visions. No less than 19 well-intended studies or plans, or major actions impact Downtown. All of these well-intended “boats” may be rowing forward but in different directions or not together. This includes an outdated 20-year old City of Topeka Downtown Redevelopment Plan. The primary goal of the Downtown Master Plan is to get us all rowing together in the same boat for at least the next 10 years of Downtown development.

“If you want to go faster, go alone. If you want to go further, go together”
Plan Purpose and Organization

Topeka’s Downtown Master Plan (DMP) is an element of the City’s Comprehensive Plan. Its purpose is to align many efforts into a singular shared vision. It is intended to be an affirmation of Downtown’s strengths and re-imagination of its weaknesses. The momentum of the last few years focused on a game-changing, yet achievable vision. The DMP should be no different...a believable vision but with expanded scope to show how all of Downtown’s assets could work together to achieve a whole greater than the sum of its parts. The foundation of the DMP includes:

Physical Development/Land Use Guide
- First and foremost, the DMP will establish a geographic framework for land use, development, and infrastructure decision-making. Where should development opportunities be targeted for optimal success? Where and how can public investment have the most impact to spur development?

Market-Based Vision (10 years)
- Land use development recommendations for the next 10 years will be grounded in the realities of the 2019 Downtown Market Study and Strategy. This includes projected demand for housing, retail, office, and hospitality.

Aspirational Vision (>10 years)
- Not all development in the DMP will necessarily be realized over next 10 years but imagining “what if” is just as important so ideas have time to take hold once the pace of the market and resources allow.

Plans Within a Plan
- In order to properly align the myriad of functions in Downtown with its vast area, nine (9) geographic District Plans will be defined with their own brand so they complement one another instead of compete.

The DMP is organized into the following three parts:

Part 1/Downtown Context – This section informs about the context of Downtown including purpose, boundaries, overarching goals, district framework, market demand, street network/circulation, incentives, land use, zoning, and design emphasis.

Part 2/District Plans – This section will translate the demand identified in the market study towards real life development projects on the ground. This is done in a way that is catalytic and intentional for downtown. The hope this that this will create confidence that can help inspire property owners and attract developers. Each district plan contains more specific recommendations with regards to branding, potential development and timing, circulation/streets, land use, and zoning for that geographic area and how the districts complement one another.

Part 3/Implementation – This section prioritizes actions to help implement the district plans including infrastructure projects, zoning changes, and building design standards.
Goals and Objectives

The end goal of the DMP is to enhance the “Quality of Life” for all citizens, businesses, organizations, and visitors of the Topeka region. A vibrant center is crucial not only for function but for image and talent attraction. It is “everybody’s neighborhood”. That is why the last 10 years of improvements were so important to reset the bar for Downtown. It added new things to do. And see. In today’s economy, quality of life coupled with quality place attracts and retains talent. Where talent goes, so do those jobs, and so does our return on investment (ROI) as a community.

Why is ROI so good? Downtown is very job and building dense with a small land footprint. It can also be population dense. The community made a down-payment on downtown infrastructure years ago. There is no need for new infrastructure that will add to the operational costs of a municipality. Instead, modernizing and extending its life cycle for future generations in a densely developed area will lower operational costs and lead to a return on investment unsurpassed in the city as illustrated by the graphics on the next page.

This ROI can also be expected to create a ripple effect in “near Downtown” neighborhoods as well. A common real estate marketing tip is to attach property in more challenging areas to stronger image areas they are in proximity to (e.g., “Potwin area”, “Wanamaker area”, etc.). Hence, any perceived or real value increase in the desirability of “Downtown” can overlap into the real/perceived value of nearby neighborhoods. The flip-side is true too. “Near Downtown” improvements on the edges should be supported just as much since it will have a symbiotic relationship on Downtown.

There are four (4) main objectives that will support a higher quality of life and place for a vibrant downtown. Any action/project that is undertaken should support one of these objectives to be successful:
Goals and Objectives

900 S. Kansas Avenue

- Pre-Development Appraised Value/Acre- $250,884*
- Post-Development Appraised Value/Acre - $2,368,800*

*In 2014 $  City of Topeka Planning Dept.

Building rehabilitation increased appraised property value/acre by 844%

Downtown property tax value per acre is 4-5 times greater than any other location in the city
Goals and Objectives

Welcoming
Downtown Topeka, with the State Capitol and I-70, is Topeka’s front door to visitors and travelers. The image and quality of place should be inviting. This will also raise civic pride for Topeka’s residents and lead to greater localized spending patterns.

- Promote a high aesthetic in design and appearance in new construction, rehabilitation, and the public realm.
- Be authentic by reinforcing the existing character of Downtown.

Activating
Ramping up efforts to make our streets/alleys more inviting for people to be outside will make downtown more interesting to visitor and residents alike.

- Support “3rd spaces” or those non-work or non-home spaces for people gathering such as plazas pocket parks alleys, art installations, greenspace, etc.
- “Bring the inside outside” along sidewalks and within on-street parking spaces.

Resiliency
Vibrant downtowns are diverse in both people and offerings. They are employment centers, residential neighborhoods, visitor destinations, and shopping districts – and are the only places where such an array of experiences/uses can occur together. It is what makes them special. And what will also make them resilient and stable over time.

- Diversity living, business, visitor, and transportation choices within a complimentary district framework.
- Extend stays by providing people different purposes to use Downtown (“Hey, I don’t know what to do but let’s go Downtown and we’ll figure it out.”)

Connecting
Enhance transportation choices and adjacency of living/work areas to promote an efficient, equitable, interconnected and accessible network including:

- Give attention to the human-scale of street spaces making them more walkable and bike friendly.
- Reinforce a vibrant Kansas Avenue as the primary spine of Downtown that all districts benefit from.
- Reimagine critical sites for new catalytic—type projects and activity hubs within walking distance of each other.
Framework: Districts and Hubs

The 2019 Downtown Market Strategy revealed that development opportunities will need to be focused in target areas. In other words, there is not enough development opportunity to reinvest in all of Topeka’s 740-acre downtown that need reinvestment today. So areas for future investment must be chosen carefully and intentionally. To do that, a “districts” and “hubs” framework is recommended to shape a coherent investment strategy that optimizes success for Downtown.

**Districts**

The character and functions of downtown distinguish themselves over time as geographic districts. A district framework sets the stage to not just recognize what that place has become, but what it can be. By targeting the right people with the right products in the right places, it will lead to a set of branded districts that are unique, distinctive, and complimentary to each other. This will avoid competing districts that dilute demand. It will create a unified downtown that is greater than the sum of its parts and lead to a higher “hit rate” with investment decisions.

In Topeka, there are 9 districts each with its own set of uses and unique brand that builds upon the assets of Downtown today and tomorrow as illustrated on the next page. Each of those districts will have its own specific branding and development recommendations as outlined in Part II.

**Activity Hubs**

The nine districts should be organized around and tied together by three overlapping corridors – Kansas Avenue, I-70, and Van Buren (new). Kansas Avenue is the most important to Downtown’s success and must be reinforced as its primary north-south spine to continue building off of past investments. Right now, it is too fragmented in character or purpose outside of the Historic Kansas Avenue district to be a unifying force between all districts unless a series of activity hubs, or catalytic developments, can be established along it. Activity hubs are major destination points that draw people into downtown. But if they are spaced too far apart outside of comfortable walking distance, they may fail to have a synergistic effect on each other. With the new Evergy Plaza acting as the primary activity hub, other activity hubs can be spaced from it appropriately at 5-minute walking intervals acting as stepping stones from one district to another.

*“There is not enough development opportunity to reinvest in all areas of downtown that need reinvestment today.”*  
Development Strategies LLC
Much like Kansas Avenue connects the districts it goes through, Van Buren Street has the potential to be a parallel north-south pedestrian-oriented spine connecting River South to the Capitol.
The Downtown Market Strategy was prepared for Downtown Topeka, Inc. in 2019. The document provides market analysis as a foundation of understanding what development demand and land uses need to be planned for over the next decade. Its conclusions show support for the following:

- 900 new housing units
  - Doubles current total and will drive the next generation of growth
- 690K supportable square feet of retail
  - Shrinks overall footprint from 800K
- 300K of new/rehabbed office space
  - Neutral footprint but transforms 5% (6M sf) to Class A or HQ space. 150K vacant in Historic Kansas Avenue District.
- 200 new hotel rooms
  - Subsequent market studies prior to COVID show 300 rooms could be supported

Each district plan in Part II will allocate where those new uses will be accommodated within the next 10 years, while also detailing development that may be beyond the 10 year horizon, but could occur if market trends are accelerated. It should be noted the market study was pre-Covid 19. Some other findings are illustrated here.

[Charts and images related to market trends and resident demographics]
# Market Summary

## PEOPLE

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<thead>
<tr>
<th>Young Professionals</th>
<th>Mid-Career &amp; Empty Nesters</th>
<th>Students</th>
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<td><strong>Peak Activity Hours</strong></td>
<td><strong>Peak Activity Hours</strong></td>
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<td>Singles Couples</td>
<td>Evening/Late Evening</td>
<td>Graduates Undergraduates</td>
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<td>Weekends</td>
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<td><strong>Product Types</strong></td>
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<td>Apartments - New and</td>
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## PRODUCTS

### NEW CONSTRUCTION

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### REHABBED APARTMENTS

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### TOWNHOMES

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### FOR-SALE

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Circulation

An ideal transportation system in a downtown area is a comprehensive and multimodal network of facilities that provides convenient access to goods and services, efficient vehicular circulation, and safe mobility for pedestrians and bicyclists. The transportation system in Downtown Topeka has many desirable features and offers a multimodal network of street, transit, and bicycle/pedestrian facilities.

There is room for improvement in the current transportation system. Planned improvements from other policy documents and recommendations from this Plan are geared towards improving the system for all modes.

The following is a discussion of the existing transportation network.

Polk-Quincy Viaduct

I-70 bisects downtown Topeka and has been in its current alignment since the 1960’s when it was originally built. The portion of the highway that traverses downtown is known as the Polk-Quincy Viaduct (PQV). There is a current Kansas Department of Transportation (KDOT) project to widen PQV, soften the curve at 4th Street that has become a safety issue, and change the access ramps. Funding has been approved for Phase I of the project which will occur between SW MacVicar and SW 4th Street.

The PQV will also impact the local street system within the various districts. Each district plan will touch on those changes. As an example, northbound Van Buren Street currently terminates at I-70 in the Van Buren District. The PQV changes will allow Van Buren to extend under the viaduct and connect to the River South District. This opens a direct path/vista from the river to the Capitol that is not present today.

The City of Topeka has committed $20 million in match dollars to the PQV project which is estimated to be a $230-50 million project. The current design was undertaken when market conditions were different and plans showed the area around the River South District for much higher density of development than what is shown in this plan.

The City is working with KDOT on potential changes to the PQV design as reflected in the River to Rail and River South district plan recommendations.
Sidewalks

Within Downtown, paved sidewalks are provided along both sides of streets. There are a few gaps in the pedestrian system that limit mobility and cause pedestrians to walk on the street. Some segments are in a state of disrepair.

Sidewalk widths vary Downtown. The widest sidewalks are along Kansas Avenue between 6th and 10th Street, which was recently reconfigured with reduced travel lanes and wider sidewalks. This treatment to the street improved the overall pedestrian experience and should be repeated north and south along Kansas Avenue and also along other streets where traffic lanes are proposed to be reduced.

Recommendations from the Topeka Pedestrian Master Plan include:

- Making pedestrians the priority
- Wider sidewalks
- Bulb outs for shorter pedestrian crossings
- Mid-block crossings

“Bringing the inside out” is an important - and often relatively easy - strategy for activating a street, attracting foot traffic, and introducing new audiences to programming and products. Strategies to bring the inside out include:

- Sidewalk dining areas
- Street parks (using parking spaces to create mini parks)
Circulation

Bike Network
There are two types of bicycle facilities present in Downtown, including bicycle lanes and sharrows.

- Bicycle lanes are marked on the street and provide dedicated space for bicyclists.
- Sharrows designate a preferred route where cars and bicycles share the road.
- There is a gravel trail along the top of the levee on the north and south sides of the Kansas River.

Recommendations from the Topeka Bikeways Master Plan include:

- Shared path improvement to the Kansas Avenue bridge.
- Improving bike facilities along 6th & 8th Street
- Connecting downtown to other neighborhoods via existing bike facilities and trails

Transit
Topeka Metro operates bus service in Topeka. Topeka Metro operates a transit station at 9th & Quincy, which connects Downtown to other neighborhoods in the City. Topeka Metro also has a maintenance shop and offices along the south bank of the river at NW Crane Street and N. Kansas Avenue in the River South District.
Circulation

**Street Network**
The existing street network in downtown is a grid pattern that functions well. It generally does well to move people in and out of downtown on a daily basis or for special events.

There is question, however, if the built capacity of some streets are overbuilt and whether or not the existing one way pair of streets are still necessary. Jackson and Harrison are the north/south one-way pairs and 4th and 5th are the east/west one-way pairs. Making changes to overbuilt or one-way streets can help enhance the downtown environment by creating a sense of place, enrich quality of life and improve opportunities for multi-modal transportation options.

The City is embarking on a signalization project to upgrade signal software and detection with a focus on Downtown intersections. This will increase adaptive control at the intersections with an overall goal of improving Downtown circulation. Greater control of signals can help facilitate the reduction of vehicular lanes on downtown streets and give that space back to buses, bikes and pedestrians while still having the ability to keep cars moving.

**Complete Streets**
The Topeka and Shawnee County Complete Streets Design Guidelines view streets as more than just a tool to move traffic throughout the city. Complete Streets provides an approach to streets that views them as shared public spaces that should complement the neighboring land uses, while providing and promoting multi-modal access and connectivity. These new street typologies should support places to live, shop, work, and play by proving a sense of safety and comfort for uses regardless of the intensity of uses in the surrounding area. Streets that are viewed through this lens can help shape our public realm and promote culture and creativity throughout the City.
Circulation

Downtown Street Typologies

**Mixed Use Boulevard** - characterized by their mix of medium to high density land uses and street presence, these streets should focus on serving residents, visitors, and workers. Design of these streets should support and encourage high levels of walking, bicycling, transit, loading, parking and deliver vehicles in a cohesive manner.

**Main Street** - found in areas lower intensity mixed land uses with a street presence, these streets can be enhanced through streetscape improvements that separate bicycle and pedestrian traffic from motor vehicle. These streets should focus on supporting pedestrian and bicycle activity but also can provide space for events and festivals.

**Neighborhood Connector** - the backbone of Topeka’s street network, these streets connect neighborhoods between small business and retail nodes. Often these are dominated by motor vehicles but should accommodate bicycle and pedestrian activity. Street design in these areas should have pedestrians in mind and focus on reducing traffic speeds, improve street crossings, provide sidewalks, street lighting, and consider bus stops for neighborhood access to transit.

**Industrial Street** - serving as the industrial corridors these streets should be designed to accommodate commercial trucks. Design considerations for these streets should ensure adequate lane width and turning radii for commercial trucks while accommodating pedestrians and street trees.
Circulation

Speed Limits

Street segments throughout the Downtown Master Plan are designated for lane reallocation and conversion. The coinciding street typology identified through complete streets should be considered when designating speed limits for these segments of roadway. Streets identified as Mixed Use Boulevards or Main Streets need to accommodate high levels of pedestrian, bicycle and motor vehicle traffic, and speeds to be limited in a manner that ensure pedestrians and bikers alike feel safe while navigating these roads. Neighborhood Connectors, while dominated by vehicle traffic, should be considerate of pedestrian and bike traffic and limit speeds to ensure a safe environment for all users.

Rail

The Topeka Amtrak Station is located within Downtown along the Atchison Topeka & Santa Fe Railroad (ATSF) and within the River to Rail District. The station is owned by the railroad and is a stop for the Amtrak Southwest Chief passenger route.

ATSF operates a maintenance yard within the Rail to River District. Rail traffic in this part of Downtown is related to maintenance. Union Pacific Railroad operates a line that traverses through NOTO/North Topeka that has regular train traffic with an at-grade crossing at Kansas Avenue.
Land Use

Existing land use provides an inventory of every parcel in the Downtown to identify how land is used. Downtown’s land uses have been broken into 13 land use designations.

Residential uses are a mixture of single-family and a range of higher densities of medium to high density multi-family. There are stand-alone residential buildings and residential uses located in mixed use buildings.

The recently constructed Cyrus Hotel on Kansas Avenue is an example of a hospitality use. Commercial uses are sprinkled throughout Downtown with a concentration located within the core of downtown along Kansas Avenue. There is a concentration of commercial uses within NOTO as well.

Downtown is a major office district. Downtown contains offices for the State of Kansas, including the Docking office building. There are many other offices located downtown, including offices for Evergy, Burlington Northern, the City of Topeka, and Shawnee County.

Mixed use buildings are primarily located along Kansas Avenue, north and south of the river. Churches and certain State of Kansas buildings make up institutional uses.

Industrial uses are found primarily along the south bank of the Kansas River and east of I-70. Major industrial businesses, such as Hill’s Pet Food and Burlington Northern Railroad, make up the area along with smaller businesses.

Park spaces is primarily located on the north side of the Kansas River. There is an abundance of surface parking lots located in the downtown area, along with a number of public and private parking garages.
Zoning

Land use in Downtown Topeka is regulated by the Topeka Development Code (Title 18). The Topeka Development Code includes regulations for 13 zoning districts located downtown.

The districts include a combination of mixed use districts - X Districts in NOTO/River North and D Districts south of the river. The X districts were implemented in the NOTO/River North area through the implementation of the Historic North Topeka Neighborhood Plan in 1999.

There are also residential zoning districts in the northwest corner of the Van Buren District and industrial districts along the south side of the river and west of the rail yards. Office zoning is primarily found around the State Capitol.

D District Zoning
The Topeka Zoning Code contains zoning districts specific to downtown. The downtown districts are provided to encourage a compatible mixed use activity. These districts have been partially implemented with the conversion of the former downtown C5 district to D-1 in 2017. See the Implementation section for recommendations to implement D District zoning throughout the rest of downtown. Below is a summary of the D Districts.
Zoning

There are **three downtown district classifications**. A review of the descriptions should be performed to see if an update to the purpose language is needed.

**D-1 District** - The purpose of this district is to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominantly composed of State offices, as well as local and Federal facilities, commercial and retail uses. The district includes compatible residential, office, civic, and commercial retail/service uses which complement and support a high density of activity and facilitate pedestrian usage.

**D-2 District** - The purpose of this district is to integrate a compatible mixed use activity with urban residential neighborhoods. The district includes a balance of compatible residential, office, cultural, and neighborhood commercial retail/service uses of low to moderate intensity that complement and support neighborhood residential areas and pedestrian usage.

**D-3 District** - The purpose of this district is to reestablish the linkage between downtown and the Kansas River through intensive redevelopment of the area north of Crane Street to the Kansas River. The district includes housing, commercial and office uses that emphasize the relationship between downtown and the river, as well as expand cultural opportunities in the general downtown area.

Within the downtown zoning districts are adopted design guidelines. The guidelines primarily deal with non-residential building and parking. Using the model of the recently adopted city-wide non-residential design standards, the downtown design guidelines should be updated and converted to more prescriptive design standards. Further, design standards should also be created to provide design guidance to residential projects.

Finally, there are adopted downtown sign standards. These sign standards were recently crafted and adopted and are right sized for downtown. This Plan will house the sign standards and new design standards together in one place for easy access and review.
Design

A high design aesthetic is promoted by this Plan as a way to protect property investments and help make downtown more welcoming. The overall design aesthetic should be based, in part, on the current built form and street wall of downtown as a way to “right size” the design expectation for downtown.

Built Form

The built form of a downtown describes the relationship of structures to one another, comparing size, massing, and proximity. Traditional downtown areas feature a built form based on mass, density, and the creation of a continuous street wall. Inline buildings, with little to no front and side yard setbacks are a common characteristic, creating compact, walkable areas. These buildings are built right up to the sidewalk, establishing a street wall of side-by-side, united structures. This built form provides a classic pedestrian environment unique to city centers. Establishing the built form for Downtown and how that differs based on the varying parts of Downtown is a key component of the Plan. The tower for the Cyrus hotel (photo on the right) was built set back from the lower two-story façade to help maintain the existing street wall and not overwhelm the street below.

Street Wall

The term street wall is used to describe a continuous row of structures along the property line, near the sidewalk, with no setbacks and minimal side yards. Street walls create a comfortable urban environment by establishing a sense of enclosure, providing easy access between adjacent uses, slowing automobile traffic, and emphasizing the pedestrian over the automobile in a way that improves safety. Maintaining a complete street wall is a valuable component of creating an active, vibrant, and pedestrian-oriented Downtown. The Plan should work to maintain the street wall where it is important to the design of Downtown. The image on the right is an existing street wall on 7th Street in the Van Buren District.
Design

Historic Properties

A large number of properties within Downtown Topeka are officially designated as historic. Many of these properties are individually listed on the National Register of Historic Places, while many are also included within nationally listed historic districts. The structures on all of these properties date from the 1890s through the mid-1960s, and represent a broad array of architectural styles.

In total, there are a total of 35 structures individually listed on the National Register of Historic Places, as well as three National Register Historic Districts. Highlights of individually listed structures include:

- the United State Post Office & Courthouse,
- the Kansas State Capitol Building
- and, the Kansas Free State Capitol Building.

The historic districts contain a total of 137 individual properties, each district representing a broad array of architectural styles and adaptive reuses. Several buildings within the Districts have been converted from warehouse or office to residential, and retail to office.

Design review for historic properties is performed locally by the Topeka Landmarks Commission and is based on the Secretary of the Interior’s Standards for Rehabilitation. The Downtown Topeka Historic District Guidelines also apply to the Mill Block and South Kansas Ave. historic districts.
Economic Incentives

There are a number of incentives available for development downtown. Certain incentives – like the NRP and historic tax credits – can be used to layer financing for the same project. However, if a project wishes to utilize the Dynamic Core TIF District, it cannot use the NRP as those incentives are both property tax based. There are links provided for additional program information for each of the incentives described below.

Neighborhood Revitalization Program
The City’s Neighborhood Revitalization Program (NRP) is a property tax rebate incentive. Qualified improvements are able to earn a property tax rebate on the taxes that are increased by the improvements. The standard rebate is 95% for 5 years and 50% for 5 years. Historic properties are eligible for a 95% rebate for the full 10 years. [Additional information.]

Dynamic Core TIF District
The Dynamic Core TIF District is a property tax based incentive that covers a district that includes downtown. The TIF District captures the increased property tax increment from all of the properties within the district. The funds are collected for use within the district. A development must apply to use the TIF funds. Eligible expenses include property acquisition, site preparation, utilities, and parking facilities. [Additional information.]

Historic Tax Credits
Historic tax credits are an income tax based incentive. Federal (20%) and State (25%) income tax credits are available to historic property owners for qualified rehabilitations costs. [Additional information.]

Opportunity Zones
Opportunity Zones offer investors preferential tax treatment for capital gains invested in low-income communities. The program is designed to encourage long-term investment in economically distressed areas and promote economic growth. These investments provide support to projects focused on a wide array of issues including, downtown revitalization, housing improvements and expansion of industrial parks and innovation districts. There are three opportunity zones in Topeka. They include Downtown and North Topeka. [Additional information.]

Star Bonds
There are no current Star Bond district downtown, but they remain a possibility. Sales Tax and Revenue (STAR) Bonds are a financing tool that allows Kansas municipalities to issue bonds to finance the development of major commercial, entertainment and tourism projects. The bonds are paid off through the sales tax revenue generated by the development. The intent is to increase regional and national visitation to Kansas. [Additional information.]
Demographics

The following graphic is a summary of the downtown demographics.
PART II: DISTRICT PLANS
CAPITOL DISTRICT
The Capital District is located on what was southwestern edge of the City of Topeka back during its first full decade as an incorporated city. Its status as undeveloped land changed dramatically in 1866 when construction of the Kansas State Capitol Building commenced on the four square block area between SW 8th & SW 10th Avenues, and between SW Jackson Street, and SW Harrison Avenue. Construction on the Capitol Building would last for 37 years until its final completion in 1903. Topeka’s first free public library was constructed on the Statehouse grounds at the south west corner of SW 8th & Jackson Streets in 1883. The Library would remain standing and in operation at this location until it moved to its current location in 1953.

For the remainder of the 19th Century, the areas surrounding the State Capitol were constructed consistent with the initial development patterns of the City, with business and commercial businesses rising to the east and north, and predominantly residential dwellings being built to the south and west.

It was not until the turn of the Century that government and institutional/civic uses began to occupy the frontage of SW 10th Avenue, directly south of the State Capitol Building. By 1910, the Kansas State Printing Office was built at the corner of SW Jackson & SW 10th Avenue. This was followed by the Masonic Temple next door to the west by 1920.

In 1954, the State of Kansas expanded their offices with the construction of the Docking State Office Building in the 900 block of SW Harrison, directly west of the Capitol. With this development began the replacement of the residential neighborhood to the south with vehicle parking lots to accommodate the expanding State workforce.

Devastation, however, struck this area on June 8, 1966 when an F5 tornado destroyed the vast majority of buildings south of 10th Street. The recovery of this disaster prompted the wholesale replacement of all residences within the Capital District with parking lots.
The Capitol building is the heart of this district, which is dominated by government uses. This area will remain as one of the major employment centers downtown and would be a great place for a new museum or cultural destination. In an area with little other green space, the Capitol Grounds can act as an oasis for downtown residents - a great place to read a book under a tree, meet with friends or eat lunch outside.

- State government focus
- The People’s greenspace - dual purpose
- Docking renovation/Class A space
- Parking lot re-use/infill
- Jackson/Harrison conversions
Potential Build-Out

New Development & Conversions

1. **New Mixed Use/Flex** Contingent on the development of structured parking for Docking State Office Building, a new opportunity could arise for a variety of uses including class A office space, retail, lofts or sports fieldhouse with shared parking for weekends. Construction on this site provides a more intensive use than the existing surface parking, while putting space back on the tax rolls.

2. **Potential Office Rehabilitation** - The Docking Building currently sits vacant. Multiple rehabilitation proposals provide a varying level of occupancy. Only a full rehabilitation accommodating new KDHE labs, conference space, other State office consolidation and structured parking will provide the highest economic impact.

3. **Mixed Use Infill** - Replacing surface level parking with infill development will complete the streetwall along the block and provide space for new retail, office and residential housing units, with a spectacular front door view of the Capital Building.

4. **Parking Garage** - To account for parking spaces lost to new development, structured parking will provide parking for nearby offices.

5. **New Office** - With a need for new Class A office space, new development along 7th Street would fit in appropriately with other office uses.

6. **New Residential** - Replacing the State’s surface parking on the southeast corner of Van Buren and 7th Street, a new mixed use housing development would provide needed housing units and anchor the southern end of the Van Buren housing corridor. Structured parking should be integrated to replace the lost surface parking.

7. **Potential Office Rehabilitation/Conversion** - The State’s Eisenhower Building, currently not on their central plant, could provide needed housing units and anchor the future Van Buren housing corridor. The building height/proximity and location would provide excellent views of the Capitol and walkability to Kansas Avenue.
RESIDENCES AND GREENSPACE
Circulation/Complete Streets

Significant changes are proposed on Jackson St. and Harrison St. While accommodating existing traffic counts, both roads are recommended for conversion to two-way traffic throughout Downtown Topeka. These changes will create a more user and pedestrian friendly circulation pattern. 12th Street is currently under construction to remove one traffic lane and create a designated bike and pedestrian path.

<table>
<thead>
<tr>
<th>Type/Location</th>
<th>Recommendation</th>
<th>Complete Streets Typology</th>
<th>Ped</th>
<th>Bike</th>
<th>Bus</th>
<th>Car</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Conversions</strong> (1-way to 2-way)</td>
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</tr>
<tr>
<td>Jackson St. (7th to 12th)</td>
<td>Main Street</td>
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<tr>
<td>Harrison St (7th to 12th)</td>
<td>Main Street</td>
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<tr>
<td><strong>Lane Reallocation</strong> (Removal of Travel Lanes)</td>
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<tr>
<td>12th St. (Topeka Blvd to Jackson St.)</td>
<td>Mixed Use Boulevard</td>
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<tr>
<td>8th Ave.</td>
<td>Mixed Use Boulevard</td>
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<td><strong>No Change</strong></td>
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<tr>
<td>7th St.</td>
<td>Mixed Use Boulevard</td>
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<tr>
<td>9th St</td>
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<tr>
<td>Topeka Blvd</td>
<td>Mixed Use Boulevard</td>
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</tr>
<tr>
<td>Van Buren St.</td>
<td>Mixed Use Boulevard</td>
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</tr>
</tbody>
</table>

Jackson Street 7th Street to 12th Street

1. Travel Lanes converted to two-way traffic
2. Angled parking along both travel lanes
3. Generous sidewalk widths for increased pedestrian use and implementation of crosswalk bump-outs
4. Promote mixed use development to increase pedestrian amenities
Land uses in the Capitol District are dominated by State offices, and to accommodate these uses, two full city blocks dedicated to parking make up the southwest corner of the district. With the State searching for a new KDHE research site and rehabilitation of the Docking building, both of the blocks dedicated to surface parking can be utilized to accentuate Topeka Boulevard and condense State offices. The northern end of the district has plenty of opportunity to provide new commercial and residential uses, building towards a centralized “core” within Downtown Topeka. A proposed new housing development at the southeast corner of 7th and Van Buren can act as transitional zone to more intensive residential and commercial uses.
The Capitol District will be rezoned to D-1. Rezoning of this district will accommodate the existing office spaces, while promoting new commercial and residential uses along the north end of the district.

**D-1 Zoning** - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible, office, civic, commercial retail/service, and residential uses which complement and support a high density of activity and facilitate pedestrian usage.
## Implementation Summary

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Increase quantity of retail uses and housing units.</td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Rezone district to D-1</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Potential to add 70 units of new housing</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Rehabilitation of Docking building and other government-owned spaces allow for consolidation of government office space.</td>
</tr>
<tr>
<td><strong>Retail</strong></td>
<td>Retail component would be part of new mixed use developments, with no new commercial developments projected.</td>
</tr>
<tr>
<td><strong>Hotel</strong></td>
<td>No new hotel beds.</td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td>Angled parking is preferred in high density commercial areas. However, bike and pedestrian considerations may dictate the need for parallel parking or other parking requirements.</td>
</tr>
<tr>
<td><strong>Building Design Standards</strong></td>
<td>Create residential and nonresidential design standards for D Districts.</td>
</tr>
</tbody>
</table>

### Charts:

- **Housing:**
  - Added: 8%
  - Needed: 92%

- **Hotel Rooms:**
  - Added: 0%
  - Needed: 100%

- **Office:**
  - Added: 13%
  - Needed: 87%

- **Existing Retail:**
  - Added: 1%
  - Needed: 99%
Downtown Topeka’s Civic District has a broad and varied history in terms of its overall character and more specifically its predominant uses. This variance in its history is due in no small part to its geographic spread, extending from S. Quincy Street east to the railroad tracks. As Downtown and the railroad grew, so did the divergence of the character of the District from its original development.

During this area’s initial years in the 1880’s, the frontage of 6th Avenue was developed in the service and retail industries. 6th Avenue, at this time, was the main access road to Topeka from the east, and was given the name “Liberty Highway” for its end destination of the Free State Capital of Kansas. Its definitive character was similar in most respects to the development occurring along S. Kansas Avenue.

The area north of SE 7th Street, however, set its early development pattern in a different trajectory. The most prominent business to be located in the 700 block of SE Quincy Street was that of the Smith Automobile Manufacturing Company. Smith Automobile Manufacturing Company built luxury cars between the years of 1902 to1912. Smith was the first automobile manufacturer west of the Mississippi River, and also produced the very first automobile to successfully ascend Pikes Peak in Colorado.

The majority of the District, however, was developed as a residential neighborhood, home of many prominent early Topekans. One home in particular belonged to Col. George Veale, a prominent early developer and entrepreneur within Topeka’s first several decades. Col. Veale lived at the northeast corner of SE 8th & Quincy Streets. The City of Topeka obtained this property in 1900 for the development of a multi-purpose building containing Topeka’s City Hall, Fire Station No. 2, and a Civic Auditorium.

The Great Depression brought significant changes to the area. Among the highlights in new construction was a significant addition to the Santa Fe Railroad Hospital in 1930, and Works Progress Administration project to build what is now the current Topeka City Hall and the Topeka Performing Arts Center in 1937. After the Great Depression and WWII, construction began of Interstate Highway-70 began in 1956, becoming among the first miles completed of the nation’s Interstate Highway system.

Major public development projects within the Civic District continued through the turn of the Century with the construction of the Shawnee County Jail in 1987, the new BNSF office building in 1992, and the Metropolitan Transit Authority Quincy Street bus transfer station in 2003.
Civic

Local Government Hub

The Civic District will act as the local government “campus” unifying City, County, and Transit headquarters and operations among others. Large surface parking lots provide an opportunity for government office relocation that would enable valuable property along Kansas Avenue and riverfront for catalytic developments. A consolidation of uses would enhance efficient collaboration and partnering among different agencies while providing feasible re-use of marginalized parcels in the shadow of County jail facilities.

- Government complex
- Office/facility consolidations
- High-quality public building design
- Gateway
Potential Build-Out
New Development and Conversions

1 Justice Center - The consolidation of City/County law enforcement and judicial facilities will free prime parcels for new development, streamline coordination, and transform a blighted gateway to Downtown. A new law enforcement center would feature structured parking for increased parking density limiting the footprint.

2 Fleet Building - Currently fleet facilities are located adjacent to the Law Enforcement Center and Topeka Metro. Whether necessary in one or two locations, new fleet buildings will be necessary to maintain the Topeka Police and Topeka Metro fleet. Consolidation of fleet facilities should be considered to reduce cost and increase efficiencies.

3 Metro Transit Site - Relocation of Topeka Metro from the River South District to the Civic District would further consolidate government uses to the Civic District and place operations near the Quincy Street Station. The proposed new site for the operations, bus barn and fleet building would replace surface parking lots and vacant parcels, and represents the most viable re-location site downtown.

The Topeka Capital Journal Building is currently sitting vacant. The building’s mid-century modern design makes it worth preserving through rehabilitation. With a concerted effort to align government uses in one district, and limited residential and non-government office uses in the area, it makes sense for this to be converted for local government use down the road.

4 Entertainment Venue Rehab - The old Capital Iron Works facility with large windows and brick exterior has the makings to become some sort of adaptive re-use entertainment venue. Other cities have experienced an increase in rehabilitation of similar structures, with intent to create a 12+ hour hub. The structures large size would allow for multiple uses like concert venue, brew or food hall, or banquet hall would add a unique destination point on the east side of Downtown.
Government Uses

Justice Center

Metro Facility

Entertainment Venue
Changes to I-70/Polk-Quincy Viaduct will ultimately impact the circulation surrounding the Civic District. A split-diamond design between 8th Avenue and 10th Avenue will simplify access points safely and open up potential to convert Monroe Street and Madison Street will be limited to access points at 6th Avenue and 10th Street. New development along the Polk-Quincy Viaduct will highlight the government heavy uses found within the district.

<table>
<thead>
<tr>
<th>Type/Location</th>
<th>Recommendation</th>
<th>Complete Streets Typology</th>
<th>Ped</th>
<th>Bike</th>
<th>Bus</th>
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<td></td>
<td>7th Street</td>
<td>Mixed Use Boulevard</td>
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<td>8th Avenue</td>
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<td></td>
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<td>10th Avenue</td>
<td>Industrial Street</td>
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<td></td>
<td>Jefferson Street</td>
<td>Mixed Use Boulevard</td>
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<td></td>
<td>Adams Street</td>
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<tr>
<td>No Change/Conversion</td>
<td>Monroe Street</td>
<td>Mixed Use Boulevard</td>
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<td></td>
<td>Madison Street</td>
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<tr>
<td>Lane Reallocation</td>
<td>Quincy Street</td>
<td>Mixed Use Boulevard</td>
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**Polk-Quincy Viaduct Impacts**

Expected changes to I-70/Polk-Quincy Viaduct will impact how vehicles interact with the Civic District. Current proposals will simplify the number of entrances and exits into the district, directing traffic to the corridors designed to handle greater levels of traffic.

<table>
<thead>
<tr>
<th>Westbound Exits</th>
<th>Westbound Entrances</th>
<th>Eastbound Exits</th>
<th>Eastbound Entrances</th>
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</thead>
<tbody>
<tr>
<td>10th Avenue</td>
<td>8th Avenue</td>
<td>Topeka Boulevard</td>
<td>Kansas Avenue</td>
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<tr>
<td>Kansas Avenue</td>
<td>Topeka Boulevard</td>
<td>8th Avenue</td>
<td>10th Avenue</td>
</tr>
</tbody>
</table>
Existing Character

Land Use

Land uses in the Civic District are dominated by City, State, and institutional uses and is split by I-70 running through the middle of the district. Two full city blocks are dedicated to the Shawnee County Detention Center that dominates the eastern landscape of the district. Industrial uses are located adjacent to the BNSF rail lines on the eastern edge with vacant parcels and buildings dotting the landscape. Future land use in the district should provide further consolidation of City, State, and institutional uses for new office space oriented toward government use. Jefferson and 8th Avenue could be a landing spot of the Topeka Metro operations facility, bus barn, and fleet services building. While Jefferson and 10th Avenue can accommodate a combined City/County Justice Center at the gateway to Downtown. New industrial mixed use at Adams and 8th Avenue may house an entertainment venue providing activity to the district after 5:00 PM.
**Existing Character**

**Zoning**

The Civic District will be rezoned to D-1 and D-3. Rezoning of this district will accommodate the existing office spaces, while promoting continued development of government oriented office space and institutional uses.

**D-1 Zoning** - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible, office, civic, commercial retail/service, and residential uses which complement and support a high density of activity and facilitate pedestrian usage.

**D-3 Zoning** - Intended to reestablish the linkage between downtown and the Kansas River, it also supports linkages to rail and freight areas. The district includes industrial, commercial and office uses as primary uses and housing as a secondary use. Land use in this zoning district should emphasize the relationship between downtown institutional, and industrial, as well as expanded cultural opportunities in the general downtown area.
## Implementation Summary

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Recommendations</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Consolidation of government and institutional uses.</td>
<td>Reliant on new build.</td>
</tr>
</tbody>
</table>

| Zoning | Rezone district to D-1 and D-3 | See map in Existing Character |

| Housing | No new housing added. |

| Office | 330,000 sq. ft. of new and rehabbed office space added for government use. | This office space does not count toward new Class A office space due to government need. |

| Retail | Rehabilitation of existing industrial building for entertainment venue. |

| Hotel | No hotel beds added. |

| Parking | Much of the existing parking will remain in place. Need structured parking may be required with new government office development. |

| Building Design Standards | Create residential and nonresidential design standards for D Districts. |

### Diagrams

Housing: 100% Added, 0% Needed

Hotel Rooms: 100% Added, 0% Needed

Office: 100% Added, 0% Needed

Existing Retail: 0% Added, 0% Needed
HISTORIC KANSAS AVENUE DISTRICT
History

The history of this area closely parallels the rest of Downtown Topeka, albeit only a decade later than the histories of those districts extending north toward the Kansas River. Permanent commercial development south of 6th Avenue began in earnest during the 1870s, roughly 20 years after the City’s initial settlement. By this time, the State of Kansas had been officially admitted to the Union as a Free State, and Topeka had won a popular vote to become the State’s official capital city. The City’s two major railroads, the Union Pacific, and the Atchison, Topeka & Santa Fe Railroad, had both become firmly established within the entire region, thus propelling the city to new economic heights.

S. Kansas Avenue, meanwhile, developed as the City’s primary customer service corridor, offering myriad retail opportunities for Topeka’s citizens, along with café’s, restaurants, and hotels. The Hotel Kansan (right) is the last remaining hotel in Downtown Topeka from the first half of the 20th Century. This hotel has since been converted for office and residential uses.

The distance of the Historic Kansas Avenue District from the Kansas River and the rail lines further north enabled this area to be developed for more traditional business purposes, as opposed to the service industries that defined the earliest settlement period in Topeka’s history. This “business” character was solidified in 1884 when the AT&SF railroad constructed their corporate headquarters at the southeast corner of SW 9th and Jackson streets. By 1924, the headquarters of the AT&SF offices had expanded to encompass nearly the entire 900 block of SW Jackson Street. This building was occupied by AT&SF until 1992 when the Railroad relocated to a new office building located at 900 SE Quincy Street. It is currently occupied as an office building by the State of Kansas.

The Historic Kansas Avenue District remains a significant and intact example of the dense commercial corridor that began Topeka’s history as the Capital of Kansas. This area reflects the economic and civic development of Topeka from shortly after its founding to the present day. Although most of the development in this area occurred in the early to mid-twentieth century, a significant revival in development is taking place within the area with the establishment of a historic district, and the construction of a new hotel and conference center the 900 block of S. Kansas Avenue in 2018.
Historic Kansas Avenue

Historic Mixed Use Centerpiece

The stock of historic commercial buildings on South Kansas Avenue is unparalleled in the City of Topeka and this burgeoning mixed-use district that will continue to evolve as the centerpiece of Downtown. As more residents and workers are drawn to the area, the quality of commercial spaces will continue to improve. Independent shops and restaurants will benefit from being clustered together in this special district, which will be the prime spot for people watching and outdoor dining.

- Destination—place to gather, be seen, date night, etc.
- Retail/Dining core
- Office to residential conversion
- Historic eclectic—renovations and key infill
- Quincy Street makeover
**Potential Build-Out**

**New Development**

1. **New Mixed Use** - Building off of the energy of the Cyrus Hotel, a mixed use development can continue the revitalization along Kansas Avenue.

2. **New Mixed Use** - Infill along Quincy Street will help provide a street presence while removing surface parking in the district.

3. **Parking Garage** - With new housing units proposed at 823 Quincy Avenue and new mixed use at the corner of 9th and Quincy, adding structured parking will provide needed parking spaces.

4. **Mixed Use Addition** - Existing structures in this area do not take advantage of 2nd and 3rd story space and the exteriors are in need of investment. An addition to the existing structures could provide needed capital while increasing the density of commercial, office or residential units.

5. **New Mixed Use** - Another infill project, new development on this site would help establish a Quincy Street street presence, while matching existing uses along 8th Avenue.

6. **New Mixed Use** - With Evergy Plaza acting as a catalyst site, new development with commercial uses would benefit from the increased pedestrian activity.

7. **New Mixed Use** - With Evergy Plaza acting as a catalyst site, new development with commercial uses would benefit from the increased pedestrian activity. However, this site may be less of a priority.

8. **Parking Garage Façade** - With multiple existing parking garages in place, and one proposed, a façade will improve the overall aesthetic in the Historic Kansas Avenue District.

9. **Alley Activation** - Located near a potential catalyst site, alley improvements would provide public gathering spots while increasing the quality of life in a district anticipating improved pedestrian movement.
Potential Build-Out

Conversions

1. **The Mills Building** - Located at 901 S Kansas Avenue, this building features ample windows and could provide market rate units.

2. **823 SE Quincy Street** - Having recently changed ownership, there is potential for half of the building to convert to housing units, capitalizing on anticipated pedestrian amenities along SE Quincy St.

3. **818 S Kansas Avenue** - While currently housing Evergy, the building prime location would provide excellent views of the Capitol building and Downtown Topeka. Access to an existing parking garage would relieve the need for new structured parking.

4. **800 SW Jackson** - Home to multiple state offices, this building would provide excellent views of the Capitol building and Downtown Topeka. Access to an existing parking garage would relieve the need for new structured parking.

5. **709 S Kansas Avenue** - Currently, this building sits partially vacant. New residential units located along Kansas Avenue will provide an improved street presence with new market rate units featuring ample windows. Housing units would be located on the upper floors allowing for a mixed use land use.

6. **Wolfe’s Camera Shop** - The property located at 635 S Kansas Avenue is currently for sale. This location provides a presence along Kansas Avenue and is located adjacent to structured parking reducing the need for new parking.

7. **Jayhawk Tower** - The building historic context as a hotel would be fitting to return to residential uses. When paired with the rehabilitation of the Jayhawk Theatre, this segment of the block will act as a mixed use destination for Downtown Topeka.
## Circulation/Complete Streets

Significant changes are proposed on Jackson St. and Quincy St. While accommodating existing traffic counts, Quincy St will have a reduction in travel lanes, creating a pedestrian friendly streetscape and promoting residential and retail uses. Jackson St. is recommended for conversion with two-way traffic throughout Downtown Topeka. While not directly influencing the boundaries of the district, changes to the Polk/Quincy Viaduct (I-70) will impact 6th Ave, 8th Ave and 10th Ave. The current proposed Polk/Quincy Viaduct alignment will provide indirect access at 6th Ave and 8th Ave, with the only direct access at 10th Ave.

### Type/Location

<table>
<thead>
<tr>
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<th>Complete Streets Typology</th>
<th>Ped</th>
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<th>Bus</th>
<th>Car</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conversions (1-way to 2-way)</td>
<td>Jackson St. (10th Ave to 6th Ave)</td>
<td>Main Street</td>
<td>•</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Lane Reallocation (Removal of Travel Lanes)</td>
<td>Quincy St. (10th Ave to 6th Ave) - Street treatment to create pedestrian friendly environment. See Below.</td>
<td>Main Street</td>
<td>•</td>
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</tr>
<tr>
<td>No Change</td>
<td>Kansas Avenue</td>
<td>Main Street</td>
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<td>6th Avenue</td>
<td>Mixed Use Boulevard</td>
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<td>7th Street</td>
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<td>8th Avenue</td>
<td>Main Street</td>
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<tr>
<td></td>
<td>9th Street</td>
<td>Main Street</td>
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<td>•</td>
</tr>
<tr>
<td></td>
<td>10th Avenue</td>
<td>Mixed Use Boulevard</td>
<td>•</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
</tbody>
</table>

### Quincy Street 6th Avenue to 10th Street

1. Travel Lanes Reduced to 3 lanes from 5
2. Sharrows/dedicated bike lanes
3. Angled Parking
4. Increased sidewalk widths for increased pedestrian use
5. Mixed Use Developments increase pedestrian amenities
6. Pedestrian medians, bump outs, and mid-block crossings

### Quincy Street

- Travel Lanes Reduced to 3 lanes from 5
- Sharrows/dedicated bike lanes
- Angled Parking
- Increased sidewalk widths for increased pedestrian use
- Mixed Use Developments increase pedestrian amenities
- Pedestrian medians, bump outs, and mid-block crossings
Existing Character
Land Use

Much of the existing land use is dominated by office and commercial uses with housing as a secondary land use, typically located above the active street front. Evergy Plaza located between 6th Avenue and 7th Street on Kansas Avenue, combined with the Kansas Avenue Streetscape project, is designed to bring 12+ hour energy and enhance the public spaces in the district. The existing office, commercial, and vacant space provides adequate square footage to generate new retail and housing units through conversion. While no one single project will elevate the district, there is ample opportunity for multiple smaller projects to generate new activity and create a higher quality of life for those who work, live, and shop in Historic Kansas Avenue.
The Historic Kansas Avenue District is made up entirely of D-1 Zoning. Following the adoption of the D-1 Zoning district in 2017, the Historic Kansas Avenue District was rezoned from C-5 to D-1. This rezoning allowed existing land uses to remain while creating a cohesive zoning district for the Core of Downtown Topeka.

**D-1 Zoning** - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible residential, office, civic, and commercial retail/service uses which complement and support a high density of activity and facilitate pedestrian usage.

Example of a hotel that was converted to mixed use commercial and housing. The D-1 zoning district encourages this type of development.
## Implementation

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Increase quantity of retail uses and housing units.</td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Retain D-1 Zoning</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Potential to add 200 units in the next ten years.</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Conversion of segments of office space to accommodate needed housing units with new Class A office created in new mixed use development.</td>
</tr>
<tr>
<td><strong>Retail</strong></td>
<td>New retail uses within mixed use new developments will help guide the district to become a 12+ hour district.</td>
</tr>
<tr>
<td><strong>Hotel</strong></td>
<td>No new proposed hotel beds in district.</td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td>Angled parking is preferred in high density commercial areas. However, bike and pedestrian considerations may dictate the need for parallel parking or other parking requirements.</td>
</tr>
<tr>
<td><strong>Building Design Standards</strong></td>
<td>Create residential and nonresidential design standards for D Districts.</td>
</tr>
</tbody>
</table>

### Charts

- **Housing**
  - Needed: 78%
  - Added: 22%

- **Hotel Rooms**
  - Needed: 100%
  - Added: 0%

- **Office**
  - Needed: 87%
  - Added: 13%

- **Existing Retail**
  - Needed: 58%
  - Added: 42%
NOTO/RIVER NORTH DISTRICT
Life along the north bank of the Kansas River in Topeka began in 1842 as the exit point of Pappa’s Ferry across the Kansas River. Pappan’s Ferry provided passage to settlers travelling westward on the Oregon Trail. This point was roughly inline with Harrison Street, immediately east of Topeka Boulevard. Many travelers on the Oregon Trail did not continue beyond this crossing, however, choosing instead to make the north bank of the Kansas River their home. These settlers established their own community on the north bank of the Kansas River, prospering as a pivotal stop for other westward travelers. The growth and stability of this settlement was eventually founded as the **Town of Eugene** in 1865 by William Curtis.

Less than a year after its establishment, on New Years Day, the Town of Eugene welcomed the first Union Pacific train. The presence of the Union Pacific in the Town of Eugene resulted in the annexation of Eugene into the City of Topeka in 1867. This annexation gave the former Town of Eugene the status of the First Ward of the City of Topeka. Development within the First Ward was heavily influenced by the presence of the Union Pacific Railroad as nearly all commercial and industrial development was located between the Kansas River and the parallel Union Pacific railroad tracks. This included a short, one-block mainstreet along Kansas Avenue immediately south of the railroad tracks. This mainstreet was anchored by the Union Pacific Depot and Hotel at its north end, accompanied by the presence of a barber, grocer, restaurants and saloons, a hardware store, drugstores, another hotel, along with other retail businesses.

Development to the west of Kansas Avenue along the railroad tracks was dominated mostly by the Union Pacific Railroad. By 1883, the Union Pacific had constructed their Freight Depot immediately south of the railroad tracks on the west side of Jackson Street. The Union Pacific replaced their freight depot with the new construction of their passenger depot in 1927, with the freight depot being shifted across Railroad Street to the south. Shortly thereafter, the Topeka Avenue Bridge was constructed in 1938 as a project through the Federal Works Progress Administration (WPA). Most of area west of Kansas Avenue was occupied by modest homes, originally constructed during its era as a residential neighborhood. These residential uses gradually transitioned into heavier industrial uses over the next several decades.

In 1991, a new entity emerged within the River North area, that being the Topeka Rescue Mission Ministries. This ministry constructed a facility at Curtis & Kansas Avenue to house over 100 homeless men, women, and families. Since this date, the Mission has continued to expand its facilities and services on adjacent properties, and within the River North district.
The 2-block stretch of N. Kansas Avenue commonly referred to as the NOTO Arts District began its life in the 1850s as the Town of Eugene. Growth of Eugene as a town, brought on by settlers traversing the Oregon Trail, and the substantial growth of the Union Pacific Railroad, quickly created economic competition with the City of Topeka on the south side of the Kansas River. This competition ultimately led to the annexation of Eugene into the City of Topeka in 1867, thus creating the City of Topeka’s 1st Ward.

During the late 19th Century, the area to the west of Kansas Avenue was developed as a low-density single-family neighborhood, commonly known as The Sands. The Sands was an Exoduster settlement, dedicated by Charles Curtis. Charles Curtis, who later would become Vice President of the United States, dedicated his portion of the Half-Breed Reservation along the Kansas River to Exodusters seeking freedom and land after the emancipation of slaves after the Civil War. Living remnants of The Sands are still visible today in the 2nd Missionary Baptist Church, located at 416 NW Laurent, and St. Mark’s AME Church at 801 NW Harrison St.

Meanwhile, the North Topeka business district along North Kansas Avenue was flourishing. With the completion of the Kansas Avenue bridge in 1869, access between the commercial entities south of the river and industrial areas north of the river was convenient and reliable, allowing North Topeka to establish its own downtown. By the 1880s, North Kansas Avenue had established itself as a solid commercial core, consisting of banks, drugstores, clothiers, hardware and lumber, a post office, and even Topeka’s Fire Station No. 1.

Flooding, however, took its toll on every part of this area. Floods in 1903 and again in 1951 washed away homes and businesses, and forced the demolitions and reconstruction of many more surviving buildings. It was not until the construction of the levee system along the north and south banks of the Kansas River immediately following the flood of 1951 that residential, commercial, and industrial development could proceed free from the concerns of regular flooding.

In recent years, the life of this area has revived. During the early 2000s, the NOTO Arts & Entertainment District was born, with new types businesses occupying the storefronts that cater to an arts scene that had never before been served in Topeka at this scale.
NOTO

- Unique public art
- Active street life
- Walkable & urban
- Outdoor dining
- Creative office
- Live-work opportunity
- Entrepreneurial
- Local

Eclectic Arts District

NOTO has successfully positioned itself as the arts district in Topeka. This area has a charming, local, entrepreneurial spirit that distinguishes it from other areas of the city. The existing mural program should continue to be encouraged. A future strategy that increases the amount of public art will draw more visitors to the area. Street art could provide a funky and unique alternative to more traditional public art. Rotating outdoor displays could be used to encourage people to continually revisit the area. This increased traffic will help support retail and restaurant spaces which will help activate the district.
Great Overland Station is a beautiful, historic asset that cannot reach its fullest potential without major improvements to the surrounding area. The planned Topeka Riverfront Park would make the area more appealing and provide another destination to bolster visitation. These improvements should include opportunities to meaningfully connect with the river by walking, biking, boating and perhaps even zip lines right over the water. Several nearby industrial properties should be adapted to infuse art into the district through major mural projects, decorating lighting, and potentially an immersive indoor art experience that could act as another anchor for the district.
**Improved and Accessible Alleys** - With potential to become “green corridors” these alleys can host special events and highlight local artists' murals. These alleys could include wayfinding signage, plantings and pop-up people spaces.

**New Artist Housing** - Filling in currently vacant property, new townhomes could provide artist housing for the District. These new units proximity to Kansas Avenue could act as a model project for higher density housing within the district.

**Cul-de-sac Park** - Building off the energy of the adjacent Redbud Park, realignment of Central Avenue would allow for a new park space to be created. This park space could act as a “North Stage” for the district to feature special events and act as a gateway from the north.

**Pedestrian Access** - Connecting Kansas Avenue to the enhanced alleys. These corridors can highlight local art while driving pedestrians to Kansas Avenue.

**Traffic Calming Measures** - As NOTO continues to be the premiere art district for Topeka, with an increased pedestrian presence, there will be a need to provide safe pedestrian passage from surface level parking to the core of the district.

**Parking** - With events like First Fridays flooding the district with pedestrians, there is a need for more parking within the district. By focusing on surface level parking on the periphery of the district, parking along Kansas Avenue can be used to create an improved pedestrian environment.
River North
Potential Build-Out

New Development & Conversions

1. Riverfront Park - Keeping in line with the Pap-pan’s Ferry Charrette, the Riverfront park has potential to expand. Features of a enhanced riverfront park could include a new trailhead and parking, an amphitheater, river seating, overlook locations, and improved river access.

2. Great Overland Station Expansion - With Shawnee County taking ownership of the Great Overland Station, an expansion could help the River North District act as a signature park space. Expansion would allow for an Oregon Trail retracement, flexible park space and programming making the River North district a true recreation destination.

3. Kansas River Levee Trail - Starting at the segment of the Curtis Fly-off, an enhanced trail will create a new recreational use connecting the Riverfront park to surrounding neighborhoods.

4. Improved Pedestrian/Bike Access - Conversion of one lane of the Kansas Avenue Bridge, to protected bicycle/pedestrian lanes, will enhance connectivity across the Kansas River. Enhanced connectivity will encourage more visitors to River North and the NOTO Arts & Entertainment District.

5. Creative Lighting/NOTO Branding - The currently unused grain silos present an opportunity to strategically brand the NOTO Arts & Entertainment District. Capitalizing on the artistic nature of the districts, lighting and or painting can of these silos can act as the welcome mat for the districts.

6. New Hotel - With few vacant parcels in the district, a new hotel on the eastern side of the district would provide new lodging for out-of-town visitors to NOTO Arts District.
District Growth/Expansion

The NOTO District most closely reflects the NOTO Arts District Core, which is outlined in the NOTO Arts District Master Plan. This area acts as the heart of NOTO with the majority of recent investment occurring within this area. However, NOTO has long term plans to expand its district boundaries to assist in the revitalization of retail buildings. The growth of NOTO focuses on greater economic development in the surrounding residential, commercial and light industrial blocks.

Expansion to the Creative Arts and Technology Area will appeal to more than just artists, with additional focus on small commercial and industrial businesses associated with arts, design and technology. This area may focus on graphic design, architectural studios, internet start-ups, wood and metal working shops, and printing/framing stores.

The area to the northwest of the Arts District Core will grow into the Creative District Housing (Artist Zone). This area is roughly eight blocks, with room for new infill housing catered towards artists and small business start-ups. New housing is important to the vitality of the area and bolsters overall resiliency. New housing is important to the vitality of the area and bolsters overall resiliency. This area’s close proximity to the Arts District Core helps facilitate an environment for creative minds to live, work and play.

For more information about the NOTO Arts District Core and surrounding areas please see the NOTO Arts District Master Plan.
ARTS   DINING   CULTURE
HISTORY & TOURISM
IMPROVING THE PUBLIC SPACE
Changes to circulation within NOTO and River North Districts center around improved pedestrian and bicycle access. The Kansas Avenue Bridge will reallocate lanes to allow for dedicated bike lanes and a pedestrian path, while still allowing for two-way traffic. The intersection of Kansas Avenue and Gordon will be converted to improve pedestrian safety surrounding Rosebud Park and the proposed cul-de-sac park.

<table>
<thead>
<tr>
<th>Type/Location</th>
<th>Recommendation</th>
<th>Complete Streets Typology</th>
<th>Ped</th>
<th>Bike</th>
<th>Bus</th>
<th>Car</th>
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<td>Central Ave</td>
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<td>Jackson St</td>
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</tr>
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</table>

**Kansas Avenue Bridge**

1. Travel lanes maintained
2. Lane Reallocation to accommodate bike/ped.
3. Protected bike lanes.
4. Pedestrian Path
Existing Character

Land Use

Land Use in NOTO and River North define a clear transition from open space to a commercial corridor with Kansas Avenue acting as the spine, with pockets of industrial, office and residential within the boundaries. Additionally, there are large segments of vacant property found throughout the two districts. Future land uses, and infill development, will likely be determined by their proximity to Kansas Avenue. Highlighting the desire for NOTO to become a 24 hour destination site, the landscape will likely be defined by a mixture of land uses. These mixed use sites would allow for first floor office and commercial and residential units on other floors. Industrial mixed use sites will ensure existing industrial uses can remain but provide an opportunity for heavier intensity art studios. New residential developments in the area are regulated by the X-1 zoning district that call for a traditional residential environment, thus limiting development density. Other new construction sites should fit the existing character of the surrounding built environment.
Existing Character

Zoning

Noto and River North are currently zoned “O-2” Office and Institutional, “I-2” Heavy Industrial, “OS-1” Open Space, and “X-1, X-2 and X-3” Mixed Use. It is proposed all properties retain their current zoning classifications, with the exception of properties near the Kansas River should be considered for rezoning to “OS-1”. The retention of Mixed Use zoning districts will allow for the existing row stores to have commercial, office, and residential uses.

**X-1 Zoning** - facilitates a compatible mixed use activity center within a traditional residential neighborhood. The district includes a balance of compatible residential, office, civic, and neighborhood commercial retail/service uses of low to moderate intensity that complement and support dense neighborhood residential areas and pedestrian usage with quality urban design.

**X-2 Zoning** - facilitates a mixed use area that transitions from a higher intensity industrial use area to lower intensity neighborhood-scale residential areas and includes a balance of compatible residential, office, commercial/service, and light industrial uses.

**X-3 Zoning** - a destination-oriented mixed use that serves as the northern entertainment/cultural anchor of downtown. This zoning designation is intended to improve the area to a 24 hour destination for urban, culture, entertainment, community and residential experiences. Furthermore, this district should focus on the retention and attraction of businesses, workplaces and residences through adaptive reuse, rehabilitation, or redevelopment of vacant or underutilized properties, all of which should include high quality urban design that maintains a sense of history, human scale, and pedestrian-orientation.
## Recommendations

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Promote mixed uses with office/commercial uses on lower floors with top floor residential.</td>
<td></td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Retain existing zoning.</td>
<td>See map in Existing Character</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Potential to add 50 new housing units within the NOTO Arts District Core. New units may also be provided through rehabilitation and infill in the Creative District Housing Zone.</td>
<td>New top floor residential units will increase the number of housing units in the District.</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Rehabilitation of existing row stores will provide new office space.</td>
<td>Any growth in this category is reliant on rehabilitation of existing buildings.</td>
</tr>
<tr>
<td><strong>Retail</strong></td>
<td>Rehabilitation of existing row stores will provide new retail space.</td>
<td>Any growth in this category is reliant on rehabilitation of existing buildings.</td>
</tr>
<tr>
<td><strong>Hotel</strong></td>
<td>No new hotel beds.</td>
<td></td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td>While structured parking is preferred, the demand for parking in NOTO is currently not being met. A focus on surface parking on the periphery of the district can provide much needed parking spaces.</td>
<td></td>
</tr>
<tr>
<td><strong>Building Design Standards</strong></td>
<td>Follow existing design standards.</td>
<td>City-wide non-residential and X District dimensional and performance standards</td>
</tr>
</tbody>
</table>

## Implementation Summary

### 5.15
OFFICE AND CATALYST

DISTRICT
History

The Office & Catalyst District reflects the oldest remnants of the history of the City of Topeka, being the location were the first permanent structures within this city were built. The City of Topeka has always centered its commercial activities along Kansas Avenue extending south from the Kansas River, so it was a natural progression of events for the city’s first stone building to be erected in the 400 block of S. Kansas Ave. This building was originally built for mercantile and commerce, but was almost immediately adopted for use as the meeting place for the framers of the Kansas Free State Constitution (Constitution Hall). This same building was later used as the senate chamber in the early days of Kansas state government.

As the population of the city increased, the building known as Constitution Hall ceased being a free-standing building, and was incorporated within the block by adjacent structures, and was given a new, matching brick façade. Several of the buildings within this block extending north were later collectively utilized as the Kansas State Capital during construction of the (current) State Capital building.

Construction within this block culminated in the 1870s with the construction of the first Shawnee County Courthouse and jail, built at the southwest corner of SW 4th St. & S. Kansas Ave.

Most of what is visible today within the Office & Catalyst District is the result of Topeka Urban Renewal program. Topeka initiated its Urban Renewal program in 1956 with the creation of the Topeka Urban Renewal Authority (URA). The URA established its mission in accordance with the Federal Urban Renewal Program by designating an area in the northeast corner of Downtown Topeka, for clearance and redevelopment. This area was referred to by the URA as the Keyway Urban Renewal Project, and included an area known as “The Bottoms.” Historically lacking in large-scale commercial development, the Bottoms was predominately owned and occupied by Topeka’s immigrant and ethnic minority population. The area suffered much damage as a result of the 1951 flood and was in declining condition. The Keyway Urban Renewal Project sought to remedy this decline with the wholesale purchase of land, and the subsequent displacement of approximately 3,000 residents from within this area, whose homes and businesses were subsequently demolished.

Another result of Keyway Urban Renewal Project was the construction of US Interstate Highway 70 along the east side of Downtown Topeka. Interstate-70 not only played a major role within the Keyway Urban Renewal Project, but it also contributed significantly to the development of the city’s built environment, including the establishment of a major racial and socioeconomic divider within the city.

Other significant developments along the path of I-70 within Downtown Topeka were the construction of a Montgomery Ward’s Department story (currently used as the Topeka & Shawnee County Law Enforcement Center), The Townsite Plaza & Tower (S. Kansas Ave. & SE 6th Ave.), the American Home Life Insurance Building (S. Kansas Ave. & SE 4th St.), and the Southwestern Bell Telephone Building (SE 6th& Madison).

Other historic buildings within this area include Constitution Hall, originally constructed in 1855, and the US Federal Courthouse, constructed in 1933. The US Federal Courthouse was the first courtroom to hear the historic Brown v Board of Education decision ending racial segregation in the United States in 1954.
While government-related uses are likely to cluster around the Capitol building, this district has the most potential for upgraded Class A office space and hospitality growth. Many office users are straying away from sterile office parks and seeking out more active places. Adding a major convention center/hotel hub to the mix of office workers will bring 12-hour activity and food/beverage choices within a 5 minute walk to Evergy Plaza or riverfront. Potential catalytic projects at 4th Street and Kansas Avenue, Post Office Building, and Townsite Plaza can fortify Kansas Avenue as the mixed-use spine and become key stepping stones between River South and Historic Kansas Avenue.

- Class A office upgrades/HQs
- Office to residential conversions
- Catalyst 1 - Convention Center/Hotel
- Catalyst 2—Post Office Redux
- Extend KS Ave makeover (“bridge” to river)
Potential Build-Out
New Development

1. **Catalyst Site** - Acting as a primary activity node, a new Hotel and Convention Center would drive pedestrians farther north on Kansas Avenue. The addition of a Hotel and Convention Center would add needed hotel beds while addressing the needs of a vibrant Downtown.

2. **New Mixed Use** - Due to the new Polk/Quincy Viaduct alignment, the existing structures will likely be impacted. Replacement of these buildings with new infill will allow for a Kansas Avenue presence.

3. **Parking Garage** - Potential new housing located at 235 S Kansas Avenue and a signature park in the River South District would drive up the need for new structured parking. A new parking garage would align with the desire to remove surface parking for higher and better uses.

4. **New Mixed Use** - Development of new mixed use along Kansas Avenue would promote a vibrant and active 12-hour spine for Downtown Topeka. Mixed Use may include commercial, office and residential uses.

5. **Boutique Hotel** - A recently conducted Hotel Market Study showed a need for additional hotel beds in Downtown Topeka. New development on this site would remove surface parking while providing needed hotel beds.

6. **Parking Garage Extension** - As surface parking lots are replaced with other uses, a need for higher density parking will arise. This project builds off of an existing parking garage while eliminating another surface parking lot.

7. **Office Development** - With high levels of vacancy, the Townsite Plaza is a potential site for new or rehabbed office development. Rehab of this development could provide needed Class A office space to Downtown Topeka.
Potential Build-Out
Conversions

1. **Townsite Plaza** - Following housing patterns of other cities, a portion of the Townsite Tower has potential to convert to new housing units. Utilization of the Townsite Tower could provide residents with full views of Downtown Topeka and the Capitol.

2. **503 S Kanas Avenue** - Similarly to Townsite Tower, this building is currently a State used Office Building. However, the building's prime location on Kansas Avenue makes it a candidate for conversion to housing.

3. **424 S Kansas Avenue** - The predominantly vacant Post Office Building, home of the US Federal Courthouse and historic Brown v Board of Education, shows potential to convert to a more active use(s). The variety of spaces available in the building has potential for a food hall, office space, and potential for a few housing units.

4. **235 S Kansas Ave** - Another example of existing office space that has potential for housing conversion. It's location on the north end of the district could act as a buffer from Office and Catalyst to the River South district.

5. **220 SE 6th Avenue** - As identified in the Downtown Market Study. Downtown Topeka is in need of new Class A Office Space. The current AT&T building shows potential for rehab, taking existing Class B office space and elevating it to Class A.
Catalyst Site
Hotel and Convention

Mixed Use
Historic US Court House
The Polk-Quincy Viaduct will impact the Office and Catalyst District, with properties to the northeast being intersected by the viaduct. The new Polk-Quincy will lead to the closure of 3rd Street, with highway access located at Kansas Avenue, 4th Street, and 6th Avenue.

### Type/Location

<table>
<thead>
<tr>
<th>Type/Location</th>
<th>Recommendation</th>
<th>Complete Streets Typology</th>
<th>Ped</th>
<th>Bike</th>
<th>Bus</th>
<th>Car</th>
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<tbody>
<tr>
<td><strong>Conversions (1-way to 2-way)</strong></td>
<td>4th St. (from Jackson St. to Kansa Ave.)</td>
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<td>5th St. (from Jackson St. to 4th St.)</td>
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<tr>
<td></td>
<td>Jackson St. (from PQV to 6th Ave.)</td>
<td>Mixed Use Boulevard</td>
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<tr>
<td><strong>Lane Reallocation (Removal of travel lanes)</strong></td>
<td>Kansas Ave. (PQV to 6th Ave.) - Street treatment to create pedestrian friendly environment while accommodating existing traffic demand. See below.</td>
<td>Main Street</td>
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<td><strong>No Change</strong></td>
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Kansas Avenue 6th Avenue to 2nd Street

1. Travel Lanes Reduced to 3 lanes from 5
2. Sharrows/dedicated bike lanes
3. Angled Parking
4. Increased sidewalk widths for increased pedestrian use
5. Mixed Use Development to increase pedestrian amenities
6. Catalyst Hotel and Convention Center
**Existing Character**

**Land Use**

Much of the existing land use is dominated by office and institutional uses with scattered commercial uses. Building off the success of the Kansas Avenue Streetscape implementation to the south, the Office and Catalyst District expects the same street treatment from 6th Street to 2nd Street. Along with streetscape improvements, a new hotel and convention center on the Law Enforcement Center site will act as a Catalyst for the district. Several other sites along Kansas Avenue and 6th Avenue have potential for rehabilitation or conversion.

**Potential Rehab Sites:**

- AT&T Building (Office)
- Townsite Plaza and Tower (Mixed Use)
- U.S. Post Office/Historic Court House (Mixed Use)
- 235 S Kansas Ave (Housing)

* Catalyst Site - Proposed Hotel and Convention Center site.
The Office and Catalyst District has segments of “D-1” Downtown District and “I-1” Light Industrial. It is proposed to rezone this area to D-1 and D-3, allowing the existing uses to remain and expanding options for new development and aligning zoning with the existing office uses.

**D-1 Zoning** - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible residential, office, civic, and commercial retail/service uses which complement and support a high density of activity and facilitate pedestrian usage.

**D-3 Zoning** - Intended to reestablish the linkage between downtown and the Kansas River. The district includes industrial, commercial and office uses as primary uses and housing as a secondary use. Land use in this zoning district should emphasize the relationship between downtown and the river, as well as expand cultural opportunities in the general downtown area.
**Implementation Summary**

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Increase quantity of retail uses and housing units.</td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Rezone district to D-1 and D-3</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Potential to add 140 units of new housing</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Conversion of segments of office space to accommodate needed Class A office space and housing units.</td>
</tr>
<tr>
<td><strong>Retail</strong></td>
<td>New retail uses within mixed use new developments will help guide the district to become a 12+ hour district.</td>
</tr>
<tr>
<td><strong>Hotel</strong></td>
<td>Development of a hotel and convention center will provide much needed hotel beds to Downtown Topeka.</td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td>Angled parking is preferred in high density commercial areas. However, bike and pedestrian considerations may dictate the need for parallel parking or other parking requirements.</td>
</tr>
<tr>
<td><strong>Building Design Standards</strong></td>
<td>Create residential and nonresidential design standards for D Districts.</td>
</tr>
</tbody>
</table>

### Graphs

- **Housing**: 84% Needed, 16% Added
- **Hotel Rooms**: 100% Added
- **Office**: 75% Needed, 25% Added
- **Retail**: 96% Needed, 4% Added
RIVER TO RAIL DISTRICT
The River to Rail District lies along the southern bank of the Kansas River, and as such, means of transportation is a core element of its history. In 1854, only two blocks to the west was located Pappan’s Ferry crossing, and it was at this point where the Oregon Trail found its most secure passage across the Kansas River. The settlement of those early days was mostly residential, but also included those businesses and industries necessary for the development of a growing town, such as lumberyards, blacksmith shops, grain mills, and foundries. Nearly all non-residential development during the first few years of the city occurred along Crane Street, both east and west of Kansas Avenue.

The increase in rail traffic to this area fostered businesses catering to both freight and passenger-related businesses, as well as housing needed by those businesses’ workers. Grocery stores, barbers, clothiers, and breweries/taverns were operated in close proximity to people’s homes, while heavier industry continued its development along E. Crane Street and adjacent to the rail yards. Public schools were also built for the children of these workers.

The persistent problem of flooding from the Kansas River, however, prevented the area from establishing itself in terms of capital investment and permanent infrastructure. Two floods in particular in 1903 and 1951 decimated all development within a ½-mile or more along both sides of the Kansas River in Topeka. As a result of the flood in 1951, The US Corps of Engineers constructed a series of reservoirs and levees along the Kansas River to control and prevent subsequent flooding events.

The aftermath of the 1951 flood, however, revealed an area that was ripe for the implementation of two new federal programs. The first of these programs was the construction of Interstate Highway 70 in 1956, while the second was Topeka’s Urban Renewal Program in 1957. Together, these projects purchased land from approximately 3,000 residents, most of whom were immigrant or ethnic minority, and demolished their homes and businesses to make room for redevelopment. The subsequent development completely reshaped the character of the River to Rail District, by replacing residential and light commercial in favor of heavy commercial and industrial developments. Major industries to establish production facilities within this area include Hallmark Cards and Hill’s Pet Nutrition. The construction of Interstate-70 not only played a major role within the Keyway Urban Renewal Project, but it also created a major racial and socioeconomic divider within the city.
River to Rail

Influenced by major industrial footprints such as Hills Pet Nutrition, the former Hallmark building, and BNSF, the River to Rail district is well positioned on Downtown’s levee-protected eastern edge to attract more intermediate manufacturing, warehousing, innovation, and heavy service industries between the riverfront and railyards. Sprinkled within this urban renewal-era landscape are a few industrial heritage buildings with adaptive re-use potential for creative entrepreneurs.

- Railroad roots
- Large-scale industry
- Smaller-scale industrial services
- PQV impacts/sustain intuitive freight access
- Reclaim new development site
- Historic conversions
Potential Build-Out
New Development and Conversions

1. **Topeka Transfer & Storage Building** - With the recent purchase and development of a Vendors Market, this space is large enough to facilitate housing units, gym space, office space and/or retail vendors.

2. **Housing Conversion** - With a need for new housing units in Downtown Topeka, the existing Ramada hotel presents an opportunity for some conversion. With hotel units already featuring similar amenities to residential units, the Ramada hotel can provide a significant number of new housing units.

3. **BNSF Office Re-Use** - Located between Downtown Topeka and East Topeka North, this vacant BNSF office building could provide a unique re-use for housing units or co-work/living space.

4. **Mixed Use Rehab** - While currently providing retail space, 414 SE 2nd has potential to be used as an innovative space for continued retail, co-working office space or small residential housing units.

5. **Rehabilitation** - This building once used by the ATSF railroad, is in need of major rehabilitation. The property's historic characteristics make it a prime candidate to become a staple of the River to Rail district that could feature uses like a distillery or brewery. The gritty character of the building and surrounding district could capitalize on the national trend of adaptive reuse, creating an recreational activity hub for the district.

6. **Potential New Build** - Based on the re-alignment of the Polk-Quincy Viaduct, a new parcel may be developed. Ideally, this property would produce new class A office/lab space, light industrial needs similar to the former Hallmark facility across Madison, or a landing spot for a nearby business that needs to be relocated because of Polk-Quincy.

7. **1st Street Improvements** - Reuse of the railroad right-of-way will allow for a reconfigured signalized intersection in conjunction with I-70 upgrades, a beautified median, critical new parking stalls, and new bike/pedestrian paths.
The Polk-Quincy Viaduct will impact the River to Rail District, with properties to the southwest being intersected by the viaduct. The new Polk-Quincy Viaduct will lead to the closure of 3rd Street, with highway access re-directed to a new frontage road parallel to I-70 with on/off ramps at Kansas Avenue.

<table>
<thead>
<tr>
<th>Type/Location</th>
<th>Recommendation</th>
<th>Complete Streets Typology</th>
<th>Ped</th>
<th>Bike</th>
<th>Bus</th>
<th>Car</th>
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<tbody>
<tr>
<td>No Change</td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>6th Avenue</td>
<td>Mixed Use Boulevard</td>
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<tr>
<td>4th Street</td>
<td>Mixed Use Boulevard</td>
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</tr>
<tr>
<td>2nd Street</td>
<td>Mixed Use Boulevard</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1st Street</td>
<td>Industrial Street</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>NE Crane Street</td>
<td>Industrial Street</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Quincy Street</td>
<td>Mixed Use Boulevard</td>
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<td></td>
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<tr>
<td>Monroe Street</td>
<td>Mixed Use Boulevard</td>
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</tr>
<tr>
<td>Madison Street (2nd to Crane)</td>
<td>Mixed Use Boulevard</td>
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<td></td>
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</tr>
<tr>
<td>Jefferson Street</td>
<td>Mixed Use Boulevard</td>
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<tr>
<td>Adams Street</td>
<td>Mixed Use Boulevard</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conversion (1-way to 2-way)</td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>Madison Street (4th to 2nd)</td>
<td>Mixed Use Boulevard</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>

Polk-Quincy Viaduct Impacts

Expected changes to the Polk-Quincy Viaduct will impact how vehicles interact with the River to Rail District. Current proposals will simplify the number of entrances and exits into the district, directing traffic to the corridors designed to handle greater levels of traffic. New “frontage roads” parallel to I-70 will allow continuous flow between Topeka Boulevard and 10th Street with the potential for a separated bike/pedestrian path.

<table>
<thead>
<tr>
<th>Westbound Exits</th>
<th>Westbound Entrances</th>
<th>Eastbound Exits</th>
<th>Eastbound Entrances</th>
</tr>
</thead>
<tbody>
<tr>
<td>10th Street</td>
<td>8th Avenue</td>
<td>Topeka Boulevard</td>
<td>Kansas Avenue</td>
</tr>
<tr>
<td>Kansas Avenue</td>
<td>Topeka Boulevard</td>
<td>8th Avenue</td>
<td>10th Avenue</td>
</tr>
</tbody>
</table>
Existing Character

Land Use

Influenced by major industrial footprints such as Hills Pet Nutrition, the former Hallmark building, and BNSF, the River to Rail district lies along the south bank of the levee-protected Kansas Riverfront, and adjacent to the BNSF railyards, making it well positioned to attract more intermediate manufacturing, warehousing, innovation, and heavy service industries. Sprinkled within this former urban renewal-era landscape are several iconic industrial heritage buildings that offer opportunities for investment and adaptive re-use by a host of creative entrepreneurial interests.

* New Development Site
Dependent on Polk-Quincy Viaduct alignment.
Existing Character

Zoning

The River to Rail District is primarily composed of Industrial uses. It is proposed that the district retains much of its current I-1 and I-2 zoning. Segments near 6th Avenue may be rezoned to D-1 and D-3 allowing the existing uses to remain while expanding options for conversions to accommodate other downtown related uses.

D-1 Zoning - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible residential, office, civic, and commercial retail/service uses which complement and support a high density of activity and facilitate pedestrian usage.

D-3 Zoning - Intended to reestablish the linkage between downtown and the Kansas River. The district includes industrial, commercial and office uses as primary uses and housing as a secondary use. Land use in this zoning district should emphasize the relationship between downtown, the river, and rail yards, as well as expand cultural opportunities in the general downtown area.
### Recommendations

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Increase quantity of retail uses and housing units.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zoning</td>
<td>Rezone a portion of the district to D-1, D-3. Retain some I-1 and I-2 zoning.</td>
</tr>
<tr>
<td>Housing</td>
<td>Potential to add 90 units of new housing, mainly through hotel room conversions.</td>
</tr>
<tr>
<td>Office</td>
<td>Potential for 10,000 new Class A space through conversions</td>
</tr>
<tr>
<td>Retail</td>
<td>Retail component would be part of new mixed use developments, with no new commercial developments projected.</td>
</tr>
<tr>
<td>Hotel</td>
<td>No new hotel rooms added; some conversions to other uses.</td>
</tr>
<tr>
<td>Parking</td>
<td>Angled parking is preferred in high density commercial areas. However, bike and pedestrian considerations may dictate the need for parallel parking or other parking requirements.</td>
</tr>
<tr>
<td>Building Design Standards</td>
<td>Create residential and nonresidential design standards for D Districts.</td>
</tr>
</tbody>
</table>

### Implementation Summary

**HOUSING**
- **Added:** 10%
- **Needed:** 90%

**HOTEL ROOMS**
- **Added:** 3%
- **Needed:** 97%

**OFFICE**
- **Added:** 11%
- **Needed:** 89%

---

**Added**

**Needed**
RIVER SOUTH
Downtown’s River South District began in 1843, when three French Canadian brothers – Joseph, Ahcan, and Louis Pappan - moved to Topeka and established a ferry service across the Kansas River along the Oregon Trail. This ferry remained in service until 1870. A few years later, in the end of 1854, nine men formed the Topeka Town Association, and selected Cyrus K. Holliday as their leader. Under his leadership in 1857, the City of Topeka incorporated as a city and was designated as the Shawnee County seat a year later in 1858.

Topeka’s first Original Town plat established the land adjacent to the Kansas River and Pappan’s Ferry as City Park. This land remains in use for municipal services to the present day.

Located to the south of City Park were services and industries closely affiliated with the Chicago, Rock Island & Pacific Railroad, which constructed its depot on the southwest corner of 1st & Kansas Avenues.

Although not great in size, the entirety of the River South District became fully developed with a complete mixture of uses necessary to sustain a small and growing town. Along with homes, there were also dance halls, a bowling lane, blacksmith shops, lumber yards, hotels, and even the City’s first crematory. Also located within the area were the City’s first water pump station, complete with steam-powered water pumps, and the City’s Street Department.

An iron bridge was constructed that extended Kansas Avenue north to the recently annexed town of Eugene in 1870. This was replaced in 1898 by the Melan Arch Bridge, which remained in use until its collapse in 1965. The Topeka Avenue Bridge was originally constructed through the Works Progress Administration in 1938.

Here has been a resurgence of interest in this area in recent years with the dedication of the Mill Block National Register Historic District in 2015, along with the adaptive restoration of the buildings within this district for new uses. This activity is exemplified most recently with the restoration and conversion of the Parkhurst-Davis Mercantile Warehouse into upscale loft apartments.
River South

Innovation District

A mix of existing industrial, repurposed buildings, and new buildings along the river could lead to an amenity-rich innovation district. It takes advantage of views to the river, nature, Great Overland Station, and Capitol in a gritty urban walkable setting to accommodate entrepreneurs and growth in animal health sciences or other research. Shared green space, river trail, and bike amenities open up a hidden and important part of Topeka’s history while complimenting the downtown core and NOTO. Updated Polk Quincy Viaduct is a portal for economic development.

- Reclaimed riverfront land
- Potential Plug and Play/R&D
- Mix of old and new buildings; walkable scale
- Amenity rich – housing, food/beverage, “open” to public, river access
- New Polk-Quincy Viaduct access
- Convergence of all districts and corridors
River South Innovation District

**Goal:** Retain the existing character of the River South District, while promoting new infill construction that attracts reinvestment and diversity in the local economy through job creation in tech and innovation.

**Key Ingredients for an Innovation District**

**Economic Assets:** firms, institutions, and organizations that drive, cultivate or support an innovation-rich environment.

**Physical Assets:** publicly and privately owned spaces, building, open spaces, streets and other infrastructure - designed to stimulate new and higher levels of connectivity, collaboration, and innovation.

**Networking Assets:** relationships between individuals, firms and institutions that have the potential to generate, sharpen, and/or accelerate the advancement of ideas.
Potential Build-Out
New Development and Conversions
Park Space Under Viaduct

Redevelopment Examples

Photo Courtesy of Stantec
Circulation/Complete Streets

1st Street Improvements

Before

After
Existing Character

Land Use & Zoning

**Zoning** - The River South District is primarily composed of Industrial uses. It is proposed that the district retains much of its current I-1 and I-2 zoning, with potential for properties along the periphery to change as development opportunities arise. As the River South District realizes its development/redevelopment potential, zoning changes may be necessary to accommodate the mix of uses outlined in the River South Brownfields Area Wide Planning Study. Recently, few properties along Kansas Avenue have been rezoned to a D District Zoning in conjunction with the rehabilitation of existing warehouse buildings.

**Land Use** - Influenced by intensive industrial uses such as Lardner Stone, TMTA, City impound lots and various others, the River South district lies along the south bank of the levee-protected Kansas Riverfront. While intent on keeping the districts industrial and gritty feel, the large parcels owned by the City and TMTA provide opportunity for new mixed-use redevelopment attracting new office, innovation, commercial, and residential uses. These new uses will allow for growth within the district that allow for its potential to be reached.
# Implementation Summary

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Increase quantity of office, retail and residential uses.</td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Retain existing zoning until rehabilitation dictates need for change.</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Potential to add 105 units of new housing, primarily through new development.</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Potential for 110,000 new Class A space.</td>
</tr>
<tr>
<td><strong>Retail</strong></td>
<td>Retail component would be part of new mixed use developments, with no specific new commercial developments projected.</td>
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<td><strong>Hotel</strong></td>
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<td>Create residential and nonresidential design standards for D Districts.</td>
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</tbody>
</table>

## Graphs

**Housing**
- 88% Needed
- 12% Added

**Hotel Rooms**
- 100% Needed
- 0% Added

**Office**
- 63% Needed
- 37% Added

**Retail**
- 97% Needed
- 3% Added

For more information on the River South District view the [Downtown Topeka: River South Brownfields Area-Wide Planning Study](#)
History

Despite current appearances, Downtown Topeka’s Tower District has had a varied and important role in the growth and development of Topeka. The first notable activity within the Tower District occurred almost immediately after the City’s founding when in 1855 a small tract of land outside the boundaries of the Original Town plat, located within the east side of the 1000 block of S. Kansas Avenue, was dedicated as the City’s first cemetery. This cemetery was used by Topeka’s earliest settlers until 1859 when a larger, more formal burial location was dedicated as the City’s cemetery a mile east on SW 10th Street. Approximately 100 remains were moved in conjunction with this transition.

Commercial-oriented development began in earnest along the frontages of SW 10th Street and S. Kansas Avenue after the turn of the 20th Century. The State Capitol heating and lighting plant was constructed at the southeast corner of SW 10th & Jackson Streets in this Century’s first decade. Construction of commercial buildings along S. Kansas Avenue intensified in 1928 when the National Reserve Life Insurance Company constructed a 10-story office tower at SW 10th & Kansas in 1928.

The Tower District would not be known by this name without the presence of the water tower, located in the 1100 block between S. Kansas Avenue and SE Quincy Street. Construction of the tower began in 1942 during WWII, and was completed early in 1943. The need for this tower was prompted by the establishment of the Forbes Airforce Base at the City’s southern boundary which placed a significantly higher demand for the City’s water services.

The June 8, 1966 tornado destroyed most of the residential area within the Tower District. After this date, some of parcels along S. Kansas Avenue have been redeveloped for commercial purposes, but only one property, the Jackson Tower Apartments (1969), 1122 SW Jackson Street, has been redeveloped for residential purposes. New development within the Tower District culminated in the year 2000 with the construction of the Curtis State Office Building and parking garage.
Tower

Urban Village

As Downtown Topeka progresses, it will be able to attract more mature residents who are looking for different types of housing than young professionals. This new neighborhood could include a signature sports complex that will be surrounded by new homes in the form of townhomes, duplexes, and small-scale apartment buildings. Residents will appreciate being within walking distance of the activity on Kansas Avenue, while maintaining a little more space, privacy, and quiet.

Redevelopment in this district can be used to help build a better connection to heritage sites farther to the south and east.

- Sports complex/Fieldhouse
- Residential village
- Mature households
- Connection to heritage sites
- Feasibility challenged
Potential Build-Out
New Development & Conversions (Option 1)

1 Catalyst Site/Field House - Acting as a primary activity node, a new sports complex would add a destination site to the south end of Downtown visible from I-70. The addition of key activity center would drive additional attention and investment to the Tower District. Below grade parking would allow the district to be more vibrant and walkable.

2 Boutique Hotel - The need for hotel beds will be exacerbated by the addition of a sports complex. A boutique hotel can addresses that need in close proximity.

3 New Mixed Use/Hotel - New development on this site can help reinvigorate Kansas Avenue in the southern end of Downtown Topeka. Market needs will dictate which type of development will happen, but new development will be required to provide the needed amenities for the projected traffic for this district.

4 New Retail - Added restaurant/retail uses, and the removal of surface parking will provide the needed density to create a vibrant district.

5 Climbing Tower/Observation Deck - The existing water tower provides an opportunity to become an activity node. A climbing tower provides needed recreation for downtown, while a observation deck can provide a birds eye view of Downtown.

6 New Mixed Use - New development along Kansas Avenue can provide needed commercial uses required to accommodate the additional traffic generated by a new sports complex.

7 New Mixed Use - New development along Kansas Avenue can provide needed commercial uses required to accommodate the additional traffic generated by a new sports complex. Additionally, this development could include residential units as the buffer to the lower density residential uses nearby.

8 New Multi-Family/Flex Space - This area has potential to develop as either higher density housing, missing middle housing, or may fill a need for new parking. Missing middle housing would provide housing options to the district, but the addition of higher density housing and sports complex may dictate a need for surface or structured parking.
Potential Build-Out
New Development & Conversions (Option 2)

1. **Large Multi-family/Hotel** - As noted previously Downtown Topeka is in need of additional housing units and hotel beds. With an ideal location along 10th Avenue, this has potential to develop based upon current and future market demand.

2. **New Mixed Use** - New development on this site can help reinvigorate Kansas Avenue in the southern end of Downtown Topeka. The mixed use site may include new retail, office and housing units increasing the density of uses along Kansas Avenue.

3. **New Retail** - Added restaurant/retail uses, and the removal of surface parking will provide the needed density to create a vibrant district.

4. **Climbing Tower/Observation Deck** - The existing water tower provides an opportunity to become an activity node. A climbing tower provides needed recreation for downtown, while an observation deck can provide a birds eye view of Downtown.

5. **Missing Middle Housing** - In a movement to provide workforce and affordable housing, a variety of housing types, such as, duplexes, townhomes and small apartments could fill the primarily vacant lots that exist in much of the Tower District. The introduction of high-quality affordable housing units will create a residential village feel encouraging walkability for the district.

6. **New Mixed Use** - New development along Kansas Avenue can provide needed commercial uses required to accommodate the influx of residential units in the district. The addition of uses like grocery stores and small retail can provide a self sustaining district.
Monroe Street is proposed for conversion, continuing the change to two-way travel found in the Civic District. Kansas Avenue, 12th Street, and Quincy Street from 10th to 11th are proposed lane reallocations that reduce the number of travel lanes. These changes will help create a more pedestrian friendly circulation pattern including 12th street which is currently under construction to reduce vehicle lanes to add a multi-use path.
Existing Character
Land Use

Land Use in the Tower District transitions from primarily office and retail uses to the north to residential in the south. However, much of the district is currently vacant with occupied parcels primarily located along Kansas Avenue and 10th Avenue. Changes in land use are currently projected to occur after 10 years, but the development of a catalyst fieldhouse within the district may spur a faster transition of surrounding blocks.

**Option 1 Sports Complex:** With the development of a Catalytic Sports Complex along Quincy Street, neighboring land uses will need to accommodate the large influx of people. New mixed use infill along Kansas Avenue would provide retail space and restaurants that appeal to families who are attending weekend events at the sports complex. Future land use changes likely will take place north of 12th Street, building off of the energy in the Historic Kansas Avenue District. Residential uses could make up most of the remaining parcels with a varying degree of density.

**Option 2 Residential Village:** With no new singular district-changing development taking place, a residential village is one alternative for the Tower District. Residential land use will encompass most of the district. Higher density housing could be located farther north in the district acting as a transitional zone to lower density missing middle housing located between 11th and 12th Streets. New single family or two-family residential infill should make up the remaining residential land uses. New mixed use developments along Kansas Avenue will provide needed commercial uses to accommodate the influx of residential uses.

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**Current Land Use**

**Option 1**
Sports Complex

**Option 2**
Residential Village
Existing Character
Zoning

The Tower District is composed of a mixture of office, commercial, and residential uses. It is proposed to rezone this area to D-1 and D-2 zoning districts to accommodate the existing uses and proposed growth of residential uses.

**D-1 Zoning** - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible residential, office, civic, and commercial retail/service uses which complement and support a high density of activity and facilitate pedestrian usage.

**D-2 Zoning** - Intended to integrate a compatible mixed use activity with urban residential neighborhood. The district includes a balance of compatible residential, office, cultural, and neighborhood commercial retail/service uses of low to moderate intensity that complement and support neighborhood residential areas and pedestrian usage.
## Implementation Summary

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Other Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Provide catalytic sports destination use; and/or 10+ year housing village</td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Rezone district to D-1 and D-2</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>No new housing units.</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Little new office space anticipated.</td>
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<tr>
<td><strong>Retail</strong></td>
<td>New retail uses within mixed use new developments will accommodate additional traffic due to sports complex or additional housing.</td>
</tr>
<tr>
<td><strong>Hotel</strong></td>
<td>New boutique hotels may follow development of sports complex.</td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td>Angled parking is preferred in high density commercial areas. However, bike and pedestrian considerations may dictate the need for parallel parking or other parking requirements.</td>
</tr>
</tbody>
</table>

### Building Design Standards

Create residential and nonresidential design standards for D Districts.

### Diagram

- **Housing**: 100%
- **Hotel Rooms**: 0%
- **Office**: 0%
- **Existing Retail**: 0%

- **Added**
- **Needed**
History

The Van Buren Corridor District was originally settled in the 1850s and 1860s as the City’s first residential neighborhood, just west of the trading and business activities established to the east along Kansas Avenue. Early residents within this area were a mix of mostly European immigrants, based on the scattered placement of churches and schools. Also, given this area’s location just south of the Kansas River and railroad tracks, and west of the City’s prime commercial corridor, early Sanborn maps indicate a variety of businesses also located within this area, such as lumberyards, cabinet shops, blacksmith shops and livery stables.

Construction of the west wing of the Kansas State Capitol Building commenced in 1866 and continued for 37 years. The presence of the Capitol Building just south of SW 8th Avenue, and centered at Van Buren Street, established a principal corridor for government services, including the Shawnee County Sheriff’s office and jail at SW 5th & Van Buren (1889), and the Shawnee County Courthouse, also at SW 4th & Van Buren (1896). The grandeur of these buildings was accompanied in 1901 with the construction of St. Joseph’s Cathedral, located at SW 3rd & Van Buren.

Looking north from the Kansas State Capitol along SW Van Buren Street toward the Kansas River, 1951

Over the course of the 20th Century, this area’s conversion from predominantly residential to more intensive business and industrial uses accelerated in conjunction with Topeka Urban Renewal Program. Although no portions of the Van Buren Corridor District were included within Topeka’s Urban Renewal Keyway Project, this specific era marked the deliberate transition of the southern portion of downtown from residential to more intensive, non-residential uses. Today, nearly all residential uses are present only within the district’s northwestern quadrant, north of SW 5th Street, and along SW Harrison Street and SW Topeka Blvd. Those areas east of Van Buren and south of SW 5th St. are predominantly occupied by heavy commercial and industrial uses, government and institutional uses, and vehicle surface parking lots.
Van Buren will act as the spine for a new residential neighborhood with retail nodes at key corners. Numerous underutilized properties and parking lots provide great sites for new upscale apartments. These high quality buildings will “raise the bar” for downtown housing and provide amenities and quality that cannot be found elsewhere in the city. Young professionals will value being in an active urban environment, close to the shops and amenities along Kansas Avenue.
**Potential Build-Out**

**New Development**

1. **Catalyst Site/Large Multi-family** - New development on the State’s surface parking lot could be the housing catalyst needed for the Van Buren District to become the true residential district. The mixed use site would provide new market rate units as well as new commercial and office space, enhancing the visual appeal of the district.

2. **New Mixed Use** - With a grocery store as the anchor tenant, redevelopment of this site would provide a centralized amenity to all of Downtown. The addition of structured parking removes existing surface level parking and allows for higher intensity uses in neighboring blocks.

3. **New Mixed Use** - Building off of the new mixed use developments south of 6th Avenue, another new mixed use infill development could provide new office or commercial sq. ft. while removing surface parking.

4. **Small Multi-family Housing** - Emphasizing the Van Buren District as the residential district, a smaller multi-family housing development could provide a range of units from market rate to low/ moderate income units, providing additional housing choices for the district.

5. **Missing Middle Housing** - New infill projects throughout the district will provide a range of housing types that are compatible in scale and form to the single family homes located on the northern end of the district.

6. **Dog Park** - Located near the Great Life Athletic Center, and centrally located within the Van Buren District, a new dog park would provide needed greenspace for the influx of new renters in the district.

7. **Single-family Infill** - North of 4th Street there is a number of vacant parcels. These parcels could be filled with new single-family infill projects.

8. **Van Buren Extension** - Connecting the Van Buren District to River South, the extension of Van Buren will include new park/green space with opportunity to extend the residential corridor.
ENVISIONING VAN BUREN
NEW HOUSING CHOICES
RESIDENTIAL SERVICES
The Polk-Quincy Viaduct will impact the Van Buren District, with properties to the north being intersected by the viaduct providing new park and open space under the viaduct. Jackson Street, Harrison Street, 5th Street and 4th Street are all anticipated as conversions to two-way traffic. Changing these roads to two-way traffic will allow for greater mobility throughout Downtown Topeka.

<table>
<thead>
<tr>
<th>Type/Location</th>
<th>Recommendation</th>
<th>Complete Streets Typology</th>
<th>Ped</th>
<th>Bike</th>
<th>Bus</th>
<th>Car</th>
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<tbody>
<tr>
<td>Conversions (1-way to 2-way)</td>
<td>Jackson St. (from 3rd St. to 7th St.)</td>
<td>Mixed Use Boulevard</td>
<td>•</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Harrison St.</td>
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<td></td>
<td>4th St.</td>
<td>Mixed Use Boulevard</td>
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<tr>
<td></td>
<td>5th St</td>
<td>Mixed Use Boulevard</td>
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<td>●</td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td>No Change</td>
<td>2nd St.</td>
<td>Industrial Street</td>
<td>●</td>
<td></td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td></td>
<td>3rd St</td>
<td>Mixed Use Boulevard</td>
<td>●</td>
<td></td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td></td>
<td>6th Ave.</td>
<td>Mixed Use Boulevard</td>
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<td>●</td>
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<tr>
<td></td>
<td>7th St</td>
<td>Mixed Use Boulevard</td>
<td>●</td>
<td>●</td>
<td>●</td>
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</tr>
<tr>
<td></td>
<td>Topeka Blvd.</td>
<td>Mixed Use Boulevard</td>
<td>●</td>
<td></td>
<td>●</td>
<td>○</td>
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<tr>
<td></td>
<td>Van Buren St.</td>
<td>Mixed Use Boulevard</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td></td>
<td>Jackson St. (from 2nd St. to 3rd St.)</td>
<td>Mixed Use Boulevard</td>
<td>●</td>
<td></td>
<td></td>
<td>●</td>
</tr>
</tbody>
</table>

**Jackson Street 3rd Street to 7th Street**

1. Travel Lanes converted to two-way traffic
2. Angled parking/parallel parking along both travel lanes
3. Generous sidewalk widths for increased pedestrian use and implementation of crosswalk bump-outs
4. Promote mixed use development to increase pedestrian amenities
Existing Character

Land Use

The existing land uses in Van Buren District is composed primarily of office, commercial and residential, with pockets of industrial found along Van Buren Street. However, as noted in the Downtown Market Study, the Van Buren District has potential to become the residential district. The large quantity of surface parking and vacant lots provides an opportunity for new infill housing, ranging from high density apartments to new single-family homes. A new mixed use development, north of the State’s Eisenhower building, would replace a large State owned surface parking lot. This building could provide new market rate housing, as well as provide new commercial uses for Downtown Topeka. East of this site a new mixed use development could provide a Downtown with a much needed grocery store and structured parking. Other new housing options could focus on addressing the need for missing middle housing.
Existing Character

Zoning

The Van Buren District has segments of “M-3” Multi-family, “C-2 and C-4” Commercial, “OI-2” Office and Institutional, “I-1” Industrial, and “D-1” Downtown. It is proposed to rezone this area to D-1, D-2 and D-3, allowing the existing uses to remain and expanding options for new development and aligning zoning with the existing uses.

**D-1 Zoning** - Designed to facilitate a compatible mixed use activity center within the core area of downtown Topeka. The district is predominately composed of state offices, as well as local and federal facilities, commercial and retail uses. The district includes compatible residential, office, civic, and commercial retail/service uses which complement and support a high density of activity and facilitate pedestrian usage.

**D-2 Zoning** - Intended to integrate a compatible mixed use activity with urban residential neighborhood. The district includes a balance of compatible residential, office, cultural, and neighborhood commercial retail/service uses of low to moderate intensity that complement and support neighborhood residential areas and pedestrian usage.

**D-3 Zoning** - Intended to reestablish the linkage between downtown and the Kansas River. The district includes industrial, commercial and office uses as primary uses and housing as a secondary use. Land use in this zoning district should emphasize the relationship between downtown and the river, as well as expand cultural opportunities in the general downtown area.
## Implementation Summary

<table>
<thead>
<tr>
<th><strong>Recommendations</strong></th>
<th><strong>Other Considerations</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Land Use</strong></td>
<td>Increase the quantity of Housing units through new missing middle and new mixed use development.</td>
</tr>
<tr>
<td><strong>Zoning</strong></td>
<td>Rezone district to D-1, D-2 and D-3</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Potential to add 250 new units from new development and rehabilitation in the first 10 years.</td>
</tr>
<tr>
<td><strong>Office</strong></td>
<td>Potential to add 20,000—70,000 sq. ft. of office space</td>
</tr>
<tr>
<td><strong>Retail</strong></td>
<td>Retail component would be part of new mixed use developments, with no new commercial developments projected.</td>
</tr>
<tr>
<td><strong>Hotel</strong></td>
<td>No new hotel beds</td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td>Structured Parking is preferred. Where possible surface parking lots should be replaced with higher density structured parking.</td>
</tr>
<tr>
<td><strong>Building Design Standards</strong></td>
<td>Create residential and nonresidential design standards for D Districts.</td>
</tr>
</tbody>
</table>

### Diagrams

- **Housing**: 28% Added, 72% Needed
- **Hotel Rooms**: 0% Added, 100% Needed
- **Office**: 7% Added, 93% Needed
- **Retail**: 5% Added, 95% Needed
PART III: IMPLEMENTATION
The purpose of these standards is to provide the regulatory authority to ensure that new construction and renovation of existing structures is consistent with the established urban form of Downtown Topeka. These standards should be used for the design and evaluation of new public and private projects within the Downtown area. These standards seek to balance private property rights while protecting the appearance and viability of existing investments downtown, and serve to implement the Downtown Topeka Redevelopment Plan, which is part of the City of Topeka’s Comprehensive Plan.

Specifically, these standards are intended to address the following objectives that are identified by the Downtown Redevelopment Plan:

- Maintenance of the street wall at the front property line;
- Enhancement of the design of street facades;
- Ensuring pedestrian compatibility between buildings and the public realm;
- Design of public spaces at a pedestrian scale;
- Creating an appealing visual interest; and
- Maintaining design integrity and compatibility with surrounding structures.

Applicability - The Urban Design Standards shall apply to all new construction and renovations of existing buildings within the D-1, D-2, and D-3 Districts, each with their own specific design and regulatory criteria. Types of applicable development activity include:

1. Non-residential
2. Mixed-Use (Commercial/Office/Residential)
3. Residential
4. Parking

A mix of uses (including office, retail, residential, or other uses) within a given project is encouraged whether it is a single building or a redevelopment district.

No building permit shall be issued unless it is in compliance with the design guidelines which are set forth. Compliance shall be determined by the planning director by evaluating site plans and exterior elevations for conformity with the design guidelines. An appeal from the planning director’s decision as to compliance with the downtown Topeka general design guidelines may be made to the board of zoning appeals pursuant to Chapter 2.45 TMC.

These standards apply to development projects within each of the D zoning districts with the exception of projects located within designated historic districts or individually listed historic properties. For these exceptions, projects must follow the US Secretary of the Interior’s Standards for Historic Preservation, as adopted by the amended “D” District Regulations.

SECTION I. NON-RESIDENTIAL & MIXED-USE BUILDING DESIGN STANDARDS

A. Site Design - These Standards are intended to guide future development on properties within the “D” Districts in a manner that reflects historical building patterns. These standards are not intended to restrict creative solutions, but are intended to form the framework within which new development must occur to meet the key concepts and goals for good downtown design.

1. Setbacks - All new non-residential development within each D District must be constructed to maintain the street wall by locating the new building adjacent to the sidewalk or front property line. This will ensure that all street-level facades fit within the established context with neighboring properties. All other street-level setbacks, plazas and widened sidewalks from the building line must be strategically placed in accordance with an overall open space plan. The new open spaces shall be located to relate to other land uses such as retail, entertainment and transit routes.
2. **Orientation** - All primary and secondary entrances to principle buildings must face a street frontage. All loading docks or ramps must be designed to be unobtrusive and compatible with the primary use of the site, and should not be located on the major pedestrian street side of new buildings.

B. **Architectural Character** - Buildings within the “D” Districts have traditionally been built in relatively narrow configurations, with street widths typically ranging from 25 to 50 feet along the street frontage. Within these widths, buildings have been further divided into vertical units, or “bays,” with each bay spanning a width of no more than 10-feet. Buildings within the D District have also generally followed a horizontal demarcation to separate the floors of a building, while still accommodating an established “rhythm” for building facades. This rhythm uses a consistent level for the placement of upper-story windows above a lower storefront, and also utilizes design elements such as intermediate cornices, projecting moldings, and changes in materials to consistently define each building level within the façade.

Facades which contain expanses of wall area with no windows or entrances, and no other elements or features to provide pedestrian interest and supporting pedestrian circulation or activity represent a serious detriment to the vitality and viability of our Downtown area. The continuity of lively, inviting and visually appealing street-facing facades is extremely important in encouraging pedestrian movement, and enhancing the area’s economic vitality.

1. **Building Composition** - All buildings should be open and inviting in both their principal and secondary street-facing facades. All street-facing facades must reflect a consistent pattern of articulation using architectural features that create interest and long-term quality in design. Differentiating architectural features include the following:

- Columns
- Pilasters
- Piers
- Windows
- Doorways
- Vertical and horizontal modulations of wall planes, or
- Vertical changes in texture or material.

Additional architectural features should be added to the corners of buildings at street intersections. Care must be taken to avoid over-articulation, which can be just as inappropriate as buildings with too little articulation.
2. Materials - The total square footage of all facades on new non-residential and mixed-use buildings within the “D” Downtown Districts shall utilize a combination of the building materials specified in this Chapter. All building materials selected for use within the list shall fulfill a proportionally designated role as Primary, Secondary, and Tertiary/Accent/Remainder building materials according to the following volumes:

- Primary = >60%
- Secondary = <40%
- Tertiary/Accent/Remainder

Materials should be chosen that are as maintenance-free as possible, and have an estimated life expectancy of greater than or equal to 50 years. No street-facing façade may be composed exclusively in a Primary building material. Acceptable materials used within ground-level and upper-level facades for new non-residential and mixed-use buildings within the “D” districts are:

- Brick
- Glass
- Stone
- High quality wood
- Cast Stone
- Synthetic wood
- Synthetic stone
- Pre-cast concrete
- Architectural metal panels*
- Water-managed EIFS
- Stucco
- Glass Fiber Reinforced Concrete (GFRC)
- Integrally colored or glazed masonry units
- Cement board
- High quality pre-stressed concrete systems
- Ceramic or Terra Cotta tiles

*Architectural metal panels must be a higher quality material and heavier gauge than standard industrial, ribbed, pre-engineered metal panels. All fasteners for metal panels must be hidden from view, and not visible on the corresponding façade.

Synthetic building materials, such as foam moldings and water-managed EIFS, shall not be used unless they can be demonstrated to age in a superior manner to non-synthetic or natural materials.

3. Ground Level Design - The design of street-facing building facades must include high-quality materials and detailing which relate to the rest of the building and to adjacent buildings to convey a sense of permanence, durability, and richness in character. Buildings fronting multiple streets must be consistent in the design and character of façade treatments, including materials, scale, proportion, and architectural features.

a. Building Transparency - A predominance of glass which assures transparency between interior activities or products and pedestrian activity on the streets and sidewalks is very important to the vitality of the pedestrian environment. All primary street-facing, ground-level facades shall contain no less than 60 percent glass. All secondary street-facing, ground-level facades shall contain no less than 40 percent glass or other transparent opening. Facades with lesser volumes of transparency shall not be placed along public streets, but may be placed along alleys and service lanes.

b. Building Entrances - Building entrances should be considered as an integral component of a building’s appearance and should relate to the overall façade in terms of its style and scale, quality of design, selection of materials and detailing. The placement and design of entrances to buildings and businesses must be readily identifiable and have a prominence on the building’s street façade. Such entrances should not overpower the façade but should be designed to complement the character and features of the building’s overall architecture and ground level appearance. Secondary facades along public streets should provide access using the same considerations as primary facades.

c. Architectural Features - Decorative and functional elements and ornamentation should be used to create human scale elements on the street-level facades to further encourage openness. The maximum horizontal length of undifferentiated ground-level facades along public streets may not exceed 25-feet. The use of any combination of previously listed architectural features shall be used to create a human scale within lower facade designs.
4. **Upper Level Design** - The architectural design of the upper levels of new buildings, and the rehabilitation of existing buildings should be sensitive to their surrounding built and natural environment. The architecture of the existing downtown buildings provide examples of architectural themes, window rhythm, materials and forms. To enhance these rhythms, materials, and forms within the upper levels of developments within the “D” Districts, the following standards shall apply:

a. New construction is not required to implement any particular architectural style, but shall be designed to be compatible with the scale, forms, rhythms, and materials of surrounding structures.

b. The architecture of the building’s upper floors and termination shall be designed to complete the building form within an overall design concept for the base, middle, and top that works in concert with architectural compatibility of the building with surrounding properties.

c. **Height & Step-backs** - In areas where more than 50% of an existing street wall within the extent of the block-face remains intact, new infill construction and additional levels added to the height of existing buildings are limited to no more than 1 level greater in height than its adjacent building. For infill construction and new additions in height of two levels or more, all additional levels above the established street wall shall adhere to a step-back no less than 20-feet from the front face of the building.

1) **Façade Composition - Windows** - Windows in new construction must maintain the same rhythmic proportions and configuration for windows in adjacent buildings.

2) **Architectural Features** - Ornamentation, decorative, and functional elements previously listed as recommended architectural features shall be used within the upper levels of building facades to continue and enhance the visual and architectural fabric of the Downtown area. The maximum square footage of undifferentiated upper-level facades along public streets may not exceed 225 sq. ft.

3) **Balconies** - Balconies on all types of non-residential and mixed-use buildings within the D-1 District must be recessed along all street-facing facades to maintain the common street wall with area buildings. Balconies on all types of non-residential and mixed-use buildings within the D-2 and D-3 Districts may project beyond the primary street-facing facades.

4) **Parapets** - New parapets, with or without a cornice, should not exceed 6-feet in height above the top of the building wall, unless the roof-height slopes in one direction, making a level parapet otherwise unattainable. A parapet must include a change in height or form at least once every 50 feet. This change should align with the vertical building bays. Parapets and other roof top elements should be used to screen roof top equipment.

5) **Cornices** - To preserve the continuation of existing street walls and the urban form of Downtown Topeka, the front facades of all new infill buildings and building additions must include a cornice designed in a manner that is consistent with the general height and depth of cornices on adjacent and nearby buildings.
SECTION II. PARKING FACILITY DESIGN STANDARDS - All new parking facilities within the “D” Downtown Districts shall be evaluated as either a structural parking facility, mechanical lift facility, or a surface parking facility. Sub-grade parking facilities not visible from the street right-of-way are not subject to these standards. Criteria and standards for each type of above-grade facility are listed below.

A. Structural Parking Facility - All new structural parking facilities within the “D” Districts shall be mixed-use, or shall be an accessory use to an adjacent primary facility. Parking facilities within the “D” Districts should be designed to serve as connecting links between buildings and uses within Downtown Topeka, and avoid becoming features that separate surrounding buildings and functions. As such, it is important that all parking facilities be designed in a manner consistent with the overall objectives of the “D” District Design Standards to become an amenity within the urban fabric that enhances the quality of Downtown Topeka’s built environment.

1. Site Design - To maintain the general character of Downtown Topeka, new structural parking facilities shall be consistent with the standards, criteria and guidelines developed for the district. The placement of new structural parking facilities shall be integrated into their surrounding environment by use of the following standards.
   a. Building Height - The overall height of structural parking facilities, and the height of its individual components shall be visually compatible to the height of adjacent buildings and structures to which it is directly associated.
   b. Rhythm of the street wall - The setback of a structural parking facility shall be consistent with adjacent buildings and structures to which it is visually related.

2. Architectural Character - Street facing facades of parking facilities should reflect and enhance the architectural character of their immediate surrounding area by employing the following standards.
   a. Street-facing facades of new structural parking facilities shall be treated with an architectural finish and given vertical articulation and emphasis. The facade should be designed so as to visually screen cars at street level.
   b. Street-facing facades of new structural parking facilities shall distinguish a base, middle and top by using different materials, or other methods, and also respond to the context of surrounding buildings by employing the use of similar materials, scale, massing, and rhythm of the street wall.
   c. Sloping and open horizontal interior floors shall not be visible or expressed on the exterior face of the building.
   d. The exterior design of all street-facing façades of a structural parking facility shall reflect the traditional 25’-50’ building width pattern within Downtown Topeka, and shall integrate vertical and horizontal architectural design elements accordingly.
   e. The proportional width to height of openings on street facing facades on structural parking facilities shall be visually compatible to traditional building patterns in the immediate surrounding vicinity.
3. **Architectural Detailing** - All new structural parking facilities should be open and inviting in both their principal and secondary street-facing facades. All street-facing facades must reflect a consistent pattern of articulation using architectural details that create interest and long-term quality in design. Differentiating architectural features include the following:

- Columns
- Green walls or expose planters for vegetation
- Pilasters
- Variations in primary, secondary, and tertiary materials
- Windows
- Vertical and horizontal modulations of wall planes, or

Additional architectural features should be added to the corners of buildings at street intersections. Care must be taken to avoid over-articulation, which can be just as inappropriate as buildings with too little articulation.

4. **Materials** - The total square footage of all facades on structural parking facilities within the “D” Downtown Districts shall utilize a combination of the building materials specified in this Chapter. All building materials selected for use within the list shall fulfill a designated role as Primary, Secondary, and Tertiary/Accent/Remainder building materials according to the following volumes:

- Primary => 60%
- Secondary <= 40%
- Tertiary/Accent/Remainder

Materials should be chosen that are as maintenance free as possible, and have an estimated life expectancy of greater than or equal to 50 years. No street-facing façade may be composed exclusively in a Primary building material. Acceptable materials used within ground-level and upper-level facades for new structural parking facilities within the “D” districts are:

- Brick
- Glass
- Stone
- High quality wood
- Cast Stone
- Synthetic wood
- Synthetic stone
- Pre-cast concrete
- Architectural metal panels*
- Water-managed EIFS
- Stucco
- Glass Fiber Reinforced Concrete (GFRC)
- Integrally colored or glazed masonry units
- Cement board
- High quality pre-stressed concrete systems
- Ceramic or Terra Cotta tiles

*Architectural metal panels must be a higher quality material and heavier gauge than standard industrial, ribbed, pre-engineered metal panels. All fasteners for metal panels must be hidden from view, and not visible on the corresponding façade.

Synthetic building materials, such as foam moldings and water-managed EIFS, shall not be used unless they can be demonstrated to age in a superior manner to non-synthetic or natural materials.
B. Surface Parking Facility

1. Landscaping - Surface parking facilities must provide landscaping in accordance with Topeka’s landscape ordinance. Landscaped buffer strips along all street frontages must be designed to continue the existing street wall, where applicable.

2. Setbacks & Site Design - New surface parking facilities must maintain the existing street setback and street wall along all street frontages. Tools for accomplishing this can include walls, fences, row of trees, hedges or any combination of these elements. The height and placement of such features should be in accordance with CPTED (crime prevention through environmental design) principles.

3. Lighting - All lighting for surface parking facilities shall be controlled to avoid spill out on the adjacent streets creating excessive glare, and shall conform to the City of Topeka external lighting standards.

SECTION III. RESIDENTIAL BUILDING DESIGN STANDARDS

Purpose and Context: The Downtown Residential Building Design Guidelines are unique to Downtown Topeka, and are provided to guide the development of multiple-family housing to achieve a high standard for the physical and aesthetic qualities of Downtown Topeka’s built, mixed-use environment. The purpose of these guidelines is to ensure that new construction and renovation of existing buildings for multi-family housing is consistent with the established urban form of Downtown Topeka. New multiple-family development projects should utilize these guidelines as the designated criteria for their design, and in their evaluation. These guidelines seek to balance both private and public interest of protecting the appearance and existing investments downtown, and serve to implement the Downtown Master Plan, which is part of the City of Topeka’s Comprehensive Plan.

Applicability: These standards shall apply to all newly constructed residential development, residential conversions, and all newly constructed and converted mixed-use development that incorporates residential uses. All exterior modifications to buildings that incorporate residential uses shall be consistent with these standards.
A. Residential Building Types

1. Attached Single-Family
   - Townhomes/Row Houses
   - Duplexes/Triplexes

2. Attached Single-Family
   - Garden Apartments
   - Lo-Rise Apartments (1-3 Story)
   - Hi-Rise Apartments (4 or more stories)

3. Mixed Use
   - (Vertical mixture of uses that does not include residential on ground floor.)
4. **Zoning District Allocations***

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<thead>
<tr>
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<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
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</thead>
<tbody>
<tr>
<td>Attached Single Family Apartments</td>
<td>X</td>
<td>P</td>
<td>X</td>
</tr>
<tr>
<td>Garden</td>
<td>X</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Lo-Rise</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Hi-Rise</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>P</td>
<td>P</td>
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</tr>
</tbody>
</table>

* P = Permitted Use  
* X = Not Allowed

* Subject to the requirement of Chapter 18.225(k) - Dwelling units located on main floors shall meet the following requirements:

1. **The units must be subordinate in area or location to nonresidential uses on the main floor; or**

2. **The units shall be allowed in structures that were originally built for use as dwelling units, the structure has been used historically for dwelling units, or the dwelling units were converted from hospital, school, or hotel rooms.**

5. **Site Design**

a. **Height and Scale**

1) **Attached Single Family**

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<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Side-by-side</td>
<td>X</td>
<td>1-3 story</td>
<td>X</td>
</tr>
<tr>
<td>Stacked</td>
<td>X</td>
<td>2-4 story</td>
<td>X</td>
</tr>
</tbody>
</table>

2) **Garden Apartments**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Side-by-side</td>
<td>X</td>
<td>1-3 story</td>
<td>X</td>
</tr>
</tbody>
</table>

3) **Low-rise apartment buildings**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>2-3 story</td>
<td>2-3 story</td>
<td>2-3 story</td>
<td></td>
</tr>
</tbody>
</table>

4) **Hi-rise apartment buildings**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-10 story</td>
<td>4-6 story</td>
<td>4-10 story</td>
<td></td>
</tr>
</tbody>
</table>

5) **Mixed-use apartment buildings**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>2-10 story</td>
<td>2-6 story</td>
<td>2-10 story</td>
<td></td>
</tr>
</tbody>
</table>

* Mixed-use apartment buildings within the D-2 District are limited to corner lots along arterial streets, and may not be placed on lots interior to the block face.

b. **Setbacks (maximums)**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
</table>
| 1) Attached Single Family
  * Side-by-side | X   | 5-10 feet | X   |
  * Stacked     | X   | 5-10 feet | X   |
| 2. Garden Apartments | X   | 0-10 feet | 0-7 feet |
| 3. Low-rise apartment buildings | 0-feet | 0-feet | 0-feet |
| 4. Hi-rise apartment buildings | 0-feet | 0-feet | 0-feet |
| 5. Mixed-use apartment buildings | 0-feet | 0-feet | 0-feet |

c. **Building Orientation** - The orientation for all types of multi-family residential buildings within all “D” Downtown Zoning Districts must be front-loaded, with the ground-level main entrance facing the street. Garden apartments within these districts may orient the front door toward an internal entrance common and central to the entire apartment complex.

d. **Parking**

1) Off-street parking provisions are not required for residential developments within the D-1 and D-3 District classifications. Off-street parking provisions are required within the D-2 District at a ratio of one parking space per dwelling unit. All non-residential portions of mixed-use developments shall provide parking within the D-2 District at a ratio of one parking space per 500 sq. feet of retail or office floor area.

2) All parking for multi-family residential buildings shall be consistent with the following type-specific parking requirements:

a. **Attached Single Family**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Side-by-side</td>
<td>Parking to the rear from the alley</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stacked</td>
<td>Parking to the rear from the alley</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

b. **Garden Apartments**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking to the rear or adjacent parcel</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-grade or structured parking, adjacent parcel, or on-site parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

c. **Low-rise apartment buildings**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-grade or structured parking, adjacent parcel, or on-site parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

d. **Hi-rise apartment buildings**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-grade or structured parking, adjacent parcel, or on-site parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

e. **Mixed-use apartment buildings**

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>D-1</th>
<th>D-2</th>
<th>D-3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-grade or structured parking, adjacent parcel, or on-site parking to the rear</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
3) Street access and curb-cuts to those parking facilities is subject to approval by the City of Topeka Traffic Engineer, and is strongly discouraged.

4) Higher density residential structures are encouraged to consider on-site or adjacent structural, internal, or below ground-level parking accommodations for their buildings.

5) Parking requirements for all types of apartments may be met through the use of adjacent or nearby properties, provided rear access is maintained.

e) **Outdoor accommodations for New Multi-Family Apartments and Mixed-Use Development** - All new multi-family apartments and mixed-use residential complexes shall provide a minimum of 50 sq. ft. of open space per dwelling unit within the building premises. Outdoor accommodations may be accrued through the use of any, or the combination of the following:

1) Balconies
2) Rooftop gardens and/or common open space
3) Interior ground-level courtyards

f) **Pedestrian accommodations**

1) Primary building entrances must be designed as prominent building features, easily accessible from the public street or public open space. Secondary building entrances shall be oriented to the side or rear of the building, specifically to provide easy and safe accommodation from common areas of shared open space and designated parking areas.
2) The upper levels of buildings 3 stories or more shall utilize materials and scale to avoid the creation of an imposing character on adjoining properties, rights-of-way, or public open spaces.

g) **Service and Utility** - all multi-family buildings within the “D” Districts shall conform with the following standards with regard to the provisions of services and utilities.

1) All mixed-use and stand-alone apartment buildings shall be designed to access services and utilities from the rear of the properties, and shall not be front-loaded from the street right-of-way. In addition,
2) Utilities should be extended to the sites in a manner complimentary to all storm water facilities and useable common open space.
3) Utilities such as electrical, cable, and transformers should be placed underground or screened from view from the public right-of-way and from adjacent properties.
4) Utility locations should not interfere with the viability of associated landscaping.
5) All drive entrances for service vehicles should be located to the rear of the property and accessed from the alley.
6) All roof mounted mechanical units (including evaporative coolers, HVAC units, vents, etc.) for all building types shall be located or screened so as not to be visible from the project’s property lines that are adjacent to public and private streets, as well as adjacent to residential properties (unless height difference makes screening impractical). The screening methods/materials shall be consistent with and incorporated into the design of the building.

B. **Architectural Character** - The overall character of Downtown Topeka should be consistent in its development patterns, but should not be repetitive to the point where creativity and vibrancy are lost. Adherence to the following standards is, therefore, required to achieve the overall goal for downtown development as established within the “D” Downtown District regulations.
1. New multi-family buildings must include at least 3 different façade treatments or architectural designs when multiple buildings are massed on sites 2-acres or larger.

2. Side and rear faces of all buildings must maintain the same architectural character, and employ the use of similar and compatible materials used in the design of the front façade.

3. The ground-level street facades of mixed-use buildings must follow the following standards, consistent with other building types within the “D” Districts:
   a) Transparency - All primary street-facing, ground-level walls shall contain no less than 60 percent glass. All secondary street-facing, ground-level walls should contain no less than 40 percent glass. Blank walls, or walls with lesser volumes of transparency shall not be placed along public streets, but may be placed along alleys and service lanes.

b) Building Entrances - The placement and design of entrances to buildings and businesses must be readily identifiable and have a prominence on the building’s street façade. Such entrances should not overpower the façade but should be designed to complement the character and features of the building’s overall architecture and ground level appearance. Secondary facades along public streets must provide access using the same considerations as primary facades.

c) Architectural Detailing - Decorative and functional elements and ornamentation should be used to create human scale elements on the street-level facades to further encourage openness. The maximum horizontal length and vertical height of undifferentiated ground-level facades along public streets may not exceed 25-feet.

C. Door and Window Openings

1. Doors and windows should be specifically designed and built to contribute to the form and architectural style of the building.

2. All openings into a building must relate to one another according to a clear system of the composition and architectural style of the structure.

D. Building Materials - The total square footage of all facades on apartment and mixed-use buildings within the “D” Downtown Districts shall utilize a combination of the building materials specified in this Chapter. All building materials selected for use within the list shall fulfill a designated role as Primary, Secondary, and Tertiary/Accent/Remainder building materials according to the following volumes:

- Primary = >60%
- Secondary = <40%
- Tertiary/Accent/Remainder

Materials should be chosen that are as maintenance free as possible, and have an estimated life expectancy of greater than of 50 years. No street-facing façade may be composed exclusively in a Primary building material. Acceptable materials used within ground-level and upper-level facades for apartment and mixed-use buildings within the “D” districts are:

<table>
<thead>
<tr>
<th>Material</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brick</td>
<td>Glass</td>
</tr>
<tr>
<td>Stone</td>
<td>High quality wood</td>
</tr>
<tr>
<td>Cast Stone</td>
<td>Synthetic wood</td>
</tr>
<tr>
<td>Synthetic stone</td>
<td>Pre-cast concrete</td>
</tr>
<tr>
<td>Architectural metal panels</td>
<td>Water-managed EIFS</td>
</tr>
<tr>
<td>Stucco</td>
<td>Glass Fiber Reinforced Concrete (GFRC)</td>
</tr>
<tr>
<td>Integrally colored or glazed masonry units</td>
<td>Cement board</td>
</tr>
<tr>
<td>High quality pre-stressed</td>
<td>Ceramic or Terra Cotta tiles</td>
</tr>
</tbody>
</table>

*Architectural metal panels must be a higher quality material and heavier gauge than standard industrial, ribbed, pre-engineered metal panels. All fasteners for metal panels must be hidden from view, and not visible on the corresponding façade.*
Synthetic building materials, such as water-managed EIFS, shall not be used unless they can be demonstrated to age in a superior manner to non-synthetic or natural materials.

The Planning Director may approve other building materials not listed herein.

**Prohibited features** on multi-family dwellings and buildings are:

1. Security grills over windows on exterior facades above the ground level
2. Reflective materials, other than windows

**Architectural Detailing** - A minimum of 5 of the following types of architectural details are required to be integrated into the exterior facades of all residential building types within the “D” Downtown Districts. These architectural details include, but are not limited to the following:

1. Horizontal or vertical recesses, projections, or off-sets
2. Modulating facades
3. Variation of roof heights
4. Varied roof forms
5. Porches
6. Balconies (Balconies on all types of allowable apartment buildings within the D-1 District must be recessed along all street-facing facades to maintain the common street wall with area buildings. Balconies on all types of allowable residence's within the D-2 and D-3 Districts may project beyond the primary street-facing facades)
7. Awning or canopies at ground level (permanent)
8. Structurally different building materials (i.e. stone and brick)
9. Courtyards
10. Arches
11. Art that is integrated into the façade
12. Decorative tile work, brick patterns, molding or other materials integrated into the façade
13. Well-defined cornice
14. Premium roofing materials such as tile
Downtown Zoning Changes

There are a number of changes to the D Downtown Zoning Districts that are related to the adoption of this plan. Some of these changes are being implemented along with the adoption of the plan, while others will be worked on at a later date. The following is a summary of current and future downtown zoning changes.

Plan Changes
- Newly drafted design standards for residential and non-residential projects within the D districts are included in Appendix ?? and will be adopted by reference if the plan is approved.
- Minor tweaks to Section 18-200 D Downtown Districts – includes tweaks to the district classification descriptions – will also be approved with the adoption of the plan and are located within the adopting ordinance.

Future Changes
- Rezoning recommendations for properties are found within each district plan. These rezoning recommendations will be used to craft zoning cases that will be worked on after the plan is adopted.
- There will also be changes identified to the D Districts’ use tables and also certain specific use standards.
Hold For Streets
Hold For Big Ideas