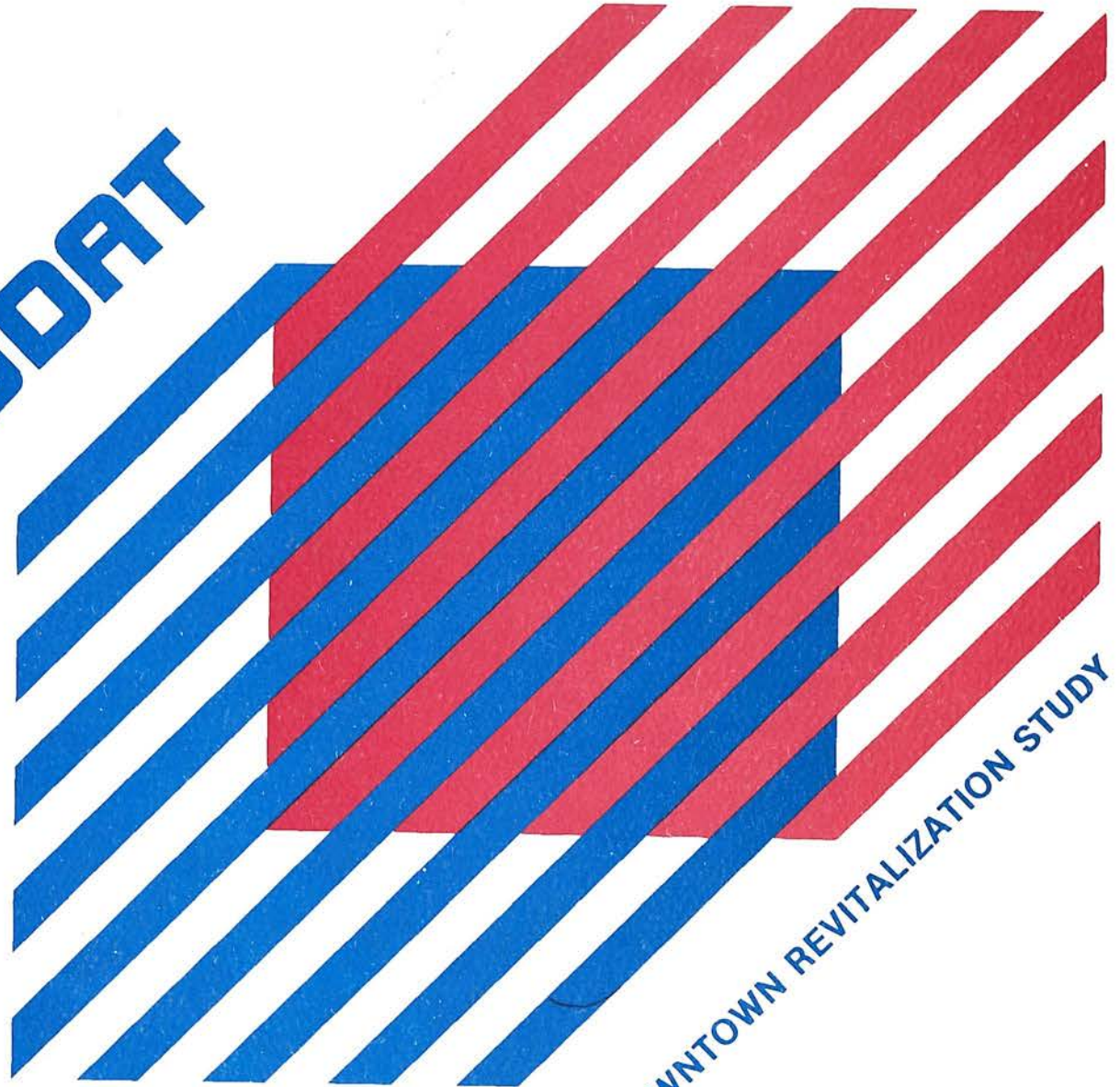


TOPEKA R/UDAT



A DOWNTOWN REVITALIZATION STUDY

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TOPEKA

R/UDAT

**Regional/Urban Design Assistance Team
The American Institute of Architects**

June 5-9, 1980

Topeka, Kansas

A DOWNTOWN REVITALIZATION STUDY

Sponsors

Capital City Redevelopment Agency

Topeka Section-Kansas Society of Architects, A Chapter of
The American Institute of Architects



Table of Contents

	<u>Page No.</u>
INTRODUCTION	1
HIGHLIGHTS OF THE REPORT	3
SETTING	4
STATEMENT OF PROBLEM	11
STRATEGIES FOR THE FUTURE/ MANAGING THE PROCESS OF CHANGE	24
EXPLORING THE IMAGES OF THE C.B.D.	53
ADDITIONAL OPPORTUNITIES TO PROVIDE FOCUS FOR COMMUNITY ATTENTION	70
ACKNOWLEDGEMENTS	95

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Introduction

WHAT IS R/UDAT

The Urban Planning and Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American cities since 1967.

The teams respond to the problems as described by the local AIA Chapters and their sponsors.

Each Regional/Urban Design Team (R/UDAT) is specially selected to include professionals experienced in the particular problems of the area or task under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

During the four days that the team is present it acquaints itself with the community and its people, presents its analysis from a fresh perspective, and offers its recommendation for action.

WHY IS R/UDAT HERE

This R/UDAT team was created in order to respond to a unique problem - one that addresses the issue of process, conflict, management and the development of a framework for the preparation of an urban design/development plan.

The need for this R/UDAT grew out of the community's (including business) desire for early resolution of problems related to development and the lack of an image for downtown Topeka.



MEANING OF MAIN STREET

"There's no there, there" typifies the attitude of many that downtown Topeka has no real image that is positive, exciting and memorable.

"Main Street" has been the heart of American cities. It has been where people went to shop, to eat out, to meet and greet friends, to enjoy entertainment, to be in the center of things. It has symbolized a city's identity from the New York City high-rise to the grain elevator in the midwest. It provided a place for community activities, for building the social fabric of community involvement. But the pulse of many main streets has slowed in recent years with the coming of freeways, two-and-three car families and shopping centers. Downtown's ability to contribute to the city, to provide a "sense of place" has been reduced by a lack of attention, financial support, and physical improvement.

New interest in "Main Street" is increasing. With the renewed interest in our heritage, the rising cost of fuel, and the opportunities for economic development, people are again turning to "Main Street." They are putting their energies back into the heart of the city.



Highlights of the Report

Problems identified are process problems, including communications between groups, the decision-making capability of government, and content problems, such as the physical appearance of downtown.

Communication between Capitol City Redevelopment Agency (CCRA) and the neighborhoods will be increased through an expanded CCRA board, and the creation of a "Hub" for information flow.

We propose the creation of a Management Service as a staff agency reporting to the City Commission to help improve the decision-making capacity of city government.

A comprehensive downtown development plan is needed to provide guidance in the planning and development process.

Retail and housing development opportunities in the downtown area should be pursued.

Suggested tools for implementing Topeka's downtown plan include tax increment, financing, tax abatement, downtown promotion, revenue bonds, and zoning incentives.

Setting

TOPEKA IS CHANGING

The Topeka SMSA grew only slightly in the last few years. Population increased 1% between 1970 and 1977 as diagrammed on the graph entitled "Population/Employment, Topeka SMSA." Between 1970 and 1977, jobs have increased more than 25,000, with an increase of 28% over the last 10 years. The greater increase in employment may reflect an influx of commuters, higher participation rates and the arrival of the "baby boom" in the labor market.

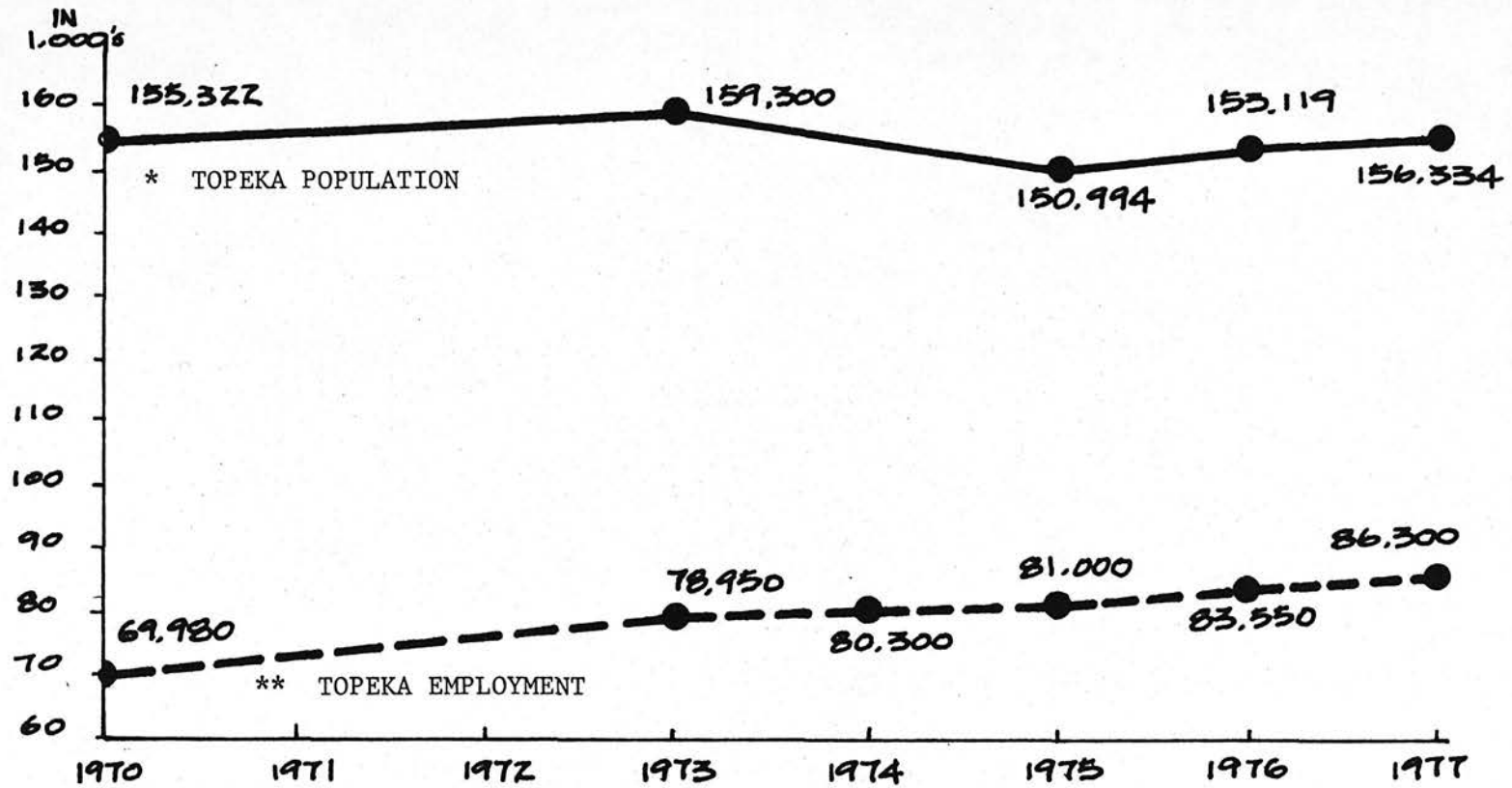
There are, however, more dramatic changes within this slow-growth trend. For example, the household formation rate in Topeka has been greater than population growth. This means that many persons, such as singles and childless couples, make up a greater percentage of the population and therefore the increased population demands an even greater increase in housing units.

The population distribution also reflects two age groups which make up a high percentage of the total population. These are the 25-34 year olds and the above 65 year-olds, or senior citizens groups. Both of these age groups have demands for smaller-sized housing units and are frequently trying to live on entry-level or fixed incomes.

Income growth within the Topeka SMSA reflects the amount of personal income which is available for retail purchases. The growth of income in Topeka was reported to be at an annual rate of increase of 9%-10% between 1969 and 1976.*

*PATTERNS: Topeka-Shawnee County, TSCMPC, 1978, p. 15.

POPULATION/EMPLOYMENT
TOPEKA SMSA



* U. S. Bureau of the Census, Current Population Report Series p-25

** Employment - Research and Information Department of The Kansas Employment Security Division March 1979.

6

A percentage of this personal income is spent in the downtown area of Topeka, but an increasing amount has been "captured" by new shopping centers being built throughout the area. The shopping centers map shows the proliferation of such shopping centers, most of which offer both convenience goods and consumer goods.

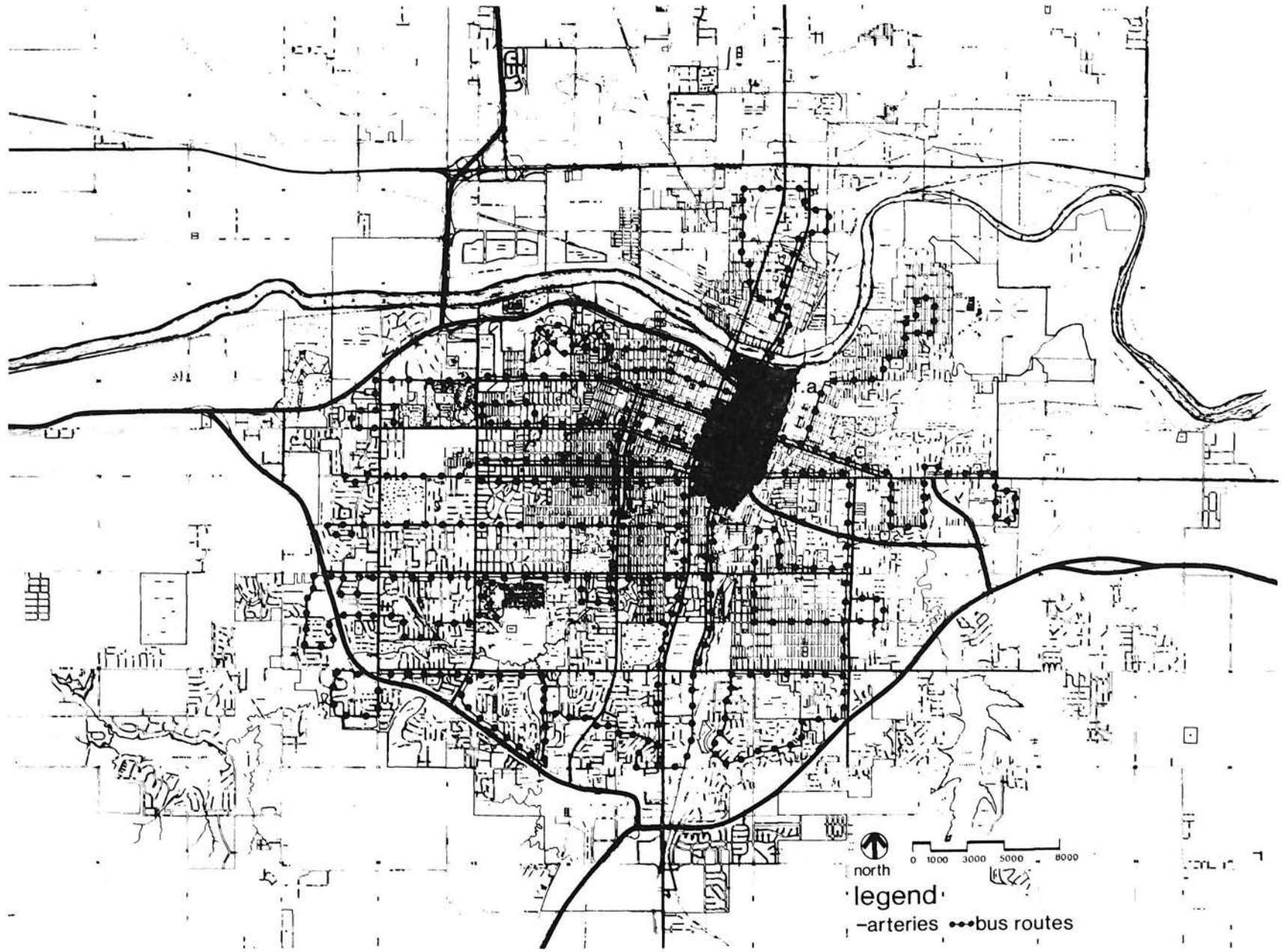
SUBURBANIZATION

The location of shopping centers has followed the growth of Topeka, primarily to the south and southwest. This has been largely a function of the highway system. As this growth is pulled to the south and southwest, new shopping centers tend to anticipate that growth and pull it even further in the same directions.

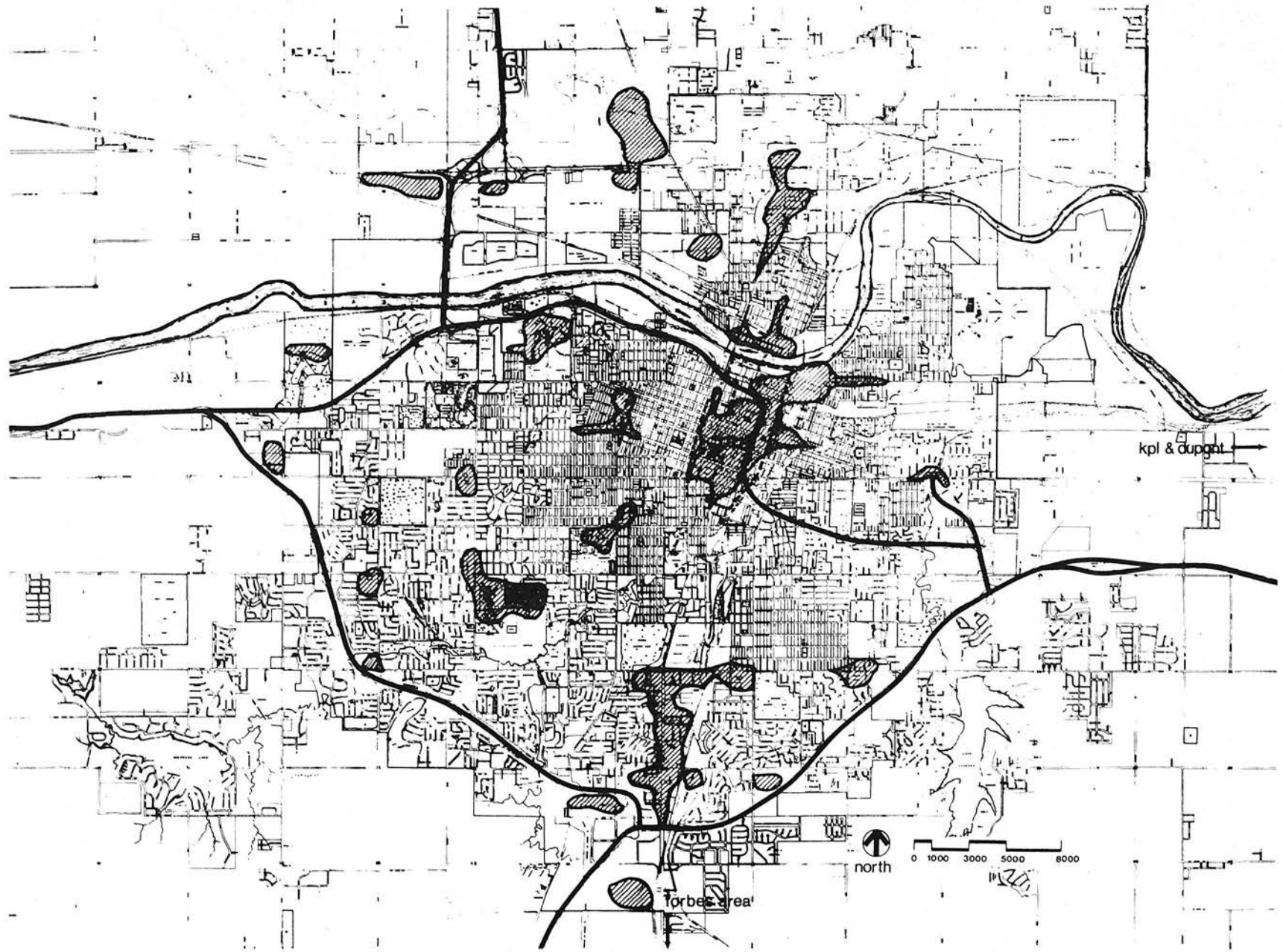
The transportation network shown on the circulation map can be compared to the dispersion of employment centers, some of which are in the industrial land concentrated across the Kansas River. As a result, the employment centers map shows a wide dispersion of employment centers, some of which are located away from the residential/commercial development. The result of these trends, especially in terms of the limited bus network displayed on the circulation map, is a high volume of daily trips by automobile, with longer trip-ends caused by the dispersion of origins and destinations.

Circulation

8



Employment Centers



DOWNTOWN BUSINESS DISTRICT

The downtown area is a true expression of Topeka as a whole, with high accessibility from Interstate 70, arterial and collector streets. These roadways, in conjunction with the substantial amount of off-street parking, have created a sprawling downtown which extends far beyond the average walking trip of ten to fifteen minutes. While the bus service shows a concentration of service in the Eighth Street and Kansas Avenue area, the overall effect as diagrammed on the circulation and parking map is one of dispersal.

Statement of Problem

VOICES OF THE PEOPLE

"In Topeka a lot of groups can say no but no one can say yes."

"I hope that business leaders would band together as a group in setting their goals for the betterment of the community, rather than going it alone with selfish interest."

"The business community does not communicate nor work with organized labor and vice versa."

"If the energy problem is real, if inflation is to continue upward, and if buying or renting housing increases, then urban sprawl will slow, therefore creating housing near downtown is essential."

"People get so tired of all the meetings, all the plans that get shelved, I hope we can get something concrete out of this."

"If downtown is going to be successful, you have to have people there."

"The best thing about Topeka is it's 60 miles to Kansas City."

"I want a sense of place."

"I can remember when you could walk to the bus stop and know when it was going to be by, now you can expect an hour wait sometimes."

"The banks have all the power in town, they control the downtown development."

"I was walking downtown Sunday after church and was accosted by a 6' tall weed. My father used to call them pigweeds."



"That's the problem with the merchants downtown, they have no pride in their business, they can't even sweep their own sidewalks and pick-up the trash."

"I had to spend \$5.35 on cab fare just to send my daughter to a recreation center in the suburbs. Why can't we have something like that downtown?"

"I came downtown once and got a \$5 parking fine and right then I decided I'd never come downtown to shop again."

PROBLEMS WITH INTERGROUP PROCESSES

Having listened to the voices of the people, we will discuss their concerns about downtown Topeka in more detail. These concerns fall into two general categories: processes and urban design. The problems with processes concern difficulties of interaction between different groups (for example, lack of positive communication between Neighborhood Improvement Associations and downtown merchants). The problems with urban design concern the physical character of the downtown (for example, lack of greenery).

We identified four major interrelated problems with processes:

- 1) lack of adequate communication,
- 2) fragmented decision making,
- 3) use of hidden agendas and exclusion regarding development opportunities,
- 4) lack of clear direction for the future of downtown Topeka and the surrounding neighborhoods.



LACK OF ADEQUATE COMMUNICATIONS

Communication between two groups is adequate when enough information is shared to permit mutual understanding, although it may not necessarily lead to agreement. Adequate communication must be two-way and include both positive and negative reactions. In Topeka many people told us inadequate communication existed between different segments of the community. Downtown businessmen are out of touch with the ordinary citizen, we were told. The average citizen shops elsewhere for routine purchases and distrusts downtown interests. Some reported this lack of contact helped lead to the defeat of the proposal for a downtown civic center, the Pioneer Center, in 1978. Others noted that there is also lack of contact between downtown merchants and upper middle-class residents, who tend to frequent only Macy's and a few other stores downtown. Complaining of the lack of quality merchandise, affluent citizens go to Kansas City. Still others cited the lack of communication between citizens and city commissioners, between citizens and the Metropolitan Planning Commission, and between the Neighborhood Improvement Associations and city government.

Our respondents indicated that there was tension between downtown businesses and those in North Topeka, between downtown and city government. Also, we were told of a history of a lack of involvement by the state and the unions in discussions concerning downtown.

While it is easy to identify many cases of lack of adequate communication, it is more difficult to examine the underlying factors that contribute to such a lack. We will focus on one case to identify some of the causes of communication difficulties, the communication between the Neighborhood Improvement Associations and the downtown businessmen. The Neighborhood Improvement Associations ring the downtown business district and are concerned about expansion. Some NIA members remember the dislocations caused by urban renewal efforts in the late 1950s and early 1960s. They fear new downtown development may mean their displacement. The downtown businessmen recognize that some of the NIAs can mobilize people to fight for their goals. Many businessmen are concerned that protracted discussions and debates of plans will mean missed opportunities for development.

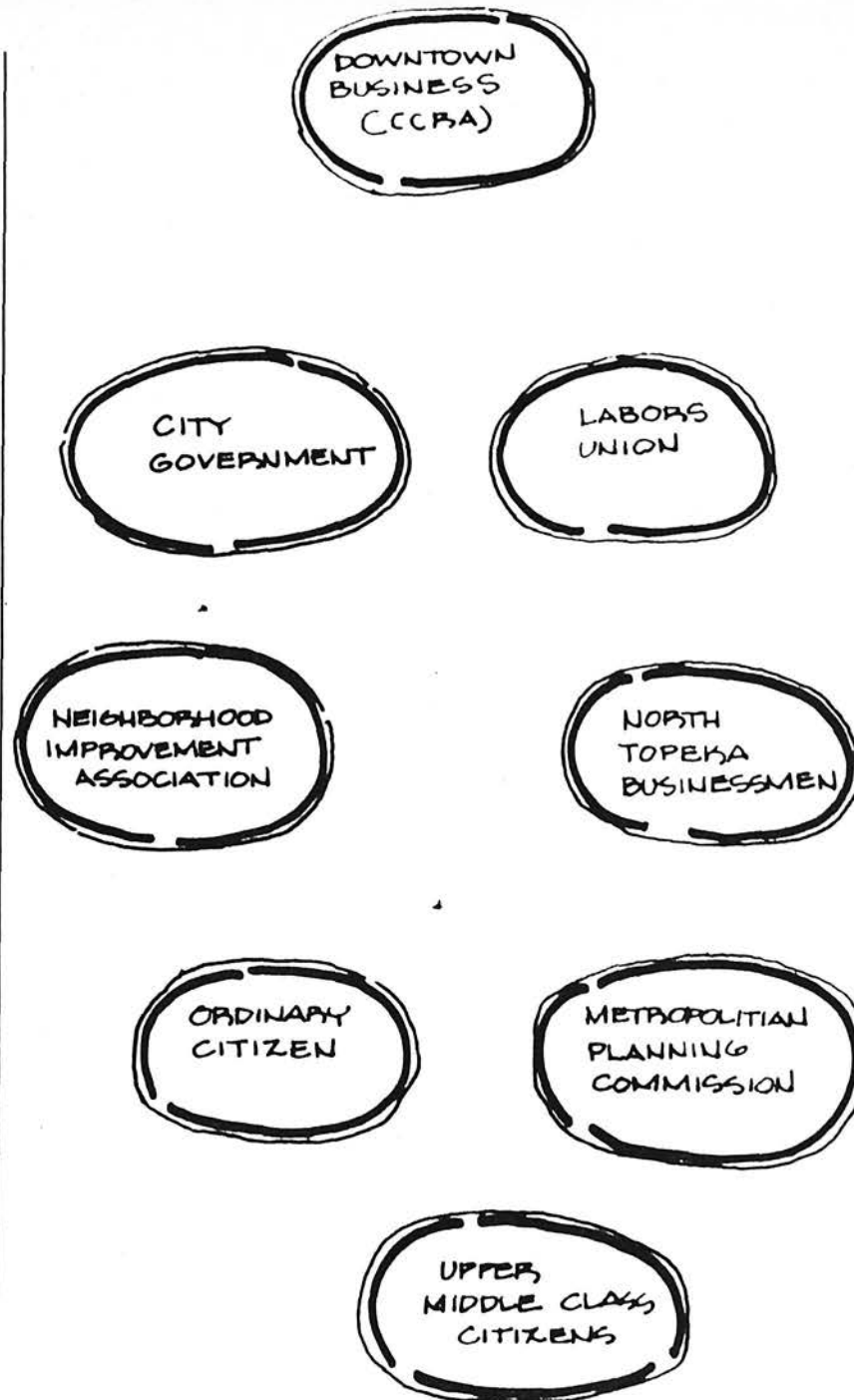
These legitimate differences in perspective are magnified by a cluster of differences in social class, perspective, language, and work style. These differences define two distinct subcultures. The downtown businessmen are generally members of the middle and upper-middle classes. They focus on the downtown as the symbolic center of the city. They work in an entrepreneurial subculture that emphasizes economic factors, quick, often individual, decision making, and rapid follow through. In contrast, the NIA members are less well off. They view downtown as an extension of their neighborhood. The NIA is an essentially political subculture that emphasizes considerable participation and discussion prior to collective decision making. There is common ground between these two subcultures, but they do have different emphases.

Overall, then, the relative lack of communication among the groups who have a stake in the betterment of downtown Topeka suggests the image of a wheel without spokes. (See figure.) There are many groups but few effective communication links. The consequences of this lack of communication are important. First, there is destructive hostility, a corroding force. "Those merchants don't show us respect." "Those neighborhood people just make trouble." Second, there is a lack of shared perspective. For example, some citizens see no need for changing the downtown. They like it as it is. Others are vitally concerned with improving downtown. Third, even when people agree, they may not be aware of it. For example, the downtown businessmen told us that they respect both the legitimacy and influence of the Neighborhood Improvement Associations. NIA members said that they have their "faith and heart" in downtown Topeka and want to see improvements made.

FRAGMENTED DECISION MAKING

Many groups in Topeka can say no to a new idea and kill it, but no one can say yes and make it happen, said one person we interviewed. This general view was supported in our meetings with various segments of the community. Each group stressed the power of other groups but tended not to acknowledge its own influence.

Business leaders noted the power of the average middle-class Topekan and the NIA members. A government official spoke of the importance of the unions. NIA members pointed out the influence of the business community.



LACK OF COMMUNICATION AMONG GROUPS CONCERNED WITH DOWNTOWN TOPEKA

Although there are many reasons for using hidden agendas (e.g. prevent property cost increases) and exclusion (e.g. lack of trust), there are also considerable psychological costs. The likelihood of destructive conflict increases, because those who enter the process late have less flexibility. They may acquiesce or they may challenge the plan or they may drop out. It is not surprising that neighbors fight a development for their area if it is presented as an accomplished fact. Nor is it unusual for those who create plans without developer's input to have difficulty finding developers for their implementation.

LACK OF CLEAR FUTURE DIRECTIONS

A fourth concern with process is the lack of a clear direction for the future of downtown Topeka and the surrounding neighborhoods. We see the downtown business district and the surrounding neighborhoods as interdependent areas. These two areas are physically adjacent and appropriate improvements in each may benefit the other. These two areas also are interrelated financially. Topeka's community development funds support housing improvements, sewers, lights, and roads among other services in the surrounding neighborhoods and they support the downtown planning efforts of the Capitol City Development Agency (CCRA). The CCRA is a quasi-public agency formed to develop a plan for downtown redevelopment and to facilitate its implementation.

Two related signs of such fragmentation seem to be the commission form of government and the pattern of spot zoning. First, the commission form of government includes a legislative commission of chief executives with relatively equal power, each with his or her separate departments and agencies. This form of government can readily evolve into a series of separate areas with little coordination. Consequently, absent strong collaborative efforts by government officials, the commission form of government can mirror the fragmentation in the community as a whole. Second, the pattern of spot zoning decisions also suggests a fragmented decision-making process. Each case is treated individually without being an integral part of an overall comprehensive planning process.

What are the consequences of fragmentation in decision making? In terms of tasks, improvements and constructive changes are difficult to accomplish. Even those with good ideas and good motives who seriously try to build a coalition of support are unsuccessful. In terms of personal consequences, citizens and public officials may experience feelings of frustration and powerlessness. They may burn out and withdraw from civic involvement.

USE OF HIDDEN AGENDAS

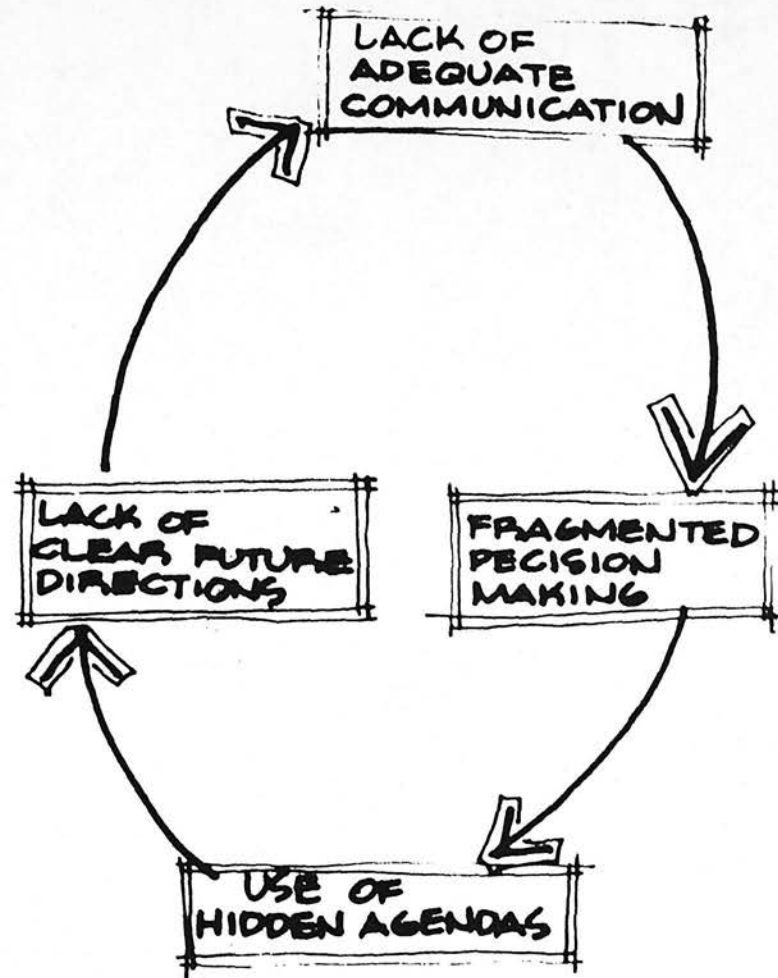
A third problem with processes is the use of hidden agendas and exclusion. By this we mean that there is a shortage of effective open public forums for the consideration of policy. Our major concern in this area is the process of planning and development. Public input and discussion concerning proposed new developments often does not occur until late in the development process, if at all. Similarly, there have been few efforts by neighborhood members to involve developers early in their planning efforts.

Although the downtown and the neighborhoods are independent, their past relations have been characterized by conflict. The Neighborhood Improvement Associations fought the creation of the CCRA and were successful in modifying its original enabling legislation. Both NIAs and downtown merchants have often focused on their own immediate area to the exclusion of related nearby areas. As a result, there is a lack of unified vision. There have been few efforts to develop clear directions for the future relationship between the downtown business district (i.e. the CCRA area) and the NIAs. (In fact, it should also be noted that many neighborhoods in Topeka do not have NIAs and as a consequence are in no position to participate in neighborhood planning at all.)

Fortunately, the mood is changing for the better for downtown business and the surrounding neighborhoods. There is less hostility and, if not high trust, at least a willingness to look beyond the past and to work together in good faith.

The planning process in Topeka has been underway for some time, but there is substantial room for improvement. The overriding objective must be one of integrating the CCRA planning effort with the neighborhood planning effort, both of which must relate to the growth management program of the Metropolitan Planning Commission.

We realize that in a context of poor communication, fragmented decision making, and hidden agendas, success will not be easy to achieve. Nonetheless, visions of the future for the neighborhoods, for the downtown, and for their relationship need to be articulated if the center of Topeka is to thrive.



INTERRELATION OF PROCESS PROBLEMS

A VICIOUS CYCLE

In summary, we see the four major process problems are interrelated. Each can amplify the other process problems in a number of ways. For example, lack of adequate communication can prevent some groups from becoming informed on certain issues. Consequently, there is an insufficient information base for coalition building or collaboration and decision making becomes more fragmented. This fragmentation discourages trust, openness, and participation and encourages hidden agendas and exclusion. Use of hidden agendas and exclusion makes establishing clear future directions, especially those concerning two different if interrelated groups, very difficult. (See figure.) Lack of clear directions means that groups are less likely to reach out and communicate with others and the negative cycle begins again.

URBAN DESIGN PROBLEMS

Topeka as a Whole

An Environmental Framework

The result of suburbanization and dispersion of vehicular trips is wasteful:

- 1) It requires the consumption of greater amounts of gasoline than if the trips were concentrated.
- 2) It is more expensive, especially when personal income is limited.
- 3) It is time consuming and therefore cuts down on leisure time and available time for income producing opportunities.
- 4) More frequent and longer trips tend to increase emissions which degrade air quality.
- 5) Increased suburbanization requires higher costs for the distribution of roads, utilities, and other urban services.

- 6) Suburbanization usually means single family homes on larger lots, thereby resulting in wasteful land development.

If conservation of resources, both in terms of human needs and natural resources, is important, then concentration becomes imperative for future Topeka.

Capturing the Growth

Instead of allowing the growth of Topeka to be diffused over a wide area, planning would permit development energy to be focused into agreed upon areas for public and private investment. In areas such as Topeka, where development is slow to moderate, the channeling of growth energies is critical to achieving objectives.

The private market works very well to permit private entrepreneurs to expand growth where ever they can. However, without a mechanism for capturing and directing those energies, their overall impact is minimized.

The process for Topeka requires the identification of future growth potential and its placement where it will provide the best return on private and public investment.

Critical Mass and Economies of Scale

There is only one place in Topeka where substantial growth can be concentrated in order to achieve optimum return on public and private investment. The downtown area represents a location where the "critical mass" is either present or can be created by large-scale development. This critical mass enables office buildings to provide demand for retail sales, which in turn can provide demand for housing, both of which can yield the greatest returns on investment in public facilities and services. Only when such high levels of development are achieved can facilities such as transit malls or parking structures be made economical.

In effect, Topeka has a choice: It can continue to dissipate and diffuse its growth energy in the same existing scattered and wasteful pattern, or it can begin to marshal its resources and focus them on an area which can achieve the necessary critical mass and economies of scale. This area is largely the one contained within the downtown Topeka business district.

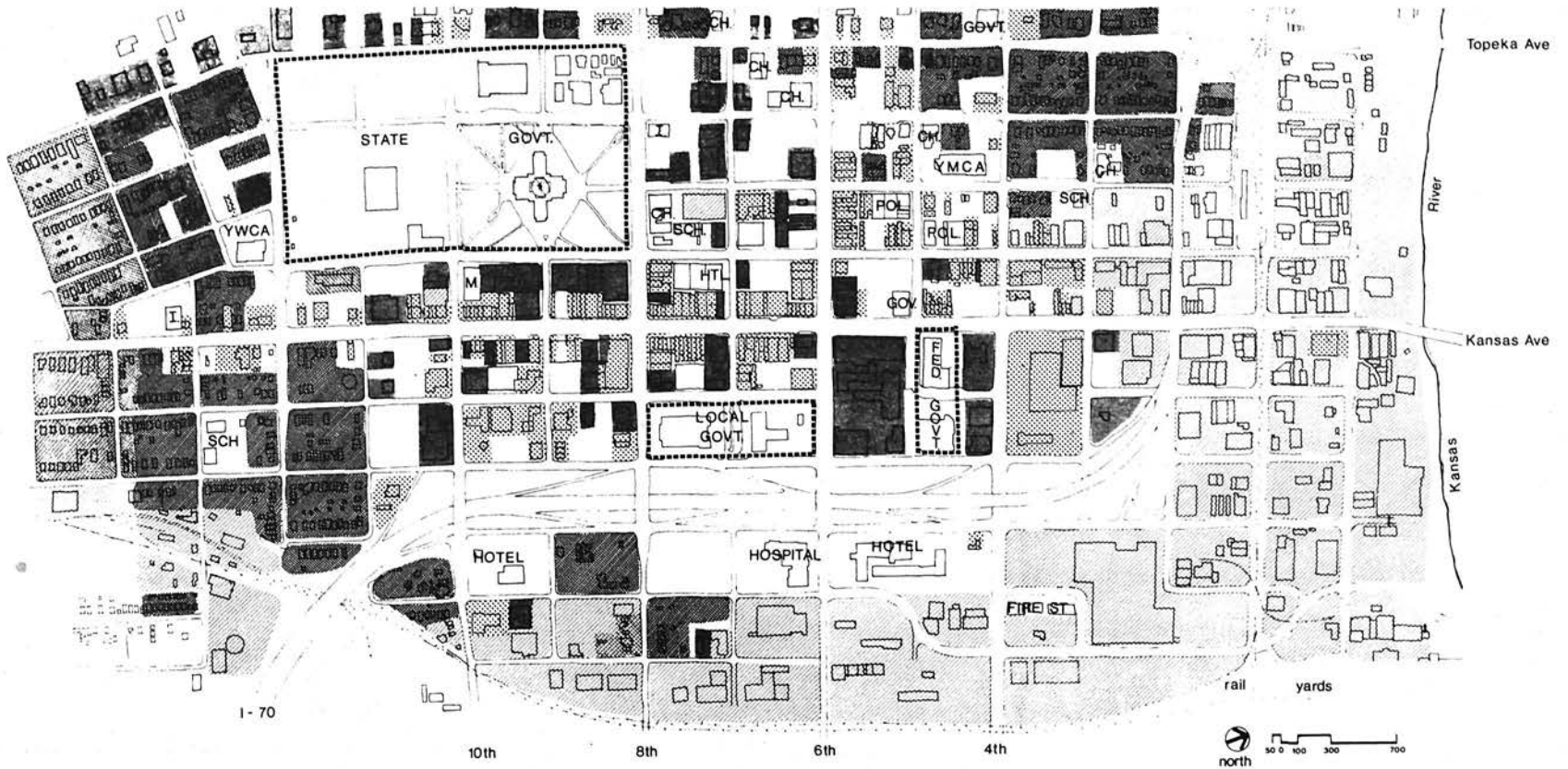
The Downtown Business Area

The Existing Land Use Map indicates that while the critical mass of jobs (around 28,000) may exist in the downtown area, it is far too dispersed to provide the economies of scale needed for an urban center. The resulting concerns of Topekans are predictable:

1. It is too far to walk from one end of downtown to the other.



Existing Land Use



north

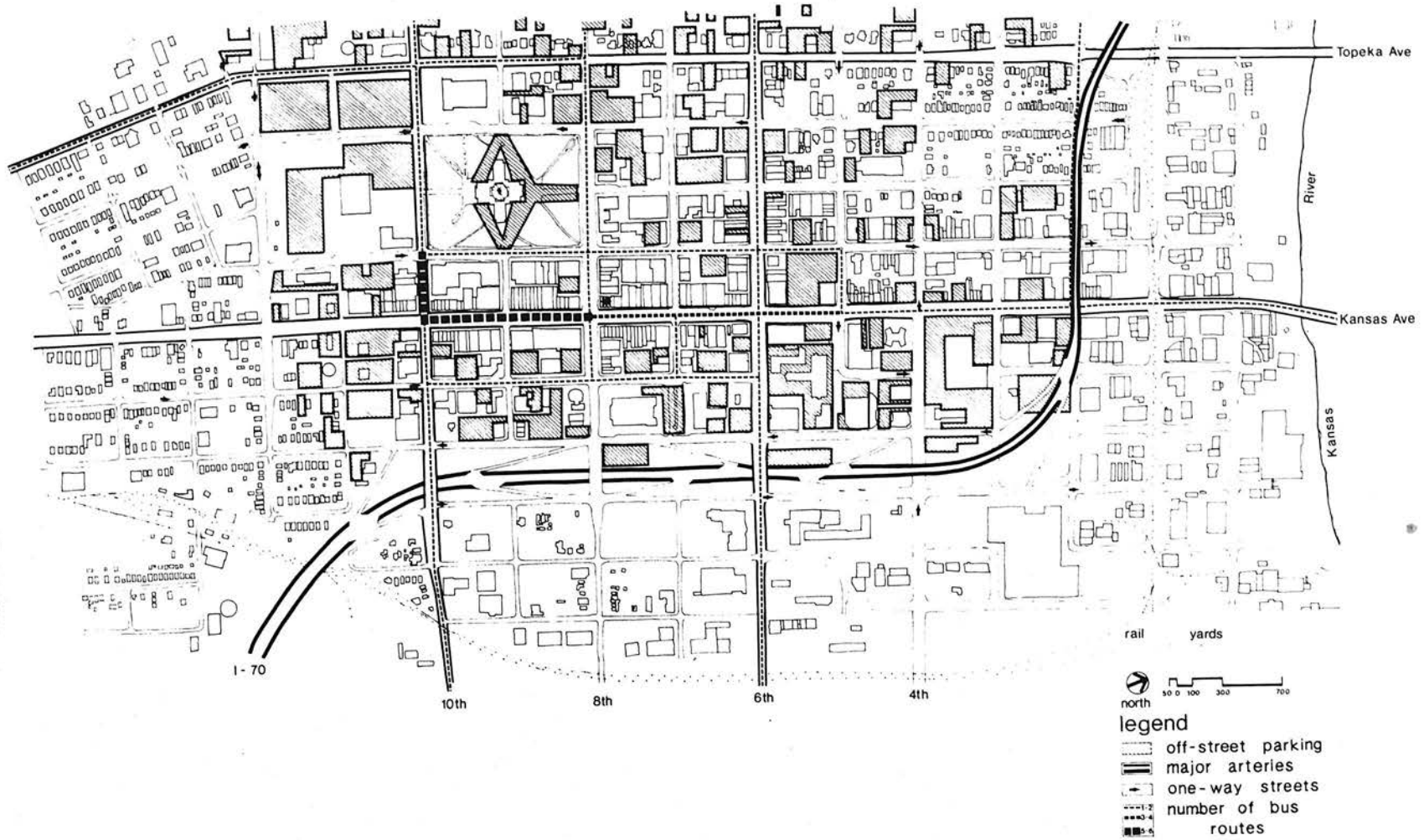
50 0 100 300 700

legend

- residential
- industrial
- office
- commercial

Circulation and Parking

20



2. Substantial area (approximately 65%) is given over to the automobile for either streets or parking, leaving little room for human scale design.
3. Without this critical mass, the resulting plazas, open spaces, and "people places" are neither in evidence nor are they possible.

In addition, our interviewees have told us that Topeka's downtown does not have something distinctive, a "magnet attraction" such as several high quality stores, entertainment, or good restaurants. Also, there is little greenery downtown. Shade trees are scarce and so are grass, shrubs and flowers. The sum total of these problems is that there is little in the physical appearance of downtown that creates a sense of place, a meaning of "main street."

In our interviews and public meeting, people expressed concern about access to downtown. Many mentioned problems with parking--difficulty finding spaces, problems with parking tickets, and safety concerns about parking garages. Others noted a lack of adequate public transportation--infrequent buses, lack of comfortable waiting areas, and lack of evening service.

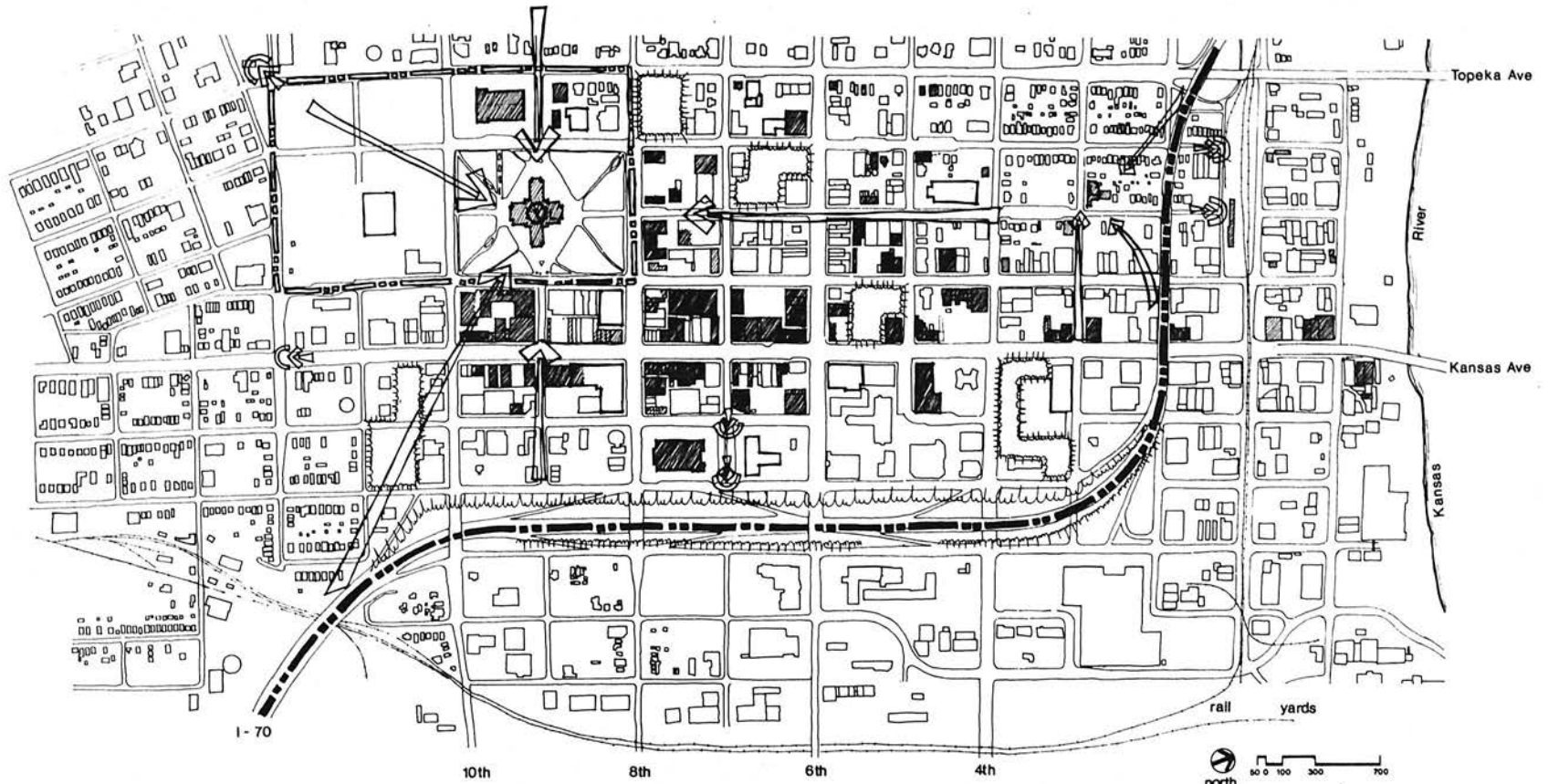
However, the downtown area is rich in urban design constraints and possibilities. Foremost amongst them are the broad vistas which terminate at the State Capitol, as shown by the arrows in the Design Constraints map. In addition, the Saint Vincents Church offers another vista which is of primary importance to the downtown area.



Design Constraints

Historic Structures

22



- north
- 0 50 100 300 700
- legend**
- historic structures
 - views
 - ⇌ empty view
 - - - edge
 - barrier
 - - - ○ discomfort zone

In addition, several other structures which are shown in a heavy outline, are considered important visual anchors. They are shown on the map in a heavy outline. Finally, there are several intersections and street corners where vistas are promised, but not provided. The Design Constraints map indicates points at which design objects could be placed to successfully close the space for the pedestrian's view.

The driver through downtown also has a mixed experience from the Design Constraints as shown on the map of that title. Once again, the presence of the State Capitol is very strong and provides a focal point from everywhere, including I-70. However, there are several "discomfort zones" which appear to be devastated areas not intended for rebuilding. Whether the viewer is a driver or a pedestrian, the presence of these areas is disturbing and--because of the sprawl of downtown--frequent and even all pervasive.

The result of these Design Constraints is a mixed blessing. Downtown Topeka represents the fragmentation and unrealized potential which most Topekans have recognized and reported to the R/UDAT Team. Any attempt to improve this situation must eliminate the problems discussed above and seize upon the urban form which is strong enough to override the downtown's many disadvantages.



Strategies for the Future/ Managing the Process of Change

WORKING WITH WHAT WE HAVE - MAKING IT BETTER

Early in the creation of our solutions the team concluded that it was best to work with many of the existing structures of government community and quasi-governmental agencies.

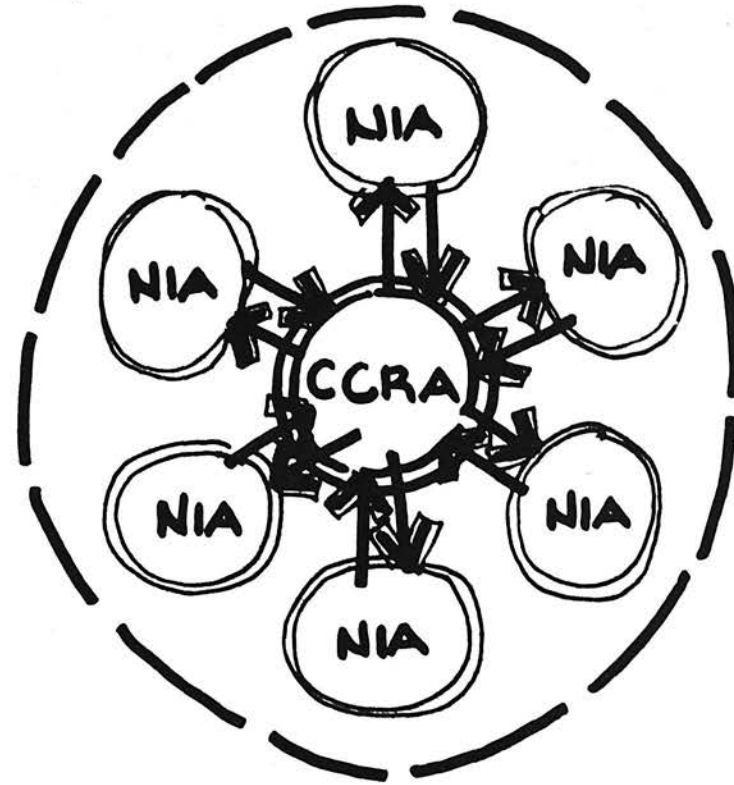
OPENING UP THE LINES OF COMMUNICATION

Effective communication between organizations and individuals comes from a forum that facilitates the exchange of ideas, attitudes and positions.

The forum for this exchange is the planning process itself. Picture if you will a spoked wheel in which the "HUB" is occupied by the Capital City Redevelopment Agency (CCRA) and the spokes are symbolized by the NIAs. The purpose of placing CCRA at the center or "HUB" is so that it can easily communicate with those who can be affected by its activities and visa versa.

It is also essential that while CCRA is preparing its plan that the NIAs simultaneously proceed with the preparation of their plans. This coordinated effort will permit discussions and negotiations from points of strength on both parties.

The planning process will provide the opportunity for formalizing the lines of communication for the future. Formalization of the lines of communication can include: committees with fixed representation; monthly meetings; noting of procedures for making a decision.



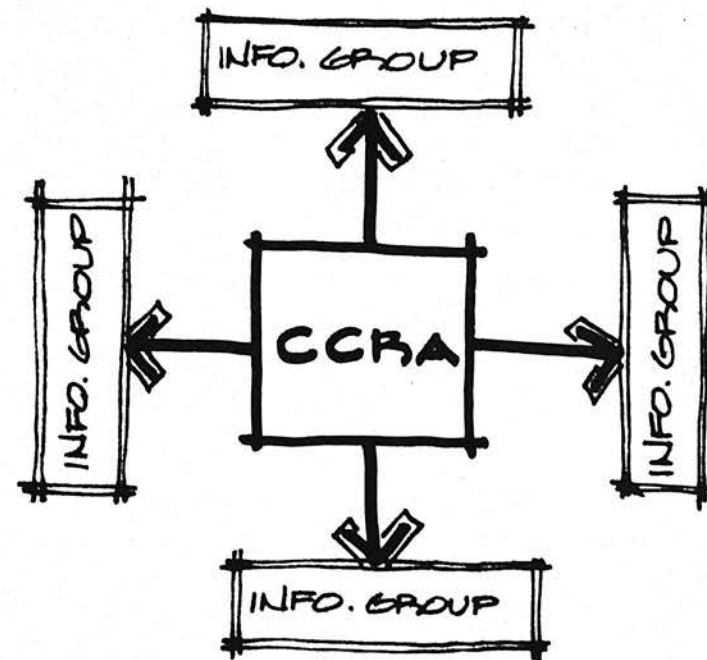
The CCRA Board must be expanded to include representation from the following: City Commissioners; Neighborhood Improvement Association (NIA); Community at Large (beyond the CCRA and NIA areas); and County Commissioners.

This augmented or expanded board should be known as the Decision-Making Body for the CCRA plan preparation. When appropriate, an executive committee of this Board may be created to facilitate its decision-making capacity.

In conjunction with the expansion of the CCRA Board, an informational group shall be appointed to facilitate communication of CCRA Board decisions to a broad cross-section of the population.

The relationship with bodies of government will be informal and could embrace: regular briefing sessions; approval of specific policy recommendations at critical times; formal contracts for professional services. The purpose for this recommendation is to increase the "Ownership" of the plan by the public at large and the governmental bodies.

It is important to increase the level of trust between parties of the planning process. This can only happen when governing bodies and boards act positively on recommendations that have a consensus of support by others, respecting plan recommendations, and fulfilling promises.



IMPROVING THE PUBLIC DECISION-MAKING PROCESS

The decision-making process in Topeka is highly fragmented. The process is open, with many actors and groups having the ability to say "no" to large-scale constructive proposals for downtown development. Conversely, there is no political or private sector actor with the power to spearhead, coalesce, and coordinate a substantial development proposal. Somebody needs to take control of this process. The development process needs to be expedited.

POLITICAL AND GOVERNMENTAL SYSTEM

"Some prospective industries say it's a hassle to work with city government, because you have five different people who are running five different departments which in turn are run by professional people," William Bunten, Merchants National Bank, Topeka, quoted in Topeka Capital Journal, November 20, 1978.

CITY COMMISSION

The City of Topeka has a city commission form of government, with five commissioners who are elected at large. Four of the five current commissioners live in the affluent white southwest part of the city. Each commissioner administers a city department or departments. The five commissioners are the Mayor, who administers such departments as Police, Fire, and Community Development; the Water Commissioner; the Finance Commissioner; the Parks and Recreation Commissioner; and the Street Commissioner. (See Figure City Government Organization Chart.) Each commissioner hires his own staff. The Mayor cannot make appointments in the other commissioners' departments, and also lacks a veto power over city ordinances. Commissioners are elected for two year terms, and may be reelected for an unlimited number of terms.

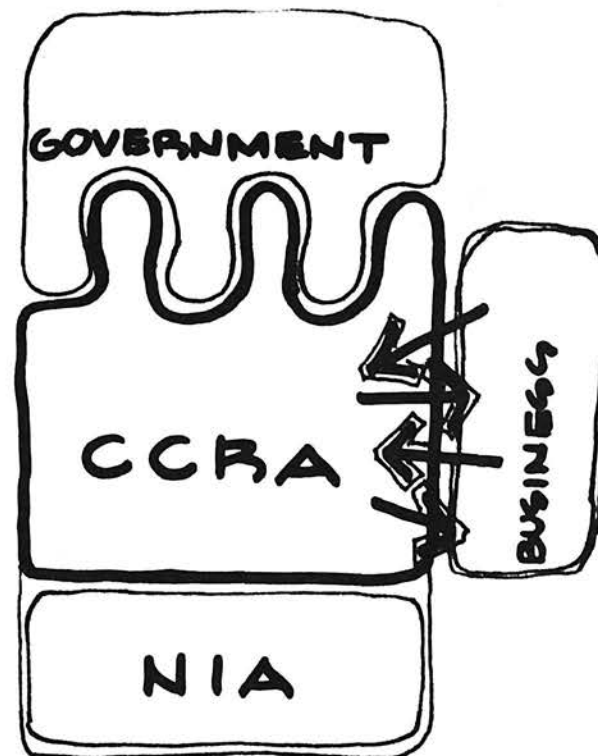
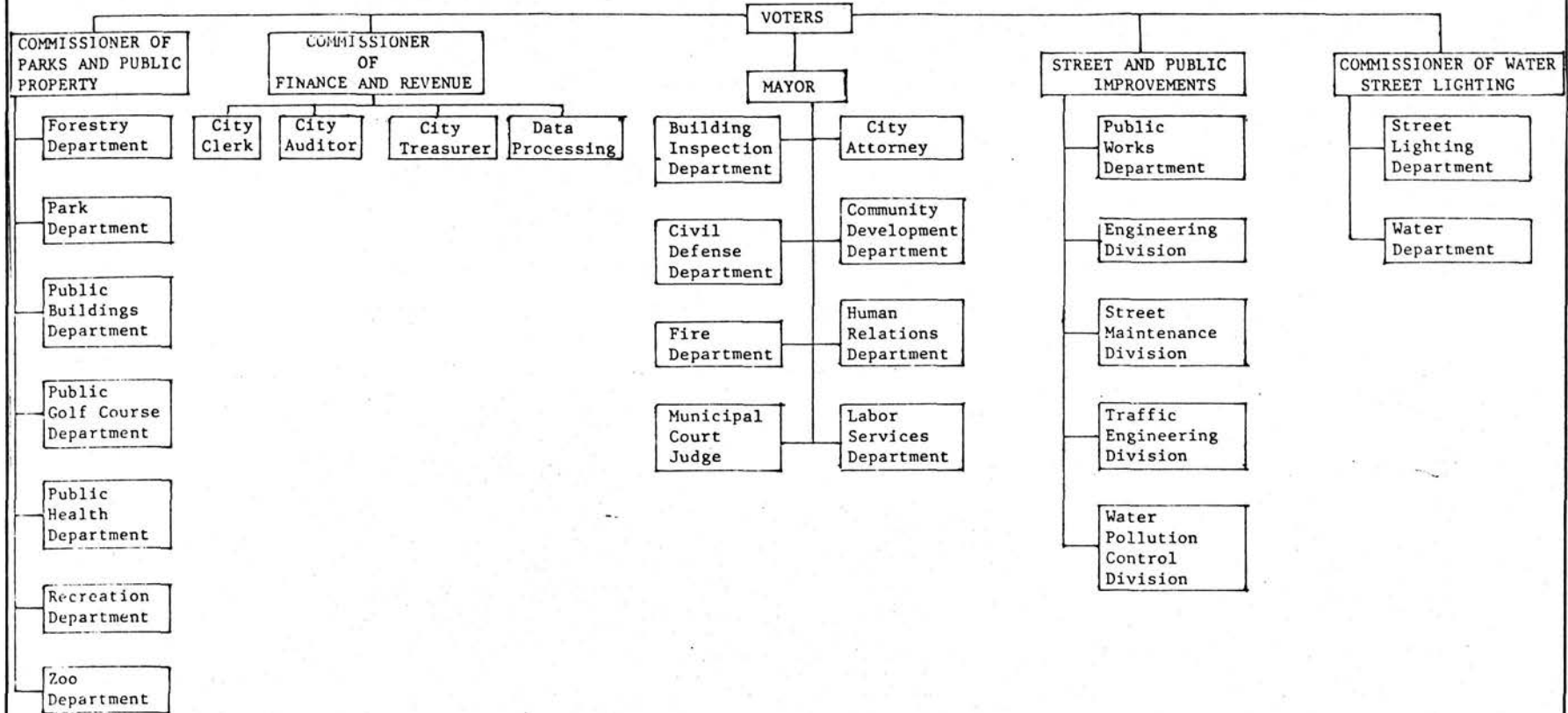


FIGURE A TOPEKA CITY GOVERNMENT



Elections are held in April of odd-numbered off election years. Thus, the system seems designed to maximize decentralization and fragmentation.

The extensive involvement of the commission in administrative details slows down the development process. For example, small monetary changes require budget amendments, which must have commission approval. The end result is an increase in delays, which frustrates developers and citizens interested in downtown renewal.

We believe that other forms of city government are preferable to the commission form. The council-manager form of government, and the strong mayor-council form are used in the overwhelming majority of American cities today. Nonetheless, Topeka has voted on numerous proposals to change the city governmental form, and have consistently expressed their support for the city commission structure. Still, it is worth noting that the last major effort for change was several years ago. We do not believe, however, that it is our place to recommend a change in governmental form. Later in this section, we advance proposals which recommend changes to make the commission form function more effectively in the development process.

CITY AGENCIES

It is clear from a quick scan of the organization chart in Figure A that the city bureaucracy poses a formidable obstacle for the developer. Even a modest project would require permits from the Fire Department, the Building Inspection Department, and the Engineering Division at a minimum, before even moving on to other levels of government.

This situation leads to lengthy delays in the development process, which are not understood or appreciated by developers and the public.

In addition, there is minimal coordination within the city government. Each department, in effect, develops its own planning capability, with no formal sharing or coordination of information concerning development.

COUNTY COMMISSION

Shawnee County's form of government consists of three Commissioners, who are elected by districts. The Commissioners are elected for four year terms, with a rotating chairmanship on an annual basis. (See attached organizational chart, Figure B.) City-County problems are typical ones: suburban sprawl, central city suburban disparities, service delivery problems in county areas outside of the city, and financing questions. These problems present opportunities. The two jurisdictions have created (and can create) constructive working agreements in the service delivery area. Shared City-County boards, and regional forums, provide an opportunity to air conflicts, and increase understanding of each other's problems.

SHAWNEE COUNTY COMMISSIONERS
LARRY WOODWARD, CHR.
ROLAND HUG
DENNIS TAYLOR

OFFICIALS AND DEPARTMENTS SINGULARLY SPONSORED BY THE COUNTY COMMISSION AND GENERALLY ADMINISTRATIVE IN NATURE
--

COUNTY COUNSELORS TO THE BOARD OF COUNTY COMMISSIONERS
PERSONNEL DIRECTOR
EEO OFFICER
CIVIL SERVICE BOARD ATTORNEY
PURCHASING DIRECTOR
COUNTY APPRAISER
DATA PROCESSING DIRECTOR
ZONING ADMINISTRATOR
COUNTY ENGINEER & PUBLIC WORKS
FINANCIAL ADMINISTRATOR (IN COMBINATION WITH COUNTY AUDITOR)
BUILDING MAINTENANCE SUPERINTENDENT
REFUSE DIRECTOR
FAIRGROUNDS SUPERINTENDENT
NOXIOUS WEED DIRECTOR
SUPERINTENDENT OF PARKS & RECREATION

OFFICIALS, DISTRICTS, OR REVIEW BODIES SINGULARLY SPONSORED BY THE COUNTY COMMISSION AND GENERALLY ADVISORY OR REVIEW IN NATURE

SOLID WASTE ADVISORY BOARD
BOARD OF ZONING APPEALS
COUNTY SEWER DISTRICTS
COUNTY FIRE DISTRICTS
FAIRGROUNDS SPECIAL EVENTS BOARD
FAIRGROUNDS PLANNING BOARD
EEO ADVISORY COMMITTEE

INTER-JURISDICTIONAL OFFICIALS, DEPARTMENTS OR REVIEW BODIES SPONSORED IN PART BY THE COUNTY COMMISSION AND MAY BE ADMINISTRATIVE OR REVIEW IN NATURE

TOPEKA-SHAWNEE COUNTY METROPOLITAN PLANNING COMMISSION DIRECTOR
TOPEKA-SHAWNEE COUNTY CIVIL DEFENSE COORDINATOR
TOPEKA-SHAWNEE COUNTY HEALTH OFFICER
INTERGOVERNMENTAL COORDINATOR TOPEKA-SHAWNEE COUNTY UNIFIED SCHOOL DISTRICTS
TOPEKA-SHAWNEE COUNTY HANDICAPPED ADVISORY COMMITTEE
SHAWNEE COMMUNITY MENTAL HEALTH CENTER (COUNTY & REPRESENTATIVE CITIZENS)
AGRICULTURAL EXTENSION OFFICE (COUNTY, STATE, & FEDERAL)
YOUTH CENTER BOARD OF DIRECTORS (COMMISSION & JUVENILE JUDGE)
JAYHAWK AREA AGENCY FOR THE AGED
NORTHEAST KANSAS HEALTH SYSTEMS AGENCY (SHAWNEE COUNTY APPOINTS 7 MEMBERS)

THE STATE OF KANSAS AND ITS PRESENCE

The state government is a key actor in Topeka's decision-making process. The State is the largest single employer in Topeka. A substantial amount of downtown property in Topeka is owned by the state government, with consequent loss to Topeka's tax rolls. The state has completed several downtown building projects in recent years, and plans two more State Office Buildings by the mid-80's. Such state-level decisions as the decision to locate a new State Historical Museum outside of the downtown area have significant impact on downtown Topeka. Yet, there is no coordination of the state and local governments. At a minimum, the state might enact downtown development impact legislation which would assess the consequences of new development (including the state's own actions) for central cities. And, state actors should be included in the communications process and relevant boards considering downtown development.

LACK OF REGIONAL PERSPECTIVE

The Topeka-Shawnee County Metropolitan Planning Commission has jurisdiction over all long-range comprehensive planning within the County, including the City of Topeka. The Commission consists of twelve members with one member each from the Topeka City Commission and the Shawnee County Commission plus six citizens appointed by the city commission and four appointed by the county commission.

Problems of fragmentation surface in this area. There is a distinct lack of cooperation between the two jurisdictions. When the Commissions vote on recommendations and zoning ordinances, members consider the effect on their own jurisdictions. A regional perspective is missing. It is especially important for development issues to be viewed in a regional perspective. Indeed, the rise of suburban shopping malls is one substantial reason for the decline of Topeka's downtown.

PROPOSED COMMISSION MODIFICATION

We propose the creation of a Management Service Group as a staff agency reporting to the City Commission. This could be done by passage of an appropriate city ordinance.

The main purpose of this proposal is to remove the Commission from administrative detail. At the same time, the proposal would elevate the commission by focusing it on the policy-making rule.

The Management Services Group (MSG) would play an important part in the downtown development process in several ways.

First, the MSG could undertake more rational budgeting, and long-range priority setting. The city is already trying to establish a capital improvement programming budget. This is a step in the right direction, but more comprehensive procedures are necessary.

Second, the MSG would play a centralized management role. At present, there is no one in city governments who approaches management problems from an overall perspective. For example, the MSG could begin centralized city purchasing. Or, the MSG could play an active role in improving productivity throughout the city government.

Third, the MSG could undertake planning other than long-range comprehensive planning. As we noted above, city departments already have their own planning components, in effect. The MSG could again provide a centralized overall perspective which would help counter fragmentation.

IMPLEMENTATION OBJECTIVES

The tools to implement Topeka's downtown plan are largely in place. First, the city can assemble land for redevelopment. Second, it can tap into the new state program which authorizes tax increment financing for private redevelopment within the downtown redevelopment area, through the use of special obligation bonds. Third, the city property in the boundaries of the CCRA can be used to develop needed municipal facilities and additional public parking.

On the negative side, the procedures for adopting and implementing a downtown development action plan are highly fragmented. The zoning process does not encourage downtown development. To the contrary, zoning actions tend to favor sprawl development outside of the CCRA area. The city should take action to coordinate the agencies responsible for adopting and carrying out the downtown plan. This can help to deliver brick and mortar results in a timely manner.



AGENCIES INVOLVED

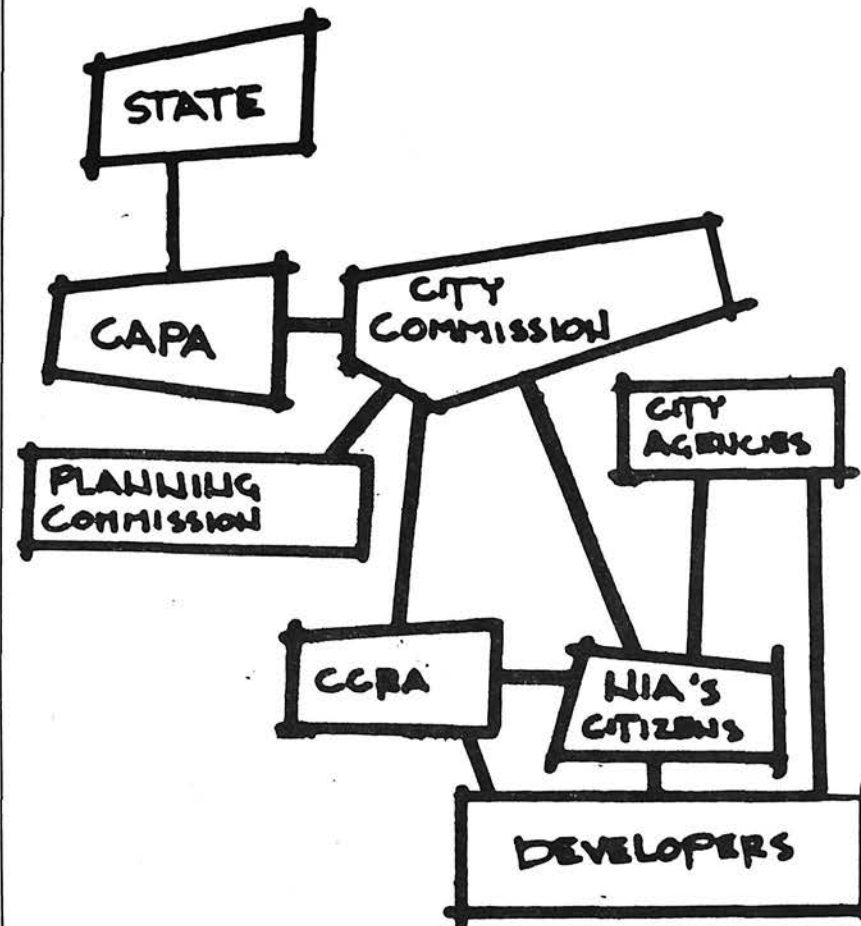
Good relationships among the various agencies that play a role in downtown development are very important.

Capital City Redevelopment Agency is the key agency. It was created by the City Commission in 1978. The primary purpose of CCRA is to promote commercial and residential development in the downtown. After a period of extensive political negotiation, the agency was created and its board appointed. The first staff members were hired. The first function of the agency is to determine which geographic areas of the downtown business area will require redevelopment "due to the significant degree of deterioration and obsolescence of the areas . . ."

CCRA's second function will be to prepare a long-range comprehensive plan for the redevelopment of the downtown business area.

CCRA has important powers to promote private development. It can apply for and receive federal, state, and local grants. It can hold informational meetings with neighborhood groups and other affected residents. It does not have the power to approve individual redevelopment projects.

The City Commission has the project approval power. CCRA provides advice on projects to the City Commission.



**DOWNTOWN PLAN
ACTORS**

Authority to contract for bonds and tax-increment financing is in the City Commission, not the CCRA. The City Commission's decision to retain this power carries with it the obligation to take prompt action on all recommendations of the CCRA and to abide by established criteria for the selection of developers.

The decision by the City Commission to retain the powers of redevelopment in downtown also carries with it the obligation to insure coordination among city government agencies to carry out a downtown plan. Each city commissioner will play a key role in carrying out the downtown plan. For example, the commissioner in charge of streets will have responsibility for a rational parking program and improvements to sidewalks, including the planting of trees and the erection of bus shelters.

Topeka-Shawnee County Regional Planning Commission plays an indirect role in downtown planning. The plan for the downtown area must, by state law, be consistent with the comprehensive plan for the metropolitan area. Section 12-1772 of the Kansas Statutes Annotated provides:

"Upon a finding by the Planning Commission that the redevelopment is consistent with the comprehensive general plan for the development of the city, the governing body of the city shall adopt a resolution stating that the city is considering adoption of the plan. Such resolution shall: 1) give notice that a public hearing will be held to consider the adoption of the redevelopment plan, and fix the hour, date and place of such public hearing; 2) describe the boundaries of the central business district of the city; 3) describe the boundaries of the area proposed to be included in the redevelopment project area; and 4) state that the redevelopment plan is available.

The Planning Commission must be kept advised of the development of the downtown plan so that when the time comes for it to certify that individual projects are consistent with the General Plan for the metropolitan area that it will be aware of the projects and not become an impediment to prompt action.

State Government/Capital Area Plaza Authority. It is important to include the State Government in planning for the town. The Capitol Area Plaza Authority was created by the Kansas legislature in 1965 to develop a master plan to guide the growth while preserving the integrity of the Capitol Square.

The original Capitol Area comprises nearly 60 acres of land within the CCRA area. The primary area of the Capitol Plaza is defined as: Eighth on the North, Jackson on the East, Twelfth on the South and Topeka on the West. Surrounding the primary site is a 23 block "control area."

Within the Capitol Plaza area, and in corridors extending to 27th Street on the South and South-East to I-70, the CAPA reviews building heights to avoid directly affecting the view and image of the Capitol.

The Capitol Area Plaza Authority is the controlling body for State Building within the Capitol Area Plaza. CAPA has the authority to approve or override decisions of the Metropolitan Planning Commission on any developments within the Plaza and the control area.

The Master Plan developed by the Plaza Authority states that the land of the Capitol Plaza will be used for the State Capitol, the Supreme Court Building, general-use office space, and parking facilities. One of the goals of the Capital Area Plaza authority is to reinforce the image of the plaza while integrating it into the land use, utility, and access patterns of Topeka.

The city will need the active cooperation of the state in limiting the sprawl of city offices and parking outside of the downtown.



Land Assembly for Redevelopment. The State Enabling Act entitled "Redevelopment of Central Business District Areas" (KSA 12-1770) states that the power of eminent domain may be exercised in the public interest for downtown revitalization. The Act specifies that no city shall exercise the power of eminent domain or tax-increment bond financing unless the area to be redeveloped is blighted and the redevelopment of the area is necessary to promote the general welfare. The act lists twelve factors to determine whether an area is blighted. A majority of the factors must be present to authorize action.

Many sites in the CCRA area should qualify for acquisition under the criteria listed in the act. CCRA and City Commission should have little difficulty in meeting the legal criteria for acquisition. However, there is a much more difficult and serious question to be addressed first. That is the need outlined earlier for detailed criteria governing use of the eminent domain and tax-increment bond financing powers.

It is not enough to designate the boundaries of a large area and sit back and wait for private development and to indicate locations where development should take place.

We recommend that the city not use eminent domain power or tax-increment financing until it has adopted a plan for the downtown. There will be great temptation to leap at the first one or two applications for development and offer tax-increment financing for these proposals. This would be a great mistake. The city should establish criteria: First, it should be in the driver's seat on development.

The City must provide relocation assistance to any property owner and tenant within any area taken for redevelopment. Criteria should be established to minimize relocation during the first phase of the downtown redevelopment to avoid the usual hardships and headaches involved in relocation.

The City must be especially careful in designating the first redevelopment projects for tax-increment bond financing because the public will carefully scrutinize those projects to insure that there are adequate public benefits. Clearly announced rules and regulations will be essential on the part of each city agency.

Tax Increment Financing. The Redevelopment of Central Business District Areas Act (KSA 12-1770) was enacted to assist cities in the development and redevelopment of the central business district area, by authorizing cities to acquire certain property and to issue special obligation bonds for the financing of redevelopment projects. The Act declares that these developments are in the public interest.

Any increment in ad valorem taxes resulting from redevelopment projects may be pledged for a period not to exceed 20 years to pay off special obligation bonds. "Increment" is defined as the amount of ad valorem taxes collected on the property redeveloped which is attributable to its increase in assessed value resulting from the redevelopment project.

Before Topeka may take an action in the central business district under this act, a feasibility study must be made which shows that the benefits will exceed the costs of the project and the income from the increased taxation will be sufficient to pay for the project.

Tax Abatement. Many cities have authority to abate real property taxes to encourage downtown development or historic preservation. To rehabilitate an old hotel, for instance, a city can hold the property taxes on the hotel at the pre-rehab level to help ensure the project's economic feasibility.

In the long range, the city can gain greater revenue from the real property tax for the renovation of the building. In addition, the city can gain revenues in the form of hotel occupancy taxes, meal taxes and employment taxes.

Tax abatement is different from tax-increment financing. In tax-increment financing, the city lends its credit to the redeveloper through the issuance of bonds which are financed at a lower rate of interest than private funds borrowed on the market. Tax abatement does not involve the issuance of bonds.

Topeka should consider requesting authority from the state to enter into tax abatement agreements in the aid of the downtown redevelopment program.

Downtown Promotion. Kansas statutes authorize a "tourism and convention promotion fund" (See Section 12-1697, 1698, Kansas Statutes Annotated, Supplement, 1979.)

Under Kansas statutes, the City is authorized to collect a 2% tax on the gross receipts derived from transient guests. The city can then use the tax collections to finance a promotion program advertising the benefits of Downtown Topeka, through a convention and tourism committee, which would be set up by the City Commission.

Topeka should consider the use of this fund if it has not already done so.

Revenue Bonds. By a state enabling act, the City of Topeka is authorized to issue revenue bonds for the construction of facilities and for the lease or construction of facilities and for the lease or lease-purchase of facilities for agriculture, commercial uses, hospitals, industrial parks, recreation, and manufacturing plants.

The City has made good use of this program over the years to encourage light industrial development, in its several industrial parks. The Greater Topeka Chamber of Commerce has played an important role in this program.

The City should be careful not to encourage the use of revenue bonds for commercial facilities outside the downtown. It can be tempting to approve a revenue bond project for a facility, like a motel and recreational complex at the edge of the city, when such a project will add to the tax base and employment opportunities. The city must recognize, however, that every such project encourages sprawl which acts against the downtown.

ZONING REVISIONS

Over the last four days, the R/UDAT Team heard more complaints about the zoning process than any other single city procedure that it reviewed. The complaints generally involved "spot-zoning" (the granting of zoning for commercial projects in residential areas) without any apparent guidelines or reference to a comprehensive plan. Although the Team did not review the facts of individual zoning cases, a physical survey of the fringe of the downtown indicates that several spot-zoning cases have been allowed to proceed.

The continuation of this practice will not only continue to damage the relationship between the city, the development community, and the neighborhoods, but it will also continue to erode efforts to concentrate development in downtown. Every time a developer is allowed to develop an office building in a residential neighborhood, that neighborhood and the downtown is hurt.

We cannot state too strongly our view that this practice must stop and it must stop promptly. Continued spot-zoning and other evidences of lack of interest on the part of the City in the downtown redevelopment will undercut all the money and efforts put into downtown.

Notice and Hearing. Many citizens who addressed the R/UDAT Team complained that they rarely get notice of zoning applications until it is too late. The Zoning Regulations require the Planning Commission to provide notice of rezoning applications to property owners within 200 feet of the subject site at least 20 days in advance of the hearing. In addition, the property is posted with a sign announcing the hearing.



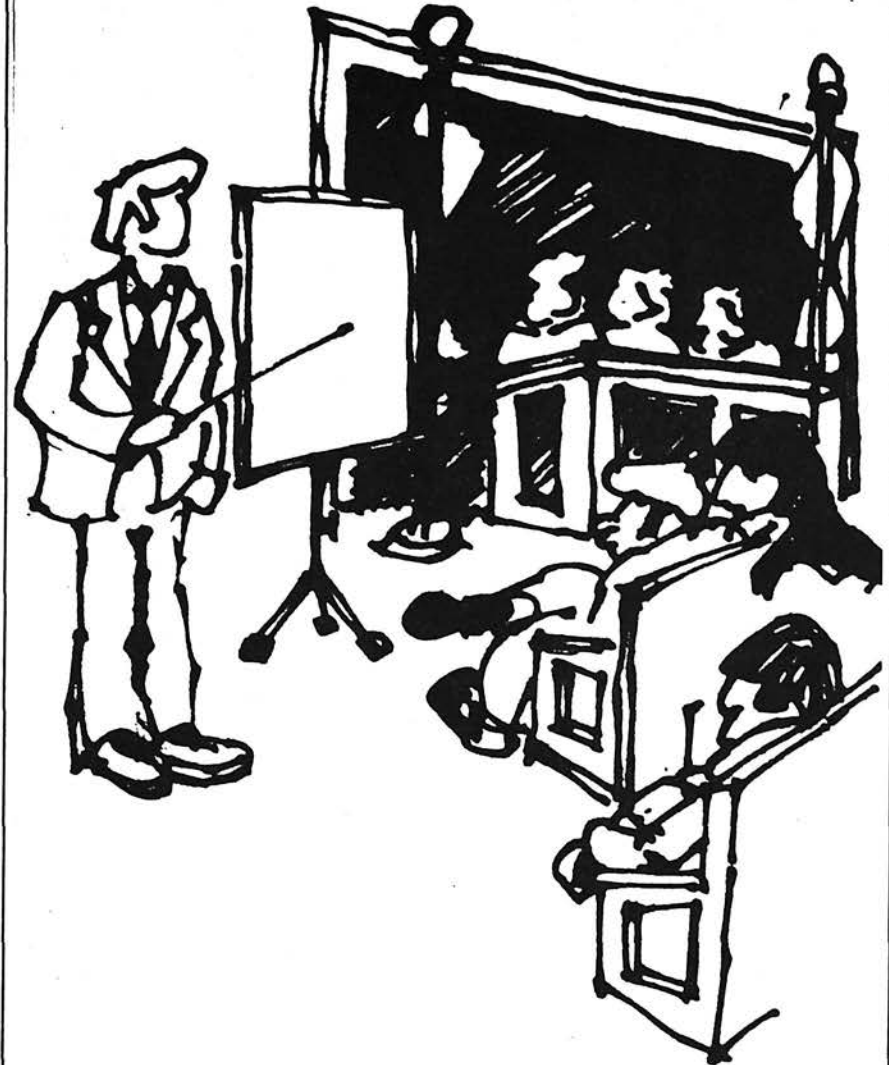
We recommend that the city improve its notice-of-hearing procedures to encourage citizen participation in the zoning process. Increased participation can reduce distrust and can work to improve processes.

In addition to improving the notice-of-hearing process for zoning application which will insure that citizens can play a constructive role at public hearings, we recommend that the city provide a greater amount of planning and zoning information to the neighborhoods by establishing an office that would provide liaison to neighborhood groups for planning and zoning issues. A Zoning Handbook could be prepared so that neighborhood groups could understand some of the complexities of the zoning process.

Zoning Incentives. An examination of the Zoning Regulations of the City of Topeka dated March, 1980, indicates there are no incentives for downtown development. The Zoning Regulations include provision for planned residential, industrial and commercial development. They also provide for "planned business centers" and for "shopping center units."

These planned development zones are generally used in outlying areas of cities and are not particularly applicable to downtown development.

Article 13 of the Zoning Regulations is entitled "H-P" Planned Central Business District Regulations. This section has not been actively used. Perhaps the reason for the lack of use is that the area requirements of the Regulation restrict the ground area to be occupied by buildings on any tract to an area not to exceed 33-1/3% of total ground area. The remaining 66-2/3% of the tract "shall be used for parking areas, open landscaped areas, walkways, and loading facilities.



ZONING HEARINGS

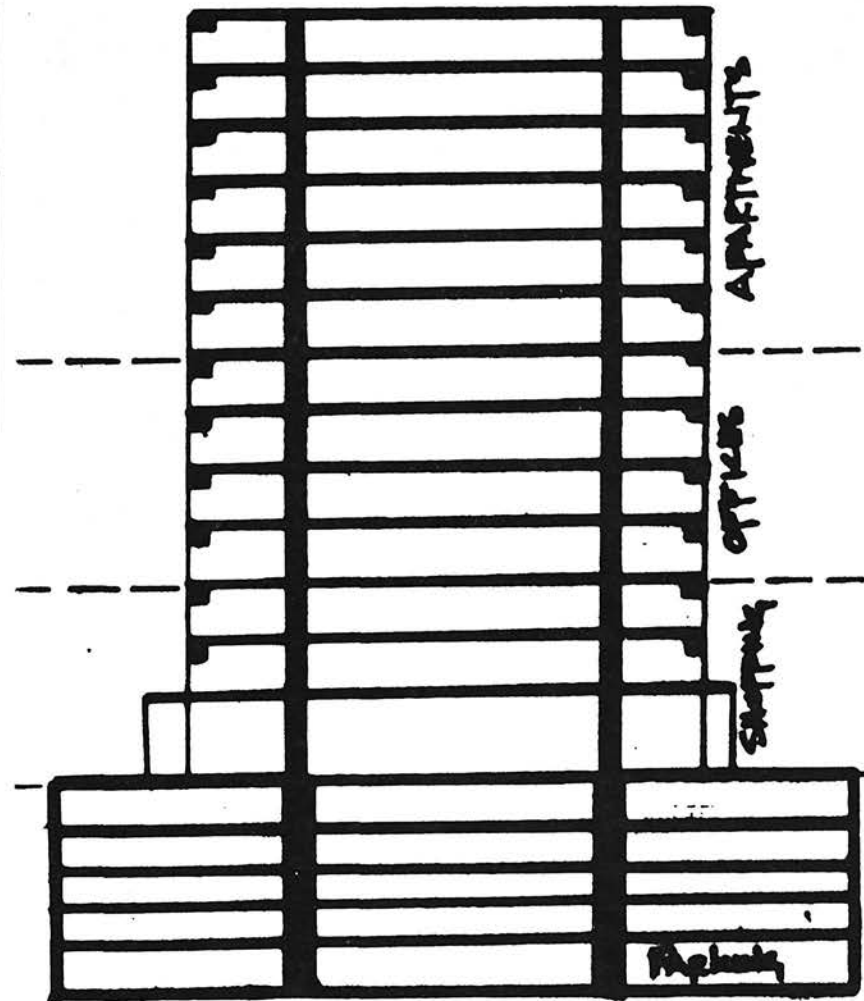
Many downtown sites in the downtown lend themselves to intense development. It is unlikely that developers will use a zone which requires more than half of the lot area to be left in open space. In fact, we doubt that use of the zone should be encouraged since downtown development should be more compact and intense.

We recommend the use of a downtown incentive zone which would provide for landscaped areas which can be used actively by the public. The plan should discourage surface parking lots as a blighting influence on the downtown. Parking should be underground or in structures.

A new downtown zone should encourage mixed uses, including apartments, offices, retail and entertainment uses. Additional floor area and height could be provided for projects of special merit which would include landscaped areas and mixed uses in conformity with the Downtown Plan.

Zoning Protection and Incentives for Housing. To encourage housing within and near the downtown, two zoning actions are necessary:

- Encourage retention of existing housing by denying rezonings of houses and apartments to office or retail use.
- Revise the Multiple Dwelling Districts by deleting the existing matter-of-right allowance for banks, offices, insurance brokers, business schools and clinics.
- Amend the Business Zone District to encourage high density housing and retail at ground level. Provide a usable plaza bonus.



**MIXED USE ZONING
INCENTIVES**

PROJECT DEVELOPMENT PROCEDURES

Improved Relationship Between Government and Developers. Perhaps the most important consideration in implementing a successful downtown plan is an atmosphere of mutual trust and co-operation between the government and interested redevelopers.

One of the most obvious incentives for private development in downtown would be a regularized system for review of projects with government responses that can be predicted based on meeting established criteria. The second thing the developers are going to expect from the City's downtown plan is an expedited response to applicative avocations. This does not necessarily mean that the City should accept the developer's proposal without question or amendment. It may mean that the City should promptly reject a developer's application as not being responsive to established criteria. The key point is prompt action and consistent action. As we note elsewhere in this section, it is totally inappropriate for a developer to work carefully with staff over a period of months and then have his application rejected summarily by the City Commission simply on political grounds. Conversely, it is inappropriate for the City Commission to approve a project which staff has opposed for sufficient reasons.

A second important procedure to encourage development in downtown would be a one-step permit review process. Currently an applicant for approval of a downtown project must seek the sign off of City agencies one by one. He must take his project to the City Engineer, the Streets Commissioner, the Fire Marshal, the Planning Commission, and other permit review authorities, each of which must sign the appropriate place indicating their approval. In some cases inconsistent action by government agencies is possible.

The City should establish an office which would coordinate City reviews for major development projects. A single individual should be designated as the primary contact with the developer. That person would see to the coordination and signoff on the application by the appropriate agencies.

Need for City Staff Resources and Services. From current practice it appears there is no coordination of effort between developers and the City until the final phases of project formulation. This lack of communication results in projects that have missed the mark by varying degrees. The developer's project may not be meeting the conceptual aspirations that the City has for the area even though the project meets the minimal standards required by the City's guideline.

If there can be continuing communication between City and developer through the initial stages of project formulation, developing problems can be worked out as the project advances. Present practice concludes with a developer bringing in a proposal that may be rejected by the planning commission for not meeting specifications that are not expressed in the code or master plan but are used none-the-less when deciding on the proposals before the commissioners.

Another recurring problem lies in the application of city codes by inspectors and staff. The practice is for literal enforcement of the code as written, rather than interpretation of the overall intent of the project that still protects the health and safety of the citizens.

An example of lack of continuing communications often results in a small developer bringing in a proposal with a finished artist's conception of a project only to be told this will not conform to the "idea" the city has for that particular location. At this point the developer is unable to proceed, has to begin again, and has already spent a large portion of the project's budget for planning.

Communication with staff beforehand could have told this developer what changes to make in his plans that would have assured the project's approval.

Notice of development Plans to Interested Groups. When the planning system is working properly a developer should work closely with the city staff in the formulation of a development proposal. An even more ideal situation exists when a developer is willing to share his plans with the citizens who will be benefited or adversely affected at the public hearings. A developer can maximize the support for his project by giving citizens a chance to respond in the early stages. Although a developer may think he knows what the citizens want, it is extremely hard to know for sure unless he asks them. It is possible that an interested group can suggest changes that will not burden the developer, but will increase the citizen's acceptance of the project.



Interested groups include more than just the neighbors adjoining the project. The project could have a dramatic effect on persons removed from the immediate vicinity, and they, too, would like a voice in the project's development.

A citizen's sense of frustration increases proportionately to the lack of input in changes affecting his life.

A harmonious relationship can be developed when a project is initially brought to the citizens for their ideas and suggestions.

The railroading of a project through the approval process, both at the Planning Commission and City Commission level, is not conducive to a working relationship between a developer and his neighbors.

Clear Process for Approval of Projects. One of the first recommendations of this study the City of Topeka should undertake is the formulation of procedure for the approval process of proposed projects.

At this point in time, it appears there are no rules to the project approval game.

Currently, developers who know how the "System" works are able to get their projects approved by the City Commission over the disapproval of the Planning Commission's recommendation of disapproval. Even though the state law provides a procedure for overriding a disapproval of a planning commission, it is practiced with an expertise in Topeka that surely exceeds the anticipation of the legislators.



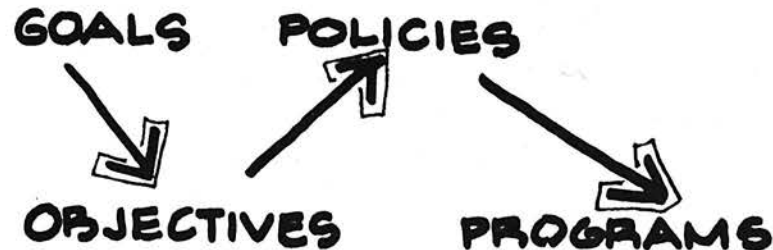
If Topeka wishes to participate in large-scale redevelopment of the downtown business area, those in power should realize that outside developers are not initiated to the decision-making process but are accustomed to working with a standardized procedure.

A well-articulated process for project approval will be beneficial for those developers who will be dealing with the City in the future, as well as providing an educational basis for informing the citizens and soliciting their participation in the process.

IMPROVING THE PLANNING PROCESS

The planning process in Topeka has been underway for some time, but there is substantial room for improvement. The overriding objective must be one of integrating the CCRA planning effort with the neighborhood planning effort, both of which must relate to the growth management program recently begun in Topeka.

The requirements of any planning process is that it is both general and specific. It must be broad-based, but at the same time representative of the smallest of interest groups. Likewise, planning must be comprehensive but remain small enough to be "do-able." Accordingly, the typical planning process begins with abstract goals, from which more specific objectives are derived. These objectives lead to polciies, implemented through programs.



Planning is sometimes characterized as a continuous process, never-ending, and therefore unproductive. Planning, while definitely a process, must have products as well. These products do not all result at the end of the process, but rather must be staged so that performance can be tracked. An ongoing process which does not have interim milestones will soon be discarded and lose credibility. Setting targets--and hitting them--is a basic part of the planning process. It means that everyone has input to the decision-making process, but there comes a time when decisions must be made and where adversaries must find common ground.

This aspect of the planning process, that it involve negotiation and compromise, is critical to the Topeka effort. Everyone must "own" the process, but no one will have their entire "wish list" fulfilled. This is a process of tradeoffs where each of the participants must give something in order to get something. This is often difficult to achieve in direct negotiations, particularly when one's own neighborhood or livelihood is at stake. Consequently, assessment techniques such as impact analysis have been developed to take attention away from who gets the biggest piece of the pie. Rather, the objective is to focus attention on the negative and positive results of the alternative plans.

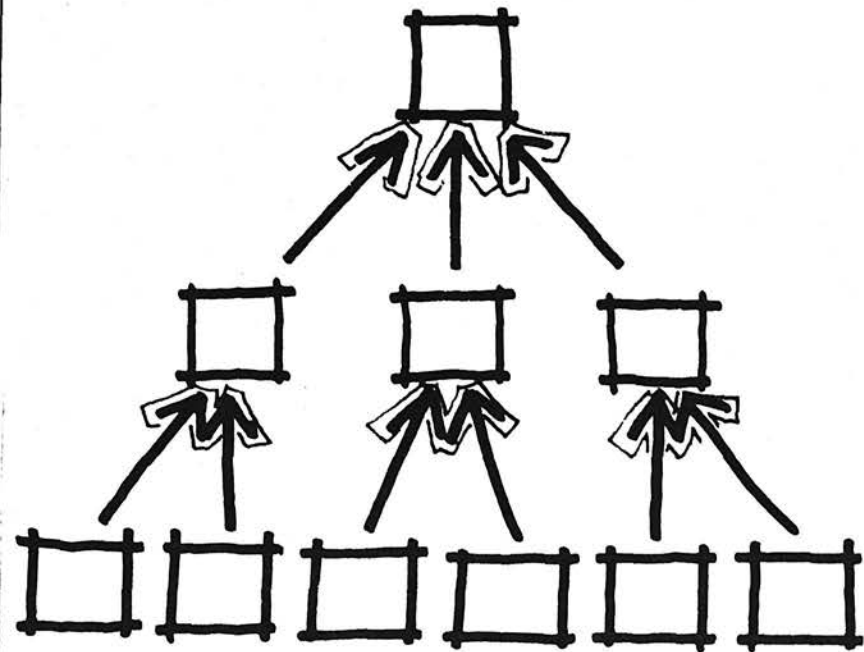
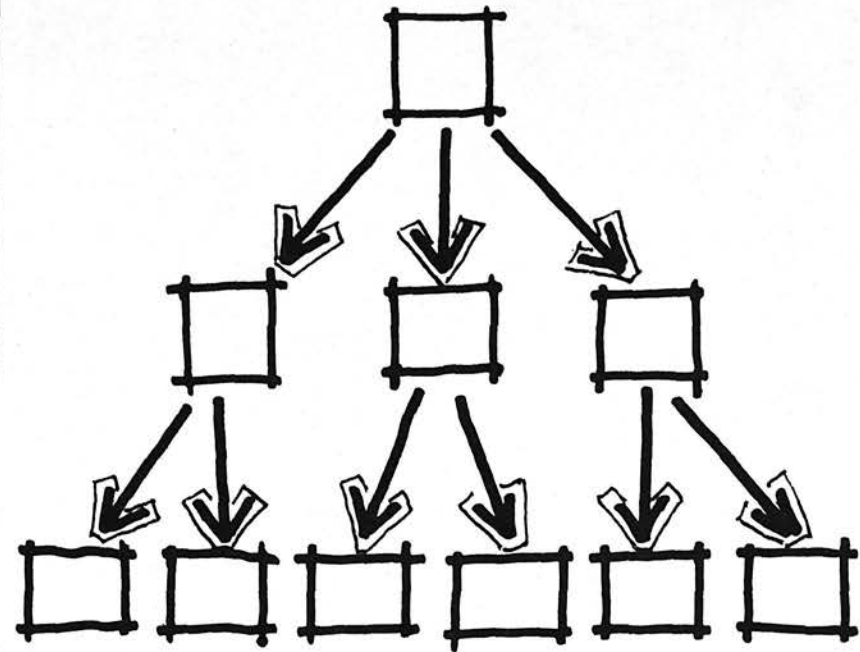
Short-Term and Long-Term Planning. The team believes that no long-term comprehensive plan can succeed without short-term components. There is a need, especially in Topeka, for immediate results. Only an early victory for the planning process can prove to the participants that planning works. The energy for short-term accomplishment is already in place:



1. Several developers have serious plans for downtown.
2. Several neighborhood improvement associations have already begun planning processes, and two neighborhood plans are nearing completion.
3. The Planning Commission has recently retained a consultant to complete a Growth Management Program for Topeka.

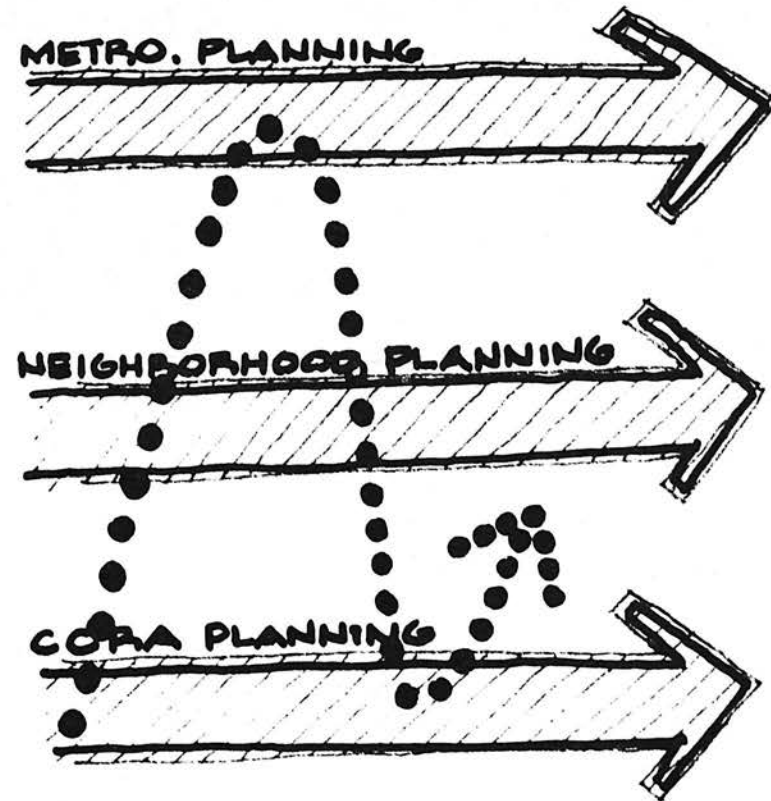
Short-term programs should not distract from the need for an overall long-term plan. Short-term programs allow for "course corrections" in a prescribed direction. If the short-term program is off base, then appropriate alterations in the action plan are warranted. It is highly likely, for instance, that the national policy on energy consumption will change our dependence on the automobile for work and shopping trips.

Concurrence. No planning process succeeds without the concurrence of its participants. In simple authoritarian situations, planning comes from the top down. Such a planning approach is effective because the highest authority has the proper overview in which to set policy and carry out programs. Unfortunately, in complex situations as that described in Topeka, top-down planning risks alienation of one or more groups of its participants.

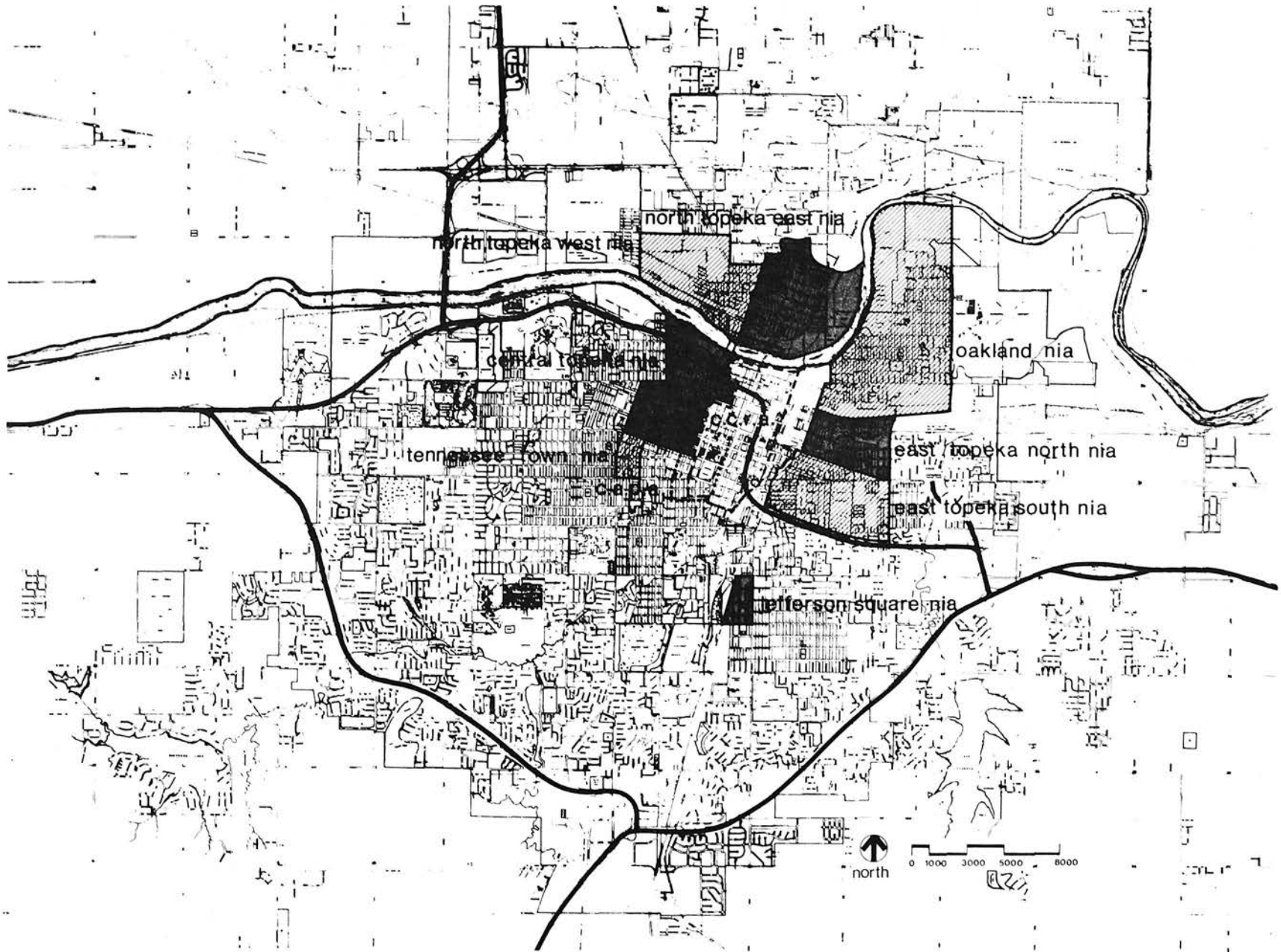


The opposite of top-down planning is grass-roots or bottoms-up planning. In this mode, the individual participants begin at the lowest level, building their plans within their own immediate framework, and pass their judgments up the hierarchy for integration into a more overall plan. Bottoms-up planning has the advantage of including everyone in on the action, but it risks diffusion of the effort to the point where unity is lacking. Without clear agreement on most issues, bottoms-up planning results in several parts which fail to add up to a whole.

It is clear that in Topeka, both top-down and bottoms-up planning must occur concurrently. The R/UDAT team recommends that while the growth management program is in its initial stages, both the neighborhood plans and the CCRA plan should be initiated to the point of becoming parallel efforts. If the neighborhood plans relate to each other, especially in those areas where they interface, then their total effect will be a unified overall plan. If, in addition, the CCRA plan relates effectively to its neighbors, then it too will become a component of the overall plan for the metropolitan area. Neighborhood fears that the CCRA might push ahead in a "steam rolling" manner would be unfounded if the CCRA plan is dependent upon linkage with the adjoining neighborhood. Furthermore, City/County concerns that neighborhoods are not planning promptly, can be overcome by establishing deadlines and offering assistance to the neighborhood improvement associations.

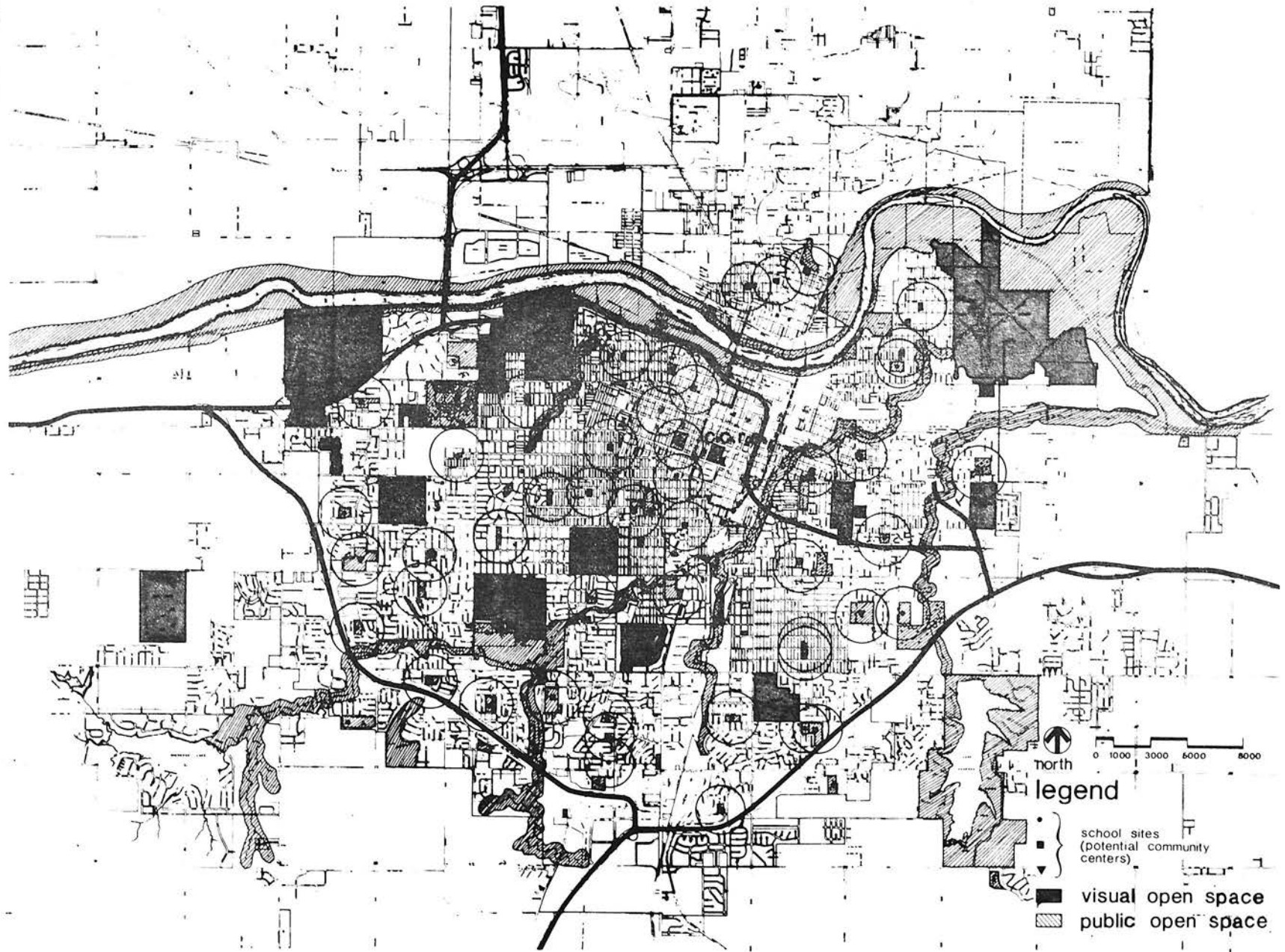


Planning Areas



Open Space and Public Lands

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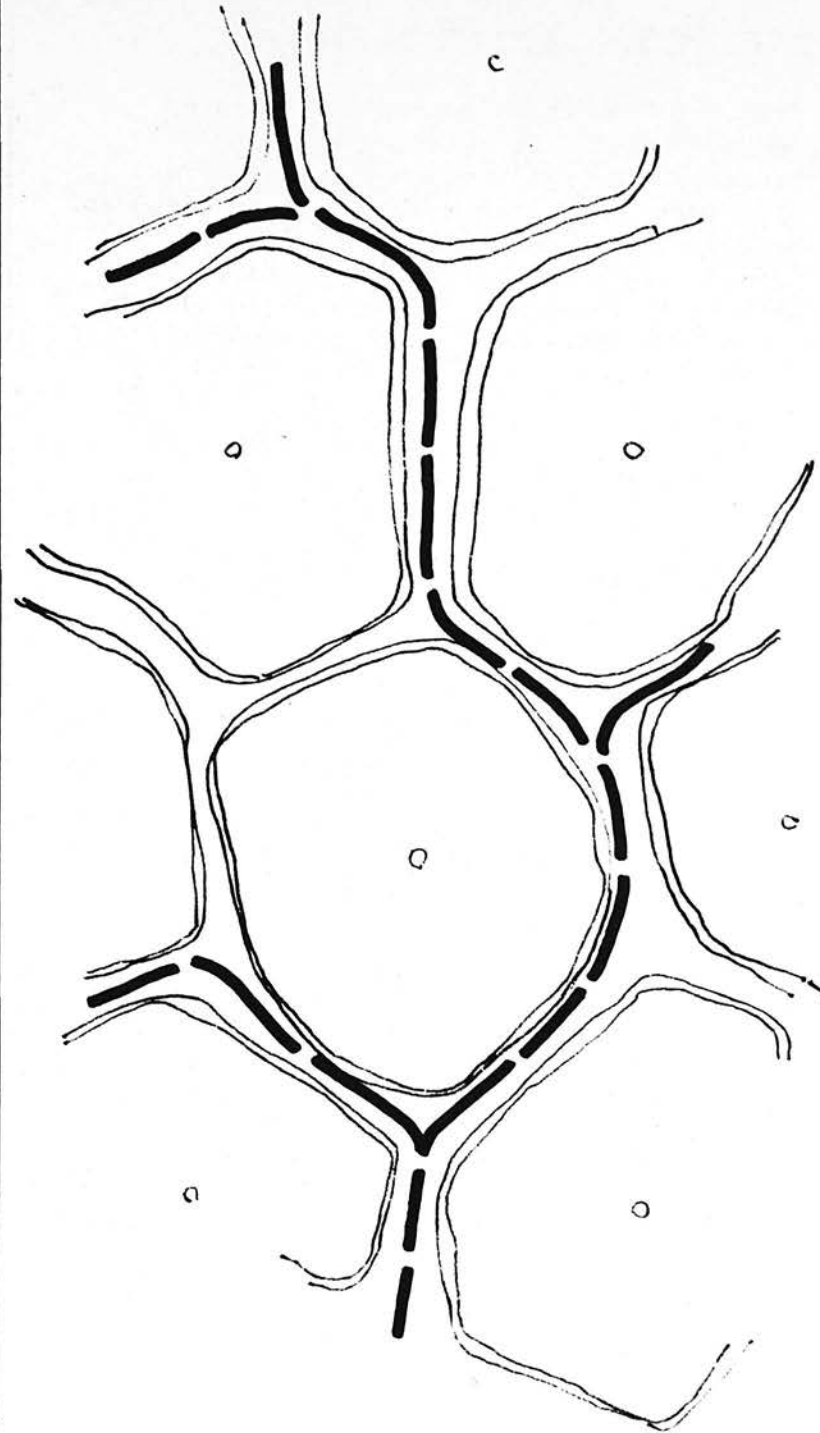


Recommendations for Action. The R/UDAT team has proposed a planning time frame which acknowledges the Growth Management Program already underway. This program begins with a one year contract and foresees a twenty-seven month schedule before it is entirely complete. The growth management program is comprised of several tasks, many of which directly relate to the CCRA and neighborhood planning efforts.

Both the CCRA and neighborhood plans must achieve a more formal status than documents which their participants have prepared. We are recommending that dates for the completion and certification of each neighborhood plan--including the CCRA plan--be established at the outset. We are further recommending that these plans be specifically enabled by the Kansas Statutes so that they have the validity of recognition. Furthermore, we strongly urge that all neighborhoods within the metropolitan area be identified and initiated in the planning process. The open space and public lands map shows a pattern which lends itself to the delineation of such neighborhoods.

What does a neighborhood plan look like? We see six major steps which the neighborhood--and CCRA--must pass through:

Step 1 - Survey existing conditions. This step can be accomplished by volunteer effort and serves to coalesce a working group within the neighborhood.



Step 2 - Problem statements. This step depends on goal formulation so that problems are perceived in terms of agreed upon goals. If, for example, some neighbors believe that commercial facilities are needed within the neighborhood while others do not, there should be goals which address these kinds of issues which are commonly held.

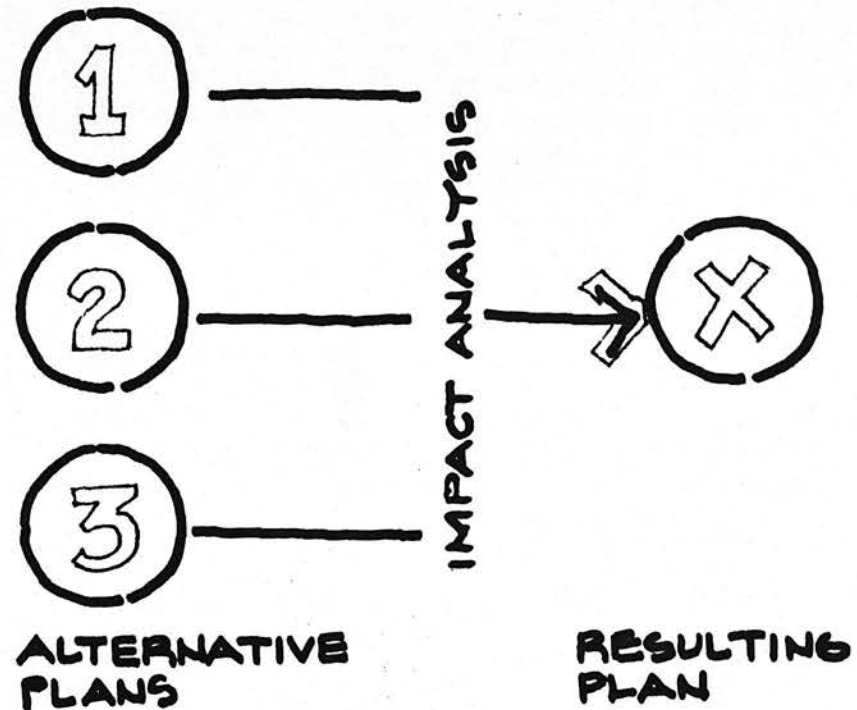
Step 3 - Preparation of Alternative Plans. Alternative plans should have several elements, including at a minimum:

- a. Housing element.
- b. Land use element.
- c. Circulation element.
- d. Open space and recreation element.

Step 4 - Impact Analysis. Impacts can be measured in several ways, such as by the degree of environmental disturbance or the fiscal cost/revenues resulting from each alternative.

Step 5 - Preferred Alternative Plan. This plan is rarely one of the alternatives originally studied, but more often a combination of two or more alternatives, containing best parts of each.

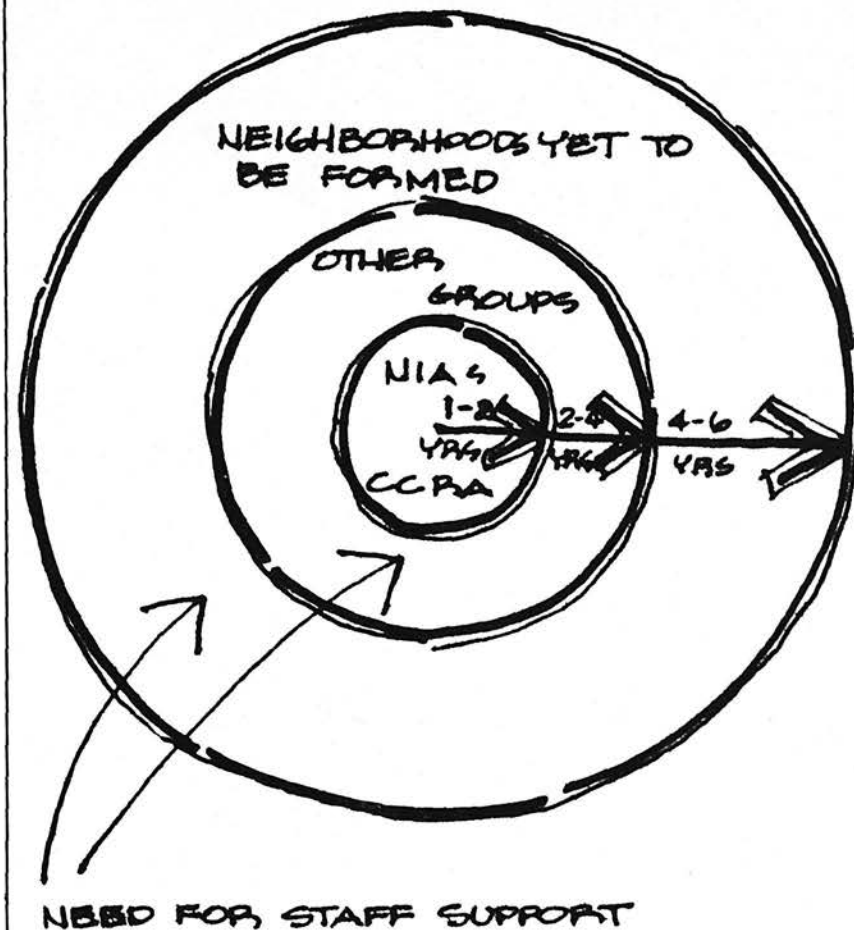
Step 6 - Implementation Program. The plan must identify who will be responsible for which action by when within a time table showing both short-term as well as long-term targets.



The R/UDAT team recommends that the local government, through any one or several agencies, make staff available for neighborhood planning efforts. This approach will provide professional guidance where needed, and will also assure commonality between the metro planning and neighborhood planning efforts. More importantly, each interface between neighborhoods and the CCRA must be agreed upon in physical planning terms. Agreement on the physical plans for each interface will provide the "planning glue" which will enable all parts of the overall plan to stick together as a whole.

CONSULTANT ASSISTANCE NEEDS

External consultants can be valuable catalysts in developing strategies for the future and managing the process of change. They can quickly bring considerable experience from a wide variety of backgrounds to bear on the concerns in Topeka. As outsiders, consultants possess a certain neutrality and legitimacy because they are not involved in local give-and-take. They are not identified with any given faction. Also, the credibility of outside experts lends credibility to the change process. It demonstrates your commitment to and seriousness about the process. Nonetheless, it is also very clear that without the strong ongoing support and efforts of those involved locally, no consultant can be successful.



We have identified six areas of expertise in which consultation would be helpful for an effective planning and development process. We mention them roughly in temporal order of need:

First, consultation in organization development will be helpful in two ways. An organization development consultant can work with the Capital City Redevelopment Association, Downtown Topeka Incorporated, and the Neighborhood Improvement Associations to help clarify and develop shared commitments to their roles and relationships in the process for planning. Further, an organization development consultant can work with the Capital City Redevelopment Agency, Metropolitan Planning Commission, and the City Commission to develop shared understanding and agreement on their roles and relationship in the planning process.

Second, a communications consultant can help facilitate community discussion and input to the development of a downtown plan. This consultant can work with the CCRA, the NIAs, and other groups such as the League of Women Voters, Chamber of Commerce, and labor unions.

Third, a consultant with expertise in planning and urban design will provide technical assistance to CCRA for the development of a plan for the downtown business district. That plan must contain criteria identifying the sites eligible for land assembly and tax-increment financing. The plan should make specific recommendations for priorities. The plan should also contain criteria for site development and for developer selection (financial capacity, track record, prompt completion of projects, for instance).

Fourth, CCRA should hire a public relations specialist to work with the City Commission, Downtown Topeka, Inc., and the Greater Topeka Chamber of Commerce to prepare a media campaign to promote the positive features of downtown.

Fifth, a consultant on funding will offer assistance in grantsmanship to CCRA. The consultant would help CCRA identify and utilize the financial support available from federal, state, and local governments, tax financing and special assessment, and private sources. These funds will help the planning and development of downtown Topeka.

Sixth, a marketing and financial planning consultant will assist CCRA in conducting market feasibility studies to determine the financial risks involved in proposed developments.

In selecting and hiring a consultant, it is important to obtain broad legitimacy and to maximize ownership of the results of the consultant's efforts. Therefore, we recommend that there be several "checkpoints" for client and citizen input and reaction: (1) when the request for the consultant is developed, (2) when the consultant is diagnosing the local situation, and (3) when the consultant has developed options for future action (if appropriate).

Budgeting for Downtown Public Improvement

Federal Grants

Many of the small-scale design suggestions outlined in this report can be implemented by Federal funding. It is not our intention to propose improvements that will result in immediate general increases in local taxes. Federal resources that can be tapped are listed below:

Mass Transit

Funding for transit system improvements such as bus purchases, multi-modal terminals, transit malls, and feasibility and design studies, is available from the Urban Mass Transportation Administration (UMTA) of the U.S. Department of Transportation, under the Urban Initiatives Program.

UDAG

The Urban Development Action Grants (UDAG) of the U.S. Department of Housing and Community Development are available for certain improvements to aid private investment and to create public facilities in connection with private investments. Both UMTA and UDAG provide funds for amenities connected with transit systems as shade areas, benches, bus shelters, and lighting.

EDA

The Economic Development Agency (EDA) of the U.S. Department of Commerce provides funds for selected capital improvements and public works programs. This funding could be useful in the creation of a convention center/civic center.

Historic Preservation

A survey of historical sites in Topeka could be accomplished with funding from the National Trust for Historic Preservation and National Development Council. Limited funding from these agencies is available for feasibility and design studies.

Arts

Funds are available for preservation, urban design and to provide cultural facilities through architectural and design grants from the National Endowment for the Arts.

Federal Highways

The Federal Highway Administration provides resources for creation of green corridors adjacent to Federal highways.

Revenue Sharing

Revenue sharing is a potential further source of Federal funding.

Special Tax Assessments

In many cities, a downtown special district is established with the power to levy a special assessment against all the properties in the area. The assessment is to cover the cost of public improvements which can not be funded by Federal grants. This assessment also can cover the cost of maintenance and management of mall areas and for common advertisement and promotion.

52

Exploring the Images of the C.B.D.

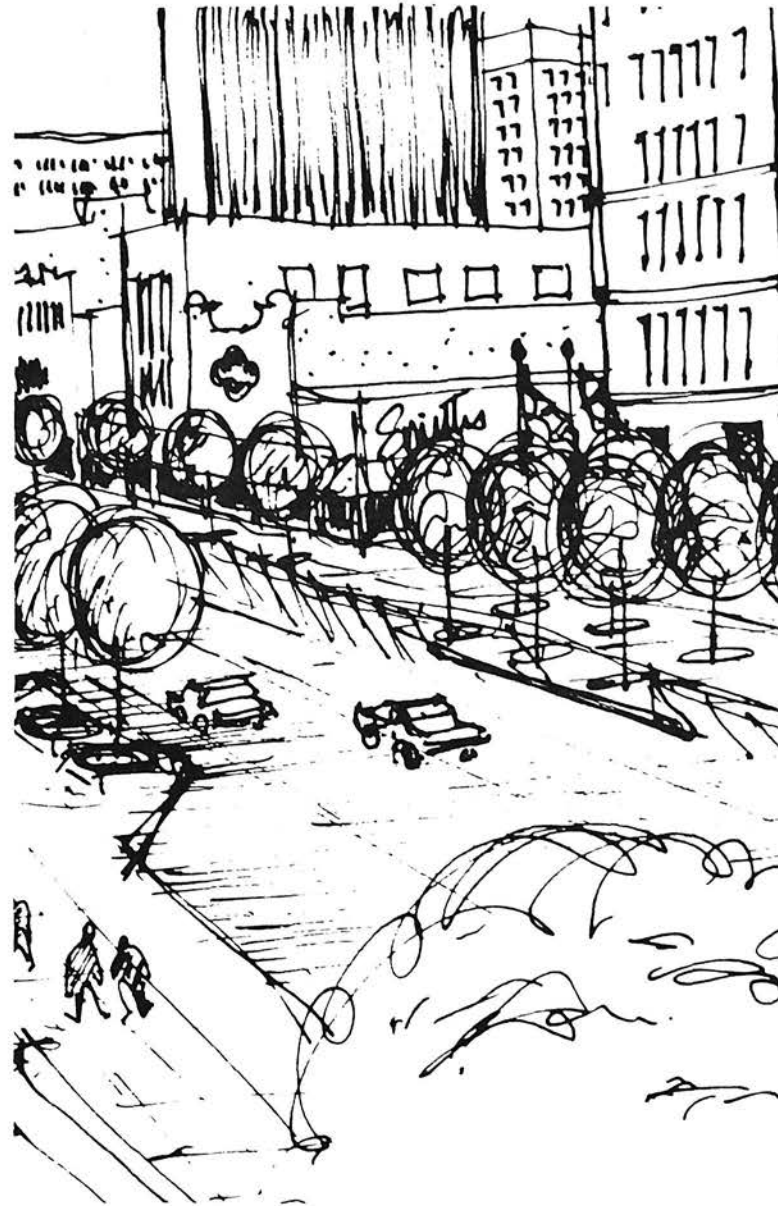
CREATE A " SENSE OF PLACE."

Someone said "what we need is a town pump." Cryptic as this phrase may be it symbolizes the need for the preparation of a comprehensive plan for downtown development and revitalization that creates a "sense of place" (an image) for downtown Topeka.

The success of the downtown is tied to a strong marketing campaign and a physical setting that creates a definite image in people's minds while they are there and when they are away.

There are certain physical elements that must be included in the comprehensive plan.

- Reduce the apparent width and vertical height of the street space - large street trees, wide sidewalks and less roadway, awnings on store fronts will help tremendously.
- Add a greater amount of texture to the sidewalk and street space - trees, sculpture, fountains, benches, flags, will fit the bill.
- Tie the diversity of building design, materials, and building placement together with a common design motif.
- Orchestrate the composition of old and new buildings, land uses, and other developments to reinforce the "sense of place".



- Capitalize on opportunity sites for temporary use and the linear aspect of the main street to create a rhythm of visual expression.

IMPROVE THE QUALITY OF LIFE.

A 1979 study for the Congressional Joint Economic Committee studied the business climate in American cities by surveying businessmen in ten large cities. The study found that the perceived business climate of a city closely parallels the perceived quality of life in that city. The respondents believed that the most important variables are: (1) city government attitude toward business; (2) crime level; (3) adequacy of public facilities; (4) market demands for product on services; (5) adequacy of public services; (6) quality of city's schools; (7) cultural attractions. We have structured this section around a discussion of the quality of life variables in the Joint Economic Committee study, as they apply to Topeka's situation.

Develop a positive government attitude toward downtown business.

Time constraints.

In the Congressional study mentioned above, respondents overwhelmingly cited the need for reduced Federal paperwork and regulations. Topeka businessmen feel the same way about dealing with the local government.

Speed is often of the essence in downtown development. A piece of land that is "ripe" for development today might be less attractive tomorrow, for example. The permitting process often results in lengthy delays, which slow down and discourage developers. Local government must appreciate the time frame of developers, as it sorts out the many diverse interests in any downtown project.

Expand cultural facilities.

- Focus the responsibility for the production of cultural events on the arts commission. Provide sufficient monies to hire staff and conduct programs of theater, dance, art, music, cultural fairs, and much more.
- Secure NEA funding for special programs or events that improve the quality of life for those who use the downtown.

Expand conservation awareness.

Human skills.

All too often in our society we overlook human skills and resources that are available to us at the local level. Many U. S. cities have started "neighborhood talent banks" in which lists of people with specialized skills are circulated. In the downtown area, merchants might want the names of service personnel with specialized skills. As people undertake housing renovation, it is useful to know other people who are carpenters, bricklayers, etc.



Talent banks can be created in other relevant areas: lists of people who would entertain at open-air concerts downtown, etc. The point is that there are abundant human resources in a city of Topeka's size. The challenge is to find constructive ways to channel the energies of the citizenry.

Historic preservation.

The first step for Topeka should be the passage of a historic preservation ordinance similar to those in effect in many other cities, including Wichita. An ordinance of this type would stimulate overall preservation, and could be instrumental in encouraging rehabilitation of commercial and residential structures. One of the alternatives is the specific designation of a historic district, which would facilitate the preservation of buildings in the designated area. There are Federal funds available for inventory and rehabilitation of historic structures, and Federal tax abatement in preservation areas. Another alternative is the designation of individual buildings as historic structures, when a city is unable to get district designation. A city can also pass a "don't-tear-down" ordinance for architecturally significant buildings that do not qualify as historic structures. By preserving historic buildings, Topeka can hold on to its heritage, as it saves money through rehabilitation.



Energy conservation.

There are several different government programs aimed at the conservation of energy. They can be divided into several categories: immediate relief, such as switching lights off when not in the room; maintenance type activities, such as checking pressure, valves, etc; new and existing technology changes, such as the installation of solar collection panels; and changing the end product, such as changing a product line because it is too energy intensive. The first three of these can be employed by downtown businesses and residents. There are Federal financial incentives, as well as the other advantages that come from conserving energy. Energy impact potential should be considered in downtown projects, with input from the state government and energy specialists at area universities.

Crime.

In the public forum and other discussions, several citizens expressed concern about crime in downtown Topeka. Yet citizen perceptions do not square with the reality. Topeka's downtown crime problems are small when compared with those of other cities. And, downtown does not have a disproportionate share of the crime. The great majority of rapes, robberies and violent crimes occur outside the downtown area. If downtown develops activities which will bring people into downtown for recreation and living, then downtown will be a safer place. Perhaps the crime problem can also be addressed as downtown changes its image. Citizens might be made aware of the relative safety of downtown through an informational campaign.

Education

Many residents expressed their concern about the city's educational system. Elementary and secondary enrollments have declined steadily in recent years, as a result of demographic changes. Several schools in or near the downtown area have been closed. The key question here is, what kinds of public school facilities are necessary as downtown develops?

Washburn University plays an important educational and cultural role for the downtown area. Washburn will make a strong, positive contribution as downtown develops. Obviously, the University's unique status as a municipal institution will be challenged in an "era of limits". Any changes that occur in Washburn's structure should consider the interests of downtown businesses, such as providing law and MBA programs at night for people working fulltime for downtown businesses.

Adequate public service.

Transportation.

Numerous citizens asked for transportation amenities during our dialogs. Some asked for bus shelters as protection from summer's heat and winter's cold, or benches to sit on while waiting for a bus. Other citizens asked for better bus service. Perhaps the city might explore the possibility of jitney busses, or "dial-a-ride-vans."

The interstate highway system is an obvious strong asset for Topeka. Commuters can get to and from downtown easily along the interstate highway. At the same time, the interstate and other highways have encouraged suburban sprawl towards the southwest.

Mass transit facilities, overall, seem adequate for a city of Topeka's size at present. With rising energy costs, the city should be considering how future downtown development will affect mass transit. Will more be necessary? If so, what options should be pursued.

Waste collection and maintenance.

In the public forum, several citizens complained about rubbish and weeds in the downtown area. Again, this problem does not seem serious in relation to other cities. Topeka should ask if trash collections occur on a schedule which maximizes efficiency for downtown and other areas. Perhaps a "clean-up day" for downtown and neighborhoods could be promoted as part of the changing image. Several cities received grants from the Federal agency, Action, and the National Association of Neighborhoods (NAN) for cleanup campaigns of this type.



Adequate public facilities.

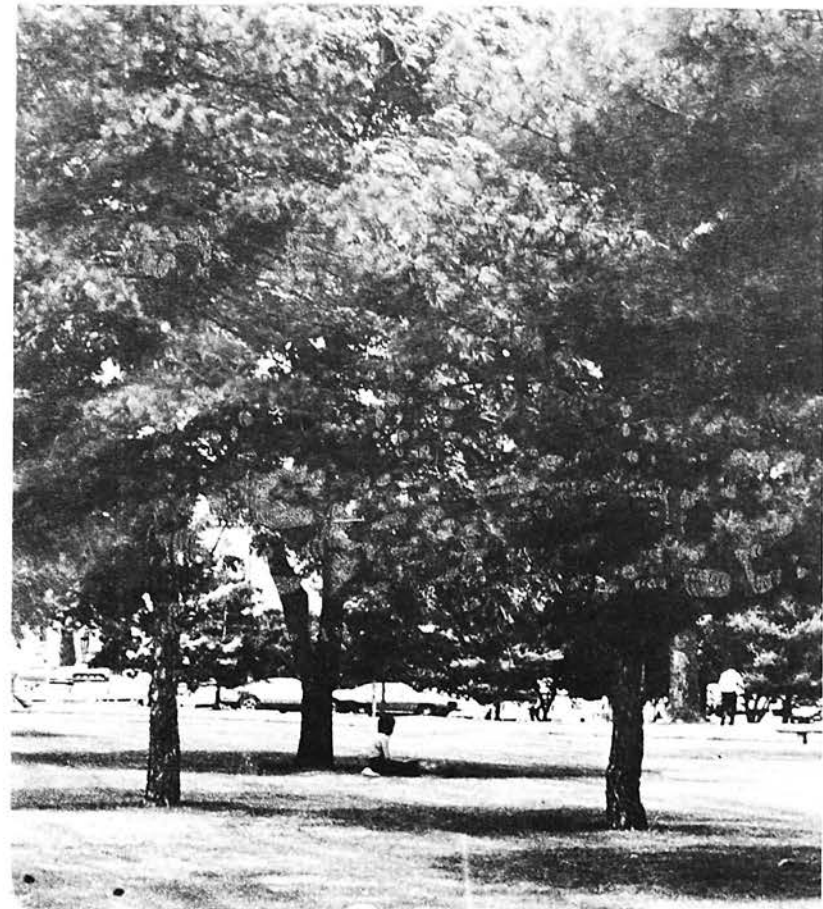
Parking.

Many ordinary citizens and downtown businessmen complained about the parking problem downtown. This concern was expressed in various ways: the lack of parking spaces, employees taking spaces needed by shoppers, the unwillingness of Topekans to park on meters and in garages when fee parking is available at suburban malls, the insensitivity of the police to problems with metered parking, the desire of the police to divest the parking function, etc.

While acknowledging the parking problem, we must recognize that creating more parking spaces encourage more people to drive cars into downtown, and discourages bus riders. The 1979 Metropolitan Planning Commission study explores these issues thoroughly.

Parks - Recreation centers.

We saw substantial evidence of revitalization of Topeka's parks during our visit. Many park improvements come through the use of community development block grant (CDBG) monies. Still, leisure and recreation is a growing concern everywhere, and Topeka is no exception. During the public forum, citizens proposed the development of recreational facilities along the river, including bike paths, jogging trails, and sidewalk cafes. In the downtown area, passive recreational space was suggested for the elderly, and for downtown workers on their lunch hours. These types of facilities should be developed as part of downtown core improvement.



CIRCULATIONDifferent Modes

The CCRA area is reached primarily by automobile although the Topeka Metropolitan Transit Authority (TMTA) provides as much bus service as can be justified at this time. Automobiles are stored mainly along metered streets and surface parking lots and residents are quite vocal in their resistance to higher meter prices or bus fares. The surface parking is generally felt to be inadequate in terms of shopper convenience and justifies many residents using suburban shopping centers to meet their needs. This trend must be reversed if the downtown is to be revitalized. We suggest development of strategically located parking structures to provide an adequate number of convenient parking stalls. TMTA provides both decreased fare service and service aimed at increasing use of their system. The decreased fare programs include:

1. One-half fare for age 65 and over and ambulatory handicapped.
2. 35¢ fares for students to age 18
3. No zone fares.
4. No charge for transfers.
5. Reduced fare coupon booklet.

The increased service programs include:

1. Park & Ride - service to downtown from four outlying parking lots.
2. Ride & Shop - validated bus fares by downtown and some shopping center merchants.

3. Shuttle Bus - free service for one hour in morning and evening for the 8th Street to Jackson to 6th Street to Jefferson Avenue box.
4. Kids Recreation - Reimbursed fare by Parks and Recreation Department
5. Other - including one child under 5, Lift, State, and City employees, some business employees.

Normal TMTA fares are 40¢ per ride.

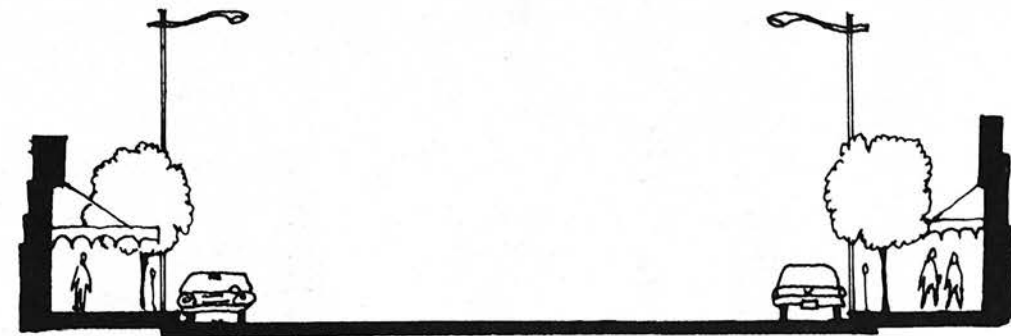
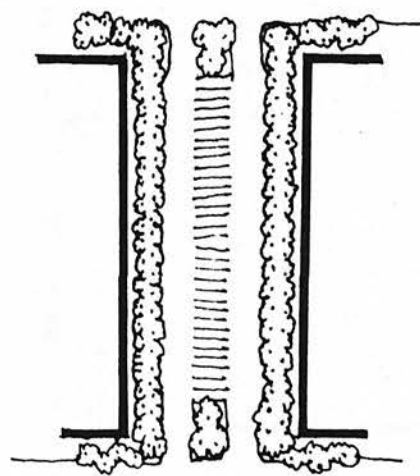
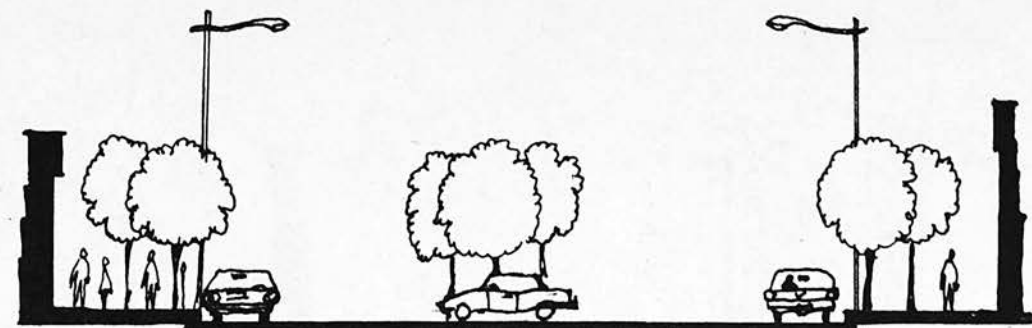
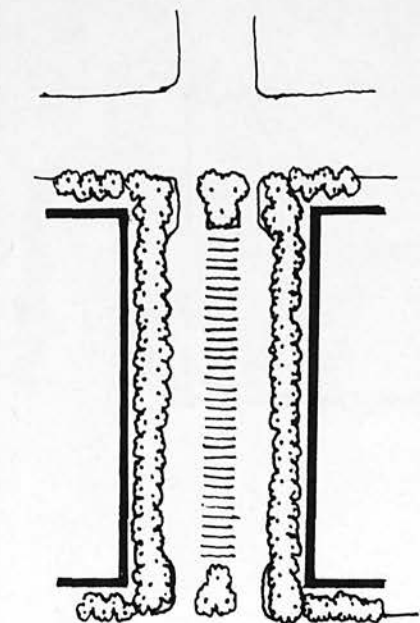
Pedestrian systems are limited to sidewalks in the standard gridiron street pattern. The city blocks are such that it is desirable to create cross-circulation systems at mid-block in the core area to facilitate pedestrian use of the downtown.

Streets

Design Alternatives for Kansas Avenue

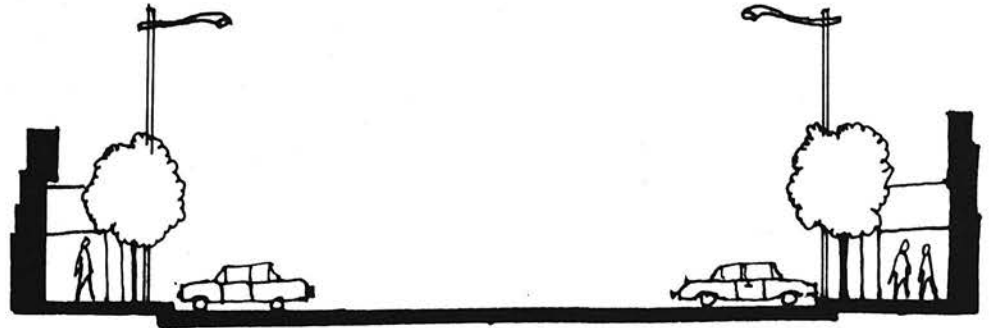
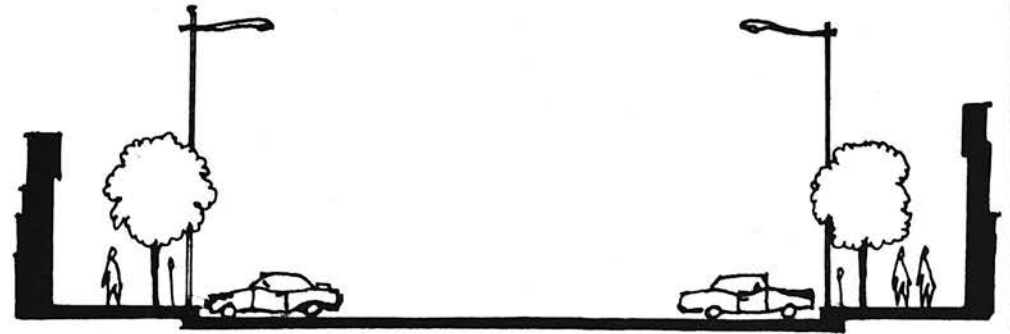
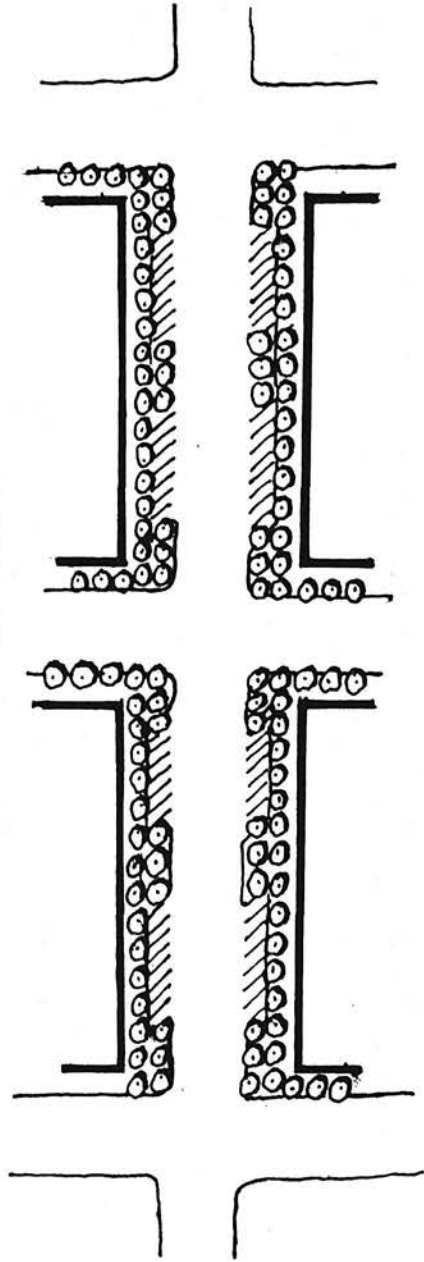
The R/UDAT team analysis of Kansas Avenue and other similar streets is that the 130 foot right-of-way which exists is destructive of the city scale in Topeka and thus these streets are too wide to promote convenient pedestrian circulation for shopping.

Suggested Modification A - Existing 45-degree parking along the curb is modified to be parallel parking and a row of right angle parking is established in the middle of the existing street. This scheme will permit widening of the sidewalk to approximately 23' and enough space therefore for double rows of street trees. This will provide increased shade and lingering space for shoppers and help to establish better scale of visual relationships of street and building. This system must be supplemented by parking garages to achieve an adequate number of parking stalls.



modification a

62

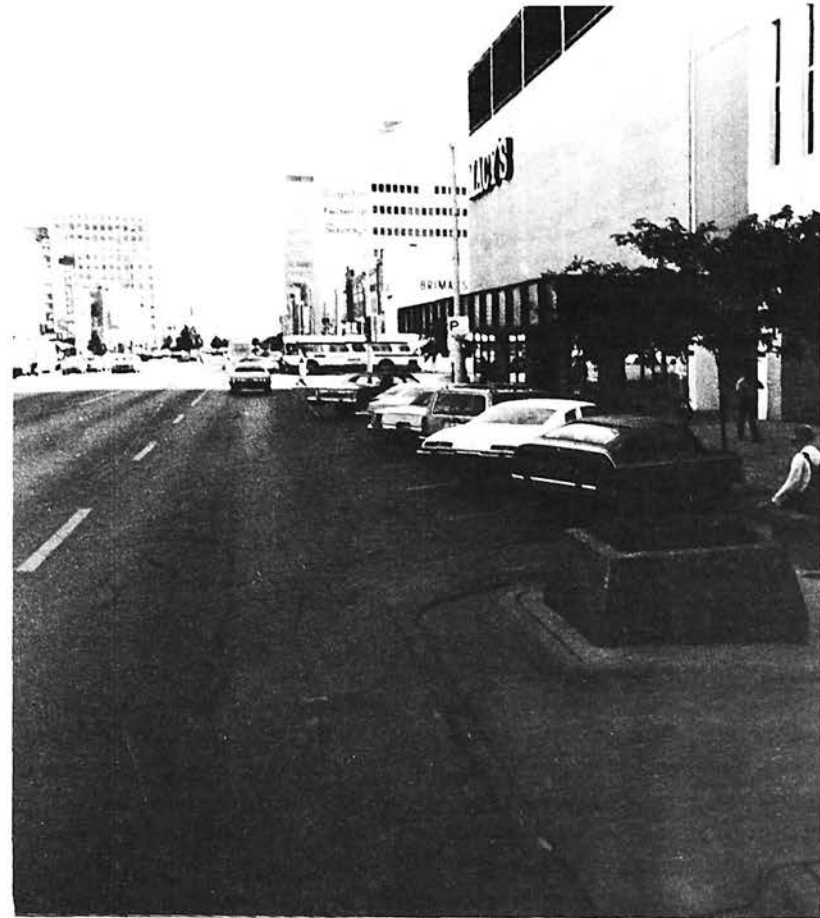


modification b

Suggested Modification B - The existing 45-degree curb parking is retained but the curb is moved out at intervals to enable double rows of street trees while keeping a smaller number of parking spaces on the street. This system must be supplemented by parking garages to achieve an adequate number of parking stalls. The scale of street and building relationships is brought to a more humane level and pedestrian use of the sidewalk is facilitated by providing more shade for better pedestrian comfort. Other possibilities of this modification include use of awnings on buildings and expansion of building fronts approximately 20 feet toward the curb to provide an arcade with second floor office space above. This scheme enables the street scale to be further modified by bringing the buildings on opposite sides of the street closer together which will provide protection from the weather in both winter and summer.

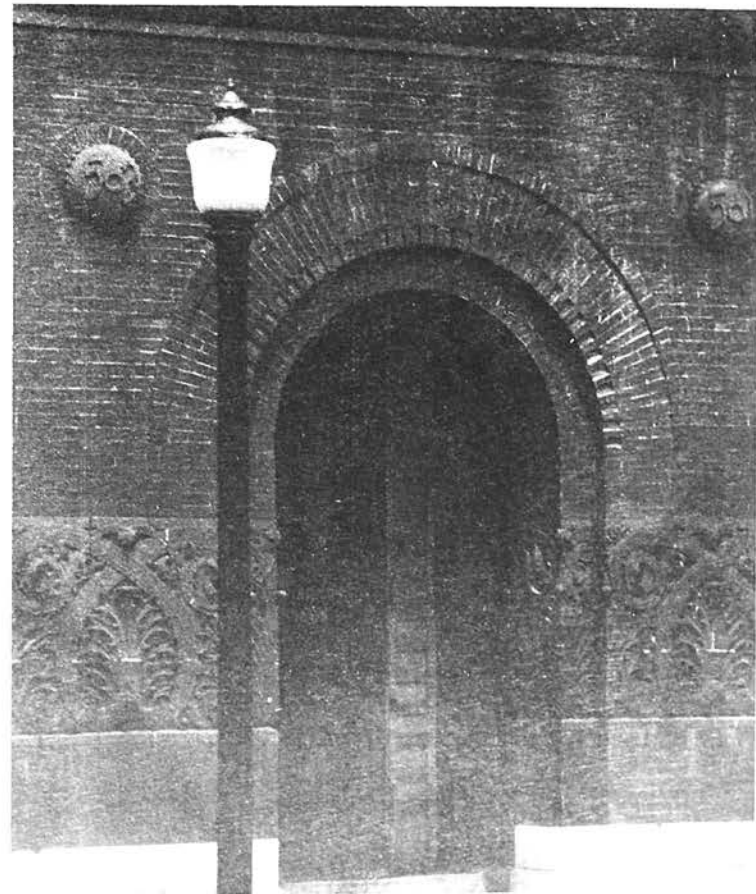
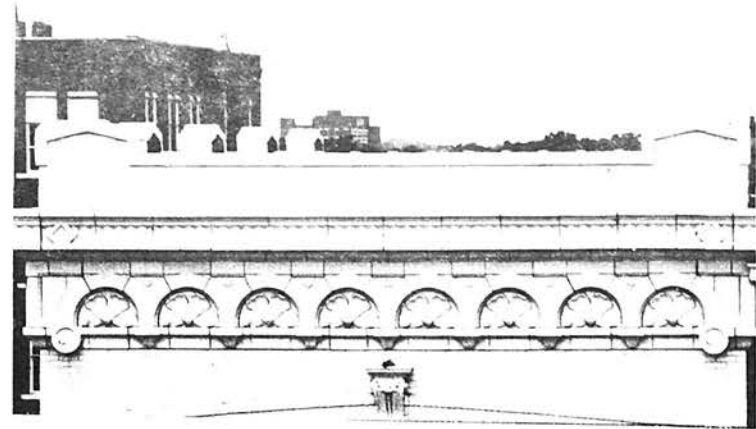
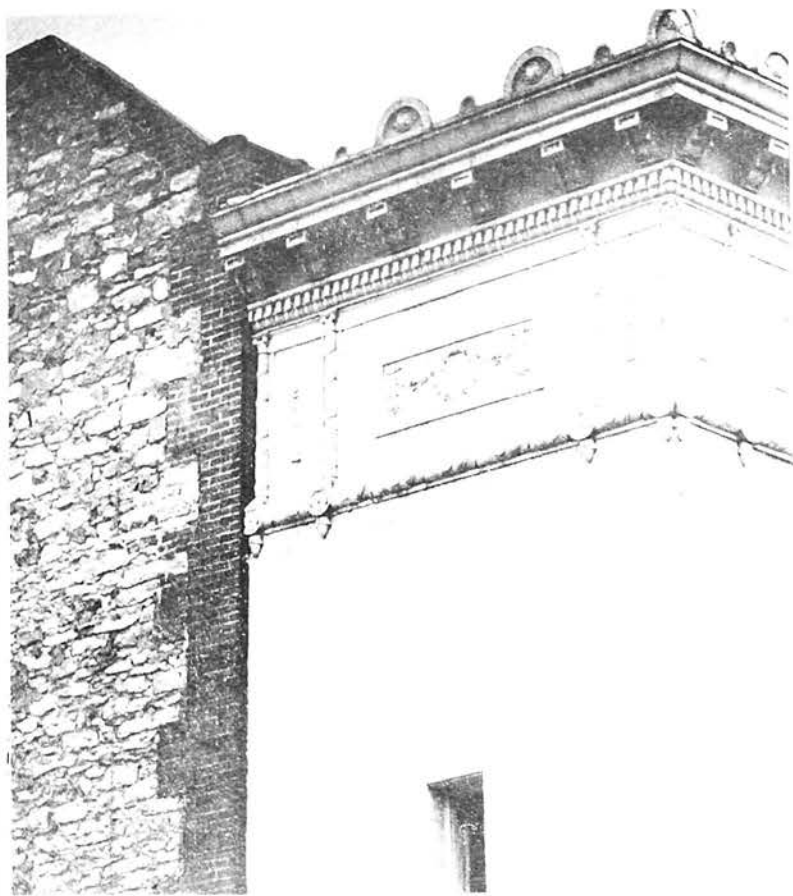
Modification B also achieves a visual entrance to the downtown when the sidewalk widening is used at the street corners at the entrance to downtown by creating a strong sense of a gateway.

The R/UDAT team is aware that basement spaces extend under the sidewalks along Kansas street and that this is the reason that some street trees have been planted in planters instead of in the ground. We suggest, however, that details to allow all street trees to be planted in the ground are achievable at a reasonable cost of money and effort and that the planters should be abandoned and a more uniform pattern of street trees be planted in the ground using these details. Both design alternatives (Modifications A & B) therefore propose a rigorous street tree scheme because the visual gains in terms of scale and streetscape are very important to the image and sense of place of Topeka.



Alleys

Small scale pedestrian or automobile streets are limited in Topeka. They are necessary to help achieve human scale and a sense of place. R/UDAT has elsewhere in this report illustrated the development of an alley system in the core area to achieve greater variety in the shopping experience through use of a small scale and the suggestion of a number of smaller specialty shops which are currently missing from the retail mix in Topeka. These alleys are narrow enough to be roofed or skylit thereby enhancing winter and summer shopping comfort as well.



VISUAL CONCERNSBuilding Design GuidelinesNew Buildings

The existing buildings in downtown Topeka represent a three-dimensional tapestry into which new construction will be integrated. New construction will bring new forms and style to this fabric and the combination of old and new will enhance the city, giving it the best of both worlds.

Many new buildings will fill in the spaces between existing, older buildings. We suggest a special sensitivity is needed in the design of the new buildings to achieve visual integration and that special attention be given to the following considerations in their design:

- a. proportions of the existing architecture including structural bay width,
- b. floor to floor heights,
- c. cornice heights,
- d. height and width of window openings,
- e. height of lintel bands, and
- f. harmony of new building materials with the old with regard to color, texture, and scale.

Adaptive Re-use

In adapting the use of existing buildings to new uses, we suggest that care be used to preserve the aesthetics of the existing building. In the design of the ground floor and its storefront, it is important that any modifications relate to the total facade and scale of the building and that the context remain essentially the same.

It is also important in Topeka that new uses be found for the second and/or third floors so that these floors and their visual connection with the streetscape - their windows - have a positive impact on the streetscape outside and not be covered up or bricked in to the detriment of the streetscape.

We feel it is appropriate to adapt existing buildings of good architectural character to new or alternate uses so that they support the vitality of the downtown.

Case Study - Project Jayhawk

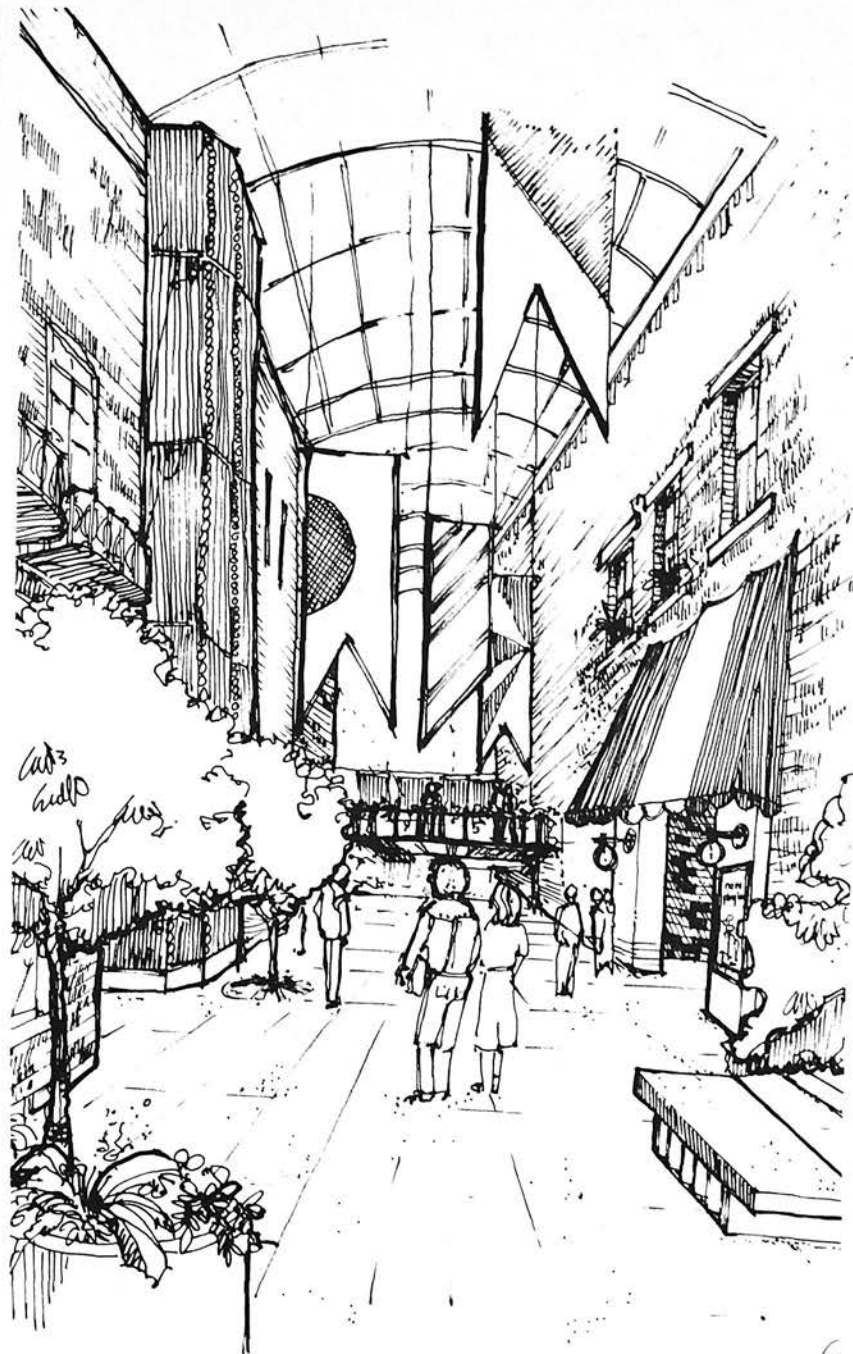
The following sketches in plan and thru dimension illustrate what might be done as one of several possible mixed-use development sites in the CBD. The site selected is the four block area bounded by Kansas and VanBuren streets and 6th to 8th streets. The existing church school site and power plant on the Jackson-Van Buren, 8th to 7th street block are suggested to be replaced by a new 500 room hotel fronting the State Capital and a medium-sized community center containing exhibits and meeting room space.

These uses must be supported by an adjoining parking garage.

The Kansas-Jackson, 8th to 7th Street block is suggested to be redesigned using the existing buildings but developing a roofed pedestrian mall in the existing alleyway, keeping and rehabilitating the brick and stone walls and opening up the alley. The Jayhawk Hotel and theater should be rehabilitated for use as either a condominium or apartment and the theater as a 500-seat cultural theater. Both the Jayhawk Hotel and theater are architecturally worth this effort and will provide for human uses not now available in downtown Topeka. Cultural uses will include dance, music, and legitimate theater.

The same thing should occur on the Kansas-Jackson 7th to 6th Street block so that the pedestrian shopping alley extends from 8th to 6th Street with accesses to Kansas and Jackson Streets as shown on the sketches. The old Montgomery Ward building should be acquired and be razed to provide a vitally needed urban plaza space. This plaza, covered by shade trees, will provide a space for downtown cultural and social activities such as band concerts, fashion shows, art displays, and fairs, and any spontaneous events so vital to the establishment of a creative outlet for the citizens of Topeka.

The remaining block - Jackson-Van Buren, 7th to 6th Streets - should be developed as shown. Significant in the suggestion is that the Grand Theater should be restored to use, probably as a special mini-theater. The Grand Theater should be separated from adjoining land uses by open park spaces in order that park space be added to the downtown and thus the side stone walls of the theater be allowed to contribute their lovely design to the city and streetscape.



This four-block area is a critical area in Topeka to the establishment of a more vital CBD core. Not only is a much needed small scale pedestrian shopping alley added to the fabric of the city but this enclosed alley will help create a sense of place in Topeka. The design of this alley should be the subject of a major architectural commission and every effort should be made to make the most of the architectural character of the existing buildings. It will therefore be uniquely Topeka.

The alley will, with the proper use mix of restaurants, shops, and theater, provide the CBD with a "24-hour" area of activity. Special lighting should be designed to enhance the ambience of this area and specialty shops should cater to hotel and convention center guests.

Housing

The design guidelines for new buildings should also apply to adaptive re-use of housing except that greater attention to detail may be necessary. Houses are much smaller in scale than most commercial buildings and it is their more delicate detail which gives them their special character. This should not be lost by virtue of changing uses.

Streetscape Improvements

The building facade and storefronts which line the sidewalks are an important part of the visual experience of a walk or drive through downtown. For this reason, an organized facade improvement program can effect an inexpensive yet highly visible improvement.

To avoid confusion while reinforcing the special qualities of individual buildings as well as the unity of local design traditions, this type of project should be guided by an independent design consultant.

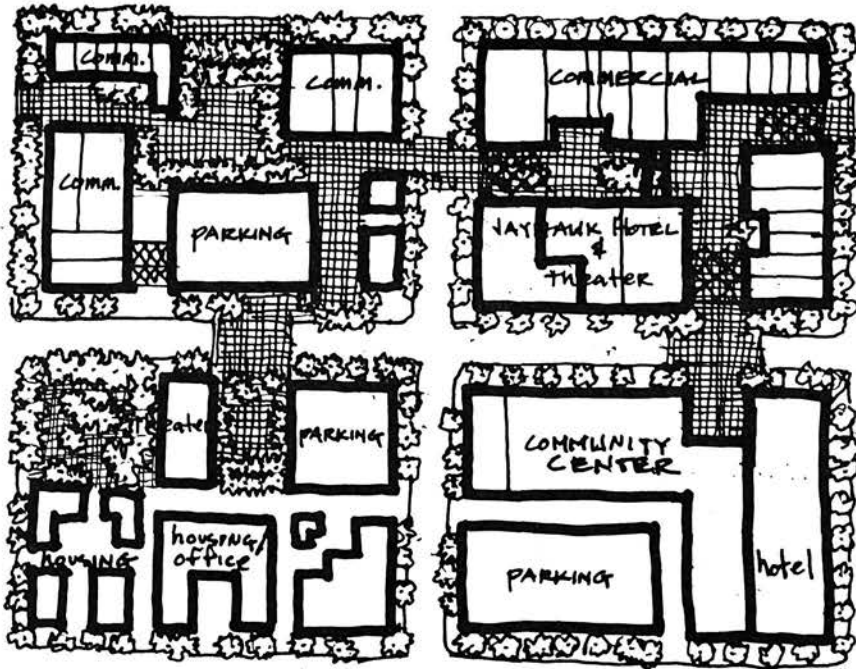
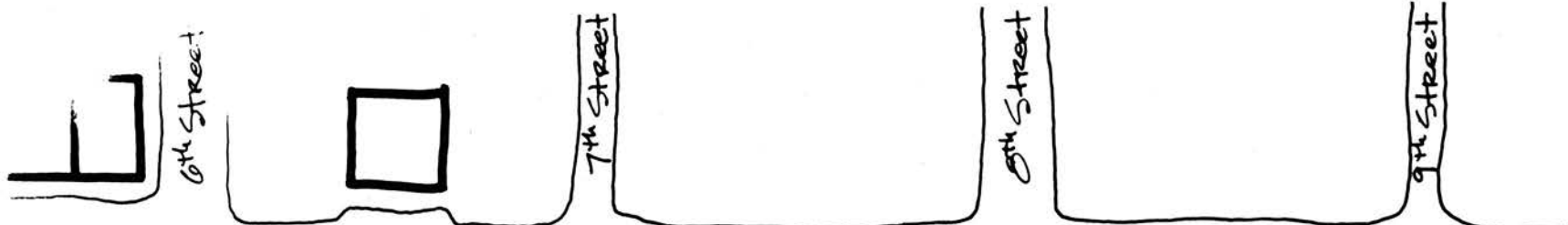
Facade Improvements

The retention and/or restoration of facades to their original design may be achieved by the following guidelines:

- a. Use of original or matching building materials.
- b. Retention of the scale of the original buildings.
- c. Retention of the detail of the original buildings, especially cornices, roof caps, and horizontal and vertical building lines.

Signage and Graphics

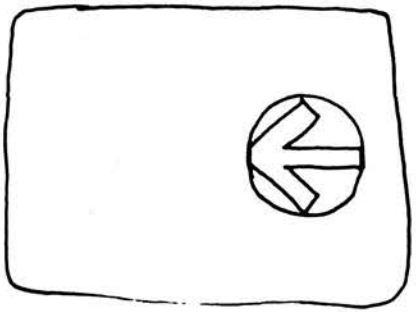
Guidelines for signage and graphics are properly the work of a professional graphics consultant working in concert with local merchants. It is important that signs respect the wall surfaces against which they are seen or mounted and that they be in scale with the architecture and do not destroy the architectural detail by cutting across building lines and forms. Letter style, sign color, and sign size should all be carefully chosen to convey the desired image; signs should not contain abundant or superfluous information. In most cases, simply identifying the store name or name of the business is all the information needed.



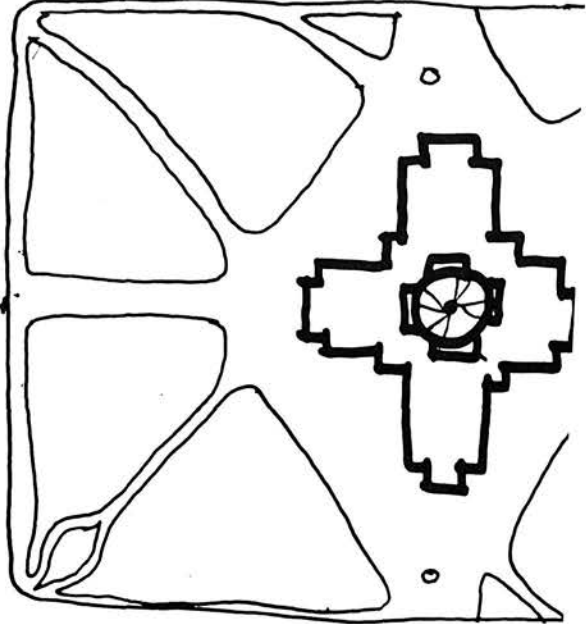
KANSAS AVE.

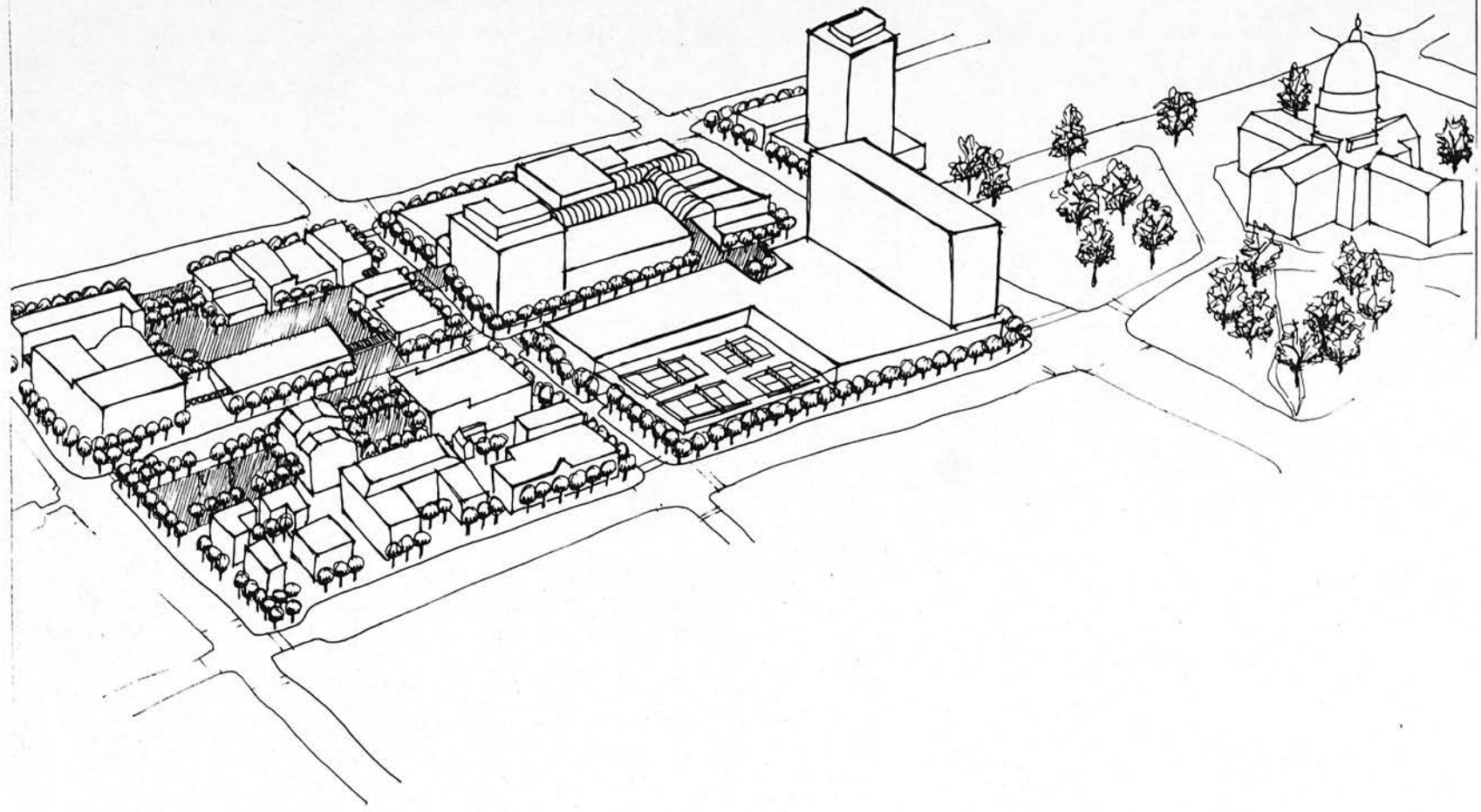
JACKSON

VAN BUREN



project
jayhawk





Billboards generally only add visual confusion to the streetscape and add nothing in terms of making downtown a better place. Where advertising is required for the announcement of events of interest to the people - such as cultural events of various kinds - provision for display of these announcements and posters should be achieved by appropriately designed display devices or other street furniture. Kiosks are one example.

Entry or Gateway

The commercial area of downtown Topeka suffers from being spread out. In visual terms, the city lacks an edge or boundary. To effect a more cohesive sense of place and downtown, we suggest that a sense of boundary or edge and entrance to the downtown be created. This can be done immediately and at reasonable expense by adding street trees of an appropriate scale (the existing flowering crab apples are too small, too delicate, and do not provide needed shading of the sidewalk space), and by narrowing the apparent street width by moving the corner curbing out the width of the parking stalls to allow a double row of trees. This will visually narrow the street while keeping all traffic lanes open.

Activities

Programmed Events

The downtown, with the advent of public plaza spaces, can provide for cultural activities in order to attract and hold people's interest. Such activities may include band or other music group concerts, dance programs, art displays, fashion shows, arts and crafts shows, and children art programs. Elsewhere in this report the organization staffing and funding for such activities is discussed. Activities such as lectures, drama presentations, and larger instrumental or choral concerts can be scheduled in one of the two revitalized theatres proposed for Jackson Street as part of Project Jayhawk. Spontaneous events may also occur in the public plazas.

Special Gathering Spots

The absence of fountains, urban scale sculpture, and parks in the downtown has been constantly brought to our attention by various persons and groups in Topeka. We suggest various ways that urban space may be made available for these special incidents in our discussion of open space.

Additional Opportunities to Provide Focus for Community Attention

This section of the report identifies downtown development opportunities and issues. The major opportunity areas that are addressed include housing, retail facilities, offices, hotels and a civic/convention center. The major points of this section reflect in part the need for a comprehensive development plan for downtown Topeka which should provide a basis for decisions. Specific market opportunities are also addressed.

HOUSING

Housing plays a subtle yet important role in downtown development. Typically downtown is thought of in terms of office buildings, hotels, retail stores, and businesses with housing as an ancillary use. Housing is an important consideration, however, as it not only provides a close-in market of shoppers and a source of downtown workers but also through the appearance of the housing reflects on a image of the downtown.

A number of housing issues were identified that reflect the concerns of both suburban and urban residents. Encroachment of commercial uses into the residential areas is a primary concern. The stability of neighborhoods is threatened by this gradual process. The issue of spot zoning is closely tied to commercial encroachment. This type of change diminishes confidence in home ownership and the more pleasant qualities of these fringe neighborhoods. The natural progression of the commercial expansion from the downtown core is deterioration of the residential neighborhoods which then encourages further encroachment and commercial development away from the central core of downtown. An additional issue is the lack of housing opportunities for new residents in the close-in neighborhoods.



There are market opportunities for housing development in the downtown area and the adjoining neighborhoods. These neighborhoods still retain strong neighborhood characteristics and because of their diversity could appeal to different segments of the market.

In recent years the rate of housing development has been around 300 to 400 units per year in Topeka. A redirection of just 10% to 15% of this growth (35 to 50 units) to new development in the downtown neighborhood could have a significant impact.

Housing should be a part of the reurbanization of the CBD of CCRA. The housing should be quality housing and it is suggested that courtyard type townhouses be developed on top of required parking structures and on grade. Housing on top of parking structures will enhance the appearance and urban scale of these structures, more readily integrating them into the city fabric. Other forms of housing should be anticipated in the future and these should include high rise types in order to provide for a more active and constant use of the downtown. The courtyards will provide the needed open space for this housing where ground space is not available.

A mix of all types of housing should be considered so as to provide for single persons - young and old - as well as families who may wish to live near the downtown. The mix should include rental and ownership units in a variety of price ranges.



Existing housing in the downtown CCRA area appears to be readily renovated and as such will contribute to the revitalization of the CCRA area, especially if parks and recreation areas are created nearby for the use of these residents. It is suggested that facilities for biking, jogging, tennis and swimming be provided.

CCRA could play a key role in housing through the development of a housing/neighborhood plan, possible assistance in the acquisition of housing sites, and through the creation of a more viable and appealing downtown core strong enough to draw to the core most new commercial development.

RETAIL

Retail development is the most critical single development opportunity for downtown Topeka. While downtown is comprised of a number of different land uses, retail facilities are the most important. All other downtown land uses relate directly to retail facilities and a downtown with strong retail facilities attracts office workers, businesses and residents.

MARKET CHARACTERISTICS

An analysis of the Topeka retail market found that there are good opportunities currently for retail development in the downtown area. Some of the factors supporting this finding include:

- Downtown Topeka has a core group of strong merchants lead by the Macy's Department Store.
- The highway network provides good access for the market residents.
- Downtown is today a major shopping destination with 37% of area residents using it for major retail purchases.



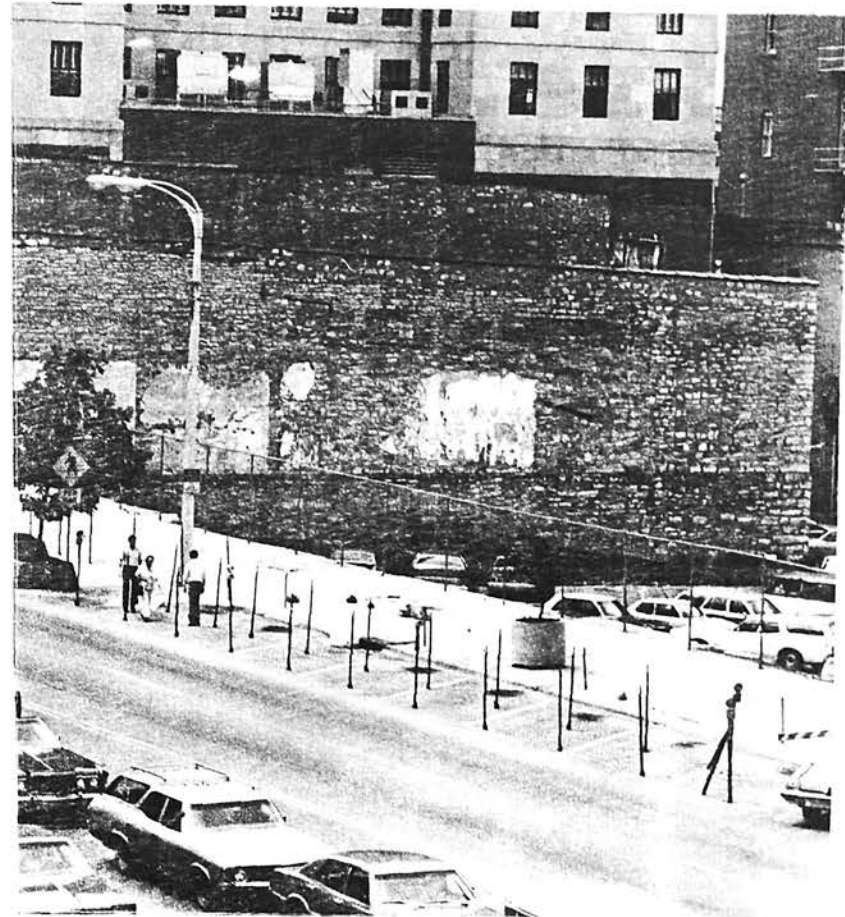
- Good parking facilities are widely available.
- The downtown area has a stable and secure employment base with the state government, insurance industry, and Santa Fe Railroad.

Other factors supporting retail development reflect broader issues in the market. One critical factor is the current sales leakage to other cities such as Lawrence and Kansas City. It is estimated that as much as \$100 million annually, or 15% of retail expenditures by Topeka residents, is spent by residents of the Topeka area in stores away from this area. This is a natural outgrowth of urban development and competitive retailing but this shopping pattern cannot continue unabated because of rapidly increasing transportation costs. The sales leakage results in a current underservicing of the Topeka market, thus opening up current development opportunities.

Another factor supportive of downtown retail development is the current competitive situation in the market. Only downtown and White Lakes have full-line department stores such as Sears or Macy's. Development has not yet proceeded in other suburban areas and downtown development has not been pre-empted by extensive suburban development.

DEVELOPMENT OPPORTUNITIES

The opportunity for large scale retail development in downtown Topeka is excellent. New development now would be from a position of strength and would act to pre-empt over-expansion in the suburban areas.



New development would be supported in part by the redirection of shopping habits, a reduction of sales leakage, and from real growth projected for the Topeka market. It is estimated that an additional 700,000 to 800,000 square feet of new retail space for shoppers' goods can be supported in the market in the 1980s. This would be stores such as apparel and accessories stores, gift shops, restaurants, and department stores.

In order to realize the development potential of retail facilities downtown the following is recommended:

- A comprehensive downtown development plan be prepared to provide development goals, opportunities and guidelines.
- That infill development of vacant lots be temporarily halted until a development plan is formulated.
- Explore options for land assemblage for a major retail center.
- Consider a development/design competition to solicit development plan.

Downtown Topeka is at a critical stage. Actions taken over the next few years will potentially influence the quality of life in Topeka for the next twenty years. CCRA and other public agencies have the opportunity to take charge of the destiny of downtown through capturing this retail development opportunity. If action is not taken soon, however, it is highly likely that continued suburban retail expansion will eventually preclude major downtown development.



Other Comments

A final note on retail facilities that are neighborhood oriented is in order. This section has addressed the need of public participation in a major retail center for downtown because of the complexities of this scale of project. It is recognized that a need has been expressed by downtown neighborhood residents for convenience retail facilities. Because this type of facility can be easily developed on small sites by private developers, it is felt that the private sector will be able to respond to this need if appropriate.

DOWNTOWN LAND USE CONSIDERATIONS

Downtown Topeka includes 32 acres. The land uses breakdown as follows:

Residential:	6.67%
Commercial:	22.97%
Parking:	28.71%
Streets:	34.69%
Open Space and Loading:	6.87%

63% of the land area of downtown is devoted to the automobile and its parking and circulation needs. Less than 30% of the land is in taxable and employment-generating use.



The building uses are:

Offices:	17.6%
General Business:	52.9%
Public and Quasi-Public:	18.3%
Industry:	6.2%
Parking Garages:	5.0%

Industry surrounds downtown on the North and East.

The freeway separates the eastern one-fourth of downtown from the western three-fourths.

General business office and retail uses are concentrated along Kansas Avenue in an elongated strip ten blocks long. A secondary strip lies along 10th Street. A secondary office concentration is in the State Complex to the west.

Residential uses surround the downtown on all sides but the north. The deepest residential penetration into downtown is along the western border near Topeka Boulevard.

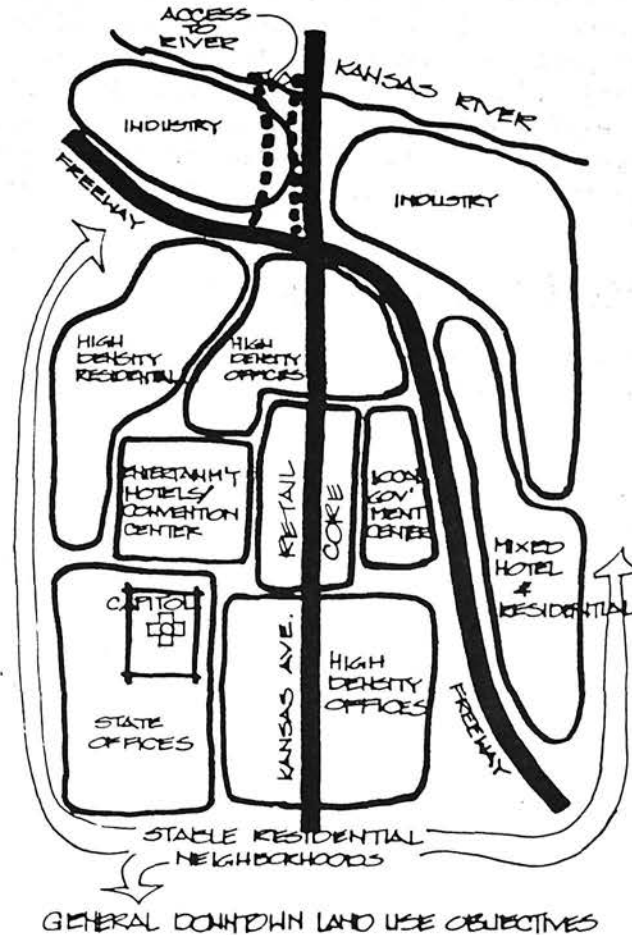
Green spaces are limited to the Capitol Complex and the freeway.

Problems

Office and eating establishments are sprawling to the west and south into residential areas.

The retail area lacks coherence.

Parking is diffuse and poorly managed.



Residential units are being squeezed out of the area.

The retail/dining/entertaining market potential of the office market is barely recognized.

Downtown shuts down on the weekend and evenings.

Improved bus service would provide an alternative to auto use.

Land Use Policy Recommendations

Encourage a 24-hour population for Downtown by protecting existing residential units and adding new ones.

Introduce a new retail concentration near 8th and Kansas.

Build in a new entertainment/dining/hotel/convention center near the retail concentration.

Encourage high density offices just off Kansas Avenue near the retail core concentration.

Promote mass transit and pedestrian amenities.

OFFICES

In the downtown area there are local, state, and federal offices; banking, insurance, and investment offices; utility offices; law offices; and major corporate offices like the Santa Fe. These offices employ a majority of the workers in the downtown area. Yet, there is considerable land area in the downtown district for more high density offices. People should be encouraged to place office tenants in the upper floors of retail buildings. Needs of the area, such as medical offices, should be examined. It will also be necessary to develop a more intense office pattern within a core of the downtown area, to provide unification for the area.



HOTELS

This section deals with a schematic plan for a hotel and other uses in a four block area. This unique concentration of diverse activity blends together a mixture of uses centered around the Jayhawk Hotel (refer to graphics "Project Jayhawk"). Such uses for the four block area include: intimate shopping and eating areas occurring in covered or uncovered alleyways; the restoration of the Jayhawk and Grand Theaters to provide for various entertainment needs; increased urban dwelling capabilities by investigating existing building and condominium conversion and new construction; the introduction of bounded open spaces to allow for spontaneous gatherings, or planned outdoor activity; a hotel complex including a community center offering a variety of meeting and exhibit opportunities for visitors and residents.

CIVIC/CONVENTION CENTER

A civic/convention center can play a vital role in the downtown. This type of facility can provide large community meeting facilities possibly not available now in the community, entertainment events currently not held in Topeka, and an economic stimulus to the city. Moreover, convention centers can provide an important source of community pride and an important element of a diversified and well-rounded local economy.

Civic/convention centers typically provide for a wide array of activities that depend heavily on community groups. Civic/convention center's activities include commercial entertainment events such as popular singers and musical groups; consumer trade shows such as auto, boat or recreation shows; convention and trade show exhibits; and community activities such as large community meetings and cultural events. Thus civic/convention centers provide opportunities to all groups within the community while at the same time providing economic support to the local economy.

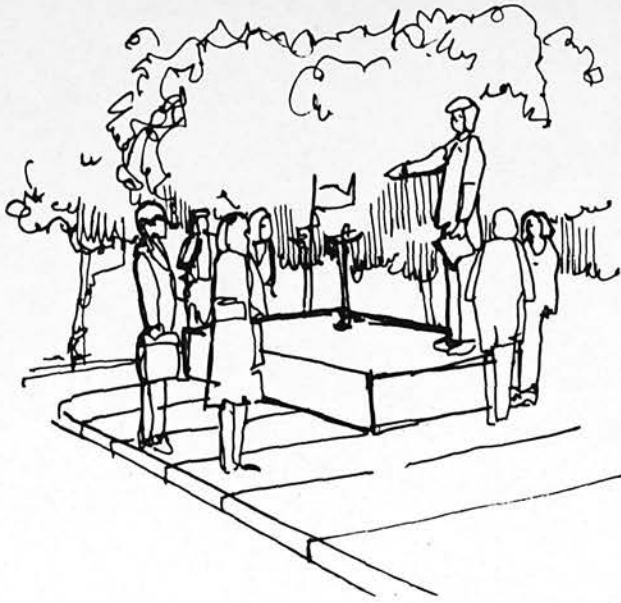
Civic/convention centers are designed today with innovative approaches to multiple use facilities. New centers incorporate flexible seating systems and moveable walls thus allowing multiple uses of the areas. This type of design minimizes the cost of the building while maximizing potential uses. Exhibit halls, meeting rooms, theaters, and sports arenas are typically found in civic centers.

A civic/convention center would benefit the community and thus the downtown. The question of whether to develop a civic center, however, should only be made after careful study. These facilities always require a public subsidy, thus, the potential level of facility utilization and community benefit has to justify the public cost.

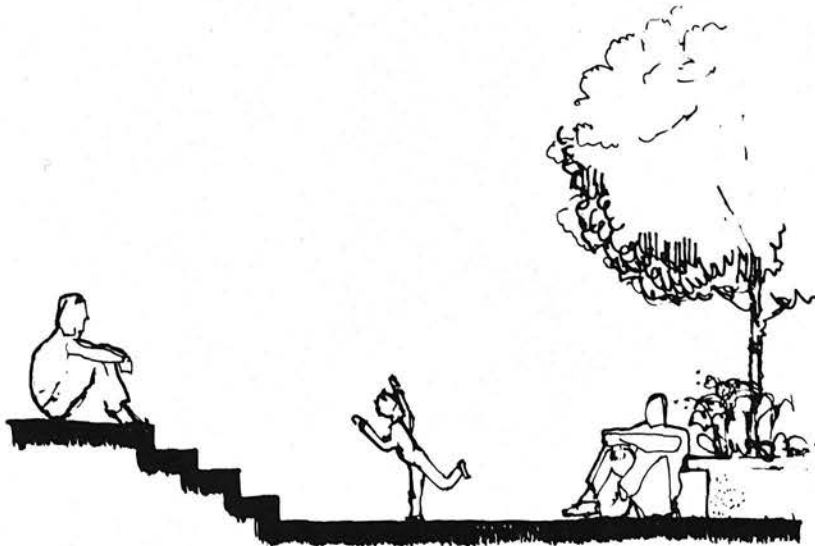
It is recommended that a feasibility study be undertaken to address this opportunity. Such a study would at minimum cover such topics as:

- Potential demand for conventions in Topeka.
- Community groups that might use the facility.
- New community/cultural programs that may be possible with a civic center.
- The role of area hotels and motor inns.
- The capital and operating costs for the facility.
- Requirements for a financial subsidy and potential use of special taxes.
- The potential community benefit from increased tax revenues, jobs, retail sales.
- Location criteria.

Such an approach would provide for a systematic review of the issues and a basis for a sound judgment.



If there is place for an audience to gather, everyday activities may suddenly become performances, and level changes in the streetscape can help make that happen.



"I like to sit and watch people and downtown is a great place for people watching."

URBAN DESIGN OPPORTUNITIES

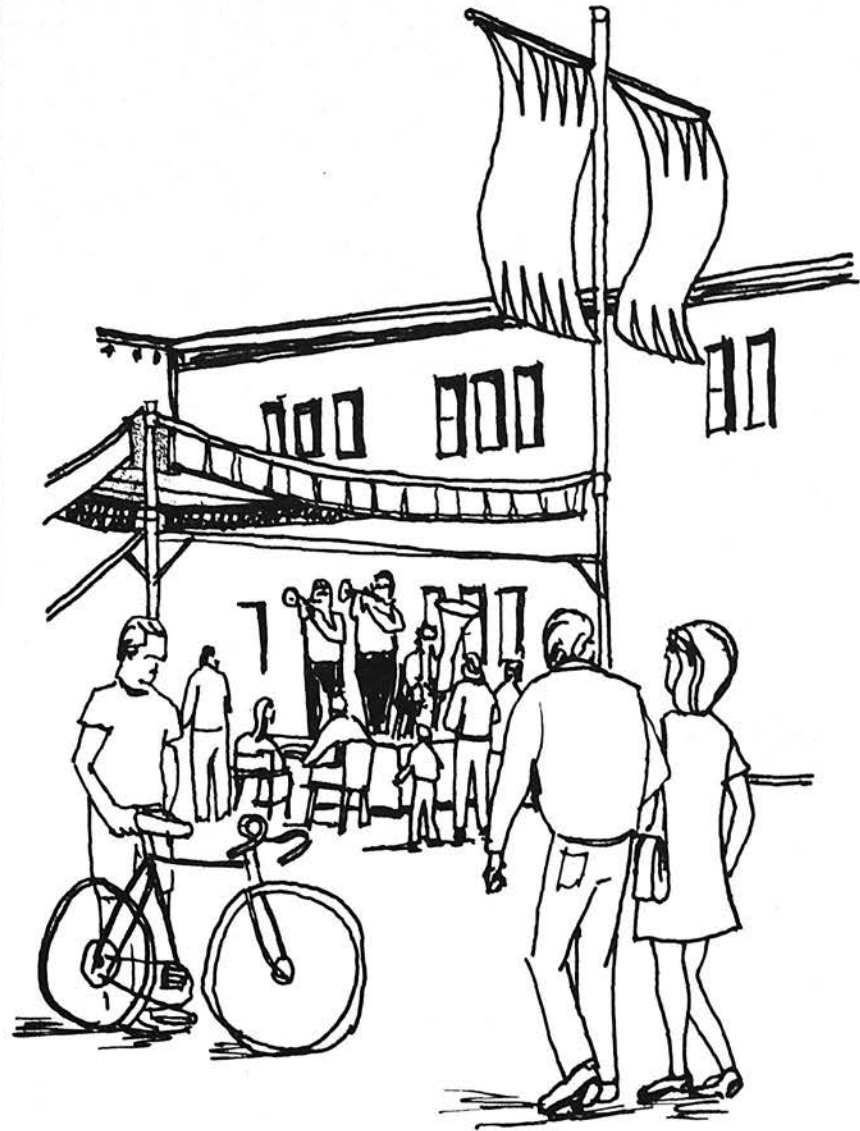
The following suggestions and guidelines offer a range of more specific design solutions to some of the problems in the downtown discussed so far: Lack of image and mediocre quality of experience, among others. They represent ways urban design can help make people feel good about coming downtown, and feel more comfortable, safer, and stimulated by its special character.

Many of these ideas are inexpensive and can be immediately implemented through on-going improvement programs. Some represent physical changes, others are design guidelines, and many of them require no alterations to the existing decision-making process.

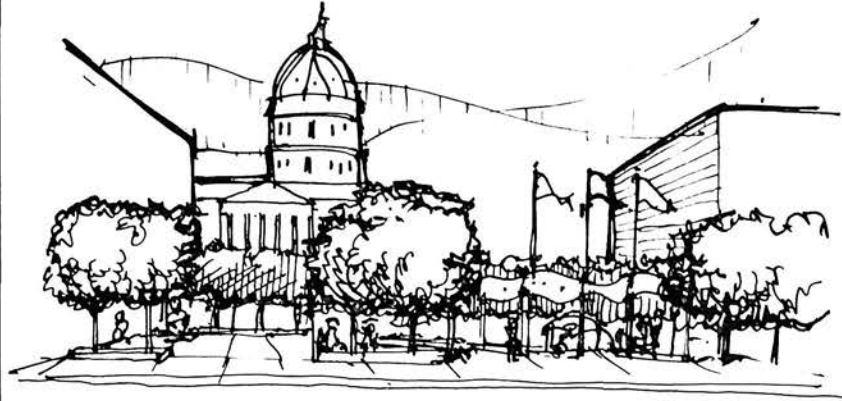
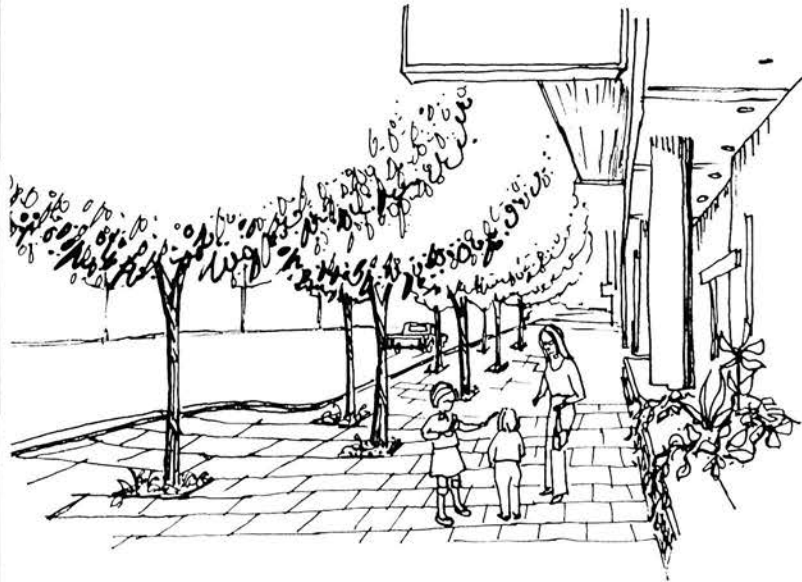
1. Open Spaces. Several different types of open spaces exist in the downtown and many more opportunities are available.

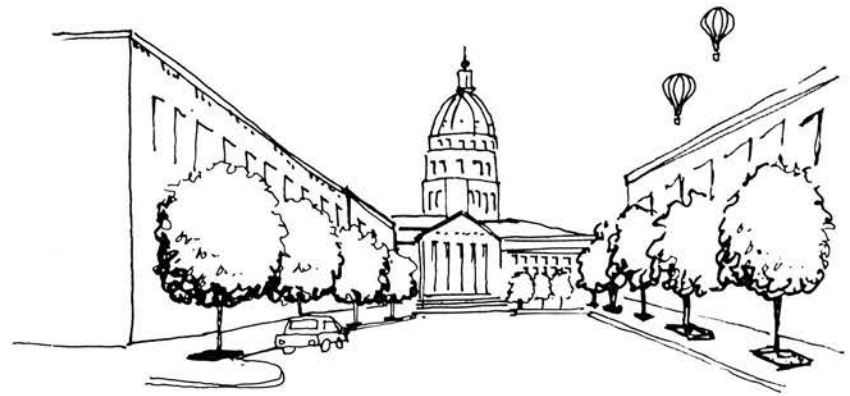
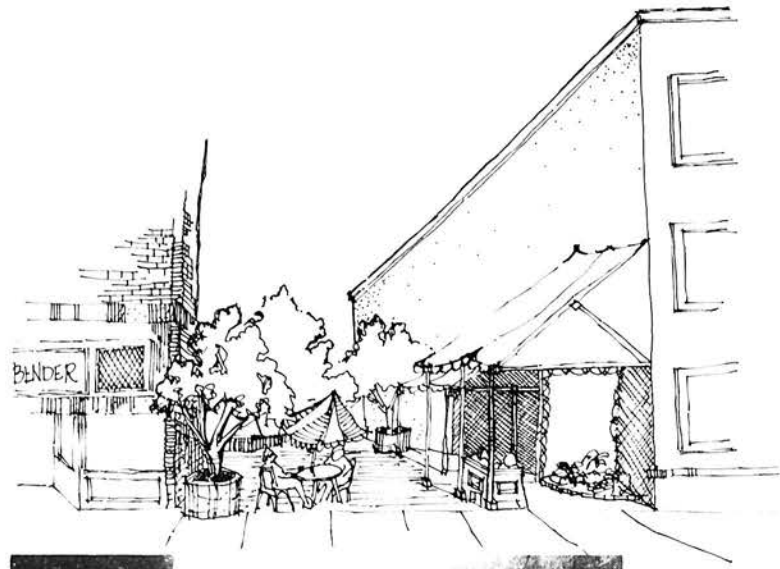
Short-term spaces. These are often vacant sites awaiting development and through performance standards required by the city as part of the development process can become assets to the whole environment.

- They can be made green with fast-growing ground cover, flowers, and trees.
- Trees in tubs might be located on these sites rather than on sidewalks or plazas where they obstruct circulation and views. They could then be easily transplanted when construction begins.
- Standard modular structures such as scaffolding systems can be installed temporarily to create spaces for markets and art exhibits.



An inexpensive temporary structure made of standard scaffolding components can turn a parking lot into an outdoor theater.







the waterfront

- Graphics on pavement and walls can create sports areas, tell stories, or simply provide color.

Shorter-term open spaces can also be created by the stroke of a pen. A street can be closed off or parking areas reserved to allow green markets and mobile equipment to provide the content. Parades, dances, or performances can become the physical design.

Longer-term open spaces are the sidewalks, parks, plazas which tie into the city-wide open space system. These spaces range in scale and character from a street corner to the capital grounds, from a plaza to a major recreation center.

The waterfront in Topeka is one such major recreational source which should be developed to its fullest potential. The river is the main artery in Topeka's open space network which threads the city with natural habitats and recreation potential. Unlike many natural drainage systems in modern cities, Topeka's has not gone underground.

Yet there is presently no sense of its nearby presence in downtown. Physical access to the river from downtown is further impaired by the railroad tracks. For this reason, views to the water should be created where possible and the feasibility of incorporating a pedestrian/bicycle overpass to the existing bridge ramps on Topeka and Kansas Avenues should be studied.

At this point in the shoreline, the East-West open space link is also interrupted. We recommend that the city explore possibilities for relocating their municipal facilities to other city owned property and reserve the waterfront exclusively for public open space.



2. Pedestrian amenities are important inducements to increased use of the downtown and are one of the major objectives of Urban Design. Comfort, convenience and sense of security are three major criteria to consider.

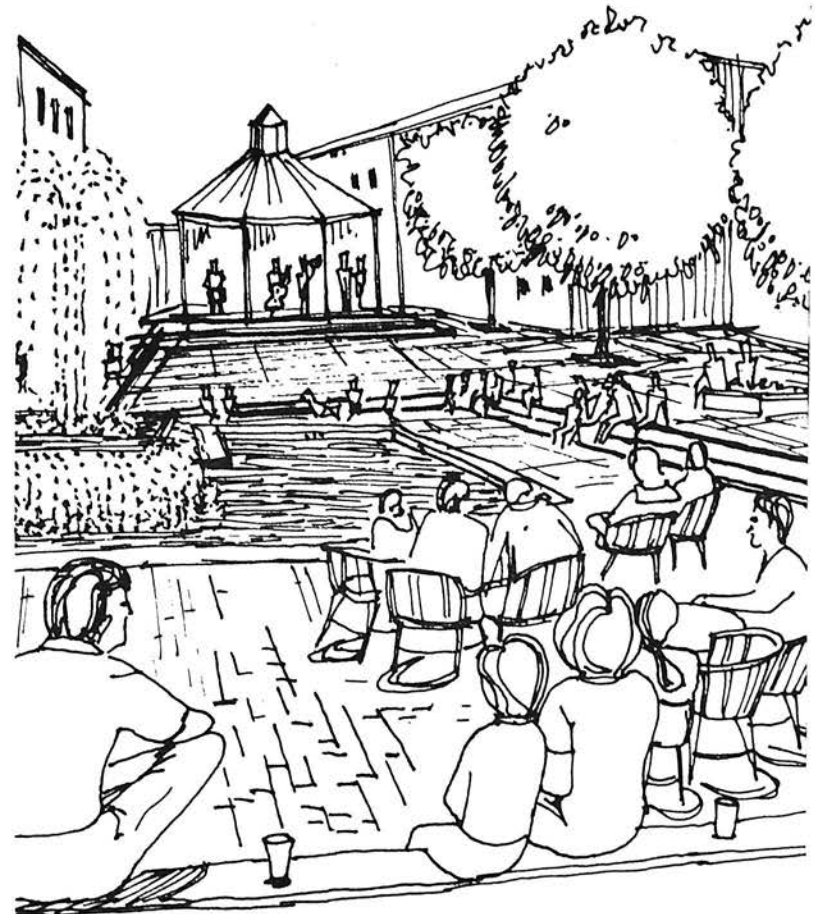
For a comfortable climate:

- plant dense evergreen hedges along northwestern edges of walkways.
- concentrate street trees for continuous shade with special attention given to northern and western sidewalks which receive the hottest sun.
- use awnings and covered walkways wherever possible for additional shade and shelter, especially where seating is provided.
- diminish glare and reflect heat with green planting strips where less densely trafficked areas permit.

For convenience:

- locate benches at gathering places, entrances and bus stops.
- encourage conversation by orienting benches opposite each other.
- provide a sufficient number of accessible bike racks at gathering places.

For a sense of security, adequate night lighting is most often mentioned as an important requirement. However, the actual lumen level is often secondary to the perception of light in fostering this sense of security. Therefore, the



pedestrian lighting may be lower in intensity but with a more visible source. A range of different lighting types can also call attention to its presence.

- floodlights highlighting trees and buildings while performing a design function as well.
- fixtures mounted near the ground washing the pavement with light.
- recessed fixtures lighting steps and walls
- strings of lights hanging on trees and structures for special occasions.

Special attention should be paid to the color of the light itself. A different color can call attention to an intersection or highlight a feature or differentiate pedestrian spaces from vehicular areas.

Other measures which contribute to this feeling of security are:

- barriers such as bollards, railings to separate pedestrians and vehicles.
- the overhead enclosure of free canopies and other outdoor "ceilings"
- views around corners and into adjoining spaces

3. Planting Guidelines

Individual efforts to landscape the downtown must not be discouraged but should be reinforced by strong guidelines from the Parks Department. A selected list of plant materials and site furnishings to be used throughout the

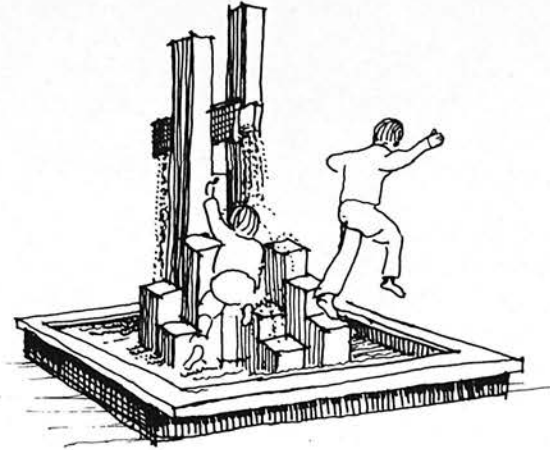
central business district can help reinforce the identity of the downtown as a special district.

The City should also develop minimum standards for incorporating planting in and around surface parking lots to mitigate their adverse visual and environmental character.

When trees are planted in an urban setting, they should be mature and well formed at the outset. Apart from their visual effect, larger trees tend to be more resistant to adverse urban conditions. Their relatively higher bottom branches permit views and free circulation as well.

Street furnishing standards, like planting standards should also be adopted by the city to strengthen a sense of internal design consistency in the downtown area.

This selection should include planters, benches, shelters, directories, kiosks and lighting fixtures, etc. Graphics and banners designed by local artists might also be included.



Acknowledgements

TOPEKA R/UDAT STEERING COMMITTEE

Warren R. Jones, A.I.A. Co-Chairman
Henry W. Schirmer, A.I.A. Co-Chairman
William R. Hale, A.I.A.
Robert Henry
Arther D. Jones
Gary G. Karst, A.I.A.
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Cindy Blair
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Judy Gingerich
William R. Hale, AIA
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John B. Hipp, A.I.A.
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Arthur D. Jones
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Warren R. Jones, A.I.A.
Gary G. Karst, A.I.A.
Robert D. Onek, A.I.A.
Ralph E. Persson, A.I.A.
Stan Peterson, A.I.A.
Henry W. Schirmer, A.I.A.
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EDITORIAL STAFF

Marcina Baker
Elaine Boose
Vickie Boose
Ann Davidson
Carol Dunlap
Virginia Eicholtz
Roanne Hofmann
Lee Hodges
Donna Huntsman
Karen Ireland
Pat Kennedy
Linnell Odoi
Jane Schirmer
Andrea Taff
Kathy Weekes

R/UDAT INTERVIEWS

The process for gathering the information needed in this study involved a large number of interviews with individuals representing government, business, industry, community agencies, neighborhood groups, and many other organizations, associations, etc. We extend our sincere thanks for the time and cooperation given to our team by these Topeka citizens. Our united effort will make Topeka a better place to live, work, and play.

We are also grateful for the many people who voiced their opinions at public meetings and who visited our work rooms to talk to the staff.



RONALD B. KULL, AIA
R/UDAT CHAIRMAN

Born in Cincinnati, Ohio; Ron Kull is the Principal Architect/Urban Designer for the City of Cincinnati, Ohio, and is a principal in the firm of Kull-Taylor Architects, Inc., also of Cincinnati. He received a Presidential Citation from The American Institute of Architects in 1979.

Educated at the University of Cincinnati, Mr. Kull is a member of The American Institute of Architects. He is a member of the AIA Urban Planning and Design Sub-Committee Steering Committee and a member of the American Public Works Society. His awards include a National Urban Design Award, two HUD Urban Design Awards, Cincinnati Chapter AIA Design Award, and, as a student, received an AIA Scholarship.

Mr. Kull has been guest lecturer, adjunct instructor, and guest critic at several major universities and has published "Environmental Quality Zoning" for the Urban Land Institute. His professional travels include extensive research throughout the United States, Canada, and the major countries of Europe.



BRIAN B. BASH

Brian Bash is a Principal in the firm of Economics Research Associates of McLean, Virginia. His areas of expertise are economic development planning and real estate and land use economics.

Mr. Bash has conducted and participated in a wide range of economic development studies. This work included analysis of industrial development opportunities, evaluation of public programs, and implementation planning.

He also has extensive experience in a wide variety of projects for private and public clients. This work has included market and financial feasibility analyses for residential developments, hotels, motor inns, resort conference centers, vacation home projects, specialty retail centers, neighborhood and regional shopping centers, office buildings, recreation/tourist attractions, civic and convention centers, and sports facilities, as well as public planning studies and fiscal impact analyses for residential and commercial developments and public facilities.

Brian holds an M.A. Degree in Economics from Pennsylvania State University and a B.A. Degree in Economics from Texas Christian University. He is a member of the National Association of Business Economists.



DR. CHRISTOPHER B. KEYS

Chris Keys is a registered Psychologist and is a visiting scholar at the Center for Educational Policy and Management, University of Oregon. He received his B.A. Cum Laude at Oberlin College; his M.A. at the University of Cincinnati. His Doctorate in Clinical Community Psychology was also received from the University of Cincinnati.

Dr. Keys is an Associate Professor of Psychology at the University of Illinois at Chicago Circle.

Chris also serves as Director, Court Services Human Relations Training and Research Project and, in 1974, received the Cook County Public Service Award. He was Co-Director, Evaluation of Project START in the Archdiocese of the Chicago School System.

He is a member of the American Psychological Association, the Association for the Advancement of Psychology and many other professional organizations. His writing and presentations have been varied and include such topics as "Third Party Intervention and Bargaining Behavior of Group Representatives" and "Exploration of Personal Politics and Political Commitment".



TED KREINES, AICP

Ted Kreines is a Principal with his wife in the planning firm of Kreines and Kreines, of Tiburon, California.

Receiving his B.S. in City Planning at the University of Illinois, Ted received his Master of City Planning and M.A. in Communications at the University of Pennsylvania. He is a member of the American Planning Association and the Association of Environmental Professionals.

Mr. Kreines serves on the Tiburon Board of Adjustments and Design Review and the Tiburon Hills Homeowners Association as a Director.

He has published papers on subjects such as, "Water, Water Everywhere, Except Where it Should Be" and "San Francisco: A Case Study of the Environmental Impact Assessment of a Local Housing and Community Development Program". His expertise relates to policy planning where in this field he worked with such cities as Portland/Vancouver, Oregon, and Foster City, California, and the County of San Mateo, California. In general planning, clients include the City of Monterey, California, and the State of Nevada. Previously, Mr. Kreines was consultant to the Rouse Company on the Greater Hartford Process in Hartford, Connecticut.



MURRAY C. MC NEIL, FAIA

Murray McNeil, Principal and Vice-President of MWM, Machinlay/Winnacker/McNeil AIA & Associates, Inc., of Oakland, California, is an architect and planner of highly diversified capability. He joined MWM in 1967 and became Principal in Charge of the firm's Guam office in 1970. He was made a Fellow of the American Institute of Architects in 1974.

He served on the AIA Committee on Design in 1979, is a member of the American Arbitration Association, the World Trade Club, and was Co-Founder and President of the Japan-Guam Economic Council.

Architectural projects completed under his direction include the Guam Reef Hotel, Guam Dai-ichi Hotel, Guam San Miguel Brewery, and the Chase Manhattan Bank in Hong Kong, as well as many California projects.

Planning projects under his direction include the Master Plan for the Guam International Air Terminal, the new capitol of the Federated States of Micronesia, Lonfit New Town on Guam, the Golden Gateway Redevelopment in San Francisco, and several facilities for the Bay Area Rapid Transit (BART) in San Francisco.



CYNTHIA RICE, ASLA

Cynthia Rice is a registered Landscape Architect and an Associate in the firm of Quennell Rothschild Associates of New York City. She is a member of the American Society of Landscape Architects, the Urban Land Institute, serves on the Executive Committee of the New York Chapter of ASLA and is a member of the National Trust for Historic Preservation.

Mrs. Rice received her education at Smith College where her degree was B.A., History of Art and Architecture, and a later degree of B.S. Landscape Architecture from the School of Architecture, City College of New York.

Cynthia serves her firm as a Project Director and has worked on such diverse projects as the Main Street Walkway in New Rochelle, New York (a \$3 million downtown streetscape), Rehabilitation of Flushing Meadows Corona Park (\$1 million), and a downtown redevelopment plan of Stapleton, Staten Island (for the New York City Office of Economic Development).

She has authored articles and conducted seminars and is listed in Who's Who of American Women.



DR. ROBERT K. WHELAN

Bob Whelan is Associate Professor of the Department of Political Science and Sociology at the University of North Florida in Jacksonville, Florida.

Dr. Whelan attended Columbia College in New York City and Georgetown University in Washington, D.C., and received his Doctorate at the University of Maryland. He teaches Urban Administration, Urban Dynamics, Environment of Public Administration, and Policy Analysis in the Masters of Public Administration Program and Urban Politics and others in the Undergraduate Program.

He also taught at Georgia Institute of Technology and was voted Outstanding Faculty Member in 1974.

Dr. Whelan co-authored "Urban Policy and Politics in a Bureaucratic Age" and has published other works on such varied subjects as "Citizen Evaluation of Federal and City Governments", "Study Unit on Urban Politics", "Mayors and Group Processes", and "Leadership Styles in Urban Societies".

His current research interest is neighborhood organization and urban service delivery.



JOHN KIRKWOOD WHITE

Kirk White, an Attorney and Principal in the firm of Linowes and Blocker, Washington, D.C., was born in Washington, D.C., and attended St. Albans School there. He attended Williams College in Williamstown, Massachusetts, and received his Juris Doctorate from the University of Pennsylvania.

His professional experience includes the position of Assistant Director of the District of Columbia Municipal Planning Office. His principal responsibility there was Chief of Zoning and Plan Implementation and Coordination of staffs. Mr. White was Executive Assistant to the Vice-Chairman of the District of Columbia Council and was Managing Attorney, Neighborhood Legal Services Program, and Adjunct Professor, Urban Law Institute, George Washington University.

He was a Staff Attorney for the U.S. Treasury Department, and served as a member of the Washington Planning and Housing Association.

Mr. White was also Chairman of the Board of Southeast Neighborhood House in Washington, D.C.

ROBERT AITKEN

Robert received a Bachelor's Degree in Business/Philosophy in 1975 from Principia College, Elsau, Illinois. He is currently a candidate for a Master's Degree in Architecture from the University of Kansas. Robert has had intern employment with a St. Louis architectural firm.

JULIE BRAND

Julie is a 5th year student at Kansas State University where she is working towards a Bachelor's Degree in Interior Architecture. Her major areas of interest are architectural design, graphic communications, space planning and photography. During the 80-81 school year, she will be a graduate teaching assistant in basic design for the Pre-Design Professions Department of the College of Architecture and Design.

KENNETH COOPER

Kenneth received a Bachelor of Architecture degree from Kansas State University in 1980. Previous work experience has included the Shawnee County Public Works Department and a Neighborhood Improvement Association project in Topeka. He is interested in urban design with particular emphasis on energy conservation.

MICHAEL J. CORGIATE

Having received a B.A. Degree from Westminster College in 1972, Michael is now a candidate for a Masters of Architecture degree at the University of Kansas. He is from Boston and is currently living in Kansas City.

KAY SMITH CRAWFORD

Kay is presently a 3rd year law student at Washburn University. During the 1980 session of the Kansas Legislature she served as a press aid and legal assistant for the House Minority Leader. Her interests are historic preservation, urban planning, and photography. Prior to her enrollment at Washburn, she received a B.A. in Journalism from Wichita State University.

ALFRED G. GURIERREZ

Alfred is a graduate student in the Public Administration Program of the University of Kansas and will graduate in May, 1981. He also received a Masters Degree in Urban Planning at Kansas University in May, 1980. Alfred will be a Governor Fellowship Intern beginning July 1, 1980, for one year. In the last year he was an intern for the Mid-America Regional Council in Kansas City, Missouri, assisting in the development of the Area-wide Housing Opportunity Plan for the Region.

SHU-NEU HSU

Shu-Neu is presently working on a Masters Degree in Landscape Architecture at Kansas State University. She received a B.S. degree in Horticulture from the College of Chinese Culture in Taiwan. She worked with a Kansas State University student team on a redevelopment plan for the Topeka Fairgrounds and also on a land-use plan for Downtown Topeka.

LESLIE (LYNN) COX - KEOHAN

Leslie is a graduate student in architecture at Kansas State University. Her under-graduate degree was in Architecture. With major interests in historic preservation, her Master's thesis will be devoted to the renovation of the Coates House Hotel in Kansas City, Missouri. Leslie has worked for the City of Pittsburg, Kansas, on the revitalization of the central business district.

TOM KEOHAN

Tom graduated in 1980 from Kansas State University. He is presently employed by the Office of Landscaping and Campus Planning at the University. Tom has had experience in urban design while working with an interdisciplinary design team. He helped develop a comprehensive citywide plan focusing on CBD revitalization, historic preservation, and open space/park systems for the City of Pittsburg, Kansas. Tom is a graduate student at Kansas State University and will be continuing with his education on the MBA level next fall.

CILLE KING

Cille is a graduate student in Architecture from the University of Kansas. Principle interests are regionalism, climatology, and integrated energy systems in architecture.

ROGERS MALONE

Rogers received a B.S. degree in Architectural Engineering from the University of Kansas in 1979 and a Bachelor Degree in Architecture in 1980. His final design project was the redevelopment of the Quality Hill area west of Kansas City, which included three historical districts and city landmarks.

TERRY McADAM

Terry is a junior at Washburn University in Topeka and is working toward a B.A. in Fine Arts. He received a degree in printing from the Kaw Area Vocational School in 1978. Terry's principle interest relates to layout and design of publications.

GWEN McCLURE

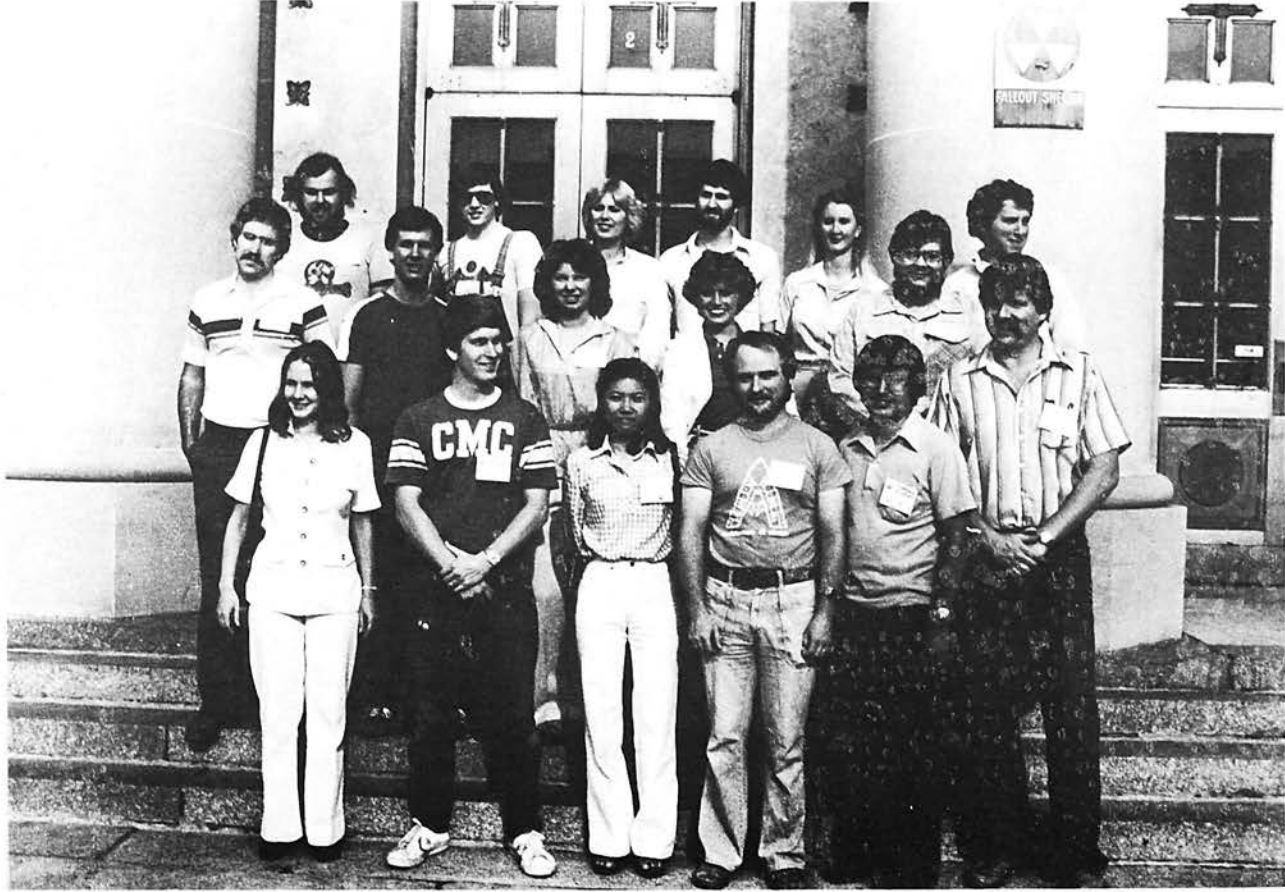
Gwen is now a 3rd year law student at Washburn University. She has been employed since January, 1979, by the Attorney General's Office as a legal assistant. Recent work related to the court-tested Tax Increment Financing law. She received a B.A. in 1978 from Kansas University in History. Interests are historic preservation and urban planning law.

DEAN ROBERTS

Dean is a 5th year student at Kansas State University. He is working towards a Bachelor of Architecture Degree. Major fields of interest include architectural and urban design incorporating various technologies of energy conservation which enhance the living environment. Dean is from Burlingame, Kansas.

ORIE WALL

Orie is a 5th year student of Architecture at Kansas State University. He lives in Topeka. During one of his semesters he worked with the student team which is redeveloping "Tennessee Town", one of Topeka's neighborhood improvement areas. His main concerns are for better research and programming for today's living environment.



1. Tom Keohan
2. Orie Wall
3. Steven Boege
4. Kay Crawford
5. Dean Roberts
6. Lynn Cox-Keohan
7. Terry McAdam
8. Robert Aitken
9. Mike Corgiate
10. Al Gurierrez
11. Ken Cooper
12. Shu-Neu Hsu
13. Gwen McClure
14. Julie Brand
15. Rogers Malone
16. Kelly Boylan
17. Cille King

