

REVITALIZATION OF THE DOWNTOWN AREA
CASE STUDY IN TOPEKA KANSAS

by

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INTRODUCTION

Downtown is the term denoting the commercial, office and governmental functions which tend to group in the central portion of the city. Downtown, also provides a place for community activities, structuring the social fabric of community involvement. Downtown growth in recent decades has been indicated by the growing number of cars and highways. Attractiveness of the downtown has diminished, owing to a lack of attention, financial support and physical improvement. Yet, despite constant fiscal and social problems, downtowns have not died. They have unlimited potential and possibilities for growth.

Topeka is the State Capital of Kansas with a population of approximately 160,000. It is constructed of fabric both old and new. However, its old fabric has declined; most obvious is its downtown area which has retained the characteristics of traditional administrative and commercial centers.

Through the years, there have been many private and governmental commitments to revitalize the downtown area. Capital City Redevelopment Agency (CCRA) which was formed in 1979 by the Topeka City Commission, proposed the scheme "Consideration Downtown Revitalization Plan, Topeka, Kansas" in February 1980. Furthermore, CCRA provided funds and

support for downtown revitalization and invited the Regional/Urban Design Assistance Team (RUDAT) of the American Institute of Architects to aid in the development of the downtown area. The RUDAT which met during June 6th to 9th, identified the issues of process, conflict, liability and proposed an initial strategy for the development of the downtown area to its full potential.

The major concept of this study is to suggest creative solutions of present problems and bold anticipation of future needs, and to enhance downtown Topeka's historical role as a governmental, cultural and commercial center. The need to approach the entire study on a regional, metropolitan and city wide scale is apparent. Thus, the relationship of Downtown Topeka to the city as a whole, as well as the concentration and distribution of the metropolitan area provides the context for study. Final solutions are shaped by a number of elements. Among the most important concerns are current and future population movement, location and impact of the existing and proposed highway system, and the pattern of future industrial and residential land use.

In addition, the problems of Downtown Topeka are diagnosed and synthesized into design conceptualizations congruent with the city's historical, cultural and natural features.

Diagram of redevelopment process:

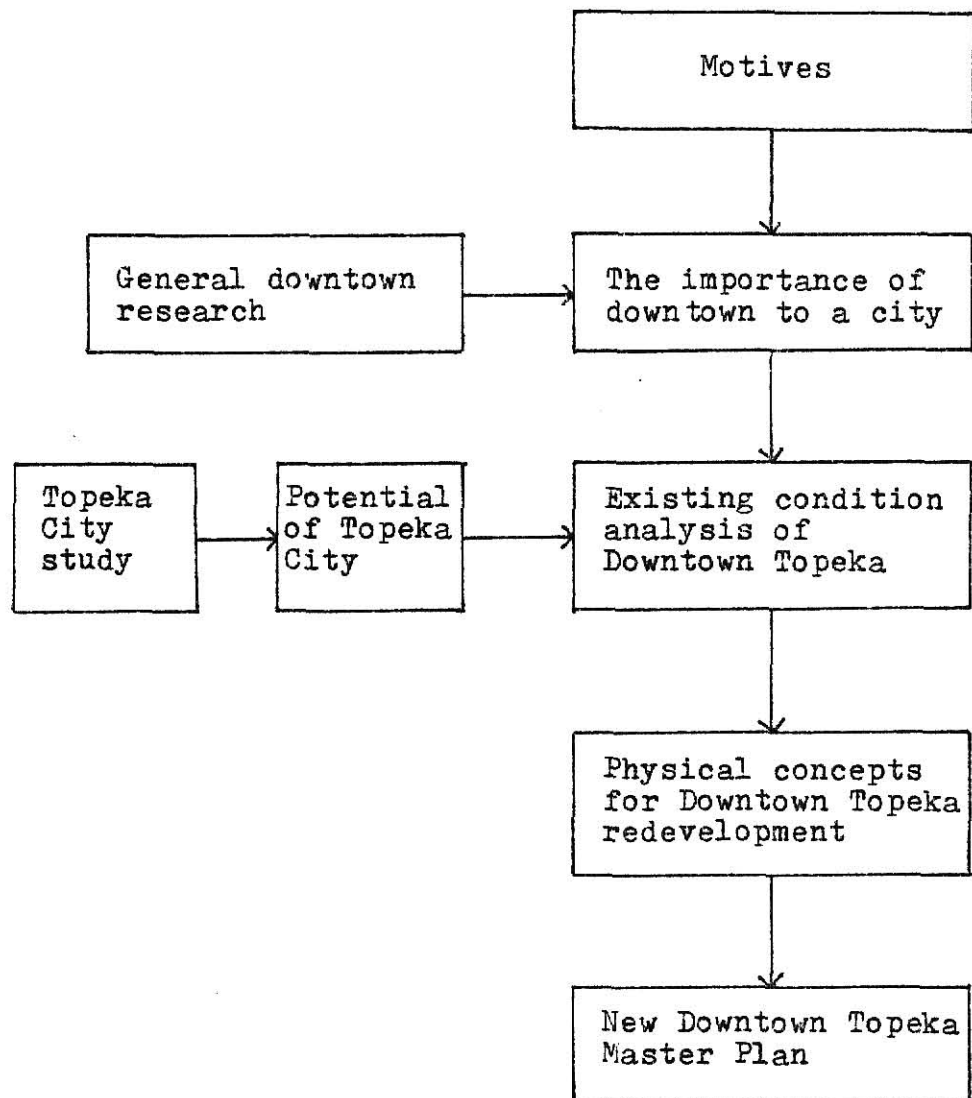




Figure 1a Topeka RUDAT Team, June 1980.
 (from left: J. K. White, R. B. Kull, T. Kreines,
 C. B. Keys, C. Rice, B. B. Bash, R. K. Whelan, M. C. McNeil.)

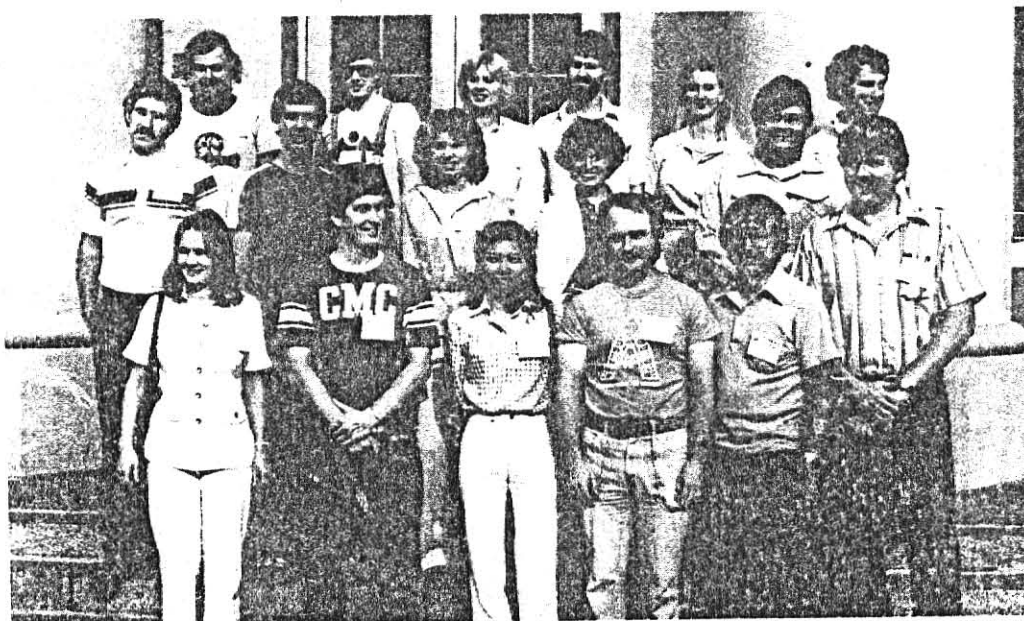


Figure 1b Topeka RUDAT Assistant Students.
 (Author: center of first line.)

Chapter 1

HISTORICAL BACKGROUND OF TOPEKA

The City of Topeka is rich in history and favored by nature. It was founded in the middle of the nineteenth century. Its geographic location has been advantageous to the area. In fact, this location is the key to Topeka's future development.

Before Kansas was an organized territory, Spain, England, France, Mexico, The Republic of Texas, and finally the United States, claimed all or a part of its vast plain. Francisco Vasquez de Coronado, a Spanish conquistador came in 1541, searching for the gold of the fabled Kingdom of Quivira, and became the first white man to travel this area.

Topeka lies on the rich sandy loam of Kansas (Kaw) River bottom land where Kanza Indians had lived for many years since the early 17th century. The first recorded visit by white men to the region was that of the French explorer Etienne Veniard de Bourgmont and his party when they crossed the northern portion of Shawnee County in 1742.¹ A number of explorers, including naturalist Thomas

¹D. W. Wallace and R. D. Bird, Witness of the Times: A History of Shawnee County. (Topeka Kansas: Shawnee County Historical Society, 1976), p. 3.

Say retraced de Bourgmont's steps in 1819.² Among the first permanent settlers in Topeka were three French-Canadian brothers. They married three Kanza Indian sisters and established a ferry over the Kansas River in 1842.

The Kansas Nebraska Act was signed on May 30, 1854, and Andrew H. Reader, a territorial governor was sent to Kansas. Reader reached Kansas and divided the territory, which then extended to the summit of the Rocky Mountains, into 17 electoral districts. Portions of the third, 12th and 13th became Shawnee County. With the territory of Kansas opened and organized, there was an influx of slave owners from Kansas' neighbor Missouri which was an old slave-owning state. Therefore, the New England Emigrant Aid Company provided abolitionist transportation to Kansas where it established communities, schools, mills, hotels, and those elements necessary for a strong, anti-slave, Free State population.

Undoubtedly, many people looked about for this newly born community. Late in November, 1854, nine men from Free-State Lawrence visited Tecumser. They discovered the site they wanted, approximately 25 miles upstream from Lawrence. It appeared both well watered and well drained, with high country near-by and good timber lands at a

²Ibid.

convenient distance. Thus, the men built a log cabin near Papan's Ferry on the Kansas River. On December 5, 1854, these nine from the Free-State met on the banks of the Kansas River at what is now Kansas Avenue and Crane Street in Topeka. They drew up an agreement and formed the Topeka Town Association. C. K. Holliday was elected president, and became the symbol of Topeka's founding.³ This organization was primarily responsible for the establishment and early growth of Topeka.

From the very first, Topeka was one of several towns rivaling to be the center of Shawnee County's political affairs. In the same year, Topeka became the county seat of Shawnee County, and the Territorial Legislature authorized the incorporation of the City of Topeka on February 14, 1857. Loring Farnsworth was elected mayor the next year.⁴

On January 29, 1861, Kansas was admitted to the Union as the 34th State. Topeka was awarded the honor of becoming the capital city of the state in an election held in November, 1861.⁵ The square of twenty acres of ground

³Ibid. p. 12.

⁴Ibid. p. 9.

⁵Ibid. p. 29.

upon which the state Capitol stands, was donated for this use by C. K. Holliday in 1862. Construction of the Capitol Building began in 1866, and was completed in 1903.

Ample available land of suitable nature, an abundant water supply, plenty of unfenced grass lands and relatively mild winters supported a large city and also contributed to the Regional Area's early population boom. According to the 1857 paper, *Prairie Star*, by February of 1855, there were only six house in all of the city.⁶ However, speed of construction was a hall-mark in the late 1860s. It astounded some such as the *Topeka* paper which reported in February, 1870:

"At sunrise yesterday morning the corner at Fifth and Monroe was a vacant lot, not a board or plank being visible about the premises. Tonight at 6 o'clock there had been built on that lot a comfortable four-room dwelling, and a family was in full possession of the premises."⁷

Railroads have played a key role in the development of Topeka. The Atchison, Topeka, and Santa Fe railroad shops were built in 1878. The Santa Fe railroad shop in Topeka is still one of the largest in the world. The great boom of the regional economy occurred in the 1880s. The Missouri Pacific, the Chicago, Rock Island, and Pacific railroads reached the city during this period.

⁶Ibid. p. 227.

⁷Ibid. p. 231.

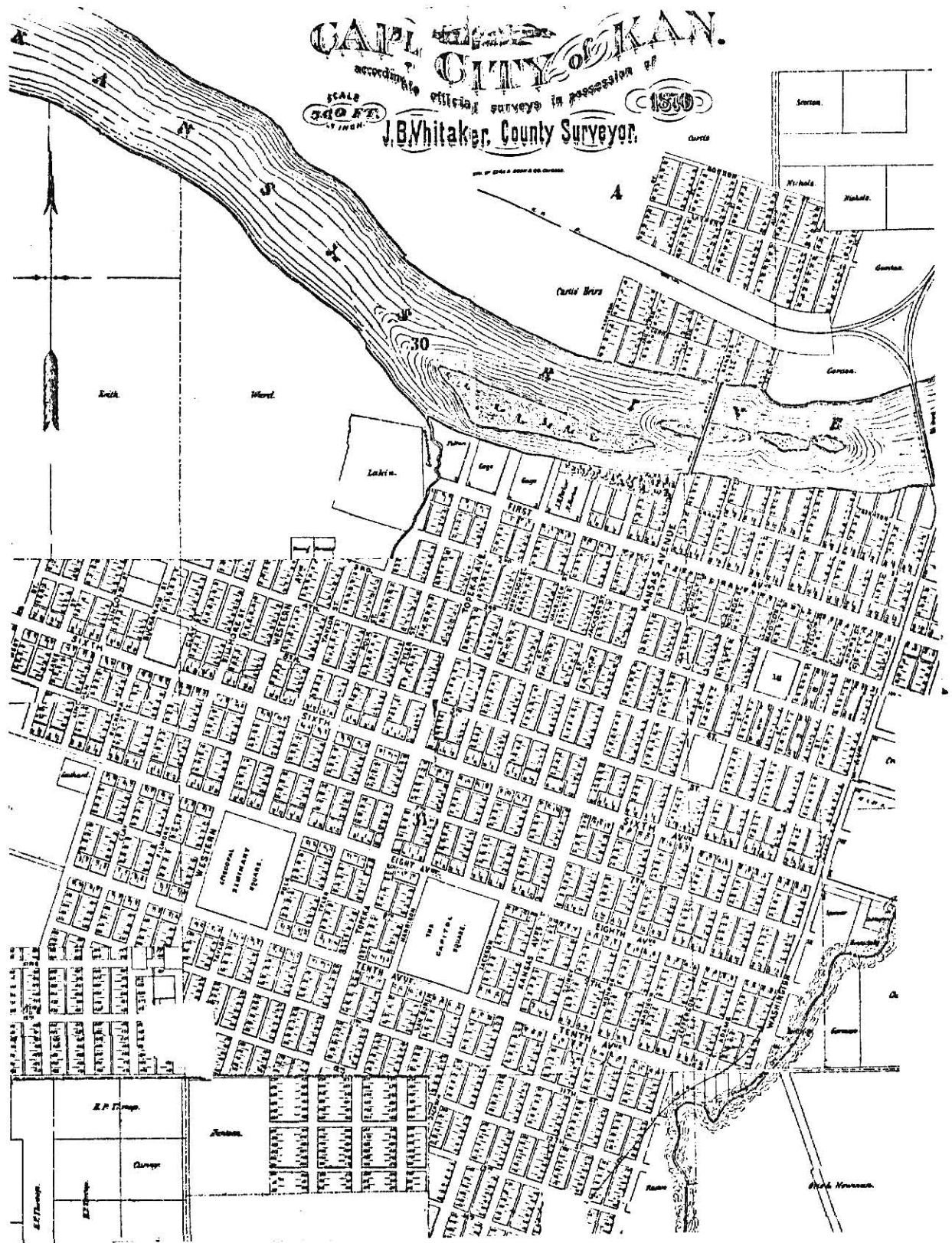


PLATE I Capital City of Kansas Map, 1870.

Source: F. W. Giles, Thirty Years in Topeka, 1886.

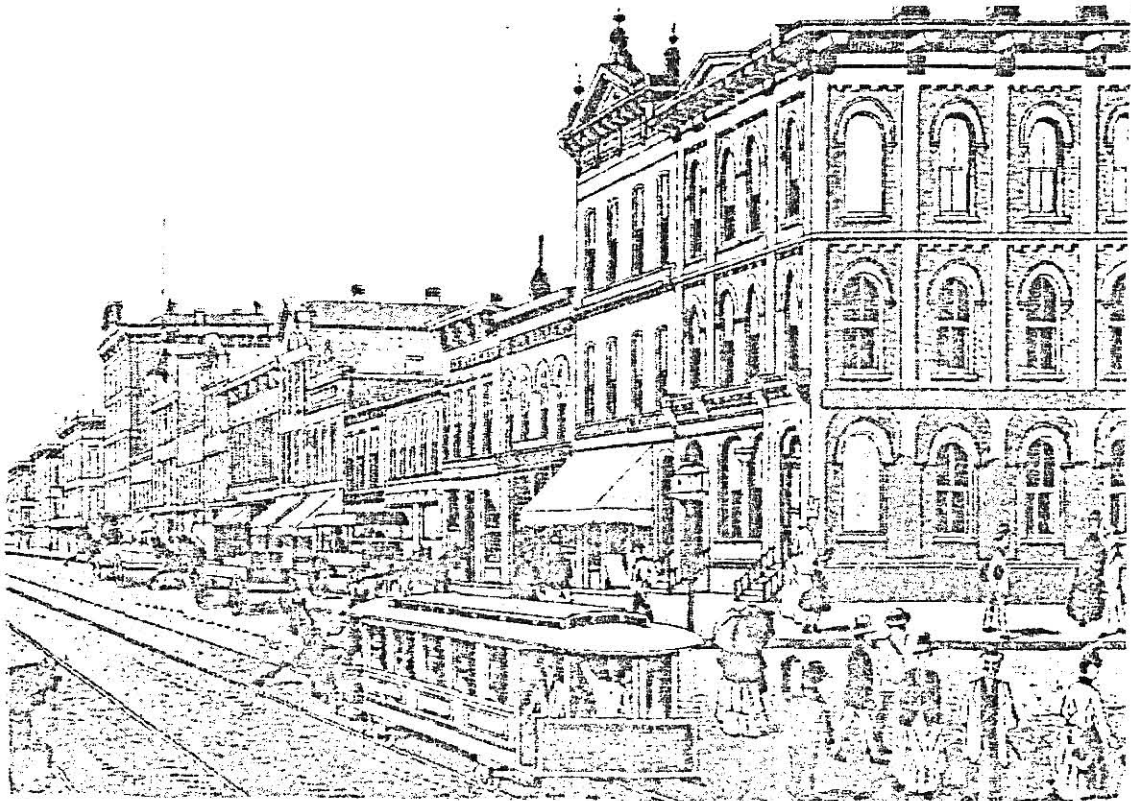
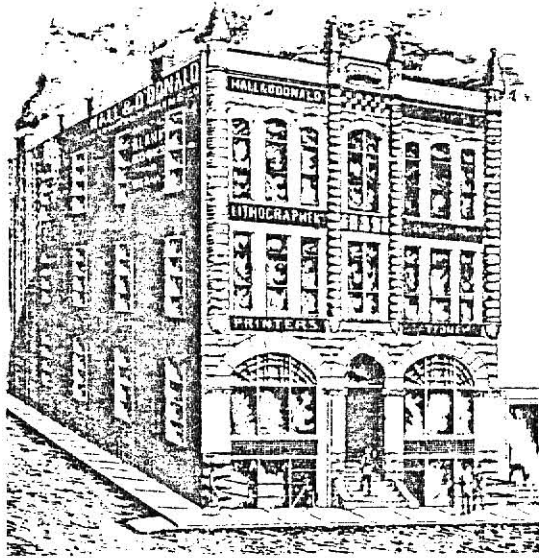


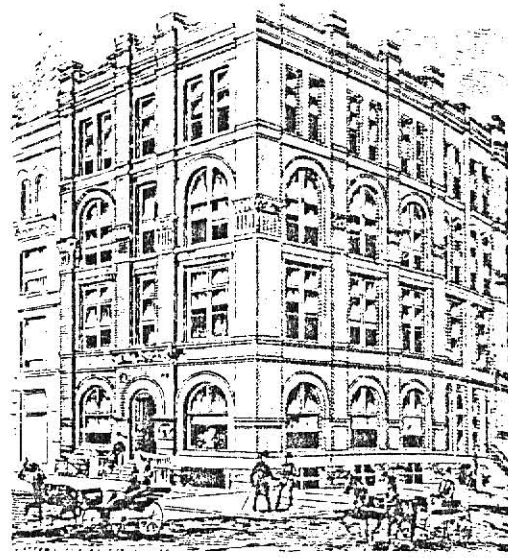
Figure 2 Kansas Avenue to the South -- 1887
(Shawnee County Historical Society)

During 1888, approximately 3,000 new buildings were constructed. Four major office buildings which still stand in Downtown Topeka were begun or completed. These include the ^{*gone*}Thatcher Building, Wolf's Jewelry at 725-727 Kansas Avenue, the Crawford and the Know (now the Columbian) Buildings. (Plate II)

This boom was, however, short lived. The affliction of nation-wide depression did not really hit Topeka until 1891. "Topeka's rate of population growth, which had been 100.7 percent for the decade 1880-1890, dropped to 8.4 percent for the 1890-1900 decade."⁸ During the depression

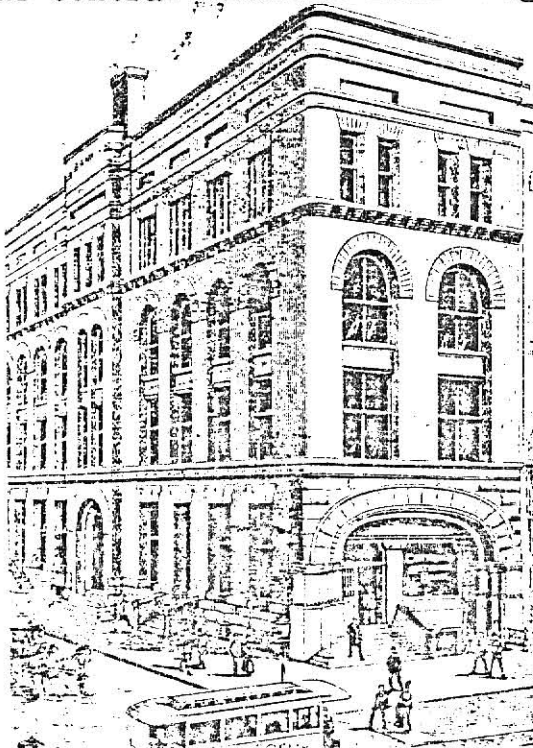


The Thatcher Building



The Crawford Building

The Central National Bank Bldg.



The Knox Building

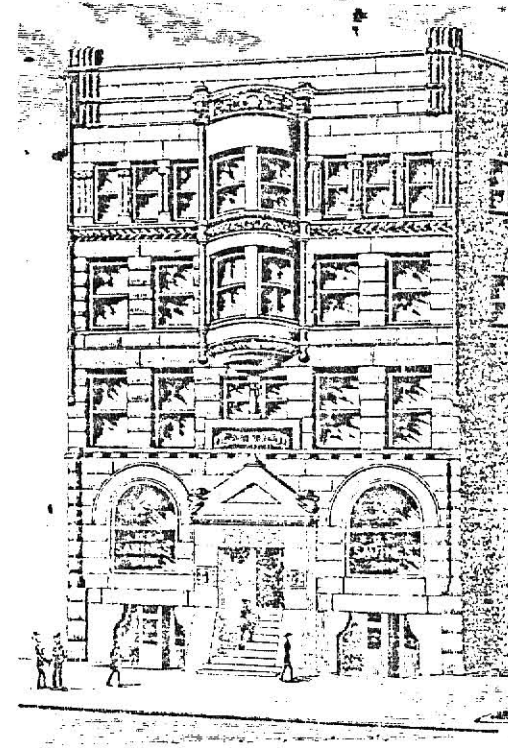


PLATE II Four Examples of Topeka's boom of 1888.
 (From "The Saturday Evening Lance, December 22, 1888,
 and June 15, 1889)

years, Topeka's rate of growth fell to its lowest point in the history of the city.

In the Spring of 1903, a flood on the Kansas River deluged North Topeka, an industrial section containing a number of large flour mills and lumber yards. Floods in 1908, 1923, and 1935 created uneasiness among residents of North Topeka. Having survived the depressions of the 1890s and flood period, Topeka welcomed with enthusiasm the new motor age. Topeka's regional growth kept pace with the rest of the nation. World War II brought many changes to Topeka's economic setting. Although Topeka did not experience rapid industrialization, as did many cities, the installation of an Army Air Force Base South of Topeka, greatly accelerated the city's growth. The addition of a number of plants, including those of Hallmark, Dupont, and Goodyear, diversified the economy, and prevented it from becoming dependent on one sector.

Through the years, serving as the state Capital and county seat, Topeka has developed a high level of federal, state and local government agencies. Railroads, agriculture, whole sale distribution, retailing and many other types of industry and business have given Topeka a stable, better-than average life and economy.

⁸The Topeka-Shawnee County Regional Planning Commission. Preliminary Land Use Plan: Master Plan Report 3, (August 1962), p. 4.

Recent renewal efforts have revitalized the downtown with the construction of two major department stores, many new large office buildings, parking garages and motels in an effort to maintain its role as the dominant retail, office, transportation, and commercial center of the region. However, some of the efforts are not as successful as hoped. Downtown Topeka still needs a complete redevelopment plan to brighten its image, and revive its economy.

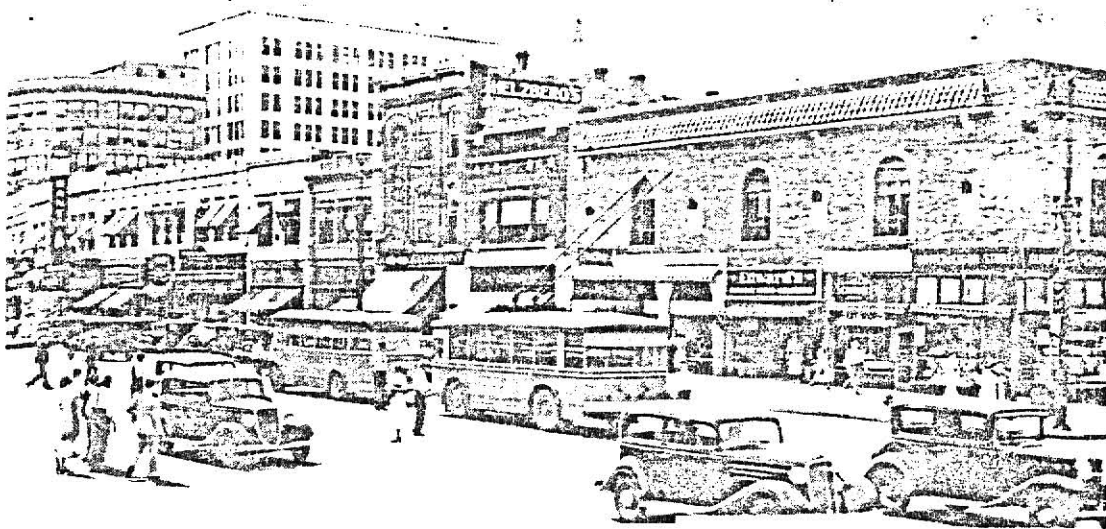


Figure 3 800 block of Kansas Avenue -- 1935
(Kansas State Historical Society)

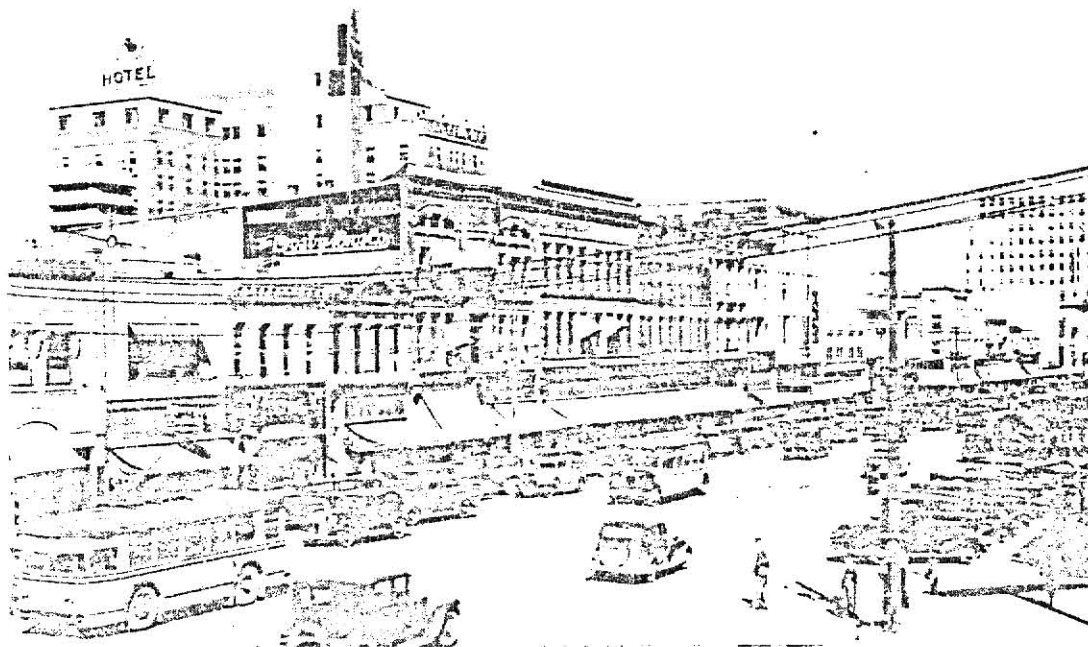


Figure 4 700 block of Kansas Avenue -- 1935
(Kansas State Historical Society)

Chapter 2

THE IMPORTANCE OF DOWNTOWN TO A CITY

Downtown has been the heart of a city. Its health is essential to the health of the urban organism. It is the most highly urbanized area, containing a complete range of urban functions not only in the fields of business and civic administration, but also in cultural, recreational, social and spiritual activities as well. Residential quarters are of high quality and density. In recent years, with the development of expressway systems and trucking industries in the city, employment has begun its decentralization; moving from city center to suburbs. The outward movement of people will be matched by an outward movement of jobs. The movement of jobs will reinforce the movement of residences. The Census underscores the situation in terms of population shifts, which have been dramatic in the past decade. In 1870, the nation's suburbs, with more than 71 million residents, contained the largest sector of the population.⁸

Basically, downtown was built yesterday for yesterday and not for today or tomorrow. A substantial amount of

⁹Peter Wolf, The Future of The City: New Direction in Urban Planning, (New York: Whitney Library of Design, 1974), p. 13.

physical change must be made if downtown will perform both its traditional functions and new functions. Peter Wolf, in the document The Future of The City stated "Today, cities, and particularly their downtowns are at a critical point in time. Some will be renewed and revitalized, especially if wise policies and sound decisions are made by public administrators and private interests in the very near future."¹⁰

Downtown is considered a unified economic area. The tax base of any downtown is of great importance to a city. The tax base of most central cities is composed of three elements: (1) property values; (2) volume of trade; and (3) average income.¹¹ The tax base on which local taxes are levied has grown more slowly within cities than within suburbs, and in some instances has actually declined. Robert Reischauer, in a study Fiscal Problems of Cities, compared the rates of tax base growth in selected large central cities and their suburbs. He pointed out that with few exceptions, all three elements of the tax base: property values, trade, and income -- are growing more

¹⁰Ibid.

¹¹Congressional Research Service, The Central City Problem and Urban Renew Policy, (Washington D. C.: U. S. Government Printing Office, 1973), p. 30.

rapidly in suburbs than in central cities.¹² The slow growth in tax base is understandable; population changes in central cities are undermining an important component -- the residential property tax base. Competition with the downtown comes from suburban shopping centers.

The downtown of a city has traditionally provided place of residence and recreation, as well as the economic functions of trade and manufacturing. As towns grew, some functions may have displaced others, but at no time did the total downtown economy shift from one area into another area of the city. Economic functions have predominated and continue to dominate downtown areas.

The economic systems of downtowns often make it a unique place; unique in its land use patterns, variety of economic inter-relationships, and activities which can not be duplicated elsewhere in the metropolitan area. The metropolitan area which does not have a strongly functioning downtown is probably a depressed area. A metropolitan area with a weak downtown is likely to lose out on new enterprise ventures which are normally downtown oriented.

Downtown is seen as a high land value area. Only massive commercial types can offer the high cost of land; this is a major problem. It is seen that inefficiency is a

¹²Robert D. Raischauer, Fiscal Problem of Cities, in Setting National Priorities: The 1973 Budget, Table 9-6, (Washington D. C.: Chamber of Commerce of The United States of America, 1974), p. iv.

characteristic of downtown because of the deterioration and obsolescence of the structures. No matter how congested downtown may look, often, literally acres of land lay unused. This contrasts with the modern shopping center where virtually every square foot is utilized. Downtowns have many barriers to new investment notwithstanding it is a place of tremendous potential.

Significant changes have been taking place in manufacturing, office operations, retailing, and in residential housing. These factors have had drastic impact on downtown's economy and the changing roles of the downtown.

There are recent trends which indicate central cities are going into another cycle and will again become home to more of the middle class and business. The energy crisis is incentive to return to central city living and working. there are also other factors which have been acting in our society: the smaller families, the increasing number of working women and desire for a quality of life with the social and cultural benefits only a downtown can provide.

In a U. S. Chamber of Commerce report entitled Downtown Redevelopment, downtown revitalization means "business development, jobs, preservation of property values, the ability to retain and obtain employees who are responding to a better working and living environment."¹³

¹³The Urban Strategy Center, Downtown Redevelopment, (Washington D. C.: Chamber of Commerce of U. S. 1974) p. iv.

It also means "new tax revenue -- from revitalized land, new employment and increased sales -- for a local government. In turn, new revenues will mean better public service."¹⁴ A profitable renewal is a lengthy undertaking involving the economic, social, cultural and political goals of a community. It is practical, functional, economic and culturally rich.

To achieve this kind of revitalization, requires plans by public agencies, economists, architects, landscape architects, planners, engineers, property owners and businessmen. Another important element which needs to be considered in the revitalization of our cities is the development of a particular individuality and special image. The desire for new and interesting happenings, which the different character of each can provide, would be an additional attraction for visitors and tourists as well as a source of pride for the local community.

"The downtowns are crucial areas for redevelopment. They are the base of a city's financial health and the drawing force for its people. They are the image of a city, the symbol of its total environment."¹⁵ A downtown plays a special role in urban revitalization. Not only it is a

¹⁴Ibid.

¹⁵Ibid.

center of commerce, employment, and revenue, but it defines the image of its city for those whose investment decisions will affect the future of the city's neighborhoods and its industrial base.

Chapter 3

CASE STUDIES OF DOWNTOWN REVITALIZATION

Across the country, cities and towns of all sizes are or have been engaged in the study and development of their downtown areas. The complexity of the problems and the dissimilar situations of these individual cities have been reflected in a number of different solutions. They have built downtown malls, and changed their streets and pedestrian traffic patterns to better meet the needs of their shoppers; they have reclaimed their waterfronts and built civic centers and sport stadiums; they have expended great efforts to make their downtown more attractive to citizens and business. Following are a few brief case studies of various community's objectives in conducting downtown redevelopment studies.

Fresno, California

Fresno, California is a city which had a population of 165,970 in 1970. During the 1950s, the downtown core which contained the major portion of business and governmental activities, was finding it difficult to maintain its growth rate. Retail and assessed valuations were still high, but percentage of total city sales and total city assessed valuations were decreasing rapidly. Residential development

had spread outside the city limits and into the suburbs, where shopping centers and industries geared themselves to the convenience of motorists.

The plan for Fresno's renewal soon evolved with a system of pedestrian streets as its heart. The Central City Master Plan was completed in 1958. The goals of Fresno's program were not only commercial and economic. The city wanted to accomodate the social and transportation needs of its residents as well.

The major revitalization objectives were as follows:

Central Area

1. To strengthen the city as a whole rather than over emphasize the central area.
2. To program future land and building need for all central area uses.
3. To resolve future freeway alignments to provide optimum service for the renewal areas.
4. To design an entire street and roadway network within the central area with related parking and the best possible service for all land uses.

Core Area

1. To treat the central retail district as a super block that is pedestrian oriented.
2. To designate assets that could be retained and utilized for new development.
3. To plan adequate parking in strategic multistory

garages surrounding the super block.

MAJOR DOWNTOWN REDEVELOPMENT

1. Fulton Mall

Fulton Street is a traditional shopping street congested with traffic. Fulton Mall was located on this street and designed to draw people to downtown. It emphasized not only commercial variety, but also human comfort. Its six blocks are filled with fountains, sitting and play areas, trellises and shade trees of varied scale and configuration. Its paving and sitting patterns encourage people to make use of the entire mall area, not just the narrow strips in front of the stores.

2. Parking

There were 323 parking spaces completed as the first step in renewing the downtown area. In 1971, another 3,000 parking spaces were added.

IMPACTS

1. Retail sales have increased between 10 and 30 per cent along Fulton Street within the surrounding district.¹⁶
2. Environmentally, the Fresno's downtown conditions have been improved. Recent air pollution, noise

¹⁶Robert Brambilla and Gianni Long, Banning the Car Downtown: Selected American Cities, (Washington D. C.: Institute for Environmental Action, 1977), p. 69.

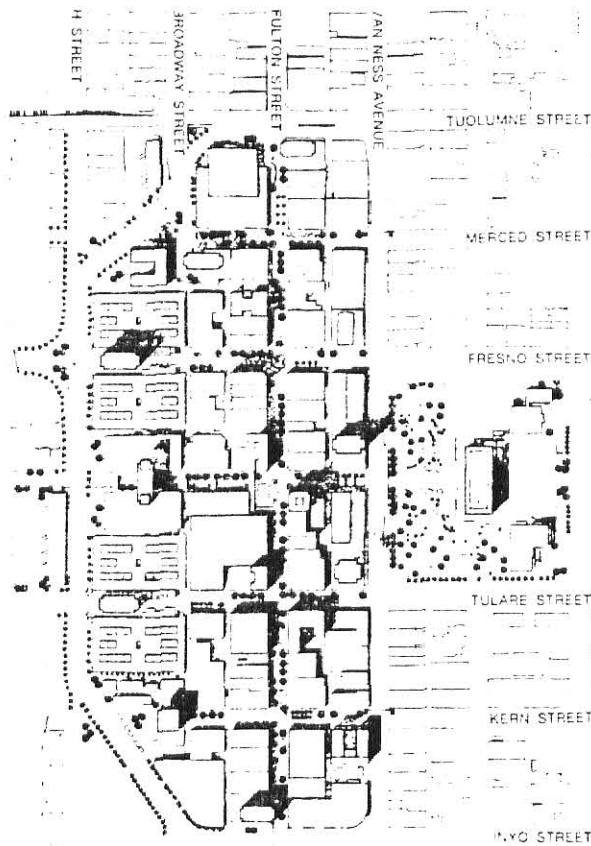


Figure 5
Master Plan of Fulton Mall.

Figure 6
View of Fulton Mall.
(Photographs
courtesy of Gruen
Associates.)



levels, crime, and accident rates have decreased.¹⁷

3. Since the Fulton Mall was constructed, almost 50 million dollars in private funds have been invested in downtown construction, along with 50 million of public money.¹⁸
4. When the Fulton Mall was completed, it drew 57 percent of the Fresno retail market, up about 9 percent in retail sales. By 1971, however, after the opening of a second major shopping center in the suburbs, Fulton Mall sales leveled off to 49 percent of the market.¹⁹

Minneapolis, Minnesota

Downtown Minneapolis redevelopment is one of the most successful examples in America of the cooperative efforts of private and urban design structures. Minneapolis is Minnesota's largest city. The city's population in 1970 was 434,000. Within its core area approximately 82,500 people work, half of them commuting by bus, and the other half by automobile.

Downtown Minneapolis in the 1950s was a healthy city,

¹⁷Ibid.

¹⁸Ibid.

¹⁹Harvey M. Rubenstein, Central City Malls, (New York: John Wiley & Sons Inc., 1978), p. 108.

but businessmen recognized some symptoms of decay: loss of one major company to suburbs; shopping centers under development; a planned interstate freeway with unknown effects on the downtown and; rising taxes as retail sales began to sag.²⁰

The purpose of a renewed retail area was not to be more competitive with suburban shopping centers; but to strengthen the downtown as a whole. It would stimulate office construction, which would in turn, increase the retail market.

SPECIFIC PLANNING OBJECTIVES

1. To improve access and encourage mass transportation usage by making mass transit more attractive.
2. To create new opportunities for promotion of the retail and central business areas.
3. To encourage private investment by creating a stable environment for retail sales.
4. To improve pedestrian circulation in terms of efficiency and comfort.

MAJOR DOWNTOWN REDEVELOPMENTS

1. Skyway system
 - a. This would connect almost all the major buildings at an upper level by bridges.

²⁰Downtown Redevelopment, p. 16.

- b. The system was initiated in 1962; by 1985, 76 skyways will connect 64 blocks.²¹
- c. It is a significant aid to year-around pedestrian movement.

2. Nicollet Mall

Nicollet Mall (Fig. 8,9) is located on Nicollet Avenue, the main street of the shopping district in Downtown Minneapolis.

- a. Technically, the mall is a transitway with traffic limited to buses, taxicabs, and minibuses.
- b. Each block is distinguished by its own individual character, with continuity provided by lighting, graphics, street furniture and paving.
- c. Nine-tenths of the mall's maintenance costs are borne by the merchants as part of another special assessment.
- d. Its thoughtful design and the careful attention paid to its detail have made it the most successful example of a pedestrian street in America.
- e. Minneapolis is currently considering the extension of the mall into new development areas and residential districts.

3. Hennepin County Government Center

- a. This is an apparently confused urban design solution.

²¹Rubenstein, op. cit., p. 223.

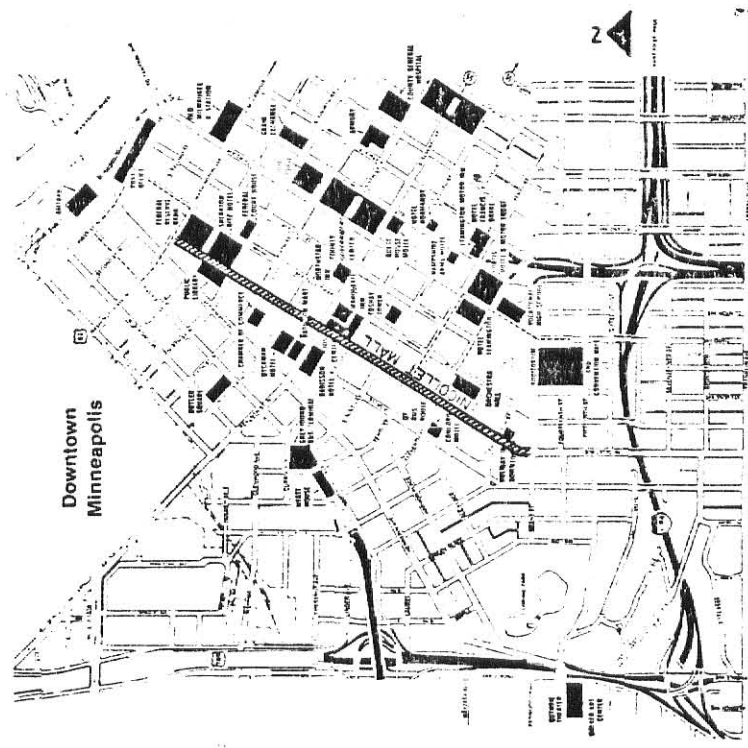


Figure 7 Plan of Downtown Minneapolis

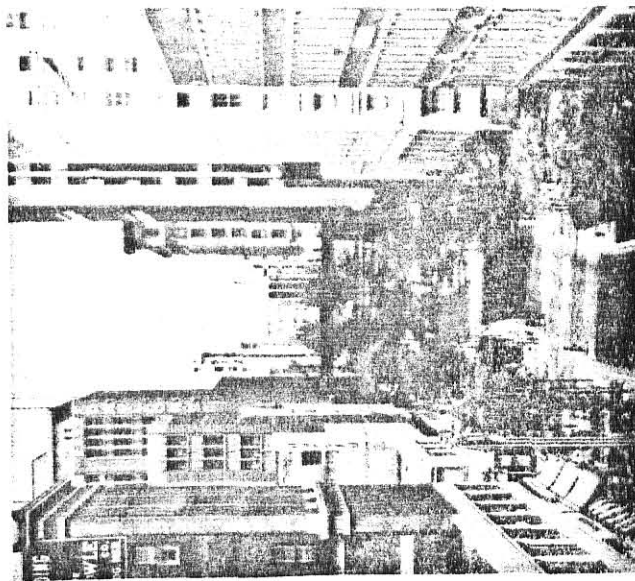


Figure 8 View of Nicollet Mall



Figure 9 Plan of Nicollet Mall
(Downtown Council of Minneapolis)

- b. Constructed to bridge a street, the conrthouse creates a street under the building, which is not only dark, but also unpleasant to walk.

4. Loring Park Development District

Loring Park connects to Nicollet Mall by the Loring Greenway, which is an auto-free pedestrian area with shopping and recreational activities that serve as a spine throughout the new development.

IMPACTS

1. Nicollet Mall has proven beneficial to retail sales. Sales along the mall have increased by a minimum of 14 percent since the mall was completed.²²
2. The mall has reduced noise and air pollution, traffic congestion, and pedestrian hazards.
3. Since the city's participation in the development process has lowered the cost of land, the development hopes to include features otherwise not feasible, such as landscape courts and covered parking areas.
4. Nicollet's success may even effect the residential potential of the downtown.
5. Nicollet has helped to strengthen other areas of downtown. The impact of the mall has spread beyond

²²Brambilla and Long, op. cit., p. 43.

its immediate area to improve the regional center and its environs, thereby gaining a national image.

6. The relationship in Minneapolis between the private and public sectors has produced some of the most interesting urban design ideas found in American cities.

Philadelphia, Pennsylvania

Philadelphia is the fourth largest city in the U. S. with the population over 1.9 million. Philadelphia, like all American cities, has serious urban problems. In 1947, Philadelphia was a run-down city, saddled with a corrupt political machine. Civic morale was low, and no new buildings has been constructed in the downtown area. In 1956, at the request of the city government, key civic, business, professional and labor leaders agreed to fund and staff a nonprofit corporation to work with the national, state and local governments in formulating Center City Plans. The comprehensive plan for development first formally issued in 1961 has often been amended to meet new economic and social conditions, and its impact has been significant. But the success of the plan is due more to architect/planner Edmund Bacon's long commitment to Philadelphia than to the plan itself. For instance, the most recent developments in and near Penn Center and along Market Street East have at last fully embraced Bacon's original concept.

Today, of the 225,000 people who work in the downtown area, 70 percent of them travel to work via public transportation. The downtown development of Philadelphia is related to a clear, three dimensional structure that interweaves automobile, rail and pedestrian movement systems, terminal facilities, parking garages, public and private open spaces, greenways, malls and buildings.

MAJOR DOWNTOWN REDEVELOPMENTS

1. Society Hill

This historic neighborhood had completely deteriorated by the mid-1900s. To date, the Philadelphia Historical Commission has designated nearly 5,000 buildings in the city as historic landmarks. About 700 lie within the Society Hill area. A key 15 acres in the most historic section was occupied by a decrepit produce market which spread traffic congestion, dirt and noise over a wide area. The neighborhood now has renewed and provided space for a system of greenways, small parks, new houses, and a few carefully placed highrise apartment buildings.

Impact

The 20-year history of Society Hill is a model of urban renewal. It has enticed many middle and upper income families back from the suburbs, increasing the population in the center of the city by about 50,000 people between 1960 and 1970, about 13 percent.

2. Independence Mall

Independence Mall was first conceived in the 1930s as a suitable setting for Independence Hall, then closely surrounded by small mainly 19th century buildings, a few being almost as historic as the hall itself. In the 1940s, it was cleared as a national historical park. In the 1950s, the mall on the three blocks to the north was provided with new landscaping, pavilions, fountains and an underground garage, completing the project in 1967. In the ensuing years, the area has been the site of a building boom of major proportions.

3. Chestnut Street

The Chestnut Street development is located along one of Philadelphia's busiest downtown shopping streets. This development comprises a 12-block transitway. Normally, three lanes of traffic on Chestnut Street narrow to two lanes, exclusively for the use of buses in the mall area. The narrower road allows for wider sidewalks, all-new street furniture and graphics.

Impact

The mall began operation late in 1975, and Christmas sales that year jumped 12 to 14 percent.²³ The pedestrian circulation on Chestnut Street has been improved.

²³Kenneth Halpern, Downtown USA: Urban Design in Nine American Cities, (New York: Whitney Library of Design, 1978), p. 117.

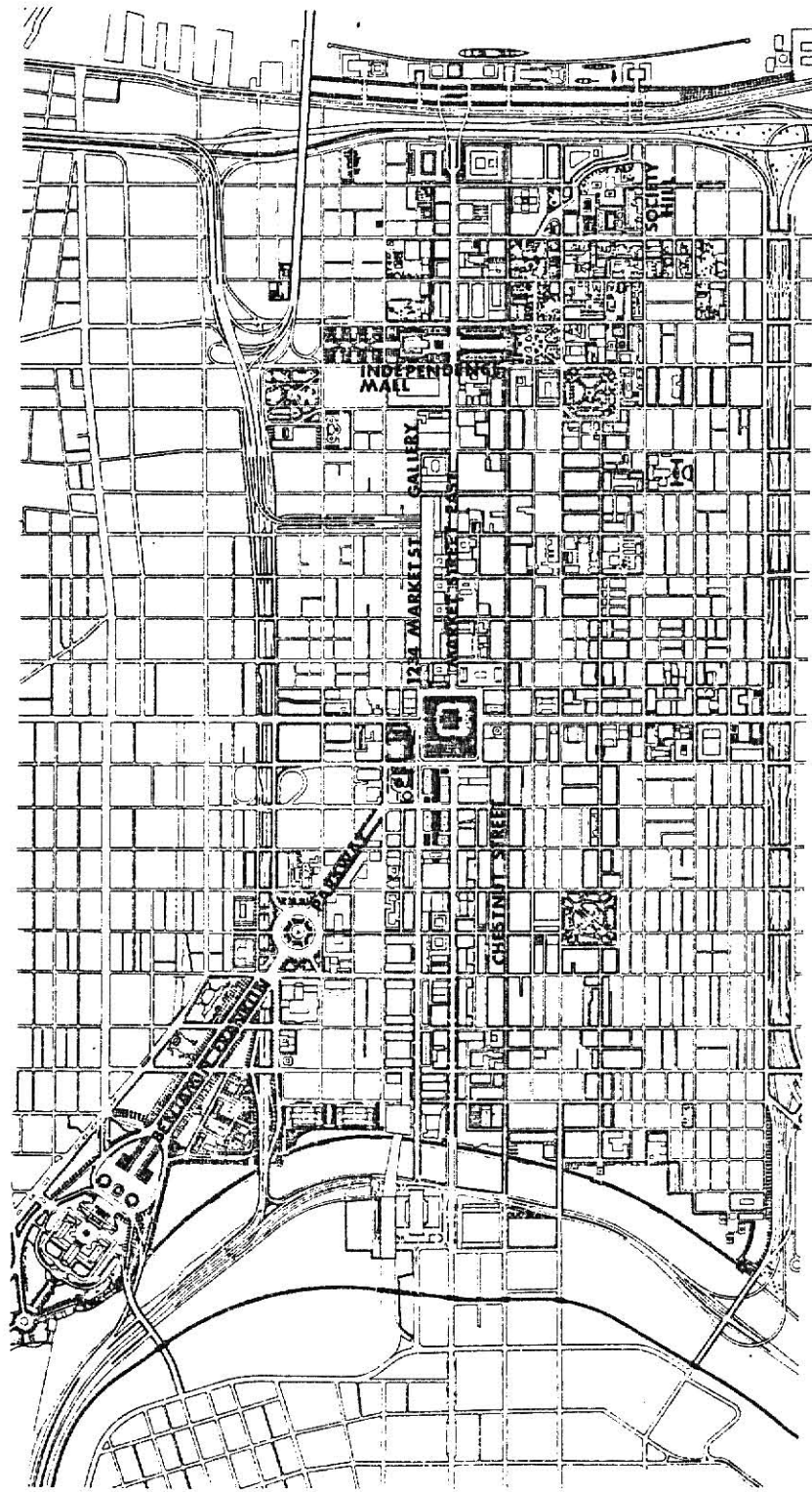


PLATE III Comprehensive Plan of Downtown Philadelphia
(Courtesy Philadelphia City Planning Commission)

4. Market Street

Market Street had been Philadelphia's main retail core since the 1700s. However, it had declined drastically in recent decades. The city's comprehensive plan proposed the regeneration of Market Street East as a city and regional shopping center. The goals of the project are to (1) reverse the decline in downtown retail activities; (2) help the center city capture a major share of the anticipated office demand through 1985; (3) integrate and provide new links in a potentially superb public transportation system; (4) and create a human pedestrian environment for business, shopping, working and entertainment.

The major development projects on this street are:

1234 Market Street

The finished building is an exceptional piece of urban design. Two-thirds of the area of lower level, grade level, and upper mezzanine level of the building is devoted to a glass-enclosed public space lined with shops.

The Gallery

Viewing the success of 1234 Market Street, the Philadelphia Development Authority planned a shopping mall called The Gallery which combines the best attributes of both urban and suburban retail shopping. The Gallery has been opened just over two years now. Its success during that period shows no signs of letting up.

The Market Street East Transit Mall Center represents

an intense mix of urban elements in a relatively small area, imaginatively devised to attract joint public and private financing. The entire Market Street East scheme is the kind of urban planning and design that one has come to expect to see only in drawings. But, in Philadelphia, these kinds of schemes become realized.



Figure 10a (left)

View of Chestnut Street
transit-mall.
(Courtesy Ueland and Junker)

Figure 10b (right)

View of exterior of
the Gallery.
(Courtesy Bower and
Fradely)

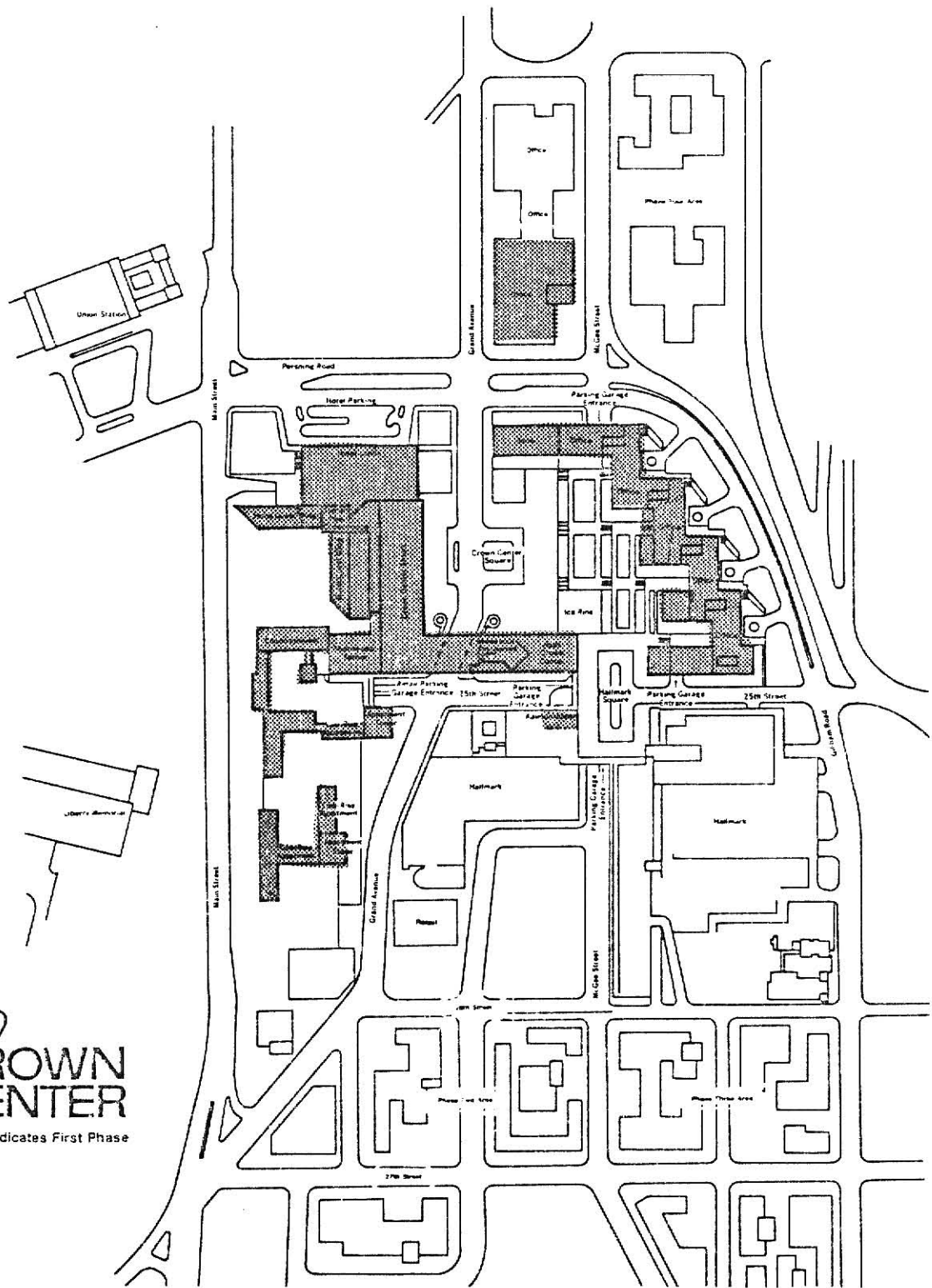


Crown Center -- Kansas City, Missouri

Crown Center is an 85-acre mixed use development about 12 blocks south of the Kansas City, Missouri, CBD. It is designed to revitalize a deteriorating area adjacent to the central city headquarters of a major corporation. Initial planning began in the mid-1950s. The original concept for redevelopment of this blighted area was formed by Joyce C. Hall, founder and board chairman of Hallmark Cards. Over a decade of planning, development began in 1968, and is targeted to complete by 1985.

The project incorporates a multiplicity of land uses which have been integrated in such a way as to create highly vital and dynamic urban environment. The design features include office space, a hotel, retail facilities, residential towers, entertainment, covered parking, pedestrian environment, and recreational components. (See Appendix B for project data)

Crown Center is a good example of how private industry can be instrumental in rebuilding deteriorated areas of the inner city. Its rapid growth and success appear to be the result of three major factors: adequate financial resources provided by a patient developer; a realistically-phased master plan offering a complete, human-oriented on-site environment; and support and cooperation from the Kansas City government and community. The project is providing thousands of new jobs to the impetus for new investment and revitalization in the nearly downtown area.



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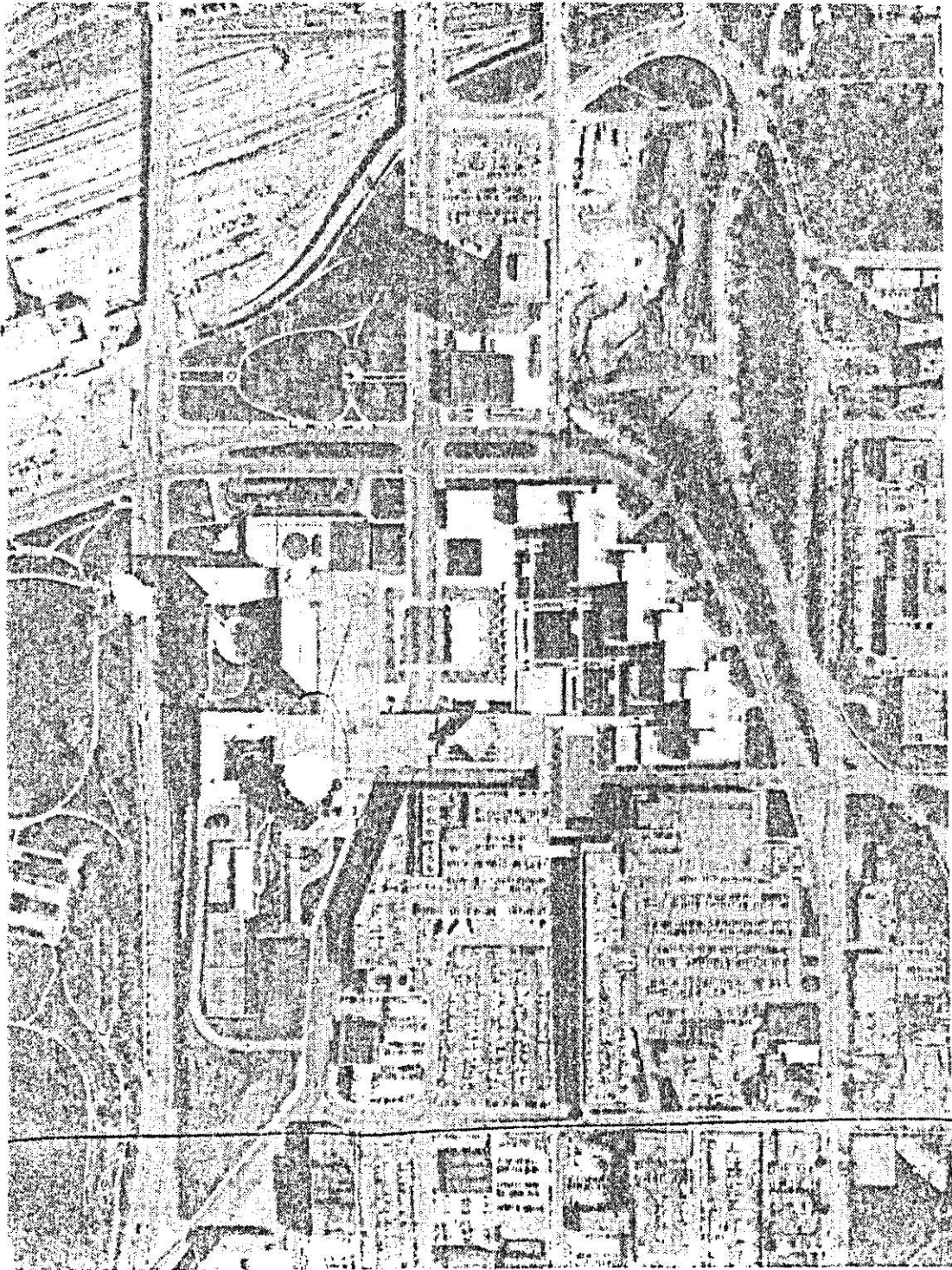


PLATE V Crown Center Aerial Photograph

Chapter 4

TOPEKA CITY STUDY

Topeka has been both highly favored and ravaged by nature and history. Floods, droughts, tornadows, war and economic depressions have all taken their toll, but the city survived and always retained its political, social, and economic equilibrium. From the violence of the 1850s to the political arena of the 1930s, Topeka has established its position as stable and conservative "Great Plains City." The quality of life can be good in Topeka. There exists in Topeka a potential for all aspects of human growth.

Regional Location and Size

The Topeka metropolitan area will be defined in this study as the area comprised by Shawnee County. Topeka is located in Shawnee County which is in the northeastern part of the State of Kansas and almost in the geographic center of contiguous United States.

Topeka has long been a major transportation center for the central Great Plains region. It is located at the junction of Interstate Highway 70 and 470; U. S. Highway 24, 40 and 75; State Highway 4 and the Kansas Turnpike.

Since it is neither crowded nor overdeveloped, this land holds great potential for the future. The area can expand in any direction with ease and still provide the

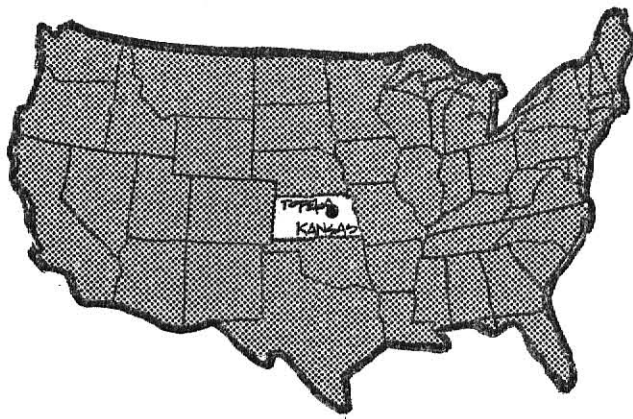


Figure 11 Topeka Location in U. S.

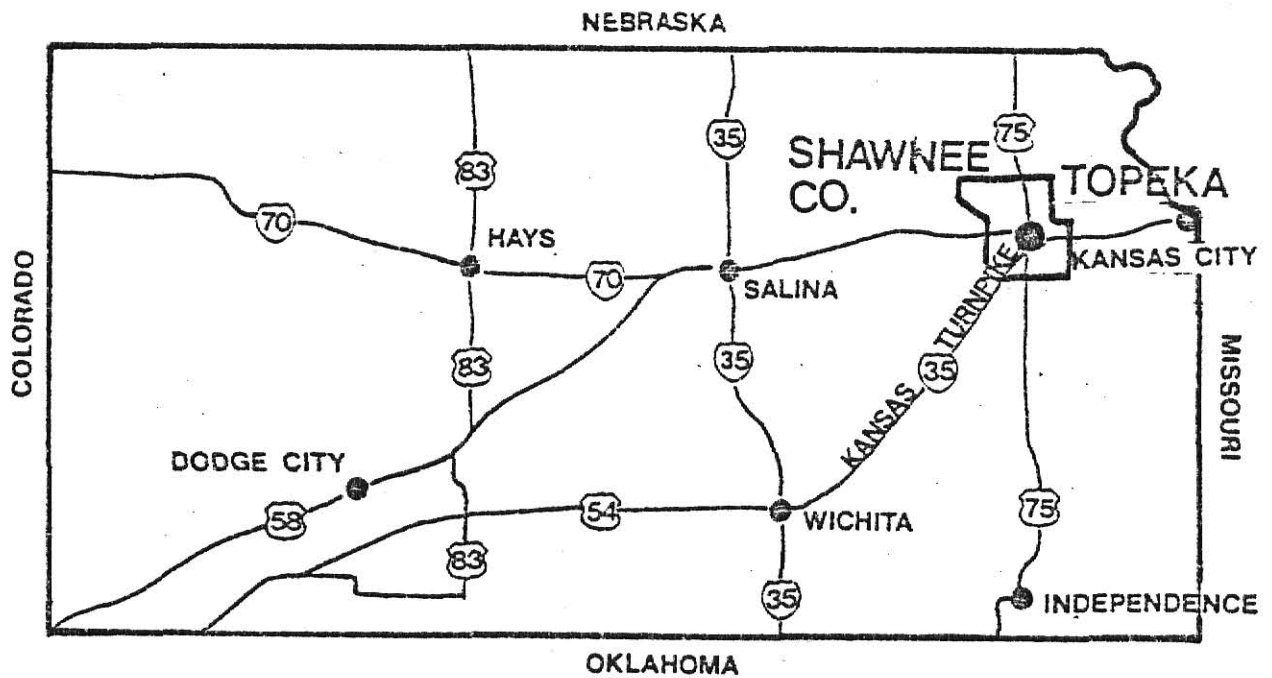


Figure 12 Topeka Location in State of Kansas

challenge and the opportunities for the city's economic growth.

Population

The past two decades have been a period of sustained and substantial growth. Shawnee County had a 1970 population of 155,322 of which 125,011 were located in the city of Topeka as reported by the Bureau of Census. The Topeka SMSA population grew faster in the last few years. Population increased 15.3 percent between 1970 and 1978.²⁴ However, 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 the number of housing units.

Employment

The Topeka area has experienced a rising population and employment trend during the last decade. As a result, population trends and future population growth is directly related to new employment or to new economic opportunity. Between 1970 and 1978, jobs have increased by more than 17,000, with an increase of 28 percent over the last ten

²⁴Population information based upon Census reports of the state Board of Agriculture, as reported by County Clerk.

years.²⁵ The greater increase in employment points to the substance of the job attractions. The greater increase in employment may reflect an influx of commuters, higher participant rates and the arrival of the baby boom in the labor market. The increase in employment means the increase in income growth. Income growth within the Topeka SMSA reflects the amount of personal income which is available for retail purchases. 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 constructed throughout the area.

The employment forecast can supply information for estimating migration effects on population trends, which in turn will be used in estimating requirements for community facilities, land use and city growth. It is estimated that the level of employment in the Topeka area will approximate 124,000 by the year 2000.²⁶

Transportation

The City of Topeka is well served by a transportation network. It is supported by a hierarchy of freeways, arterials, and collector streets. External traffic may circumvent city traffic by the freeway system which loops

²⁵Information from The Research and Information Department of the Kansas Employment Security Division.

²⁶Ibid.

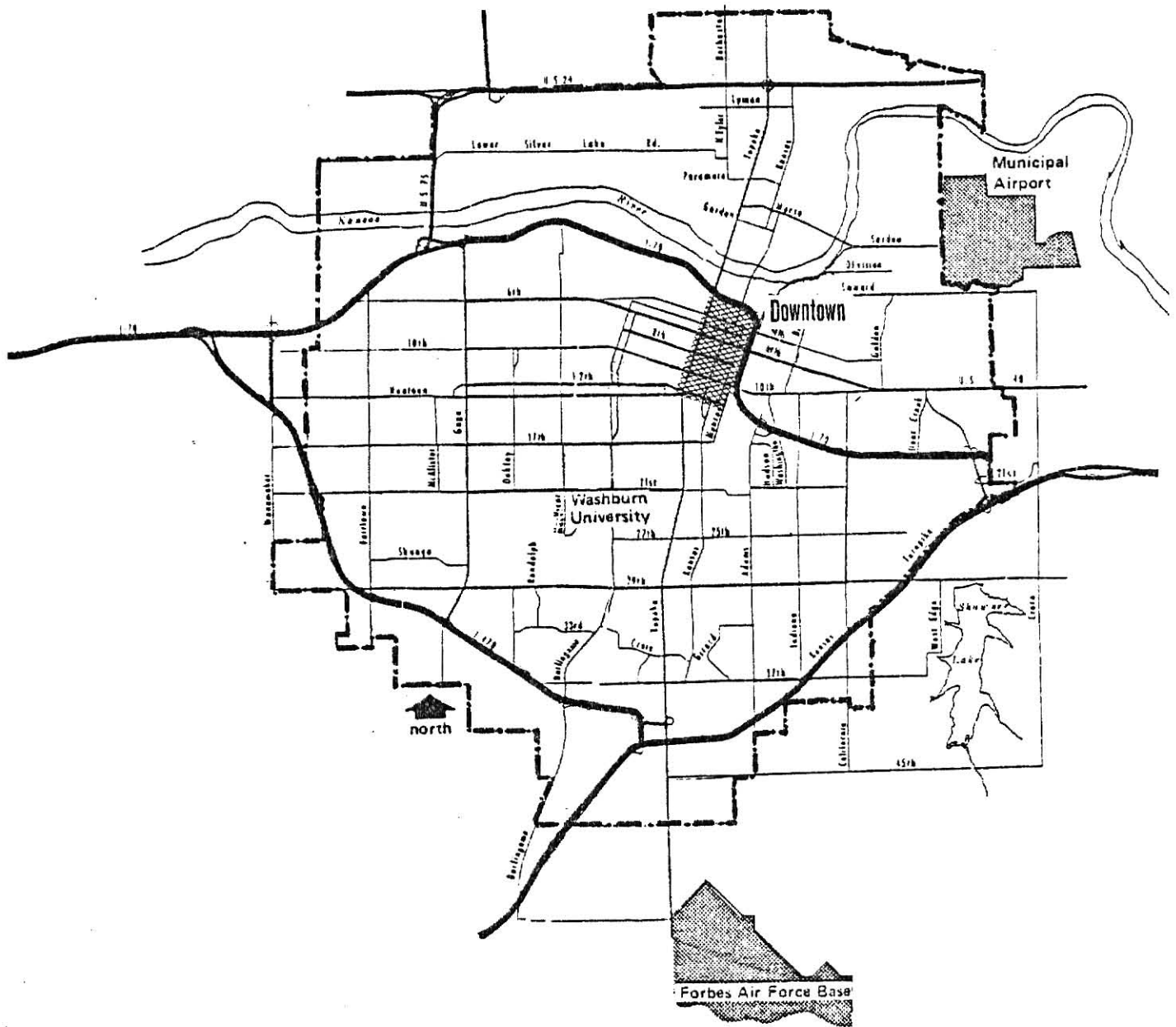


Figure 13 City Wide Circulation Map

around the city. This system is composed of I-70, I-470, and the Kansas Turnpike. The City Wide Circulation Map (Fig. 13) illustrates those major streets which are in existence today.

The major street system which exists in Topeka currently is oriented almost entirely to the two interstate facilities and to the north-south, east-west grid streets. The interval between major streets becomes progressively less as one moves toward the center of the city where the heaviest volumes of traffic are concentrated and where movement into and out the core necessitate a more dense pattern of major streets.

Since growth in the Topeka Metropolitan area is inevitable, to do nothing would certainly increase the levels of air and noise pollution as a result of congestion. The primary objective of the recommended transportation plan for Topeka is to provide a guide for the location, priority, and design of major thoroughfare facilities which will insure logical community development and effectively serve the future land uses and travel needs of the urban area.

Economy

Knowledge and understanding of the structure and function of the City of Topeka's economy is fundamental to downtown redevelopment analysis. The City of Topeka has maintained its position as a regional center for the production and distribution of goods and services. These

functions create employment opportunities which attract people, who in turn represent the area.

In general, business indicators in Topeka reflect a certain stability when comparing its moderate economic increase over the past few years with the recent national economic downswing. In relation to national trends, Topeka fares quite well.

Although the Topeka area is blessed by excellent location and transportation facilities, the problems of rising costs, higher fuel bills and the lack of sufficient low cost public transportation are being felt. A recent intra-city transportation effort may hold potential to provide assistance in the area of public transportation.

Economic and political considerations will naturally effect city development. But land use, in general, holds excellent potential for economic development as exemplified by the amount of land available for industrial use, its location, the availability of housing and the overall potential for growth. Although agriculture alone does not effect the total economy of Topeka, it does play an important role. Generally, agriculture production has increased dramatically over the past few years and correspondingly, so has farm income.

The destiny of the City of Topeka is controlled by the extent and character of its production or income producing activities and by the general health of the economy.

Open Space and Park

Open space in an urban surrounding is utilized primarily for recreational purposes; however, it also functions at the same time as a moderating influence on the quality of the urban environment. Open space may provide separation of incompatible land uses, relieve the monotony and drabness of continuous urban sprawl, and provide scenic areas protected from traffic for the pedestrian. There are a total of 3,622.5 acres of open space in the Topeka metropolitan area, which include school recreational areas and park land.

The City of Topeka contains sufficient acreage for community parks and neighborhood recreation areas but lacks necessary recreation facilities. Thus, most recommendations for the improvement of future parks are to provide the basic facilities for their respective service areas. In addition to these improvements, more local parks should be proposed to serve the future projected population distribution in the metropolitan area, especially in the city center which lacks adequate green space to improve the living environment.

Role of Tourism

Tourism as an industry used to be based upon an endowment of natural resources such as rivers, lakes, wildlife, fine year-round sport facilities, and scenery. Topeka however, has potential to show off scenic resources which could attract tourists. Should the city's recreational, cultural, historical and natural resources be developed in

a multi-dimensional sense, such as through parks, museums, a civic center and a plaza, the city of Topeka could attract and maintain an influx of tourists.

For instance, park areas could be further enhanced to provide outstanding recreational qualities for local residents and visitors. A well designed Capital Plaza could serve as a landmark of Topeka, creating a sense of identity for the downtown area. These improvements may draw tourists from all over the nation.

Chapter 5

EXISTING CONDITION ANALYSIS OF DOWNTOWN TOPEKA

The viability of Topeka's downtown has been established as well as its role in the economic health of the community. The point has also been made with regard to the need for a strong downtown in the order to prevent urban sprawl. In this study, attention will be focused on Topeka's Central Business District (CBD), and related surrounding area, to inventory resources existing in that area which may be utilized for the preservation and revitalization of this important commercial district.

Downtown Topeka is defined as that area bounded by I-70 on the East and North, Topeka Boulevard on the West, and Fourteenth Street on the South. This area contains approximately 320 acres. Plate VI and VII provide a map of the area and the aerial photograph.

The ability of the downtown to require new re-development is dependent on land use relationships, as well as traffic, parking, and environmental conditions. The discussion which follows describes the land use pattern in the downtown area.

I. Existing Land Use

Downtown Topeka derives some of its character from the variety of ways its land has been used. Patterns of land

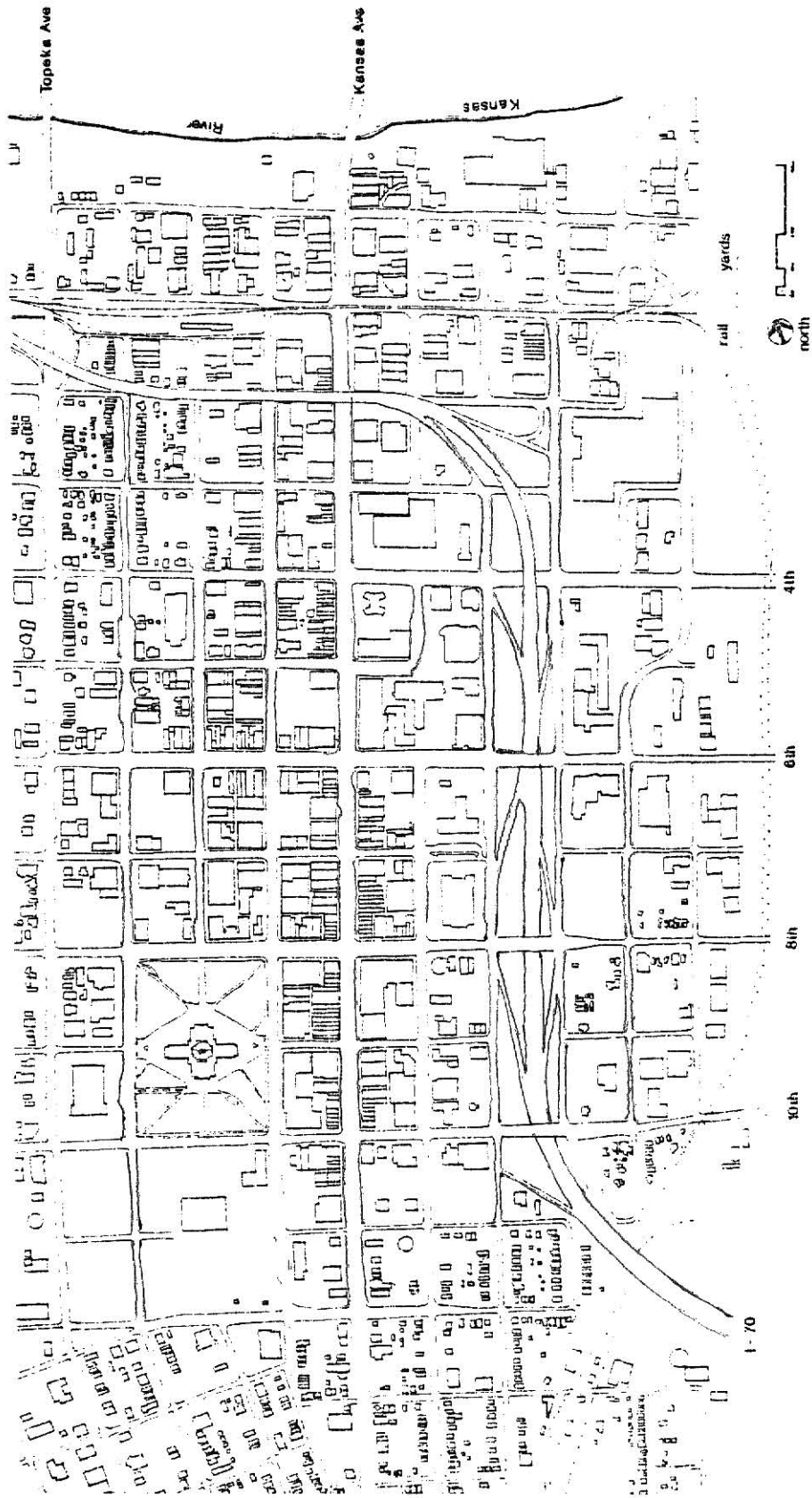


PLATE VI Study Area of Downtown Topeka



PLATE VII Downtown Topeka Aerial Phtograph

use developed in response to topography, community needs, and economic trends. Recent changes in the landscape have reinforced traditional uses.

The land use pattern in Downtown Topeka has not significantly changed since 1960. Five separate types of uses have been inventoried in the downtown area, indicating a very wide variety of uses. These have been combined into the following categories for inventory purposes:

1. Residential
2. Office
3. Commercial
4. Industrial
5. Public and Quasi-public.

Plate VIII provides a map illustrating existing land use in the entire downtown area. Table I indicates a comparison of land use totals. According to this inventory, buildings comprise 22.97 percent of the 320 acres downtown area. Parking lots, streets and sidewalks make up another 63.4 percent of the land. Presently, public open space accounts for only 6.87 percent of downtown land area. Within downtown buildings, 52.9 percent of the floor area is retail commercial; 17.6 percent is office space; and 18.3 percent is institutional, including such uses as Capitol, City Hall, The Court House, and churches.²⁷

The red areas on the existing land use map indicating commercial uses seem to radiate from the intersection of

Kansas Avenue with Sixth Street. Most of the retail commercial uses are located along both sides of Kansas Avenue. All the land existing between Eighth and Twelfth Streets, Jackson Street and Topeka Avenue comprises the Capital Plaza development area. The Topeka CBD is one block east and west of the Capital Plaza. Office uses abutting the CBD provide a good transition between the commercial activity and the Plaza.

The industrial district, several residential blocks and two major hotels structure the land use pattern of the area North and East of I-70. These two areas, which border the CBD, have been developed with indifference to the downtown area, due to the conflicting needs of the industrial district and the separation from highway I-70. Recently, there have been new multifamily dwelling units constructed surrounding the downtown area. Should the two industrial areas be developed as residential districts, the people who live in this district could support the CBD commercial market.

There is a mixture of light industry and multi-family dwellings North of Fourth Street and South of I-70, much of which is in ruinous condition. In the trend of growing southward, there are only few renovation plans concerning

²⁷Land use data are author's survey material.

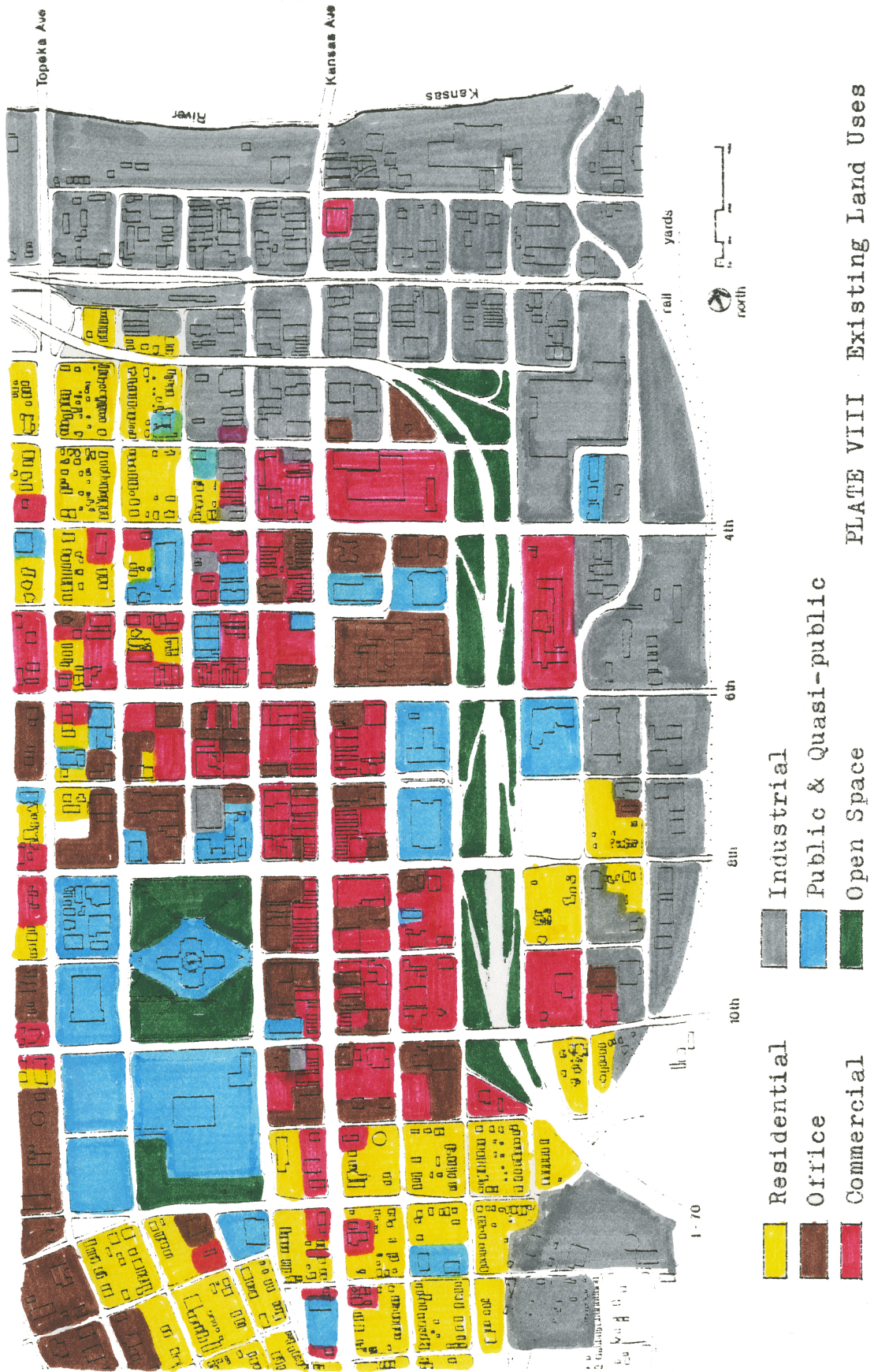


PLATE VIII Existing Land Uses

TABLE I

DOWNTOWN TOPEKA EXISTING LAND USE

LAND USE DATA

Total: 320.8 acres

<u>Item</u>	<u>Area Size</u>	<u>Percentage</u>
Residential	21.7 acres	6.67 %
Buildings	73.7	22.97
Parking	92.1	28.71
Street	111.2	34.69
Open Space & Loading	22.1	6.87

BUILDING USE DATA

Total: 73.7 acres

<u>Item</u>	<u>Percentage</u>
Office	17.6 %
General Business	52.9
Public & Quasi-Public	18.3
Industry	6.2
Parking Garage	5.1

this area. There is a similar area existing South of Twelfth Street, which includes a mixture of office and multi-family dwellings, many of which are in a deteriorated condition. Redevelopment of the area is slowly progressing, an example of which is the elderly highrise and new office building.

II. Traffic Condition

Downtown Topeka is served by a hierarchy of freeways, arterials, and collector streets. External traffic may circumvent city traffic by the freeway system which loops around the city. This system is comprised of I-70, I-470, and the Kansas Turnpike. The interstate is easily accessible to downtown users via Fourth Street, Eighth Street or Tenth Avenue on the East; or via Topeka Boulevard on the North.

Sixth Street and Tenth Avenue are two major east-west city arterials carrying 14,000-18,000 vehicles perday in 1978.²⁸ Topeka Boulevard is the busiest north-south arterial in the city carrying approximately 25,000 vehicles perday.²⁹ The volume of traffic on Topeka Boulevard is beyond the capacity of the present street widths. Therefore, widening and planting the Topeka Boulevard is strongly recommended. The other important north-south arterial is

²⁸Greater Topeka Chamber of Commerce, "Transportation", Topeka Economic Handbook, 1980.

²⁹Ibid.

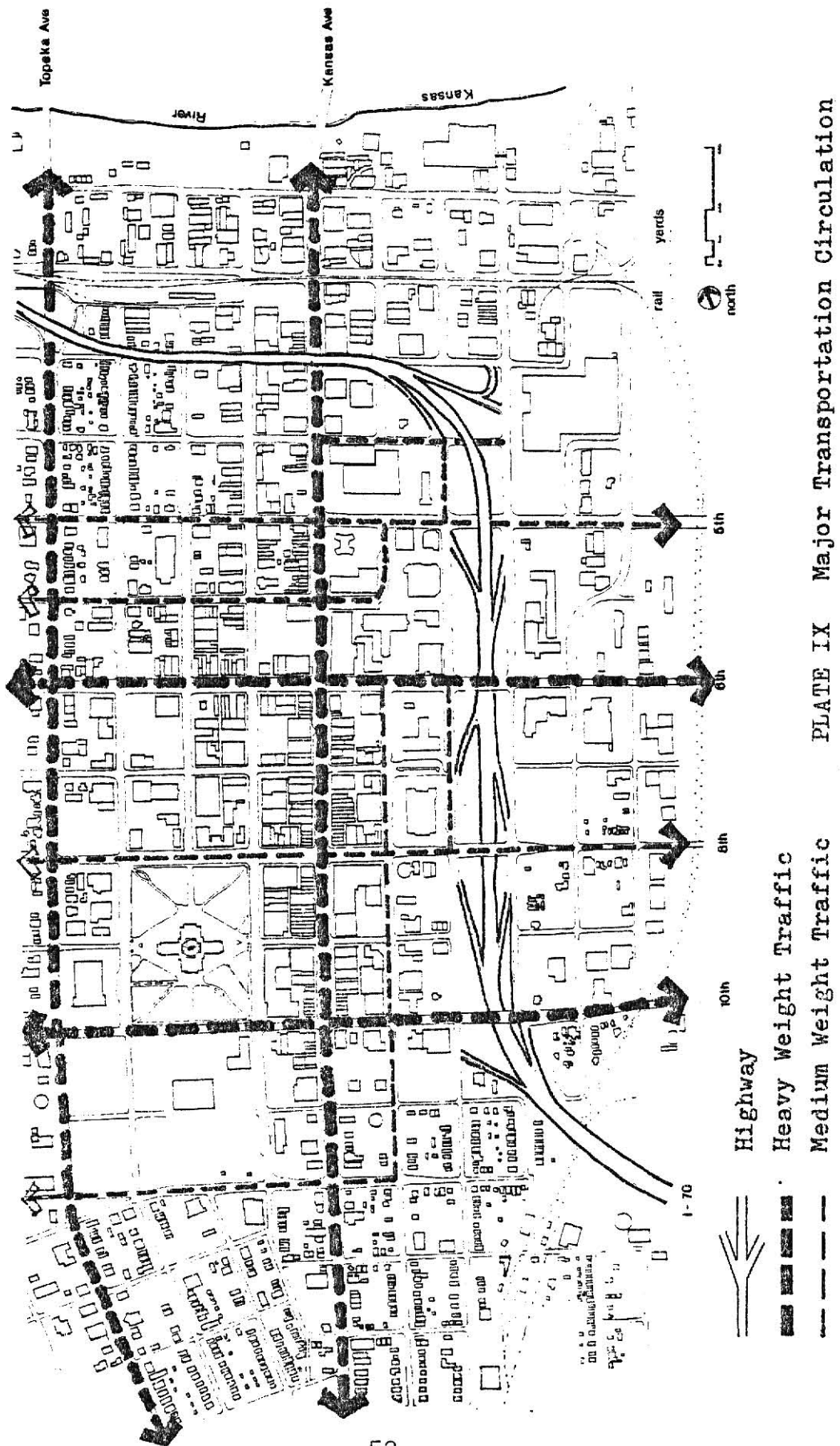


PLATE IX Major Transportation Circulation

Kansas Avenue carrying 14,000 vehicles per day.³⁰ The heavy traffic on Kansas Avenue results in a safety threat to shoppers on Kansas Avenue. Because of these traffic volumes, turning movement becomes a major problem in the downtown development.

The north-south collector streets in the downtown consist of the one-way pair of Jackson and Harrison Street. The 1990 Transportation Plan for the City of Topeka by Johnson, Brickell and Mulcohy, consulting Engineers, shows that the Jackson-Harrison one-way pair is no longer effective, and in order to accommodate CBD traffic, recommended widening of Jackson Street for two-way traffic. This improvement would allow Kansas Avenue to be used as a semi-shopping or full-shopping mall.

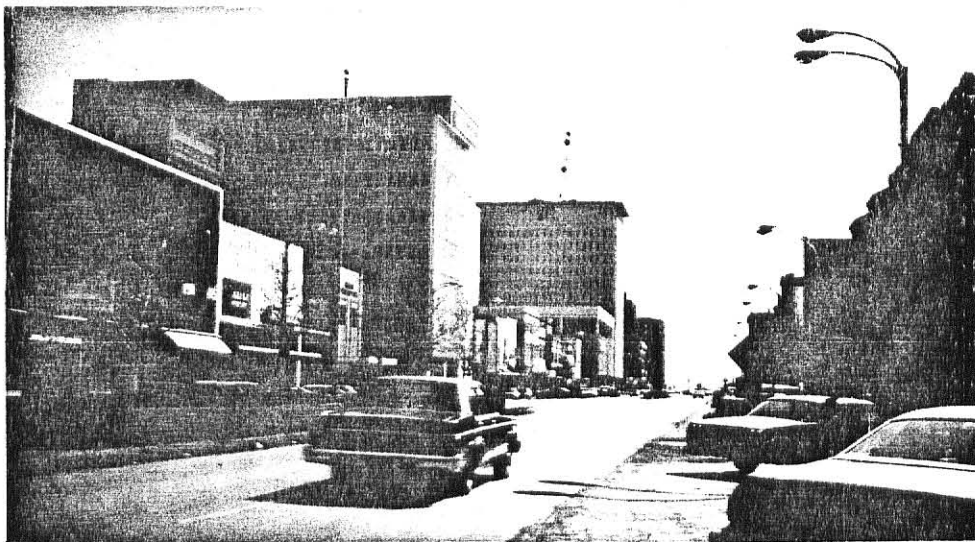


Figure 14 View of Kansas Avenue to South

³⁰Ibid.

III. Parking Condition

One of the most consistent and recurring complaints of past and present downtown users, is the problem of parking. In downtown Topeka, parking can be more than just a problem of convenience, it can be a profoundly important element in the economic viability of the CBD.

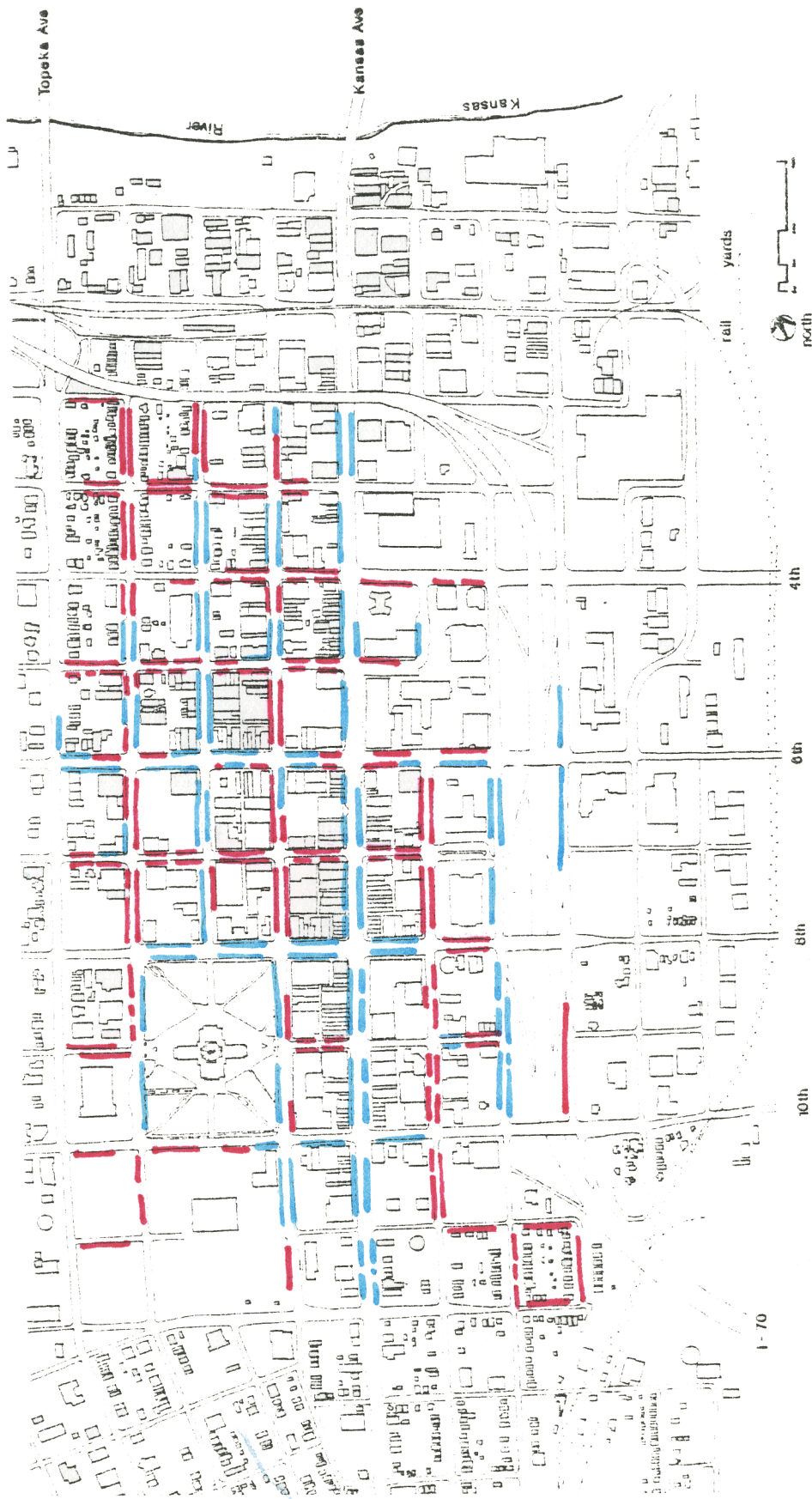
"The concern about parking in the CBD is expressed by businessmen, by government officials, and especially by the parkers themselves."³¹ The lack of parking is a "conscious" factor, something the user is aware of, understands, and therefore plays a large role in their disillusionment of the downtown area. "For the parkers, the concern is most direct; they simply want to park, and as close to their destinations as possible."³² Within this competitive commercial area, businessmen certainly have more concern about sufficient parking to attract customers. But city officials have the more problematic responsibility of parking management policies.

Plate X and XI show the location of on-street and off-street facilities respectively. In total, there are 14,373 parking spaces in the Topeka CBD in 1978.³³ Most

³¹Topeka-Shawnee County Metropolitan Planning Commission, Central Business District Parking Study, 1979, p. 8.

³²Ibid.

³³Ibid., p. 28.



█ Angle
█ Parallel

Source: "Central Business
 District Parking Study,"
 Figure 10.

PLATE X Existing On-street Parking



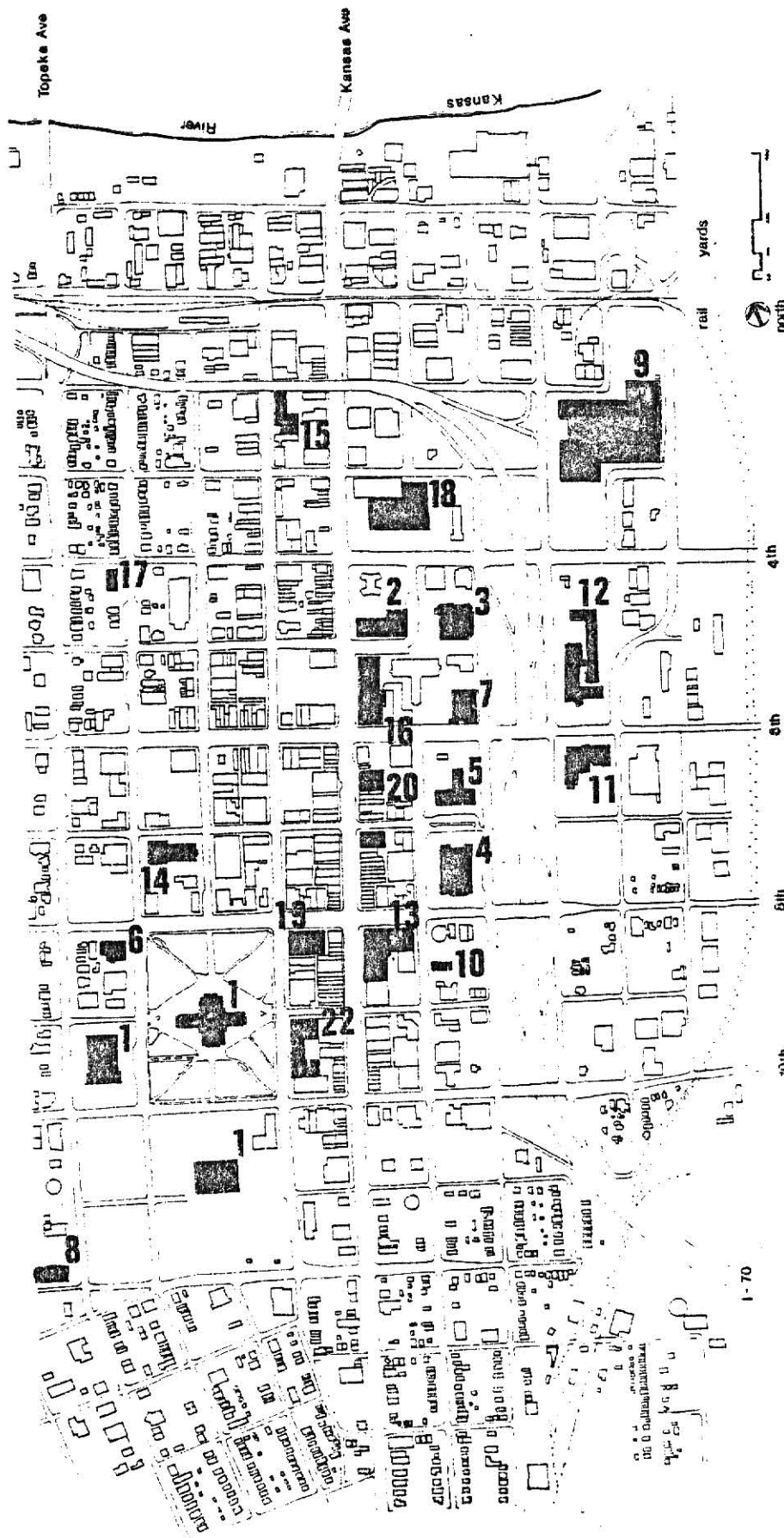
PLATE XI Existing Off-street Parking

Source: "CBD Parking Study,"
Figure 11.

of these spaces are off-street (78.7%), private parking account for approximately 43% of all parking in the CBD.³⁴ Although private facilities provide a large portion of parking needs of the downtown area, their locations cannot be advantageous for downtown accessibility and continuity. A parking policy which encourages public-private cooperation in the development of parking facilities could do much to resolve this aspect of the parking problem. Such a policy may be implemented by revising the city's zoning ordinance to require a specified amount of parking. The amount of parking required should be based on expected need.

Most unreserved off-street spaces are provided by garage facilities. Parking garages are most efficiently located when they do not draw traffic into the CBD. The location of garages in the center of the downtown area serves to create traffic and pedestrian hazards. A substantial determinant of parking demand in the downtown is employment. Plate XII and Table II show the location of major employers and number of employees in the downtown area. A comparison of this parking need with existing off-street parking facilities, will indicate the demand of reserve parking space at present. According to the CBD

³⁴Ibid.



Source: Greater Topeka Chamber of Commerce, "Economic & Market Data, June, 1979", Topeka Economic Handbook.

PLATE XII Major Employer Locations

TABLE II

MAJOR EMPLOYERS

<u>Key No.</u>	<u>Firm</u>	<u>Number Employees</u>
1	State of Kansas -- State Office Bldg.	7,500
2	Postal Service	540
3	Federal Employee Occupants	438
4	City Government	1,711
5	County Government	641
6	Topeka Board of Education	2,150
7	Southwestern Bell Telephone	1,628
8	Blue Cross & Blue Shield of Kansas	1,150
9	Hallmark Cards, Inc.	1,020
10	City Government	
11	Memorial Hospital	550
12	Ramada Inns	520
13	Kansas Power and Light Company	514
14	Security Benefit Life Insur. Co.	449
15	Adams Business Forms, Inc.	407
16	First National Bank of Topeka	275
17	Hill's Division, Reviana Foods, Inc.	255
18	Montgomery Wards	225
19	Merchants National Bank	200
20	Ed Morling Stores, Inc.	165
21	Capitol Federal Saving & Loan Associ.	152
22	Atchison, Topeka & Santa Fe Railway Co.	3,078

Source: Greater Topeka Chamber of Commerce, "Economic & Market Data, June 1979," Topeka Economic Handbook. 1979.

Parking Study 1979, the number of employees in the CBD is projected to be 28,000 by 2000 year.³⁵ This indicates some increase in the supply of long-term facilities will be necessary. The steady increase in number of cars owned, traffic volumes on major streets, and transit ridership in the recent past, indicates that more people may be coming to the Topeka Downtown, and that more parking must ultimately be provided.

IV. Environmental Condition

The environmental setting of the downtown area is affected by building conditions, visual quality and vegetation. Pride in the attractiveness of downtown Topeka is vindicated by the CBD's pleasing stores and offices structures; Capital Plaza; and historical buildings. But these architectural achievements also function in a negative manner by contrasting all the more emphatically with areas which have not yet recieved such attention. For example, the large of Jayhawk Hotel structure near the Capitol Building, accentuates the presence of remaining outmoded structures there.

However, deterioration is found not only in the center area of downtown, but also in a gray belt around the CBD. Even worse, the presence of blighted dwelling districts is

³⁵Ibid., p. 26.

nearby. The majority of these are found to the south and south -east. One of the downtown redevelopment objectives is to renovate the surrounding blighted districts into attractive neighborhood which will help support the CBD's business.

A vacant building effects a display of despondency in what should be an active, animated atmosphere. Often the depressive tone carries over to neighboring buildings. The poor condition of buildings is usually cited as the reason for their being vacant. But the remedy may lie less in individual building renovation than in comprehensive redevelopment that will create attractive new shopping and business complexes.

Another factor affecting the environmental conditions is visual quality of downtown. Visual quality is enhanced by various sight corridors along major thoroughfares; signs utility poles and on-street parking. A view with good visual quality should have proper foreground, middle ground and background. Capitol Building and St. Joseph's Catholic Church are two major historical structures as well as landmarks in Downtown Topeka. They catch most view of traffic movement from various directions. However, some of these directions are presently affected by existing signs, billboards, and other visual clutter, such as over head wires and utility poles. For Instance, the sight corridor along Van Buren Street, from I-70 to Capitol Building is ob-

structed by those giant utility towers on one side of this street (Fig. 15). Empty view on street sight corridors also affect the visual quality, such as the southward view on Knasas Avenue without background. Yet another factor affecting the visual quality is the discomfort zones in the downtown, such as the I-70 Right-of-Way and several large off-street surface parking lots without visual screening. Likewise, the on-street parking on congested street creates visual obstructions and clutter to pedestrians and motorists.

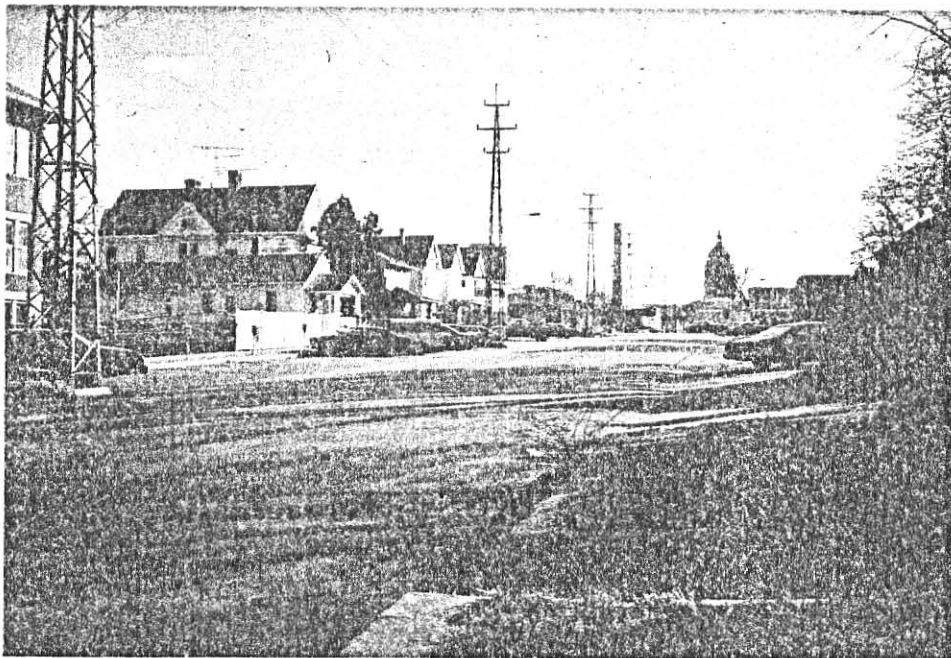


Figure 15 View of Van Buren Street to Capitol Bldg.

The final environmental element to be analyzed is ~~to~~ the existing plant materials. In the past, the use of plants in urban area was considered mostly in terms of aesthetics. Recently, however, the value of plants for climate control, environmental engineering and architectural uses has been established. These uses have functional and economic value also. Past planting patterns in downtown area have done little of enframe views, create spaces, or screen objectionable views. The downtown area like the desert has little existing vegetation. Although there are few mature, quality trees existing in the area of the Capitol Building, this area stands as an Oasis in the desert. In the redevelopment plan, the downtown area needs a long-range planting plan not only to provide a healthy living environment, but also to improve the visual quality for pedestrians and motorists.

V. Summary

According to the site analysis, there are several major problems existing which inhibit full development of downtown Topeka.

One problem lies in the length of the area. The ten block distance from Second Street to Twelfth Street, is much longer than more pedestrian malls of new shopping centers, and further than most customers wish to walk. Another basic problem is the poor environmental quality. Needs and desires of pedestrians have been all but

forgotten. Sidewalks are generally drab and uninviting. Open Space for use by employees, shoppers and residents is particularly inadequate. Signs have been erected and building facades remodeled without consideration of their over-all effect on the street scene. The visual cohesiveness of much of the downtown is broken up by a patchwork of un-screened generally ugly parking lots.

The transportation system in the downtown area is confusing and inefficient. The requirements of each individual circulation system: automobile, truck, transit, and pedestrian, has not been separately identified and provided for. Heavily traveled automobile routes cut through the center areas where pedestrian counts are greatest. Kansas Avenue, for example, serves simultaneously as a major shopping street for pedestrians, a loading and transfer point for buses, and an important thru-traffic way for automobiles. Parking facilities, relatively insufficient, are scattered, hard to find, and poorly related to automobile arrival point as well as pedestrian destinations.

Despite its problems, however, the Downtown Topeka has a strong potential for growth and development. The downtown area contains many large, underused sites for which the ratio of improvement value to land value is markedly lower than that other properties in the area. These sites, indicated as "prime developable sites" in Plate XIII could

become excellent location for major new buildings as the downtown's environmental quality is improved.

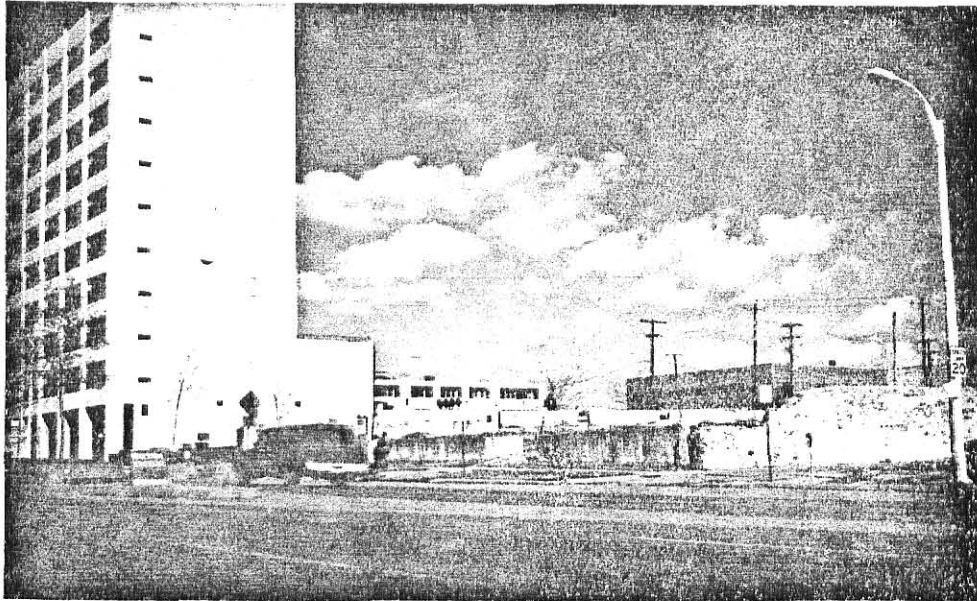


Figure 16 View of a vacant lot on Kansas Avenue.

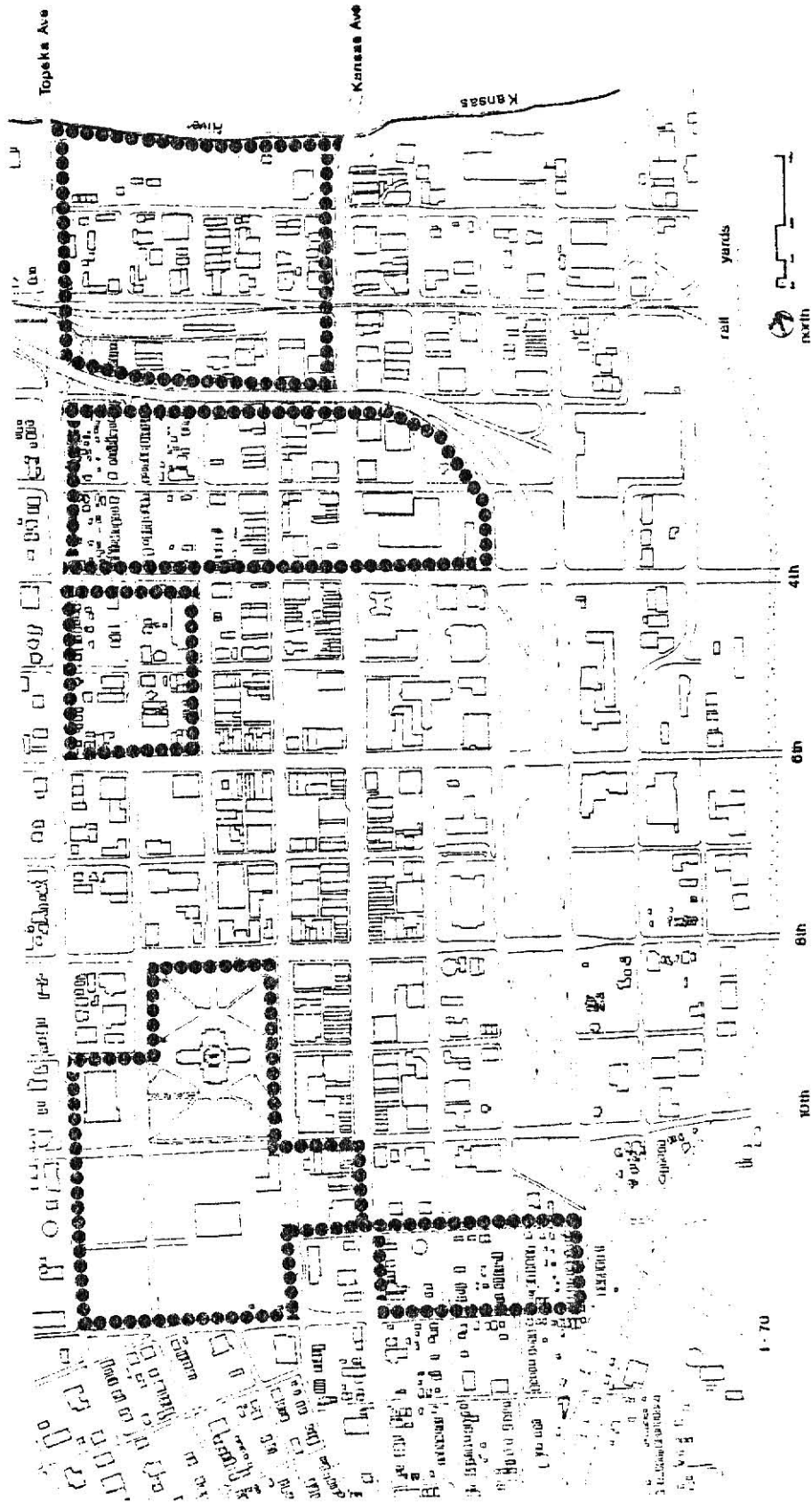


PLATE XIII Prime Developable Sites

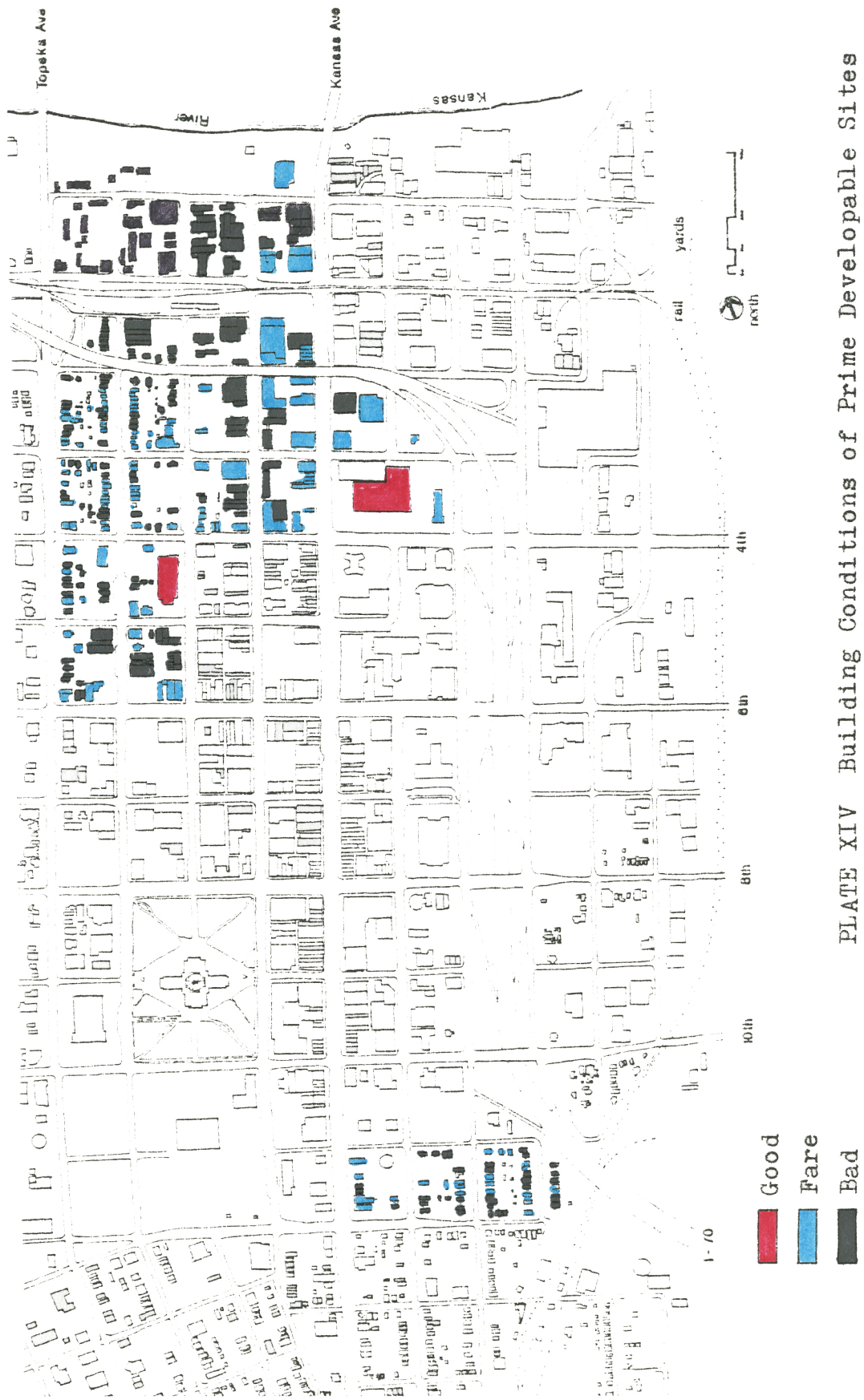


PLATE XIV Building Conditions of Prime Developable Sites

Chapter 6

PHYSICAL CONCEPT FOR DOWNTOWN REDEVELOPMENT

Consistent with the goals of downtown improvement, revitalization of commercial businesses, preservation of the integrity of the Capitol as a historic and visual landmark, and reinforcement of the downtown image, the primary design approach is to create the downtown as one unified complex. The complex is to be visually and functionally balanced. In order for Downtown Topeka to attract investment in a full range of enterprise, it must provide a variety of environments. Revitalization of Downtown Topeka reinforces the central area as a major regional retailing center and offers settings for commercial offices, visitors, entertainment, governmental and cultural facilities, as well as high and moderate density residential development.

The existing functional districts are strengthened, but at the same time, the importance of variety and intermixture of uses is recognized.

I. Proposed Land Use

During the 1970s, urban designers across the country have shifted gears and begun to recognize the importance and potential of old buildings. Downtown Topeka's revitalization strategy will include recycling older buildings

to accomodate new uses. Proposals to change land use patterns aim at adding diversity to the downtown. Existing downtown land is devoted primarily to office space, commercial, residential, public and quasi-public use. Revitalization proposals will enrich these uses and offer more housing, entertainment, and open space. Diversity and mixed land usage is a key to downtown rejuvenation. New development is designed to accommodate a range of uses within the same structure; for example, retailing would be located at street level, and offices above, reserving the upper floors with the best views for residential apartments.

II. Commercial and Office

Commercial and office space in the downtown may be improved through a variety of means. Retail development is the single most critical development opportunity for Downtown Topeka. While the downtown is comprised of a number of different land uses, retail facilities are most important.

Currently, Downtown Topeka is a major shopping destination with 37 percent of the area residents depending upon it for retail purchases.³⁶ It is estimated that an additional 700,000 to 800,000 square feet of new retail

³⁶Topeka Chapter, AIA, Topeka R/UDAT:A Downtow Revitalization Study, (Topeka Kansas: Capital City Redevelopment Agency, June 1980), p. 72.

space can be supported in the market throughout the 1980s.³⁷ Therefore, the opportunity for large scale retail development in Downtown Topeka is excellent.

The existing retail uses in the downtown are concentrated along Knasas Avenue in an elongated strip, stretching from Fourth to Tenth Street. This retail area will be reinforced as a major regional retailing center by a newly developed shopping mall, which will be detailed in a later section. A secondary retail strip lies along Sixth Street, however, this retail area lacks coherence.

Sixth Street is one of the major east-west city arterials. The heavy traffic always conflicts with pedestrian safety. Therefore, introduction of a new retail concentration along a minor street connecting to the Kansas Avenue retail center is recommended to replace retail development on Sixth Street. Sixth Street may then be redeveloped to provide high density office usage in an area crossing Kansas Avenue and near the retail concentration. Within the downtown area there are banking, insurance, utility, governmental and major corporate office such as Blue Cross and Blue Shield, Southwestern Bell Telephone, and Santa Fe Railway. These offices employ a majority of the workers in the downtown area. The future development plan proposes a greater number of high-density office

³⁷Ibid., p. 74.

structures for the downtown. Yet, there is considerable room for new office construction on several vacant lots. Meanwhile, it is encouraged to place office tenants in the upper floors of retail buildings. It is also necessary to develop a more intense office pattern within a core of the downtown area, to provide unification for the area.

III. Housing

Housing plays a subtle yet important role in the downtown development. It not only provides a close-in market of shoppers and source of downtown employees, but also affects the downtown image by its appearance. Houses closer to employment reducing energy demand, for these reasons, housing should be included as a part of the revitalization of the downtown.

The housing should be of high quality, and it is suggested that courtyard type townhouse be developed on top of required parking structures. This apartment will enhance the appearance and urban scale of these structure, more readily integrating them into the city fabric. The courtyards will provide the needed open space for this housing where ground space is not available.

The residential district at the Southeast part of the downtown should be a good candidate for courtyard type townhouse development. Need for other forms of housing should be anticipated in the near future, such as high-rise structures, in order to provide more active and constant

use of the downtown. When possible, the high-rise apartments can provide retail space in first floor sometimes second floors, and parking facilities below ground level. The high-rise clusters may also be placed in areas where they would command views over the river, and other exceptional landscape features. The North residential district near I-70 should be a good location for this high-rise housing development. Rising new construction costs and environmental concerns make recycling a sound economic proposition. Many office and light industrial buildings which are vacant or under-utilized could be recycled into different types of housing. These sound and often architectural significant buildings could be adapted into unusual apartments.

Existing housing in the downtown residential area appears to be readily renovated and as such will contribute to the downtown revitalization, especially if parks and recreation areas are created for the use of these residents.

The new improved living environment will attract and be suitable for young married couples, bachelors, elderly people, as well as families who may wish to live near the downtown.

IV. Mixed Land Use Development

Combing several different land uses into a single complex system is one of the most fundamental trends in modern urban development. As a result of this trend the

urban environment is becoming more efficient, enjoyable and thus, increasingly relevant to human needs.

The utilization of mixed land use development will set into motion revitalization of the downtown area. Crown Center in Kansas City is a good example of mixed land use development. This project incorporates a multiplicity of land uses which have been integrated in such a way as to create a highly vital and dynamic urban environment. This development would reverse its characteristic pattern of decline. Downtown revitalization would be difficult to realize through fragmented single use development.

Mixed-Use Developments: New Ways of Land Use, the ULI's 1976 publication, speaks of Mixed Use Developments (MXDs) as "tools for treating blight and decay."³⁸ This article suggests the following means by which MXDs perform this function:

- "By introducing residential, transient, and/or recreational activities to areas which were dead during nonworking hours . . . ;
- "By maintaining and improving their own environment over time . . . ;
- "By blending with established residential neighborhoods . . . where other types of high-density developments were unacceptable;
- "By having a far greater catalytic effect on community development than single purpose projects; and
- "By providing a means for organizing metropolitan growth"39

³⁸Robert Winterspoon et al., Mixed-Use Developments: New Ways of Land Use, (Washington D. C.: Urban Land Institute, 1976), p. 5.

³⁹Ibid.

Indeed, Mixed-Use Developments have increasingly been a topic of public interest in the downtown area. They have proven the only practical approach to downtown circumstances, where fragmented, uni-functional development was not feasible.

To differentiate MXDs from other forms of land use development, the ULI report defines a Mixed-Use Development as a relatively large-scale real estate project characterized by:

- "three or more significant revenue-producing uses (such as retail, office, residential, hotel/motel, and recreation-which in well-planned projects are mutually supporting);
- "significant functional and physical integration of project components (and thus a highly-intensive use of land), including uninterrupted pedestrian connections; and
- "development in conformance with a coherent plan (which frequently stipulates the type and scale of uses, permitted densities, and related items).⁴⁰

The concept of mixed-use is not new, as the report points out. It traces the history of city planning to the ancient Greek Agora, the medieval market square, and the mix of residential and commercial uses found in many 19th century European cities.⁴¹ Presently, Mixed-Use Developments are quietly reshaping much of American urban life.

The MXDs will become the best solution for Downtown

⁴⁰Ibid., p. 6.

⁴¹Ibid., p. 3.

Topeka revitalization. The current trend of downtown growth is southward. Fulfillment of the Capital Plaza Plan may increase ignorance of the undeveloped North district of Downtown Topeka. Hence, it is essential that rejuvenation of this area is harmonious with growth of the downtown area.

Most of the land existing in the North area is designated for residential and light industrial usage. Through neglect, lack of convenient parking, and inability to meet modern competition, the properties have reached a state of severe dilapidation. A large part of the properties are vacant. Most of the remainder is occupied by substandard structures and marginal operations. Many buildings have been taken down and their sites left vacant or used for automobile storage. Clearance and redevelopment of most of the section is the strong recommendation of this plan. The North district has excellent redevelopment potential and advantages such as: low land cost (Plate XV & Table III), easy access to the express way, and proximity to the CBD.

Revitalization of the North area by means of a fragmented single use type development would not be possible. However, development of the area into a MXD complex is a practical alternative. The complex should consist of multiple significant revenue producing uses such as: retail stores, department stores, hotels, recreation facilities, offices, and high-density apartments.

The MXD complex will become a healthy and prosperous

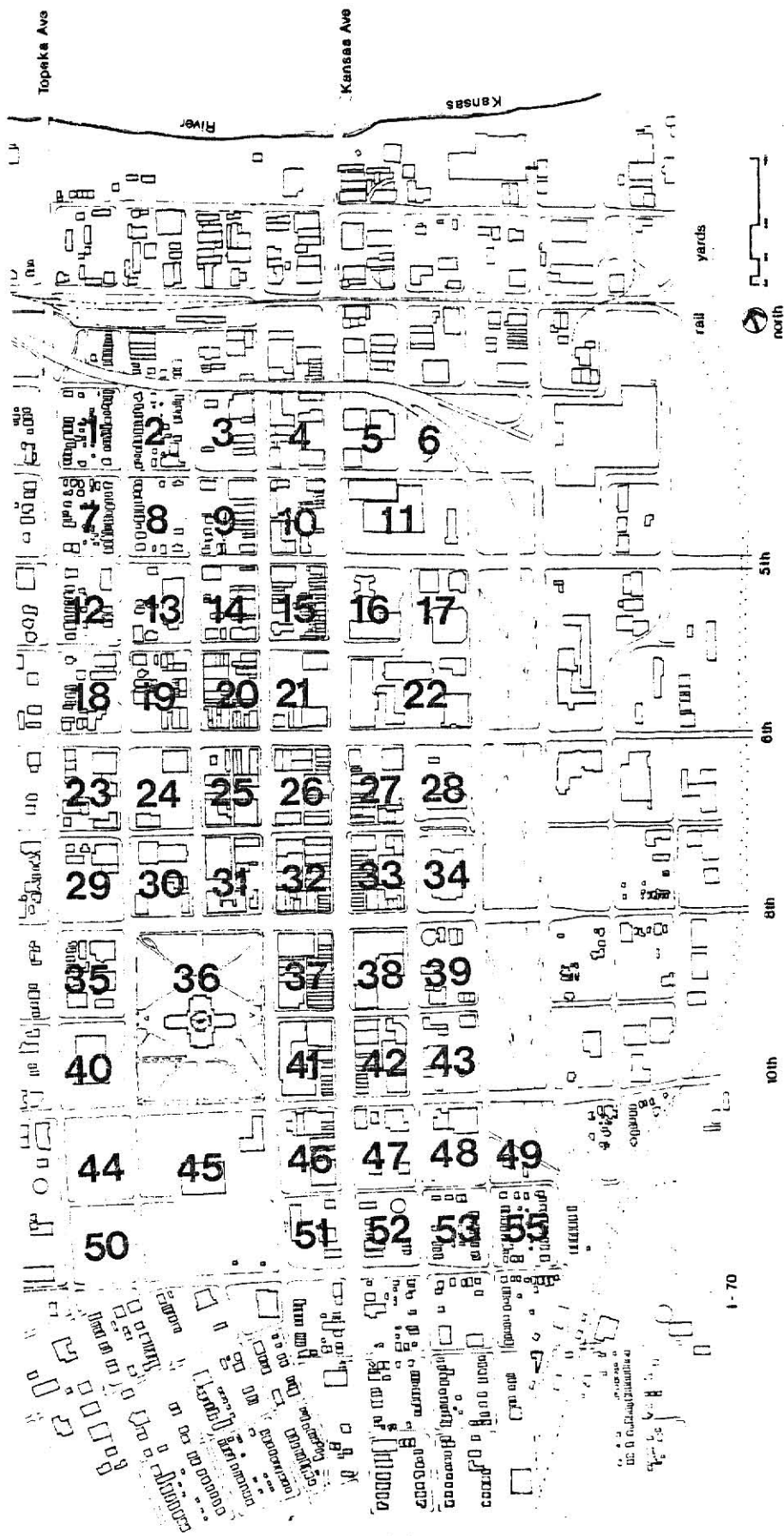


PLATE XV Existing Land/Structure Value : Lot Number

TABLE III

DOWNTOWN LAND/STRUCTURE VALUE
(Thousand Dollars)

<u>Lot No.</u>	<u>Land Value</u>	<u>Structure Value</u>	<u>Total</u>
1	292	---	292
2	62	121	183
3	184	206	290
4	224	968	1,192
5	132	267	399
6	35	---	35
7	187	183	370
8	76	105	181
9	188	118	306
10	272	426	698
11	245	1,990	2,235
12	185	250	435
13	210	230	440
14	141	141	282
15	354	386	740
16	129	1,183	1,312
17	151	778	929
18	290	262	552
19	342	259	601
20	453	537	990
21	301	228	529
22	519	10,734	11,253
23	346	760	1,106
24	374	245	639
25	172	124	296
26	657	718	1,375
27	671	986	1,657
28	Court House		
29	489	228	717
30	533	3,275	3,807

TABLE III (Continued)

<u>Lot No.</u>	<u>Land Value</u>	<u>Structure Value</u>	<u>Total</u>
31	311	759	1,070
32	1,920	480	2,400
33	1,000	2,323	3,323
34	City Government Building		
35	107	128	235
36	Capitol Building		
37	1,075	5,919	6,994
38	592	7,537	8,129
39	5	1,337	1,870
40	State Office		
41	543	1,666	2,149
42	570	828	1,398
43	495	225	720
44	Supreum Court		
45	Supreum Court		
46	560	344	904
47	550	1,259	1,709
48	456	347	803
49	70	126	196
50	Supreum Court		
51	151	129	280
52	121	124	245
53	94	94	188
54	57	126	183

Source: Information from Ed Shambug, director of Downtown Topeka Inc., 1980.

commercial/residential center providing a connection with the South district of downtown primarily via Kansas Avenue. This will facilitate a balance of growth between areas North and South of the downtown.

V. Civic Center and Entertainment

Downtown Topeka should be active 24 hours a day. Providing space for entertainment and cultural activities could be the best way to achieve this goal. Mr. John Richards, past-President of AIA, said:

"We can only have a healthy business climate if we have a healthy community. We must strengthen the internal characteristics of the business district by the construction of or the encouragement of -- private construction facilities which will attract crowds, conventions and big gatherings. The structures are a stadium, auditorium or an exhibit hall. Cultural facilities are required within range of the downtown core. Such as a museum, a library branch and, of course, theatres"42

Redevelopment of Downtown Topeka should include improvements to the Municiple Auditorium and the old theaters, providing restaurants and bars at premium positions, and finding a location for new civic center. These improvements would provide a lively entertainment district.

The new civic center will play a vital role in the downtown. This facility could accommodate large community

⁴²William A. Briggs, Cultural Center: Some Facts and Figures, (New York: National Recreation Association, 1965).

meetings, entertainment events, and provide an economic stimulus to the downtown as well as to the city. In order to balance growth with Capital Plaza, the new Civic Center should be located in the North part of downtown. Neighboring the MXD Complex, the blocks bordered by I-70, Kansas Avenue, Second and Fourth Street, would be the optimum location for new Civic Center. This choice would minimize traffic conflict with the CBD and provide easy access to I-70.

VI. Open Space

One of the most important modifications for downtown land use is the increase of pedestrian space. The CBD is the prime pedestrian activity center of downtown. Extensive use of vehicular access to the downtown has created many conflicting problems of safety and convenience. The downtown mall is one method of attempting to resolve some of the pedestrian-vehicular conflict in that traffic modes would be separated. In addition to safety, a more attractive and desirable shopping environment with convenient circulation patterns for shoppers and employees may be created. It is recommended that a section of Kansas Avenue be converted to a transit-mall. The street would be narrowed to a two lane driveway, while sidewalks at both sides of the street would be widened, surfaced with decorative paving materials, and tastefully landscaped. Along the transit-mall, amenities such as seating, greenery,

graphics, and new lighting would be added.

A vacant building lot may often be transformed into an excellent, enjoyable rest space, referred to often as a mini-park. These spaces can provide some of the amenities generally lacking in the downtown area. In addition, a mini-park in the center of the block may also serve as a pedestrian short cut to parking garages or to other stores, making the downtown more pedestrian oriented. A corner lot may also serve as a public gathering place providing space for special events and relaxation.

It is important to include the State Government in the planning of the downtown. The Capital Area Plaza Authority was created by the Knasas legislature in 1965 to develop a master plan which would guide the growth while preserving the integrity of the Capital Square. The boundaries of the Capital Area Plaza are defined as follows: Eight Street on the North, Jackson on the East, Twelfth Street on the South and Topeka Boulevard on the West.⁴³ The development of the Plaza will not only reinforce the image of the historical Capitol Building, provide good working conditions for employees of the State Capitol, the Supreme Court and the General offices; but will also preserve and create a pleasant green open space for Downtown Topeka.

⁴³Oblinger-Smith Corporation, Consulting Planners, Capitol Plaza Master Plan, (Topeka Knasas: Capitol Area Authority, February 1976), p. 27.

Development of the existing industrial area into a city park would be advantageous to residents of the area surrounding Downtown Topeka as existing conditions exert a negative impact on surrounding land use. The presence of water and vegetation are favored by city dwellers. Tying downtown to the river and riverfront park with a coherent pedestrian walkway system will take advantage of these two valuable assets.

VII. Transportation

Downtown Topeka is the focus of existing traffic patterns.⁴⁴ It is evident from a review of present traffic operations that certain improvements must be affected within and on the approach to the business area in order to provide the required traffic capacities and the desired level of services. This need becomes more evident when anticipated growth for the area is considered.

The overall transportation system of downtown provides many strategic functions. Principal among these are ease of movement, accessibility, distribution of goods and services, as well as orientation. The plan for downtown responds to these needs within the framework of a coordinated regional approach to improve all forms of traffic circulation. Present and future traffic conditions in the

⁴⁴John, Brickell and Mulcahy, Consulting Engineers. Community Facilities and Open Space Report, (Topeka Kansas: Topeka-Shawnee County Metropolitan Planning Commission, June 1974), p. 129.

downtown area indicate need for improvement as follows:

1. Restructure the downtown street network so that a hierarchy of street is established, keep major arterials peripheral to the CBD and restructure internal streets to facilitate service-delivery, pedestrian movement, and necessary internal circulation.
2. Encourage additional peripheral parking lots with parkers connecting to the downtown via shuttle buses. These parking lots relate to direct CBD ingress and egress from adjacent expressways and arterials. These innovations are designed to keep cars out of the central area while maintaining easy access for employees and shoppers.
3. Provide a balanced transportation system of high quality bus, taxi, automobile, and pedestrian movement to meet the overall needs of each sector of the downtown.

Analysis of the probable future magnitude of traffic demands as related to the capacity of existing roadways indicates that major improvements will be required in the basic street network.

A significant shift from automobile to public transit could be expected to reduce need of costly roadways or parking areas, thereby resulting in better and more attractive usage of urban land areas. The citizens of

Topeka would be compensated by the social, economic, and environmental benefits of increased public transit usage, including: the use of less fuel; lowered air pollution level; reduced traffic congestion; and greater mobility for those of limited incomes.

Chapter 7

THE NEW DOWNTOWN MASTER PLAN

I. Introduction

If Downtown Topeka is to be revitalized, it must be treated as a total environment. The plan must recognize that a downtown is a fragile, interdependent entity. All elements -- government, people, businesses, the built landscape, open space -- interact to achieve a particular condition of vitality or decay.

A Master Plan has been drafted by the author to deal with the problems facing Downtown Topeka. The Plan was designed to approach the downtown as a complex environment in which many factors are at work. The Master Plan (Plate XVI) is sensitive to the physical development concepts taken into account. This Plan recommends development for many of the blocks, streets and open spaces. Designs and land uses must be coordinated so that downtown's environment will be as attractive and active as possible.

The New Downtown Master Plan recognizes that attention must simultaneously be given to rehabilitation of vacant and deteriorated buildings, development of empty parcels of land, and to improvement of visual quality of the streets and park areas. The Plan also ensures that the downtown is used for a wide range of functions such as: shopping,

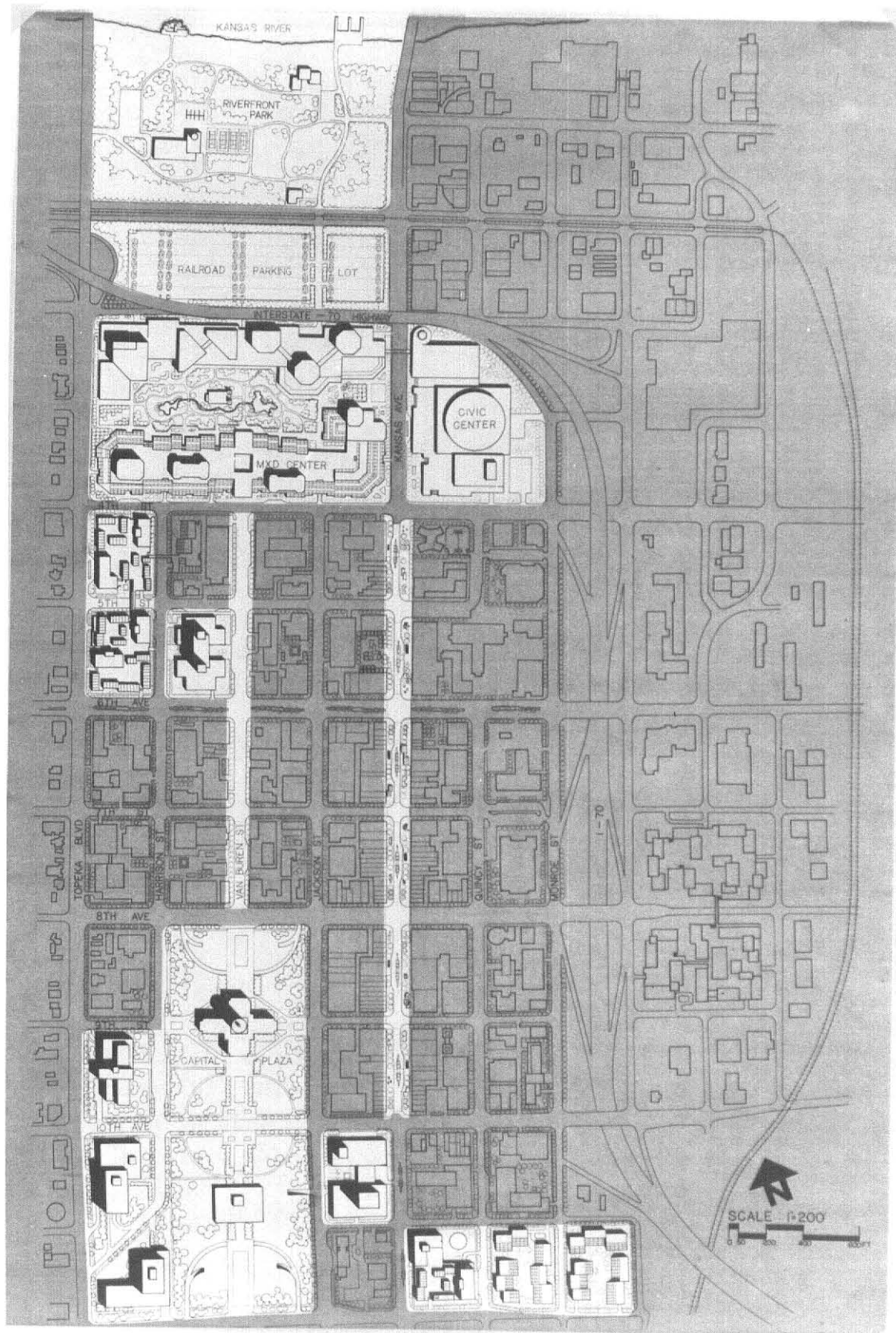


PLATE XVI The New Downtown Master Plan

work, living, entertainment, cultural and governmental activities. These will make the downtown a vital and active regional center both day and night.

Topeka is not starting from scratch in its revitalization. Over the last ten years, the city has been trying to reverse the downward trend of its downtown area. The mid-street pedestrian mall at Kansas Avenue and the Townscape Plaza between Kansas and Monroe Avenue have been positive steps in that direction. However, these projects have not succeeded in a complete turnaround. Sporadic attempts to improve downtown conditions are to be expected from time to time. Nevertheless, this Plan is an intensive phase of the effort.

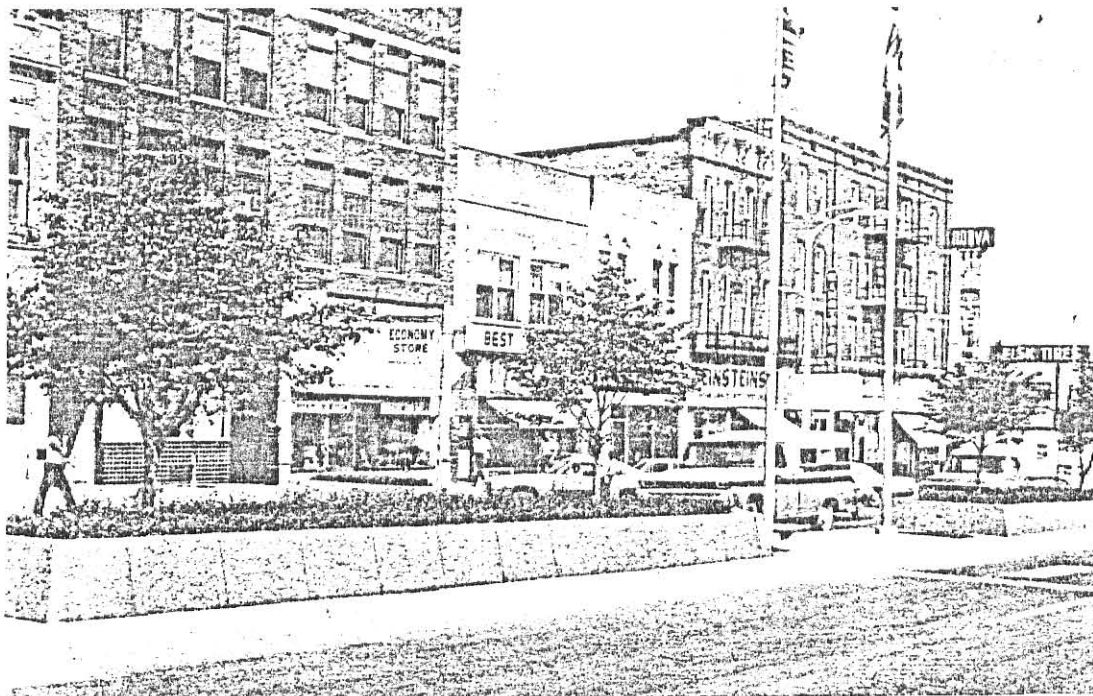


Figure 17 The mid-street pedestrian mall at Kansas Avenue.

The following sections describe each of the major projects involved in Downtown Redevelopment. They include the development of the Capitol Plaza, the Civic/Convention Center, the MXD Center, and improvement of the open space system, the transportation system, and the streetscape beautification.

II. Capitol Plaza

The Capitol Plaza Master Plan (Plate XVII) was originally designed by Oblinger-Smith Corporation in 1976. The objectives of the Master Plan are to enforce the image of the Plaza and to preserve the integrity of the Capitol Building as an historic and visual landmark. The primary design approach is to create the Plaza as one unified complex which is to be visually and functionally symbolic of the interdependence of Capitol Building, Supreme Court and State Office Building, and their purpose of working on the public's behalf.⁴⁵

The Capitol Plaza is very near the Central Business District. The influence of each area upon the other is a dominant constraint of major importance. Since the Plaza is an integral part of downtown, it should be considered as more than a collection of office buildings. The Capitol Plaza should be a place for people. Within the monumental

⁴⁵Oblinger-Smith Co., op. cit., p. 26.

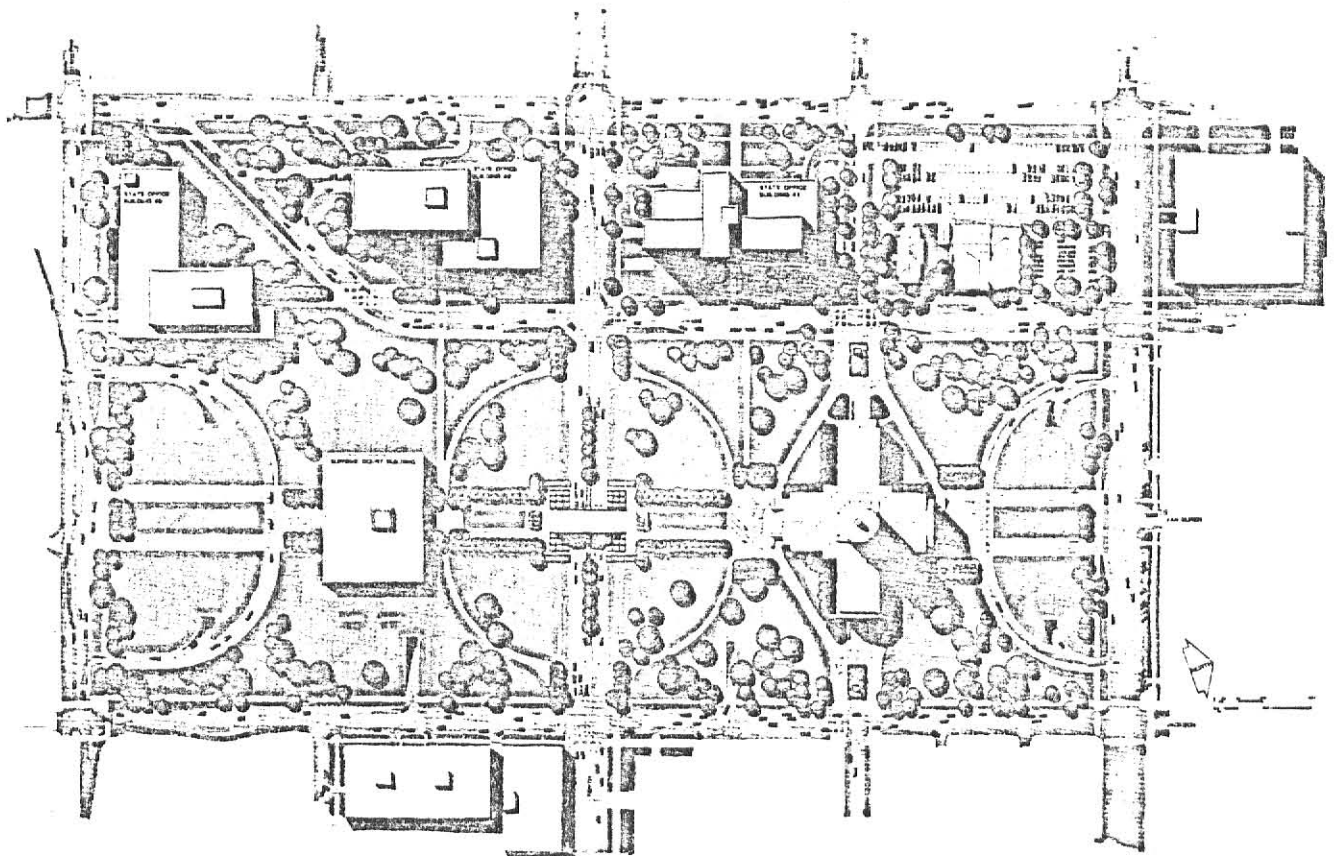
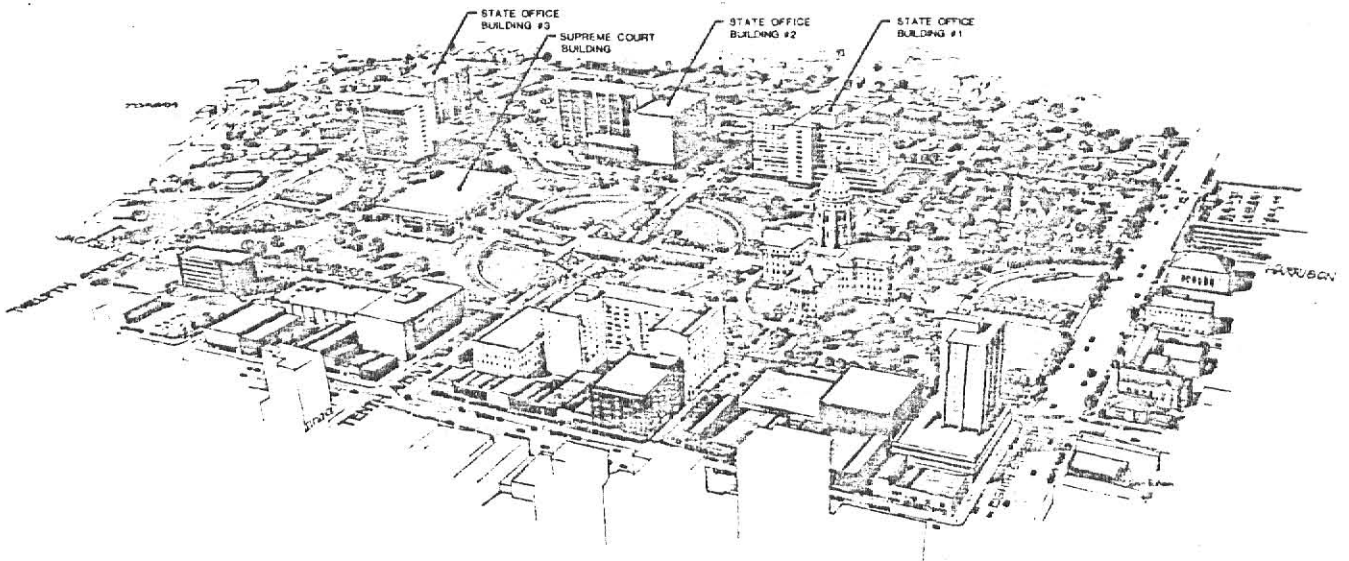


PLATE XVII Capital Plaza Master Plan
 (Oblinger-Smith Corporation, 1976)

complex, these should be areas so scaled and developed that people are comfortable. It should be a scenic and historic attraction which belongs to all residents of Kansas and should be a source of pride and pleasure.

III. Civic/Convention Center

The Municipal Auditorium, located at 214 East Seventh Street, has been the only major civic/meeting facility place in Topeka since 1939. The Auditorium seats 4,242 in its theater, and provides a few meeting rooms which are insufficient to accommodate the population of Topeka.⁴⁶ According to the information by William Chestnut, Auditorium Manager, the number of Auditorium Activity use days in 1977 were as follows: Arena -- 111 days, Exhibit Hall -- 67 days and meeting rooms -- 31 days.⁴⁷ This indicates an activity schedule which is too tight. Consequently, a new civic center large enough to accommodate future usage demands for the region should be planned. The New Civic/Convention Center (Plate XVIII) is a multi-use complex of facilities serving the citizens of Topeka and attracting people from the surrounding area. The Center will be designed to locate

⁴⁶Kansas Department of Economic Development, Conventional Facilities Guide, (Topeka Kansas, 1980), p. 31.

⁴⁷Horst-Terrill and Karst Architects, "Pioneer Center," a draft program prepared for New Civic Center in Topeka Kansas, 1978, p. 60.

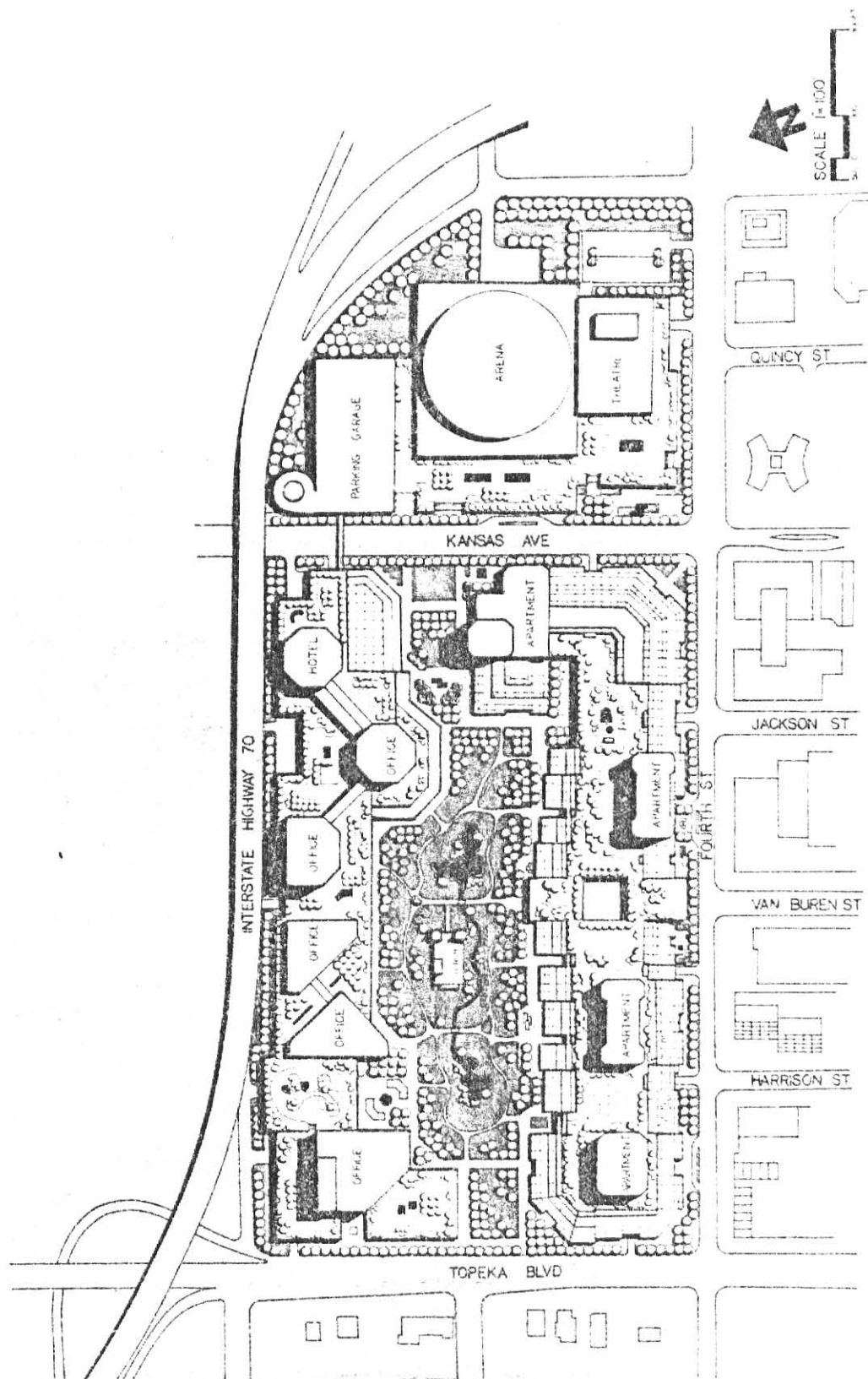


PLATE XVIII MXD Center & Civic/Convention Center Master Plan

on the Northeast corner of the downtown. The site is bounded by I-70, Kansas Avenue, Second and Fourth Street. The location offers excellent pedestrian and vehicular access; good visibility; ample on-site parking; and proximity to the existing Ramada Inn and new proposed Hotel of the MXD Center.

The New Civic/Convention Center is comprised of three major elements: a 2,000 seat theater; an arena consisting of 8,000 permanent seats and as many as 2,000 additional movable seats; and an Exhibit Hall of 70,000 gross square feet. There are 3,440 parking spaces required at peak situations during which all three facilities are in simultaneous use. In addition to a 750 space underground parking and 1,190 space five story parking garage on-site, there is a 1,272 space off-site parking lot located between the railroad and Second Street, Kansas Avenue, and Topeka Boulevard. According to the design criteria for the New Civic/Convention Center, the rooftop garden will provide an attractive and pleasant view from I-70 and the high-rise buildings in downtown. The exciting outdoor area and entrance landscaping will radiate a lively and inviting atmosphere. The planting design for this Center will be related to the vegetation of downtown to provide visual continuity.

IV. The MXD Center

The basic intention of this project is to provide a feasible design on the existing site area and provide a new facility which will be harmoniously related to areas surrounding the new proposed development. This scheme is to provide a complete new facility for the site depending on a mixed-use type of development which is interintegrated to create a highly vital and dynamic urban environment. The Center will provide a variety of activities, providing users the convenience of living, working, shopping and playing facilities within one area.

The project is a large scale mixed use urban development intended to revitalized the deteriorated area North of the downtown. The site of the MXD Center occupies 37.6 acres area comprising eight city blocks. It is bounded by Second Street, Fourth Street, Topeka Boulevard and Kansas Avenue. The Center includes multi-functions such as retail shops, offices, residential units, a hotel, entertainment centers and recreational facilities.

The interrelationship of various uses within the MXD Center will constitute its most unique and innovative feature. The primary design objective is to create an environment where different activities are integrated in such a way as to enhance the attractiveness of the individual elements.

The MXD Center consists of three units: the North Complex, the South Complex, and the Central Park. The North Complex includes one hotel and three office facilities. The hotel, commercial and office uses are either adjacent or connected by only a short walk. These proposed new land uses are to be located above a series of underground and lower level parking garages. The structure of North Complex consists of five interconnected buildings above a four level parking garage. The megastructure of this complex is designed to buffer the traffic noise from I-70, and to keep the poor views of the railroad screened from the Center. The rooftop of the parking garages is to be landscaped as a Roofgarden Plaza with plants, seating areas, fountains and lights. This will provide a pleasant view both from within and from taller buildings. The garden will also provide more natural elements and open space for the enjoyment of workers and hotel visitors. There will be space for relaxation without interference from street level traffic.

The South Complex is composed of retail and residential facilities in a terraced megastructure. There are two level underground parking lots which are interconnected so that shoppers may find it convenient to park. The commercial uses are allowed on the ground floor of the terrace complex providing a transition between adjacent areas. This level could also provide convenience shops for the residents of the complex. The sidewalks of Fourth Street will be

designed as extensions of the Kansas Avenue Mall⁴⁸ to invite pedestrian usage by people who work or shop in the downtown area. There are four high-rise towers above the terrace structure. Dwelling units occupy the four high-rise buildings and part of the terrace structure. The parking space for residents is located within underground parking garages and lower levels of high-rise apartments.

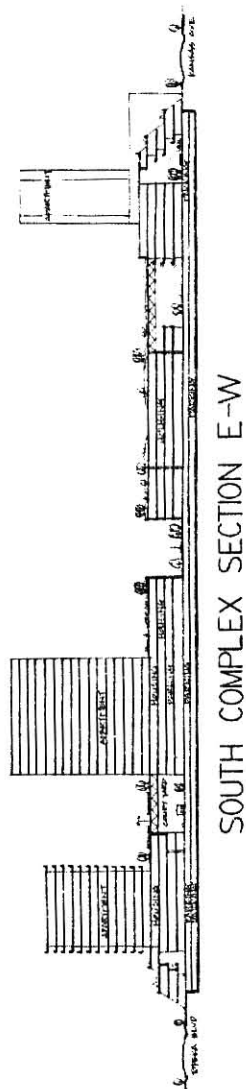
The 1,560 apartment units will create demand for services, trade and entertainment, increasing the vitality of the Complex. But while service establishments for the complex residents are the first priority, commercial activities do not have to cater only to these consumers. They may include enterprises which prefer location near the Central Business District but not necessarily in its high-value center. Examples may include professional offices and specialty shops. Whatever their nature, business within the complex need not depend only on that section for their markets. They may serve a population far beyond the immediate area.

The rooftop of the terrace complex is to be created as an outdoor recreation area and relaxation garden for the private use of those who live in the Complex. The roof-garden design is quite naturalistic featuring a mounded

⁴⁸See the section of "Streetscape Beautification" in this chapter.



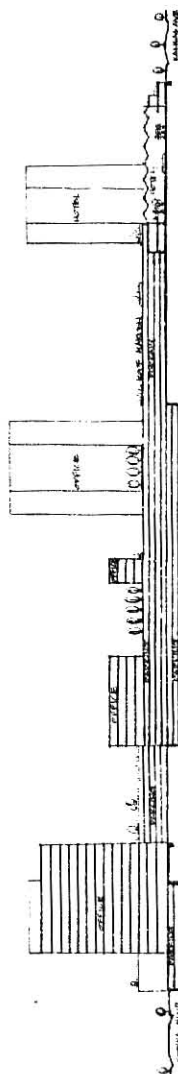
PLATE XIX The MXD Center Master Plan



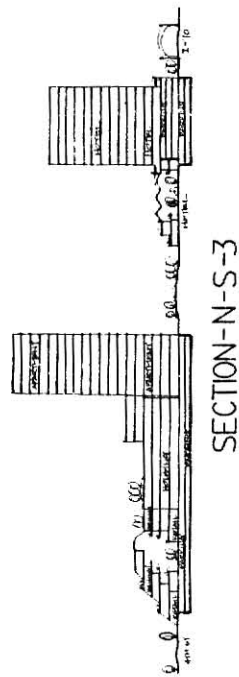
SOUTH COMPLEX SECTION E-W



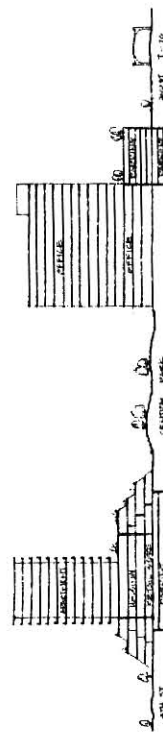
SECTION N-S-2



NORTH COMPLEX SECTION E-W



SECTION N-S-3



SECTION N-S-1



PLATE XX The MXD Center Sections

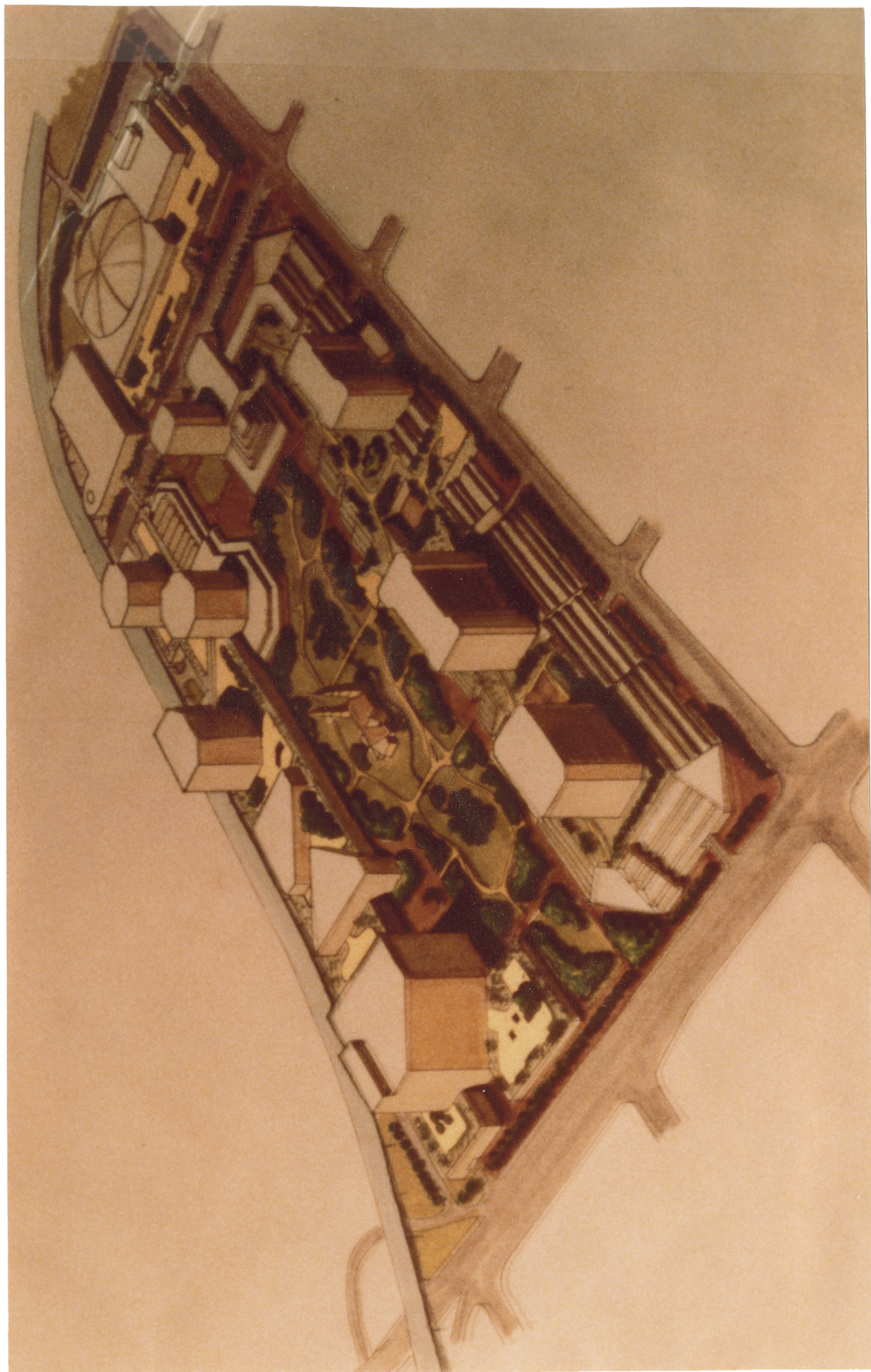


PLATE XXI MXD Center Perspective

grass area and a large number of plants. The recreation facilities on the rooftop includes two tennis courts, one swimming pool and a 0.6 mile jogging trail. The roofgarden not only provides complex residents with a nice park within walking distance, but also an excellent rest and play area relatively undisturbed by traffic. This is a rare amenity for street level residents.

Central Park occupies a central location between the North and South Complex. This 8.7 acre area is designed to function as a visual amenity and a green open space which acts as a buffer between office and residential facilities. The opportunity to enjoy the recreational as well as the aesthetic value of this park will attract greater use of the MXD Center. The existing Catholic Church (Plate XXII), a historic building and land mark, is preserved and located at the center of the park. This church is a unique design resource which will be visually integrated as a sculptural poem within the MXD development. For the proper function of the MXD Center, all thru-traffic must be excluded from its interior.

The MXD project will bring numerous new jobs to Topeka area and will generate a strong impetus for new investment and revitalization in the downtown. The real estate of the MXD Center can generate millions of annual tax to the city. The MXD and Civic/Convention Centers will bring significant change to the North District of the downtown.

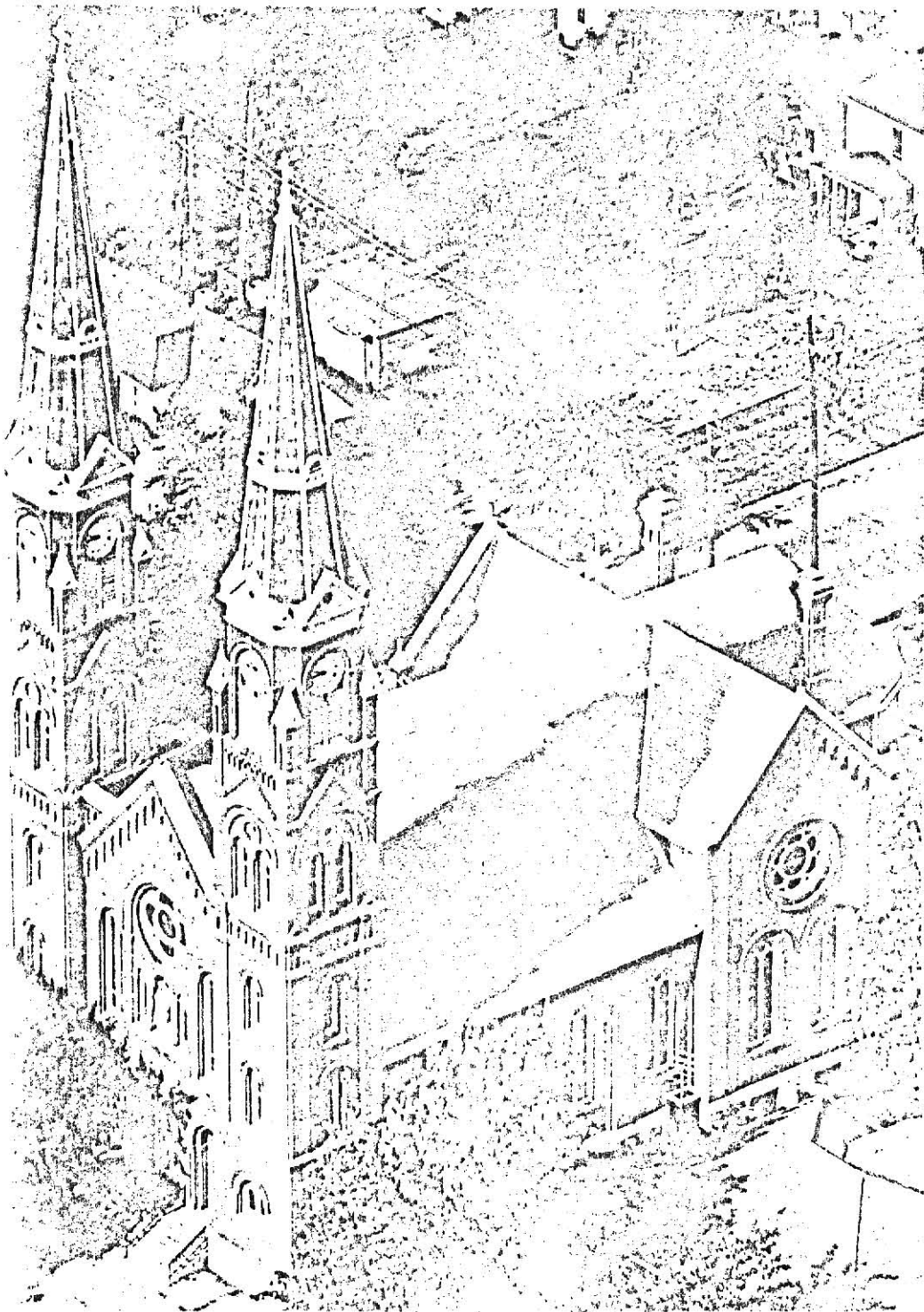


PLATE XXII St. Joseph's Catholic Church
227 Van Buren Street, Topeka

V. Streetscape Beautification

Downtown's business and activities would thrive all the more if sidewalks, streets and parks were beautified. The downtown would gain vitality if it was made more appealing to the pedestrian. Pedestrian malls have been commercial successes. They have developed out of the need for renewed downtown shopping areas to compete with suburban shopping centers, to create a new image for a city, to increase retail sales, to strengthen property values, and to promote new investor interest.

The best way to bring the active, clean and secure atmosphere of the shopping mall to Downtown Topeka is to create a transit mall on Kansas Avenue. In attempt to prevent circulation conflict between pedestrians and autos, often the main artery has been closed to auto traffic. However, this may upset the balance between business and activity. Some American cities closed their streets to all vehicles and discovered their downtown to be lifeless without some traffic. So Topeka should allow buses, emergency vehicles, taxies and service trucks to travel within the mall.

The Kansas Avenue Mall is planned to facilitate pedestrian usage within a six-block (3,250 feet) area along Kansas Avenue stretching from Fourth Street to Tenth Street. Kansas Avenue which has six lanes of traffic would be reduced to a two lanes of traffic with existing mid-street

landscapae. Pedestrian walks will be widened to as much as 30 feet on each side and paved with coordinated textural material such as concrete and brick. Design features such as fountains, art displays, booths, bulletin boards, kiosk, etc. would embellish the character of Kansas Avenue. Trees are an important design element on the mall. They are used to provide shaded seating areas, to distinguish street intersections, to give a sense of separation between pedestrian areas from the transitway, and to create space for special activities. Common Honey-Locust, Little Leaf Linden, Pin Oak, Ginko, Sugar Maple, and Japanese Pagoda are recommended to be for use on the Mall.⁴⁹

Kansas Avenue should continue as the terminus of the city's bus lines. Thousands of passengers getting on and off the buses each day would add to the pedestrian traffic. Bus shelters on the mall will protect waiting passengers from the elements, and benches will offer them a place to rest.

The crossings at Fifth, Sixth, Seventh, Eighth, and Ninth Street will remain open to cars allowing passenger pick up at several points along the Mall. Sidewalks on the side streets will be landscaped and decorated to complement Mall.

⁴⁹Robert L. Zion, Trees for Architecture and Landscape, (New York: Van Nostrand Reinhold Company, 1968), p. 142.

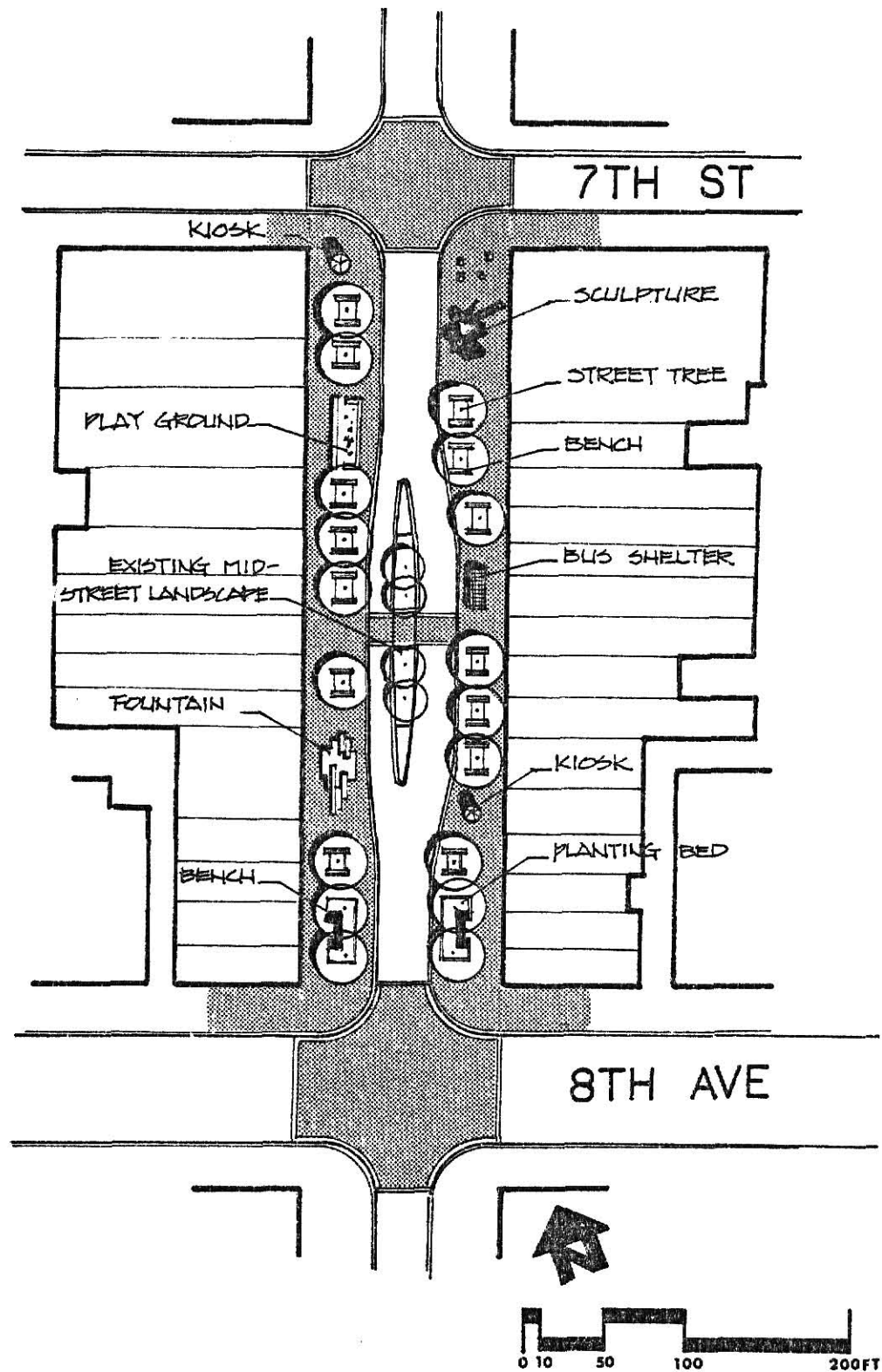


PLATE XXIII Plan of a typical block on
Kansas Avenue Mall

In order to expose the view of the Capitol to the MXD Center, removing the high power towers from Van Buren Street, widening and landscaping the street between Fourth and Eighth Street is strongly recommended. This development could broaden and lengthen the view of the Capitol. Furthermore, lining the street with plantings could define the view.

The Kansas Avenue Mall will be the centerpiece of a revitalized downtown. It is designed to provide a pleasant atmosphere for shopping and strolling. It is, in effect, a linear urban park, an elongated plaza, busy with activity day and night. Furthermore, the streetscape beautification will integrate the new Downtown Redevelopment and once again become the heart of the Topeka City.

VI. The Open Space System

Capitol Plaza, Civic/Convention Center, MXD Center, Riverfront Park and mini-parks will impart a distinct character to Downtown Topeka. They offer the workers or shoppers a rest from the bustle of office and stores, and provide green areas to downtown residents.

The open space will be dramatic focal points of the new pedestrian downtown. They are interconnected by remodeled side streets, new pedestrian walkways and the Kansas Avenue Mall. People may walk between Capitol Plaza, Kansas Avenue Mall, Civic/Convention Center, MXD Center,

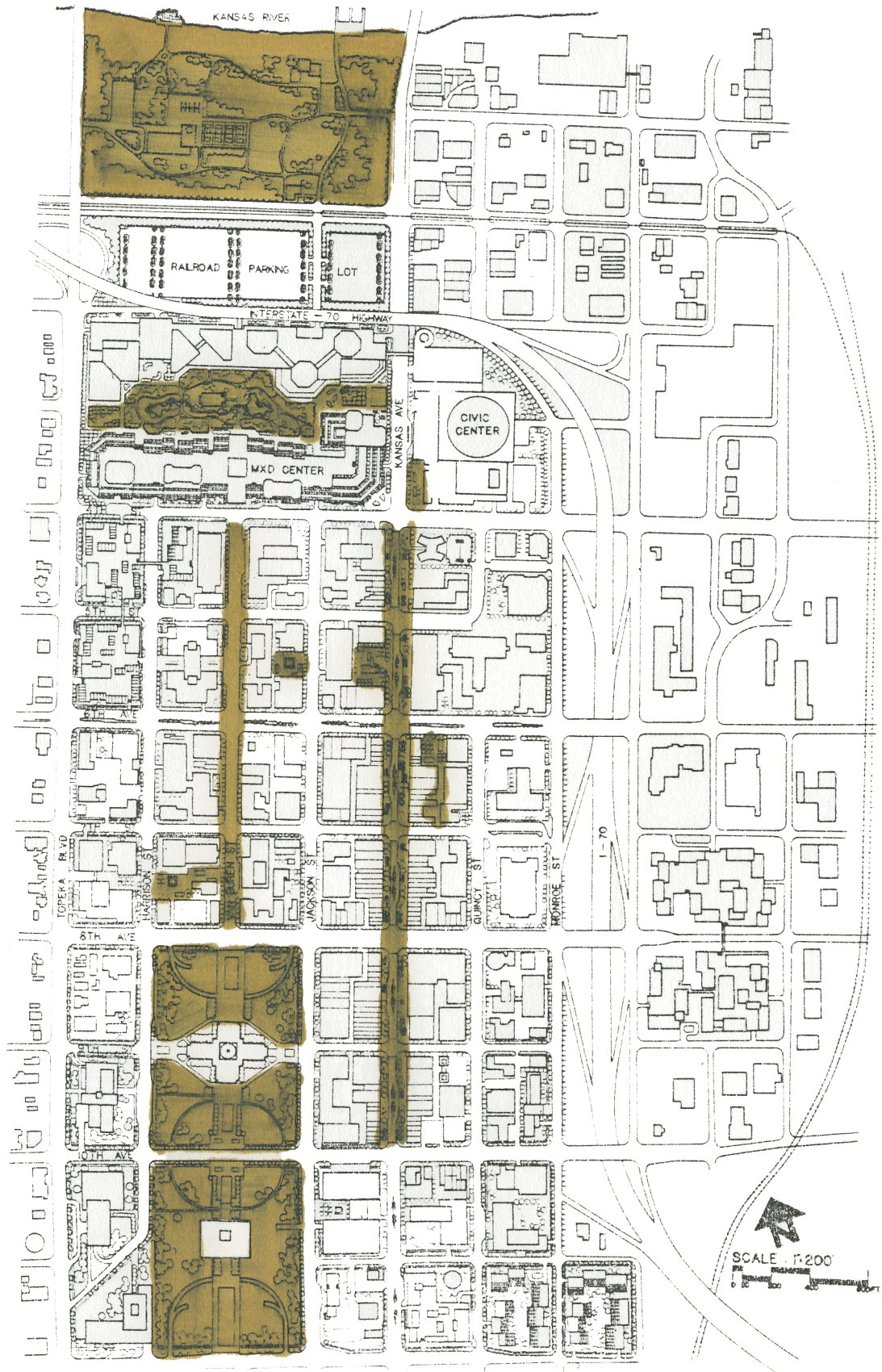


PLATE XXIV Proposed Open Space System

Railroad Parking Lot and farther to the Riverfront Park, without interference from the automobile.

Within the open system, each mini-park will be designed as an inviting place to stroll, eat lunch or meet other people. Riverfront Park will be the realization of the old dream to reclaim the riverbank for recreation and relaxation. The creation and rehabilitation of the open space system will crown the downtown's revitalization efforts. They will award Topeka citizens a beautiful downtown, something to be identified with and to be proud of.

VII. Transportation

The Downtown Topeka which is the focus of Topeka's existing traffic pattern and will remain so in the future. An important key to downtown revitalization is the transportation system, which must facilitate access for citizens of the Topeka Metropolitan area, as well as out of town visitors. To ensure that revitalization efforts will be successful, an improved transportation plan for downtown is essential.

The downtown is already convenient to auto and bus travel, but improvement will be necessary to accommodate new development projects. The major new development projects, Capitol Plaza, the MXD Center, and the Kansas Avenue Mall, will influence travel demands and traffic patterns in the downtown area. These projects will also

reduce the number of available lanes and increase trip generation within the downtown area. For instance, a portion of Jackson, Van Buren, Harrison Street and Kansas Avenue will be closed to traffic, thus additional vehicles have to be diverted to other remaining facilities. The streets which may receive the greatest traffic increases are Topeka, Quincy, Jackson, Fourth and Tenth Streets.

Thoroughfare improvements for Topeka's Metropolitan area have been recommended in the 1990 Transportation Plan for the City of Topeka. This program recommends that Topeka Boulevard (from Third to Seventeenth Street) and Sixth Street (from Indiana Street to I-70) be widened to six lanes providing three full lanes of traffic in each direction.⁵⁰ This improvement accommodates needs prescribed by the new Downtown Transportation Plan.(Plate XV).

The balance of the remaining downtown area streets are partially discontinuous and, therefore, not suitable for conversion to a one way system.⁵¹ Within the north-south one-way street system, trafficways containing major conflicts include Quincy (6th-12th), Jackson (4th-12th) and Harrison (4th-12th) Streets. These one-way facilities should become two-way at those points of major conflict.

⁵⁰Johnson, Brickell and Mulcahy, op. cit., p. 160.

⁵¹Ibid., p. 149.

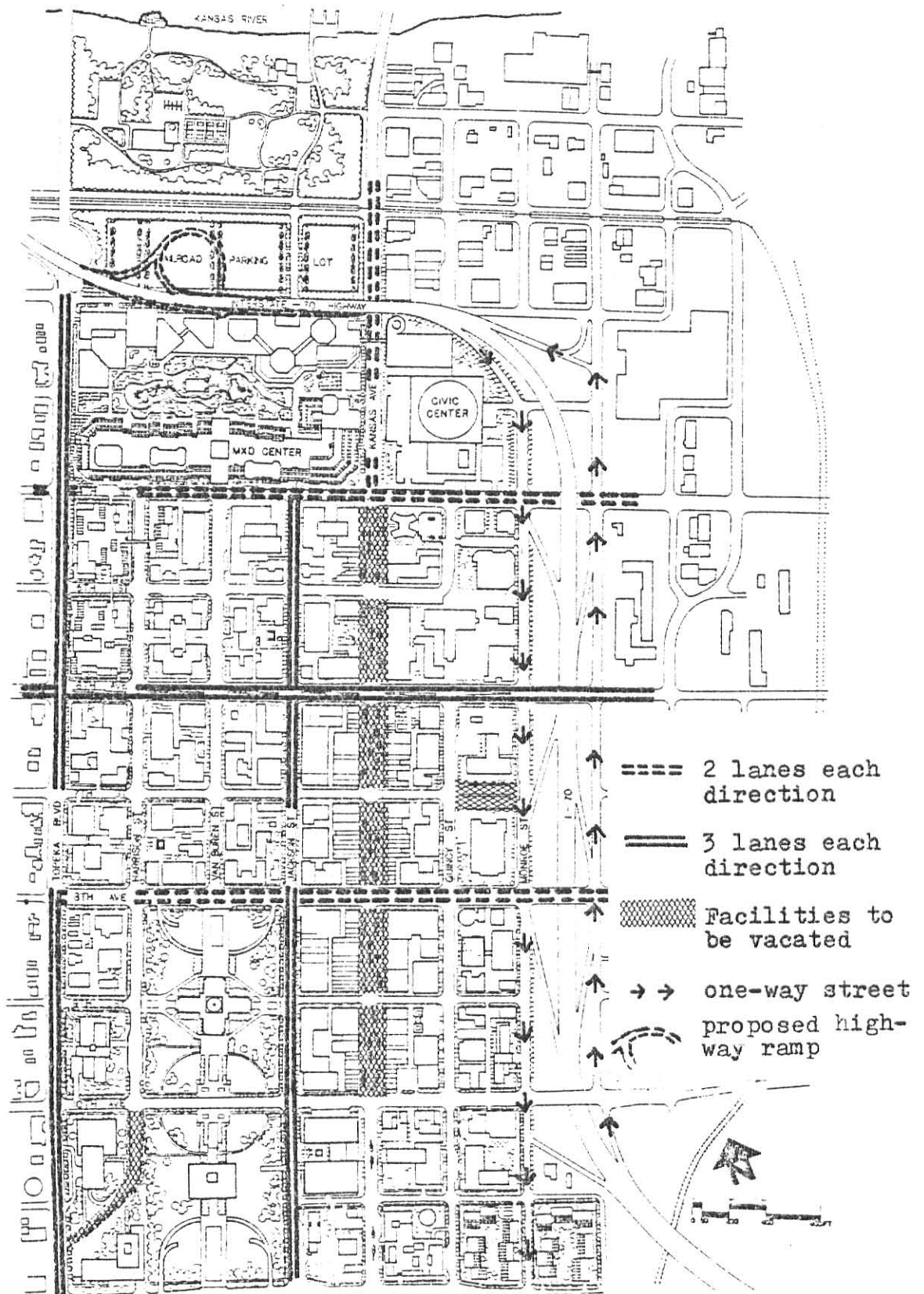


PLATE XXV Proposed Transportation System

Furthermore, Jackson Street (4th to 12th ST.) should be widened to provided a six lane divided trafficway with provision for left turns at major intersections. Some of this improvement would be implemented in conjunction with the Capitol Plaza project. Van Buren (4th-8th) Street would be widened to a four lane divided trafficway.

Poential for the east-west one-way street system is limited to the extent that Fourth, Sixth, Eighth, and Tenth Streets are the only thru-ways which traverse I-70, providing the only connection between Downtown Topeka and the area East of the Interstate. For this reason they should be retained as two-way thoroughfares. Fourth Street, on the West side of the downtown will be converted from a one-way to a four lane divided trafficway to a accommodate increased traffic volume generated by the new MXD Center. Eighth Street, which as presently one-way, will also be converted to a two-way street.

The vehicles which park in the North Complex of MXD Center and Civic /Convention Center will access to Kansas Avenue, Topeka Boulevard, Monroe Street and I-70. There are approximately 8,500 vehicles in and out these two centers during the peak-hours. Additional four lane on and off highway ramps are suggested to handle the great volume of traffic. According to the document, Handbook of Highway Engineering, the capacity of a good condition highway is 2,000/hour/lane, and the capacity of a 20 miles per hour local street is

800 cars/hour/lane. Should the four ramps are added, the 8,500 cars can disperse completely without interference with CBD traffic.

Once these improvements have been made, downtown streets will be able to handle the additional traffic loads. Implementation of the new transportation system will facilitate the flow of traffic from major access roads to parking lots scattered accross the downtown, even though six blocks of Kansas Avenue will be converted into a mall.

IX. Parking

Downtown parking is one element of the total transportation system of an urban area. It is important that the downtown parking facilities be publicized and parking problems remedied.

Encouragement of mass transit may be vary beneficial to the vitality of the centralized downtown area. Greater dependency on mass transit would reduce the demand for downtown parking. A shuttle bus service, which would transport employees to and from work places, would provide convenience to both shoppers and employees.

An inventory of downtown facilities, by the Topeka Engineering Department 1978, reports available parking space as follows:

Private facilities	46.5%	6,666 spaces
Public, short-term facilities	17.0%	2,431
Public, long-term facilities	36.5%	5,231
	<u>100.0%</u>	<u>14,373 spaces</u> ⁵²

This reveals that 2,431 spaces are available to shoppers throughout the downtown core. The short-term facilities include 1,600 curb spaces, 424 lot spaces and 407 garage spaces. However, the Kansas Avenue Mall development would eliminate 215 on-street spaces which could be replaced by proposed parking garages according the Plan. (Plate XXVI)

Construction of the future garages should accommodate the anticipated demand. Parking garages are most efficiently located when they do not draw traffic into the central area. The location of garages in the center of CBD serves to create traffic and pedestrian hazards. Fringe locations, coordinated with transit services, not only relieve this congestion and associated hazards, but also promote garage usage as ingress and egress becomes easier. The Civic/Convention Center and the MXD Center parking facilities, as well as the Railroad Parking Lot are intended to comprise the decentralized network of parking facilities.

As reported by the CBD Parking Study, the most dramatic increases in traffic volumes exist on Eighth Street

⁵²CBD Parking Study, p. 29.

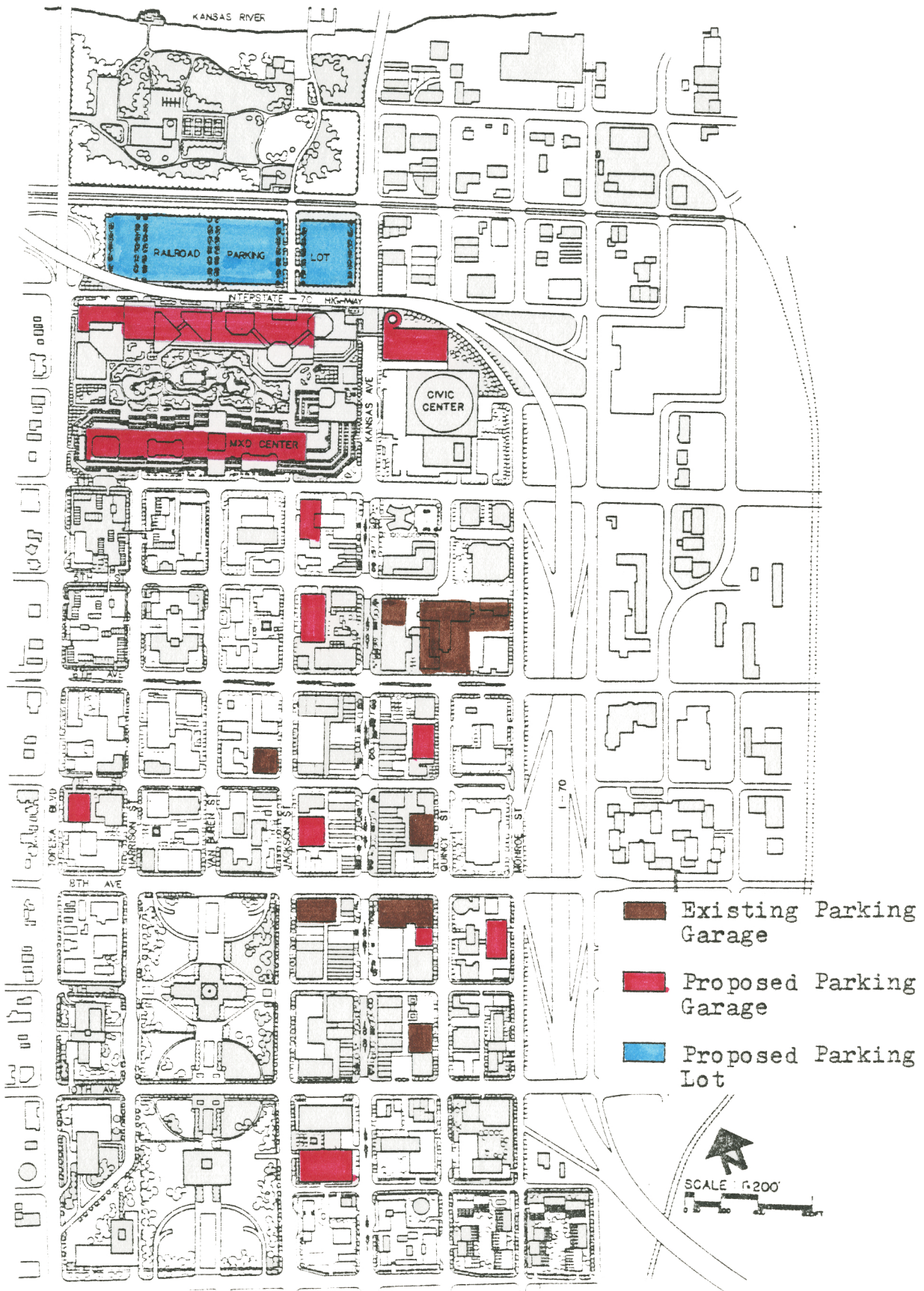


PLATE XXVI Proposed Parking Plan

from I-70 to Topeka Boulevard.⁵³ This fact reveals the increasing importance of traffic traveling on Eighth Street to the CBD, and its potential as a location for parking facilities. Due to the Kansas Avenue closure, Jackson (4th-8th) and Quincy (6th-10th) Streets would become the optimum location for proposed parking garages intended for use by the shoppers and employees.

Once this transportation plan is implemented, Downtown Topeka will not only be more accessible, it will also be more pleasant for pedestrian usage. The decentralized network of parking facilities will permit the shopper, office worker, or visitor to park near his destination. Walking will become an exciting experience when the Kansas Avenue Mall is completed with more attractive sidewalks and up-graded parking spaces. The proposed landscape improvements will make walking the primary mode of transportation throughout Downtown Topeka.

⁵³Ibid., p. 23.

CONCLUSION

This study has presented the background data and information pertinent to design recommendations. All evidence indicates that the proposed redevelopment of Downtown Topeka is practical and will be of great value to the city as well as the state of Kansas.

The recommended Master Plan contains the author's solutions of numerous design alternatives studied. It encompasses all of the design concepts considered to be of major importance and can be inaugurated at any time with minimal prior reconstruction. The Plan is also proposed to serve as a guide for those involved in the revitalization of Downtown Topeka. This alternative development concept provides guidelines which suggest the method by which revitalization of downtown might be directed. This direction will provide for a harmonious relationship between the local interests focused within the downtown area and State interests expressed in the Capitol Plaza Area.

After careful review by interested and effected individuals, organizations and agencies, appropriate aspects of this proposal should be adapted as public policy. This will enable the two basic concerns of this report to be implemented. The first of these is that revitalization progress in an orderly and satisfying manner and the second

concern is that State and local interests are more successfully joined in the urban fabric of this great city.

Most of the proposals contained in the Plan must be attained through the coordinated efforts of private developers, businessmen, citizens and public agencies. Formal recognition of the Plan is an essential prerequisite which will enable all involved to be confident that surrounding development will be compatible.

Public action toward implementation will involve programming of capital improvements funded through local, state and federal source. Private action must play the dominant role in the realization of the Downtown Plan. The initiative and imagination of developers, businessmen and citizens must be mobilized. All private interests are urged to acquaint themselves with the Plan for Downtown Topeka and plan their own actions within its context.

Past thinking and planning for downtown displayed a preoccupation with physical elements. There is now a much larger interest in the human use of space. The direction of this Plan is interesting, as it contains new implications for downtown redevelopment.

The commercial success of the shopping center depends upon the availability of parking space, ease of access, proximity to home, and attractiveness of the environment. It also is largely affected by integration of activity and overall management. Given an especially new concern for

Downtown Topeka, the Revitalization Plan contributes to the subtle process of better management of the CBD. It is concerned not only with the aesthetics of buildings, streets and spaces, but also functional interrelationships and patterns of usage.

Downtown areas are no less commercial than are shopping centers; yet their future allure will not turn on this attribute alone. The measure of commercial, cultural, governmental and recreational public activities provides the means to be more than a shopping center. Success of Downtown Plan depends upon accurate determination of people's objectives and formulating ways to serve them.

Whenever space is planned to accommodate public gatherings, the process of physical design and subsequent management should reflect a genuine attention to people's needs. Some downtown areas of American cities have shown so little sensitivity for these needs, and retained so little vitality, that public interest and patronage has diminished. Genuine attention to the diversity of human needs and behavior is paramount in the building of new town centers, or revitalizing of existing downtown areas.

It is hoped that the recommendation and designs proposed in this study will to some degree enhance future planning of urban centers as practical, enjoyable, and versatile environments, especially the Downtown Topeka area.

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APPENDIX A

MXD CENTER PROJECT DATA

I. Land Use Information:

Total Site Area: 37.6 acres
South Complex: 15.78 acres
North Complex: 13.11 acres
Central Park (or Open Space): 8.71 acres

II. Building Coverage in Square Foot:

Total: 911,700 SF
South Complex: 493,800 SF
North Complex: 417,900 SF

III. Gross Building Area (GBA)¹:

Total: 6,143,360 SF
Office: 1,232,170 SF
Hotel: 278,550 SF (300 rooms)
Retail: 232,500 SF
Residential: 1,849,220 SF (1,500 units)
Parking: 2,550,920 SF (7,280 spaces)

IV. Floor Area Ratio (FAR)²: 3.75

¹GBA -- includes all square footage within the structures.

²FAR -- Gross Building Area divided by the Net Land Area.

V. Parking

	<u>Parking Spaces</u>	<u>Parking Ratio</u>
Hotel	490	1.76 spaces/1,000 SF
Office	4,230	3.43 spaces/1,000 SF
Retail	620	2.66 spaces/1,000 SF
Residential	1,940	1.30 spaces/unit

<u>Description</u>	<u>CONSTRUCTION PHASES</u>				<u>Total</u>
	<u>Phase 1</u>	<u>Phase 2</u>	<u>Phase 3</u>	<u>Phase 4</u>	
Site Cleaning	41,670 SY	48,700	42,780	48,890	182,040 SY
Demolition	2,015,000 CF	1,577,500	510,000	660,000	4,762,500 CF
Apartment	259,220 SF	609,600	606,000	374,400	1,849,220 SF
Retail Store	32,400 SF	79,500	23,400	97,200	232,500 SF
Office	97,950 SF	457,120	224,000	453,100	1,232,170 SF
Hotel	278,550 SF				278,550 SF
Community Center			60,000 SF		60,000 SF
Parking Garage	450,400 SF	807,200	687,000	606,320	2,550,920 SF
Roof Garden	6,220 SY	1,470	10,933	6,220	24,840 SY
Landscaping	9,980 SY	12,100	13,160	19,710	54,950 SY

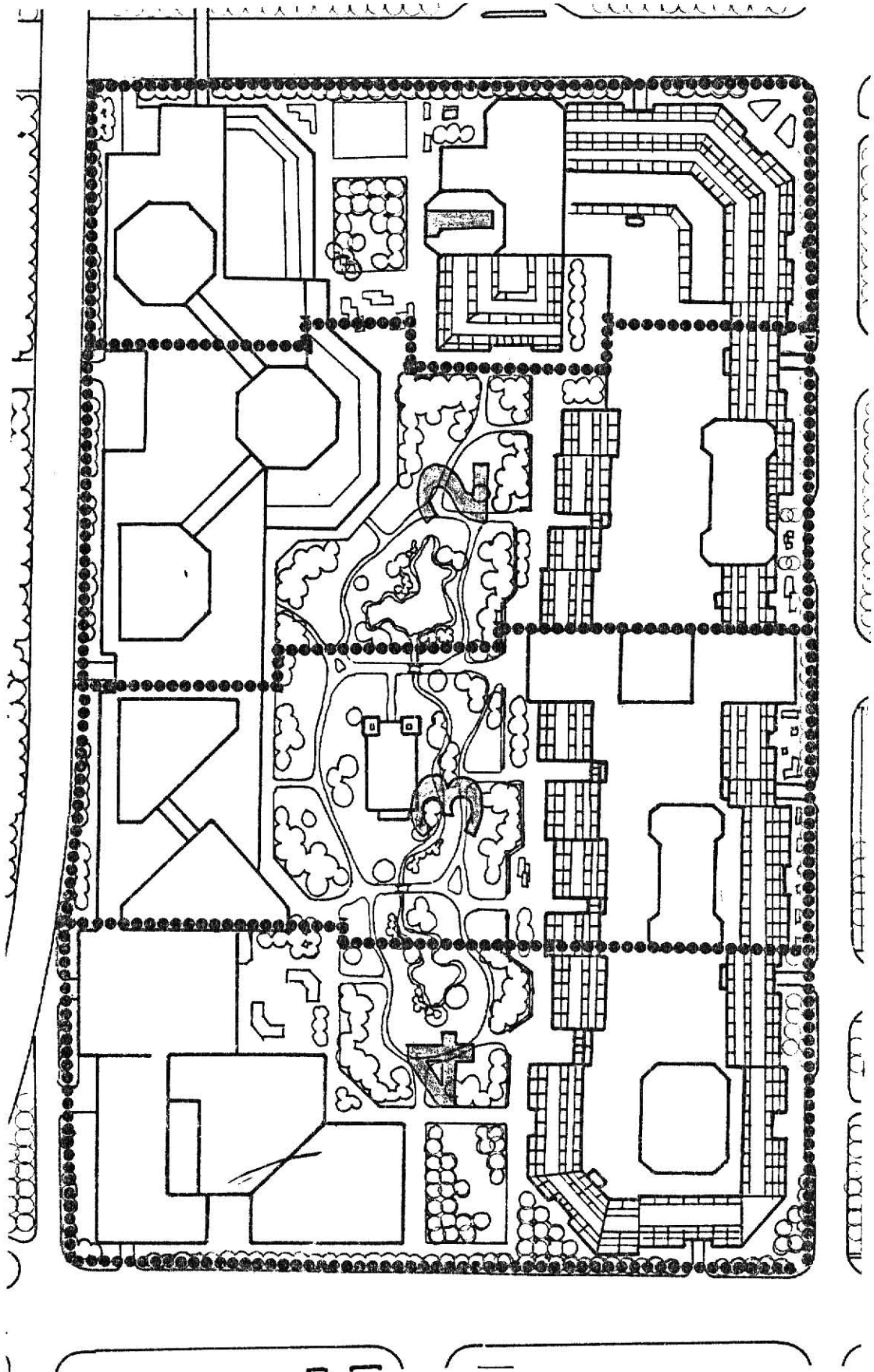


PLATE XXVII Construction Phase Plan for MXD Center

PHASE I CONSTRUCTION ESTIMATE

(Thousand Dollars)

Land Cost¹: 1,900

Construction Cost²: 37,982

Site Cleaning	41,670 SY	@ 0.25	=	10
Demolition	2,015,000 CF	@ 0.15	=	302
Apartment	259,220 SF	@ 37.0	=	9,591
Retail Store	32,400 SF	@ 35.0	=	1,134
Office	97,950 SF	@ 59.0	=	5,779
Hotel	278,550 SF	@ 51.0	=	14,206
Parking Garage	450,400 SF	@ 14.5	=	6,531
Roof Garden	6,220 SY	@ 40.0	=	249
Landscaping	9,980 SY	@ 18.0	=	180

Total Cost: 39,882 thousand dollars

Tax and Benefit Information:

Appraised Value(30% of Total Cost) = 1,195

Annual Tax = Appraised Value x .161.35 mille

= 1,930 thousand dollars

Benefit for Topeka's labors:

Construction Cost x 1/3 = 12,661 thousand dollars

¹Information from Ed Shambug, director of Downtown Topeka Inc., 1980.

²The unit prices were referred to 1980 Dodge Construction Manual, 1981 Dodge Construction Systems Costs, and Means Building Construction Cost Data 1980.

APPENDIX B

CROWN CENTER PROJECT DATA

Physical Configuration:

Component	Development in Place <u>1975</u>	Profile at Build Out* 1985
Residential units		2,200 units
Office space	678,000 SF	2,000,000 SF
Retail space	461,000 SF	520,000 SF
Transient facilities	728 rooms	950 rooms
Parking spaces	3,450 spaces	7,400 spaces
Other Components	* Multimedia Forum; 35,000 SF audiovisual * Kaleidoscope: children's art and craft center * Ice skating rink * Ten acre public plaza * Health club and ex- tensive recreational facilities	Same Same Same Same Same
Acreage	30 acres	85 acres
Gross Building Area	3,025,000 SF	8,150,000 SF
Floor Area Ratio	2.3	2.2

Estimated Total Development Costs:

\$ 140 million as of 1975, and \$ 350 million at completion.

* Estimated based on current plans. Ultimate profile will be determined by market factors.

Note: Project Data source from Robert E. Winterspoon, et al., Mixed-Use Developments: New Ways of Land Use, (Washington D. C.: ULI, 1976), p. 164.

REVITALIZATION OF THE DOWNTOWN AREA
CASE STUDY IN TOPEKA KANSAS

by

SHU-NEU HSU

B.S., College of Chinese Culture, 1975

AN ABSTRACT OF A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF LANDSCAPE ARCHITECTURE

Department of Landscape Architecture

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1982

ABSTRACT

Attractiveness of downtowns has diminished, owing to a lack of attention, financial support and physical improvement. Yet, despite constant fiscal and social problems, these downtowns have not died. They have unlimited potential for rejuvenation and growth. Topeka Kansas is a case in point.

Topeka is the state capital of Kansas. It is constructed of fabric both old and new. However, much of its old fabric has declined; most obvious in its downtown area which has retained the characteristics of a traditional administrative and commercial center. Through the years, there have been spurts of interest and commitment to revitalize the downtown area, but the success of these efforts only begins to tap the existing potential.

Based on the successes and failures of various downtown redevelopment efforts in different American cities, this thesis suggests creative solutions to present problems and bold anticipation of future needs for the revitalization of the Downtown Topeka. This study also presents background data and information pertinent to design recommendations. All analysis indicates that this proposal for the redevelopment of Downtown Topeka is practical and will be of great value, not only to the capital city, but to the state of Kansas as well.

The recommended New Downtown Master Plan contains the

best of numerous design alternatives studied. It encompasses design concepts considered to be of major importance and can be initiated at any time with minimal damage to existing fabric. It is hoped that the design recommendations proposed in this study will serve as a guide, not only to those involved in the revitalization of Downtown Topeka, but also to those in any urban center where aging downtown environments need to be made more practical, versatile and enjoyable.