

# TOPEKA PLANNING COMMISSION

## A G E N D A

Monday, August 17, 2015

6:00 P.M.

620 SE Madison  
1<sup>st</sup> Floor, Holliday Conference Room  
Holliday Building  
Topeka, Kansas 66607

### Members of the Topeka Planning Commission

Kevin Beck  
Dustin Crook  
Rosa Cavazos  
**Scott Gales, Chair**  
Dennis Haugh  
Nicholas Jefferson, Vice Chair  
Carole Jordan  
Mike Lackey  
Patrick Woods

### Topeka Planning Staff

Bill Fiander, AICP, Planning Director  
Carlton O. Scroggins, AICP, Planner III  
Dan Warner, AICP, Planner III  
Mike Hall, AICP, Planner III  
Tim Paris, Planner II  
Dean W. Diediker, Planner II  
Annie Driver, AICP, Planner II  
Susan Hanzlik, AICP, Planner II  
Taylor Ricketts, Planner I  
Kris Wagers, Office Specialist



**ADA Notice: For special accommodations for this event, please contact the Planning Department at 785-368-3728 at least three working days in advance.**

## **AGENDA ITEMS**

**Topeka Planning Commission**

**Monday, August 17, 2015 at 6:00 P.M.**

**A. Roll call**

**B. Approval of minutes – July 20, 2015**

**C. Communications to the Commission**

**D. Discussion Items**

1. D-1 Design Guidelines
2. Pedestrian Master Plan Update
3. Neighborhood Plan Updates

**E. Adjournment**



CITY OF TOPEKA  
**TOPEKA PLANNING COMMISSION**

MINUTES

Monday, July 20, 2015

6:00PM – Holliday Building – 620 SE Madison, 1<sup>st</sup> Floor Holliday Conference Room

**Members present:** Nicholas Jefferson, Kevin Beck, Patrick Woods, Scott Gales, Rosa Cavazos, Mike Lackey (6)  
**Members Absent:** Dustin Crook, Dennis Haugh, Carole Jordan (3)  
**Staff Present:** Bill Fiander, Planning Director, Dan Warner, Planner III, Mike Hall, Planner III; Annie Driver, Planner II; Kris Wagers, Office Specialist

**A) Roll Call**

6 Members present for a quorum

**B) Approval of Minutes from May 18, 2015**

**Motion** to approve as typed; moved by Mr. Woods, second by Mr. Beck. **APPROVED (6-0-0)**

**C) Communications to the Commission –**

Mr. Fiander informed the Commissioners that the August meeting will be a policy meeting with no cases heard. A number of cases are anticipated to come into the Planning Department and be heard at the September and/or October Planning Commission meeting(s).

**D) Declaration of conflict of interest/exparte communications by members of the commission or staff – N/A**

**E) Discussion Item – Downtown Zoning D-1 Conversion**

Mr. Fiander explained that this evening's meeting would focus on the base uses allowed in the current zoning and the proposed D-1 zoning. Next month's meeting will include discussion regarding the guidelines. Future meetings will include discussion about signs as there are no sign requirements in the current D-1.

Mr. Warner reviewed the Memo provided to Commissioners in their meeting packet. Mr. Fiander added that currently, C-5 is the predominant zoning for downtown. The Historic District, shown in grayscale on the map provided, makes up about 9 blocks and has its own set of **design guidelines**. The C-5 uses being reviewed this evening include everything in the C-5 District *and* the Historic District.

Mr. Warner began to review the Use Matrix provided in the meeting packet, explaining that the dash means "Not Permitted"; the circle/dot means "Permitted Use"; the C means "Conditional

**DRAFT**

Use"; the S is "Specific Use" requirement. Mr. Fiander explained that the staff proposals are very early in the process and subject to change upon further consideration and discussion.

Mr. Gales asked staff to review where Crisis Centers and Assisted Living Facilities may be appropriate in D-1 zoning. Mr. Lackey stated that he believes it's incompatible with what is being done downtown. Mr. Gales stated he believes it's a service that should be in proximity but not in the core area. He suggested CUP not be an option.

Mr. Warner reviewed Dwelling *Multiple Family and on main floor*. Mr. Fiander pointed out that this may need to be further defined and if so, Staff would look for direction from the Planning Commission.

Mr. Warner reviewed Recreation Outdoor Types II and III (p. 4 of handout). Mr. Gales asked for clarification regarding allowing outdoor recreation on rooftops. Mr. Fiander explained that the zoning is regarding **primary** use of the property; inclusion of recreational uses would be allowed as accessory use.

Mr. Warner reviewed Building, Construction & Mechanical Contractor Office (p. 6). Mr. Warner stated that though Staff initially suggested it not be permitted, they may wish to re-consider since there are no yards/outdoor storage; it's essentially office or storefront.

Mr. Warner reviewed Pawn Shops/Second Hand Shops (p. 7), explaining that it creates a challenge because pawn shops are grouped with second hand shops. Mr. Fiander stated that we may wish to be more specific as to what the special permissions might be, allowing for temporary but not more permanent outdoor displays. Mr. Gales suggested adopting specific requirements for allowing room for pedestrian traffic.

Mr. Warner reviewed Contractor Yards and then Laundry, Commercial Dry-cleaning (p. 8). No comments were made.

Mr. Warner reviewed Truck/Freight/Bus Terminal (p. 9). Staff recommendation is to revise the description to "in D-1 bus terminal only." Mr. Woods asked why we would consider not allowing a bus terminal downtown. Mr. Fiander suggested that we may need to separate Bus Terminal and Truck/Freight.

Mr. Fiander pointed out that there were no changes recommended regarding Density and Dimensional Standards (p. 10).

Mr. Gales asked regarding P. 7 red-text. Ms. Driver explained that's simply a reminder/note to staff to review and should not be part of the matrix.

Discussion was had regarding no parking requirements for multi-family dwellings. Mr. Fiander stated that it's "self policing". Mr. Lackey expressed concern that tenants would take up parking spaces shoppers would use. Mr. Fiander stated Staff will review codes in other cities.

Mr. Gales inquired regarding Student or Faculty Housing (p. 2); what's different between student housing and an apartment complex and why do we not allow it? He suggested including it as a Conditional Use. Mr. Fiander stated Staff will look at it.

Mr. Fiander brought to attention the Assisted Living Facility item (p. 1). Mr. Lackey stated he does not find it compatible with D-1 zoning and Mr. Gales pointed out that it's extremely low-density.

Mr. Fiander asked Staff & Commissioners if they could think of any current downtown businesses that would be made non-conforming based on suggested zoning changes. None came to mind but Staff will confirm.

Mr. Woods asked for clarification on Publishing Establishments and Distribution. Mr. Fiander pointed out that it refers to the scale of Jostens.

Mr. Fiander explained that next steps will be to review Design Guidelines. After that, there will be an informational meeting for property owners

Mr. Beck inquired regarding the height requirement of 3x the width of the street (see p. 11 #16). Staff will clarify the language.

## **F) Adjournment at 7:15 PM**



# CITY OF TOPEKA

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PLANNING DEPARTMENT  
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## MEMORANDUM

**To: Topeka Planning Commission**

**From: Dan Warner, AICP, Comprehensive Planning Manager**

**Re: Downtown Zoning D-1 Conversion**

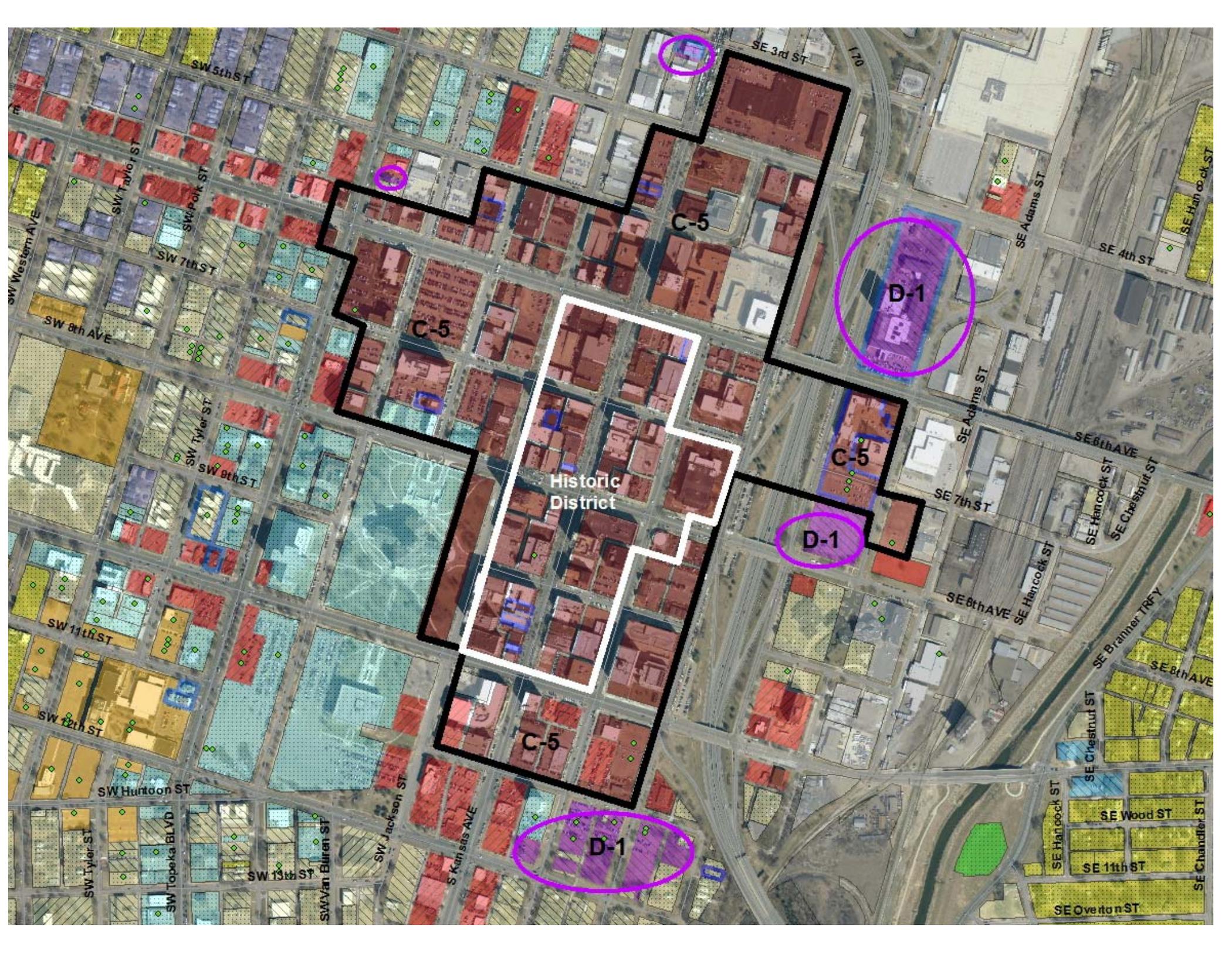
**Date: August 17, 2015**

There are three components to the D-1 District that we would like to discuss with the Planning Commission:

- use matrix,
- design guidelines, and
- signs.

Staff presented the use matrix at the July 20, 2015 Planning Commission meeting. This month we will discuss the D District design guidelines (attached). Signs will be presented for discussion at a subsequent Planning Commission meeting.

Staff has organized a working group of design professionals to assist with refining the design guidelines component. That group will begin meeting after the Planning Commission has reviewed the design guidelines.



Historic District

C-5

C-5

C-5

D-1

C-5

D-1

D-1

SE 3rd St

170

SW 5th St

SW Taylor St

SW 7th St

SW 8th Ave

SW Tyler St

SW 9th St

SW 11th St

SW 12th St

SW Huntoon St

SW Tyler St

SW Topeka Blvd

SW 13th St

SW Van Buren St

SW Jackson St

S Kansas Ave

SE Adams St

SE 4th St

SE Adams St

SE 6th Ave

SE 7th St

SE 8th Ave

SE Hancock St

SE Chestnut St

SE Branner Trfy

SE 8th Ave

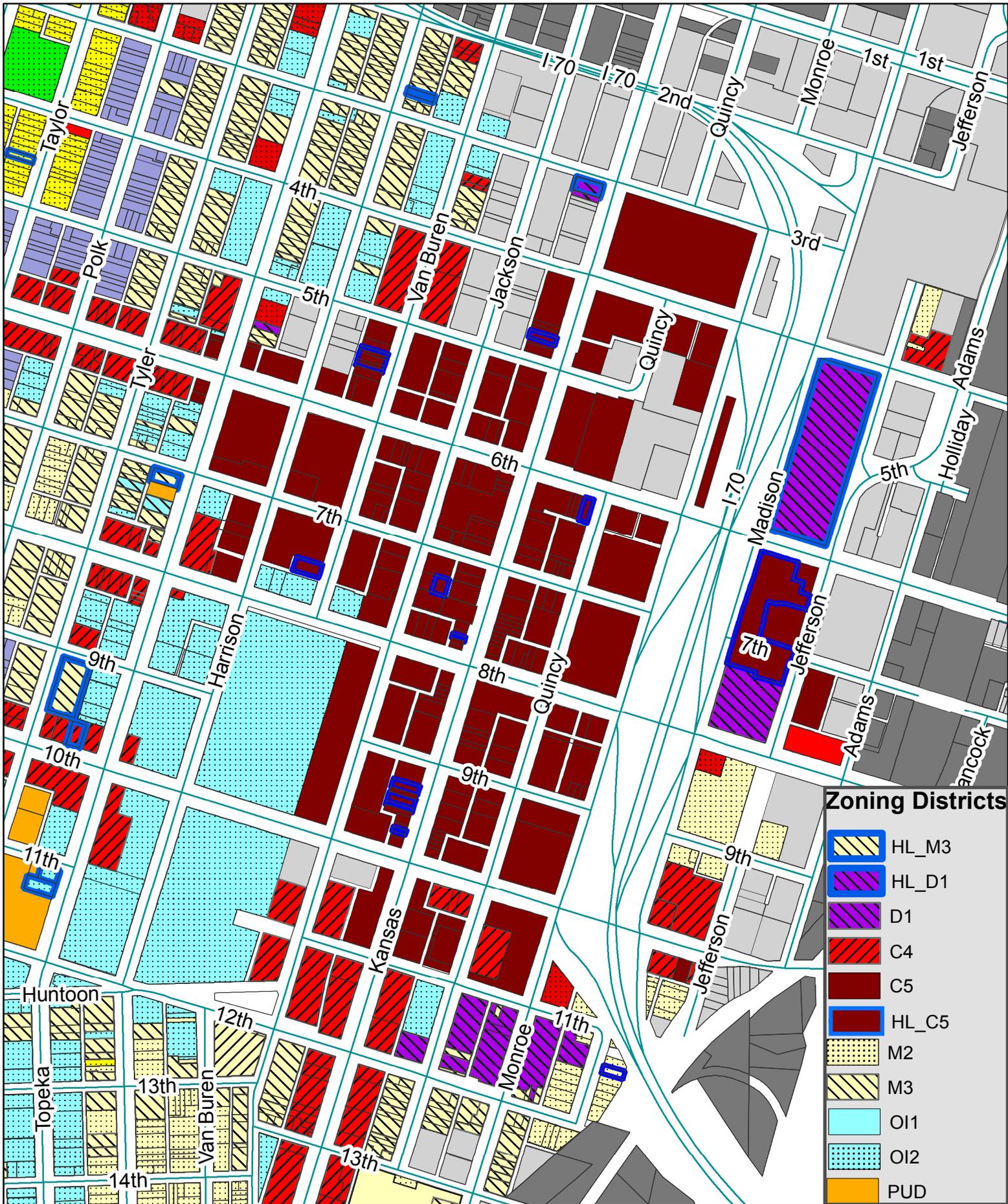
SE Chestnut St

SE Wood St

SE 11th St

SE Overton St

SE Chandler St

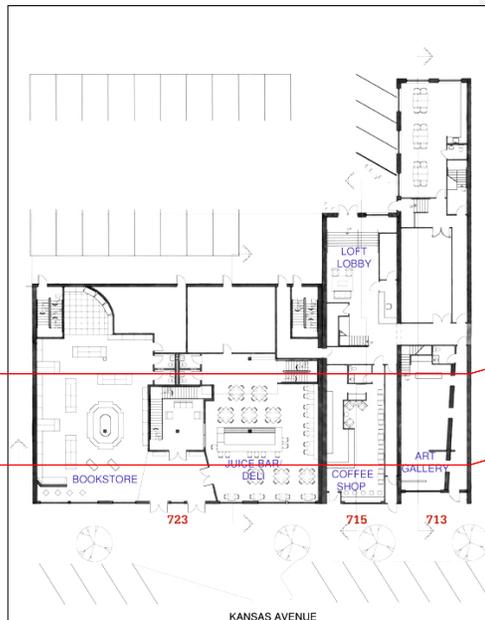


**Downtown Zoning Map**



## DOWNTOWN TOPEKA URBAN DESIGN GUIDELINES

Urban design is concerned with the appearance of Downtown Topeka, and the physical implications of design and planning decisions for the public realm of the City. Urban design is an effective means to coordinate how various public and private development proposals, including transportation and public infrastructure will affect the City physically. The focus of concern is on the public realm of Downtown: the public faces of buildings, public spaces, streets, sidewalks, parks and plazas that provide the outdoor public venues for many activities. These guidelines are to be used as criteria for the design of new public and private projects and to be utilized in the evaluation of new projects by the approving authorities.



**Comment [DW1]:** Need purpose and applicability sections. Discuss that these guidelines applies to the D-1 District and discuss the relationship with the historic district.

Also include a variance/appeal section and spell out criteria for appeal, i.e. public safety and constraints of the site.

**Comment [DW2]:** Should we add the D-1 sign regulations to this document?

**Comment [DW3]:** Tweak this section so that is clear these guidelines apply to development outside the public right-of-way.

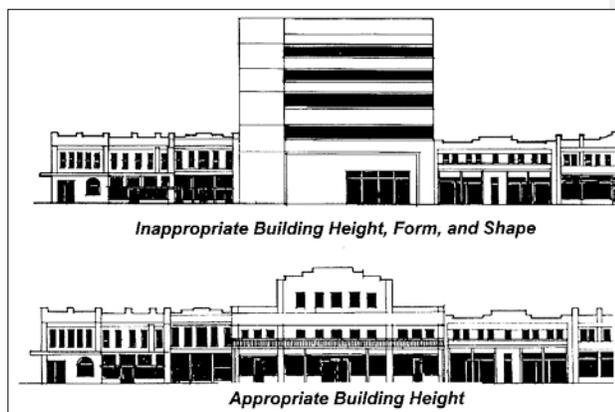
**Comment [DW4]:** This is more of a goal than a design guideline. Move up to the purpose section.

### MIXED USE DEVELOPMENT

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

### INFILL DEVELOPMENT

1. Exterior additions to existing buildings or adjacent infill construction should be compatible with the character of the site, and take into account the size, proportions, façade composition, rhythm and proportion of openings, materials, and colors of neighboring buildings.

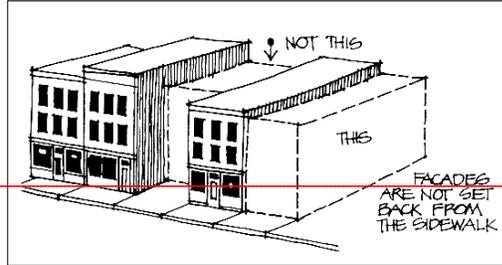


2. Design new on-site parking, loading docks or ramps to be unobtrusive and compatible with the primary use of the site.

**Comment [DW5]:** Add more clarity to this guideline.

## STREET ORIENTATION

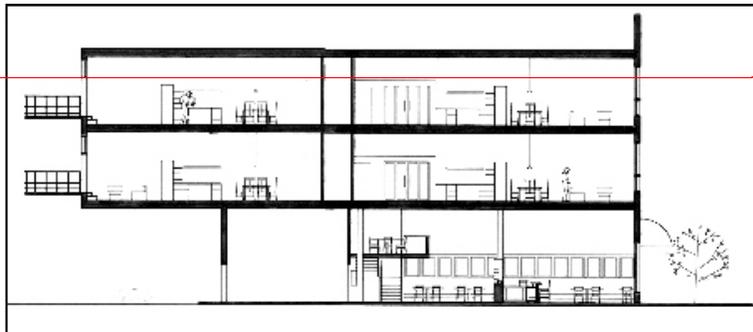
1. Buildings should generally be built up to the edge of the sidewalk in a consistent plan with the other buildings on the street.
2. Other street-level setbacks, plazas and widened sidewalks from the building line should be strategically placed in accordance with an overall open space plan. The new open spaces should be located to relate to other land uses such as retail, entertainment and transit routes.



**Comment [DW6]:** Emphasize adequate pedestrian connections to buildings.

## STREET LEVEL USES

1. The ground floors of buildings should contain public or semi-public uses such as retail or entertainment uses with direct entry from the street.
2. New buildings should express a principle public façade and entrance on the adjacent street, and entries from parking facilities should be considered as secondary.
3. Retail activities within buildings should be oriented towards the street and have direct access from sidewalks through storefront entries.
4. Ground floor storefront restaurants are strongly encouraged to have French doors, operable storefront windows and sidewalk cafes to increase the connection between the interior and exterior environments.
5. Sidewalk cafes should not impair pedestrian circulation nor store entrance access.



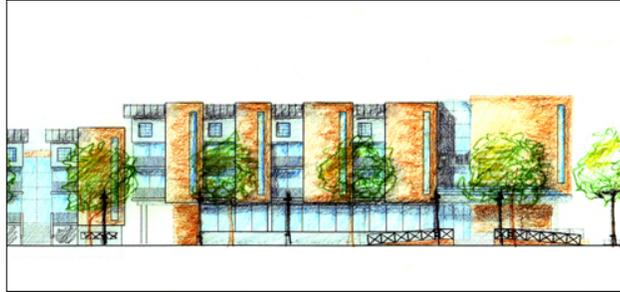
**Comment [DW7]:** Should this say "street frontages" instead? Other uses could be to the rear of the retail uses that occupy the street frontage.

**Comment [DW8]:** Is this guideline too specific?

**Comment [DW9]:** Add merchandise display too.

## BUILDINGS FACADES

1. New buildings should be open and inviting in both their principal and secondary facades.



2. Entryways should be generously proportioned and visually transparent so as to encourage connections to the public realm.

3. Decorative and functional elements such as signage, awnings, and ornamentation should be used to create human scale elements on the facades to further encourage openness.

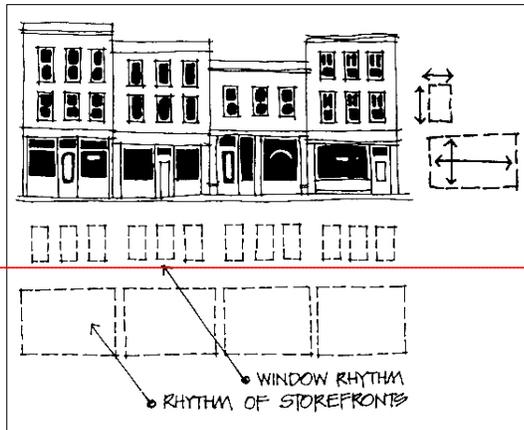


4. Blank walls should not be placed along public streets, but may be placed along alleys and service lanes.

Comment [DW10]: Clarify blank walls.

5. Loading docks and garage entrances should not be located on the major pedestrian street side of new buildings.

6. Retail storefronts are strongly encouraged along the ground floor of all new and renovated buildings within the Downtown D-1 District. These should be visually transparent to the interior with large areas of window display and should provide for direct entry from the sidewalk.



7. Store display windows should be lit at night so as to contribute to ambient street lighting and a livelier street presence. Pull-down doors that cover the entire storefront are discouraged; visually open grates and grilles are preferred for security where needed.

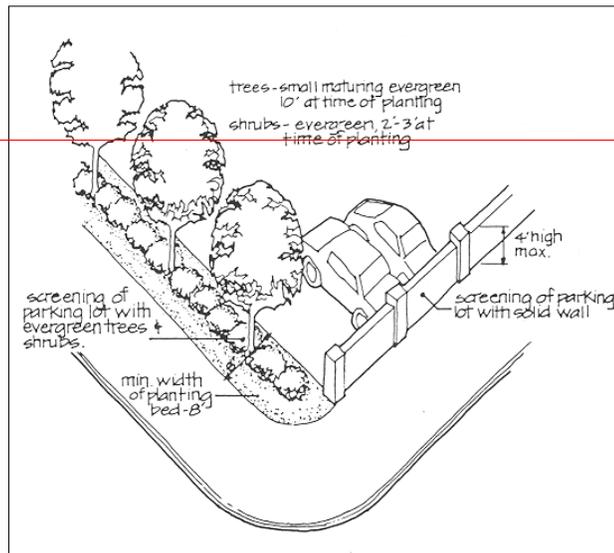
Comment [DW11]: Review this guideline.

**PARKING FACILITY DESIGN**

- 1. Facades of parking facilities should be treated with high quality materials and given vertical articulation and emphasis. The façade should be designed so as to visually screen cars at street level. Sloping interior floors should not be visible or expressed on the exterior face of the building.
- 2. Retail storefronts or other business uses should be placed at the street level along the principal street and are encouraged along all adjacent streets except service alleys.
- 3. Pedestrian entries should be clearly visible and architecturally expressed on the exterior of the garage. Expression of the vertical pedestrian circulation (stairs and elevators) on the exterior of the garage is encouraged.



- 4. Surface parking lots should provide a minimum of 20 square feet of landscaping for each parking space. Required landscaping should take the form of planter strips, landscaped areas and perimeter landscaping.



- 5. The existing street setback should be maintained along the principal street frontage in developed areas and established in new districts or developments. Tools for accomplishing this can include walls, fences, row of trees, hedges or any combination of these elements.

- 6. While it is important to provide adequate interior lighting for safety and comfort, it should be controlled to avoid spill out on the adjacent streets creating excessive glare.

**Comment [DW12]:** Does the landscape ordinance cover this now?

Investigate this guideline further. Consider CPTED principles.

## ARCHITECTURE AND CONTEXT

1. The architectural design of new buildings and the rehabilitation of existing buildings should be sensitive to the existing built and natural environment within which they are constructed. The architecture of the existing downtown buildings, particularly buildings built before 1940, should provide examples of architectural themes, rhythm, materials and forms.

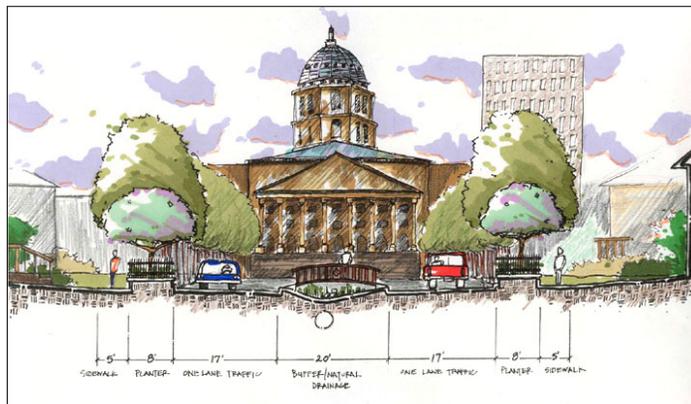


2. New construction in the Downtown Districts are not required to implement any particular architectural style, but should be designed to be compatible with the scale, form and materials of surrounding structures, by applying these guidelines.

**Comment [DW13]:** Elaborate more in this guideline as to what is appropriate for new construction.

## PUBLIC INFRASTRUCTURE IMPROVEMENTS

1. All new public infrastructure projects (roads, sidewalks, public buildings, and streetlights) should meet high standards of design quality and provide significant secondary benefits in the form of major public space improvements. These projects should be subject to the same standards of Downtown design that would be required of all other projects.



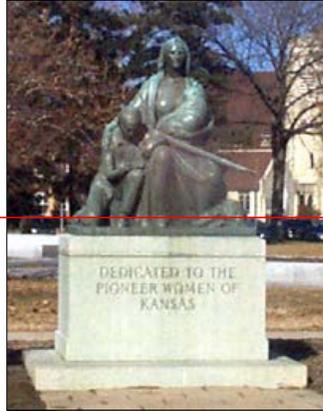
2. Public art projects are encouraged to be incorporated into every major public infrastructure project such as bridges, highways and roadways.

## ART IN PUBLIC PLACES

1. New public spaces and infrastructure improvements are encouraged to have a significant component of public art so the project will have a visible presence.

## PUBLIC SPACES

1. New public spaces should consist of renovated or enhanced streets, or strategically selected places that are directly linked to the street system. Primary opportunities are adjacent to the Kansas-Quincy, and at the intersections of 9th and Kansas Ave. and 8th and Van Buren St.



Comment [DW14]: Review this section to determine what should be kept.



2. Generally, pedestrian ways should not be separated from streets and sidewalks, unless in riverfront parks. They should maintain direct access from the adjacent streets. They should be open along the adjacent sidewalk and allow for multiple points of entry. A passerby should be able to see directly into the space.
3. The development of new districts and projects should emphasize the continuation or conservation of traditional block and street patterns.

4. New public spaces should be developed with amenities as follows:

- 1 tree per 1000 square feet of open space. (3½" caliper at planting).
- A minimum of 25 linear feet of seating for every 1000 square feet of open space.
- However, walls, fences and dense planting that visually secludes the interior space from the sidewalk should be avoided.



Comment [DW15]: This is too specific.

## HISTORY AND IDENTITY

1. All projects are encouraged to express local history and identity through functional and ornamental design elements and works of public art.



2. New development projects or renovation of existing

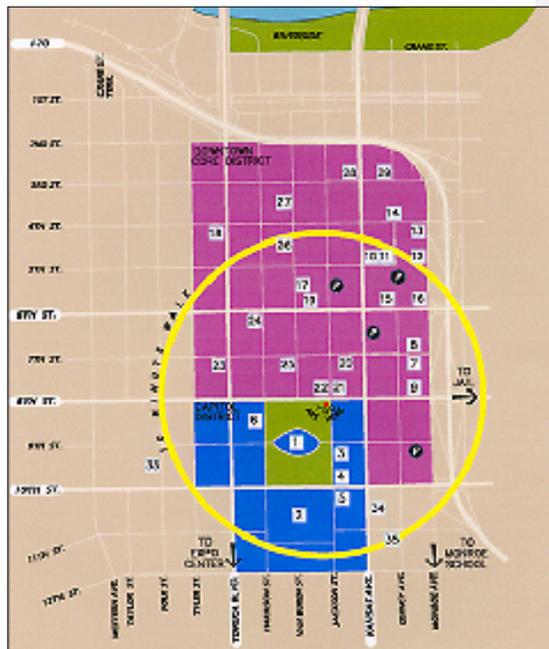
structures should be designed to preserve the historic resources that exist on the site and reinforce the historical context within which they are developed.

3. In the event that it is not possible to preserve the entirety of a historic building the retention of historic facades is encouraged.

**Comment [DW16]:** Is this section necessary? Can it be broken up and move the individual guidelines to different sections?

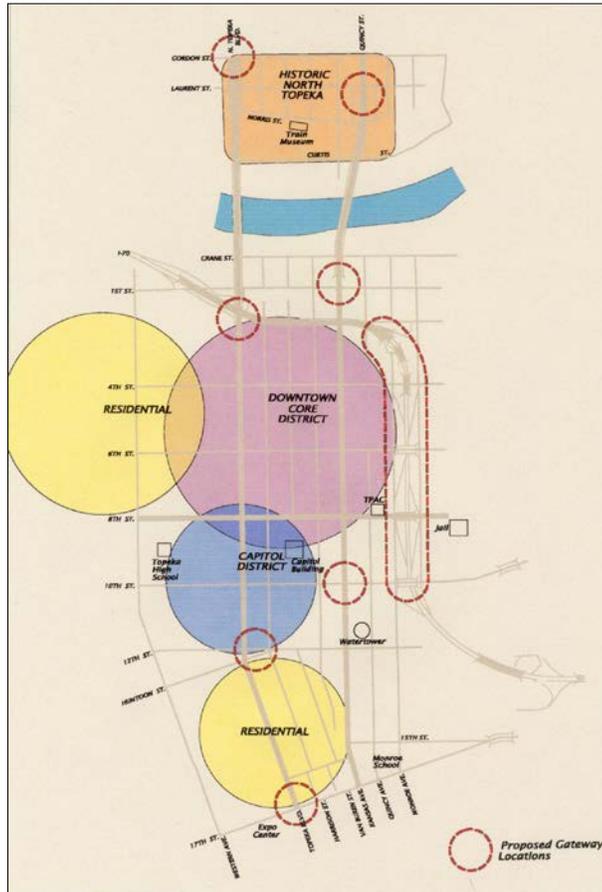
## STREET AND BLOCK ORGANIZATION

1. New buildings and development should respect the existing organization of the city and the street and block patterns that exist.
2. Superblock developments that join together one or more blocks are discouraged.
3. Where it is feasible, street grids should be extended, reestablished or newly created in areas of large-scale redevelopment.
4. New buildings or pedestrian bridges should not bridge across or block access to existing streets.



## ENTRANCES AND VISTAS

1. Buildings and new development projects should be sensitively designed and sited so as to preserve the key vistas and gateways to downtown and views of the State Capitol.
2. New buildings should not block the view corridors defined by the city streets, either by bridging across streets or the use of pedestrian bridges.



**Comment [DW17]:** Remove the graphic. It shows an much larger area than the D-1 covers.

### Illustrations:

- P.1 Dawn Wessels & Kim Korphage (top), Draft Lawrence, Kansas Downtown Design Guidelines (bottom)
- P.2 *Keeping Up Appearances* Storefront Guidelines, National Trust for Historic Preservation (top), Kim Wessels (bottom)
- P.3 Dave Devore (top), Planning staff (middle), *Keeping Up Appearances* Storefront Guidelines, National Trust for Historic Preservation (bottom)
- P.4 Planning staff (top), *Design Review*, American Planning Assoc., PAS Report #454 (bottom)
- P.5 Dawn Wessels & Kim Korphage (top), Charlotte Cox & Ryan Wilt (bottom).
- P.6 Planning Staff (top, middle), Chris Handzel (bottom)
- P.7 Bryce Wittenborn (top), Joe Loretta & Aaron Harnden (bottom)
- P.8 Model and photograph by KSU Studio Students