

# COMMUNITY INITIATED DEVELOPMENT

## DRAFT PHASE 3 PLAN

February 2014



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**Prepared for: City of Emporia, Kansas  
Emporia Main Street  
Kansas Department of Transportation  
Kansas Department of Commerce**





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### **City of Emporia, KS**

Casey Woods, Emporia Main Street  
Matt Zimmerman, City Manager  
Mark McAnarney, Assistant City Manager

### **Kansas Department of Transportation**

David Gurs, Project Manager  
Steve Baalman, Area Engineer  
Thomas Dow, State Transportation Planner

### **Kansas Department of Commerce**

Mary Helmer

### **BG Consultants, Inc.**

Bruce Boettcher, Principal in Charge  
Jason Hoskinson, Project Manager  
Thomas Kelly, Utilities Engineer  
Diane Reynolds, Traffic Engineer  
Bryan Falk, Lead Architect  
Ekaterina Barybina, Architect

### **AMAI Architecture**

Steve Bowling, Architect

### **Pegasus Planning**

Sean Garretson, Community Planner

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# CHAPTER 1

## Executive Summary



**Community Initiated Development** – In 2005, the City of Emporia, through the Emporia Main Street organization, began a multi-phase process to identify the community’s needs in downtown Emporia and develop a plan to achieve those needs. The plan’s intent was for the community to proactively identify, market, and initiate redevelopment in the private and public infrastructure. As a result, the **Community Initiated Development (CID)** was born. Phase 1 and Phase 2 included a number of fact-finding and community involvement processes to identify the community’s needs and goals for downtown Emporia. As a result, the Downtown Design Guidelines were developed and use districts were established. This phase of the CID, Phase 3, further refines the use district designations, assesses infrastructure conditions, identifies reinvestment opportunities, and quantifies the public infrastructure improvements necessary to facilitate reinvestment.

**Market Assessment** – A market assessment was performed to better identify current market conditions and opportunities in downtown Emporia. The assessment found that although the local market is not strong, there are a number of market gaps that exist and opportunities for private investment which could be absorbed relatively quickly by the local economy. The assessment found the local economy could absorb an estimated 90,000 square feet of additional office and commercial/retail tenants in the current market gaps along with an additional 50 to 100 residential rental units, particularly in the Black & Gold District.

The assessment also found that a strong interest for public/private partnerships currently exists. The opportunities from these partnerships could help finance and/or assure lease contracts for occupancy of new mixed-use buildings constructed as part of redevelopment projects. Partnerships can help achieve project success and increase the rate at which new development is absorbed.

The community has experienced recent success with mixed-use redevelopment projects similar in scope to that which the current market could support. The Kellogg Plaza & Lofts and the Granada Plaza & Lofts projects are prime examples of this type of redevelopment.

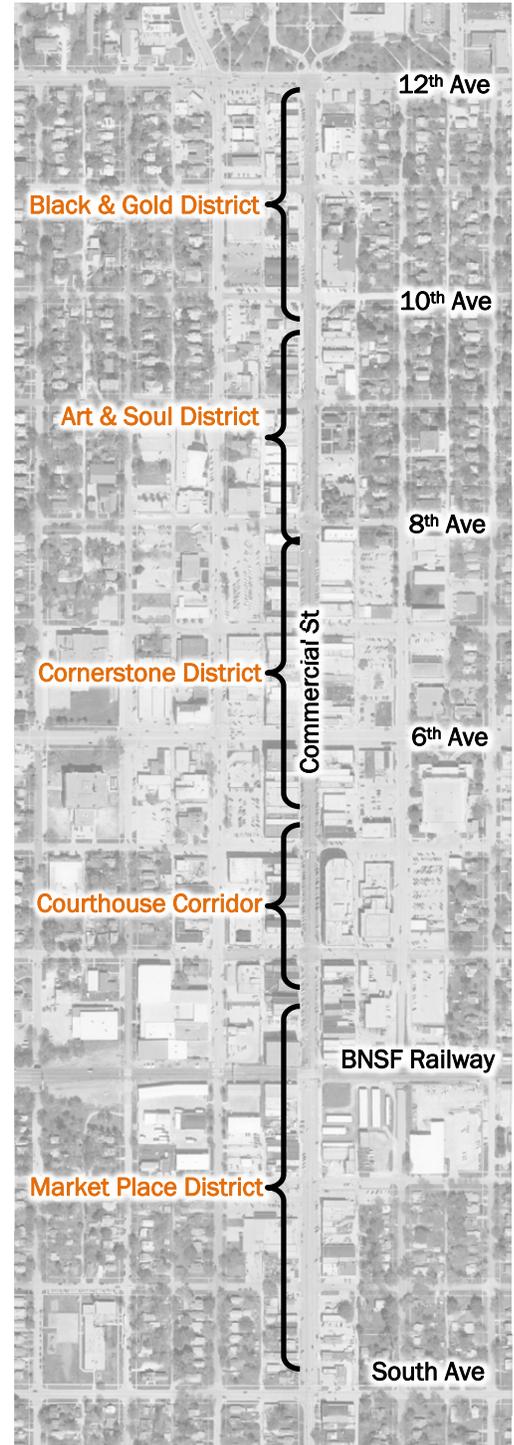


Figure 1.1 Downtown Use Districts

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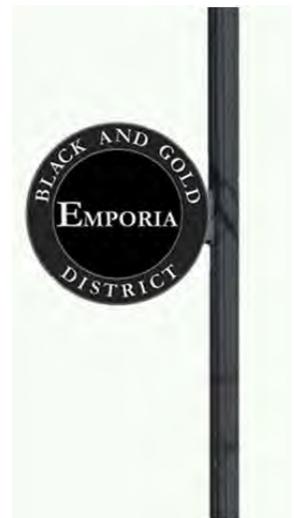
### Infrastructure Assessment and Development Concepts

Private infrastructure conditions in downtown Emporia range from vacant or dilapidated properties to recently constructed or rehabilitated buildings in great condition. Sites offering a high potential for near-term redevelopment can be found in the Black and Gold District and the Market Place District. These redevelopment projects will most likely include some form of demolition or significant rehabilitation of existing structures to facilitate the construction of larger, mixed-use buildings.

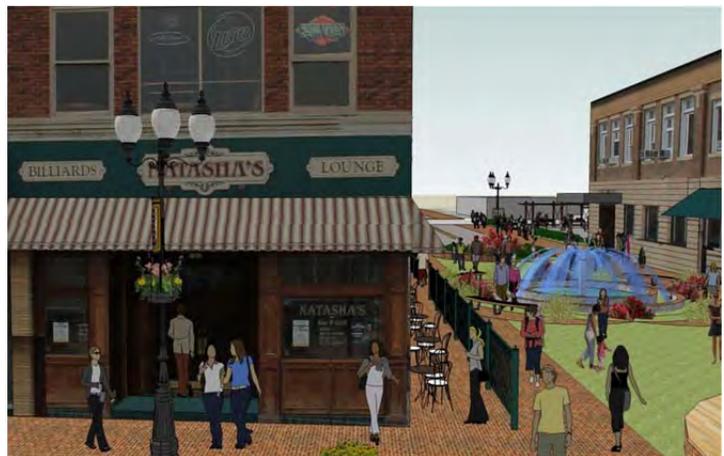


A significant number of smaller scale private reinvestment opportunities also exist in the central area of downtown Emporia. This area is the Emporia's Historic District and offers plenty of opportunities for historic preservation improvements, façade restorations, and reuse of the upper floors of existing buildings to house owner-occupied and/or rental dwelling units.

The City's public infrastructure downtown is aging, but is currently meeting the community's basic needs. As redevelopment projects are implemented, infrastructure improvements will become necessary. A number of suggested improvements are provided in Chapter 4. Some of the suggestions are focused on the ability of the community to provide the transportation and utility capacity needed for increased development density. They include suggestions such as increasing the size of the sanitary sewer main, waterline replacements, additional parking opportunities, intersection improvements and pedestrian safety enhancements.



Other suggestions are intended to create a better environment and enhance a person's experience downtown. Some of the suggestions include improvement to the Commercial Street streetscape, improved pedestrian and bicycle amenities, and the creation of pedestrian gathering areas. Creating an environment which encourages pedestrian activity will increase the opportunities for nearby businesses to succeed. The synergy developed by attracting more people downtown will subsequently increase the momentum of redevelopment and reinvestment in downtown Emporia.



# CHAPTER 2

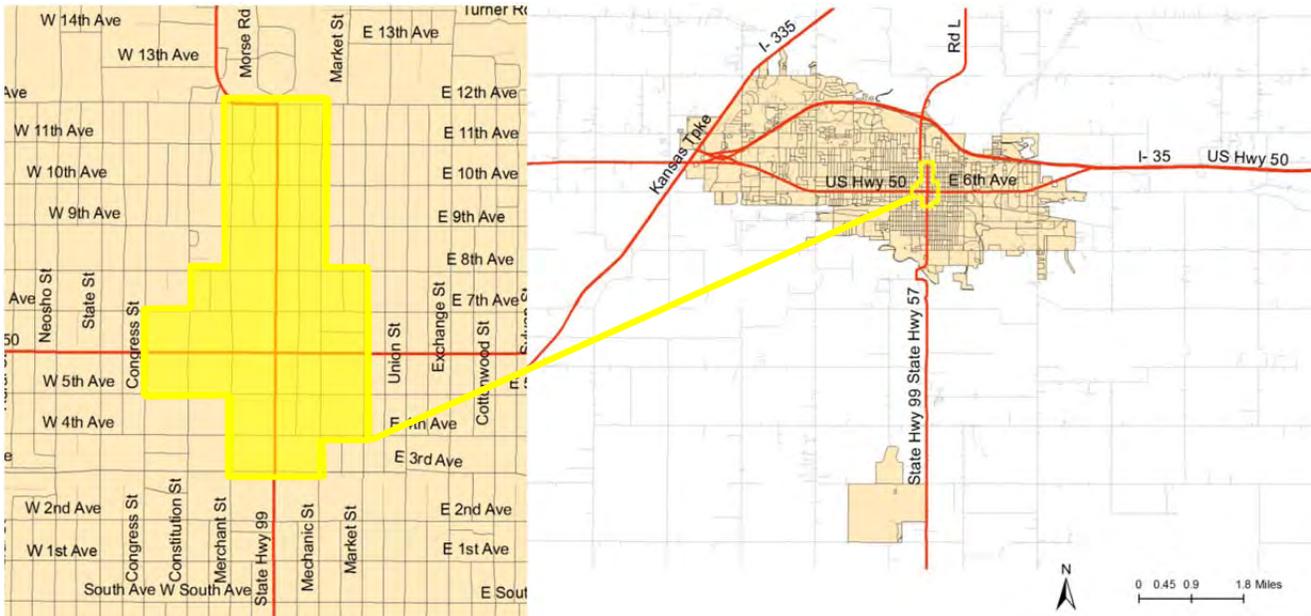
## Market Assessment



**Market Assessment** – The market assessment performed as a part of this CID Phase 3 Plan identifies the current market conditions and the potential impact the conditions place on developing downtown Emporia for entertainment, commercial/retail, professional office, residential, dining and institutional markets. This chapter will summarize the assessment and provide suggestions which could potentially assist the City of Emporia with developing a more vibrant and successful downtown market.

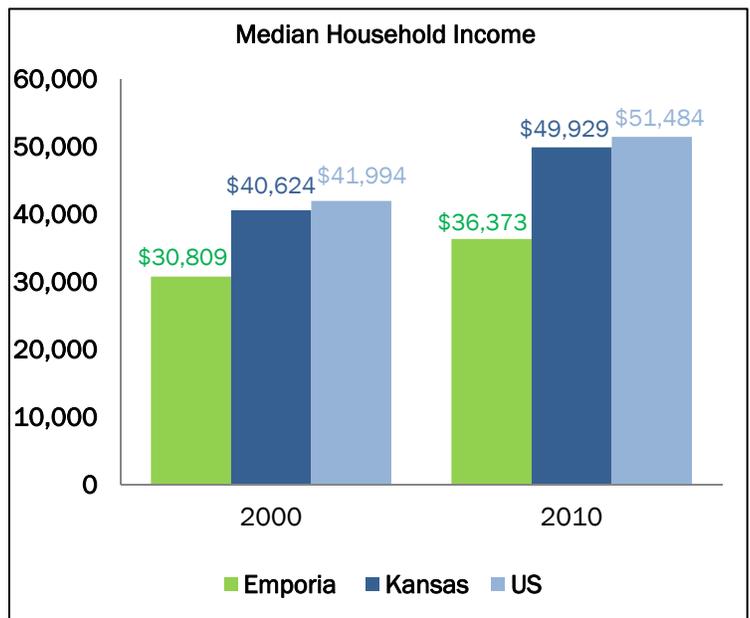
**Primary Market Area**

The primary market area is the geographic area from which most prospective residents will originate. For the purposes of market assessment, the area was determined to be the City of Emporia and downtown Emporia.



**Demographics**

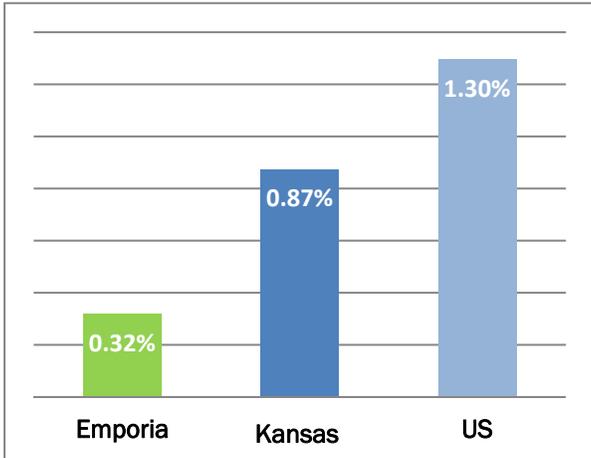
The population of Lyon County grew 4.9% from 1990 to 2000, yet declined 6.9% from 2000 to 2010. The decline in population is due in part to the recent economic recession, the closing of two of Emporia’s largest employers in the last three years, and the hiring freeze of faculty and staff at Emporia State University. The 2010 US Census population of Emporia was 24,916. The 2012 population estimate indicates a modest growth of 0.2%, resulting in a population of 24,958. The median household income fell from 76% of the Kansas median household income in 2000 to 73% in 2010.



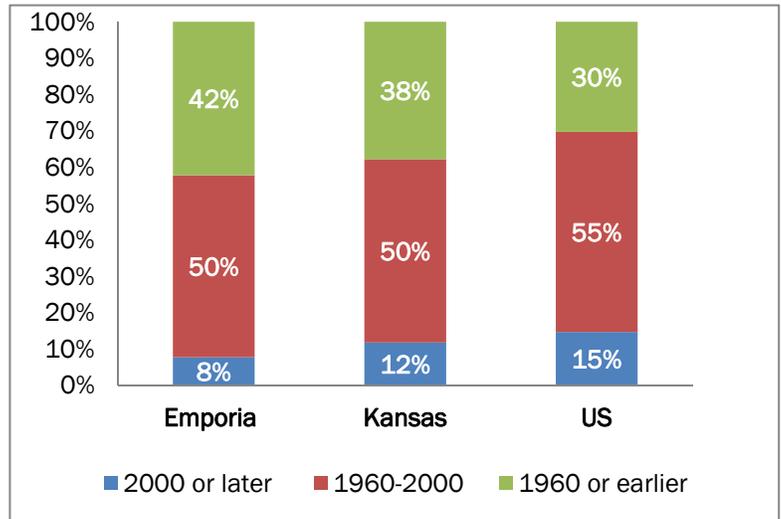
**Housing Market Conditions**

Data for the existing housing market shows an underdeveloped real estate market. The low growth rate of housing unit construction and the aging supply of housing stock within the City of Emporia indicates an urgent demand for new housing units.

**The Growth Rate of Housing Units (2000-2010)**



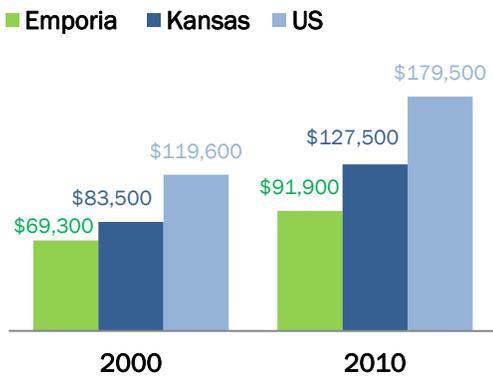
**Building Age**



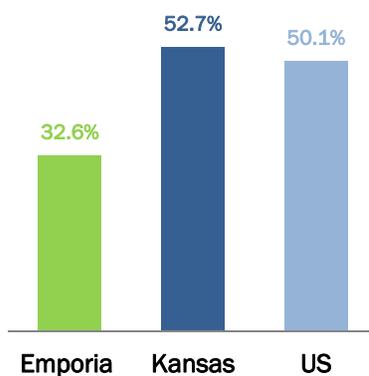
• 70% of all residential units in Emporia were built more than 33 years ago. Source: US Census

Citywide, the median home value and the growth in home values has significantly lagged behind the statewide and national trends. The lower home values presumably indicate aging and lower quality housing stock that is more affordable for households with low to moderate incomes. This presumption is confirmed in the lower than average homeowner vacancy rate.

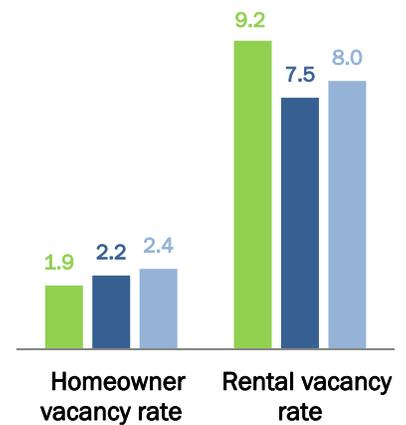
Median Home Value



Growth Rate of Home Value (2000-2010)

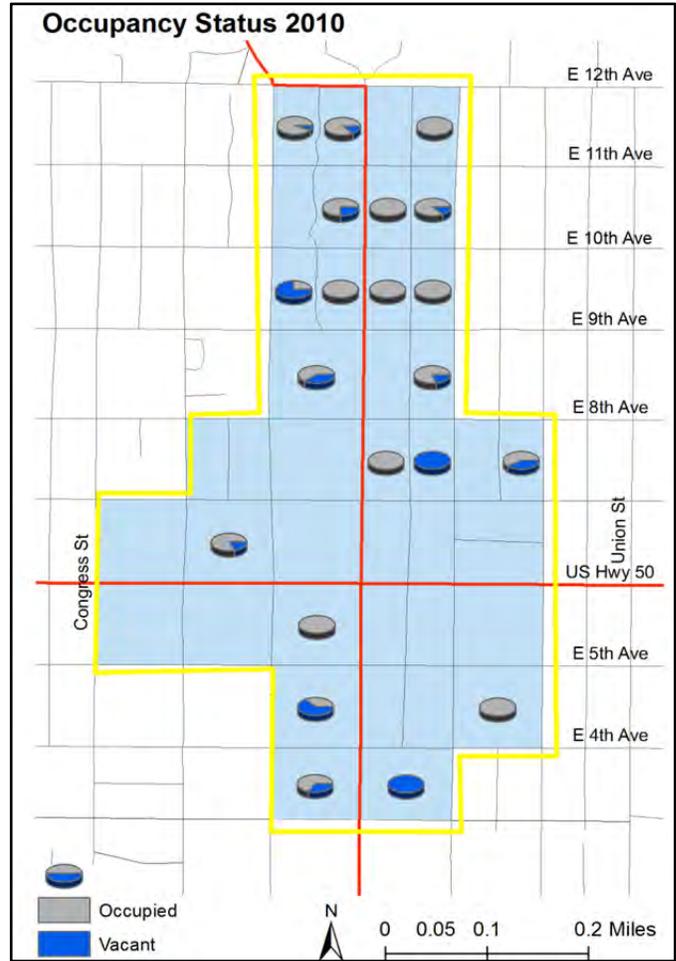
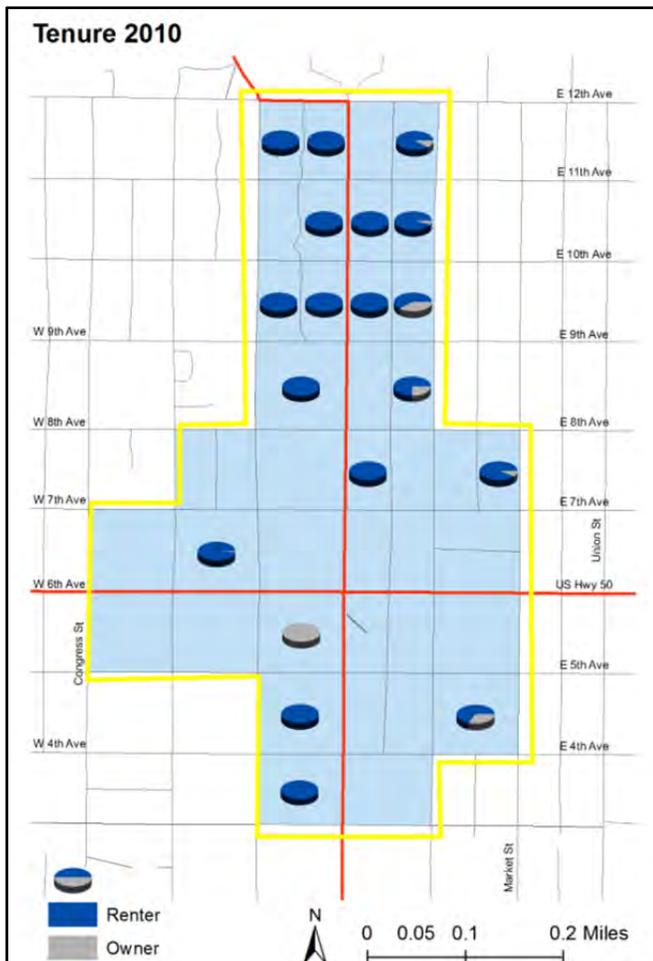
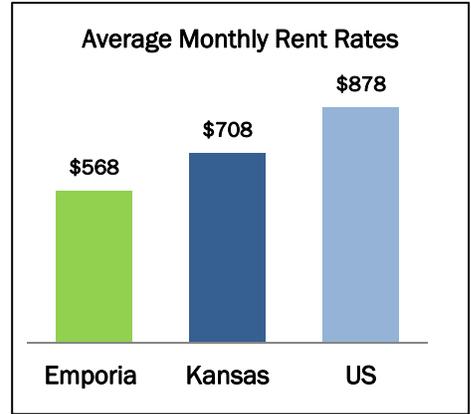


Residential Unit Occupancy Rates



Unlike the trend of low homeowner vacancy rates, the citywide vacancy rate of rental units in Emporia exceeds the statewide and national rates. The rental vacancy rate coupled with the lower than average monthly rent rates indicate the market contains a surplus of rental units. Many of the surplus units are likely part of the aging and deteriorating housing stock. The condition of these houses may be insufficient to demand higher rental rates like that which new construction could demand.

The market for rental housing in downtown Emporia bucks the communitywide trend. Rental units make up 93 per cent of the total residential market in the study area. Vacancy rates of the residential rental units are low, especially in the northern portion of the study area. This indicates a high absorption rate for rental units near Emporia State University’s campus. Reducing the supply of aging rental housing stock near the campus and near downtown Emporia could potentially increase the demand for rental units located within the downtown.



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### City Trade Pull Factor

The Kansas Department of Revenue’s publication “*An Annual Report of Trade Pull Factors and Trade Area Captures Annual report for Fiscal Year 2013*” reports a City Trade Pull Factor of 1.06 for Emporia during the calendar year 2013. This factor is marginally better than the City Trade Pull Factor of 1.02 for 2003.

The City Trade Pull Factor is a measure of the relative strength of the retail business community in Kansas Communities. A City Trade Pull Factor of 1.00 is a perfect balance of trade. A City Trade Pull Factor greater than 1.00 indicates that local businesses are pulling in trade from beyond their home city border. Emporia’s City Trade Pull Factor of 1.06 means the balance of trade is favorable.

Although Emporia’s City Trade Pull Factor is positive, it can be improved. The following list is provided as a comparison of Emporia’s pull factor to other Kansas communities of similar size.

- Hutchinson: Pull Factor = 1.30
- Salina: Pull Factor = 1.45
- Manhattan: Pull Factor = 1.31
- Great Bend: Pull Factor = 1.61
- McPherson Pull Factor = 1.43
- Pratt: Pull Factor= 1.60
- Concordia: Pull Factor = 1.45
- Chanute: Pull Factor = 1.26
- Beloit: Pull Factor = 1.33

### Market Gaps

The Kansas Small Business Development Center recently supplied Emporia Main Street with a market gap analysis for a 25 mile ring around the community using data from Esri. The purpose of the analysis was to gain a better understanding of retail leakage and to identify potential opportunities which may exist for certain business types. The following table summarizes the top 23 market gaps which may exist in Emporia.

**Table 2.1** Market Gap Analysis

| MARKET CATEGORY                                   | DEMAND       | SUPPLY       | MARKET GAP   |
|---|--------------|--------------|--------------|
| Motor Vehicle & Parts Dealers                     | \$68,962,205 | \$54,306,618 | \$14,655,587 |
| Automobile Dealers                                | \$59,518,103 | \$46,714,098 | \$12,804,005 |
| Food Services & Drinking Places                   | \$44,501,450 | \$35,653,139 | \$8,848,311  |
| Building Material & Supplies Dealers              | \$9,506,628  | \$3,898,333  | \$5,608,295  |
| Building Materials, Garden Equip. & Supply Stores | \$11,253,645 | \$5,946,192  | \$5,307,453  |
| Full-Service Restaurants                          | \$15,908,232 | \$10,870,083 | \$5,038,148  |
| Clothing & Clothing Accessories Stores            | \$6,974,771  | \$3,333,938  | \$3,640,833  |
| Other Motor Vehicle Dealers                       | \$3,870,502  | \$235,033    | \$3,635,469  |
| Electronics & Appliance Stores                    | \$7,391,324  | \$4,283,001  | \$3,108,323  |
| Clothing Stores                                   | \$5,111,308  | \$2,159,372  | \$2,951,936  |
| Limited-Service Eating Places                     | \$25,781,090 | \$22,948,128 | \$2,832,962  |
| Miscellaneous Store Retailers                     | \$5,253,483  | \$3,524,939  | \$1,728,544  |
| Sporting Goods, Hobby, Book & Music Stores        | \$3,783,420  | \$2,213,473  | \$1,569,946  |
| Other Miscellaneous Store Retailers               | \$2,686,878  | \$1,403,976  | \$1,282,902  |
| Drinking Places - Alcoholic Beverages             | \$1,845,192  | \$943,303    | \$901,889    |
| Book, Periodical & Music Stores                   | \$1,933,437  | \$1,094,354  | \$839,083    |
| Sporting Goods/Hobby/Musical Instrument Stores    | \$1,849,983  | \$1,119,119  | \$730,863    |
| Home Furnishings Stores                           | \$2,344,466  | \$1,691,656  | \$652,810    |
| Furniture & Home Furnishings Stores               | \$9,585,753  | \$9,035,630  | \$550,123    |
| Jewelry, Luggage & Leather Goods Stores           | \$1,190,878  | \$838,359    | \$352,519    |
| Shoe Stores                                       | \$672,585    | \$336,207    | \$336,378    |
| Office Supplies, Stationery & Gift Stores         | \$1,553,739  | \$1,336,954  | \$216,785    |
| Florists  | \$395,506    | \$331,389    | \$64,117     |

**Market Assessment Conclusions**

The City of Emporia has an underdeveloped real estate market. Several indicators point to this conclusion. Between 2000 and 2010, the housing construction growth rate for Emporia was roughly one-third of the statewide average rate. During that same period of time, the median home value declined from 83 per cent to 72 per cent of the average home value in Kansas. The average growth rate of home values in Emporia significantly lagged behind both the statewide and national trends. The age of the community’s existing housing stock is older than the statewide and national housing stock. Due to the aging housing stock and



lower property values, the homeowner vacancy rate in Emporia is lower than both statewide and national rates, but the rental vacancy rates are higher.

On a positive note for the Emporia housing market, the rental occupancy rate in downtown Emporia is high and there is strong interest from major anchors, including Emporia State University, to partner with the community to further expand the number of residential units in downtown Emporia. This indicator points toward the potential for the market to quickly absorb a number of additional rental units, particularly in the Black and Gold District.

Increasing the number of people living, working, shopping, and gathering in downtown Emporia is important for long term growth, development, and stability of the downtown. As obvious as this may sound, accomplishing this task can be daunting. The following suggestions are provided to help the community realize their goals of an improved downtown market and environment.

- Increase the number of people living downtown. This will require additional dwelling units. Studies show that people residing in a central business district will likely spend up to 40 per cent of their disposable income in the downtown area if the opportunities to spend disposable income exist.
- Although downtown rental unit occupancy rates are higher than the rest of the community, find opportunities to reduce aging or deteriorating housing stock near downtown Emporia. Reducing the supply of aging or deteriorating rental units near downtown will help increase demand for newly constructed rental units in downtown. As the supply of lower-quality and aging rental houses declines, the rental rates for housing near downtown may begin to rise such that new rental housing in downtown can better compete with rental housing in the surrounding neighborhoods.
  - Reducing the aging and deteriorating housing stock near downtown Emporia may require a systematic and on-going enforcement of existing zoning, building codes and ordinances.
  - Consider establishing and enforcing vacant property ordinances and maintenance codes to discourage chronically vacant properties and to reduce blight.

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- Increase the median household disposable income in the community with better paying jobs. As the community has more disposable income, the potential for some of that income to be spent downtown will increase.
- Identify the location of existing and planned mixed-use buildings with residential units and then promote additional entertainment and service type uses on the ground level near those buildings. The goal of this effort is to provide places for existing downtown residents to spend their disposable income and to create a more vibrant and inviting environment. This will eventually create a desire for residents in other parts of the community to travel downtown for dining and entertainment.
- Market conditions and indicators suggest the market could absorb the following developments.
  - Develop between 50 and 100 apartment dwelling units in the Black and Gold District targeting post-secondary students and professors as potential tenants. Emporia State University has expressed interest in a possible partnership to help the market absorb some of these units as they explore options to increase the student population.
  - Develop 4 to 6 owner-occupied dwelling units for middle or upper income groups within the Art & Soul District, Cornerstone District and/or Courthouse Corridor.
  - Develop approximately 90,000 sq. ft. of commercial/retail/office space on the ground level of mixed-use buildings.
  - Explore partnership opportunities with Emporia State University for student housing.
- Encourage additional entertainment uses, events, and other innovative uses to attract visitors to downtown Emporia during evening hours and weekends to increase the absorption rate of new development.
- Encourage business owners to keep longer and predictable store hours to capture business opportunities, particularly as the downtown market environment improves. The potential for a retail business to increase sales will increase as more people gather downtown.





# CHAPTER 3

Existing Conditions



**Existing Conditions** – This chapter examines the existing condition of the infrastructure within downtown Emporia. It is important to understand the current capacity and demands of the existing infrastructure as the community begins to explore opportunities to modify or redevelop the areas serviced by that infrastructure. Planning ahead always pays dividends during implementation.

**Infrastructure Assessment**

The study area for the CID Phase 3 Plan infrastructure assessment is shown in **Figure 3.1**. The bounding streets defining this study area are Merchant Street on the west, Mechanic Street on the east, South Avenue on the south and 12<sup>th</sup> Street on the north. During preliminary meetings and site visits, it was determined that the area around the planned Breckenridge Hotel and Convention Center located at 6<sup>th</sup> Street between Congress and Constitution should also be included within the study area.

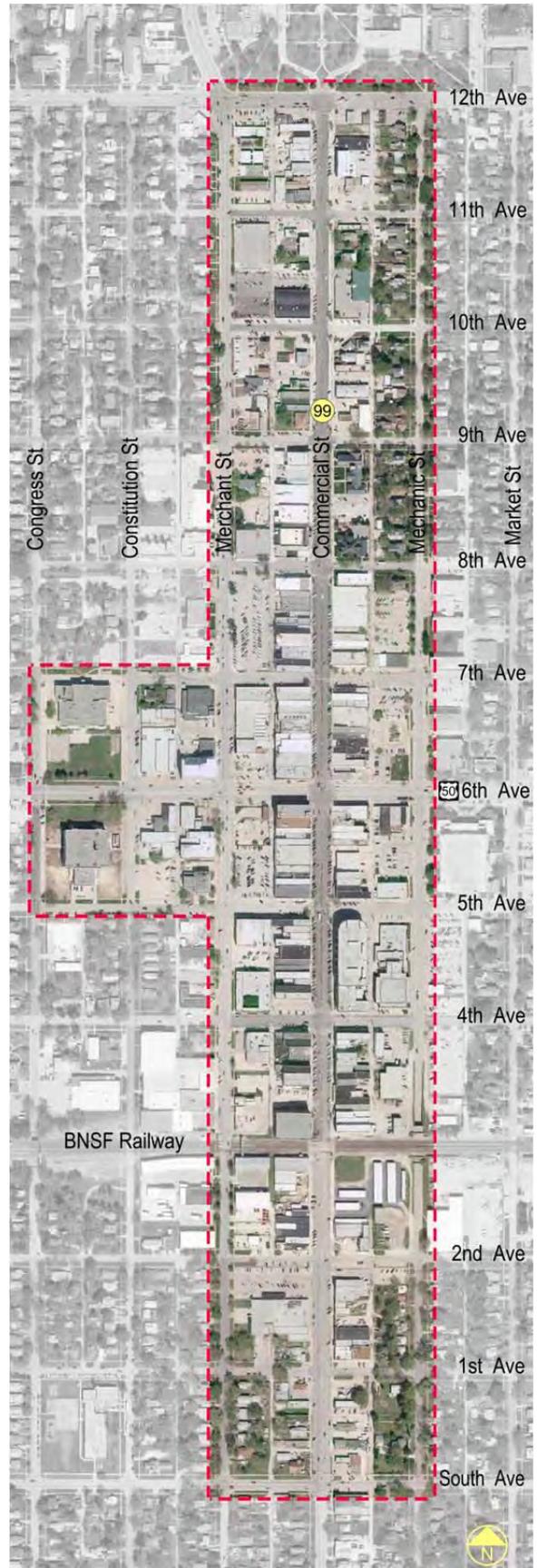


Figure 3.1 Study Area

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### Current Zoning Districts

The City of Emporia's GIS site was used to identify the existing zoning of properties within the study area. Although a mix of zoning types are present, commercial district zoning exists for nearly all properties with frontage to Commercial Street (K-99). The exception is a few of the properties adjacent to the BNSF Railway in the 200 and 300 blocks which are currently zoned I-1 Industrial.

Commercial zoning in the study area is as follows and is color coded on Figure 3.2.

- C-3: General Commercial District (**red**)
- C-4: Central Business District (**magenta**)

Residential zoning in the study area is as follows and is color coded on Figure 3.2.

- R-1: Low Density Residential District (**yellow**)
- R-3: High Density Residential District (**green**)

I-1 Industrial zoning located around the BNSF Railway is color coded **purple** on Figure 3.2. Public Use District zoning is color coded **blue** and indicates zoning for properties with uses such as public parking or government offices.

### Summary of Existing Zoning:

- Zoning districts appear to be appropriate between the BNSF Railway and 8<sup>th</sup> Avenue.
- Zoning along Merchant and Mechanic Streets north of 8<sup>th</sup> Avenue may need to be rezoned to C-4 as redevelopment opportunities arise. Existing zoning along these streets will not support a more dense mixed-use type development pattern.
- Rezoning in the Market Place District south of the BNSF Railway may be necessary as momentum builds to redevelop properties within this use district.



Figure 3.2 Zoning Districts in Study Area

**Existing Land Uses**

Existing land uses within the study area are generally consistent with the current zoning regulations and are comprised primarily of residential, office, commercial/retail and public/civic uses. A small pocket of industrial uses can be found adjacent to the BNSF Railway in the 200 and 300 blocks. Bordering the study area, the land uses are comprised primarily of residential on all sides with exception of the Emporia State University campus serving as a major anchor and generator of traffic on the north side of 12<sup>th</sup> Avenue. Figure 3.3 and Figure 3.4 summarize the existing land use types located along Commercial Street in the study area.

Several important land use anchors exist in or immediately adjacent to downtown Emporia, including the Emporia State University campus to the north, the Granada Theater in the 800 block of Commercial, the Civic Auditorium, municipal and county government offices, and the Breckenridge Hotel and Convention Center. Land uses such as these generate destination trips to downtown Emporia with entertainment venues, events, and other activities. They make the downtown a more vibrant, thriving and dynamic environment.



**Residential Uses in Downtown Emporia**

The residential land uses in Downtown Emporia range from single family detached houses to multi-unit apartments. The few single family detached homes and those that exist are located primarily in the Black and Gold District and the Market Place District. These properties primarily front Merchant Street and Mechanic Street, although several detached houses are located along Commercial Street. Detached single-family housing is the least dense form of residential land use and buck the trend of increased density in downtown environments.

Multi-unit apartments can be found throughout downtown Emporia, but primarily in the Black and Gold District. Stand-alone apartment buildings are located primarily on Merchant and Mechanic. Two recent developments on Commercial Street, however, have taken advantage of the upper floors of mixed-use developments to house upstairs apartments. These two developments are the Kellogg Plaza & Lofts and the Granada Plaza & Lofts. The apartment form of residential use fits very well within the context of central business districts and urbanized downtown environments. The uses take advantage of vertical construction, often with residential floors on the 2<sup>nd</sup> and 3<sup>rd</sup> floors located above commercial/retail or office uses.

Reuse of the 2<sup>nd</sup> floor for residential purposes has been successfully accomplished in several buildings in the Courthouse Corridor and Cornerstone District. These upper-story residential units are a mix of owner-occupied and rental units. Re-using the upper stories of existing buildings in this fashion can be advantageous for a number of reasons. The existing structure is available to house the residential unit, thus reducing private infrastructure cost. Also, the capacity of existing utility and transportation infrastructure can be used to service the additional residential units. Utility services such as water and sanitary sewer are already present on the site and no new roads are needed to accommodate the residential reuse of the upper floors of existing buildings. This form of housing could facilitate an increase in the City’s population without any significant increase in the volume of public infrastructure that must be maintained and eventually replaced.

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- Commercial / Retail
- Entertainment / Dining
- Office / Professional
- Industrial
- Residential
- Public / Quasi-Public
- Vacant

Commercial Street 1st Floor Land Use Figure 3.3







**Privately Owned Infrastructure**

The assessment of privately owned infrastructure consists of a general observation of buildings, their façades, parking lots and other improvements that exist on privately owned real property. The assessment was performed with the intent to better identify sites which generally conform to the goals of the Downtown Design Guidelines, sites that may present opportunities for reconstruction or redevelopment, and sites which may provide an opportunity to renovate and adaptively reuse the existing infrastructure. It is important to note that the assessment is not a structural rating of a building’s condition, but a visual inventory of buildings to observe how well the buildings fit the context of the use district and zoning in which they exist. Figure 3.5 provides a graphical overview of the observations in the private infrastructure assessment.

**Black and Gold District** - At the northern end of the study area, the Black and Gold District contains site development styles and building conditions which vary significantly. This area is located primarily north of 10<sup>th</sup> Avenue and is outside the Historic District. Several detached single family houses can be found surrounded by a number of commercial buildings setback from Commercial Street. Privately owned parking lots in the front yard can be found with direct access to Commercial Street, while several commercial/retail

or mixed-use buildings can be found with parking in the rear. The mix of different architectural designs and varying site development patterns tends to break apart the conformity of the downtown environment.



Due to the design style of the existing sites, the Black and Gold District offers tremendous redevelopment opportunities to better utilize properties. Redevelopment projects utilizing mixed-use buildings similar to the Kellogg Plaza & Lofts project would fit well within this use district.

**Art and Soul District** - The Art and Soul district located primarily in the 800 block of Commercial Street serves as a unique transition between the adjacent use districts. This area contains several anchors with the Granada Theater on the west side of Commercial Street and two well established churches on the east side. A few of the buildings in this use district are in need of façade improvements for better contextual conformance. The recent modifications to The Sweet Granada is a prime example of applying the Downtown Design Guidelines to the improvement of buildings within the Study Area.

**Courthouse Corridor and the Cornerstone District** - The Courthouse Corridor, located primarily north of the BNSF Railway and extending north into the 500 Block of Commercial Street consists of typical higher-density downtown buildings, some of which are mixed-use buildings containing commercial/retail/office on the ground level and residential on the 2<sup>nd</sup> floor. Buildings are mostly 2-stories tall and have a zero-setback from the Commercial Street right-of-way line and adjacent property lines. Although some buildings have brick

## EMPORIA MAIN STREET • CID Phase 3 Plan

and/or limestone facades, there remains numerous structures with non-historic materials or upper-story windows which have been removed or covered. The buildings in these Districts tend to be older than the other use districts with a more historically correct context which fits the Historic District designation.

Similar to the Courthouse Corridor, the Cornerstone District continues the higher-density downtown environment to the north through the 500, 600 and 700 blocks of Commercial Street. Buildings generally fit the context of the downtown environment, although a number of building façade improvements could be implemented for a more consistent appearance.

Both the Courthouse Corridor and the Cornerstone District contain many buildings which have under-utilized 2<sup>nd</sup> floors. Some are vacant, others are used for storage. Buildings such as these present tremendous opportunities for renovating and re-using the upper story for a residential loft unit that is owner occupied or as a rental unit.

**Market Place District** - Buildings south of the BNSF Railway, located in the Market Place District, were built to a variety of different design criteria. Several buildings are constructed to a historically correct appearance, albeit the façades may need to be improved, while a number of sites consist of atypical conditions in a downtown environment. For example, the metal buildings and storage units in the 200 Block of Commercial Street with chain link fencing along the public right-of-way line does not meet the goals of the Downtown Design Guidelines.

### Summary of Private Infrastructure:

- The southern (Market Place District) and northern (Black and Gold District) portions of downtown Emporia provide the most varying forms of existing land development patterns. These areas also present the greatest redevelopment opportunities. Although many opportunities exist, the following locations may present the greatest potential for redevelopment because of current development patterns and because the sites are currently vacant or significantly under-utilized.
  - Southwest and Southeast corners of 12<sup>th</sup> and Commercial.
  - Northeast, Southeast and Southwest corner of 11<sup>th</sup> and Commercial.
  - Southeast corner of 10<sup>th</sup> and Commercial.
  - West side of Commercial Street, 9<sup>th</sup> to 10<sup>th</sup>.
- The central portion of the Study Area between the BNSF Railway and 9<sup>th</sup> Avenue has many buildings which provide opportunities to renovate and/or reuse the existing structure. Renovations and reuse will vary depending on the scope of improvements, but generally could include the following:
  - Building façade replacement or restoration.
  - Window restoration, particularly on upper floors.
  - Interior renovations to support new tenants or uses.
  - Renovating vacant, upper story floors for residential uses.
- One of the goals of the City's Comprehensive Plan is to investigate potential incentives to facilitate redevelopment of vacant upper floors in downtown Emporia. Establishing the appropriate codes and policies necessary to facilitate lot line splits could proactively encourage property owners to either reuse the upper floors or sell them to other parties interested in renovating the upper floors for residential purposes.



Commercial Street Building Conditions **Figure 3.5**



**Public Infrastructure**

The public infrastructure assessed in this report consists of City of Emporia and KDOT infrastructure such as streets, parking lots, sewers, waterlines and pedestrian and bicycle accommodations. The purpose of the assessment is to develop a better understanding of the infrastructure’s capacity to meet not only the current needs, but possible future needs as well. Phase 1 and Phase 2 of the Emporia Main Street’s CID initiative identified the long term desire to redevelop under-utilized properties and increase land use density in downtown Emporia. As the community begins to realize those desires, several public infrastructure improvements may be necessary to facilitate long term development.

**Regional Transportation**

Downtown Emporia is uniquely situated along major transportation routes for both vehicular and rail transportation modes. Located just one-hour from Topeka, the capitol city of Kansas, and approximately one and one-half hours from the metropolitan areas of Wichita and Kansas City, Emporia has attracted a variety of industry and business to the community. The presence of anchors such as Emporia State University located at the north end of downtown also attracts people to Emporia from these metropolitan areas.

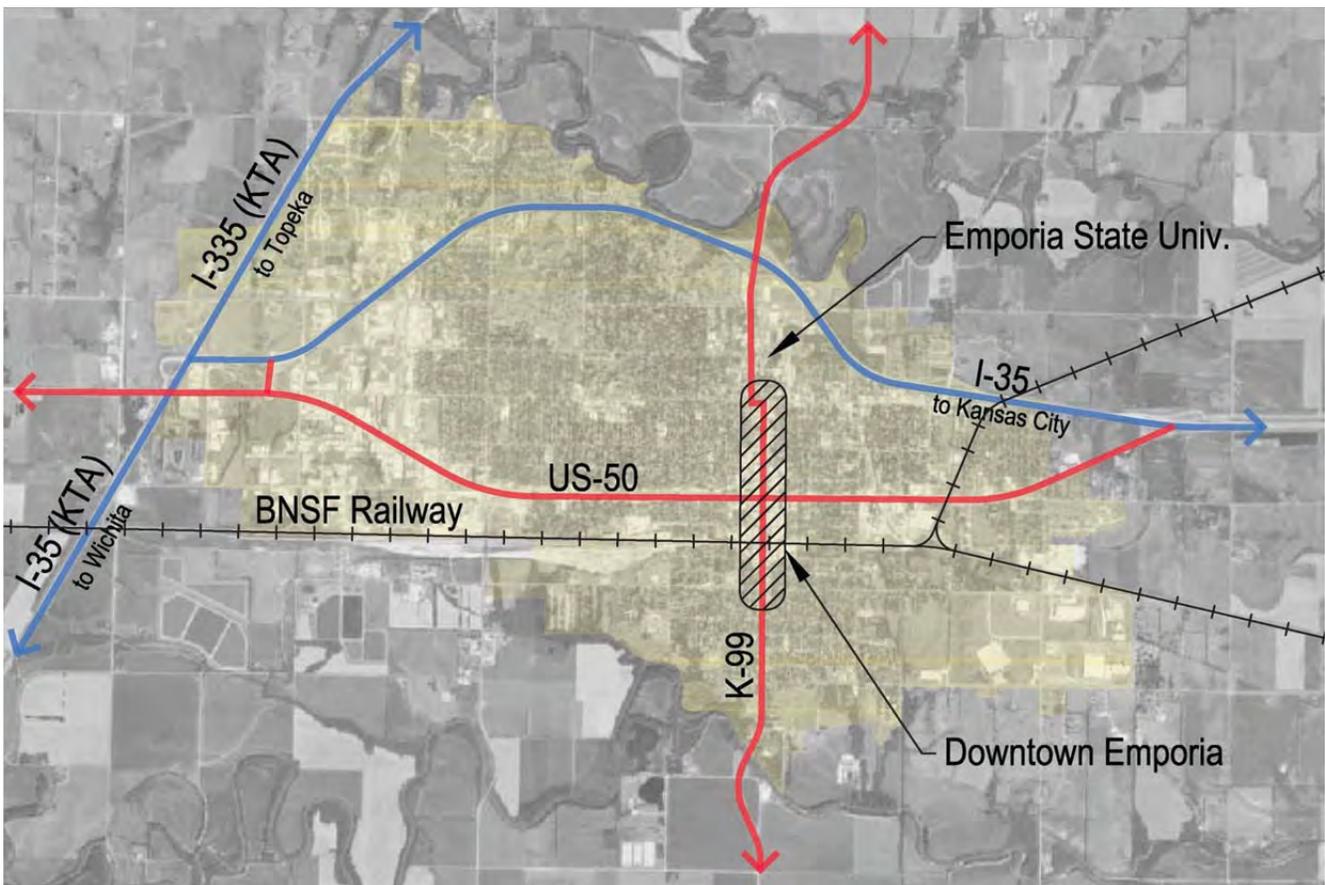


Figure 3.6 Map of Regional Transportation Routes

**Local Transportation System**

The transportation system surrounding downtown Emporia is a traditional grid pattern. Streets are aligned north/south and east/west. City blocks platted in this pattern are typical of communities in this region developing during the 1800's.

**North/South Transportation**

Commercial Street is the arterial street carrying Kansas Highway 99 on a north/south alignment through the heart of downtown Emporia. The current annual average daily traffic (AADT) volume is approximately 5,500 vehicles per day between the BNSF Railway and 12<sup>th</sup> Avenue. South of the BNSF Railway, the AADT is slightly lower at around 5,000 vehicles per day (vpd).

The following daily traffic demands in the downtown district of similar, nearby communities is provided for general comparison purposes.

- Massachusetts St. (Lawrence, KS): ±8,000 vpd
- Poyntz Ave. (Manhattan, KS): ±6,000 vpd

The right-of-way width is 100 feet, providing for a 36 feet wide, 3-lane traveled way. This roadway cross section provides for one-thru lane in each direction separated by a two-way-left-turn-lane (TWLTL) along the centerline. The TWLTL converts to a painted median or a dedicated turn lane depending on the form of intersection control.

Angled parking is provided on both sides of Commercial Street, leaving 15 foot wide sidewalks on the outside edges of the public right-of-way where buildings have been constructed with no setback.

Parallel to Commercial Street, Merchant Street and Mechanic Street currently serve as the local collector streets in the study area. The presence of these collector streets allows traffic to circulate around downtown and access parking lots located behind businesses. The alignment of Merchant Street with K-99 north of 12<sup>th</sup> Avenue results in Merchant Street carrying a significant volume of traffic which may be attempting to avoid the Commercial Street corridor.



Figure 3.7 Map of the Local Arterials & Collectors

**Alleys**

The alleys to the east and west of Commercial Street are crucial for local access and maintenance of traffic flow within downtown Emporia. These two alleys serve not only as a means to route utility lines, but also as a means of property access, trash service, local deliveries and private parking on the back side of properties fronting Commercial Street. The alleys enable vehicular access for privately owned property without interrupting the flow of traffic on the arterial and collector street grid.

Alleys also provide for a means of above ground storm water conveyance. Paved alleys are often constructed with an inverted crown resulting in a “V” shape with drainage flowing downhill in the middle of the alley. Area inlets connected with underground storm sewers can be strategically placed to periodically collect and convey storm water runoff away from the downtown.

Some of the existing alleys in downtown Emporia have deteriorating pavement or, in the case of the alleys east of Commercial Street in the 900 and 1000 blocks, are surfaced with gravel. Most of the alleys lack any type of storm water runoff collection system. As properties redevelop or as pavement conditions further deteriorate, upgrades to the system of alleys will need to be considered.

**East/West Transportation**

Several east/west arterial alignments exist through downtown Emporia. They include 12<sup>th</sup> Avenue to the north, 6<sup>th</sup> Avenue bisecting the downtown in the middle, and South Avenue at the south end of the study area. 6<sup>th</sup> Avenue carries US Highway 50 through the community and carries the largest volume of traffic through the study area. These alignments are critical to the conveyance of traffic into downtown Emporia.

**Intersections**

The average daily traffic is often used to describe traffic demand and capacity of a roadway. Typically a 2-lane roadway, 1-lane in each direction, can accommodate daily traffic demands of approximately 10,000 vpd depending on the diurnal distribution of traffic demand, the presence of on-street parking, and the number of driveway and parking lot access points. However, the capacity of signalized arterial corridors such as Commercial Street and 6<sup>th</sup> Avenue are most often dictated by the capacity of the signalized intersections.

Traffic flow at the following intersections was modeled during AM and PM peak hours to better understand the current vehicular demand placed on the existing transportation system. The peak hour traffic operations are summarized in **Table 3.1**.

- 4<sup>th</sup> and Commercial (K-99)
- 6<sup>th</sup> (US-50) and Commercial (K-99)
- 12<sup>th</sup> and Commercial
- 12<sup>th</sup> and Merchant

**Table 3.1** Calendar Year 2013 Intersection Traffic Operations

| Intersection  | AM Peak Hour     |                      | PM Peak Hour     |                      |
|---|------------------|----------------------|------------------|----------------------|
|   | Level-of-Service | Capacity Utilization | Level-of-Service | Capacity Utilization |
| 12 <sup>th</sup> Avenue & Merchant Street                 | B                | 35%                  | B                | 51%                  |
| 12 <sup>th</sup> Avenue & Commercial Street               | A                | 32%                  | A                | 47%                  |
| 6 <sup>th</sup> Avenue (US-50) & Commercial Street (K-99) | B                | 29%                  | B                | 43%                  |
| 4 <sup>th</sup> Avenue & Commercial Street (K-99)         | A                | 20%                  | A                | 31%                  |

### Rail Transportation

The 3<sup>rd</sup> Avenue alignment currently is the BNSF Railway providing rail transportation through the community. The City of Emporia recently explored opportunities with BNSF to implement a Quiet Zone through the community, particularly the downtown. Although the railway is currently providing transportation of freight, the City of Emporia is exploring opportunities to add passenger rail transportation along this rail line with a possible train station near Commercial Street. If successful, this would further increase the need for pedestrian amenities throughout downtown Emporia.

### Summary of the Vehicular Transportation Assessment

The Commercial Street (K-99) and 6<sup>th</sup> Avenue (US-50) arterials are two critical components of the transportation network enabling vehicular traffic to flow into and through downtown Emporia. The locations with the most impact on traffic flow are the paired intersections of 12<sup>th</sup> and Commercial/12<sup>th</sup> and Merchant as well as the intersection of 6<sup>th</sup> and Commercial located in the middle of the study area. These intersections are operating at approximately 50% of the available capacity with adequate levels of service during peak times. As a general observation, it is desirable for the capacity utilization to be 85% or less to assure reasonable traffic operations.

The approximate daily traffic volume on Commercial Street (K-99) is 5,500 vpd. Given the context of the corridor and the presence of on-street angled parking, Commercial Street (K-99) has the capacity to reasonably service an increase of approximately 60% in traffic demand, or roughly 3,500 additional vehicles per day. It should be noted, however, that Commercial Street won't be required to carry the burden of all additional vehicular demands generated by redevelopment. Preserving the existing grid system of arterials, collectors and alleys will help service larger increases in future traffic volume.

- No additional lane capacity is needed within the study area. Increased vehicular traffic demands of approximately 60% could be serviced by the existing transportation system with minor adjustments to signal timing and operations.
- Realigning K-99 off of Commercial Street does not appear to be feasible or desirable based on current development patterns. Site specific developments, such as large scale redevelopment within the Black and Gold District, may provide opportunities to reconsider alternate alignments should those developments include complete demolition and reconstruction of private infrastructure impacted by a realigned K-99.
- Traffic signal systems throughout the study area, with exception of 6<sup>th</sup> and Commercial, are aging and will eventually need to be upgraded or replaced.
- 6<sup>th</sup> Avenue (US-50) and Merchant Street has a significant left-turn pattern with no left-turn phasing provided by the existing traffic signal system. A left-turning crash pattern could be mitigated with this improvement.
- The post mounted traffic signal system at 7<sup>th</sup> and Merchant may not be warranted given the minimal traffic volume on 7<sup>th</sup> Avenue.
- The lane assignment for 12<sup>th</sup> Avenue traffic is inefficient between Merchant and Market Streets.
- A recent study to implement a Railroad Quiet Zone was conducted in 2007. The Quiet Zone would help create a more pleasing environment for residents and businesses downtown.
- A number of alleys on the east and west side of Commercial Street need to be paved/improved, particularly as new development takes place.

**Pedestrians, Bicyclists and the Downtown Streetscape**

Pedestrian and bicycle accommodations are an important component of the overall transportation system. The public right-of-way should not be viewed only as a street to serve vehicles, but as a complete Streetscape providing for alternate modes of transportation and creating an aesthetically pleasing environment.



Pedestrian and bicycle accommodations in downtown Emporia can provide a number of benefits to the community. They help promote healthier lifestyles by creating an environment which encourages people to gather, recreate and walk/bike around downtown. Also, increasing the volume of pedestrians and bicyclists downtown will subsequently generate a more robust environment where people want to be, thereby increasing the opportunities for businesses to succeed.

Pedestrian/Bicycle Traffic Generators: Key generators of pedestrian and bicycle traffic include the Emporia State University campus north of 12<sup>th</sup> Avenue and the Breckenridge Hotel and Convention Center which is currently under construction at 6<sup>th</sup> and Constitution. There are other areas which generate pedestrian and bicycle traffic, including many of the neighborhoods surrounding the study area, although the traffic generated from the neighborhoods will be more dispersed rather than centrally funneled to several key entry points into downtown Emporia. Another issue that must be considered is the ability for pedestrians to travel from public parking areas to the Commercial Street corridor.

Pedestrian/Bicycle Accommodations: Sidewalks exist on both sides of the streets in the study area. The street grid system provides ample connectivity opportunities for pedestrians and bicyclists to travel throughout downtown Emporia. Sidewalk ramps along the Commercial Street corridor were recently replaced with ramps containing accessible features such as detectable surfaces.

The City’s Multi-Use Path Planning (MUPP) Board has designated the Merchant Street and South Avenue corridors as bicycle routes through the downtown Emporia. 12<sup>th</sup> Avenue west of the study area is also designated as a bicycle route leading into the downtown.



Barriers or Obstacles to Pedestrian/Bicycle Travel: The more prominent features observed during the infrastructure assessment which can present barriers or obstacles to pedestrian and bicycle travel include:

- Intimidating pedestrian/bicycle crossing opportunities along 12<sup>th</sup> Avenue between downtown and Emporia State University’s campus.
- Low levels of street lighting at the crosswalk at 12<sup>th</sup> and Mechanic.
- Marginal facilities for pedestrian/bicycle travel between the Commercial Street corridor and the Breckenridge Hotel and Convention Center.
- A lack of detectable warnings on sidewalk ramps on Merchant and Mechanic Streets.
- Inconspicuous signing and markings for the bicycle routes through downtown.
- Outdated pedestrian signal systems at 5<sup>th</sup> and Commercial and 7<sup>th</sup> and Commercial.

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Downtown Streetscape: The City of Emporia improved the streetscape of Commercial Street between the BNSF Railway and 12<sup>th</sup> Avenue during the early 2000's. These improvements helped create a more aesthetically pleasing environment to attract and promote increased pedestrian activity downtown. Further streetscape enhancements could be implemented to help meet demands for pedestrian amenities and to improve the streetscape as private redevelopment projects are implemented. Public comments gathered during open house meetings and previous phases of the CID process revealed a desire for an increased quantity of pedestrian amenities downtown, including public restrooms. Many of these amenities can be incorporated into the existing streetscape with ground level features such as:



- Benches
- Bicycle Racks
- Trash Receptacles
- Drinking Fountains
- Water Bottle Filling Stations
- Pet Waste Receptacles
- Pedestrian Gathering Areas
- Improved landscaping & Art Displays

### Summary of Pedestrian, Bicycle and Streetscape Accommodations

- Detectable, accessible improvements have been implemented on Commercial Street.
- Designated bicycle routes are inconspicuous and can be better marked with signing and pavement markings.
- The pedestrian traffic signals at 5<sup>th</sup> and Commercial and 7<sup>th</sup> and Commercial are outdated. Pedestrian hybrid beacons may be more applicable for these locations.
- Pedestrian and bicycle facilities should be improved between key generators and parking areas.
  - Downtown and the Breckenridge Hotel & Convention Center.
  - Downtown Emporia and Emporia State University campus.
- Crosswalks on 12<sup>th</sup> Avenue could be improved for increased conspicuity, street lighting, and other safety enhancement features.
  - Crosswalk lengths tend to be significant.
  - Sidewalks between downtown Emporia and the ESU campus don't necessarily lead to marked crosswalks.
  - A pedestrian refuge island at the uncontrolled crosswalk of 12<sup>th</sup> and Mechanic could provide pedestrian/bicycle safety enhancements.



**Parking Opportunities**

Several types of parking opportunities exist in downtown Emporia. They consist of on-street parking, off-street public parking lots, and a number of privately owned off-street parking lots built for specific site developments.

On-street parking is primarily found in the form of angled parking along Commercial Street. North of the BNSF Railway, the current streetscape design of Commercial Street accommodates approximately 20 parking stalls on each side of the street. South of the BNSF Railway, on-street parking is much more limited, between 5 and 15 parking stalls per side, due to a mixture of parallel and angled parking and a number of parking lot access points.

Some of the east/west side streets intersecting Commercial Street also have on-street parking available to the public. With exception of 6<sup>th</sup> Street, the areas which have developed as commercial or central business district tend to contain mostly angled parking. 6<sup>th</sup> Street, which also carries US Highway 50, has parallel parking due to the dimensionality of the street and the higher volume of traffic traveling this route. Side streets in the blocks north of 8<sup>th</sup> Avenue and east of Commercial Street lack on-street parking as a result of the current residential development patterns for properties on the west side of Mechanic Street, north of 8<sup>th</sup> Avenue.

The combination of on-street parking and public parking lots along Merchant and Mechanic Streets are meeting most of the parking needs downtown. However, many of the sites located within the Black and Gold and the Market Place use districts are underutilized and present opportunities for redevelopment. As these areas redevelop to higher density uses, the demand for additional public parking opportunities will increase in these use districts.

**Summary of key parking concerns:**

- Off-street public parking is lacking in the Black and Gold and Market Place use districts.
- Parking in the central portion of the study area is sufficient for current demands.
- On-street parking methods sometimes vary between angled and parallel within the same block.
- There appears to be a lack of longer-term parking opportunities in the central portion of the study area.



**Figure 3.8** Map of Off-Street Public Parking

### Storm Drainage and Storm Sewer

The lay of the land in downtown Emporia creates storm water runoff patterns generally flowing by gravity from north to south. A significant portion of the study area has developed through the years as either a central business district or as general commercial land uses. As a result, nearly all of the study area has been paved or covered with some form of impervious material. The presence of such a large amount of impervious area creates higher rates of storm water runoff during rainfall events.

The City of Emporia's downtown storm sewer system is comprised of a variety of different types, sizes and materials of inlets and pipes. It appears the system has been expanded and repaired throughout many years. Evidence of brick manholes and stacked limestone tunnels near the 8<sup>th</sup> and Commercial intersection provide a glimpse of the aging system. Limestone and brick materials were used for storm sewer systems in the early 1900's.

Existing storm sewer capacity concerns manifest themselves near the 8<sup>th</sup> and Commercial intersection. The inability of the inlets near this intersection to collect storm water runoff during significant rainfall events recently prompted the City of Emporia to study the storm drainage patterns downtown.



The prior study found the capacity of the storm sewer collection and conveyance system near 8<sup>th</sup> and Commercial to be sufficient for approximately a 10% (10-year) rainfall event. Also, a lack of surface overflow paths was found to cause ponding of storm water in the 8<sup>th</sup> and Commercial intersection during events exceeding the 10% rainfall, ultimately causing water to spill back into doors and basements of adjacent buildings.

Several options were provided with varying levels of risk mitigation. The ultimate recommendation was to improve the collection and underground conveyance system beginning near the intersection of 8<sup>th</sup> and Commercial and continuing downstream to approximately 5<sup>th</sup> and Mechanic. The recommended improvements will achieve a capacity for the 1% (100-year) rainfall event.

#### Summary of key storm sewer concerns:

- There are no storm water detention facilities provided in the upper portion of the watershed draining through downtown Emporia. Providing storm water detention under large parking lots, where feasible, could help reduce the peak flow rate of storm water runoff impacting the 8<sup>th</sup> and Commercial intersection.
- The capacity of the collection and conveyance system beginning at the 8<sup>th</sup> and Commercial intersection can be increased to mitigate flooding risk.
- Providing parallel storm sewer lines beginning near the 8<sup>th</sup> and Commercial intersection and going downstream could provide a value engineering option to increase capacity and reduce infrastructure construction costs.
- Alleys could be improved to better convey and collect storm water runoff.

**Water and Sanitary Sewer Utilities**

The City of Emporia owns and operates the water and sanitary sewer utilities serving downtown Emporia. The ability to service businesses with adequate water and sanitary sewer utility service is crucial to the success of existing businesses and the City’s ability to market the re-use and redevelopment of the downtown.

**Water Distribution System**

Potable water service is currently provided via a grid system of waterlines generally following the existing street grid. Waterline sizes range from 4” to 12” in diameter. A recent capital improvement project was implemented to replace the aging waterline on Commercial Street with a PVC waterline. The improvement resulted in a 10” waterline along Commercial Street from South to 8<sup>th</sup> Avenues. At 8<sup>th</sup> Avenue, the waterline continues to 12<sup>th</sup> Avenue as an 8” waterline.

A key component to the City’s water system is not just the diameter of the north/south waterline on Commercial Street for direct service to businesses, but also the size of the east/west waterlines conveying water to downtown. The adequate supply of water to Commercial Street from multiple directions assures the distribution system will perform sufficiently during both low and high demand scenarios without comprising water service pressure.

As redevelopment or renovation projects are implemented, the demand for fire sprinkler system connections will likely increase. The Kansas Department of Health and Environment regulations require the minimum size of a water main be 6” in diameter for providing fire protection. A number of waterlines within the downtown grid system are 4” and 6” in diameter. Upsizing a number of waterlines downtown and increasing the number of fire hydrants could help facilitate increased demands from redeveloped sites.

**Summary of key water system concerns:**

- Upsize small diameter (4” & 6”) waterlines (see locations identified by a red cloud on Figure 3.9).
- Increase the number of fire hydrants on the City’s water system in the areas of smaller diameter lines.
- Promote installation of fire sprinkler systems in existing buildings. The City of Emporia has made available tax credits and other funding mechanisms for installing sprinkler systems and performing other code compliance improvements.

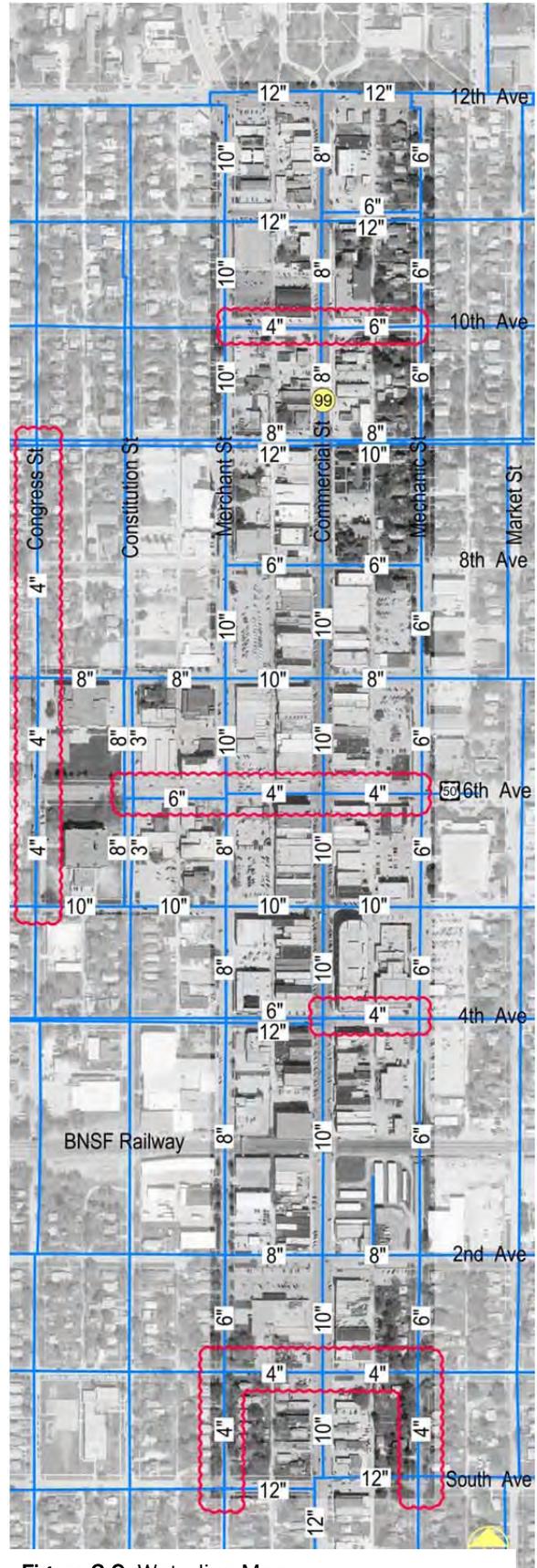


Figure 3.9 Waterline Map

**Sanitary Sewer System**

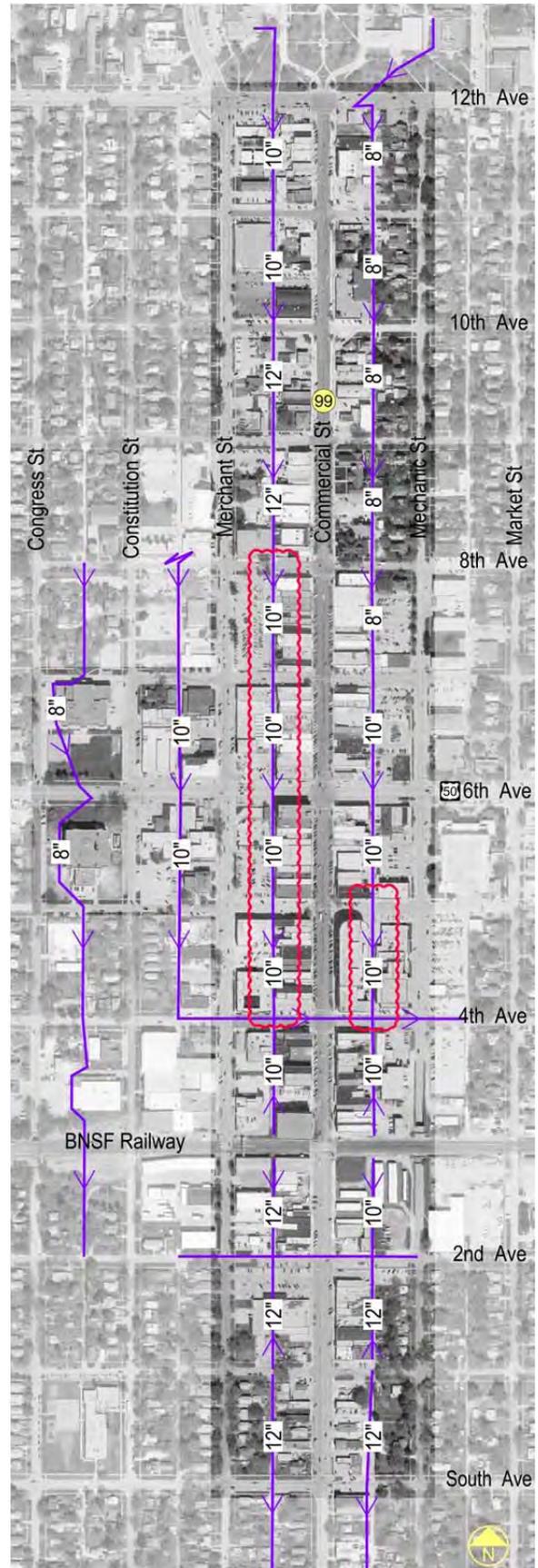
The sanitary sewer serving downtown Emporia consists primarily of two collection mains, one located in the alley between Commercial and Merchant Streets, the other located in the alley between Commercial and Mechanic Streets. North of the BNSF Railway, these mains flow by gravity to an interceptor sewer running west to east along 4<sup>th</sup> Avenue. The interceptor sewer then transports the sewage out of the study area.

South of the BNSF Railway, the 200 and 300 blocks area collected in the sanitary sewer mains in the alley and the sewage is conveyed to an east/west interceptor sewer along 2<sup>nd</sup> Avenue. In the southernmost block of the study area, the 100 block of Commercial Street, the sewage is transported south out of the study area.

A capacity and demand assessment of the existing sanitary sewer system was performed based on the City’s GIS data. Capacity was estimated based on regulatory requirements set forth by the Kansas Department of Health and Environment. Existing sewage demands were estimated based on average sewage production rates for the general land use types within or impacting the study area. Prior to implementing any suggested sanitary sewer improvements, the City of Emporia should consider a more detailed flow monitoring study to determine a more accurate baseline condition of existing demand and capacity. The findings of the sanitary sewer capacity and demand assessment are summarized in **Table 3.2** and **Table 3.3**.

The assessment revealed the demand placed on the sanitary sewer in the alley East of Commercial Street may be at or above the capacity of the pipe. Beyond this one block segment, it appears the sanitary sewer system is sufficient for current developed conditions. Capacity in the remaining lines appears sufficient for a number of redevelopment opportunities addressed in this report.

The sanitary sewer main in the alley West of Commercial Street appears to be adequate for current demands. However, the diameter of the West sanitary sewer decreases in size from 12” diameter to 10” diameter at 8<sup>th</sup> Avenue. It is desirable for the downstream sanitary sewer to be equal to or larger in size than the influent line(s). Also, the demand/capacity ratio appears to be approaching 70%-90% in several sewer segments.



**Figure 3.10** Sanitary Sewer Map

**Table 3.2 Sanitary Sewer Analysis – Alley on the WEST side of Commercial Street**

| Segment                              | Size | Estimated Capacity (gpm) | Estimated Demand (gpm) | Demand/Capacity Ratio | Potential Added Demand |                              |
|--------------------------------------|------|--------------------------|------------------------|-----------------------|------------------------|------------------------------|
|                                      |      |                          |                        |                       | Residential (Units)    | or Mixed Use (1,000 sq. ft.) |
| 12 <sup>th</sup> to 11 <sup>th</sup> | 10"  | 929                      | 114                    | 12%                   | 1,390                  | 3,630                        |
| 11 <sup>th</sup> to 10 <sup>th</sup> | 10"  | 687                      | 159                    | 23%                   | 940                    | 2,450                        |
| 10 <sup>th</sup> to 9 <sup>th</sup>  | 12"  | 891                      | 197                    | 22%                   | 1,210                  | 3,160                        |
| 9 <sup>th</sup> to 8 <sup>th</sup>   | 12"  | 903                      | 248                    | 27%                   | 1,170                  | 3,060                        |
| 8 <sup>th</sup> to 7 <sup>th</sup>   | 10"  | 536                      | 281                    | 52%                   | 540                    | 1,400                        |
| 7 <sup>th</sup> to 6 <sup>th</sup>   | 10"  | 472                      | 341                    | 72%                   | 340                    | 890                          |
| 6 <sup>th</sup> to 5 <sup>th</sup>   | 10"  | 572                      | 403                    | 70%                   | 400                    | 1,055                        |
| 5 <sup>th</sup> to 4 <sup>th</sup>   | 10"  | 528                      | 482                    | 91%                   | 220                    | 585                          |
| BNSF to 4 <sup>th</sup>              | 10"  | 388                      | 98                     | 25%                   |                        |                              |
| BNSF to 2 <sup>nd</sup>              | 12"  | 589                      | 35                     | 6%                    |                        |                              |
| 1 <sup>st</sup> to 2 <sup>nd</sup>   | 12"  | 1732                     | 80                     | 5%                    |                        |                              |
| 1 <sup>st</sup> to South             | 12"  | 745                      | 56                     | 8%                    |                        |                              |

**Table 3.3 Sanitary Sewer Analysis – Alley on the EAST side of Commercial Street**

| Segment                              | Size | Estimated Capacity (gpm) | Estimated Demand (gpm) | Demand/Capacity Ratio | Potential Added Demand |                              |
|--------------------------------------|------|--------------------------|------------------------|-----------------------|------------------------|------------------------------|
|                                      |      |                          |                        |                       | Residential (Units)    | or Mixed Use (1,000 sq. ft.) |
| 12 <sup>th</sup> to 11 <sup>th</sup> | 8"   | 451                      | 104                    | 23%                   | 580                    | 1,515                        |
| 11 <sup>th</sup> to 10 <sup>th</sup> | 8"   | 544                      | 125                    | 23%                   | 710                    | 1,855                        |
| 10 <sup>th</sup> to 9 <sup>th</sup>  | 8"   | 420                      | 147                    | 35%                   | 480                    | 1,260                        |
| 9 <sup>th</sup> to 8 <sup>th</sup>   | 8"   | 368                      | 210                    | 57%                   | 390                    | 1,020                        |
| 8 <sup>th</sup> to 7 <sup>th</sup>   | 8"   | 369                      | 192                    | 52%                   | 350                    | 915                          |
| 7 <sup>th</sup> to 6 <sup>th</sup>   | 10"  | 494                      | 234                    | 47%                   | 490                    | 1,270                        |
| 6 <sup>th</sup> to 5 <sup>th</sup>   | 10"  | 554                      | 279                    | 50%                   | 510                    | 1,343                        |
| 5 <sup>th</sup> to 4 <sup>th</sup>   | 10"  | 273                      | 397                    | * 100%                | 0                      | 0                            |
| BNSF to 4 <sup>th</sup>              | 10"  | 684                      | 51                     | 7%                    |                        |                              |
| BNSF to 2 <sup>nd</sup>              | 10"  | 1258                     | 40                     | 3%                    |                        |                              |
| 1 <sup>st</sup> to 2 <sup>nd</sup>   | 12"  | 1051                     | 27                     | 3%                    |                        |                              |
| 1 <sup>st</sup> to South             | 12"  | 2476                     | 25                     | 1%                    |                        |                              |

**Summary of key sanitary sewer system concerns:**

- The sewer segment in the alley east of Commercial Street (4<sup>th</sup> Ave to 5<sup>th</sup> Ave) may be operating near or above capacity.
- The sanitary sewer in the alley west of Commercial Street (4<sup>th</sup> Ave to 8<sup>th</sup> Ave) decreases in size from 12" diameter to 10" diameter. Also, the current demand/capacity ratios range from approximately 50%-90%, indicating that additional capacity may limit long term redevelopment depending on scope and timing. A future project to increase the size of the sanitary sewer may be needed to facilitate long term growth.

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# CHAPTER 4

Development Concepts



**Downtown Development Concepts and Improvement Suggestions**

One of the key goals of this CID Phase 3 Plan is to identify potential development opportunities and the associated public infrastructure improvements necessary to facilitate and encourage reinvestment in downtown Emporia. This Chapter addresses a number of private and public infrastructure needs as they relate to current conditions and potential future land uses. The suggestions have a focused intent to help the City of Emporia promote improved transportation opportunities and public infrastructure, ultimately creating a downtown environment which encourages reinvestment in the community’s private infrastructure.

**Zoning Suggestions**

Zoning is a land use tool used by a community to influence the pattern of development and land use types within the community’s jurisdiction. Many properties in downtown Emporia presently have C-3 or C-4 commercial zoning designations. The City’s current zoning regulations generally allow for mixed use buildings within these two categories. There are additional locations where changing the existing zoning may be beneficial to the future redevelopment of downtown Emporia.

Rezoning is often addressed during redevelopment. Alternatively, the City of Emporia may want to consider pursuing a proactive approach to assure the proper zoning is in place for future mixed-use developments and land uses desired in downtown Emporia. Addressing rezoning of multiple properties concurrently within a block is another means by which the community can establish the necessary zoning within areas anticipated for future redevelopment, regardless of whether those properties redevelop concurrently or decades apart. Rezoning of properties within districts may require grandfathering existing land uses depending on the timing and scope of redevelopment.

Strong interest in redeveloping the Black and Gold District has been expressed by a wide range of people including City Staff, ESU Staff, downtown business owners and citizens of the community. Because of this strong interest and the potential redevelopment opportunities in e Black and Gold District, efforts to encourage proactive rezoning might best be focused on the city blocks north of 8<sup>th</sup> Avenue and between Merchant and Mechanic Streets. Figure 4.1 highlights these locations.



**Figure 4.1** Future Rezoning in Black and Gold District

### Land Use Suggestions

One important aspect to the successful redevelopment in downtown Emporia will be the City's ability to attract more people downtown. As properties redevelop and density increases, the proposed land use types should generally conform to the use district in which they exist. For example, the Black and Gold District is in close proximity to Emporia State University and likewise the demographics of the patrons in this use district will tend to be post-secondary students. Uses in that district should be consistent with the market needs of that particular demographic such as coffee shops, electronics stores, clothing stores, fast casual restaurants, bars and other entertainment venues.

The following land use types are suggested to promote increased pedestrian activity downtown. Although a suggested use district(s) is shown, many of these uses would fit well within several areas. New uses will likely gravitate toward redeveloping areas that are experiencing an increase in consumer activity.

- Dining/Restaurants
  - o Fast casual dining (all use districts)
    - Incorporate sidewalk and patio dining where feasible
  - o Sit down restaurants (all use districts)
  - o Coffee Shop (all use districts)
  - o Ice cream parlor (all use districts)
- Civic and Entertainment
  - o Off-campus learning/training for ESU (Black & Gold District, Art & Soul District)
  - o Bars (all use districts)
- Commercial/Retail (all districts)
  - o Book store (Black & Gold District)
  - o Music and electronics (Black & Gold District)
  - o Sporting Goods and ESU Hornets Apparel and Gifts (all use districts)
  - o Jewelry (central use districts)
  - o Local arts and crafts stores (all use districts, especially Art & Soul District)
  - o Clothing stores
    - Younger markets (American Eagle, Arizona Trading, Forever 21, etc.) located in Black & Gold District
    - Men's Apparel and Women's Boutique/Clothing located in central use districts
- Office
  - o Arts Studios (Art & Soul District)
  - o Professional Offices (Cornerstone District, Courthouse Corridor)
  - o Healthcare services (Cornerstone District)
- Residential Dwelling Units
  - o Apartment/Dorm-style housing units on upper floors (Black & Gold District)
  - o Studio Apartments and 1 or 2 BR apartments on upper floors (Art & Soul District)
  - o Owner-occupied, 2<sup>nd</sup> floor residential lofts (Cornerstone District, Courthouse Corridor)
  - o Apartments and owner-occupied 2<sup>nd</sup> floor lofts (Market Place District)
  - o Condominiums and/or lot line splits for residential on the upper floors (all use districts)



**Private Infrastructure Investment Opportunities**

Improving the historical significance of existing buildings and improving sites that are currently under-utilized will require infrastructure improvements in both the public and private sectors. Private infrastructure improvements are generally those improvements to private property such as remodeling or reconstructing buildings, replacing the utility service lines or reconstructing other site features. The improvements tend to focus on the occupancy and use of the site and the condition and appearance of the building.

There are a variety of different methods to achieve private infrastructure improvements downtown. Projects may range from small-scale renovations and façade improvements to large projects which include razing existing sites and redeveloping those sites with new infrastructure. Regardless of the size and scope, the City should strive for new construction and/or renovations to conform to the Downtown Design Guidelines. Table 4.1 summarizes a number of properties which are believed to offer a high degree of opportunity for reinvestment in the near future. This list focuses on properties fronting Commercial Street and may not be complete or all-inclusive. These locations are graphically shown on Figure 4.2.

**Table 4.1** Properties with Possible Near-Term Private Investment Opportunity

| LOCATION                       | RENOVATE / REUSE | REDEVELOP |
|--------------------------------|------------------|-----------|
| 1127 Commercial                |                  | X         |
| 1105 Commercial                |                  | X         |
| 1128 Commercial                |                  | X         |
| 1102 Commercial                |                  | X         |
| 1027 Commercial                |                  | X         |
| 1019 Commercial                |                  | X         |
| 1028, 1024 & 1018 Commercial   |                  | X         |
| 1012 Commercial                |                  | X         |
| 900 Block West Side Commercial |                  | X         |
| 900 Block East Side Commercial |                  | X         |
| 823 Commercial                 | X                |           |
| 801 Commercial                 | X                |           |
| 709 Commercial                 | X                |           |
| 724 Commercial                 | X                |           |
| 706, 708 & 710 Commercial      |                  | X         |
| 625 Commercial                 | X                |           |
| 605 Commercial                 | X                |           |
| 618 Commercial                 |                  | X         |
| 511 Commercial                 | X                |           |
| 512 Commercial                 |                  | X         |
| 508 Commercial                 | X                |           |
| 413 & 415 Commercial           |                  | X         |
| 323 Commercial                 |                  | X         |
| 315 Commercial                 |                  | X         |
| 332 Commercial                 | X                |           |
| 328 Commercial                 |                  | X         |
| 324 & 326 Commercial           | X                |           |
| 312, 314 & 316 Commercial      |                  | X         |
| 200 Block East Side Commercial |                  | X         |
| 101, 107 & 109 Commercial      |                  | X         |
| 000 Block West Side Commercial |                  | X         |
| 000 Block East Side Commercial |                  | X         |

**NOTE:** Realizing Historic District regulations may apply, the properties listed in Table 4.1 are shown based on field observation of current site conditions. Chapter 5 describes funding assistance and implementation of improvements.

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Commercial Street Opportunities for Redevelopment or Renovation/ Reuse **Figure 4.2**



**Historic Preservation and the Building Façade**

The recent creation of the downtown Emporia Historic District provides opportunities for property owners to restore and preserve a part of the community’s heritage. These small scale reinvestment projects could include interior renovations or exterior improvements to the façade. Typical exterior improvements would include restoration of windows, reconfiguration of the storefront and signage, adding awnings and overhangs, and restoration of the historic building façade by removing or replacing non-historic materials.

The cost to perform historic preservation improvements will vary significantly from project to project. Some of the key items affecting the cost include the size and condition of the building, the quality of craftsmanship and detail of the new façade, the number, size and type of windows and the size of the storefront/entryway. It is important to note, however, that many of these types of improvements could be eligible for special financing or historic tax credits.

Using *Adobe Photoshop*, the following before-and-after images were created as examples of possible historic preservation techniques that can be used to improve buildings throughout downtown Emporia.

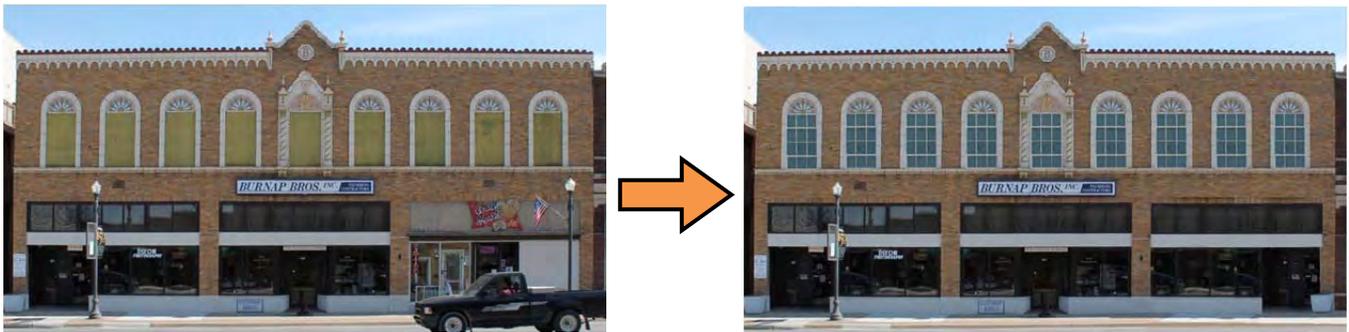


Figure 4.3 724 Commercial Street. 1<sup>st</sup> floor storefront and 2<sup>nd</sup> floor window improvements.



Figure 4.4 521 Commercial Street. Façade material replacement and window restoration.

### Renovation and Reuse of Existing Buildings

The Art and Soul District, Courthouse Corridor, and the Cornerstone District offer the greatest potential for projects to renovate and adaptively reuse existing buildings for mixed-use purposes. These buildings are located between the BNSF Railway and 9<sup>th</sup> Avenue and are mostly 2-story buildings. Many buildings are under-utilizing the 2<sup>nd</sup> floor for storage or vacant, uninhabitable space.

These mid-scale projects will generally be smaller in scope than complete reconstruction, but larger than a façade improvement. Vacant buildings offer the best and quickest opportunities for these projects. New or existing businesses relocating to downtown Emporia have an opportunity to design the interior of the vacant building to fit their business needs. Improving the building façade concurrent with the interior renovation should be encouraged.



Converting these structures to mixed-use buildings by reusing the 2<sup>nd</sup> floor for residential dwelling units is another key opportunity for reinvestment. There is potential for both owner-occupied units and rental units to make use of existing floor space. To better market the reuse of upper floors as residential, the City of Emporia could establish incentive programs and establish the appropriate codes and policies necessary to facilitate lot line splits such that upper floors can be sold by property owners to other parties interested in renovating and reusing them.



Figure 4.5 Four-unit, 2<sup>nd</sup> Floor Residential Floor Plan

**Community Initiated Development Plans**

The Black and Gold District north of 9<sup>th</sup> Avenue and the Market Place District south of the BNSF Railway offer the most potential for complete redevelopment of existing sites. These two use districts have a significant number of vacant, under-utilized sites or sites with existing development characteristics that do not contribute to the fabric of Downtown Emporia. Redevelopment projects will generally be large in scope, require significant investment and likely multiple project partners for success. Successful implementation of these types of projects in other communities often include some public financing such as bonds, tax increment financing, tax abatements, cash incentives, and other mechanisms discussed in Chapter 5.

Phase 1 and 2 of the CID Process, along with the community input gathered during preparation of this Phase 3 Plan revealed a strong desire to focus redevelopment efforts in the Black and Gold District. This area, combined with the efforts ESU is undertaking to revise their campus master plan has generated momentum that could be captured to realize more mixed-use developments.

The central use districts between the BNSF Railway and 9<sup>th</sup> Avenue should not be overlooked for redevelopment opportunities. Several buildings appear to have been rebuilt in the latter half of the 1900’s or are in deteriorating condition and could be significantly improved to better contribute to the integrity of the Historic District.



**Figure 4.6** Rendering of Potential 1028 Commercial

Several sample development concepts were created as a part of this CID3 Plan to highlight potential private infrastructure investment opportunities. Each of these concept developments consider the following:

- Redevelopment of an existing vacant or under-utilized site.
- 2-story or 3-story mixed-use buildings.
- Commercial/retail/office uses on the street level and residential on the 2<sup>nd</sup> and 3<sup>rd</sup> floors.
- Zero setbacks.
- On-site private parking in the back of the lot accessible from the alley.
- Building construction conforming to the Downtown Design Guidelines.

**Summary of CID Plans (See Appendix A)**

- Example #1: 1128 Commercial Street. 3-Story Mixed-Use Building.
- Example #2: 1125 Commercial Street. 2-Story Mixed-Use Building.
- Example #3: 1102 Commercial Street. 3-Story Mixed-Use Building.
- Example #4: 1028 Commercial Street. 3-Story Mixed-Use Building.
- Example #5: 1027 Commercial Street. 2-Story Mixed-Use Building.
- Example #6: 900 Commercial Street. 3-Story Mixed-Use Development.
- Example #7: 511 Commercial Street. Renovation/Reuse of Existing Historic Building.

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**Public Infrastructure**

The prior chapter identified general conditions of the public infrastructure in downtown Emporia, revealing a few items which could be improved to enhance safety and yield improved use of the City’s past investments. The Community Initiated Development concepts further identified a number of public infrastructure improvements which may be needed to facilitate and encourage private investment in downtown Emporia.

Outside of routine maintenance and end-of-service replacement activities, the public infrastructure is generally meeting the needs of normal daily downtown activities. The following options and suggestions for public improvements projects should be considered for additional capacity, safety enhancement, and/or streetscape enhancements. A map of most of the suggested improvements is provided on Figure 4.8.

- **K-99 Realignment Option.** The jog in the alignment of K-99 at 12<sup>th</sup> Avenue presents long-term traffic operations concerns regarding conflicts between vehicles and pedestrians. Options were briefly explored to realign K-99 through the 1100 block of Commercial Street or to re-route K-99 on Merchant Street. Because of the significant construction costs, utility impacts and right-of-way needs and due to a limited source of potential funds for such an improvement, realigning K-99 is likely not a feasible project for the City to pursue alone in the near future.

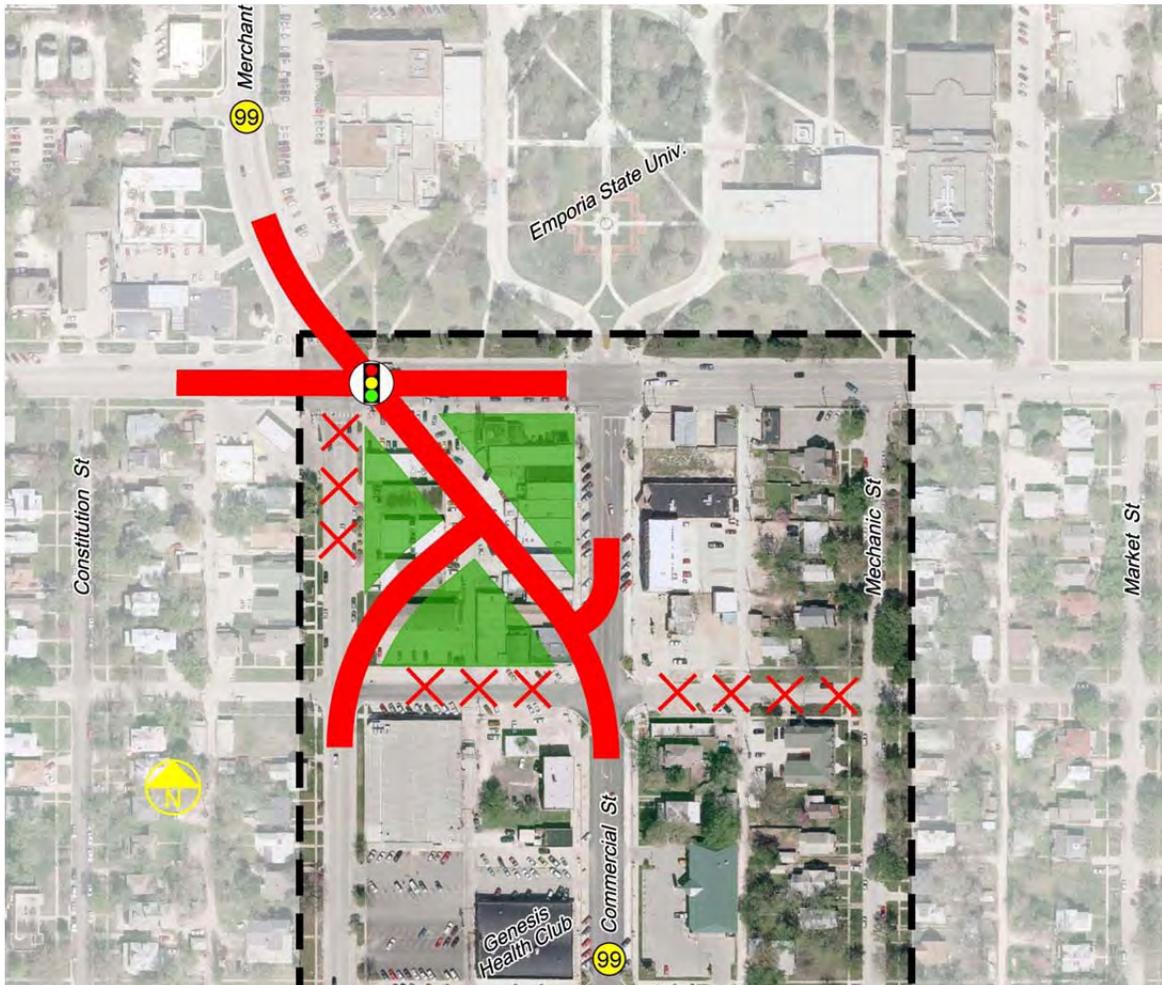


Figure 4.7a CONCEPT #1 K-99 Realignment

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Existing businesses which rely on the presence of K-99 on Commercial Street may also have negative opinions about realigning K-99 to Merchant Street. However, future realignment may be worth considering if presented as part of a larger project such as a development proposal for reconstruction of the entire west side of the 1100 block of Commercial Street or large sections of a use district such as the Black and Gold District.

Future consideration of alternate K-99 alignments will require close coordination with KDOT and the local stakeholders impacted by such a project. The design will need to consider not just local access, but the transportation needs of K-99 such as truck traffic, oversized load routes, and future maintenance needs among other items.



Figure 4.7b CONCEPT #2 K-99 Realignment



- ① 12th Ave Geometric Improvements
- ② Pedestrian Hybrid Beacon
- ③ 7th Ave Pedestrian Mall
- ④ Traffic Signal Replacement
- ⑤ Bicycle Route Signing & Marking
- ⑥ Off-Street Public Parking Lot
- ⑦ Streetscape Improvements
- ⑧ Streetscape/Landscape Enhancements
- ⑨ Gateway Improvements
- ⑩ Storm Sewer Improvements
- ⑪ BNSF Railway Quiet Zone
- ⑫ Waterline Replacement
- ⑬ Sanitary Sewer Study/Replacement
  
- ⑭ CID Example #1
- ⑮ CID Example #2
- ⑯ CID Example #3
- ⑰ CID Example #4
- ⑱ CID Example #5
- ⑲ CID Example #6
- ⑳ CID Example #7
- Potential Site Redevelopment
- Potential Building Reuse

Map of Suggested Improvements **Figure 4.8**



- 12<sup>th</sup> Avenue Geometric Improvements.** Emporia State University has expressed an interest in partnering with the City of Emporia to better connect their campus and downtown. Many opportunities exist in the Black and Gold District for property redevelopment with mixed-use buildings. These opportunities will likely result in some of the student population renting apartments on the upper floors, thereby creating increased pedestrian traffic demanding safe means of crossing 12<sup>th</sup> Avenue. As shown in Figure 4.9, several geometric modifications should be considered to improve 12<sup>th</sup> Avenue lane assignment, reduce crosswalk widths and provide improved pedestrian and bicycle accommodations. Sidewalk and landscaping improvements should be included as a part of the project as this is a northern gateway into downtown Emporia and the southern entrance to Emporia State University’s campus.
- 12<sup>th</sup> Avenue Street Lighting, Sidewalk and Crosswalk Improvements.** This suggested improvement is provided to enhance the safety of pedestrian and bicyclists traveling between the ESU campus and downtown. It could be implemented in conjunction with the Geometric Improvements described above or a separate project. Pedestrians cross 12<sup>th</sup> Avenue at several locations due to placement of sidewalks on ESU’s campus. Some of these locations are mid-block at unmarked crosswalks. This improvement should consider sidewalk and shared use path improvements along 12<sup>th</sup> Avenue, improved lighting along the street and particularly at the crosswalks, landscaping/streetscaping to discourage mid-block crossings, improvements at the pedestrian crosswalks, and installation of a pedestrian hybrid beacon at the 12<sup>th</sup> and Mechanic crosswalk.

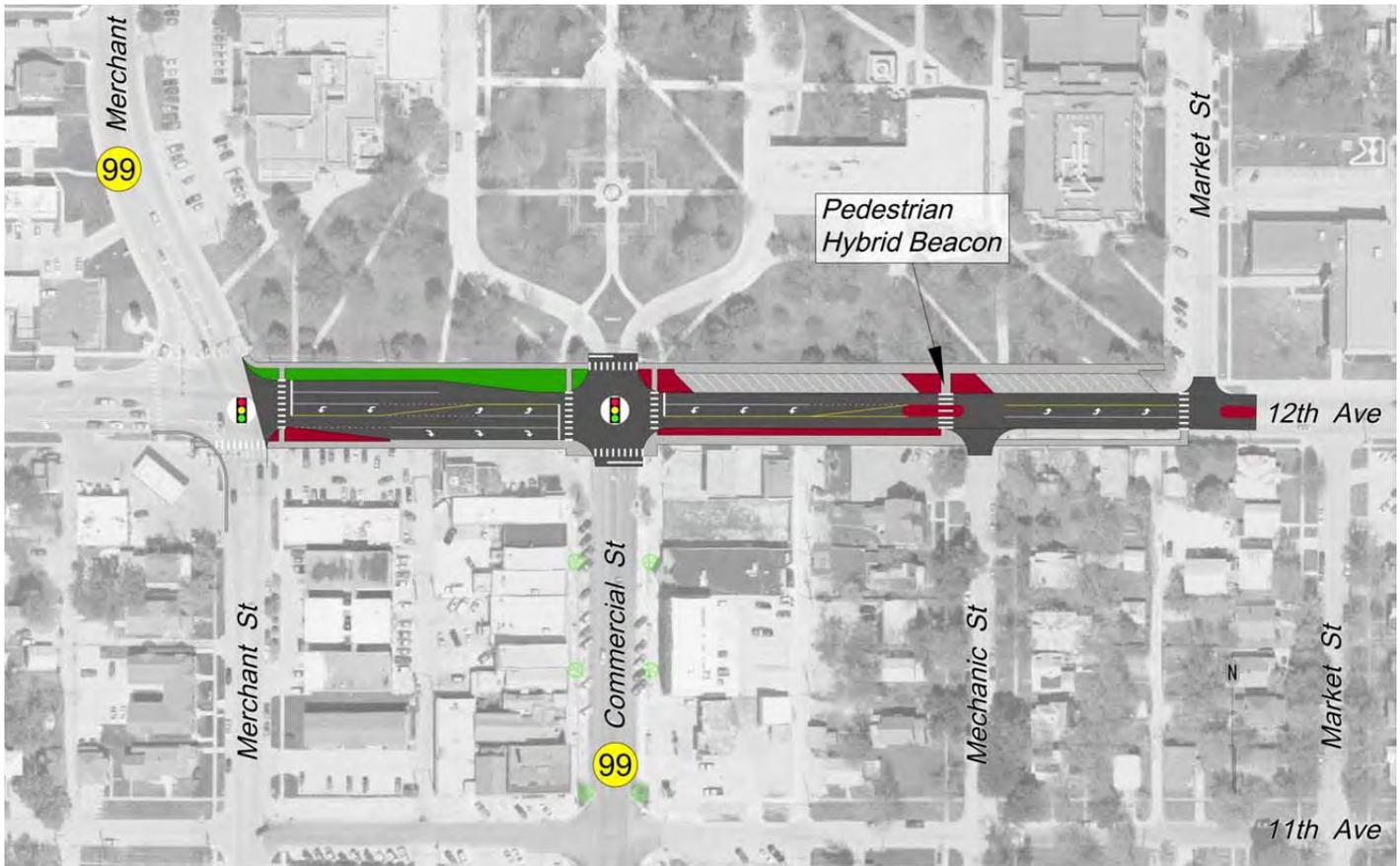


Figure 4.9 12<sup>th</sup> Avenue Geometric Improvements

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- **7<sup>th</sup> Avenue Pedestrian Mall.** 7<sup>th</sup> Avenue is a local street with restricted access at Commercial Street. The street extends 2 blocks west of Commercial Street where it stops at Constitution Street. This corridor provides a significant opportunity to create pedestrian mall improvements for pedestrians and bicyclists traveling between the Commercial Street businesses and the Breckenridge Hotel and Convention Center. A pedestrian mall at this location would be adjacent to the Farmer’s Market site and a large off-street public parking lot creating a funneling effect for pedestrian traffic between the parking lot and businesses on Commercial Street. This location would also be ideal for implementing public restrooms opportunities as this area is often used as a central point for hosting community events.



Figure 4.10 7<sup>th</sup> Avenue Pedestrian Mall Renderings (looking West)

- 6<sup>th</sup> and Merchant Traffic Signal Replacement.** The intersection of 6<sup>th</sup> Avenue (US-50) and Merchant Street is a 2-phase traffic signal controlled intersection. There are a significant number of left-turns at this arterial/collector intersection, particularly the eastbound 6<sup>th</sup> Avenue traffic turning left to go north on Merchant Street. No left-turn phasing currently exists for this movement. The City of Emporia should consider replacing the aging traffic signal with a 4-phase traffic signal system inter-connected to the traffic signal at 6<sup>th</sup> and Commercial. This improvement will address capacity needs and enhance the safety of left-turning traffic.



- Pedestrian Hybrid Beacons.** The existing pedestrian signals at the intersections of 5<sup>th</sup> and Commercial and 7<sup>th</sup> and Commercial should be replaced with modern Pedestrian Hybrid Beacons. The replacement of the traffic signal should include ADA accessible improvements such as a pedestrian refuge area within the right-turn splitter islands on either side of Commercial Street.

- Bicycle Route Signing and Pavement Markings.** The City of Emporia’s Multi-Use Path Planning (MUPP) Board has designated the Merchant Street and South Avenue corridors as bicycle routes through the downtown Emporia. 12<sup>th</sup> Avenue west of the study area is also designated as a bicycle route leading into downtown. Signing should be improved with signs located at the south and north ends of the bicycle route and additional signs located along the route at approximately 3-block intervals. The use of pavement marking symbols commonly referred to as “sharrows” should be considered in the near future or with the next resurfacing project.



- BNSF Railway Quiet Zone.** A 2007 study completed by the City of Emporia identified a multi-location project to address at-grade rail crossing improvements which could enable a Railroad Quiet Zone to be established near downtown Emporia. The original project estimate was approximately \$1.5 million to implement the quiet zone. The estimate was later revised to slightly less than \$1.0 million. There may be an increase in public support to implement the Quiet Zone project in the future, particularly as pedestrian activity increases downtown and as more upper-story residential unit projects are completed.

- Improved Public Parking Opportunities.** The demand for off-street public parking is expected to increase as redevelopment projects are implemented in the Black and Gold District and the Market Place District. Ample public parking is available in the central use districts, but these lots are too far away to provide a direct benefit to business and activity in the northern and southern downtown blocks.

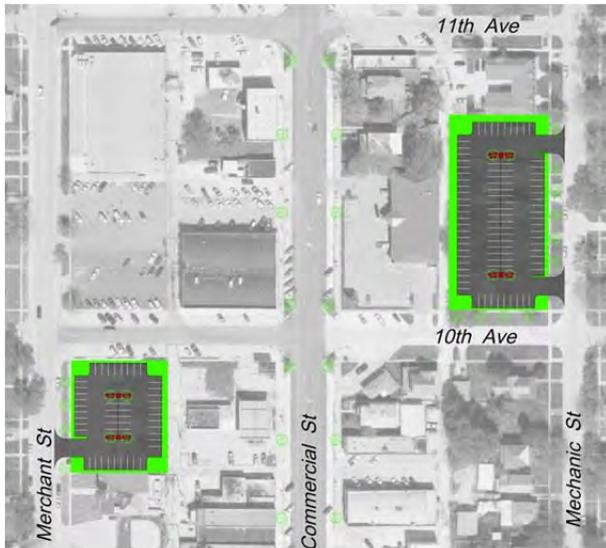


Figure 4.11 Public Parking Lot Opportunities

- Streetscape Improvements – South Avenue to the BNSF Railway.** The streetscape theme on Commercial Street north of the BNSF Railway should be continued through the Market Place District south of the BNSF Railway. This improvement would create a more harmonious environment, improve aesthetics, improve pedestrian features and provide a continued aesthetic sense of the downtown Emporia south of the railroad tracks. The improvements should include, at a minimum, hardscape and landscape improvements, bulb-outs at the intersections, conversion of all on-street parking to angled parking, and continuation of the decorative street lights. Some driveway and parking lot access closures may need to be included as part of the project.

The extension of the concept Market Place streetscape improvements could be continued to the South of the study area. This would provide opportunities to improve pedestrian and bicycle connectivity among downtown Emporia, residential neighborhoods, Soden’s Grove Park, and other interests in the southern portion of the community.



Figure 4.12 Market Place Streetscape

- **Streetscape Enhancements – BNSF Railway to 12<sup>th</sup> Avenue.** The existing streetscape north of the BNSF Railway is in good condition having recently been constructed. However, several branding and streetscape amenity enhancements could further improve the streetscape’s aesthetic appeal. Potential streetscape improvements include:
  - Pedestrian/bicycle amenities (benches, pet-waste and trash receptacles, bike racks, water fountains, drinking fountains, water bottle fill stations, etc.).
  - At least two additional street trees per side located midblock along Commercial Street.
  - Continuous replacement and updating of landscaping at intersection bulb-outs.
  - Improve landscaping and public art displays.
  - Pedestrian gathering areas.
  - Medallions, banners and/or flags on light poles designating the Use District.
  - Color coordinated paver inlay, such as black and yellow pavers in the Black & Gold District.



Figure 4.13 Example Pedestrian Gathering Area, 11<sup>th</sup> & Commercial.

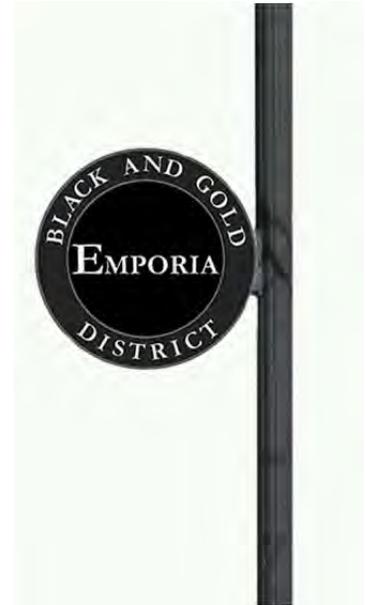


Figure 4.14 Light Pole Medallions



Figure 4.15 Black & Gold District Streetscape Rendering. Southeast corner of 11<sup>th</sup> & Commercial, looking North.

- **8<sup>th</sup> and Commercial Storm Sewer Improvements.** A prior downtown storm drainage study identified improvements necessary to reduce the risk of storm water flooding at 8<sup>th</sup> and Commercial by improving the capacity of the collection and conveyance system. The improvements begin at this intersection and consist of upsizing the underground piping along 8<sup>th</sup> Avenue to Mechanic Street and then on Mechanic Street from 8<sup>th</sup> Avenue to 5<sup>th</sup> Avenue. Additional inlets will be needed at strategic locations to better collect surface water near this intersection.

- **Storm Water Detention Opportunities.** Opportunities to provide storm water detention should be explored with new developments and the construction of off-street parking lots. The two off-street public parking lots shown in Figure 4.11, page 4.14, could be an opportunity to begin implementing detention in the watershed. Providing storm water detention can reduce the peak flow rate of storm water runoff impacting downstream infrastructure, particularly the collection system around 8<sup>th</sup> and Commercial. The reduction in storm water runoff could also reduce the size and scope of infrastructure improvements needed downstream to convey the runoff.

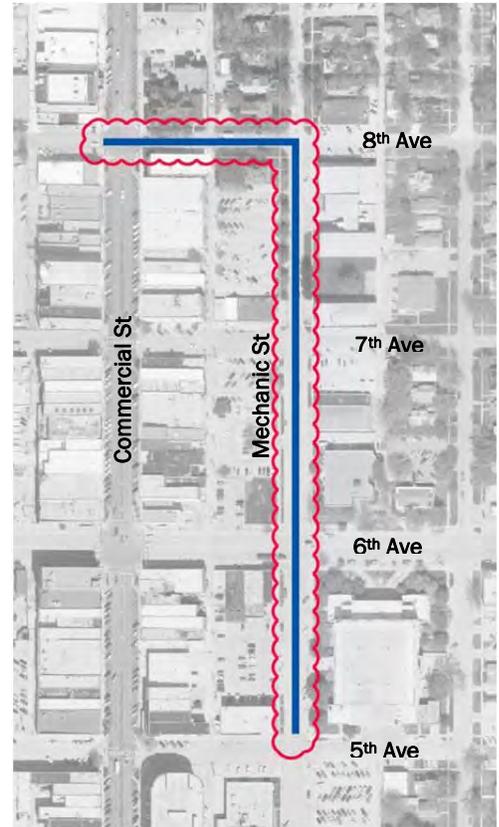


Figure 4.16 Storm Sewer Improvements.

- **Waterline Improvements.** Several waterlines are undersized and need to be replaced/upsized to better accommodate the current and future water needs in downtown Emporia. They include the following segments in or near the study area. In some instances, City Staff may want to consider expanding the scope to include upsizing of waterlines for a block or two beyond the study area.
  - 10<sup>th</sup> Avenue, Merchant to Mechanic.
  - 6<sup>th</sup> Avenue (US-50), Constitution to Mechanic.
  - Congress Street, 5<sup>th</sup> to 9<sup>th</sup>.
  - 4<sup>th</sup> Avenue, Commercial to Mechanic.
  - Market Place Waterline Improvements along Merchant St., Mechanic St. and 1<sup>st</sup> Ave.
- **Sanitary Sewer Flow Monitoring Study and Improvements.** Several segments of sanitary sewer appear to be operating with demands of approximately 70 percent to 90 percent of capacity. Some of these lines may need to be increased in size to provide capacity for redevelopment opportunities. The City of Emporia should consider performing a flow monitoring study to establish firm values of actual sewage demand, peak fluctuations in the diurnal cycle, and existing capacity. Anticipated improvements include upsizing the sanitary sewer main in the west alley between 4<sup>th</sup> Avenue and 8<sup>th</sup> Avenue and upsizing the sanitary sewer main in the east alley between 4<sup>th</sup> Avenue and 5<sup>th</sup> Avenue. Trenchless methods for improvements, such as pipe reaming or pipe bursting, should be evaluated.



# CHAPTER 5

Implementation



## IMPLEMENTATION

This chapter provides suggestions for implementing the infrastructure improvements identified in Chapter 4. The successful implementation of improvement projects depends on a variety of factors. There must be a need for the project, a source of funds for the improvements and, in some instances, a partner or multiple partners from the private sector and/or public sector agencies to help finance and champion the effort through to the finish.

The timing of project implementation will vary from project to project. As noted in the Market Assessment, Chapter 2, there is a demand for a variety of different retail market types and there's an apparent public desire for an improved atmosphere downtown, especially in the Black and Gold District. Initial redevelopment projects should be considered catalytic projects to develop synergy and bolster confidence in the downtown Emporia economy.



### General Development Process

Each redevelopment or renovation project will be unique. The scope of the project, the intended use(s) of the property and the method in which the project is financed will vary from project to project. However, the following key steps to plan and develop a downtown Emporia reinvestment project will often apply to both the smallest and largest of projects. The effort required in each step will vary.

#### Step #1: Identify the project.

- Project location.
- Brainstorm the concept: building design, site plan, offsite improvements and estimated project cost.
- Possible occupancy classification and tenants.

#### Step #2: Identify project partners and funding/financing sources.

- Begin Public/Private partnership discussions (when applicable).
- Begin marketing efforts for tenants (when applicable).

**Step #3: Site control.** Acquire control of site(s) for the project if the property is privately owned.

#### Step #4: Preliminary/schematic design.

- The design team and project partners should meet on site to identify renovation/reconstruction goals and obtain basic overall structure information needed to better quantify improvement costs.
- Determine if the project includes or affects a Historic Building as defined by the applicable code(s) adopted by the City of Emporia. The 1997 Uniform Code for Building Conservation (UCBC) is the applicable code at the time of preparing this report.
  - Many buildings located on properties within the Emporia Downtown Historic District will meet the definition of a Historic Building or can be converted to a building contributing to the Historic District.
  - Renovation of most Historic Buildings which do not significantly change the size or occupancy type can be allowed to continue to operate with minor changes.
  - Compliance with Americans with Disabilities Act (ADA) should be reviewed on a case-by-case basis with the Emporia Building Code Department to determine accessible routes and accessible restrooms. Local ADA Advisory Groups or Ray Petty with the Great Plains ADA Center can assist with input and guidance regarding ADA compliance.
  - Projects which propose changes in size or occupancy classification will need to conform to the building and fire codes adopted by the City of Emporia. The 2006 International Building Code (IBC) and the 2006 International Fire Code (IFC) are the applicable codes at the time of preparing this report.
- Prepare a preliminary Building Code Analysis.
- Meet with the Building Code Official and the Fire Chief to review the preliminary Building Code Analysis.

**Step #5: Prepare construction documents and obtain building permits.**

**Step #6: Project construction.**

**Project Funding Tools**

Project financing is often the most significant barrier to implementation of a project. Reinvestments in downtown Emporia infrastructure will likely require both public and private sector funding using traditional and alternative funding mechanisms. The following summarizes some prominent funding tools most applicable to projects in downtown Emporia.

**Funding Assistance Opportunities for Private Investments**

- **Community Development Block Grants (CDBG).** CDBG grants are administered by the Kansas Department of Commerce.
  - The Commercial Rehabilitation Program is a competitive program providing grants of up to \$250,000 for rehabilitation of commercial buildings in downtown environments.
  - Other grant opportunities may be available for renovation of buildings for housing/apartments on the upper floors of buildings.
- **Heritage Trust Fund Grant.** The Heritage Trust Fund is a competitive program providing matching grants of up to \$90,000 for preservation or restoration of historic properties.
- **Historic Tax Credits.** State and Federal tax credits may be available for projects which preserve or rehabilitate historic and older buildings.
- **USDA Loans and Grants.** The United States Department of Agriculture, through its Rural Development mission area, provides a variety of financial resources and support for rural communities, residents and businesses. Financing may be available for infrastructure investments, multi-family housing and other economic development opportunities.

**Local Funding Mechanisms for Public Improvements**

Some of the traditional sources of local financing are listed below.

- Real property taxation
- Personal property taxation
- Sales taxation
- Economic development tax exemptions
- Special assessments

Alternative funding techniques are typically devised by one local government to meet a local need and their use then spreads from community to community. The techniques are refined based on trial-and-error. Many of these approaches do not have specific legislative authority, but are enabled through home rule, local police powers, or a broad reading of authority from another source, such as local planning.

- **Tax Increment Financing** – Tax Increment Financing (TIF) is a tool used by local governments to capture the future increases in property tax and all or a portion of the revenues received from transient guest, use, local sales taxes collected from taxpayers doing business within the district, and increased franchise fees, and to make revenues realized therefrom available as an incentive to development, by using the revenue to pay for, generally, public infrastructure necessary to implement a redevelopment project plan.
- **Sales Tax and Revenue Bond Districts** – This funding mechanism is similar to a TIF, except the districts are called STAR bond project districts and the individual projects in the district are called STAR bond projects. This mechanism is sometimes referred to as a “Super TIF” due to the significant volume of capital investment and the gross annual sales required of each project.

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- **Impact Fees** – Impact fees are one-time regulatory fees assessed against new development to cover the costs for necessary capital facilities proportionate to the demand generated by the new development.
- **Excise Tax** – An excise tax is a broad term covering every type of tax, except a property tax.
- **Transportation Development District** – A Transportation Development District (TDD) is a form of a special district enacted specifically to facilitate the construction, maintenance and financing of a broad array of transportation projects.
- **Transportation Utility Fee** – A transportation utility fee is a fee collected on residences and businesses within a city's or county's corporate limits tied to the use and consumption of the transportation system.
- **Industrial Revenue Bonds/Tax Abatements** – Cities can provide qualified businesses an exemption of up to 100% of the new real property taxes for up to 10 years by issuing Industrial Revenue Bonds.
- **Community Improvement Districts (CID)** – K.S.A 12-6a26, et. seq., authorizes cities and counties to establish community improvement districts to effectively finance improvements contemplated by this Plan. The array of eligible projects is very broad and a variety of funding methods could be used.

### Funding Assistance Opportunities for Public Improvements:

- **KDOT Economic Development (ED) Program.** The KDOT ED program is a reimbursable grant program which uses transportation investments for the purpose of creating new jobs and encouraging capital investment to recruit new businesses and encourage growth of existing businesses.
- **KDOT City Connecting Link Resurfacing Program (KLINK) Program.** The KDOT KLINK program provides reimbursable grants to local governments for the purposes of maintaining state highways that pass through the city limits of a community. Funds are typically used to resurface the highway.
- **KDOT Geometric Improvements (GI) Program.** The KDOT GI program is a reimbursable grant program directed at improving the operation and/or capacity of the transportation system of City Connecting Links (city streets that carry a state highway designation). Some of the improvements included in this program are intersection improvements, adding driving or turning lanes and improving pavement.
- **Transportation Safety Improvements Program.** This program, administered by the KDOT, uses Federal, and sometimes State funding directed towards safety improvements such as intersection traffic control, roundabouts and turning lanes.
- **Transportation Alternatives (TA) Program.** This program, administered by the KDOT, is a federally funded program for pedestrian and bicycle transportation facilities, streetscapes/landscaping, restoration of historic transportation facilities and other transportation enhancement activities.

**Private Improvements and Reinvestment**

Private improvements will mostly be implemented by property owners with a desire to renovate their building or by a developer or development group investing in downtown. Active citizens in the community and City Staff may be able to proactively encourage building owners and developers to consider private reinvestment in downtown capital.

Citizens of the community and staff members at the Emporia State University have expressed strong interest in redevelopment of the Black and Gold District, including possible public-private partnerships between various public agencies and private development group(s). Based on this information and the recent success of mixed-use developments in the northern blocks of downtown Emporia, it is believed that the Black and Gold District provides the best opportunities for near-term redevelopment. The synergy that results from successful redevelopment projects will likely spill over into other use districts, ultimately leading to a more bustling and vibrant downtown Emporia.

Sites which minimize demolition and infrastructure construction investments will likely offer the greatest opportunity for near-term redevelopment. These sites tend to be vacant or blighted properties, including properties which are chronically vacant or owned by speculative property owners. Initiating a project on these sites or acquiring the control of the site can be challenging, but the reward of a successful redevelopment project could offset those challenges. The following list summarizes a number of key sites which may offer good opportunities to pursue near-term redevelopment projects.



- Southeast corner of 12<sup>th</sup> and Commercial.
- Southwest corner of 12<sup>th</sup> and Commercial.
- Northeast corner of 11<sup>th</sup> and Commercial.
- Southeast corner of 11<sup>th</sup> and Commercial.
- Southwest corner of 11<sup>th</sup> and Commercial.

The scope of large-scale development proposals will vary significantly from project to project. Some may be financed and implemented entirely by a development group, while others may request the local agencies consider incentives, financing partnerships, or other funding assistance mechanisms to make a project more attractive. To be proactive, the City of Emporia may consider issuing requests for development proposals or pursuing other marketing strategies and efforts to specifically market development projects to real estate development groups.

## EMPORIA MAIN STREET • CID Phase 3 Plan

### Public Improvements

The suggested public infrastructure improvements outlined in the prior chapter will likely be implemented over a period of time using a variety of different funding methods. Table 5.1 summarizes the suggested improvements, the estimated project cost and possible funding tools which may be eligible to assist the City with implementation of the project.

**Table 5.1 Suggested Public Improvements**

| PROJECT  | OPINION OF PROBABLE PROJECT COST | POSSIBLE FUNDING SOURCE |
|--|----------------------------------|-------------------------|
| 12 <sup>th</sup> Ave. Geometric Improvements   | \$1.5 million                    | KDOT GI                 |
| 12 <sup>th</sup> Ave. Street Light, Sidewalk & Crosswalk Improvements                        | \$250,000                        | Local                   |
| 12 <sup>th</sup> & Mechanic Pedestrian Hybrid Beacon, Crosswalk and Pedestrian Refuge Island | \$125,000                        | Local                   |
| 7 <sup>th</sup> Avenue Pedestrian Mall   | \$1.5 million                    | KDOT TA & Local         |
| 6 <sup>th</sup> & Merchant Traffic Signal  | \$250,000                        | KDOT GI or Safety       |
| 5 <sup>th</sup> & Commercial Pedestrian Hybrid Beacon  | \$100,000                        | Local                   |
| 7 <sup>th</sup> & Commercial Pedestrian Hybrid Beacon  | \$100,000                        | Local                   |
| Bike route signing and markings  | \$25,000                         | Local                   |
| BNSF Railway Quiet Zone  | \$1.0 million                    | KDOT, BNSF & Local      |
| Pave the Alley East of Commercial St (South to 1 <sup>st</sup> )                             | \$150,000                        | Local/Developer         |
| Pave the Alley East of Commercial St (9 <sup>th</sup> to 10 <sup>th</sup> )                  | \$150,000                        | Local/Developer         |
| Pave the Alley East of Commercial St (10 <sup>th</sup> to 11 <sup>th</sup> )                 | \$150,000                        | Local/Developer         |
| Pave the Alley West of Commercial St (South to 1 <sup>st</sup> )                             | \$150,000                        | Local/Developer         |
| Consistent on-street parking within block (parallel or angled)                               | ----                             | Local                   |
| Public Parking Lot – near 10 <sup>th</sup> and Mechanic                                      | \$500,000                        | Local/Developer         |
| Public Parking Lot – near 9 <sup>th</sup> and Merchant                                       | \$325,000                        | Local/Developer         |
| Streetscape Improvements – South Ave to BNSF Railway   | \$1.5 million                    | KDOT TA/Local           |
| Streetscape Branding   | < \$10,000                       | KDOT TA/Local           |
| Streetscape Amenities (Benches, Bike Racks, etc.)  | \$10,000/block                   | KDOT TA/Local           |
| Additional mid-block street trees  | \$10,000/block                   | KDOT TA/Local           |
| Gateway Improvements   | \$25,000/each                    | KDOT TA/Local           |
| Storm Sewer Improvements – 8 <sup>th</sup> and Commercial                                    | \$4.5 million                    | Local                   |
| Storm Water Detention – Various Locations  | Varies                           | Local/Developer         |
| Replace Waterline – 10 <sup>th</sup> Ave (Merchant to Mechanic)                              | \$350,000                        | Local/Developer         |
| Replace Waterline – 6 <sup>th</sup> Ave (Merchant to Mechanic)                               | \$400,000                        | Local/Developer         |
| Replace Waterline – Congress Street (5 <sup>th</sup> to 9 <sup>th</sup> )                    | \$400,000                        | Local                   |
| Replace Waterline – 4 <sup>th</sup> Ave (Commercial to Mechanic)                             | \$150,000                        | Local/Developer         |
| Replace Waterline – Market Place District  | \$575,000                        | Local/Developer         |
| Install Additional Fire Hydrants   | Varies                           | Local                   |
| Sanitary Sewer Flow Monitoring Study   | \$7,500                          | Local                   |
| Sanitary Sewer Replacement – East Alley (4 <sup>th</sup> to 5 <sup>th</sup> )                | to be determined                 | Local/Developer         |
| Sanitary Sewer Replacement – West Alley (4 <sup>th</sup> to 8 <sup>th</sup> )                | to be determined                 | Local/Developer         |

**NOTE:** Project prioritization will be dynamic and has not been provided in the table above. Some projects will depend partially on the location of private reinvestment projects within downtown Emporia.



# APPENDIX A

Community Initiated  
Development Plans



# Emporia Downtown , Kansas

## 1128 Commercial Street

Proposed Mixed-Use Development

Total SF = 30,000 SF

1 FLOOR - Commercial/ Retail

2 FLOOR - Student Housing

3 FLOOR - Student Housing

PARKING - 51 parking spots

Cost

+/- \$ 3.5 million

+/- \$ 15,000 monthly debt

### Existing Conditions



### Proposed Mixed-Use Development



### Key Map



# 1128 Commercial Street

## Proposed Mixed-Use Development

Total SF = 30,000 SF

1 FLOOR - Commercial/ Retail

2 FLOOR - Student Housing

3 FLOOR - Student Housing

PARKING - 51 parking spots

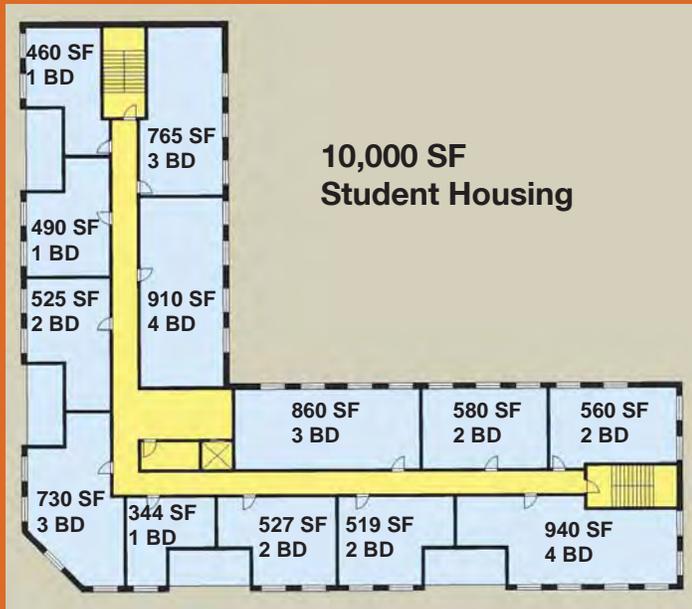
### Suggested Commercial Use:

- Retail (Target Age Group 20-50y)
- Professional Offices
- Galleries/ Studio Space
- Dining (Fast Casual/ Quality)
- Night Clubs/ Comedy Clubs

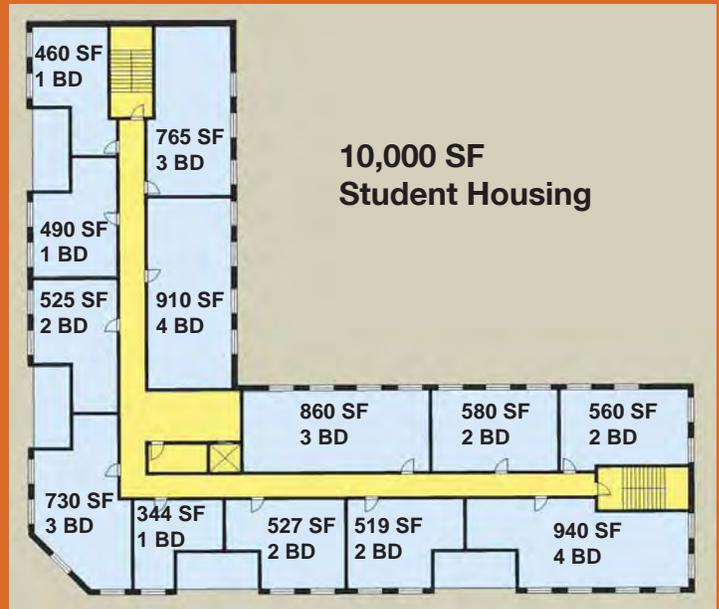
## 1 FLOOR



## 2 FLOOR



## 3 FLOOR



# Emporia Downtown , Kansas

## 1125 Commercial Street

Proposed Mixed-Use Development

Total SF =13,500 SF

1 FLOOR - Commercial

2 FLOOR - Student Housing

PARKING - 32 parking spots

Cost

+/- \$ 1.5 million

+/- \$7,000 monthly debt

### Existing Conditions



### Proposed Mixed-Use Development



### Key Map



# 1125 Commercial Street

## Suggested Commercial Use:

- Retail (Target Age Group 20-50y)
- Professional Offices
- Galleries/ Studio Space
- Dining (Fast Casual/ Quality)
- Night Clubs/ Comedy Clubs

## Proposed Mixed-Use Development

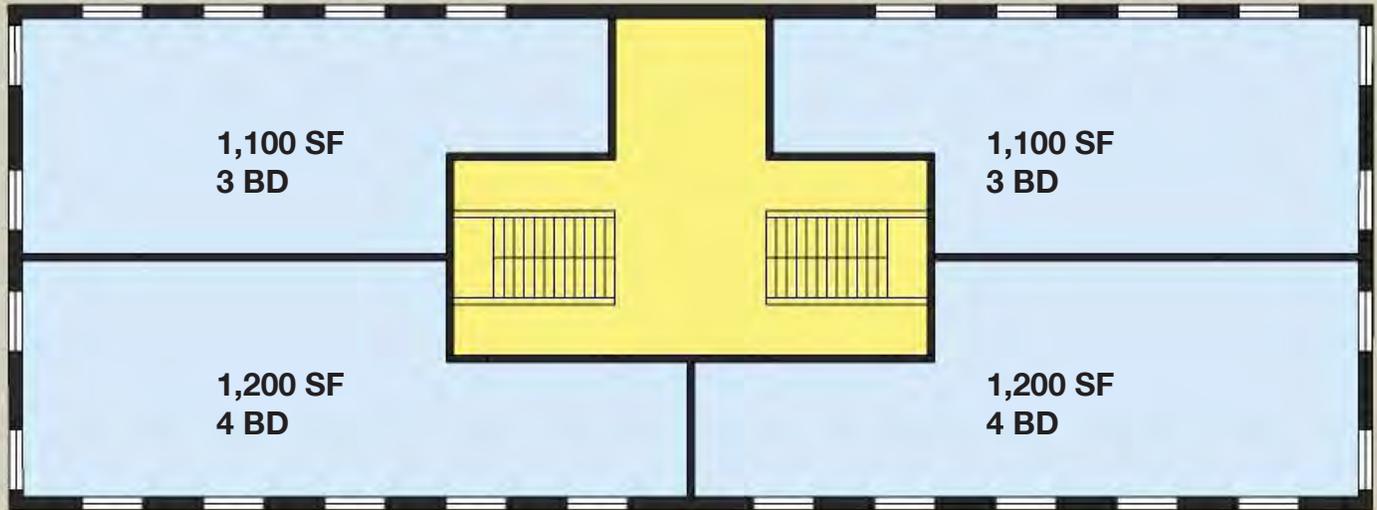
Total SF =13,500 SF

1 FLOOR - Commercial

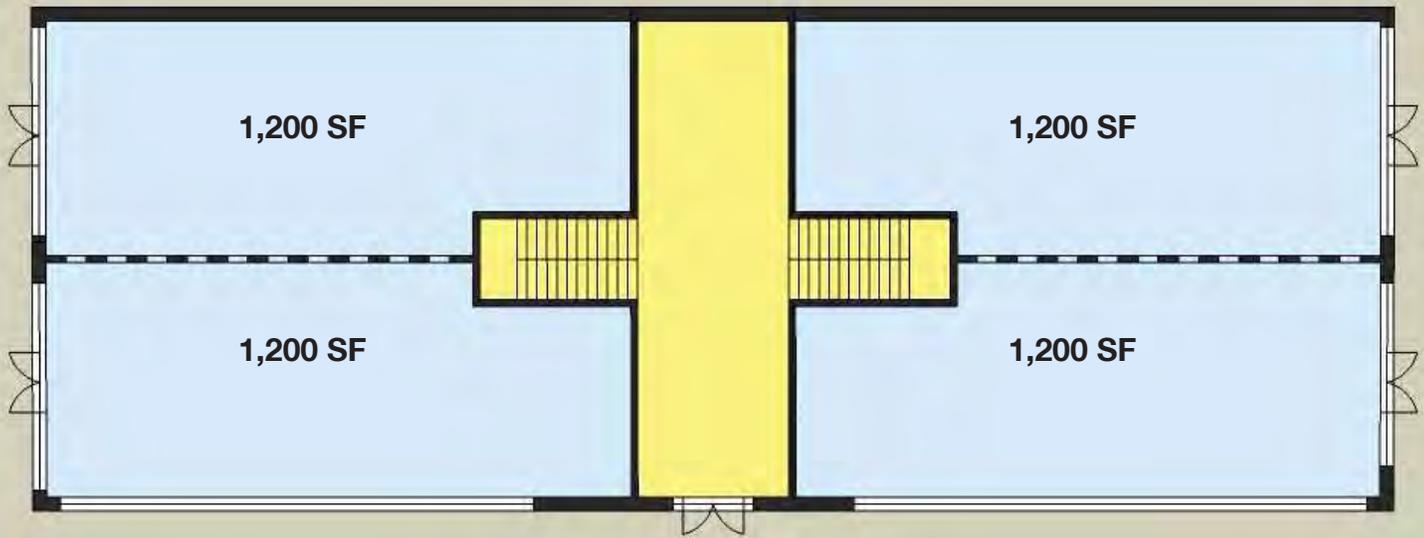
2 FLOOR - Student Housing

PARKING - 32 parking spots

## 2 FLOOR



## 1 FLOOR



# Emporia Downtown , Kansas

## 1102 Commercial Street

Proposed Mixed-Use Development

Total SF = 30,000 SF

1 FLOOR - Commercial/ Retail

2 FLOOR - Student Housing

3 FLOOR - Student Housing

PARKING - 51 parking spots

Cost

+/- \$ 3.5 million

+/- \$ 15,000 monthly debt

### Existing Conditions



### Proposed Mixed-Use Development



### Key Map



# 1102 Commercial Street

## Proposed Mixed-Use Development

Total SF = 30,000 SF

1 FLOOR - Commercial/ Retail

2 FLOOR - Student Housing

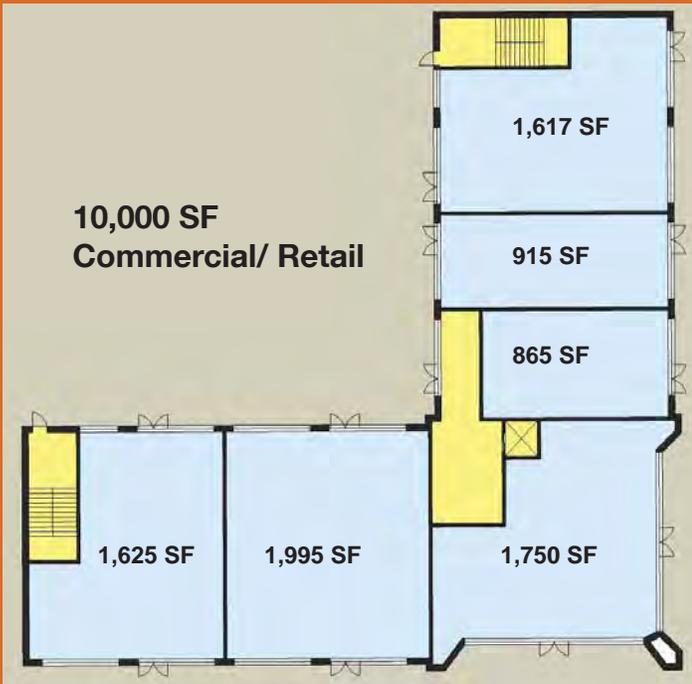
3 FLOOR - Student Housing

PARKING - 51 parking spots

### Suggested Commercial Use:

- Retail (Target Age Group 20-50y)
- Professional Offices
- Galleries/ Studio Space
- Dining (Fast Casual/ Quality)
- Night Clubs/ Comedy Clubs

## 1 FLOOR



## 2 FLOOR



## 3 FLOOR



# Emporia Downtown , Kansas

## 1028 Commercial Street

Proposed Mixed-Use Development

Total SF = 30,000 SF

1 FLOOR - Commercial/ Retail

2 FLOOR - Student Housing

3 FLOOR - Student Housing

PARKING - 51 parking spots

Cost

+/- \$ 3.5 million

+/- \$ 15,000 monthly debt

### Existing Conditions



### Proposed Mixed-Use Development



### Key Map



# 1028 Commercial Street

## Proposed Mixed-Use Development

Total SF =30,000 SF

1 FLOOR - Commercial/ Retail

2 FLOOR - Student Housing

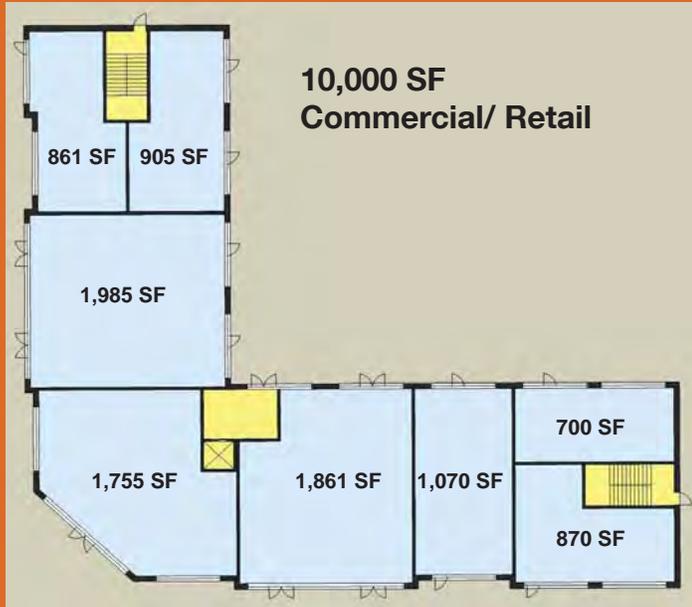
3 FLOOR - Student Housing

PARKING - 51 parking spots

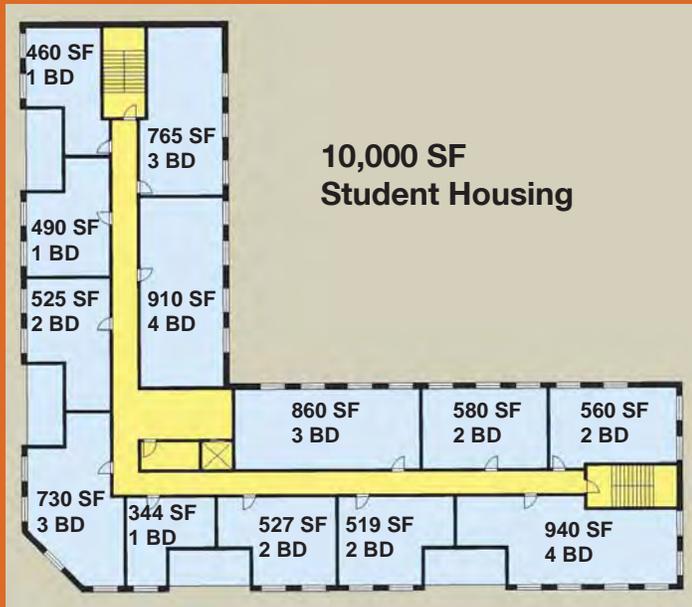
### Suggested Commercial Use:

- Retail (Target Age Group 20-50y)
- Professional Offices
- Galleries/ Studio Space
- Dining (Fast Casual/ Quality)
- Night Clubs/ Comedy Clubs

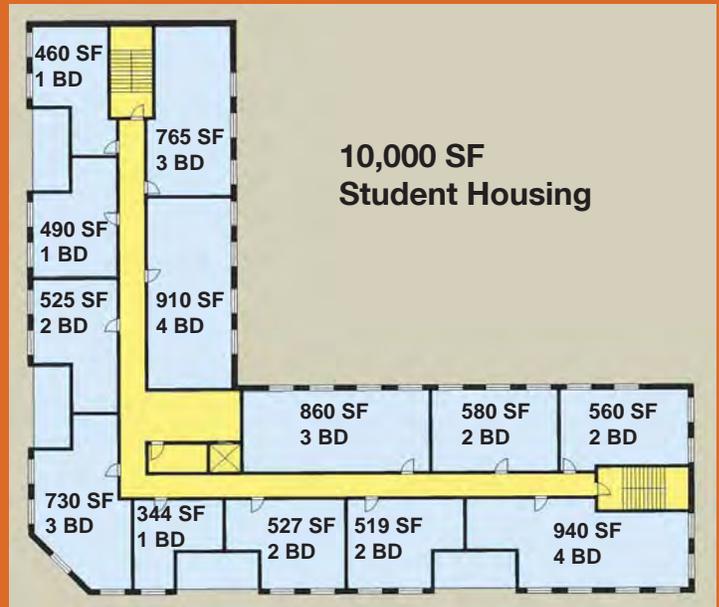
## 1 FLOOR



## 2 FLOOR



## 3 FLOOR



# Emporia Downtown , Kansas

## 1027 Commercial Street

Proposed Mixed-Use Development

Total SF =13,500 SF

1 FLOOR - Commercial

2 FLOOR - Student Housing

PARKING - 32 parking spots

Cost

+/- \$ 1.5 million

+/- \$7,000 monthly debt

### Existing Conditions



### Proposed Mixed-Use Development



### Key Map



# 1027 Commercial Street

## Suggested Commercial Use:

- Retail (Target Age Group 20-50y)
- Professional Offices
- Galleries/ Studio Space
- Dining (Fast Casual/ Quality)
- Night Clubs/ Comedy Clubs

## Proposed Mixed-Use Development

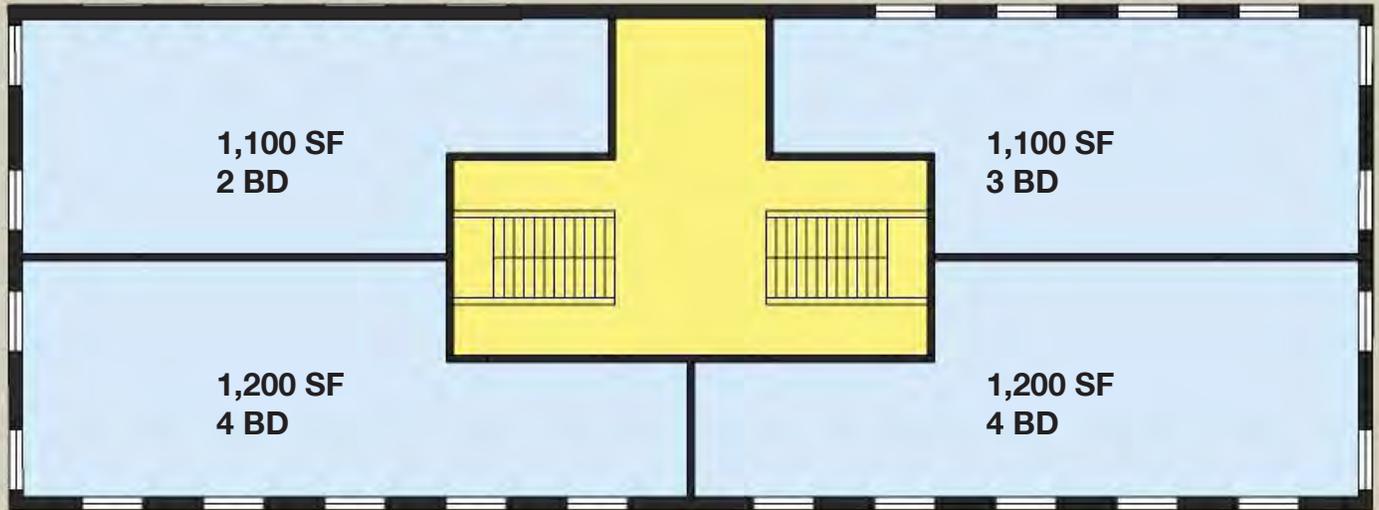
Total SF = 13,500 SF

1 FLOOR - Commercial

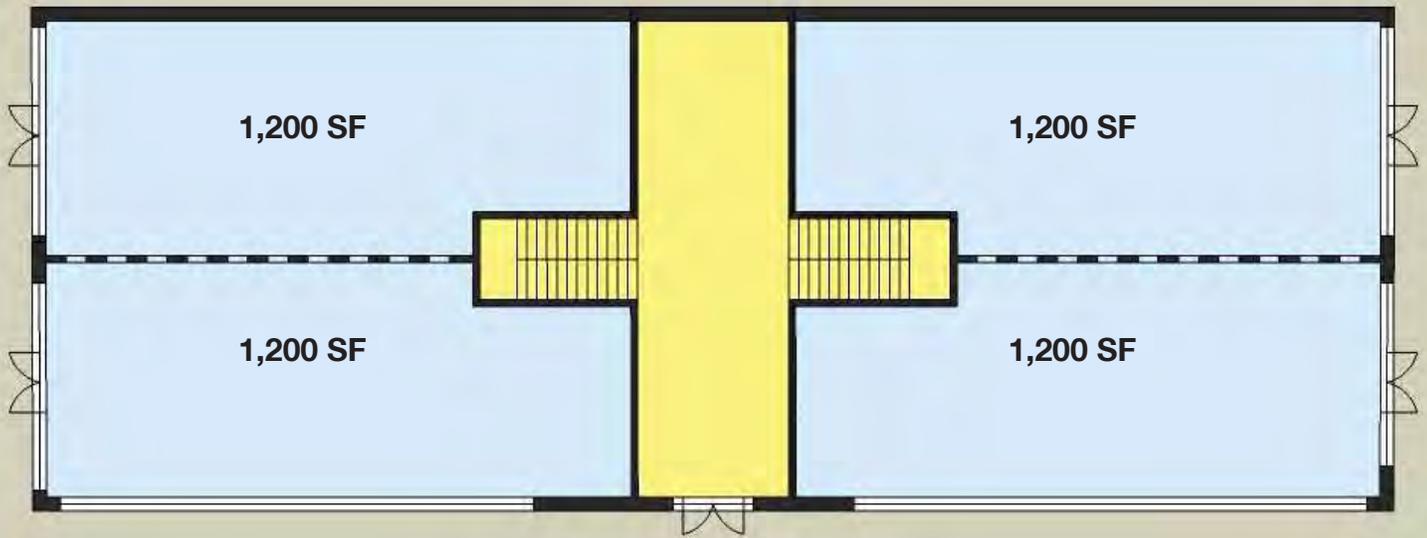
2 FLOOR - Student Housing

PARKING - 32 parking spots

## 2 FLOOR



## 1 FLOOR



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# Emporia Downtown , Kansas

## 900 Commercial Street

Proposed Mixed-Use Development

Total SF = 66,654 SF

1 FLOOR - Commercial

2 FLOOR - Student Housing (28 Units)

3 FLOOR - Student Housing (28 Units)

PARKING - 69 parking spots

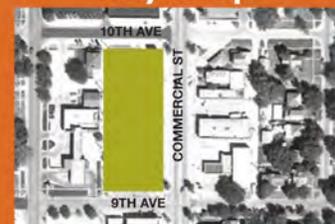
### Existing Conditions



### Proposed Mixed-Use Development



### Key Map

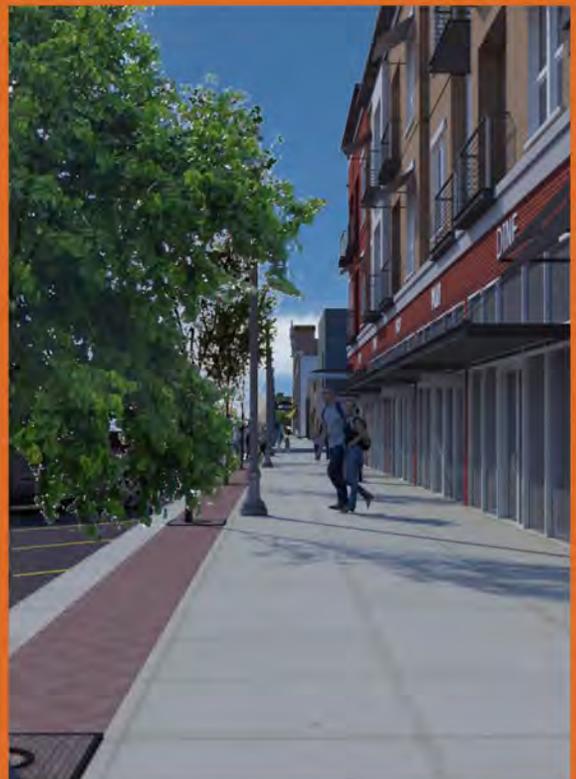
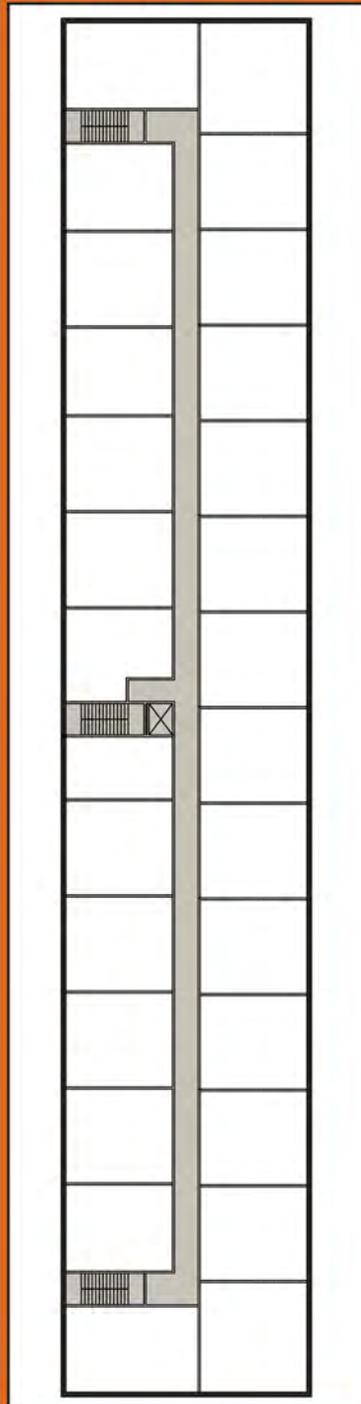
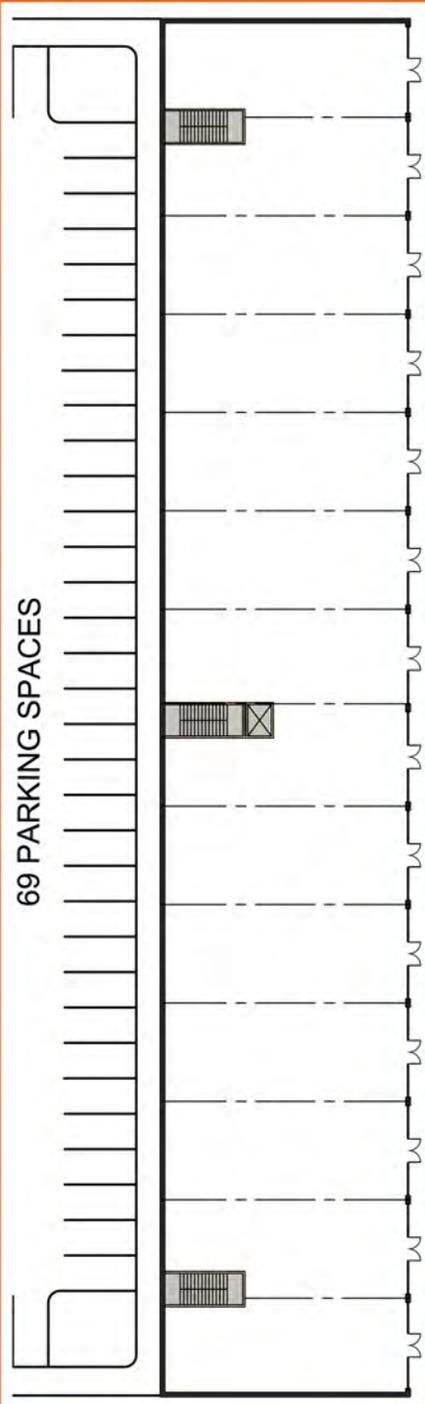


ARCHITECTURE PLANNING DESIGN

Emporia Downtown , Kansas

1st Floor

2nd & 3rd Floor



# Emporia Downtown, Kansas

# 511 Commercial Street (Madelynn's Building)

## Existing Conditions



## Possible Mixed-Use Development

Total SF = 25,210 SF

1 FLOOR - Commercial/Retail

2 FLOOR - Residential

PARKING - Public Parking

## Renovation Cost

+/- \$ 1.25 million

## Proposed Mixed-Use Development



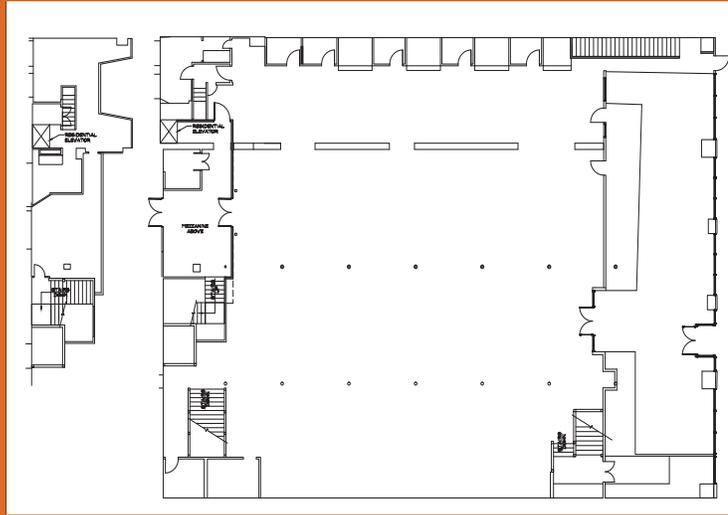
## Key Map



# 511 Commercial Street (Madelynn's Building)

Possible Mixed-Use Development

**1 FLOOR** 12,605 SF Commercial/ Retail



Total SF =25,210 SF

- 1 FLOOR - Commercial/Retail
- 2 FLOOR - Student Housing
- PARKING - Public Parking

## Suggested Uses

- 1 FLOOR - Retail
  - Specialty Stores
  - Department Store

- 2 FLOOR - Residential
  - 4 Dwelling Units
  - 1,900-2,700 SF each
  - 1 or 2 BR units

**2 FLOOR** 12,605 SF Residential



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