

# PLAN

EMPORIA



LYON COUNTY

JOINT COMPREHENSIVE PLAN

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*This Joint Comprehensive Plan was prepared for Lyon County and the City of Emporia*

## COUNTY COMMISSIONERS

Scott A. Briggs  
*First District*

Dan Slater  
*Second District*

Rollie Martin  
*Third District*

## PLANNING STEERING COMMITTEE

Jim Witt  
*Assistant City Manager*

Dan Williams  
*County Controller*

Joe Foster  
*City of Emporia Planning & Zoning Specialist*

Samuel Seeley, CFM, CPM  
*Director of Lyon County Planning and Zoning*

## LYON COUNTY + CITY OF EMPORIA RESIDENTS

Thank you to the hundreds of residents and stakeholders that participated in the online survey, gave interviews, submitted feedback and comments, and attended public events and meetings!

## CITY COMMISSIONERS

Jon Geitz  
*Mayor*

Danny Giefer  
*Vice-Mayor*

Jim Kessler  
*City Commissioner*

Rob Gilligan  
*City Commissioner*

Bobbi Mlynar  
*City Commissioner*

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# LETTER FROM YOUR CITY AND COUNTY COMMISSIONERS

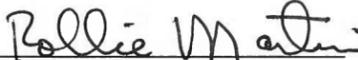
PlanELC, Lyon County and the City of Emporia's Joint Comprehensive Plan, is the product of an entire year of research and participatory planning with community members and stakeholders. Through an extensive engagement process, surveys, and workshops, the plan has been shaped by our community and represents our joint vision for the future.

PlanELC will be part of our staff's daily efforts to build upon the foundation of previous planning efforts and help our community achieve its goals. This plan provides a roadmap and tools that City and County staff can use and follow for many years. Plan ELC provides the groundwork for sustained economic and community development over time.

Included in the plan are strategies to increase opportunities for walking and biking, improve our parks and greenway connections, and link economic benefits to all aspects of development. PlanELC is about improving the quality of life for every member of the community and creating more choice in the way we lead our lives while also making our community more resilient.

One of the greatest strengths of our community is a population of residents that care deeply about each other and the place they have chosen to live. The City and County Commissions fully support this plan and encourage the entire community to embrace and help implement the goals and objectives of PlanELC.

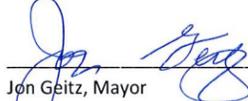
## COUNTY COMMISSIONERS

  
Rollie Martin, Chairman

  
Dan Slater

  
Scott Briggs

## CITY COMMISSIONERS

  
Jon Geitz, Mayor

  
Danny Giefer

  
Robert F. Gilligan

  
Jim Kessler

  
Bobbi Mlynar



# CITY OF EMPORIA ORDINANCE

ORDINANCE NO. 17-43

AN ORDINANCE APPROVING AND ADOPTING AN AMENDMENT TO THE CITY OF EMPORIA COMPREHENSIVE PLAN

WHEREAS, the City petitioned to amend the official Comprehensive Plan of the City of Emporia; and

WHEREAS, a public hearing was held by the Lyon County Metropolitan Area Planning Commission on October 24, 2017; and

WHEREAS, a quorum of said Planning Commission was present and did discuss the amendment to the Comprehensive Plan; and

WHEREAS, the Planning Commission has, pursuant to K.S.A. 12-747, submitted a certified copy of the new Comprehensive Plan as amended and a written summary of the hearings thereon to the City Commission; and

WHEREAS, the City Commission has determined that, in order to promote the public health, safety and welfare, that the proposed amendment is beneficial to the citizens of Emporia;

NOW, THEREFORE, BE IT ORDAINED by the Governing Body of the City of Emporia, Kansas:

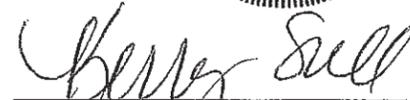
Section 1. That the amended Comprehensive Plan map attached hereto and incorporated herein is hereby adopted by the City Commission.

Section 2. That the Comprehensive Plan as amended shall be the official Comprehensive Plan for the City of Emporia, Kansas.

Section 3. This ordinance shall become effective upon publication in the official city newspaper.

PASSED AND APPROVED this 15<sup>th</sup> day of November, 2017.

ATTEST:

  
KERRY SULL, City Clerk



  
JON GEITZ, Mayor

# LYON COUNTY RESOLUTION

RESOLUTION NO. 24-17

A RESOLUTION TO REPLACE THE LYON COUNTY COMPREHENSIVE PLAN BY REPEALING RESOLUTION NUMBERS 16-01 AND 55-07 OF THE LYON COUNTY COMPREHENSIVE PLAN AND INCORPORATING BY REFERENCE THE NEW JOINT EMPORIA AND LYON COUNTY COMPREHENSIVE PLAN (PLAN ELC) AS PRESENTED PURSUANT TO K.S.A. § 12-747.

WHEREAS, the Lyon County Planning and Appeals Board have recommended that Lyon County repeal its current Comprehensive Plan and adopt new Comprehensive Plan based upon the submitted Joint Emporia and Lyon County Comprehensive Plan (Plan ELC);

AND WHEREAS, upon the recommendation of the Director of Planning and Zoning, the Governing Body has determined that is in the best interest of Lyon County to revise and update the Lyon County Comprehensive Plan by repealing the current Comprehensive Plan and adopting and incorporating by reference the new Joint Emporia and Lyon County Comprehensive Plan based upon the submitted Joint Emporia and Lyon County Comprehensive Plan "Plan ELC".

THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF LYON COUNTY, KANSAS:

**SECTION 1.**

That Resolutions 16-01 and 55-07, of the Lyon County Comprehensive Plan are hereby repealed.

**SECTION 2.**

That the Joint Emporia and Lyon County Comprehensive Plan "Plan ELC" as "Attachment A" is hereby adopted, overriding the recommendations of the Lyon County Planning and Appeals Board pursuant to K.S.A. § 12-747 (b)(2).

Copies of the Joint Emporia and Lyon County Comprehensive Plan (Plan ELC) for Lyon County, Kansas, shall be marked or stamped "Official Copy as incorporated by Resolution No.24-17 of Lyon County, Kansas," and such copies shall be filed with the County Clerk to be open to inspection and available to the public at all reasonable business hours, provided that such official copies may not be removed from the county courthouse. All county officials requiring the use of the Joint Emporia and Lyon County Comprehensive Plan (Plan ELC) for Lyon County, Kansas, shall be supplied in digital format.

**SECTION 3.**

This resolution shall take effect and be in force as of the date of its passage, approval publication as provided by law.

PASSED AND ADOPTED by the Governing Body, this 22nd day of November 2017.

  
Rollie Martin, Chairman

  
Dan Slater

Attest:

  
Tammy Vopat, Lyon County Clerk

  
Scott Briggs



# MOVING FORWARD JOINTLY

In June 2016, Lyon County and the City of Emporia initiated a unique and exciting community-wide planning effort to join the City and County Comprehensive Plans. The joint plan reflects the positive initiatives of the City and County to work together towards a more vibrant and resilient community. This major initiative engaged residents, stakeholders, and policy makers across the County in a collaborative effort to enhance their environment and quality of life. The process engaged a diverse cross-section of the community in a discussion about the future of Emporia and Lyon County and provided an opportunity to reflect on strengths and assets of the region and explore future opportunities that address current challenges and emerging trends.

## What is the Value of a Joint Comprehensive Plan?

The participatory planning process builds an informed constituency and involves a broad array of interests to ensure recommendations are comprehensive and inclusive. The data and analysis in the Comprehensive Plan will enable policy makers to base decisions on factual information and form consensus about Lyon County's future. PlanELC outlines a direction and implementable strategies for the future of Emporia and Lyon County that will help accomplish the joint vision and goals established during the planning process.

PlanELC will help position Lyon County to leverage its strengths and become an even better place in the future. This Joint Comprehensive Plan is informed by hundreds of ideas from residents and stakeholders who gave their time to help envision how the City and County could grow over the next 20 years. It is based on thorough research and analysis of the trends shaping Emporia, Lyon County, Kansas, and the Nation as a whole. This plan replaces both the City of Emporia Comprehensive Plan and the Lyon County Comprehensive Plan. PlanELC is an advisory document that outlines Lyon County and Emporia's aspirations for future



Community members participate in hands-on planning and come together at the end of a week-long planning workshop to review what they have helped create.

growth and development—representing both the community's vision and a practical path forward based on factual information. It functions as a decision-making guide for the City and County planning boards and provides residents and stakeholders a clear statement of the community's direction. By outlining long-term goals, it allows the City and County to better coordinate projects and initiatives with school district community initiatives, and the other towns. By using descriptive planning patterns, it serves as a day-to-day tool for implementing land use and development decision.

## Using PlanELC

The Plan consists of both written policy recommendations and maps, which should be used together when making decisions. PlanELC is also supported by numerous functional plans that should be referenced for additional detail regarding capital needs and project planning. These plans include, but are not limited to: Park Improvement Opportunities; Pathway and Trail Improvements Plans; Transit Improvement Plans; Street, Sidewalk, and Bikeway Improvement Plans; and Utilities Plans, as well as several case study examples for specific projects.

## Guidance to City & County Staff, Landowners, & Developers

The Joint Comprehensive Plan enables developers, landowners, and investors to more effectively work with the City and County by providing clear priorities and pattern guidelines. Clear and effective planning will give developers and businesses the confidence to invest in Emporia and Lyon County and will ease and simplify decision-making.

### PLANELC SHOULD BE USED IN THREE WAYS

- 1** The future Regulating Plan should be referenced in making rezoning and capital investment decisions. It provides a representation of the community's vision and indicates character areas where various types of land uses should be permitted. It takes into consideration the land use patterns illustrated in the existing Land Use Map, the current zoning maps for each jurisdiction, topographic characteristics, natural resource sensitivity, the availability of existing and proposed infrastructure, and the needs of anticipated population and employment growth.
- 2** PlanELC provides patterns that will help guide day-to-day decisions. These patterns are a reflection of community values and are in keeping with the goals of the plan. They should be used in planning and development assessments where projects can be assessed against the community patterns.
- 3** PlanELC includes an Implementation Plan that will help direct public investment and private initiatives. Plan implementation is carried out through the application of regulations such as zoning and development codes and through short and long-term projects and programs outlined in the Project Summary and detailed in each section.

The Joint Comprehensive Plan is a living document. This document should be reviewed and updated as needed to reflect changing conditions, the availability of new implementation tools, changes in state and federal law, changes in funding sources, the results of monitoring the effectiveness of existing policies and the impacts of past decisions, as well as to reflect changes in the community's vision for the future.



# 1 THE FRONT PORCH OF THE FLINT HILLS

Upon the opening of Kansas' borders in 1854, settlers flocked to this region to take advantage of the upland prairie habitat's soils for farming and rich grasslands for ranching. As a result, Emporia grew rapidly, as businessmen and tradesmen filled the economic demand that the new settlers provided. Soon afterward, a post office, the State Normal School (Emporia State University), two rail lines, and two newspapers bolstered the population and prosperity of the town.

Into the 20th century, Emporia and what would become Lyon County boomed intellectually, culturally, and economically. Emporia State University is a leading teaching college in the United States, and at one point, every

such as beef, out into Kansas and the wider United States.

The population of Emporia peaked around the year 2000 and has been in a population decline with the 2015 population estimate at 24,649 people (U.S. Census Bureau). The Lyon County population, excluding Emporia, peaked in the 1980s and has been slowly declining in population with a 2015 estimate of 8,690 and a total county population of 33,339 people. This further illustrates the current national trend of people moving to urban areas and larger cities.

As Emporia and Lyon County residents progress into the 21st century, how can we as students, industrialists, business

**"I am not afraid of tomorrow,  
for I have seen yesterday  
and I love today"**

-- William Allen White

teacher in Kansas had a connection to the school. William Allen White settled in Emporia and ran the Emporia Gazette for many years, winning the Pulitzer Prize in 1923, bringing state and national politicians to the region. Emporia is also the birthplace of Veteran's Day, now celebrated as a National Holiday. The growth of industry brought thousands of jobs to local residents, and sent local products,

owners, and farmers work together, as we have historically, to maintain the quality of life that people moved here for 160 years ago? How can we hold our values of preserving agricultural and natural land, maintaining a strong and supportive community character, and bolstering business and industrial interests?

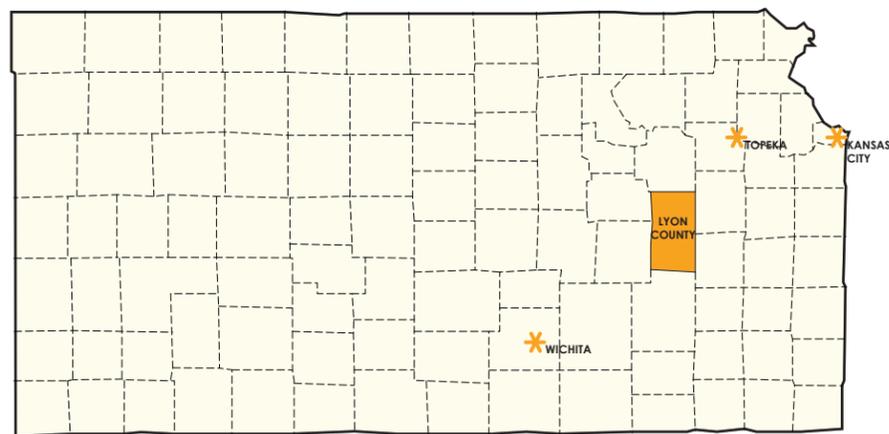
# EMPORIA AND LYON COUNTY IN CONTEXT

Emporia, founded in 1857, is sited six miles above the confluence of the Cottonwood and Neosho Rivers, to which it owes much of its existence. These two rivers fed the surrounding area for thousands of years, providing prime conditions for an upland prairie habitat.

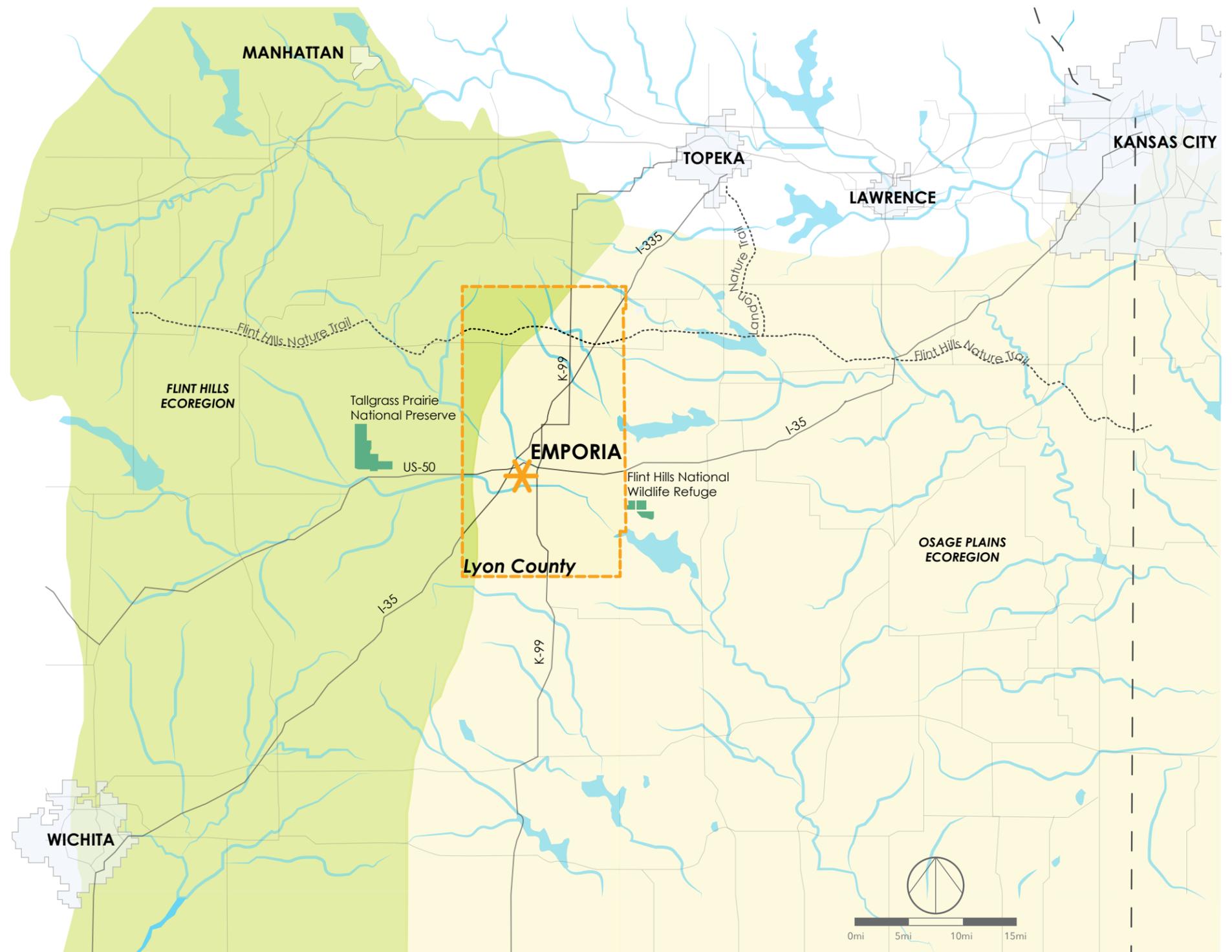
Located approximately 100 miles from Kansas City, 90 miles from Wichita, and 60 miles from Topeka, Emporia's location is both an opportunity and a challenge. Residents are able to travel with relative ease to a larger city while still living in a city with a small-town feel; however, the close location of these major cities draws resources away from Emporia.

Lyon County straddles the ecotone between the Flint Hills Ecoregion and the Osage Plains Ecoregion. The Flint Hills Ecoregion is characterized by the densest coverage of intact tallgrass prairie in North America, supporting significant biodiversity as well as cattle ranching. The Osage Plains ecoregion consists of mixed-grass prairie in the region closest to Emporia. The majority of the Osage Plains has been converted to farmland for corn and soybeans or to non-native pastures for grasslands and hay. The Osage Plains is also well known for bird watching, where the threatened greater prairie chicken, Henslow's sparrow, dickcissel, loggerhead shrike, field sparrow, scissor-tailed flycatcher, Bell's vireo, painted bunting, and Harris's sparrow make their habitats. The great biodiversity of both of these regions are put on showcase in the Tallgrass National Prairie Preserve and the Flint Hills National Wildlife Refuge, both just a short trip outside of the Lyon County boundary.

Lyon County is located in the heart of the Bluestem Region, which has a humid continental climate, with hot, humid summers and winters with more precipitation than elsewhere in Kansas.



Lyon County is located in Eastern Kansas, just southeast of Topeka.



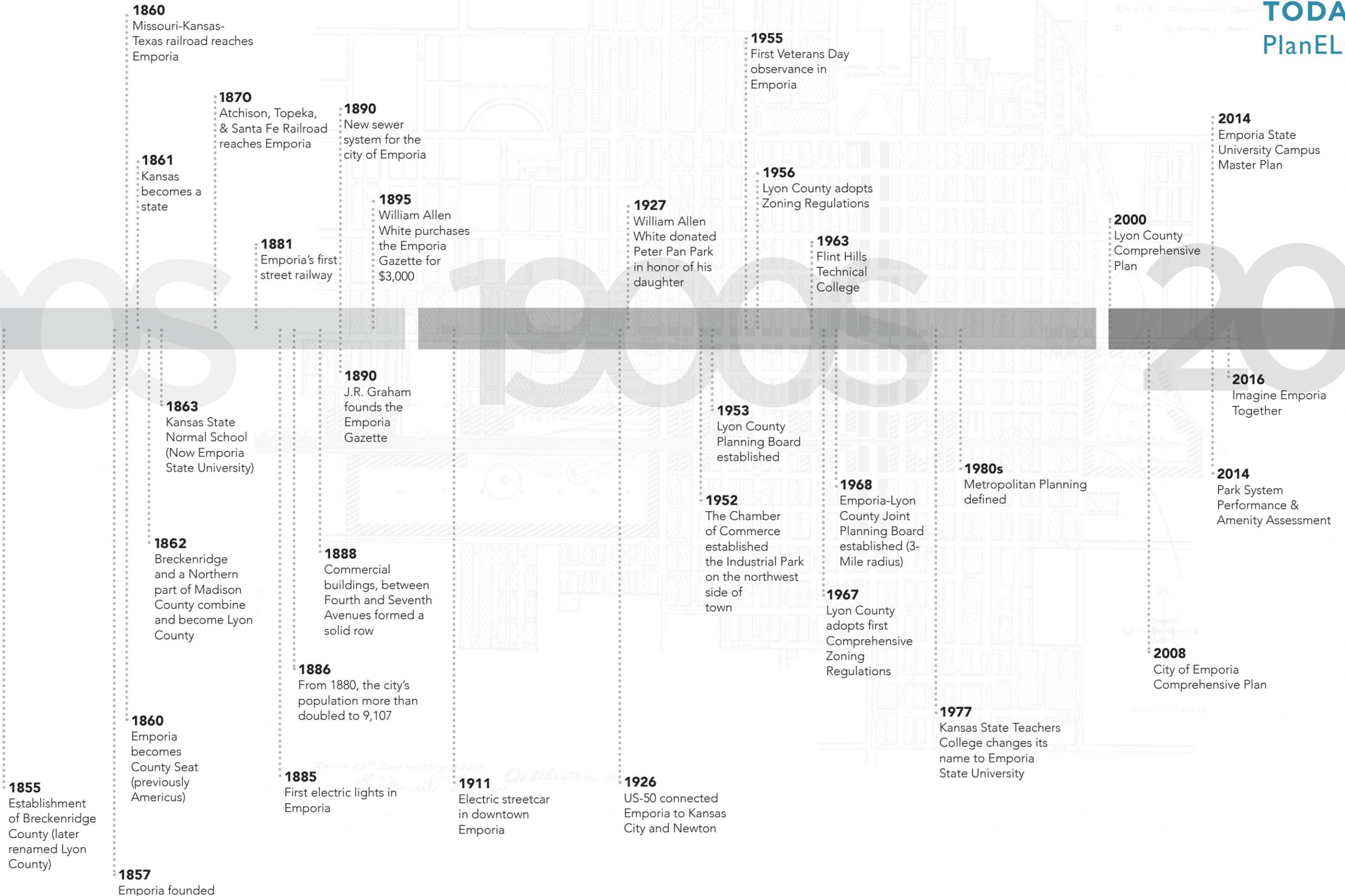
Emporia and Lyon County are located in the center of the Bluestem Region, and linked to Wichita, Topeka, and Kansas City by three major highways: I-35, K-99, and I-335. The Flint Hills Nature Trail also crosses the county.

# HISTORY AND HERITAGE

## Emporia's community identity

Recognizing the local and regional heritage of Emporia and Lyon County is integral to the planning process and to understanding how to strengthen the community's identity. PlanELC was informed by numerous planning documents, studies, and initiatives developed by the City and County, and their many local and regional partners.

Related plans and studies that played a particularly significant role in the process include: City of Emporia Comprehensive Plan, 2008; Lyon County Comprehensive Plan, 2000; Imagine Emporia Together, 2016; Emporia State University Campus Master Plan, 2014; Park System Performance and Amenity Assessment, 2014; and many economic development studies. A complete list of related plans and studies is referenced in the Bibliography.



# WORKING TOGETHER

Participatory planning is key to the long-term success of PlanELC and an extensive public engagement process was conducted as part of the planning process. A number of community engagement techniques were used to ensure the plan and corresponding recommendations are informed by the community's own vision and goals for the future.

## A Comprehensive Engagement Process

### TEN Participatory Planning Techniques

#### BY THE NUMBERS

ONE-ON-ONE INTERVIEWS.....	> 80
SURVEY RESPONDENTS.....	657
FOCUS GROUPS.....	12
STEERING GROUP CALLS.....	22
PUBLIC MEETINGS.....	9
ARTICLES IN THE LOCAL MEDIA.....	15
RADIO INTERVIEWS.....	3
CHARRETTE DAYS.....	7
EVENT TABLE HOURS.....	12

#### 1. PERSONAL INTERVIEWS

One-on-one interviews offer a valuable way to gain a deep understanding of key strengths and challenges facing the community. At the beginning of the planning process, the planning team spent an intensive week in Lyon County interviewing over 65 people in person. These interviews continued by phone and in person over the course of the project.

#### 2. PUBLIC MEETINGS

In February 2016, the planning team held a public meeting and input session where about 40 residents explored the assets, challenges, and opportunities for Emporia and Lyon County. A second public meeting was held to re-affirm the broad vision of the City and County at the end of the public charrette. Several meetings were held throughout the County to ensure participation from residents outside of Emporia. In addition, the planning team attended and presented at numerous public meetings, such as the Emporia State University Student Body Senate and the Regional Development Agency Board Meeting. In June 2016, a public meeting was held to review the draft Joint Comprehensive Plan.

#### 3. FOCUS GROUPS

Several meetings were held during the planning process with specific groups of stakeholders representing different constituencies, including elected officials, economic development agencies, planning and zoning boards, environment, transportation, housing, downtown businesses, and more.

#### 4. WORD OF MOUTH

The City of Emporia and Lyon County staff spent hours of time communicating directly with other city and county departments, stakeholders, and members of the public. This included contacting local schools, presenting at various meetings throughout the process, and personally inviting people to participate, which was key to the success of the project.

#### 5. LOCAL MEDIA

The local media, newspapers, and the radio station, recognized the importance of this effort and participated in and covered many of our events, including the charrette as well as some of the milestones reached along the way.

#### 6. WEB SURVEY

The PlanELC on-line survey offered a way to understand the community's goals and priorities for future growth early in the planning process. This allowed the planning team to reach a wide spectrum of the community and re-affirm the common vision that citizens have for Emporia and Lyon County.

#### 7. ON THE ROAD

In an effort to engage with communities around Lyon County, five separate meetings were held in Americus, Allen, Hartford, Reading, and Olpe, focusing on information sharing and understanding the goals of each part of the County. The planning team also attended other community events, such as public planning hearings and having a table at the Dirty Kanza Block Party.

#### 8. SOCIAL MEDIA

PlanELC used several web-based tools to reach out to a large number of community members and reach a broad audience. The PlanELC Facebook page offered a platform for invites, updates, and discussions as well as serving as a platform for others to share related events. The Twitter feed offered a live forum for constant updates during events and the ability for people to share their participation by tagging PlanELC. In addition, the City of Emporia and Lyon County websites had dedicated pages with detailed information on the project, updates on events, and contact information for those with further questions.

#### 9. DIRECT COMMUNICATION

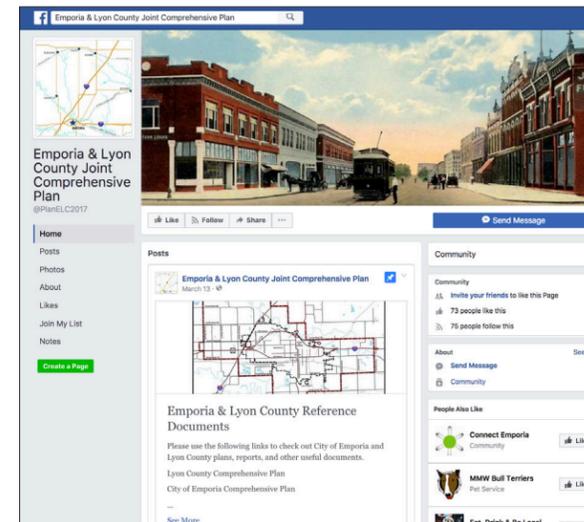
The planning team set up a Constant Contact email list to communicate directly with stakeholders. Emails were sent out on a regular basis to give project updates and event reminders. Bi-weekly calls were held with the project steering committee to ensure a constant line of communication with the City and County planners as well as others.

#### 10. PLANNING CHARRETTE

A charrette is a combination of on-location planning, design studio, and public meetings open to everyone in the community.

The week-long PlanELC charrette was an opportunity for all stakeholders to work together with the City and County and The planning team to develop ideas and a clear road map for the future. The charrette was held at the Bowyer Community Building on the Lyon County Fairgrounds where the team set up a full working studio and workshop setting. Over 100 members of the public were able to attend throughout the week and provide input.

PlanELC Facebook page and first page of the community survey



By spending time on-site, the planning team is better able to meet with the community and gain first-hand knowledge of Emporia and Lyon County residents' wants and desires.

The workshop began with on-site analysis of Emporia and Lyon County to understand and document the historic context, issues around connectivity, and the character of different neighborhoods and green space. The following three days of the charrette were dedicated to specific area focus groups to gain more technical knowledge on issues around land use, development, transportation, utilities, natural and social infrastructure, and housing. On the first evening, the planning team gave an introductory presentation on the Joint Comprehensive Plan process and facilitated a public input session including a visual preference survey (VPS) and a SWOT-G analysis, collecting information from participants on the strengths, weaknesses, opportunities, threats, and goals for Emporia and Lyon County. On the following two evenings, the team visited five additional towns throughout Lyon County, held input sessions, and led town walks to better understand community goals and objectives.

Saturday and Sunday of the charrette were both all-day open-house design sessions where members of the planning team along with City and County staff began to develop improvement plans and development alternatives as members of the community filtered in and out throughout the day. At the end of the day, a public pin-up was held to present and review the scenarios developed based on ideas generated by the public. Feedback was collected on what people liked and where further work was needed.



Community members help to identify opportunity sites (left) and vote on conceptual development alternatives (right).

On the final day of the charrette, the team held a special Implementation Strategy session to prioritize projects and detail how to implement the vision and goals of the Joint Comprehensive Plan. In the evening a final public meeting was held to present the work completed during the charrette. Synthesizing ideas and collaborating over design challenges, the team presented precedent images, developed a pattern language, and drew up five development alternatives. The alternatives, based on public input and data collected throughout the process, included scenarios for redevelopment and infill, street connections, industrial areas, park connectivity, and future land use designations. At the end of the meeting, community members voted on their preferred alternative and lingered into the evening to ask questions, provide feedback, and express support for the process and plan. There was a great deal of enthusiasm and excitement around the plan; however, many questions and additional information were brought forward, a clear sign that this was just the beginning for Emporia and Lyon County's effort to move forward with the new Joint Comprehensive Plan.

A common vision is the key to the success of PlanELC. Based on the findings and input gathered during the public involvement process outlined in the Working Together section, a clear planning model and goals can be established to inform the plan.

The results of the various engagement techniques delineate the goals and objectives the community wishes to pursue to continue the progress, growth, and development of the County as an attractive community in which to live and work. They also identify key issues and opportunities that the community wishes to address during the next 20 years and help to inform priority projects that outline what actions the City and County will implement in short and long term. A complete list of findings can be found in the Appendix.

Key findings from the SWOT-G, VPS, and survey data, as well as learning throughout the charrette are outlined below.

## ASSETS

1. Educational infrastructure: ESU / Flint Hills Technical College
2. Proximity to the Flint Hills and natural resources (rivers, etc.)
3. Viable historic core
4. Accessibility (by car, rail, air)
5. Agricultural landscape
6. Industrial base
7. Parks and open spaces (Jones Park, Peter Pan Park, bike paths, etc.)
8. Health care resources
9. Room for industrial and residential infill
10. Diverse housing stock

## OPPORTUNITIES

1. Infill industrial and commercial
2. Living in downtown (downtown housing is sought after right now)
3. Establishing a physical center / place to gather
4. Infill housing
5. Turnpike Tourist Center – attracting tourism
6. Connect to rails to trails
7. 6th Ave upgrade
8. 12th Ave upgrade
9. Sidewalk upgrades to enhance safety and walkability
10. Dedicated bike lanes and transit

## CHALLENGES

1. Declining population
2. Retaining a highly-skilled workforce
3. Lack of quality housing options for affordable and upmarket housing
4. Five acre sprawl
5. Lack of high paying jobs
6. Abandoned buildings
7. Inconsistent standards and codes (MPA v City v County – land use v zoning code)
8. Flood zones (shortfalls water infrastructure – storm water)
9. Spot zoning and PUDs
10. Noise of the railroad tracks

## WHAT WE HEARD

*“Our geographical advantages, our unique size and mix of agricultural, white-collar, and blue-collar residents, along with the widely varied cultural events in the region, are some of the most important reasons why we are successful here, and what will help us improve.”*

# DEVELOPMENT ALTERNATIVES

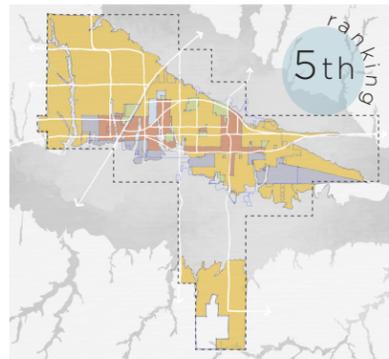
*Creating development alternatives with the community allows us to better visualize and understand different development models and their effects*

Participants in the February 2017 charrette, helped create and rank the alternatives on the following pages. The concepts are presented in the order that they were ranked by the participants, with the least preferred shown first (Low-Density) and the most preferred shown last (Nodal Development). During the charrette, no one present preferred the Low-Density Alternative. Moreover, it was a close call between the Infill Only Alternative and the Nodal Development Alternative.

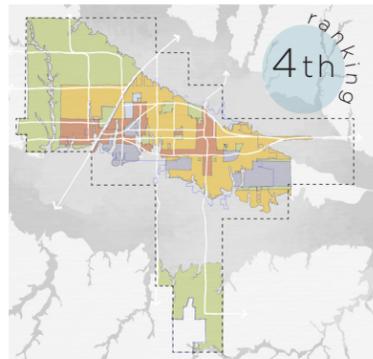
These alternatives are diagrammatic and representational only. They do not take into account all existing uses, park locations, or finer details. All alternatives have strengths and challenges, so by combining the best elements of each we can create a reasonable path forward for the Community.



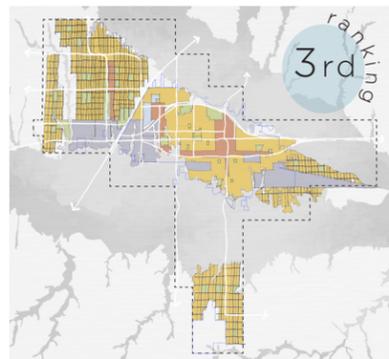
Workshop participants voted for their favorite plan.



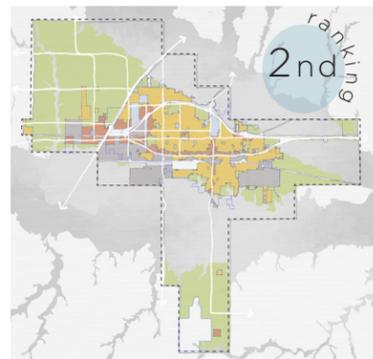
**Low-Density**  
This alternative shows expanding low-density development to the limits of the floodplain and Metropolitan Planning Area line by continuing to allow five-acre lot residential land use. It also expands the industrial land to the east.



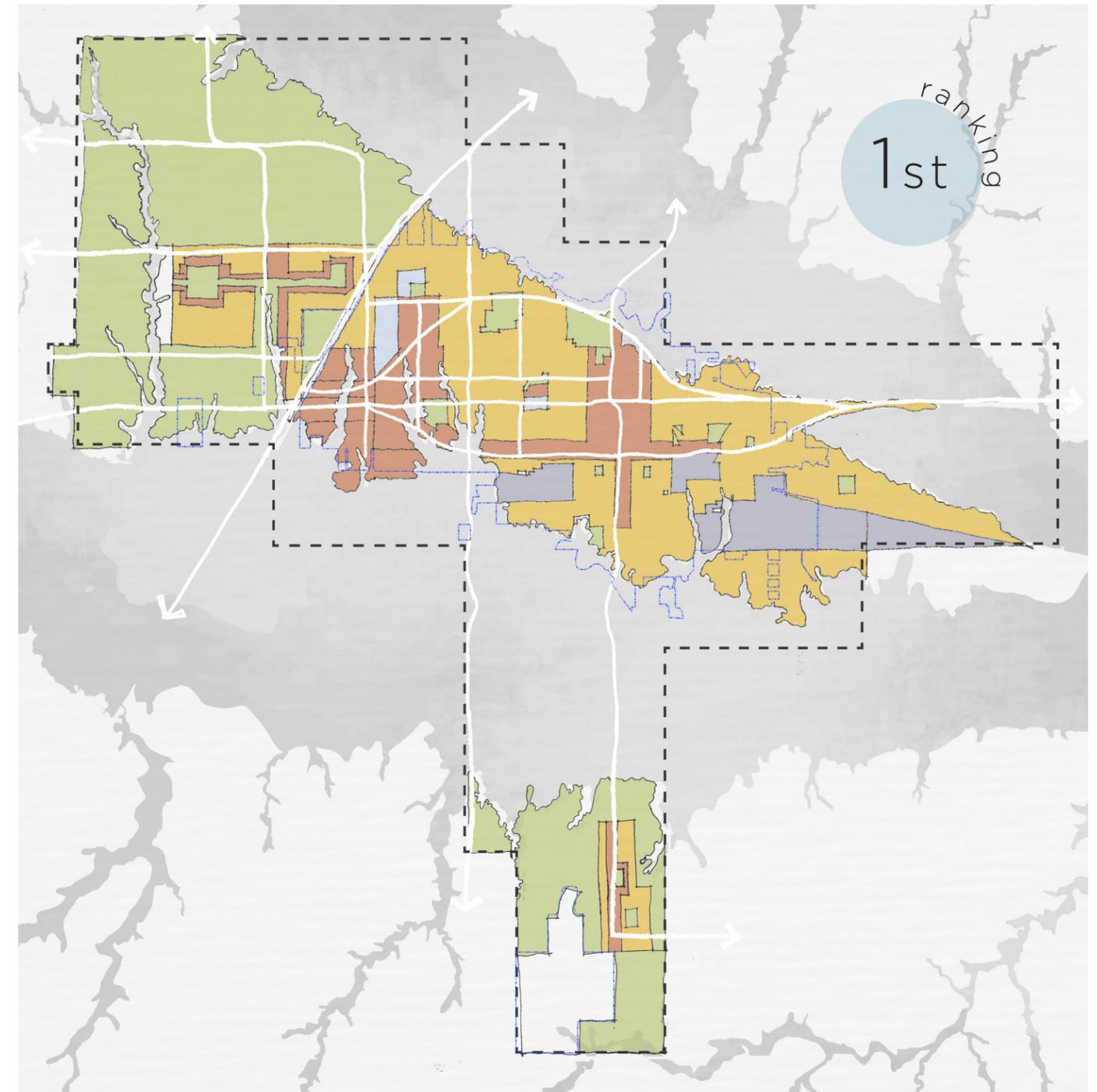
**Farmland Preservation**  
This alternative preserves agricultural land by keeping new growth close to the city core and prohibiting large lot development in agricultural zones. It rezones a current but unused industrial site on the west side of town to commercial and mixed-use but adds new industrial zoning to the east.



**Suburban Build-Out**  
This alternative expands development to the limits of the floodplain and current Metropolitan Planning Area line. It shows a mix of residential, commercial, industrial, and greenspace development to the west, south, and east.



**Infill**  
This alternative contains new growth within the existing edges of development. Moreover, it prohibits 5-acre residential development in agricultural land.



## Nodal Development

This alternative was the preferred alternative that emerged from the charrette. This alternative creates nodes of development with mixed-use centers in growth areas to the northwest and south. It prohibits 5-acre residential development in agricultural land. To make the northwest corner attractive for residential development, the existing but unused industrial park is removed. Additional land is zoned for industrial uses on the east edge of the city to create a net increase of industrial land.

### Legend

- Emporia Municipal Boundary
- Planning Boundary
- Floodplain
- Civic
- Parks and Open Space
- Residential
- Industrial
- Commercial

# ONLINE SURVEY SUMMARY

## Survey Results



A survey was conducted from January to March 2016 to understand residents' opinions on planning-related issues and get a preliminary sense for what people love and hope to encourage or discourage in planning for the City and County.

The survey was distributed electronically on the City and County websites, the PlanELC Facebook and Twitter pages, and through the Constant Contact list in an effort to reach as many people as possible. In two months, 625 people responded to the survey from a broad range of demographic groups and geographic areas around the County.

Understanding how the community would like to grow is a key input in planning decision-making. These survey results show, for both Emporia and Lyon County, the land use most strongly encouraged should be public outdoor recreation. This shows the importance of the City and County's natural resources and open space.

Affordable Housing and Retail Development were also strongly encouraged in Emporia. In Lyon County, the protection of natural areas and agriculture with allowable additional uses were also seen as important to encourage through land use planning.

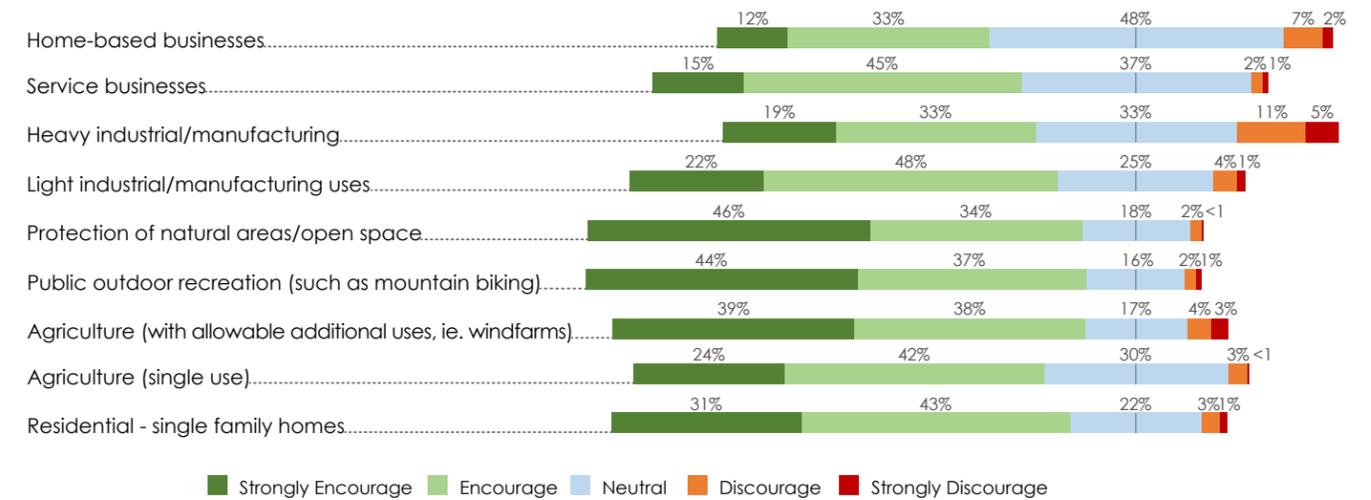
## PUBLIC INPUT TOP PRIORITIES

**1**  
*Public Outdoor Recreation*

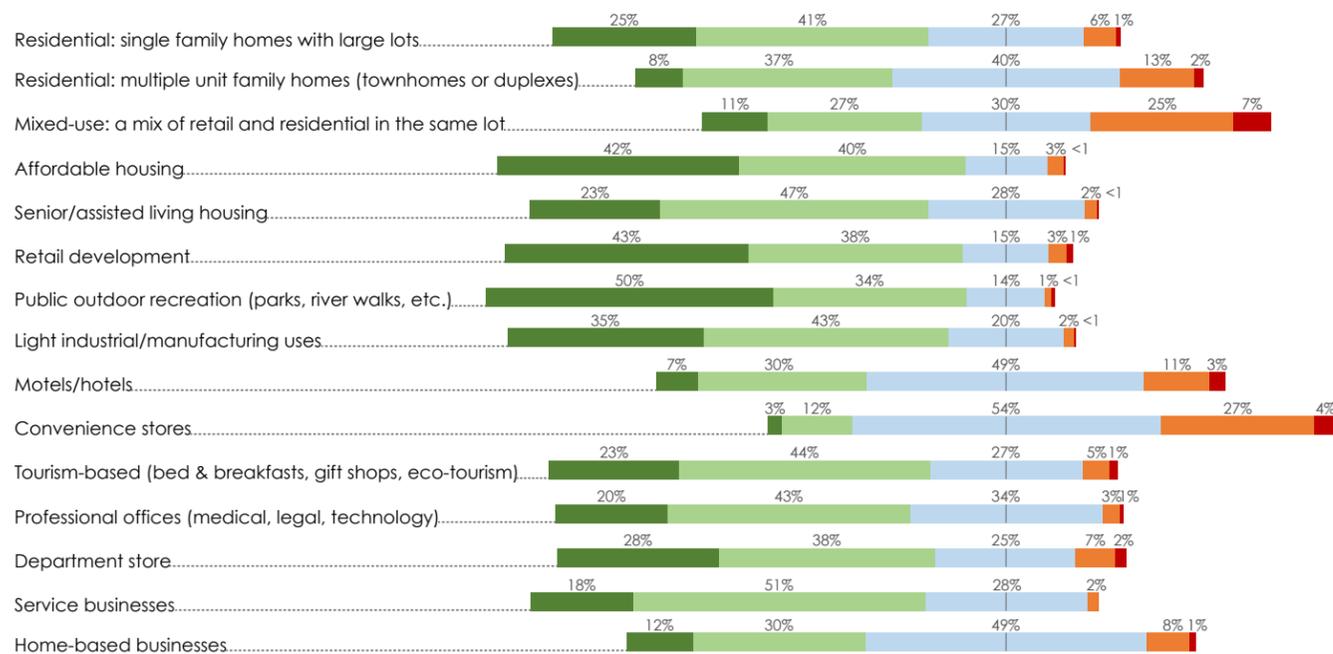
**2**  
*Affordable Housing*

**3**  
*Retail Development*

## WOULD YOU ENCOURAGE OR DISCOURAGE THE FOLLOWING LAND USES IN LYON COUNTY?



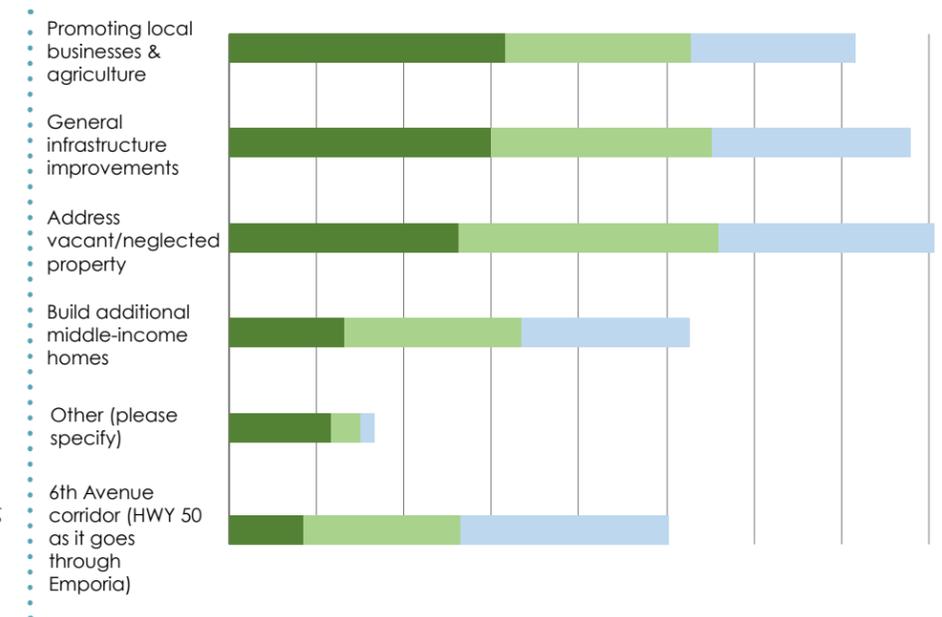
## WOULD YOU ENCOURAGE OR DISCOURAGE THE FOLLOWING LAND USES IN EMPORIA?



## WHAT IS THE GREATEST IMPROVEMENT NEEDED IN THE CITY OF EMPORIA & LYON COUNTY?

While the largest number of respondents prioritized addressing vacant/neglected property, with the highest number of respondents placing it in the top three, promoting local businesses and agriculture was most commonly placed first. Despite these differences, it is clear which three improvements respondents prioritize most overall: address vacant/neglected property; general infrastructure improvements; and promoting local business and agriculture.

Additional comments in the survey brought up several other priorities for community members. Among the most common other responses were improving grocery options, attracting higher paying jobs, and supporting downtown.



# A PLANNING MODEL

Over the course of a seven-month engagement process, a joint vision was established which will guide future growth and development in Emporia and Lyon County. This vision, below, serves as the structure of the Joint Comprehensive Plan and the individual statements are taken as overarching goals in the planning model.

**To preserve agricultural landscapes, support infill development, and create linked parks and connected communities.**

## Development Areas Overview

The summary below provides an overview of the defining characteristics for the general levels of urbanization in Lyon County. The descriptions include recommended and desired development patterns that will help achieve the community planning model and overarching vision of Lyon County residents. The specific development patterns, applicable implementation measures, and priority projects are detailed in each section of the Joint Comprehensive Plan.

### RURAL CHARACTER

Agricultural and rural land outside of city and town limits, including natural landscapes, agricultural uses, and recreation areas. Desired characteristics include a majority of undeveloped land, close proximity to natural resources, natural vegetation, productive farming and agriculture, livestock, ditches and lagoons, no light pollution, larger lot sizes, mix of affordable and high-end larger homes, consistent fencing, a mix of gravel roads and paved roads, informal intersections, no curb and gutter, and small distribution centers.



### SMALL TOWN CHARACTER

Incorporated towns smaller than 1,000 people with clustered development around a small, central core. Desired characteristics include a Historic Center, a town square that is often a park, a traditional grid with single-family housing on medium to large lots, front porches, businesses grouped together on a main street, basic amenities (bank, post office, bar and/or diner) are connected by sidewalks, a community center, a city hall, a school, a gateway which identifies the beginning or entry to the town, appropriate street lighting, on-street parking and street trees, urban agriculture: backyard gardens, ball fields, and parks.



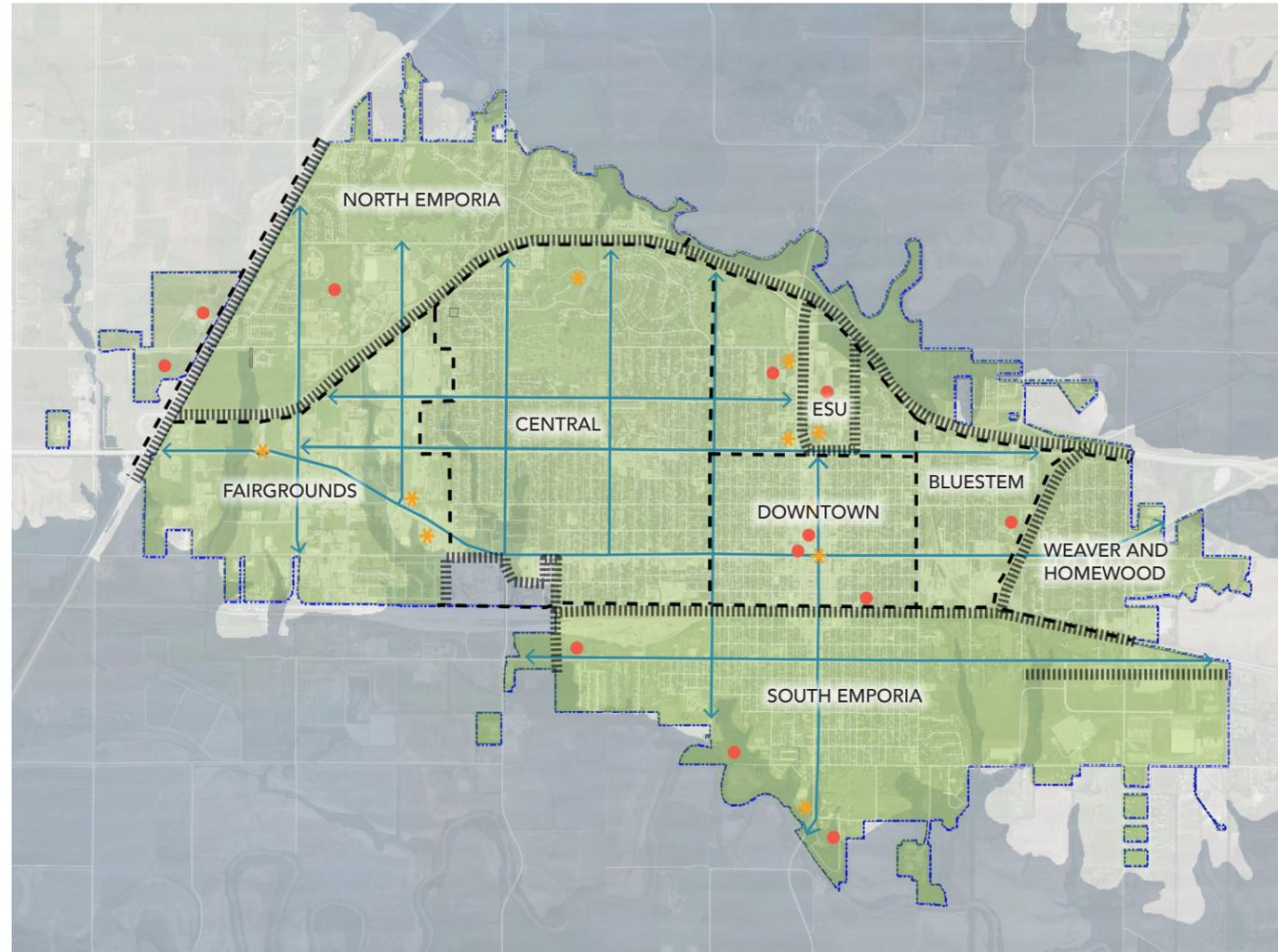
### CITY CHARACTER

Land within the city limits of Emporia. Desired characteristics include a Distinct Central Core, main street, diversity in housing types (apartments, bungalows, townhomes, etc.), diverse building types (mixed-use), diverse businesses, distinct neighborhoods, large and small parks, central square or green, inviting gateways signifying entries into the city, uniform signage, green medians and planting strips, boulevards, complete and connected streets with sidewalks and bike lanes, commercial alleys, framed parks, and continuous sidewalks and paths.



# A SOLID FRAMEWORK

By looking to current and past settlement patterns we



## Framework Plan

The framework plan identifies neighborhoods based on existing landmarks, nodes, edges, and paths. These five elements identified in a framework plan have origins in American urban planning theory. In his book, *Image of the City*, Kevin Lynch presented these elements as the way in which people conceptualize urban environments. Combined, these elements constitute what Lynch referred to as “imageability,” or the ability to construct a mental map of a place. Also relevant in determining the legibility of a location is the concept of “wayfinding.” Wayfinding, as defined by Lynch, is the ability for a user to navigate an urban environment through features found in the landscape. Places with a strong implementation of paths, edges, districts, nodes, and landmarks are easily navigable and often leave a positive impression in the mind of its users.

### Legend

- Paths
- Nodes
- Edges
- Districts
- Landmarks

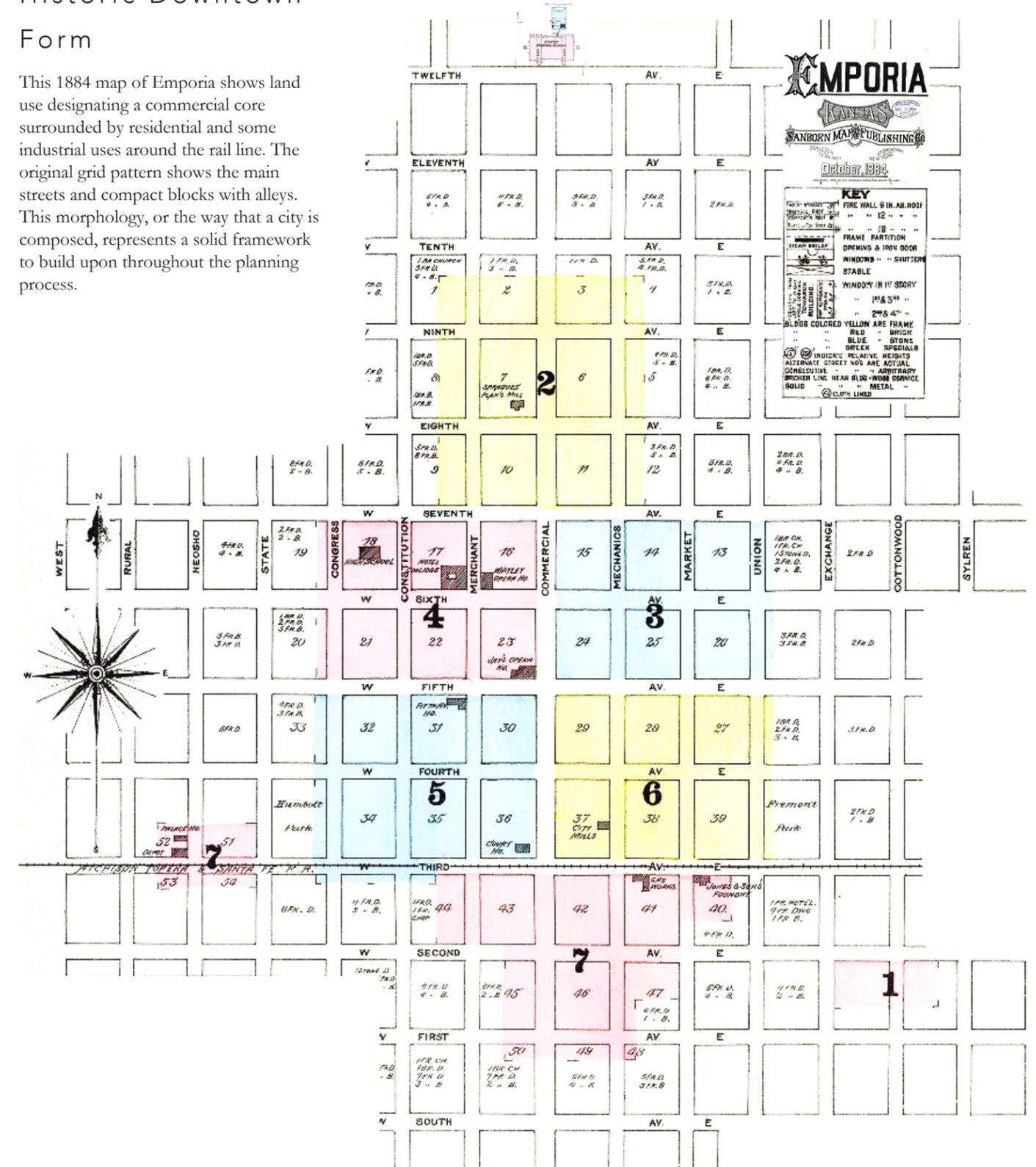
When planning for future development, it is important to consider the preservation of the positive existing elements and the amelioration or insertion of new elements that enhance the legibility of a place or break down barriers.

Current edges are formed by the railroad tracks and Interstate 35 as well as other natural neighborhood transitions.

gain understanding of community form

## Historic Downtown Form

This 1884 map of Emporia shows land use designating a commercial core surrounded by residential and some industrial uses around the rail line. The original grid pattern shows the main streets and compact blocks with alleys. This morphology, or the way that a city is composed, represents a solid framework to build upon throughout the planning process.





## 2 TRENDS AND OPPORTUNITIES

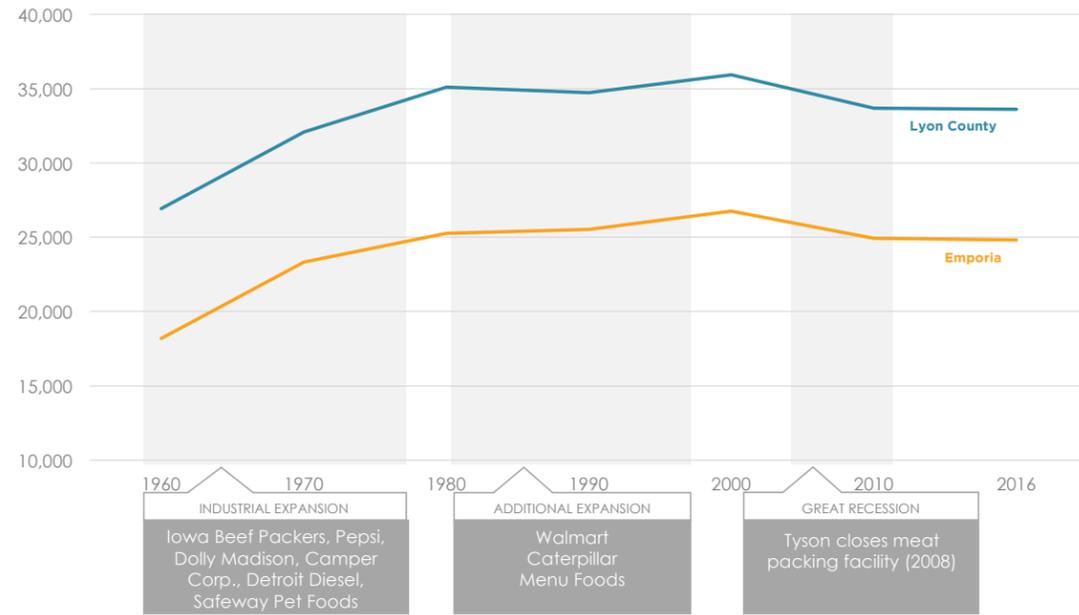
As the community and region continue to change, Emporia and Lyon County must take an active role in positioning itself in the modern economy by expanding the availability of a range job opportunities, housing choice, and amenities that enable a diverse population to both live and work in their community. Local, regional, and national trends impact the community and are used in PlanELC to help the City and County create proactive strategies.

# POPULATION AND EMPLOYMENT

Understanding population and employment trends helps to

anticipate changing needs

## Population



Population growth and decline in Emporia and Lyon County is closely aligned with expansions and contractions in the industrial and manufacturing sector.

- Population increased by 39% from 1960 to 1980—the period of the greatest industrial expansion
- The closure of Tyson’s meat processing facility in 2008 and other contractions that occurred during the 2000s led to population losses and other community challenges
- Efforts to support existing businesses, such as Simmons Pet Foods, Hill’s Pet Nutrition, Tyson Foods (prepared foods), and retail recruitment, stabilized the population base and area economy

## Employment



TOTAL EMPLOYMENT	OTHER SERVICES Education, Government	BLUE COLLAR Mining, Construction, Manuf., Wholesale
HIGH: 23,781	6,332	6,577
<b>21,943</b> '01-'15 AVERAGE	<b>5,969</b> '01-'15 AVERAGE	<b>5,467</b> '01-'15 AVERAGE
LOW: 19,686	5,617	3,945
TOURISM & SERVICES Arts, Accommodation, Food, Retail	PROFESSIONAL SECTOR Information, FIRE, Administration	HEALTHCARE Healthcare & Social Assistance
4,509	2,929	2,033
<b>4,122</b> '01-'15 AVERAGE	<b>2,489</b> '01-'15 AVERAGE	<b>1,764</b> '01-'15 AVERAGE
3,865	2,017	1,589

## WHAT WE HEARD

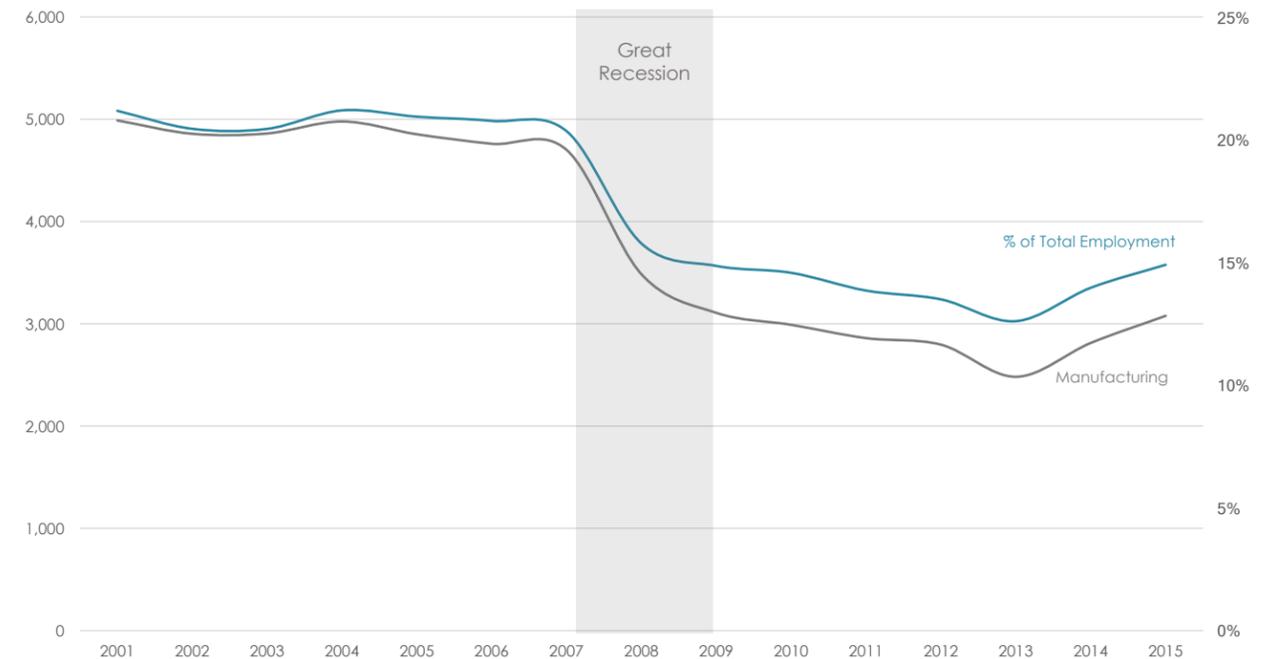
“Encouraging growth in existing businesses is important, and perhaps more important is encouraging development of new industries. A number of major employers here began as ideas in Emporians’ heads.”

Total employment in Lyon County in 2015 shows that the economy is recovering from recent lows, but employment remains below historic highs and the 15-year average. (Source: Bureau of Economic Analysis, Total Full-Time and Part-Time Employment by NAICS Code)

- Total employment peaked at nearly 23,800 in 2002 and declined to a low of 19,700 in 2013
- Total employment rebounded to 20,650 in 2015, indicating a strengthening county economy
- The healthcare sector in Lyon County had above average employment in 2015 (1,812 jobs) and this sector is growing, evidenced by the continued expansion of Newman Regional Health
- The professional services sector is also stabilizing, with a more than 20% increase in jobs from 2013 to 2015

The following graph clearly shows the impact that the Great Recession paired with the closure of the Tyson facility had on manufacturing employment in Lyon County. Employment in this sector is trending upward, but still below historic levels.

## Change in Manufacturing Employment

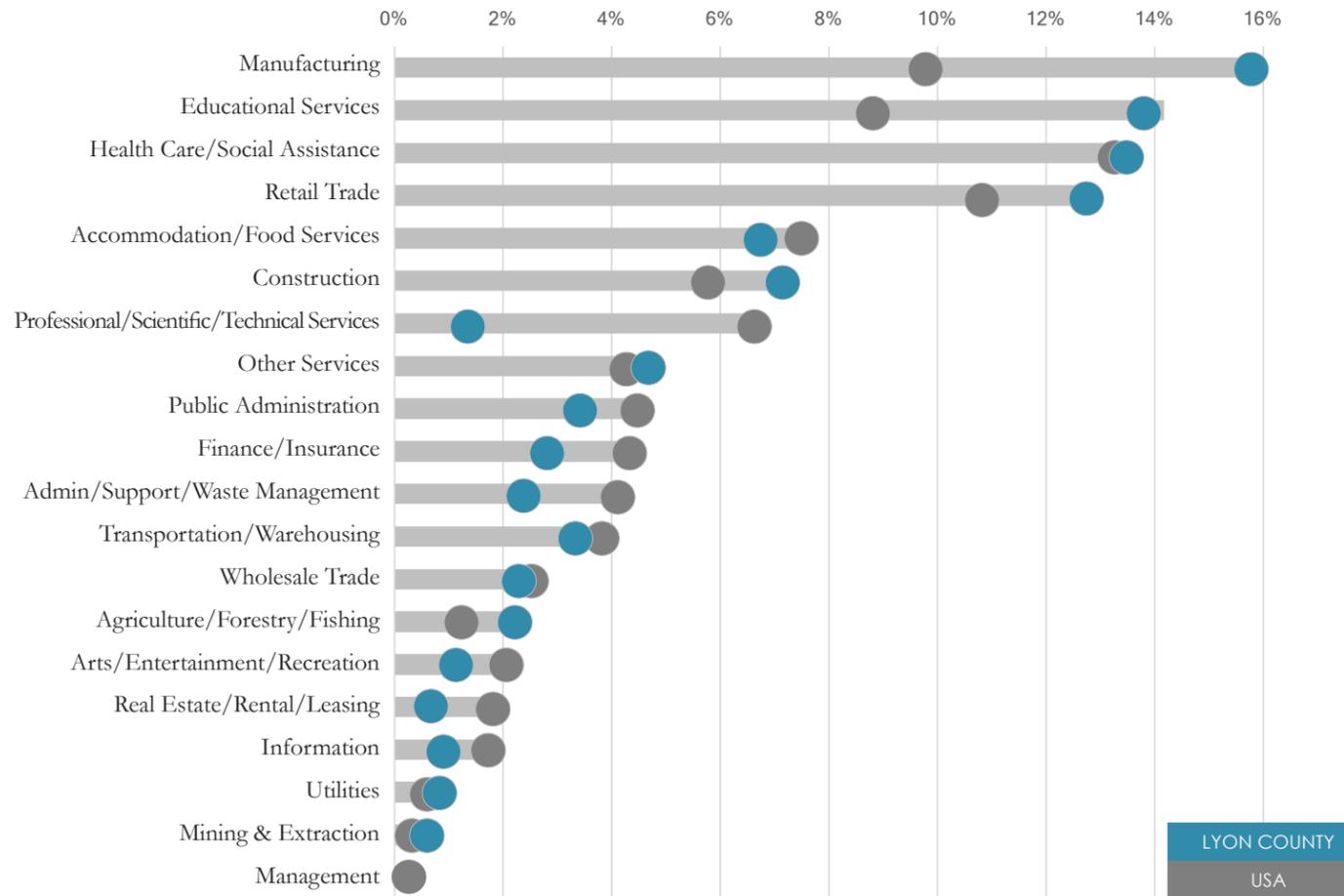


# EMPLOYMENT BY INDUSTRY

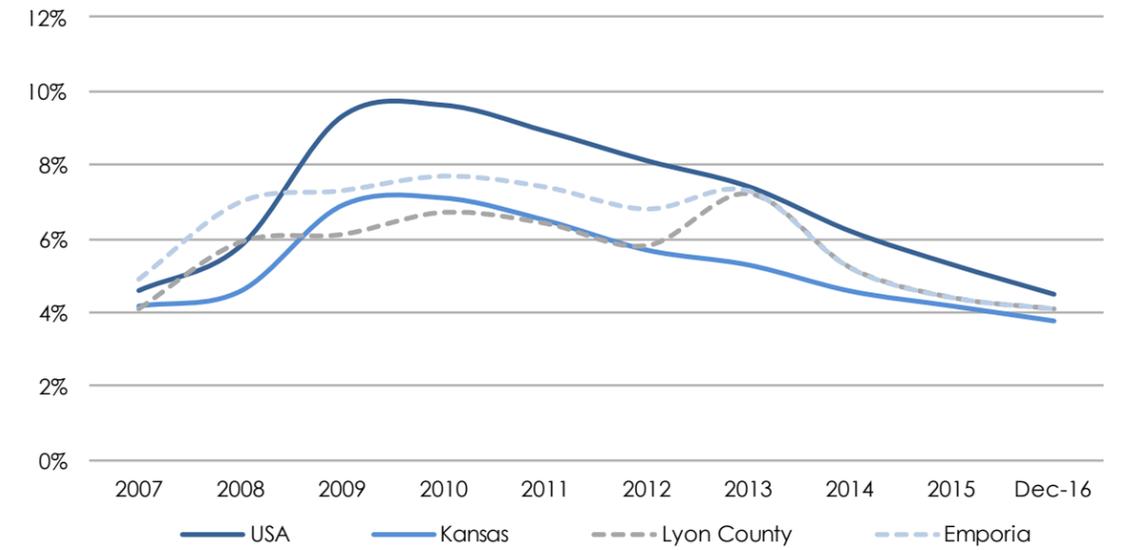
The majority of people are employed by the manufacturing, education, and health care industries

## Employment Sector

This chart illustrates how Lyon County compares to the rest of the USA in terms of employment by industry. Lyon County has significantly more employment in the manufacturing and educational services industries than the national average. This is both a strength and a challenge – it is a strength because it shows robust manufacturing and educational sectors but it is a challenge in that “putting too many eggs” in the manufacturing or educational basket can present risks in the event of downturns in those sectors.



## Unemployment



The unemployment rate in Lyon County is below the national average and slightly above the average in Kansas. (Source: U.S. Department of Labor, Bureau of Labor Statistics)

- A low unemployment rate is indicative of a stable economy
- The unemployment rate can be too low, meaning that the local labor pool may not be sufficient to fill existing vacancies and/or attract new industry
- Labor availability—and labor with the right skills—is a key component and local constraint in Lyon County, in terms of attracting new industry

## KEY FINDING

The manufacturing and education sectors should continue to be robustly supported, while other sectors, like professional and technical services, should also be encouraged to increase employment diversity in the region.

Tyson Fresh Meats, Inc.	914
U.S.D. # 253	778
Emporia State University	748
Hostess Brands, LLC	535
Newman Regional Health	458
Simmons Pet Food	420
Birch Communications	246
City of Emporia	245
Hopkins Manufacturing	244
Lyon County	242

# WAGES AND INDUSTRY

## Wages and areas of growth in Emporia and Lyon County

### Median Wages

Wage data is an important consideration for the planning process because wages and household income directly impact what types of housing people can afford. The median annual wage in Lyon County is, on average, 16% less than in Kansas.



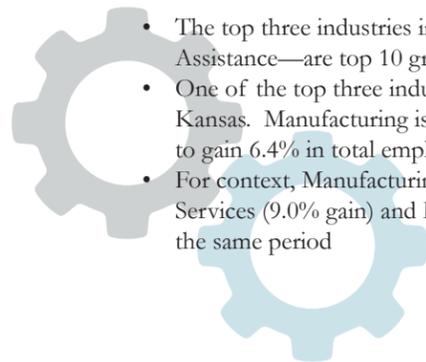
- Wages for Life, Physical, and Social Science; Arts, Design, Entertainment, Sports, and Media; Protective Service; Farming, Fishing, and Forestry; and, Transportation and Material Moving occupations are above state averages
- Prevailing low wages create a particular challenge because some sort of subsidy or gap financing is typically needed to provide suitable housing

Occupation	Lyon County	Kansas	Percent Difference
<b>Total, all Occupations</b>	<b>\$28,460</b>	<b>\$33,700</b>	<b>-16%</b>
Management Occupations	\$73,560	\$84,750	-13%
Business and Financial Operations Occupations	\$53,650	\$59,160	-9%
Computer and Mathematical Science Occupations	\$45,670	\$66,900	-32%
Architecture and Engineering Occupations	\$54,950	\$68,990	-20%
Life, Physical, and Social Science Occupations	\$57,970	\$56,020	3%
Community and Social Services Occupations	\$30,250	\$37,700	-20%
Education, Training, and Library Occupations	\$41,330	\$40,240	3%
Arts, Design, Entertainment, Sports and Media Occupations	\$36,560	\$35,890	2%
Healthcare Practitioner and Technical Occupations	\$49,380	\$53,850	-8%
Healthcare Support Occupations	\$21,870	\$24,290	-10%
Protective Service Occupations	\$38,600	\$34,710	11%
Food Preparation and Serving Related Occupations	\$18,190	\$18,700	-3%
Building and Grounds Cleaning and Maintenance Occupations	\$21,240	\$23,260	-9%
Personal Care and Service Occupations	\$19,420	\$21,420	-9%
Sales and Related Occupations	\$20,150	\$24,800	-19%
Office and Administrative Support Occupations	\$27,240	\$30,810	-12%
Farming, Fishing and Forestry Occupations	\$33,760	\$29,820	13%
Construction and Extraction Occupations	\$31,080	\$38,310	-19%
Installation Maintenance and Repair Occupations	\$29,060	\$41,890	-31%
Production Occupations	\$28,880	\$33,740	-14%
Transportation and Material Moving Occupations	\$33,470	\$30,450	10%

Source: Occupational Employment and Wage Rates, Kansas Department of Labor, Labor Market Information Services, May 2015 data retrieved February 2017

### Industry

Several industries that are strong in Lyon County are projected to grow in Southeast Kansas and the state. Lyon County is located within the Southeast Region as defined by Kansas Department of Labor, Labor Market Information Services. Industry projections are not currently available at the county-level in Kansas.



- The top three industries in Lyon County—Manufacturing, Educational Services, and Health Care and Social Assistance—are top 10 growth industries in the Southeast Region from 2010 to 2020
- One of the top three industries in Lyon County—Health Care and Social Assistance—is a top 10 growth industry in Kansas. Manufacturing is projected to experience slight employment gains (0.5%) and Educational Services is projected to gain 6.4% in total employment from 2014 to 2024
- For context, Manufacturing employment is projected to decrease by 6.7% in the U.S. from 2014 to 2024. Educational Services (9.0% gain) and Health Care and Social Assistance (21.0% gain) are both projected to gain employment during the same period

### INDUSTRY EMPLOYMENT

#### 2010-2020 TOP 10 GROWTH INDUSTRIES (SOUTHEAST KANSAS REGION)

Industry	Base Year 2010	Projection Year 2020	Numerical Change	Percent Change
<b>Agriculture, Forestry, Fishing and Hunting</b>	439	561	122	28%
<b>Health Care and Social Assistance</b>	15,162	18,415	3,253	21%
Construction	3,245	3,921	676	21%
<b>Transportation and Warehousing</b>	2,930	3,480	550	19%
<b>Arts, Entertainment, and Recreation</b>	519	616	97	19%
Educational Services	13,228	15,613	2,385	18%
Administrative and Waste Management	3,513	4,029	516	15%
<b>Real Estate and Rental and Leasing</b>	690	758	68	10%
Other Services (Except Government)	4,821	5,276	455	9%
Manufacturing	17,043	18,601	1,558	9%

Source: Kansas Department of Labor, Labor Market Information Services, Kansas 10 Year Job Outlook

#### TOP 10 GROWTH INDUSTRIES, 2014-2024 (KANSAS)

Industry	Base Year 2010	Projection Year 2020	Numerical Change	Percent Change
Management of Companies and Enterprises	18,630	29,357	10,727	58%
<b>Agriculture, Forestry, Fishing and Hunting</b>	11,546	14,766	3,220	28%
Professional, Scientific, and Technical Service	67,391	81,464	14,073	21%
<b>Real Estate and Rental and Leasing</b>	14,516	16,599	2,083	14%
Accommodation and Food Services	106,744	120,672	13,928	13%
<b>Health Care and Social Assistance</b>	187,905	211,171	23,266	12%
Mining	10,469	11,697	1,228	12%
<b>Transportation and Warehousing</b>	48,453	53,859	5,406	11%
<b>Arts, Entertainment, and Recreation</b>	16,145	17,828	1,683	10%
Finance and Insurance	64,349	70,734	6,385	10%

Source: Kansas Department of Labor, Labor Market Information Services, Kansas 10 Year Job Outlook



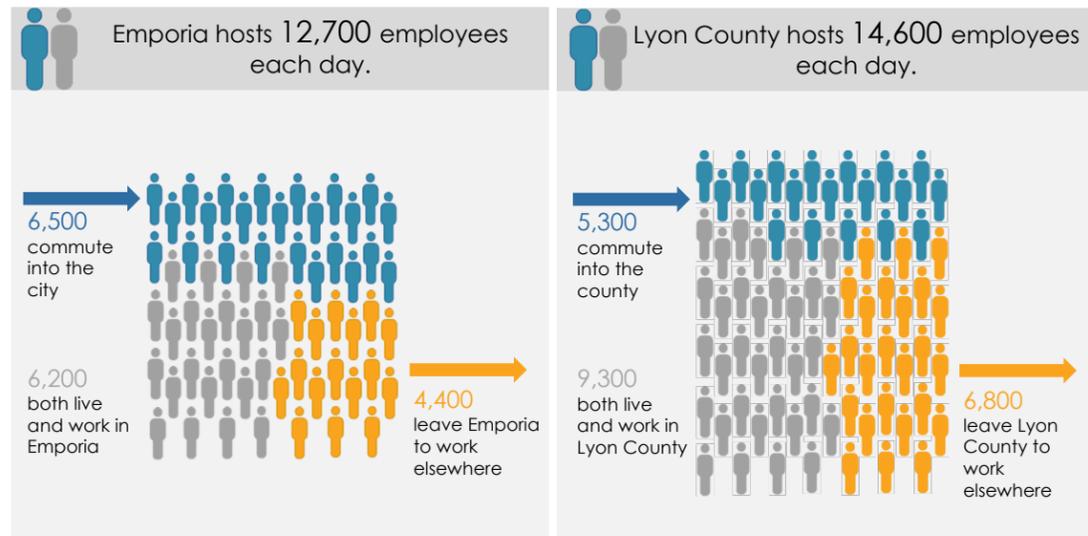
Emporia State University (ESU) is one of the large employers in Emporia and Lyon County. Educational services are projected to grow in this region of Kansas between the years 2010 and 2020.

# COMMUTING, POPULATION, AND HOUSING

## Commuting

I-35, the Kansas Turnpike, US-56, US-50, and K-99, make commuting easy to and from Emporia and Lyon County.

- There are more workers that commute to Emporia (6,500) per day than residents that work in the city (6,200)
- Many of those commuters live in Lyon County outside of Emporia. A greater number of Lyon County workers live in the county compared to those who commute into the county for work
- There is an opportunity to capture some of those who commute to the city and county for work as future residents if an appropriate mix of housing options is available



## Population

The overall population and number of households decreased in Emporia and Lyon County from 2000 to 2016.



- Total population in Lyon County decreased by 2,340 people, or 6.5%. Population decreased by 7.8%, or 2,090 people in Emporia
- The number of households decreased by 540, or 3.9%, in Lyon County, and 560, or 5.5%, in Emporia
- Yet, the number of housing units in Lyon County and Emporia increased. Nearly 480 housing units were added in the county, 350 of which were added in Emporia
- The addition of housing units during a period of population and household losses indicates that there is demand for new housing

	TOTAL POPULATION Lyon County	TOTAL POPULATION City of Emporia	HOUSING UNITS City of Emporia
2000 (Census)	35,940	26,900	11,020
	↓ 6.5%	↓ 7.8%	↑ 3.2%
2016 (ESRI)	33,600	24,810	11,370
	TOTAL HOUSEHOLDS Lyon County	TOTAL HOUSEHOLDS City of Emporia	HOUSING UNITS Lyon County
2000 (Census)	13,690	10,250	14,760
	↓ 3.9%	↓ 5.5%	↑ 3.3%
2016 (ESRI)	13,150	9,690	15,240

## Housing Stock

Both Emporia and Lyon County have an aging housing stock.

- The median year built for housing in Emporia is 1967
- In Lyon County, the median year built is 1968—compared to 1972 for Kansas
- An aging housing stock poses two primary challenges—there are typically areas of disinvestment, leading to poor housing condition, and older housing does not meet current market preferences
- These conditions create pent-up demand for new housing product that serves as replacement housing which meets modern preferences



## WHAT WE HEARD

“More infill housing needed, remove blighted houses.”

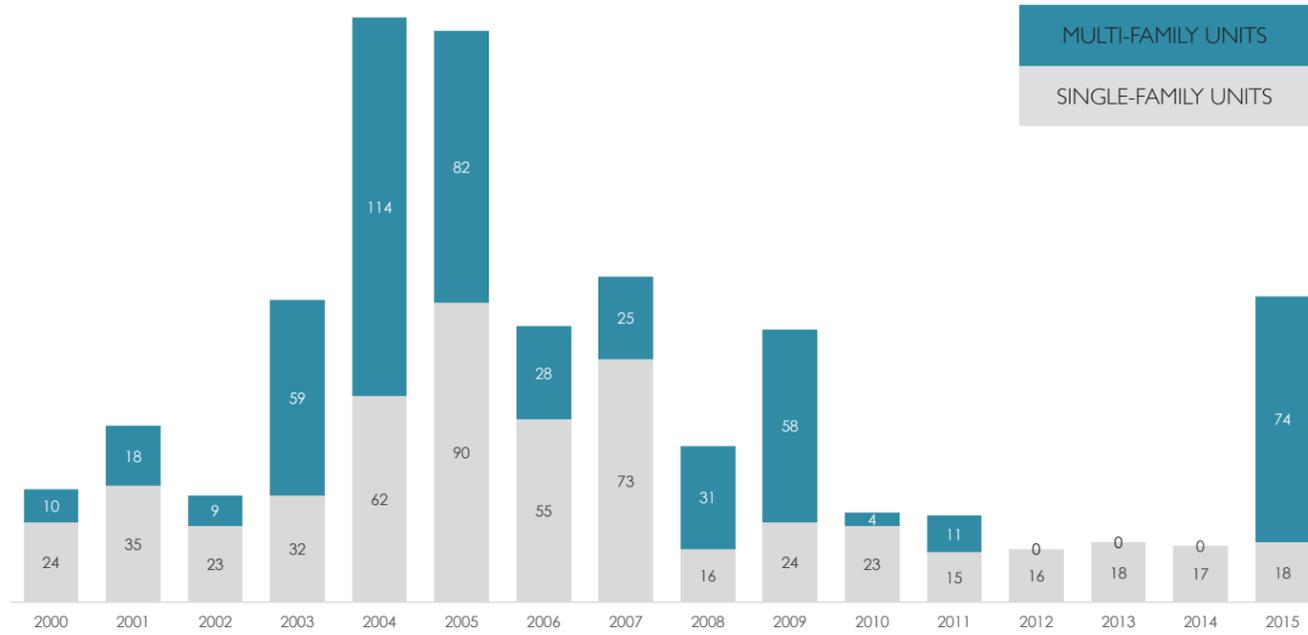


Businesses along Commercial Street in Emporia

# BUILDINGS AND INCOME

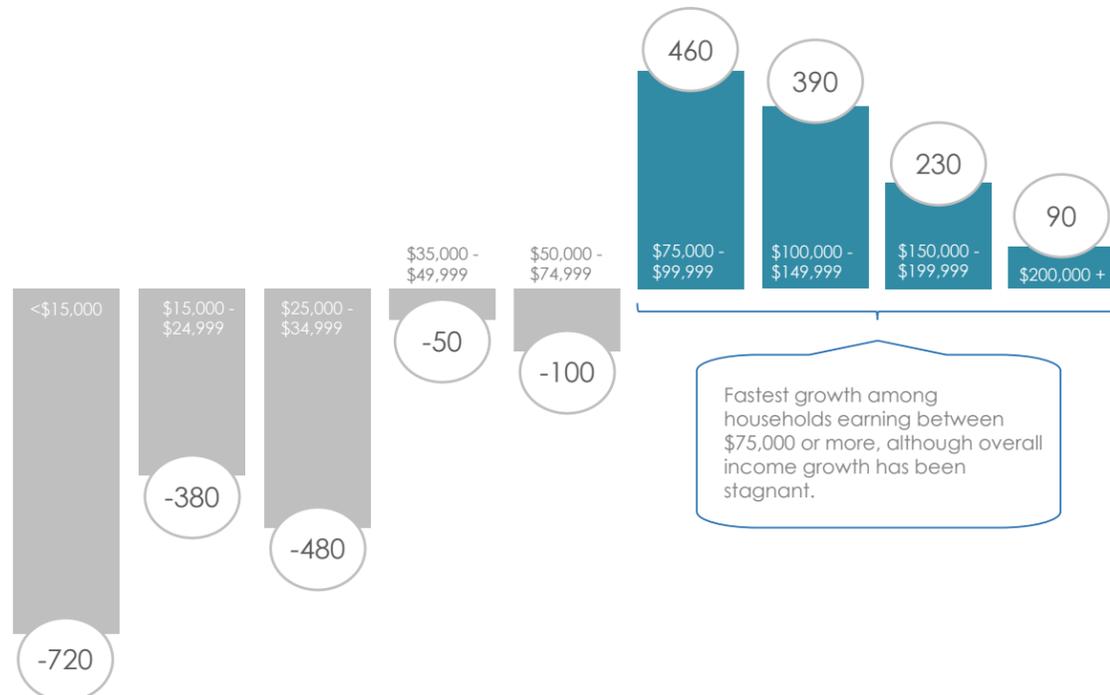
New building projects in Emporia and Lyon County are closely

## Residential Building Permits in Lyon County



- Permits were almost evenly split between single-family and multi-family units
- Permitting activity peaked in 2004, when 176 permits were issued and decreased to a low of 16 permits in 2012
- The permit data clearly reflects the impact of the late 2000's closure of Tyson's facility and other job losses

## Change in Household Income in Lyon County

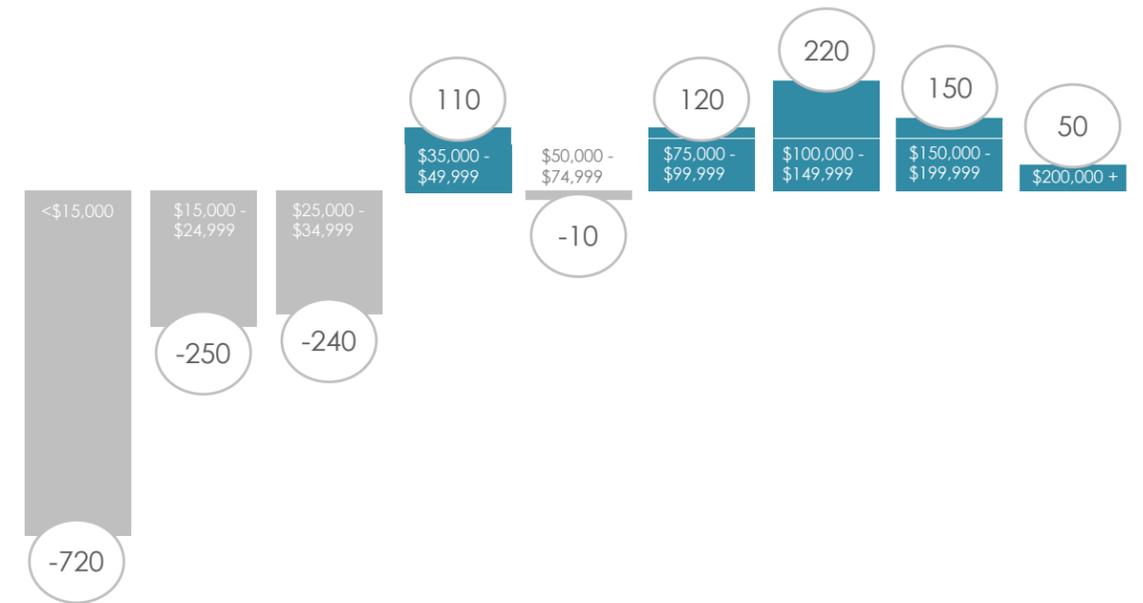


... tied to changes in household income

From 2010 to 2016, the number of households in Lyon County earning less than \$75,000 per year decreased, while the number of households earning more than \$75,000 increased.

- This trend shows the impact of manufacturing jobs losses
- It also has important implications for housing, namely that housing demand for higher-priced homes increased while demand overall decreased

## Change in household income in Emporia



A historic neighborhood in Emporia

# HOUSING SUPPLY AND DEMAND

The household incomes of current and future residents of Emporia and Lyon County have a significant impact on housing demand

The Area Median Income (AMI) which is generated by the U.S. Department of Housing and Urban Development (HUD), illustrates how income relates to certain housing types in Emporia and Lyon County. AMI is calculated each year by HUD, and the 2016 AMI for Lyon County is \$52,500 for a household of four.

Then, when comparing this data with the current housing supply in the area, we are able to determine where areas of pent-up demand exist. Based off of this analysis, the midscale housing group is currently the largest and the least well supplied.

Additionally, population projections anticipate a 48% gain in number of households 65 years and older. (Wichita State University, Center for Economic Development and Business Research) This is reflected in an increased demand in housing typologies such as rental duplexes/villas and for-sale options with low to no maintenance, as seen in this age cohort in similar communities in the Midwest.

## KEY FINDING

The demand for middle-income housing is the largest segment in Emporia (32%) and Lyon County (31%)

0% TO 30% AMI  
(\$0 TO \$15,750 A YEAR)

30% TO 60% AMI  
(\$15,750 TO \$31,500 A YEAR)

60% TO 120% AMI  
(\$31,500 TO \$63,000 A YEAR)

120% TO 200% AMI  
(\$63,000 TO \$105,000 A YEAR)

200% AMI  
(GREATER THAN \$105,000 A YEAR)



- Cannot afford to pay market rents, so a rent subsidy such as a Housing Choice Voucher is needed
- This segment typically cannot afford to purchase a home

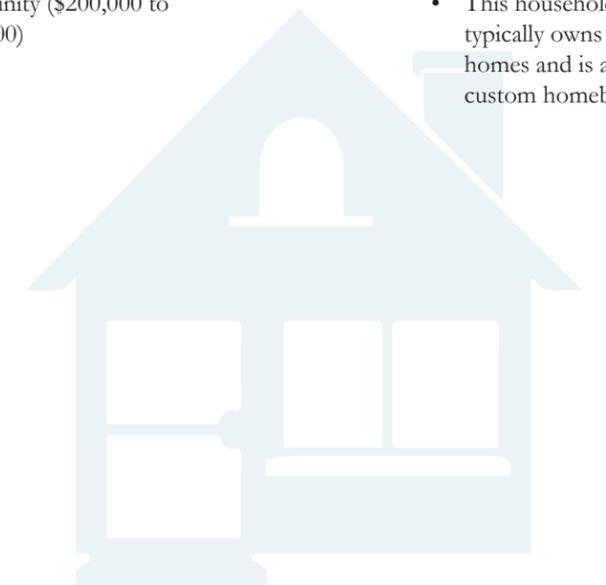
- Cannot afford to pay market rents, but may not require rental subsidy
- Reduced rents are typically provided through programs like Low Income Housing Tax Credits, where the development of the project is subsidized so that tenants pay below market rents
- This segment typically cannot afford to purchase a home

- Can afford to pay market rents for certain housing types
- Can afford to purchase moderately-priced single-family homes (\$100,000 to \$210,000)

- More than 91 percent of the housing stock in Lyon County and Emporia was constructed before 2000.
- More than 35% of all housing units in the county were constructed during the 1960s and 1970s, which coincides with a period of significant industrial growth.
- The median year built in Emporia is 1967 and is 1968 in Lyon County.
- About 61% of housing units in Emporia and 66% of housing units in Lyon County are single-family homes.
- More than 66% of housing units in Emporia and nearly 68% of housing units in Lyon County contain two or three bedrooms.
- Yet, 63% of households in Emporia and 64% of households in Lyon County consist of one or two people. This indicates there could be a mismatch in supply and demand for specific unit types.

- Can afford market rents
- Can afford most for-sale options in the community (\$200,000 to \$350,000)

- Can afford high rents and homes priced more than \$350,000
- This household segment typically owns their homes and is a target for custom homebuilders



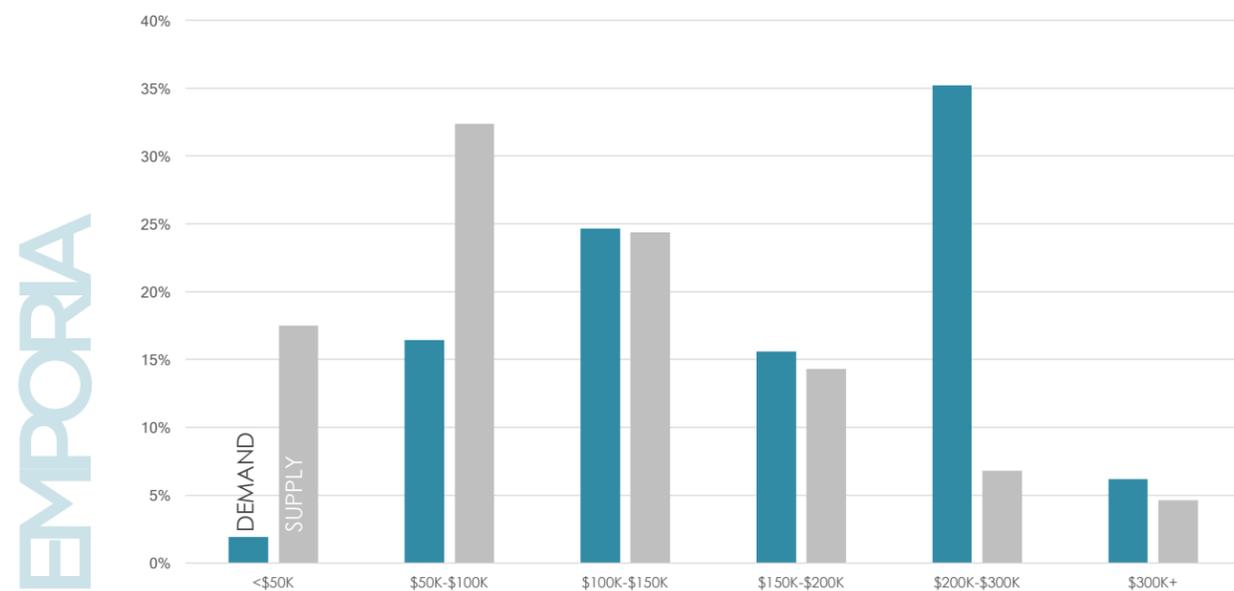
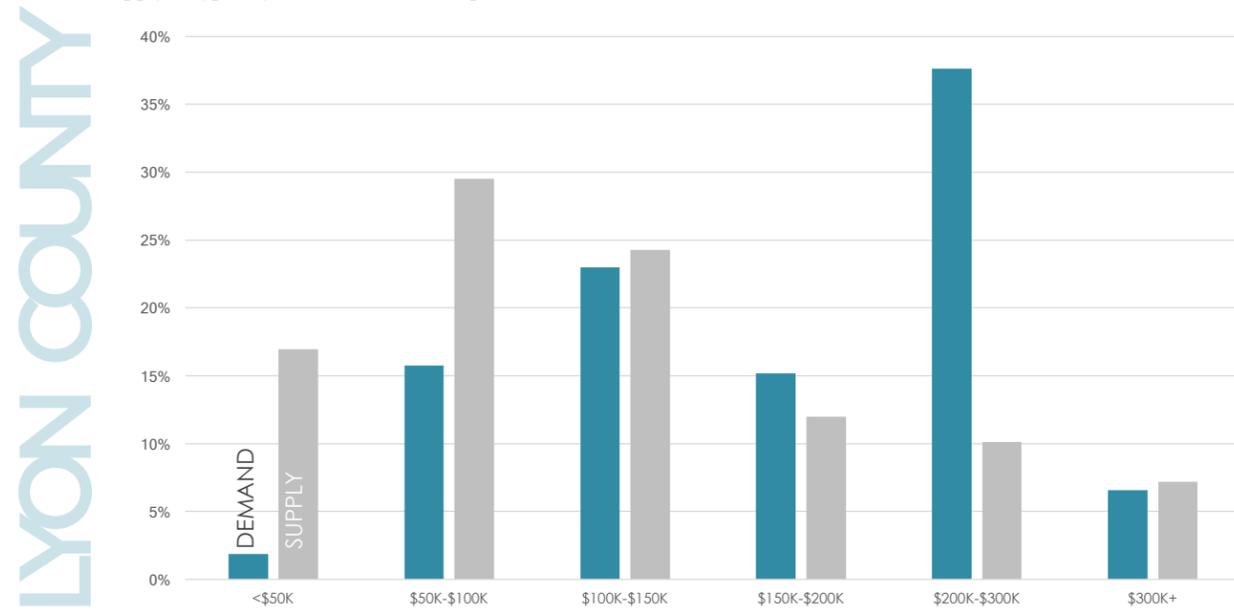
# HOUSING SUPPLY AND DEMAND

Studying the needs of homeowners and renters in Emporia and Lyon County help to pinpoint holes in housing types

## Homeowner Supply & Demand

By comparing existing housing value with household incomes, mismatches between supply and demand can be identified.

- Consistent with what community stakeholders reported, there is an under-supply of housing priced \$150,000 to \$300,000 in Lyon County. More than 50% of households can afford housing in this price range, but only about 20% to 25% of the supply is within this range
  - This calculation considers existing housing values, household incomes, the percentage of households that rent vs. own their housing by income cohort, and reasonable housing costs as a percent of total income. For instance, it is assumed that households earning \$50,000 to \$75,000 pay 30% of their income for housing and 77% of households in that cohort own their homes. It is assumed that lower-income households pay a higher proportion of their income toward housing and a smaller percentage are homeowners
- Also consistent with what the stakeholder groups reported, there is an oversupply of housing valued at less than \$100,000. This portion of the supply is typically older and in fair to poor condition

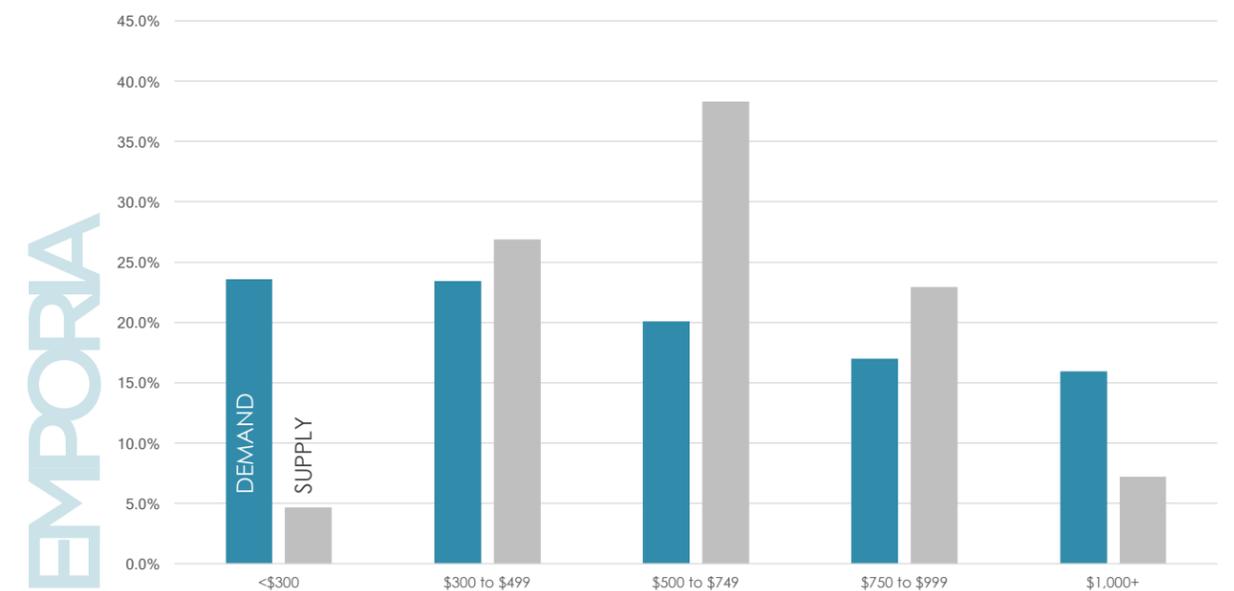
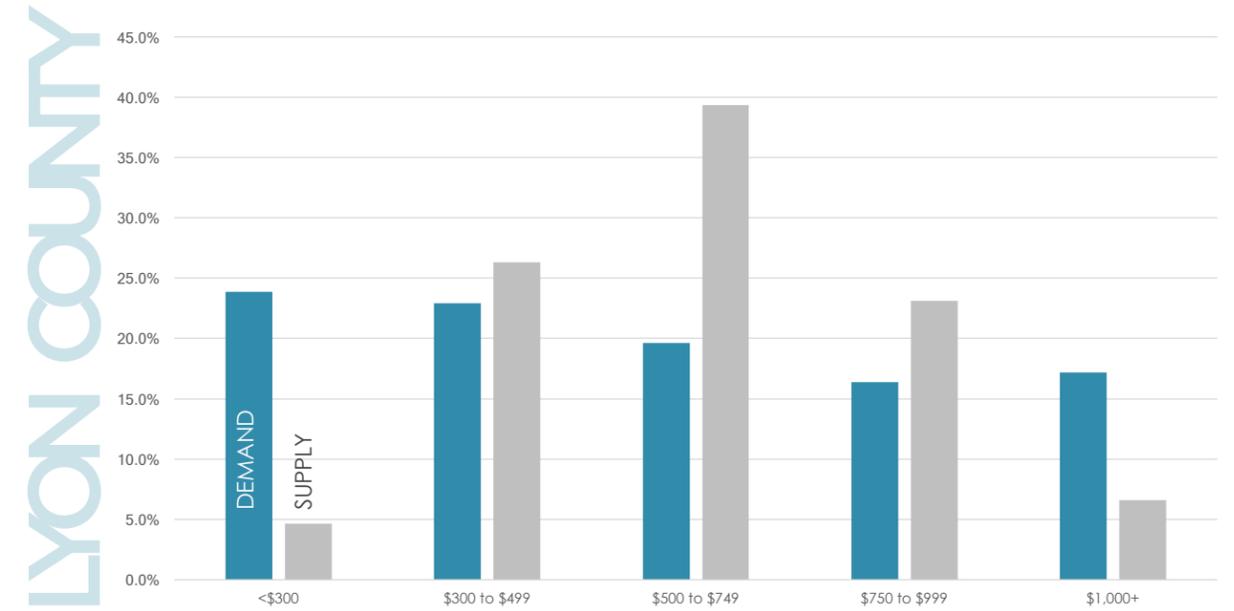


and Lyon County help to pinpoint holes in housing types

## Rental Supply & Demand

There are less clear supply and demand trends for rental housing in Lyon County and Emporia.

- Based on a similar analysis, there is unmet demand for rental units priced below \$300 per month and priced over \$1,000 per month in Lyon County and in Emporia
- The data indicates an oversupply of moderately-priced unit (\$500 to \$749 per month); however, a survey of rental properties indicates strong occupancy at such properties
- Recent construction of new market-rate apartments downtown and near Emporia State University has provided much-needed new product to the market



# AGING DEMOGRAPHICS

Both Emporia and Lyon County are projected to have an

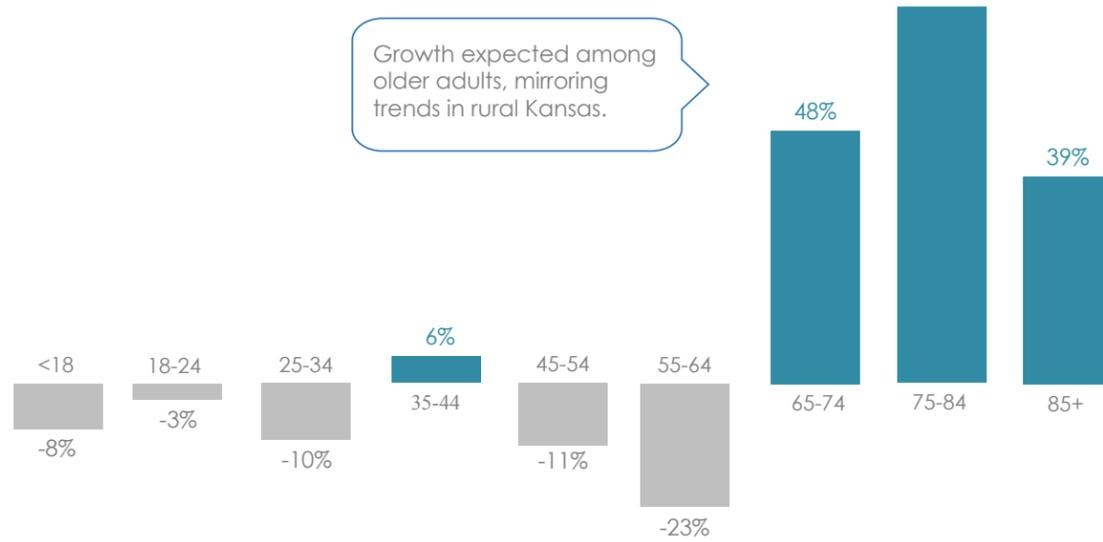
aging population

## Age Projection

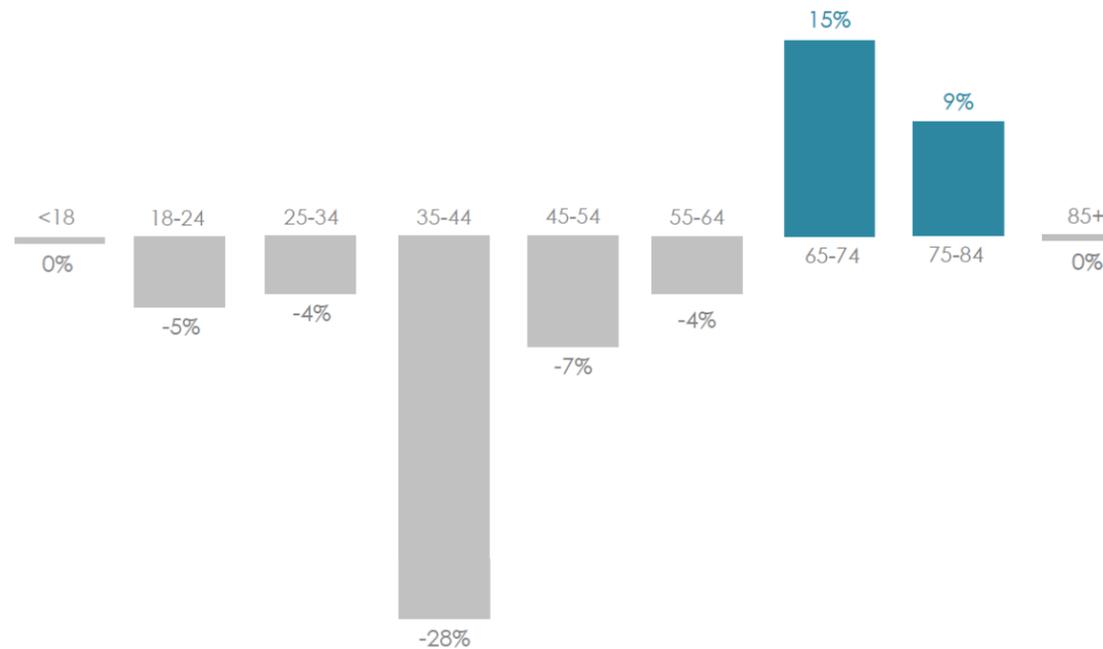
The age composition of a community helps inform what housing types are needed to meet demand.

- Based on population projections, the community is anticipated to gain a significant number of households 65 and older (Source: Wichita State University, Center for Economic Development and Business Research)
- Housing typologies, such as rental duplexes/villas and for-sale options with low to no maintenance have been well-received by this age cohort in similar communities in the Midwest

LYON COUNTY



EMPORIA



## KEY FINDING

Housing that is ADA accessible allows for people to “age in place,” an increasingly attractive option among this age cohort.



Emporia currently has housing typologies that appeal to this age group, like the Chelsea Lofts in downtown. However, as this group continues to grow, new options such as rental duplexes will grow in demand.



## 3 PLAN ELEMENTS

The plan elements, defined by the vision for PlanELC, structure all major components of the Joint Comprehensive Plan. The objectives, planning patterns, project opportunities, and next steps in each section will guide future growth and development in Emporia and Lyon County.

As part of the planning process, the planning team reviewed numerous previous planning documents including the Lyon County Comprehensive Plan, the City of Emporia Comprehensive Plan, Imagine Emporia Together, the Emporia State University Master Plan, Community Initiated Development, and many economic development plans.

Common goals run through almost all of the documents, such as preserving rural land for agricultural use, having commercial and industrial development logically distributed, and providing decent and affordable housing. These common goals also are reflected in the plan elements.

Photo credit Steven Samuelson.



## PRESERVING AGRICULTURAL LANDSCAPES

Lyon County's character is defined by its agricultural landscapes. Not only do agricultural practices have economic benefits for the county, there is also a scenic value to agricultural landscapes that makes rural areas attractive for places to live, as well as encourages tourism and recreation. As a result, central to this plan are efforts to preserve agricultural landscapes by promoting infill within city limits instead of sprawling developing on rural land.

### WHAT WE HEARD

*“Leave the rural areas as rural and agricultural, not commercialized with spot zoning.”*

*“Better use of land already in the city... it would be better for the city and for the preservation of agricultural land.”*

*“We need to focus on stabilization and density within the area, which includes improved emphasis on adaptive reuse of areas instead of greenfield conversion.”*

Photo credit Steven Samuelson.

# GOALS AND OBJECTIVES

## Plan Element I: Preserving Agricultural Landscapes



### Objectives

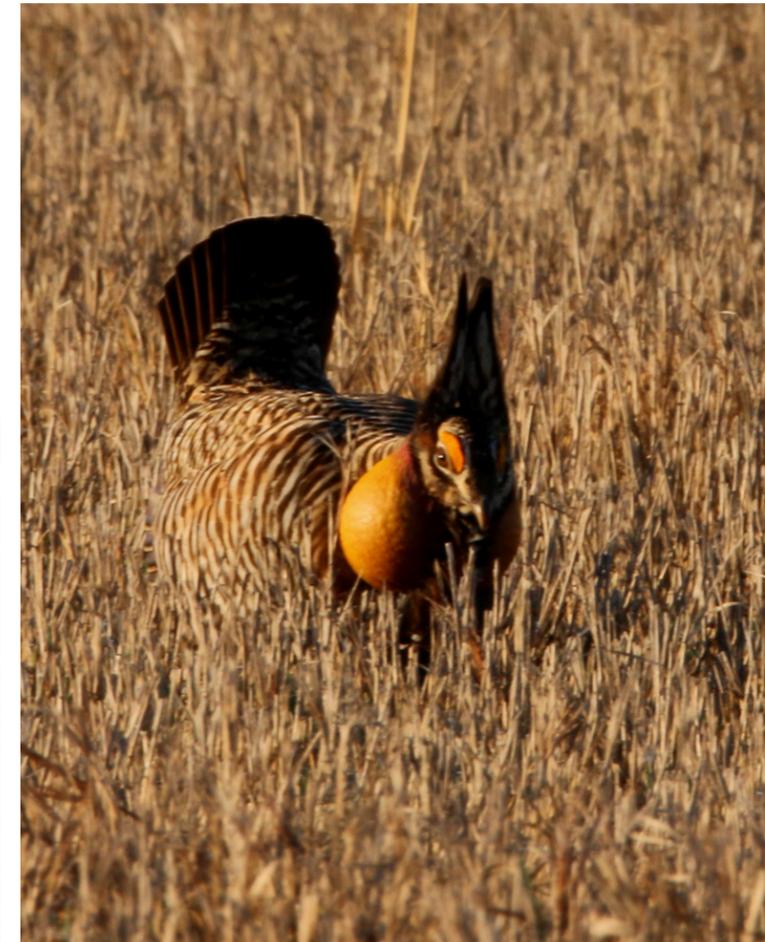
- 1** Enhance utilization of rural land for agricultural purposes
- 2** Preserve ecologically sensitive areas
- 3** Limit future residential development outside of city limits to homesteads of no more than one homestead per 40 acres (existing plots will be unaffected)
- 4** Do not rezone agricultural land outside of a formal zoning process
- 5** Consolidate the Metropolitan Planning Area and City of Emporia limits to simplify land management so that one set of rules applies within City limits and another complementary set of rules applies in County limits

### Next Steps

Next steps are specific recommendations to achieve our goals.

1. Adopt proposed regulating plan for Emporia and Lyon County with updated future city boundary
2. Develop and adopt Building Codes for non-agricultural construction outside of city limits
3. Maintain and upgrade the residential character of existing rural residential subdivisions
4. Identify and designate preferred growth areas
  - Work with existing small towns in Lyon County and encourage the development of their own comprehensive plans in congruence with PlanELC

Preserving agricultural landscapes in Lyon County ensures that agricultural uses, such as farming, and recreational uses, such as bird watching in ecologically sensitive areas, continue to be supported. (Bag Piper photo credit Steven Samuelson).



# PLANNING PATTERNS

## Plan Element I: Preserving Agricultural Landscapes

Planning patterns, in conjunction with goals and objectives, serve as a tool to help guide and implement development decisions. These patterns were developed through a participatory planning process with the community and should inform future approval processes.



Corridor-focused development

1

### Corridor-Focused Development

Development in Lyon County should be focused primarily along transportation corridors and connected to existing cities. Residential development should be limited to within municipal boundaries to encourage the preservation of agricultural landscapes. Agricultural landscapes will be further protected from sprawl by requiring appropriate infrastructure that focuses on creating strategic utilities connections.

2

### Greenway Setbacks

A greenway is a strip of undeveloped land that is designated for recreational use and environmental protection. Greenways often follow already established natural corridors, such as a riverfront, stream, or ridgeline, or transportation connections such as railway lines, roads, canals, or other routes. Greenways are important as they create links between habitats for many wildlife species. Greenways along riparian corridors should extend 150' from the ordinary low water line and should be designated for native plants and ecology. Healthy riparian corridors maintain soils and help stabilize erosion, protecting farmlands. Greenway setbacks should encourage native grasses, such as bluestem, along property edges and between productive areas of land.

# COUNTY SOILS

## Understanding soil types helps inform County planning efforts

Farming and ranching are the main enterprises in Lyon County. Grain sorghum, wheat, soybeans, and corn are the primary crops. Industry, especially cattle feedlots and dog food packaging plants, provides many jobs in the area. Planning decisions were made with the 100- and 500-year floodplain in mind. Soil type was also considered to protect prime range and agricultural land for local business, food production, and agricultural diversification.

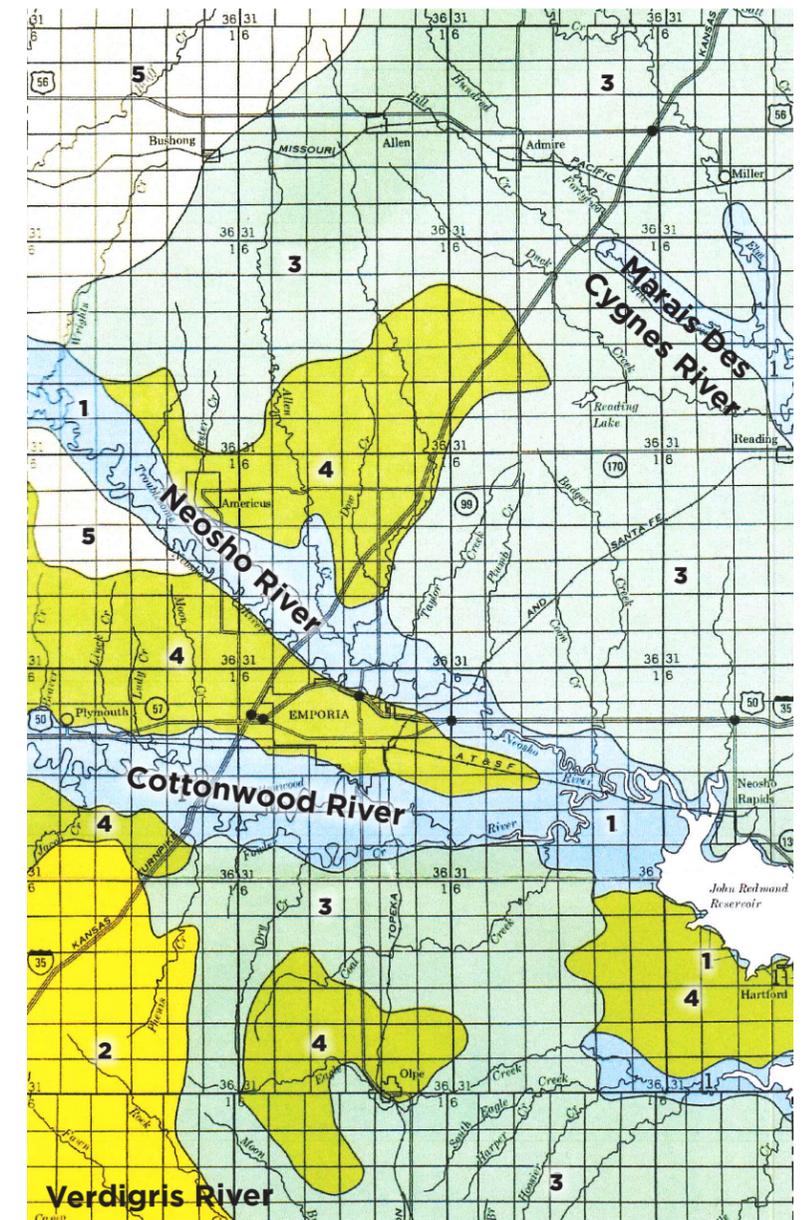
Most of Lyon County is drained by four permanent flowing streams, the Cottonwood, Neosho, Marais des Cygnes, and Verdigris Rivers. These streams flow in a southeasterly direction. Elevation ranges from 1,060 to 1,530 feet above sea level. Lyon County has a continental climate. Mean annual temperature is 45 to 65 degrees F and annual precipitation ranges from 25 to 45 inches.

### Soils

This General Soils Map from the U.S. Department of Agriculture Soil Conservation Service shows in color, five associations that have distinct pattern of soils. As association consists of one or more major soils and some minor soils. The general soil map provides a broad perspective of the soils in Lyon County.

- 1. CHASE-OSAGE association is on terraces and floodplains along rivers and larger creeks in the county. It makes up 11% of the county. Meandering stream channels and oxbow lakes are common features. Most areas of this association are cultivated. A few are range and woodland. Fertility is medium to high. Flooding and wetness limit the choice of crops on some soils. This association has good potential for cultivated crops, range, and openland wildlife habitat.
- 2. CLIME-SOIGN association makes up about 9% of the county. This association has fair potential for range and rangeland wildlife habitat. It has poor potential for cultivated crops.
- 3. KENOMA-MARTIN-ELMONT makes up about 54% of the county. About two-thirds of this association is cultivated. The rest is mostly range. Water erosion is a hazard on the gently sloping and moderately sloping areas. This association has good potential for cultivated crops, range, and openland wildlife habitat.
- 4. KENOMA-LADYSMITH association makes up about 16 percent of the county. About two-thirds of this association is cultivated. The rest is mostly range. This association has good potential for cultivated crops, range, and openland wildlife habitat.

U.S. DEPARTMENT OF AGRICULTURE SOIL CONSERVATION SERVICE GENERAL SOIL MAP 1980



- 5. TULLY-FLORENCE association This association makes up about 10 percent of the county. Most of this association is range. This association has good potential for range, fair potential for rangeland wildlife habitat, and poor potential for cultivated crops.

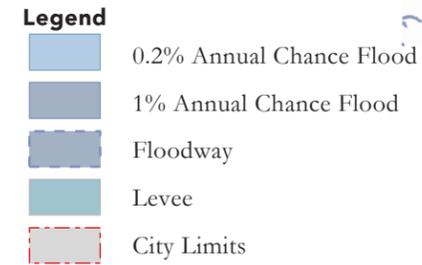
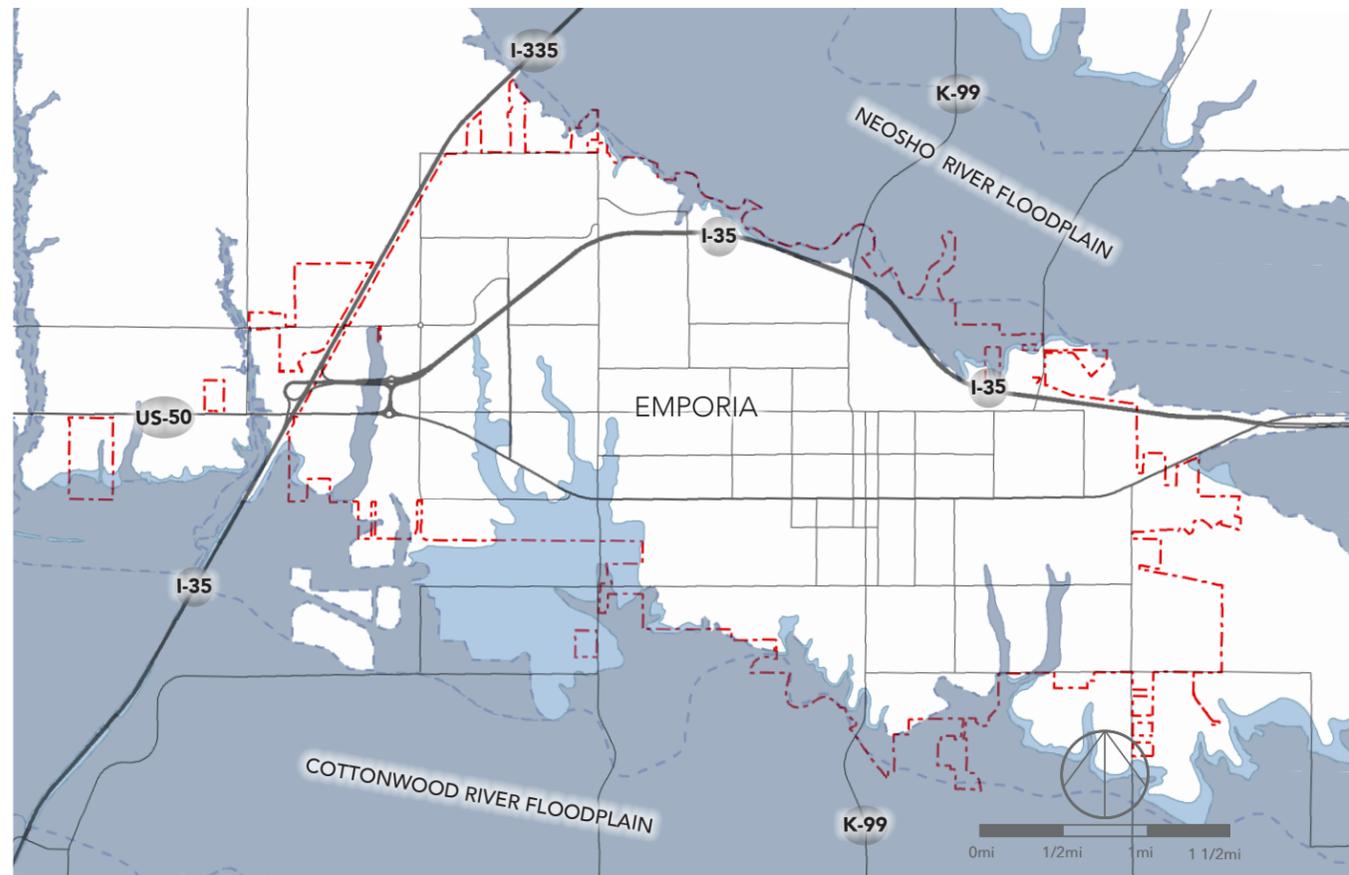
# WORKING WITH THE FLOOD ZONE

*Floodplains can help guide appropriate growth*

Recurring flash floods throughout the community cause road closures and road repair costs during periods of heavy rain in Emporia and Lyon County. This can jeopardize water quality, safety of residents, and environmental quality.

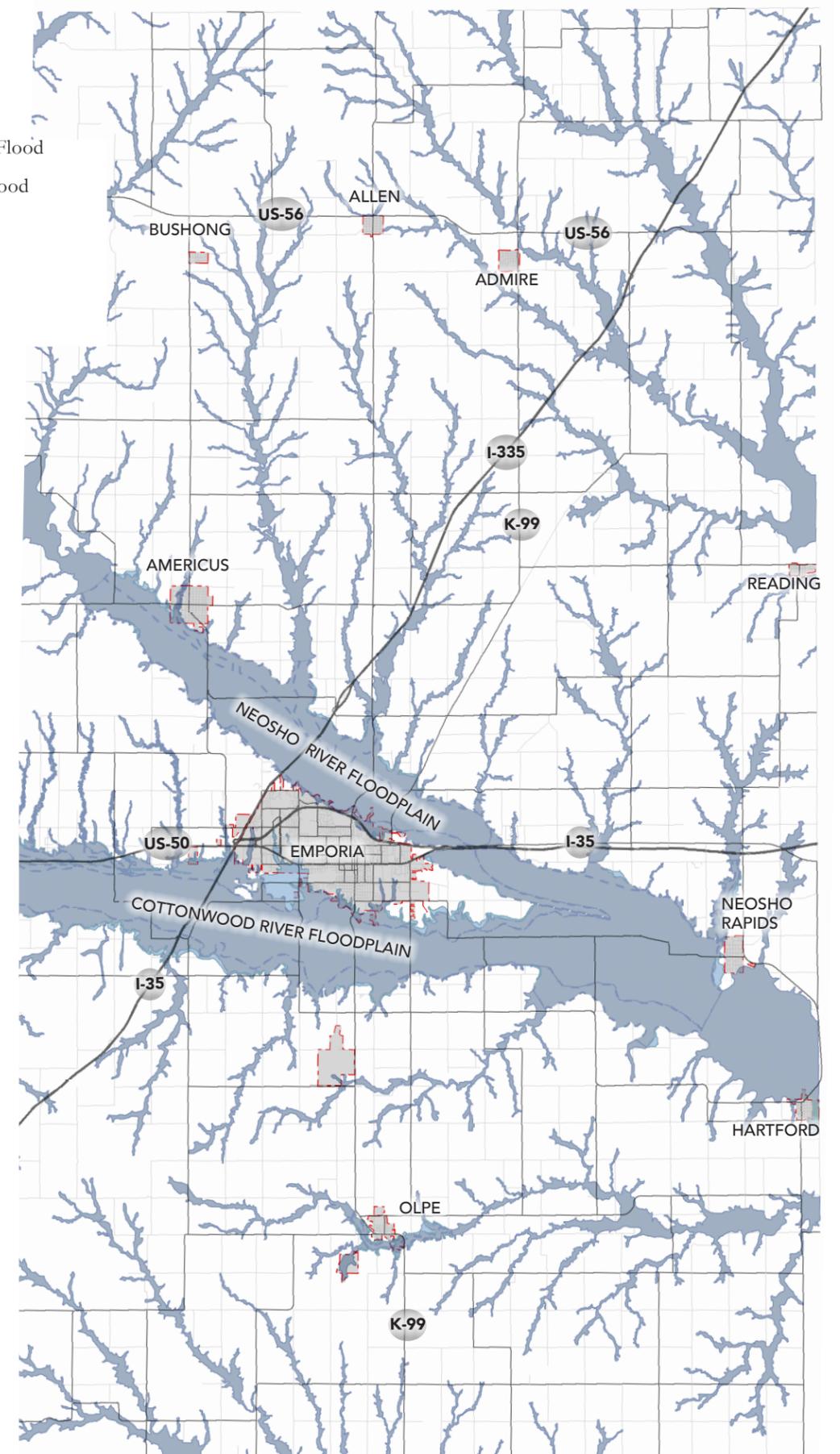
With much of the developed areas in the County located above the flood water, it is generally the low-lying areas and areas closest to the river that are impacted by the floods. K-99, Lockerman Road, and Road G are often subject to damage caused by the flooding. Both North and South K-99 consistently flood every year, causing major traffic disruptions and damages to the road and culverts. Repairs and maintenance can be costly and past significant flood events often cause damages amounting to over \$100,000 each time.

As Emporia and other communities in Lyon County grow, no new buildings should be constructed in the floodplain and new roads should be designed with appropriate infrastructure to deal with flash flooding.



In recent years, the Neosho River has flooded so significantly that it almost completely covered the bridge linking Hartford to the Flint Hills National Wildlife Refuge. (Images of bridge and flooding sign courtesy of Steven Samuelson)

The City of Emporia has struggled with handling stormwater runoff and related flooding. (Image sourced from Ryann Brooks, Gazette)





## LINKING PARKS TO PEOPLE

From the Flint Hills National Wildlife Refuge to Peter Pan Park, all parks and open space areas in Emporia and Lyon County are widely celebrated. Enhancing and preserving parks and recreation are a top priority for Emporia and Lyon County residents. The plan builds upon these values and enhances the connections between parks and increases their accessibility to people through trails, bike paths, and sidewalks.

Emporia and Lyon County are increasingly known as destination points for recreational enthusiasts of all sorts, from hunting and hiking to biking and birdwatching. In addition to improving the quality of life of residents, improving parks and connections between recreation areas will also enhance visitor and tourist experiences, thereby bringing more economic activity to the area.

### WHAT WE HEARD

*“I would like to see a paved path... connecting the entire town. This path is for walking and bike traffic and doesn't necessarily follow the road. It is a place to be healthy and encourage an outdoor community.”*

*“The parks here need some serious love.”*

*“I would like to be able to go to parks that are nicely thought out and developed.”*

# GOALS AND OBJECTIVES

## Plan Element II: Linking Parks to People



### Objectives

- 1 Provide beautiful parks within a five minute walk of all residents
- 2 Provide residents with a multi-purpose trail system that uses riparian corridors and road right-of-ways to link parks, open spaces, and cities within the county
- 3 Incorporate and promote natural features such as floodplains, wetlands, and woodlands as passive recreation areas
- 4 Create a town square or downtown park to serve the downtown and surrounding neighborhood



Flint Hills Nature Trail is one of Lyon County's regional parks.



Whittier and Fremont Park are two of Emporia's many neighborhood parks.



White Memorial Park, a pocket plaza located downtown

## WHAT WE HEARD



All areas in the city are adequately served by parks.



When asked for their level of agreement regarding how well the community is served by parks, the majority of respondents agreed that Emporia was adequately served. This aligns with the analysis on the following page which shows park accessibility using a 1/4 mile walk as a measure.

# PLANNING PATTERNS

## Plan Element II: Linking Parks to People

Planning patterns, in conjunction with goals and objectives, serve as a tool to help guide and implement development decisions. These patterns were developed through a participatory planning process with the community and should inform future approval processes.



Defined plazas and framed parks

1

### Defined Plazas and Courtyards

Defined plazas and courtyards provide spaces for people to gather. In both cases, building fronts will define the edge of the space, with windows overlooking the public space. Edges have places for people to sit under deciduous trees; the central space has crossing paths for pedestrians that enliven the place. Building entries face the plaza and sidewalks are connected on at least one side of the street, allowing people to easily enter and exit.

2

### Framed Parks

Framed parks are similar to defined plazas and courtyards in that building edges can bound the site. They can also be bordered by public roads and perimeter trees to define space. They require that building fronts face the park, even from across the street — providing connection between people in the buildings and the park, thereby increasing the safety of the park by improving the opportunity for homeowners to naturally survey the activities that are going on in the park. Framed parks have programmed areas such as disc golf courses, playgrounds, and horseshoe courts, as well as places to sit. Views are framed into and out of the park through the arrangement of the trees, vantage points, and street design, providing visual connection for people. Further connection to the park is achieved by connecting sidewalks to the park edges. Sidewalks connecting to parks should be on one side of the street at a minimum.

3

### Regional Parks

Regional parks are large parks that include multi-use fields and play areas sited next to adequate parking for users. These parks are linked to the community, as they are easily accessible by foot, bike, bus, and car. Comfort stations, such as public restrooms, are built within regional parks as well due to their size and frequently remote location.

Regional park and natural area



# IMPROVING LYON COUNTY'S TRAIL NETWORK

**T**rails and greenways provide opportunities for physical activity to improve fitness and mental health, improve livability through community identity and tourism, and preserve and restore open space. Trails can also be designed as a soft surface (dirt, wood chips) or hard surface (concrete, asphalt, crushed stone) trail based on preference, intended users, and construction and maintenance costs. Additional connections to regional trail systems, such as the Santa Fe National Historic Trail in adjacent counties should be considered.

**RAILS-TO-TRAILS CORRIDOR**  
 A rails-to-trails corridor is a conversion from abandoned railroad tracks to biking, hiking, walking trails. Lyon County and northern communities including Admire, Allen, and Bushong benefit from the Flint Hills Trail, a 23.4-mile existing rails-to-trails corridor. Abandoned rail corridors serve as prime candidates for biking and walking trails due to their generally flat terrain and potential tourist activity through existing communities.

**RIPARIAN TRAIL CORRIDOR**  
 A riparian trail corridor generally follows a river, stream, or creek to provide both recreational and natural resource preservation opportunities. With its location at the confluence of the Neosho and Cottonwood Rivers, the community is poised to take advantage of these river corridors and other streams as trails or greenways.

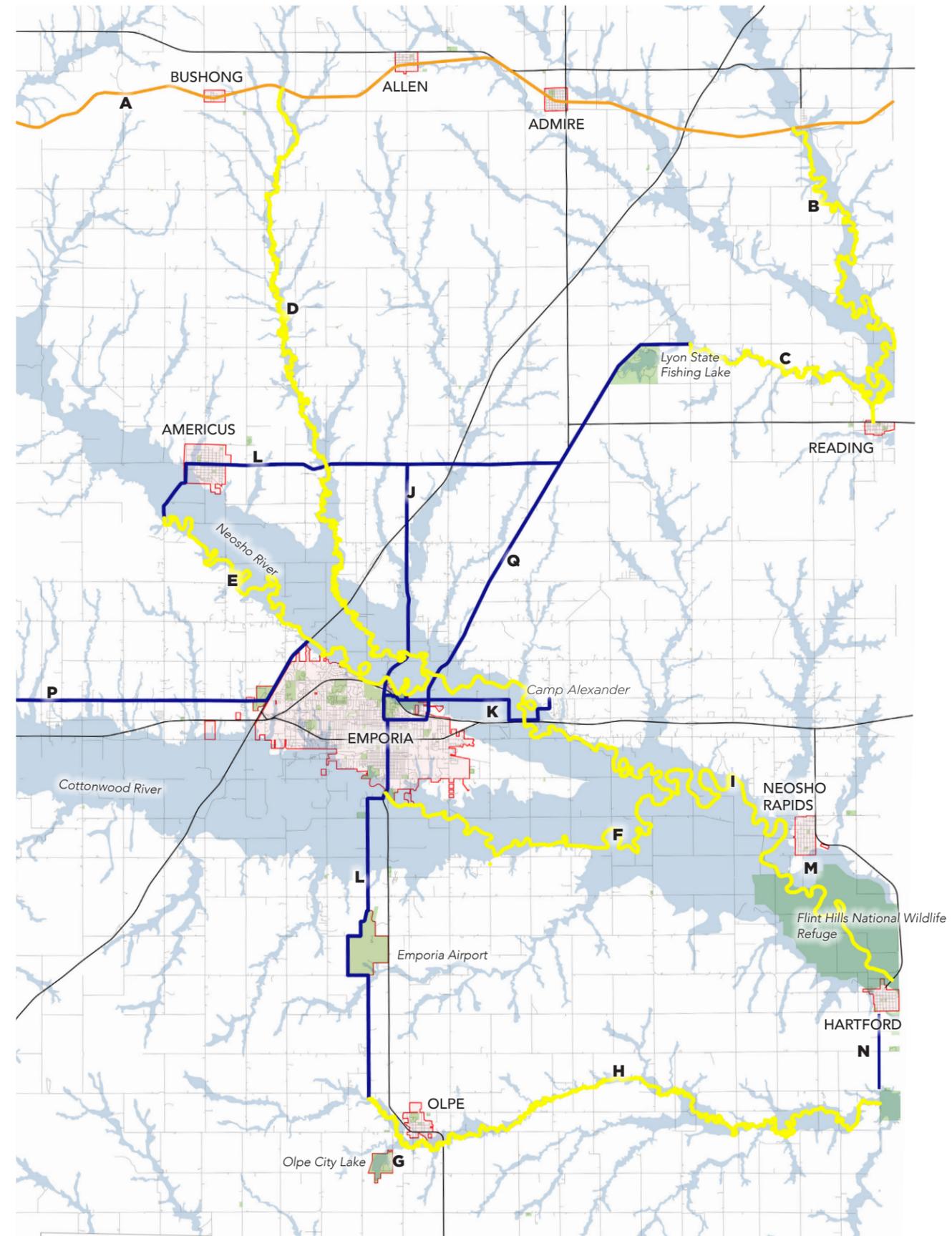
**RIGHT-OF-WAY TRAIL CORRIDOR**  
 A right-of-way trail corridor generally follows roadway right-of-way or a utility easement to provide multi-modal opportunities. Right-of-way trails can take forms such as wide paved shoulders or off-road gravel trails depending upon available right-of-way and community preferences.

Trail	Map Letter	Miles
<b>Rails-to-Trails Corridor</b>		
Flint Hills Nature Trail	A	23
<b>Riparian Corridor</b>		
Miller Creek	B	18
Duck Creek	C	9
Allen Creek	D	31
Americus Loop Trail	E	16
Cottonwood River (east)	F	20
Olpe Lake	G	1
Eagle Creek Trail	H	16
Neosho River	I	13
<b>Right-of-Way Corridor</b>		
Burlingame Triangle Trail	J	11
Camp Alexander Trail	K	5
K-Street Trail	L	7
Neosho Rapids Trail	M	2
Hartford South Trail	N	3
K Street Trail	O	9
Plymouth Trail	P	8
Burlingame Trail	Q	13
TOTAL		213



## BENEFITS

Benefits associated with a connected trail network include income generation from tourism on trails, increased public health and healthcare savings, more attractive and safe communities with increased property values, greater county connectivity, community cohesion, greater ecological health along riparian corridors, and the preservation of open space.



The Dirty Kanza (opposite) has helped raise interest in creating an interconnected trail network for Lyon County. (Image source Creative Commons)

## TRAIL NETWORK

# FLOODING AND SAFETY ON LYON COUNTY TRAILS

Trail building and design must address environmental concerns as well as user experience. By proposing trails in ecologically sensitive flood zones, a remote location, and in an agricultural area, a unique planning opportunity is presented. In order to execute a plan successfully that addresses the below issues, several steps need to be taken.

## Flood Mitigation

Successful riparian trail corridors are designed to withstand flood events and can help educate the public about critical ecological functions. Initially, corridor conditions and drainage should be thoroughly investigated so the trail can be designed to lower the risk of flooding by siting as much of it as possible outside of the primary flow of water. Trail crossings should be minimized and access to streams and rivers should be placed at strategic locations. By siting a trail in an area with steeper side slopes users are more confined to the trail, preventing erosion. Placing barriers along trail edges can also prevent human-caused erosion in places where steep side slopes are not present. Additionally, a trail should follow existing grade and rock can be placed around the trail to cut the water volume in areas that are at risk for more frequent flooding.

Stabilizing banks by adding to existing native riparian vegetation and placing barriers along trail edges can also control erosion. Mowing and non-native plants should be avoided due to the cost of maintenance and reduced ability to control erosion.

The most resilient and ADA accessible surface to use in these areas is concrete with transverse saw cuts to relieve pressure, although it is initially expensive to install. Asphalt can also be used with a deep base and a turn below finished grade but is less durable and requires more upkeep. Also, boardwalks can be used in areas that receive a high volume of water, although they should be used sparingly due to their high installation price and continual maintenance. Gravel, while initially inexpensive, requires replacement after erosion from flood events and pollutes the river, so it should also be used sparingly. Waterbars, or small channels that allows water to flow across a trail, and other measures should be used to route runoff away from the trail. Wet soils should be bridged and steep slopes should be avoided.

Signage should also be used along riparian trail corridors to both educate and warn users about flood cycles.



The Poudre River Trail Corridor is an excellent example of designing to mitigate flooding. (Image source Poudre River Trail Corridor, Inc.)

## POUDRE RIVER TRAIL CORRIDOR GREELEY, COLORADO

Examples such as the Poudre River Trail Corridor, a 21-mile long paved recreational trail in Weld County, Northern Colorado has implemented several flood mitigation strategies. The path is paved, cutting down on chances of the trail completely washing away. Barriers are found on either edge of the trail to keep trail users on the trail, the trail is sited along the existing grade and well away from the river's edge, and native plantings are used to stabilize stream banks.

## Safe Greenways

Greenway trails have documented low crime rates (Love 2005). However, to make users feel safe in remote areas, a few things can be done. Vegetation can be managed to reduce the perception of fear or crime. Dense, naturalistic vegetation along one side of a trail is not perceived as unsafe as long as the other side is visually open. Also, by providing 100 feet of both forward and rear visibility on trails where possible, people can see farther, helping them prepare for passing slower moving users in safe ways.

## SOUTH PLATTE RIVER GREENWAY TRAIL- NORTH DENVER, COLORADO

The South Platte River Greenway Trail shows how visually open greenway spaces help to make users comfortable in their environments, to one side of the trail there is denser vegetation but the other side is open. Additionally, there are long sightlines for users.



The South Platte River Greenway Trail illustrates the success of creating comfortable and safe feeling greenways. (Image source Chris Loftus)

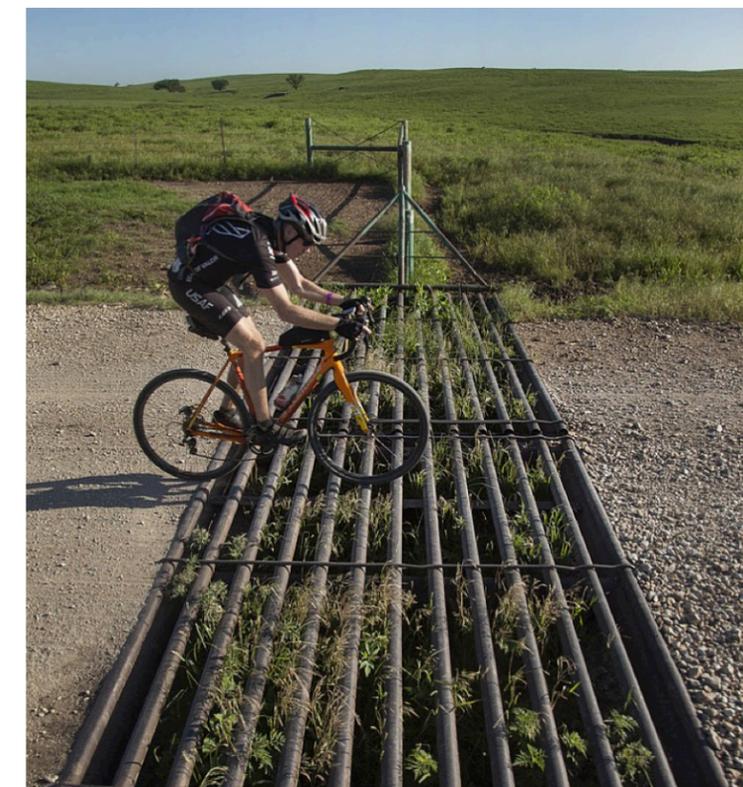
Planning for regional trails in areas where there are farms and ranches can be very successful if the proper steps are taken. (Image source Flickr)

## Farms and Ranches

The successful integration of regional trails and rural land uses, such as farming and ranching, relies on common sense. When planning the details of the execution of a trail, make sure to coordinate with property owners to ensure that privacy and the delineation of public and private land is appropriately defined and maintained. Public land and right of way should be used, and dividing farms should be avoided. Trails should be built away from barns, homes, and crops or anything else that can be looted or vandalized. If a trail must run close to private property, delineate the trail through buffers like space, low-maintenance native vegetation, terrain elevation or dikes, and gates or cattle guards and fences can be used when necessary. Gates should be integrated minimally to ensure that livestock cannot get out and signs should require that dogs should be leashed. Surface water runoff should be properly handled appropriately that does not interfere with current irrigation techniques.

## FLINT HILLS NATURE TRAIL LYON COUNTY, KANSAS

The Dirty Kanza has already shown how negotiating between private property owners and recreational users can work in Lyon County. Cattle guards are navigable by bike and solve the problem of gates accidentally being left open by trail users.



# NEIGHBORHOOD PARKS

*Accessible parks serve the whole community*

Emporia currently has 18 park sites with a total of 325 acres, according to the Parks System Performance and Amenity Assessment, 2014. The National Recreation and Parks Association (NRPA) sites a typical ratio for cities as 9.6 acres of parkland per 1,000 residents. Emporia currently has 13 acres per 1,000 residents. However, not all of these parks are in good condition or accessible to the whole community.

The 2014 assessment showed 11 out of 18 parks rated as being in fair or poor condition.

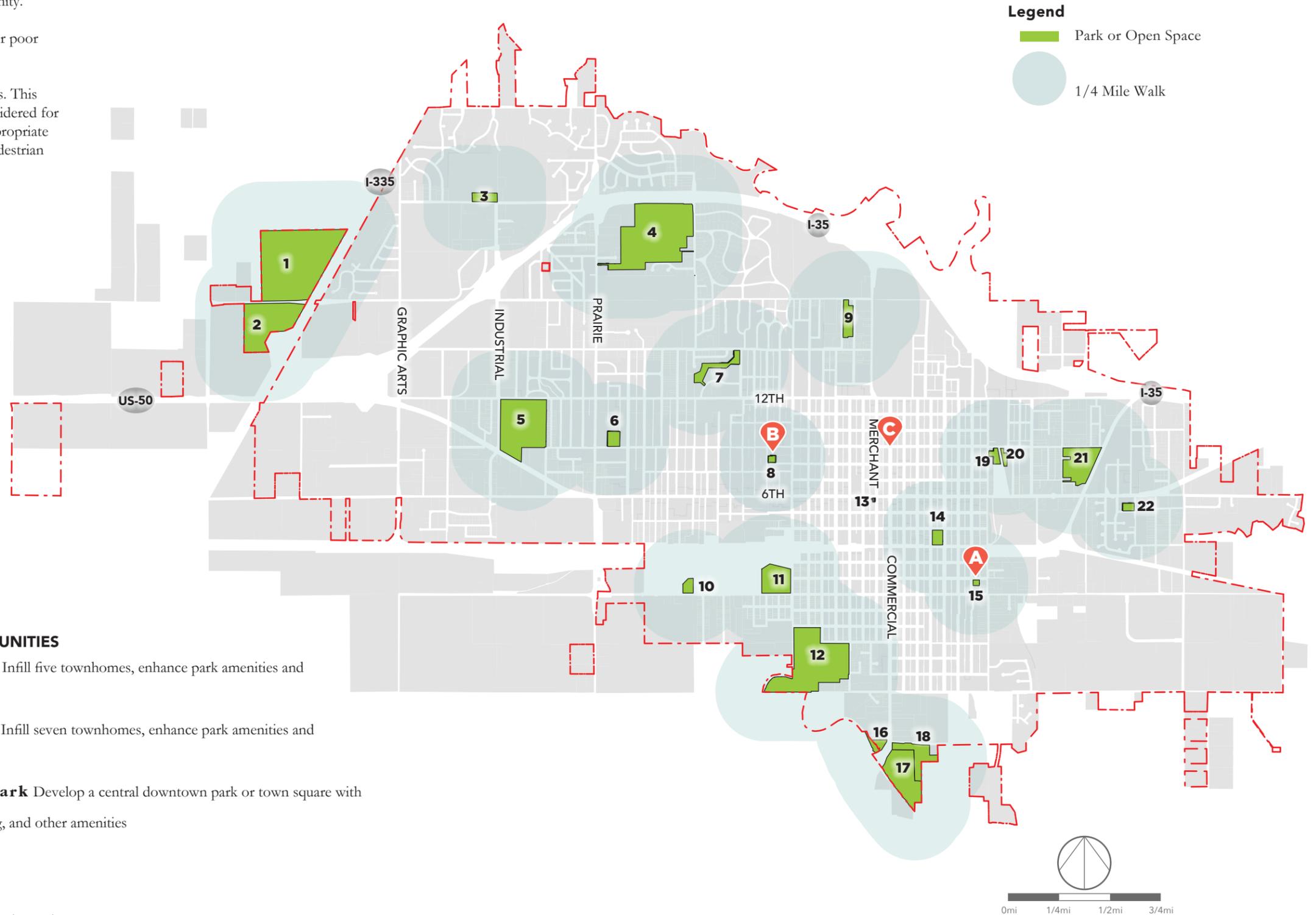
The map to the right shows a 1/4 mile walk circle around existing parks. This illustrates under-served neighborhoods and areas which should be considered for future parks. For example, a town square or central green would be appropriate in the downtown area to serve local residents as well as enhance the pedestrian environment.

## PARKS & OPEN SPACE

- 1 Jones Aquatic Center
- 2 Tri County Soccer Association
- 3 Dryer Dog Park
- 4 Jones Park
- 5 Lyon County Fairgrounds
- 6 Woodland Park
- 7 C of E Park
- 8 Walnut Park
- 9 Hammond Park
- 10 Las Casitas Park
- 11 Santa Fe Park
- 12 Peter Pan Park
- 13 William A. White Plaza\*
- 14 Fremont Park
- 15 Quaker Park
- 16 All Veterans Memorial
- 17 Soden's Grove
- 18 David Traylor Zoo
- 19 Eastside Memorial
- 20 Lakeview Park
- 21 Whittier Park
- 22 Urbanside Park

## IMPROVEMENT OPPORTUNITIES

- A** **Quaker Park** Infill five townhomes, enhance park amenities and landscaping
- B** **Walnut Park** Infill seven townhomes, enhance park amenities and landscaping
- C** **Downtown Park** Develop a central downtown park or town square with greenspace, seating, and other amenities



\*Plazas, while public outdoor space, are not considered parks as they do not have open grassy areas

# PARKS IMPROVEMENTS

*Enhancing Emporia's parks improves access to quality green*

During the Planning Charrette, the planning team worked with community members while cross-referencing the 2014 Park System Performance and Amenity Assessment report to come up with the following inventory and improvement opportunities for Emporia's parks.

## JONES AQUATIC CENTER

Jones Aquatic Center, built in 2002, is located Northwest of Emporia on 18th Avenue. The center includes a lazy river, two waterslides, a toddler water playground, an Olympic-sized main pool, a concession area, and a sand volleyball court. It is a good facility, but its location makes it difficult for all members of the community to access. A regular shuttle is recommended during the summer months, at a minimum, and better pedestrian and bicycle connections should be put in place.

## TRYSA SPORTS COMPLEX

TRYSA Soccer Complex was built in 2011 and is across from Jones Aquatic Center. It consists of several differently sized playing fields. Currently there are no restrooms (no sanitary sewer connection), the parking is poor, and stormwater can be an issue. Recommendations include the addition of paved parking on the same side of the street and a pump station for restrooms.

## DRYER PARK

Dryer Park, also known as Buck Fund Dog Park, has two dog play areas, one for large dogs and one for small. There are no paved paths at the park, no sidewalk access, and no facilities. Recommendations include adding sidewalks along the park, see Sidewalk Network Improvements, and the addition of low maintenance seating, such as a wooden bench, in the dog play areas.

## JONES PARK

Jones Park is a popular park for disc golf and also includes facilities for picnicking, fishing, and a playground. Challenges include a lack of internal pathways and the fencing between the park and residential make it hard for neighbors to access. Recommendations include development of walking paths and integrating gates or openings in the fence line.

## LYON COUNTY FAIRGROUNDS

Lyon County Fairgrounds is operated by Lyon County, but is located just off of 6th street in Emporia. It features stables, an area, grandstands, an auditorium, ample parking space for fair activities, and the new Bowyer Community Building. Major improvements have taken place over the 2015-2016 period.

## WOODLAND PARK

Woodland Park is being used for water detention. Recommendations include landscaping and the addition of a structure for shade.

## C O E PARK

C o E Park is a small pedestrian park. Workshop participants described it as "very nice" and its program includes a playground, swings, and a pond. The 2014 Park System Performance and Amenity Assessment also lists a loop trail, the Day Lilly Garden, and a park memorial sign. As it serves the surrounding community well no there are no recommended improvements.

## WALNUT PARK

Walnut Park is a small neighborhood park that includes a swing set, play area, and picnic table. Recommendations include developing a portion of the park to pay for future park improvements, see Making Our Parks Great for a more detailed improvement opportunity.

## HAMMOND PARK

Hammond Park is a popular park in the Emporia park system. It includes pavilions, barbecues, a playground, restrooms, a stone bridge, and half of the park is dedicated to open space. Recommendations include improved parking and sidewalk connections.

## LAS CASITAS PARK

Las Casitas Park is on land that is owned by the Railroad. It includes a play set, pavilion, stage, and covered benches. Recommendations include improving parking.

## SANTA FE PARK

Santa Fe Park includes a skate park and two softball fields. It currently has no sidewalks and the bathrooms and drinking fountain were broken at the time of the site visit. The skate park is in good condition, but adding sidewalks for pedestrian access, improving the parking, opening the restrooms, and fixing the drinking fountain are recommended.

## PETER PAN PARK

William Allen White donated Peter Pan Park, in memorial of his daughter. It is a large park, with historic monuments, a boathouse, lake, amphitheater, William Allen White Memorial, grape arbor, playgrounds, ball fields, a bocce ball court, horse shoe pits, shelters, and picnic tables. Issues include old equipment and amenities, no ADA access, limited sightlines, limited parking, and lack of an interactive water feature. Improvement opportunities include upgrading amenities and equipment, updating park accessibility by making it ADA accessible and improving parking conditions, cleaning up the lakefront, and installing a splash pad. Some of these improvements are already underway.

*space for the whole community*

## FREMONT PARK

Fremont Park has a pavilion, train, playground, metal tables and benches, lighting, sidewalks, and a statue. An identified improvement opportunity is to plant more shade trees along the edges of the park.

## QUAKER PARK

Quaker Park has sidewalks, a basketball court, trees, and is in need of repair. Recommendations include developing a portion of the park to pay for park improvements. See Making Our Parks Great.

## WILSON PARK

Wilson Park is owned by ESU. However, community members use it and consider it an asset to the community. It includes stone/ concrete benches and tables, an entry gate, and lots of trees.

## ALL VETERANS MEMORIAL

The Veteran's Memorial is a small park featuring unique memorial designs incorporating a shelter, helicopter, tank, and memorial plaques. Overall, the park is in good condition, however, improvements could be made by constructing steps and a deck to give fishermen better access to the Cottonwood River.

## SODEN'S GROVE

Soden's Grove is a 30-acre park that features a baseball diamond and David Traylor Zoo as well as being a community park with ample shade. Issues would be improved with the replacement of the small shelter and upgrading the restrooms. The zoo is a great amenity within the park. New amenities next to the train station, a large pavilion, and destination playground would also improve the overall experience for local residents.

## DAVID TRAYLOR ZOO

David Traylor Zoo is located within Soden's Grove and is operated by the City of Emporia. The zoo/botanical garden could be improved by incorporating the Soden's Grove train and tree grove that lies just southeast.

## LAKEVIEW AND EASTSIDE MEMORIAL

Lakeview and Eastside Memorial Park are adjacent parks separated by a dead-end railroad track. They could function together as a larger green space if better connections were made. Eastside Memorial includes a playground, a pavilion, sidewalks, parking, and benches. Recommendations include the addition of better signage and a pedestrian path or sidewalk to connect the two parks.

## URBANSIDE PARK

Urbanside Park has a tall grove of trees around an open space, tables, and benches. Improvement opportunities include better signage and updated seating and picnic tables.

## WHITTIER PARK

Whittier Park is used for T-ball and softball and includes a large open space. Recommendations include the addition of a dog park, walking path, and small playground equipment for younger kids.

Emporia's parks provide many amenities for the community.



# MAKING OUR PARKS GREAT

## Specific park infill projects

Parks are not just places, destinations, or playgrounds. They are important to the fabric of the community. This is because parks serve everyone - irrespective of gender, ethnicity, age, or financial status. Developing or redeveloping a park or open space can be a catalyst for revitalizing a neighborhood and community. This section illustrates the redevelopment of two parks: Walnut and Quaker. The plans propose developing a portion of each park to fund the redevelopment and enhancement of the existing park space.



Walnut Park's spacious grassy area provides open space to relax or play.

### Walnut Park

The underused north edge of Walnut Park becomes a parcel for up to seven townhomes with tuck-under parking access off of the existing alley. Tuck-under parking allows for smaller lots to be used, and parking in the alley ensures that the townhomes will have porches facing the park. The single-family, attached homes would allow for heightened visibility of the park, a concept known as 'natural surveillance.' Natural surveillance, a term from "Crime Prevention Through Environmental Design," relies on the ability for people who might be about to commit a crime to feel vulnerable to being caught because of the risk of detection and apprehension due to heightened visibility from homes or places of work into a place where a crime might take place. Ways to promote natural surveillance include low landscaping, street lights, street designs that encourage pedestrian use, doors and windows that look out onto streets and parks, see-through barriers, and front porches.



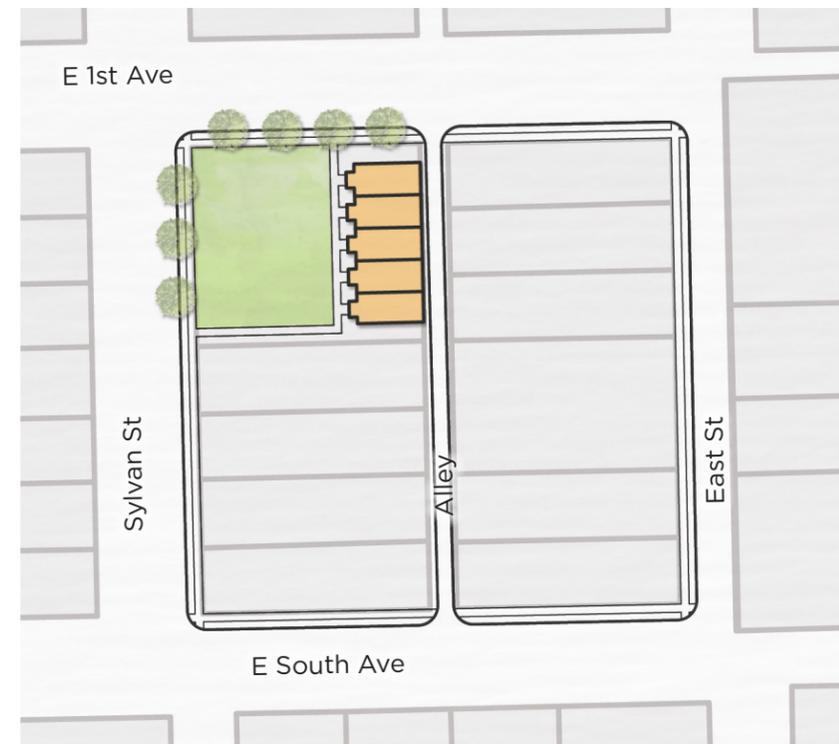
WALNUT PARK EXISTING CONDITIONS



WALNUT PARK REDEVELOPMENT PLAN



QUAKER PARK EXISTING CONDITIONS



QUAKER PARK REDEVELOPMENT PLAN

### KEY FINDING

According to several studies compiled by the American Planning Association, parks provide many economic benefits to a community in addition to their environmental, aesthetic, and recreation benefits. A well-maintained and quality park can positively affect property values, increase municipal revenue, and attract home-buyers. Improving neighborhood parks like Walnut and Quaker will often prove to be a good financial investment for the city as well as attract new residents to the community.

### Quaker Park

During the planning process, Quaker Park was identified as underused and unkempt. In order to improve the park, the east edge becomes a parcel for up to five townhomes with tuck-under parking accessed off to the existing alley. The revenue from the sale of the property could be used to maintain and enhance the park as well as add amenities. By adding homes that face the park, natural surveillance is increased, which improves safety within the park and makes it a more attractive public space.

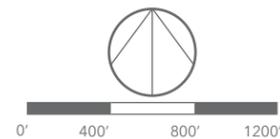
# DOWNTOWN PARK OPPORTUNITIES

A well-designed central greenspace gives residents and

visitors a reason to enjoy downtown

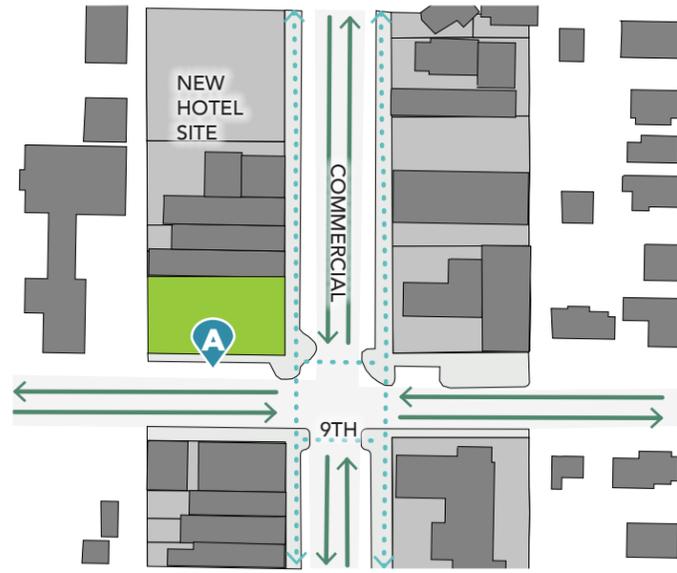
The downtown area of Emporia is currently under-served by greenspace. Central greens, parks, or town squares help to enhance the beauty and walkability of the area. It can honor the unique identity of the city and provide a place for gatherings, the farmer's market, and special events. A park in downtown benefits health and safety, providing people with more reasons to walk and socialize.

## DOWNTOWN PARK OPPORTUNITY SITES



### A Pocket Park

The building on this parcel was recently removed and could now be used as a small park along Commercial.



### B Library Park

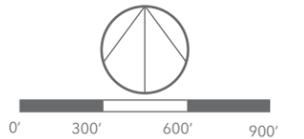
This parcel is currently an underused parking lot and is owned by the City. While not on Commercial, the location sits across from the public library and close to White Auditorium and is large enough to hold the farmer's market and other events.



Conceptual rendering of the town square; Commercial Street and 9th Avenue, looking north

### C Town Square

The town square is ideally located in the center of downtown, creating a focal point to attract more shoppers, walkers, families with children, and seniors to the downtown. It is within walking distance of anchors such as ESU, government offices, and other large businesses and restaurants. The surrounding parking can serve the whole downtown. This improvement assumes truck reroute from Commercial Street to Merchant Street.





## CONNECTING COMMUNITIES

Connecting communities requires consideration of multiple modes of transportation including vehicles, transit, bicycles, and pedestrians as well as movement of people and goods by truck, railroad, and airplane. This section identifies opportunities to enhance connectivity of existing and future development of the urban and rural transportation system.

### WHAT WE HEARD

*“...alternative transportation modes between Emporia and Americus and Emporia and Olpe. This would be an extra wide sidewalk for cyclists, walkers, joggers etc. The transportation lane would be set off to the side of the current highways. This would connect the north with the south in a safe manner for those for those who are not using motorized transportation methods.”*

*“ We need good public transportation... and affordable, accessible connections ”*

*“...dedicated bicycle lane (separate from vehicles) for recreation and also safe transportation to various areas of the city on bicycles.”*

# GOALS AND OBJECTIVES

## Plan Element III: Connecting Communities



### Objectives

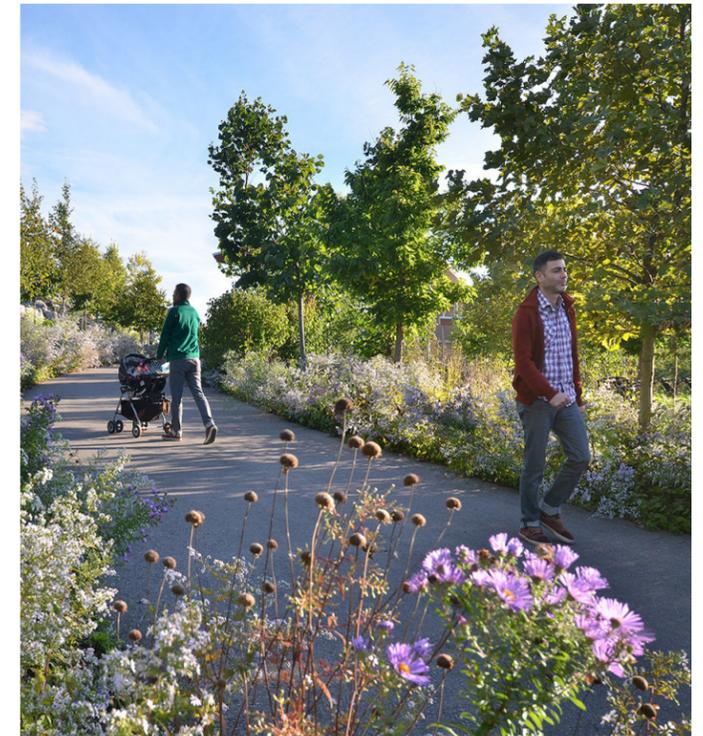
- 1 Create a connected grid network of streets that reflects travel demands
- 2 Build multi-modal corridors through Complete Streets to offer safety, health, economic, and environmental benefits
- 3 Build sidewalks on both sides of the street on arterials and collectors and on at least one side of the street on local roadways and across major barriers (bridges, tunnels, rail crossings)
- 4 Create safe routes to schools that enable and encourage students to walk, bike, or use other forms of active transportation to and from school



Creating safe routes to schools.



Connecting the bicycle network (Image source Dan Pelle, AP)



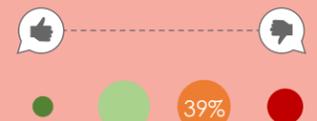
Improving pedestrian access to parks (Image source Michael Van Valkenburg Associates)

- 5 Improve pedestrian access to parks and community centers to foster active, healthy lifestyles and social interaction.
- 6 Build bike lanes, 'sharrows,' and bike paths to create a well-connected bicycle network throughout the community
- 7 Use transit-oriented development patterns near major destinations to promote the frequent and regular use of transit
- 8 Leverage critical rail activity to support economic development while preserving neighborhood character and value through quiet zones
- 9 Provide airport infrastructure to meet the aviation needs of the community

## WHAT WE HEARD

All areas of the city are adequately served by public transportation.

When asked for their level of agreement regarding how well the community is served by public transportation, the majority of respondents disagreed that Emporia was adequately served.



# PLANNING PATTERNS

## Plan Element III: Connecting Communities

Planning patterns, in conjunction with goals and objectives, serve as a tool to help guide and implement development decisions. These patterns were developed through a participatory planning process with the community and should inform future approval processes.



City boulevard

1

### Mixed-Use Transit-Oriented Nodes

Mixed-use transit-oriented nodes are created where there are already important destinations, such as markets, schools, and other public facilities, and in areas identified as places where more intense development can occur. Nodes are places where transit routes cross. Stops should be ½ mile apart from one another and bike parking should be provided at nodes. These policies help support multi-modal transportation and connectivity for pedestrians and cyclists.

2

### City Boulevard

A city boulevard acts as an arterial for a community. The heart of a boulevard is a central green median that allows space for a left-hand turn lane and a bike lane in both directions. On either side of the street there is appropriate lighting, so the street feels safe to travel on. Pedestrians have protected crossings, such as signaled or well-signed crosswalks, and the buildings on either side of the boulevard have main entrances facing the street. Parking is behind the buildings to enable buildings to flank the street, creating a sense of place for pedestrians and slowing cars to increase safety. Regularly spaced street trees further calm traffic and offer shade and shelter, creating a more comfortable pedestrian environment. Large trees often also increase property values. An 8' wide parking lane is often present on either side of the boulevard, which allows for a widened buffer between the pedestrian zone and vehicular zone as well as on-street parking to access retail.

3

### Avenues

Avenues are three-lane streets that include a central median with a left-turn lane and bike lanes on either side. On-street parking is optional, depending on the surrounding context. Planting strips and street trees buffer the sidewalk from vehicular traffic, and buildings frame the edge of the streetscape. Additional parking is behind these buildings.

4

### Main Streets

Main streets connect people within the community by creating a commercial and public central core, and each community in Lyon County should have a strong one. Main streets are two or three lanes depending on the context, with parallel parking on both sides. By closing gaps in the street with infill buildings, historic main streets can be revitalized. Additionally, by using sidewalk-buildings, mixed-use buildings, and multi-story buildings, main streets can bring multiple uses and diverse users into a condensed area, strengthening the core. Spaces should be made for pedestrians and shoppers on main streets by including space for wide sidewalks (approximately 15' - 20' wide) which allows for groups of people to pass each other as well as room for sidewalk café tables and other activities. Shade from street trees creates a more comfortable atmosphere for pedestrians—lending a cooler atmosphere in the heat and providing protection from the elements during the rain. Refer to the complete streets pattern for more planning practices for main streets.

Main street with parallel parking



# PLANNING PATTERNS

## Plan Element III: Connecting Communities



Street grid with connected alleys

5

### Connected Alleys

Connected alleys should be built in new residential and commercial areas, to follow the historic alley pattern that is found in downtown Emporia. New alley dimensions should also follow the measurements of the historic alley type. Minimum garage setbacks from the alleys should be consistent, and should be no more than 25’.

6

### Country Roads

A country road carries low-volume traffic, such as people traveling to town from their farms and back. It carries enough regular traffic that it should be graveled or paved, but without a curb and gutter—allowing for grading and swales to carry water off of and away from the road surface.

7

### Street Grid

Existing streets should connect to form a grid like the one in downtown Emporia and other towns in Lyon County. New streets in new neighborhoods should be built to maximize connectivity and dead-ends should be minimized. A street grid should connect with existing streets to increase accessibility to everyday needs and reduce vehicular miles traveled for basic activities.

8

### Visible Gateways

Visible gateways are located at entries to towns and districts and help to announce to people who are coming into town that they have arrived, and should lend a sense of place. Gateways are indicative of the town’s character, they can be made of local stone, be a sign, banner, or other identifying feature. They are appropriately scaled for their context and the speed at which vehicles will be entering town. They are clear, prominent, and concise and should incorporate plantings and lighting.

9

### Connected Sidewalks

Continuous sidewalks should be on one or both sides of the street within towns and cities, depending on the need from the community. A sidewalk should be a minimum of 5’ wide on less traveled streets, and at least 15’ wide on main streets. Sidewalks should be separated from the curb by planting strips on higher-traffic streets and boulevards.

10

### Safe Crosswalks

The first step towards creating a safe crosswalk is to ensure that intersection crossings are clearly striped, helping to signal to cars and pedestrians where a designated crossing is. “Bulb-outs”, or the narrowing of intersections by creating wider sidewalk areas and planting medians at corners, are also used to slow traffic and create a shorter crossing for pedestrians.

Safe and connected sidewalks



# PLANNING PATTERNS

## Plan Element III: Connecting Communities



Wide planting strips

11

### Planting Strips

Along all streets, boulevards, and avenues—except main streets—place a planting strip on either side of the roadway that is at least 6' wide. A planting strip should use low-maintenance grasses, shrubs, or trees that are in the approved landscape standards.

12

### Green Medians

On three to five-lane arterials, such as W 6th Avenue, the middle lane should be converted to a planted median with protected, left-hand turn lanes. Green medians serve as stormwater retention and act as a buffer from oncoming traffic. Median trees and low-maintenance, USDA Hardy Zone 6a-appropriate plantings should be used.

13

### Main Street Bikeways

In-town bikeways, or main street bikeways, are boulevards, avenues, and main streets that carry vehicular as well as bicycle traffic. On busier streets, bike lanes with a 5' width are appropriate to allow for a smooth traffic flow. On low volume and low traffic streets, bikeways are designated by “sharrows”, arrows that mark the paved surface to signal to bicyclists and vehicles to share the road.

14

### Riverfront Bike Paths

Riverfront bike paths are shared with pedestrian traffic. They should be placed along river corridors in both the County and the City. Bikeways will be paved where possible and 10' wide along major parks or higher-use areas.

15

### Country Bikeways

If bike paths in Lyon County follow road alignments, then place them in unused right-of-way. A bikeway should be a minimum of 6' wide along roads and 10' wide if separated from the road. This can include both paved and gravel roads, and should be well signed.

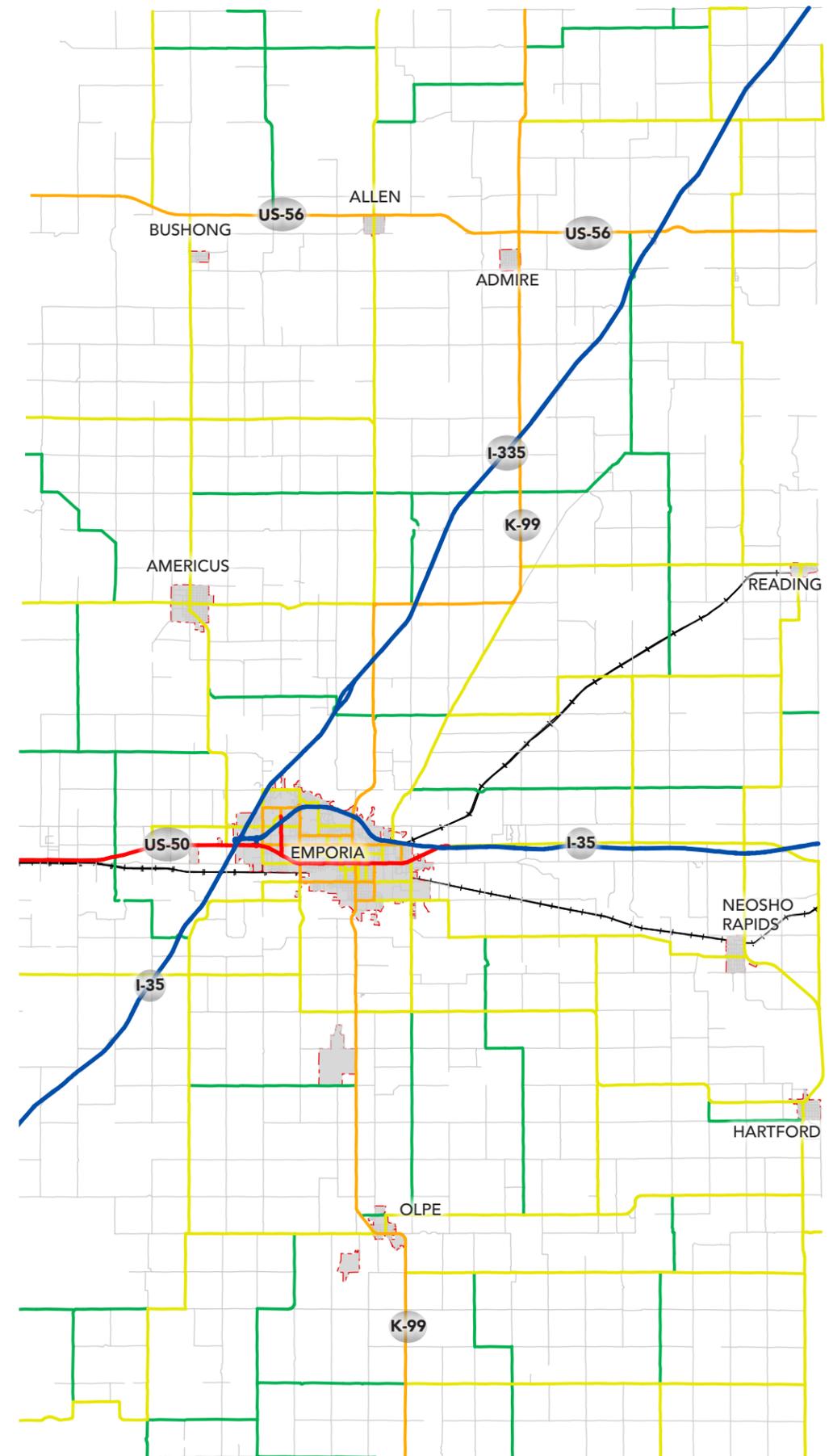
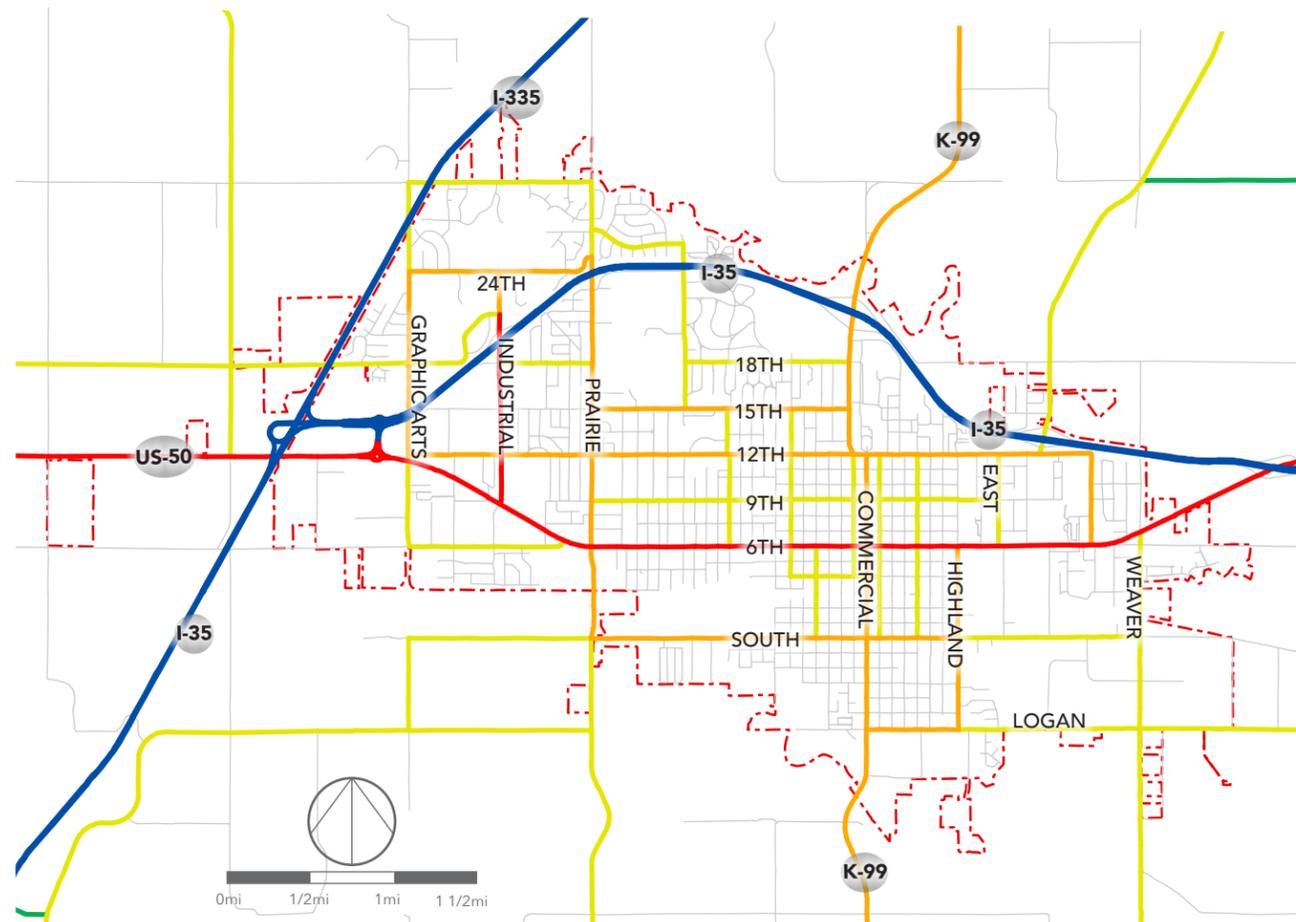
Shared riverfront bike and pedestrian path



# ROADWAY CLASSIFICATION

Lyon County is served by over 1,820 centerline miles of roadway, of which nearly 160 miles is located within the City of Emporia. Each roadway is identified by functional classification, a process by which roads are grouped into classes according to the character of service they are intended to provide. Functional classification is based on two primary travel needs: mobility and access. The following seven classifications are relevant to the City of Emporia and Lyon County:

- **INTERSTATE**  
An access-controlled road whose primary purpose is to provide long-distance trips and mobility between major urban areas.
- **PRINCIPAL ARTERIAL**  
A road whose primary purpose is to provide service for long-distance trips and mobility between major activity centers.
- **MINOR ARTERIAL**  
A road whose primary purpose is to provide service for moderate-length trips and link users between collectors to roadways of higher classification.
- **MAJOR COLLECTOR**  
A road whose primary purpose is to provide service for local trips and link users from local roads to roadways of higher classification.
- **MINOR COLLECTOR**  
A road whose primary purpose is to provide service for rural, local trips and link users from local roads to roadways of higher classification.
- **LOCAL**  
A road whose primary purpose is to provide access between adjacent properties to roads of higher functional classification.
- + + + **RAIL (SHOWN ON COUNTY MAP ONLY)**  
The primary purpose of this transportation type is freight and passenger traffic. Roadways have to yield to rail right of way.

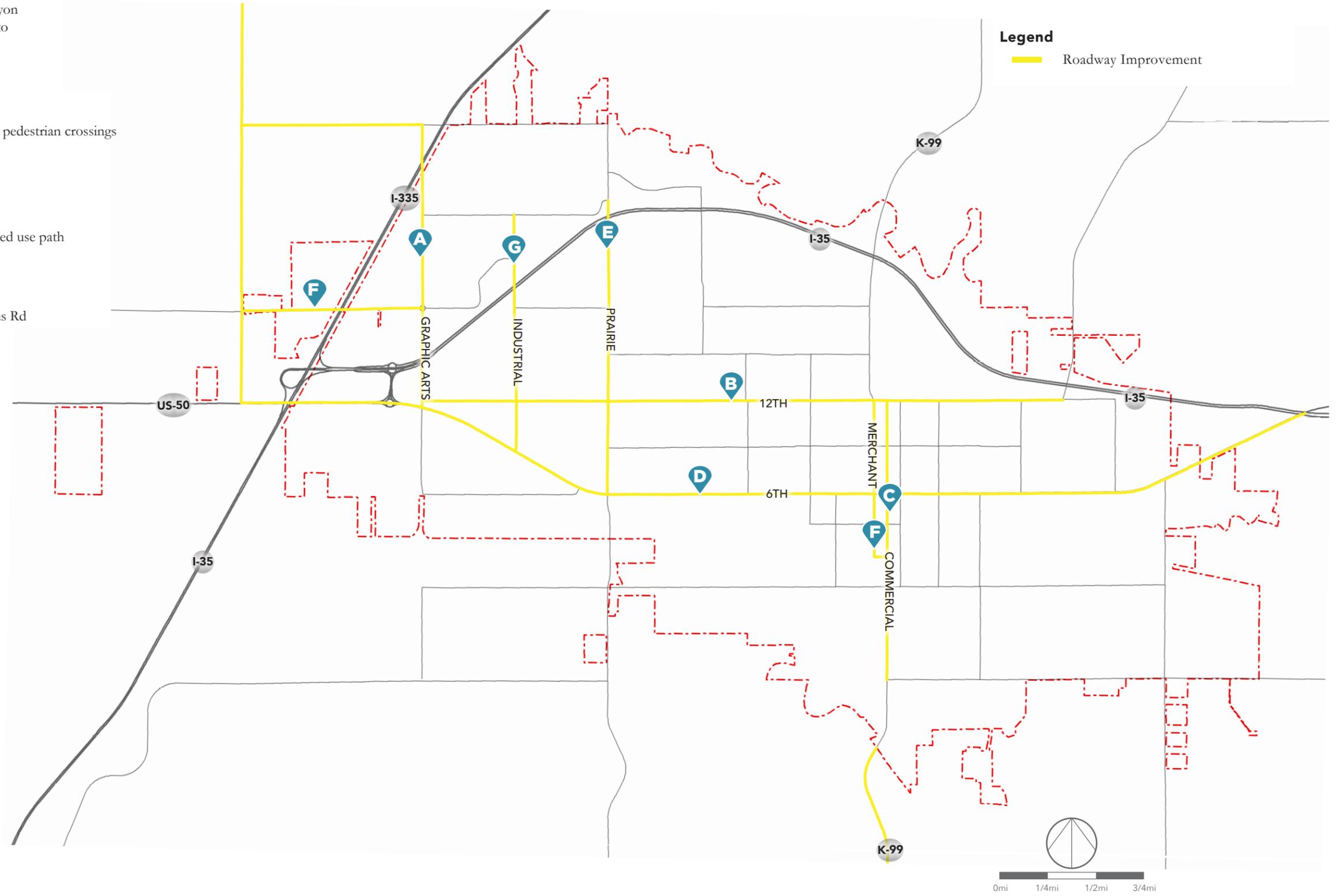


# STREET IMPROVEMENTS

Since most of the street network within the City of Emporia is developed, the major roadway improvements focus upon infill improvements to improve existing corridors in order to balance multiple modes of transportation. As growth occurs in the City of Emporia and Lyon County, roadway upgrades and improvements will be required to accommodate future development.

## IMPROVEMENT OPPORTUNITIES

- A** **Graphic Arts** Street upgrades, add sidewalk, & pedestrian crossings
- B** **12th** Add bike lanes & pavement markings
- C** **Commercial** Street upgrades
- D** **6th** Corridor upgrade
- E** **Prairie** Reduce width of east lane & create a shared use path
- F** **Merchant** Truck route realignment
- G** **Industrial** Corridor upgrade
- F** **18th Avenue** From Aquatic Center to Americus Rd



# STREET UPGRADE OPPORTUNITIES

## Proposed roadway improvements

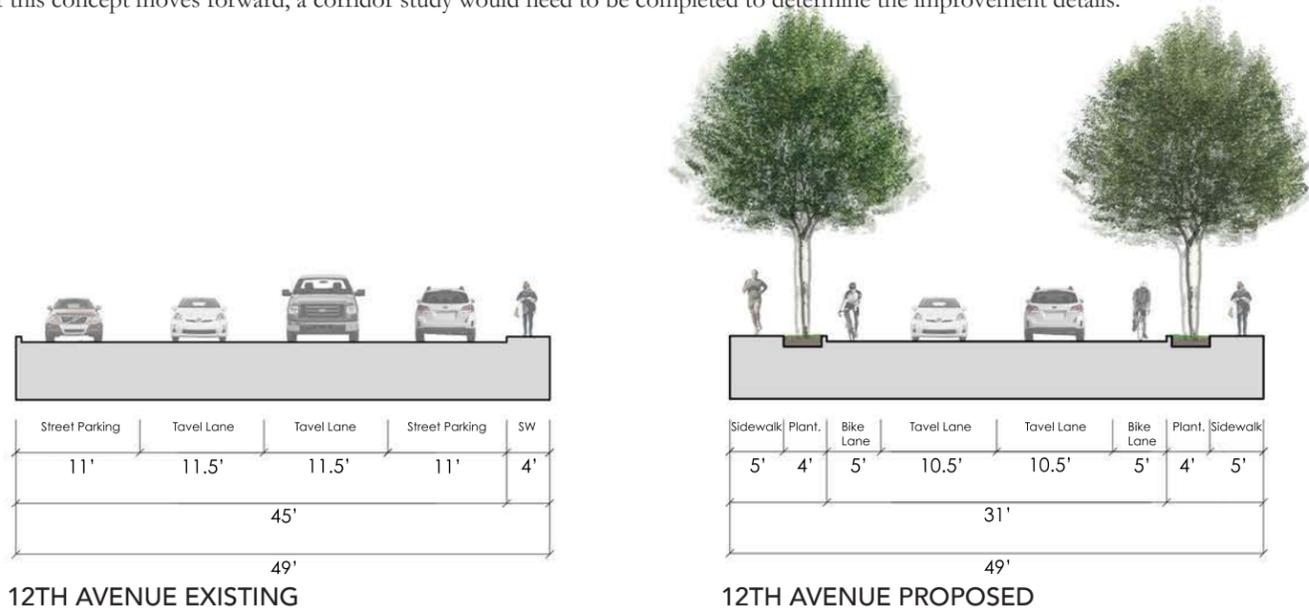


### 12th Avenue Street Section Improvements

The current condition in the selected portion of 12th Avenue lacks adequate sidewalk space and width. Moreover, it has no defined bike lanes or planting strips, which enhance bicyclist and pedestrian safety.

In the concept shown here, the street is converted into a multi-modal avenue with wider sidewalks on both sides of the street separated from bike and car traffic by planting strips. Dedicated bike lanes are provided on both sides of the street. This would be a substantial enhancement to pedestrian and bike safety. It would require the removal of on-street parking in some locations based on the street width.

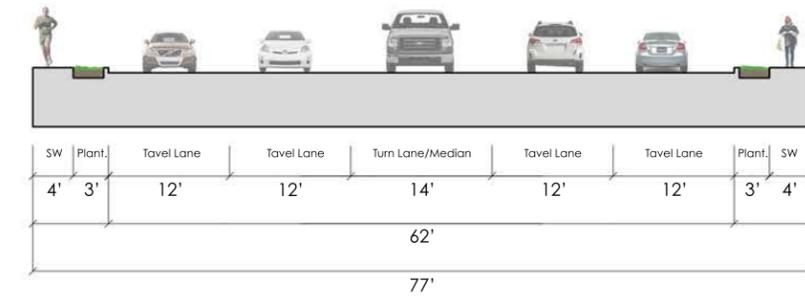
If this concept moves forward, a corridor study would need to be completed to determine the improvement details.



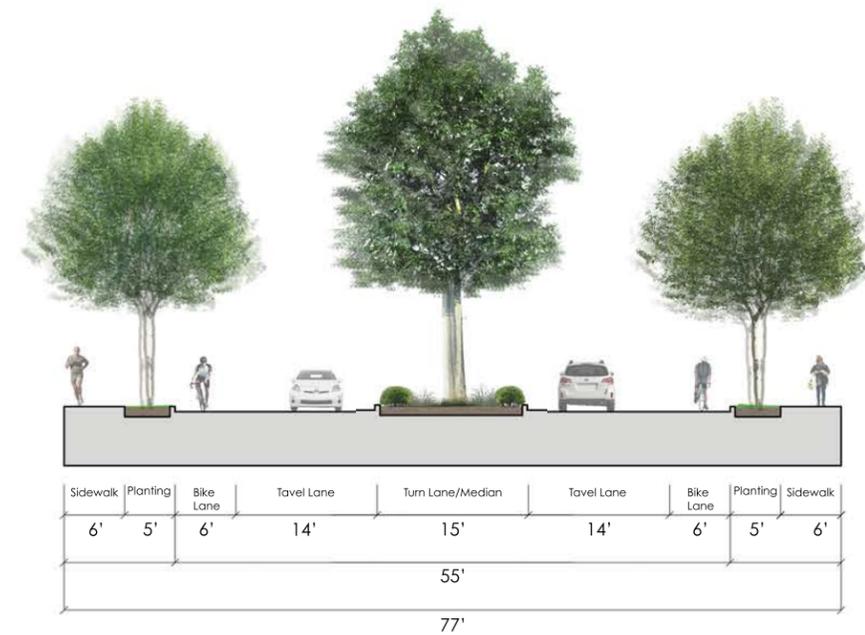
### 6th Avenue Street Section Improvements

The existing condition of the selected portion of 6th Avenue acts as an arterial road rather than a place. It supports low-density, auto-oriented strip development. Given that 6th Avenue is currently a state route, any changes would need to be supported by the Kansas Department of Transportation. While changes shown here could easily occur east of Commercial with limited impact, west of Commercial, major changes would require coordination and approval by KDOT. The City could possibly continue the proposed model for several blocks, which would make the street more attractive for infill development. If the truck traffic were relocated to another east-west street, then more of 6th Avenue west of Commercial could be enhanced per this concept.

In the concept shown here, in sections where the traffic volume is lower, the five lane arterial is converted into a three lane avenue. Sidewalk widths are increased, and include larger 5' planting strips to provide a buffer between the road and pedestrians. The removal of two travel lanes allows for the addition of bicycle lanes on both sides of the street. The street would also have a protected left lane with a landscaped median. This concept would be done in conjunction with an access management program that eliminates redundant curb cuts along 6th Avenue since they present multiple conflict points for vehicle and pedestrian crashes. If this concept moves forward, a corridor study would need to be completed to determine the improvement details.



6TH AVENUE EXISTING



6TH AVENUE PROPOSED

# STREET UPGRADE OPPORTUNITIES

## Proposed roadway improvements

### Commercial Street Section Improvements

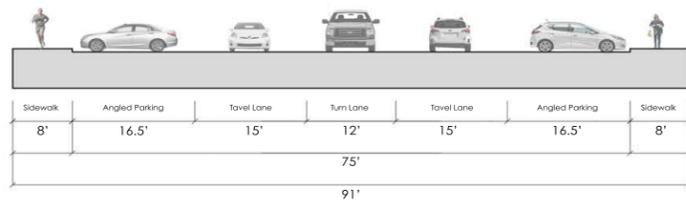
The goal of this draft concept is to convert Commercial Street into a safer more attractive street than can attract even more businesses. As it is currently configured, there is no ability to add a protected bike lane, and sidewalks have limited capacity for street furniture. The current condition of the typical street block has a capacity of 41 parking spaces.

With the proposed street changes, angled parking would be converted to parallel parking. The roughly 40 parking spaces on a typical block would be reduced to approximately 30 spaces. The advantage is that there would be room to place a bike lane on both sides of Commercial and increase the width of the sidewalks to allow for outdoor dining or other public realm uses. The disadvantage is that there would be a loss of some parking in front of buildings. However, with the existing parking behind model, ample parking can be found to make up for the loss of street parking. Also, the center turn lane can be enhanced and safety can be improved by adding landscaped medians and protected left turn lanes.

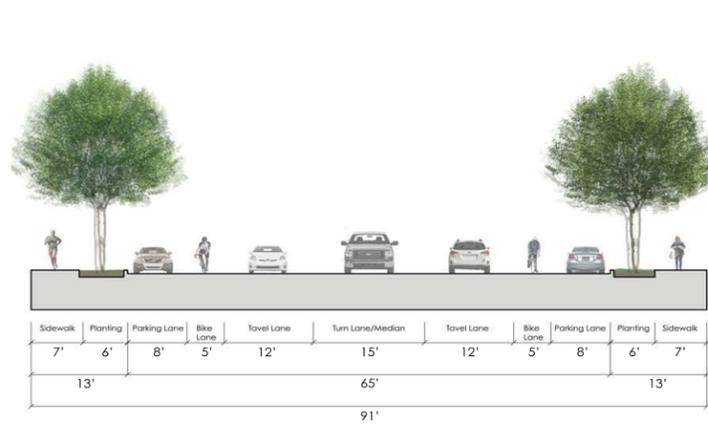
All of this work would be dependent on moving truck traffic off of Commercial Street and onto Merchant Street, which is an idea that has previously been considered by the City. The benefits would extend from the ESU campus to 2nd Avenue. For example, the intersection of 12th and Commercial would be significantly improved from a pedestrian safety perspective since heavy truck and through traffic would be moved to Merchant Street. If this concept moves forward, a corridor study would need to be completed to determine the improvement details and ensure adequate parking exists in the district for all users.



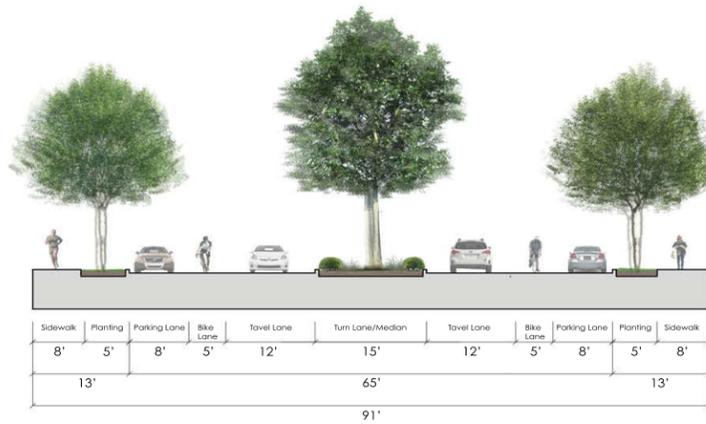
Conceptual rendering of Commercial Street and 2nd Avenue



COMMERCIAL STREET EXISTING



COMMERCIAL STREET PROPOSED ALTERNATIVE 1



COMMERCIAL STREET PROPOSED ALTERNATIVE 2

### Commercial Street Proposed Truck Reroutes

#### A MERCHANT REROUTE

Commercial Street is the current designated truck route through Emporia as the continuation of K-99. Large commercial and industrial vehicles consistently use the main street in downtown as a thoroughfare which has a negative impact on the sense of place and pedestrian safety. The reroute would be between 2nd Avenue and 12th Avenue, and provides a more direct alignment to continue north on K-99.

#### B SOUTH REROUTE

Large trucks coming from the south and going west currently take 6th Avenue. If the truck traffic were rerouted along W South Avenue to Prairie Street, then more of 6th Avenue west of Commercial Street could be further enhanced into a boulevard. This would also improve the main intersection of 6th and Commercial Street.



TRUCK REROUTE OPTIONS



#### Legend

- Truck Route
- Cars and Bicycles
- ... Pedestrians

# LYON COUNTY ROADS

## Improvement opportunities

Since most of the street network within the City of Emporia is developed, the major roadway improvements focus upon infill improvements to improve existing corridors in order to balance multiple modes of transportation. Seven multi-modal roadway improvement concepts are identified below.

### EXISTING CHALLENGES

The US-50 corridor is an east-west principal arterial through the City of Emporia. The roadway is generally a five-lane section with a two-way center turn lane, and then the roadway transitions to a two-way section with wide shoulders as the corridor extends beyond the urban area into rural Lyon County. The US-50 corridor also aligns with the grid network as 6th Avenue for nearly three miles through the city. The corridor is primarily characterized by commercial and industrial uses and passes through the heart of the Main Street district. The commercial character of the US-50 (6th Avenue) corridor lacks consistency and overall identity. Due to previous development patterns, there are also numerous access points and driveways along the corridor that affect traffic flow and the perception of safety. Traffic volumes along the corridor range from approximately 5,000 to 20,000 vehicles per day with heavier truck traffic between the KTA (I-35) and Prairie Street.

### IMPROVEMENT OPPORTUNITY

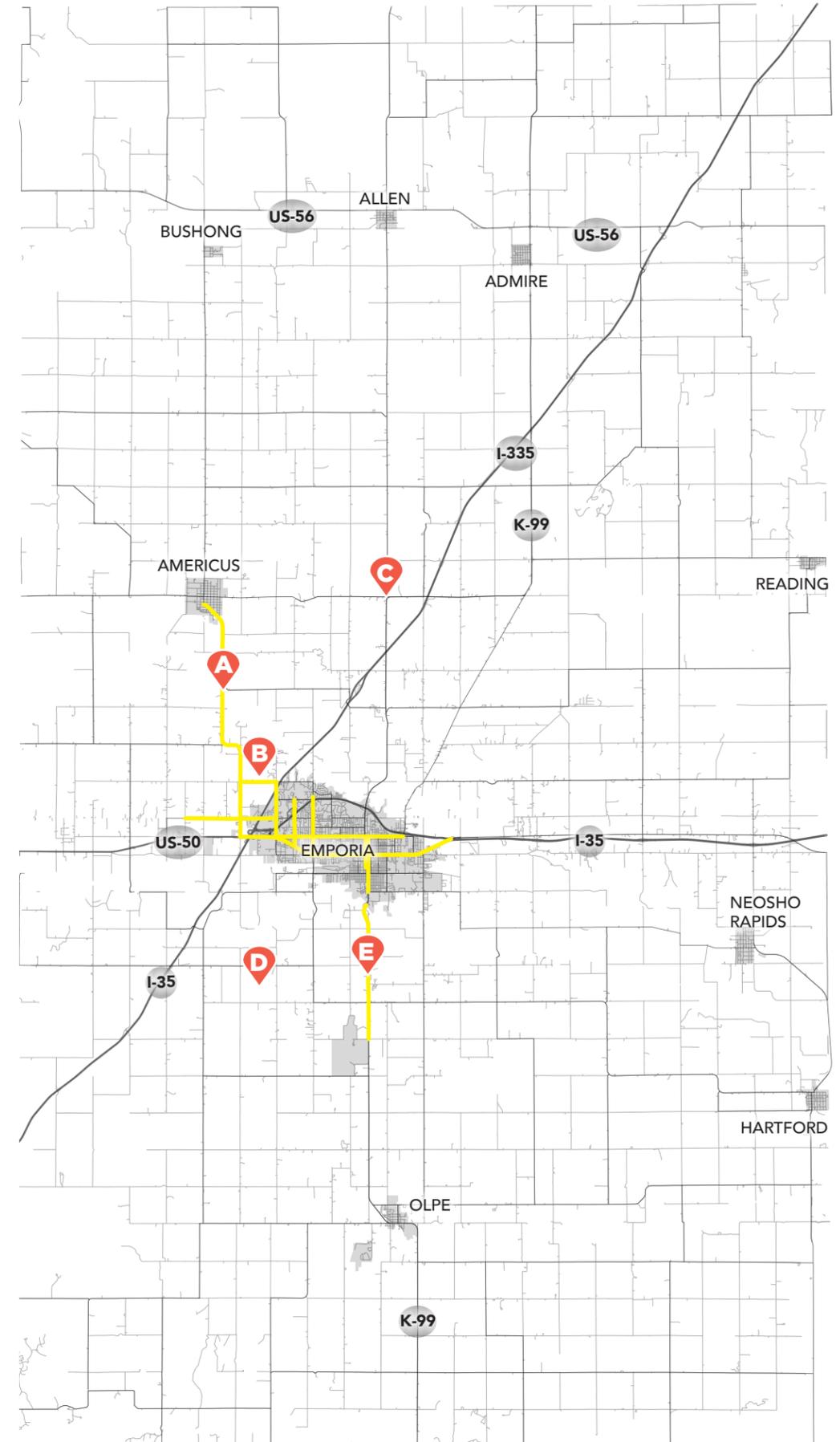
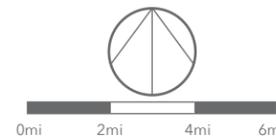
A corridor study of the 5-mile segment through the City of Emporia could identify a cohesive design for the corridor to meet both functional and aesthetic goals. With traffic volumes ranging from approximately 5,000 to 20,000 vehicles per day on US-50 (6th Avenue), a road diet concept could be explored along a segment of the corridor. The road diet concept would enable the existing right-of-way that serves a five-lane roadway section to be re-envisioned as an enhanced corridor with a three-lane section and multi-modal accommodations such as bicycle lanes or improved sidewalks. Based on traffic volumes, the road diet concept would likely be most feasible east of Prairie Street as traffic volumes and truck traffic decreases. The corridor study could also examine revisions to building design standards to encourage pedestrian-friendly design as redevelopment occurs. The building design standards could encourage building frontage closer to the street, shared parking located behind buildings, and consolidation of access points. In addition, beautification efforts such as streetscape improvements (site furnishings, lighting, decorative paving, landscaping) or medians where feasible could enhance the identity and attractiveness of this major commercial corridor. Overall, advantages of a road diet concept include improved safety, operational benefits, bicycle and pedestrian accommodations, and livability enhancements. A corridor study of the US-50 (6th Avenue) corridor would examine the feasibility of potential road diet concepts and associated land use changes to determine the best Complete Streets option for the community. Major road improvements would need to be coordinated and approved by KDOT.

## IN THE COUNTY

MILES OF PAVED ROADS.....	122
MILES OF GRAVEL ROADS.....	1,081
MILES OF DIRT ROADS.....	137
TOTAL MILES OF ROADS.....	1,340
NUMBER OF BRIDGES.....	356
LOW-WATER CROSSINGS.....	37
CROSS ROAD TIMBER CULVERTS.....	12
CROSS ROAD CULVERTS.....	4,206
ENTRANCE CULVERTS.....	4,300
TOTAL CULVERTS.....	8,518

### IMPROVEMENT OPPORTUNITIES

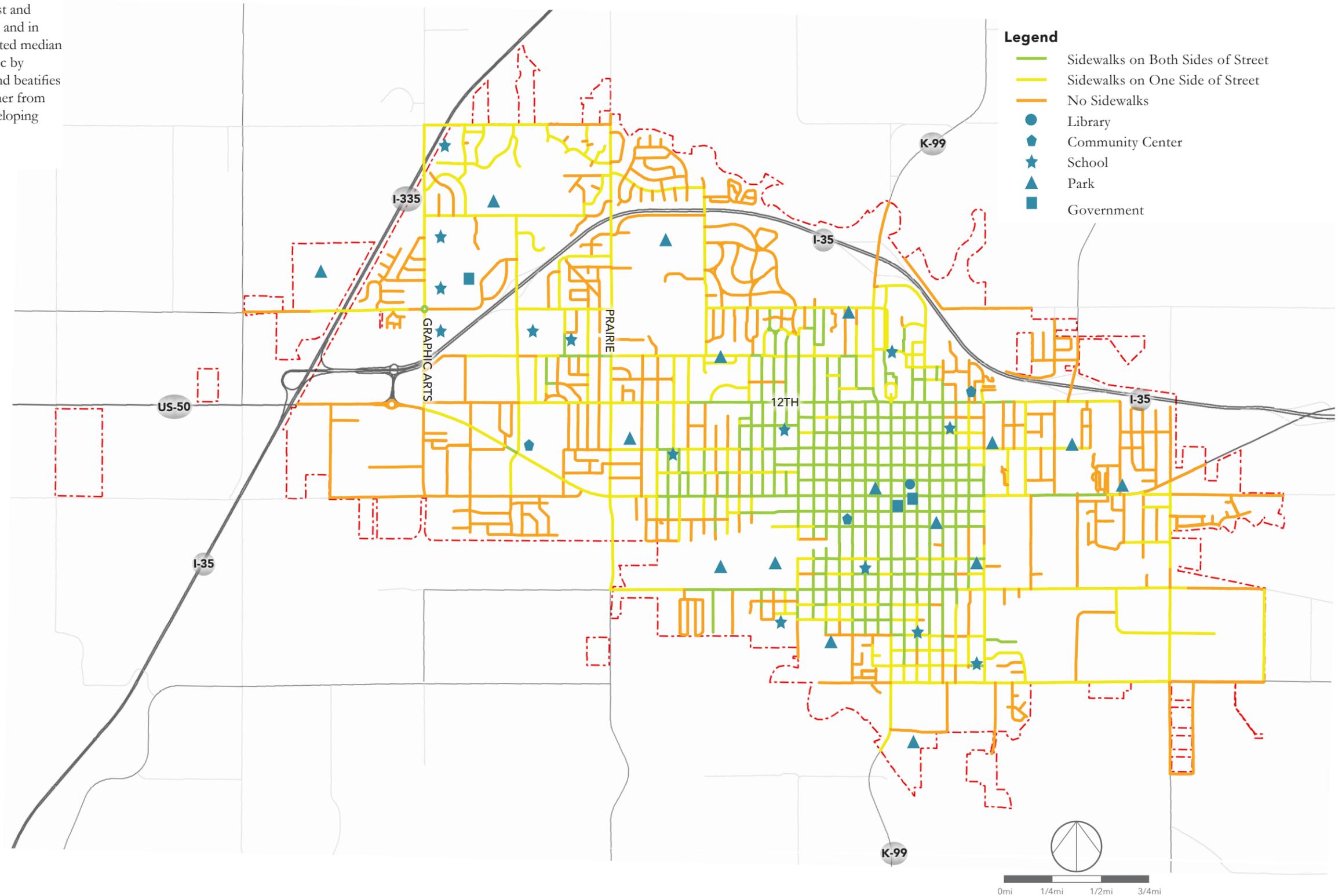
- A Americus Road** Upgrade from Emporia to bridge
- B 30th Avenue** Upgrade from turnpike to Americus Rd
- C K-99 and Road L Intersection** safety upgrades
- D Emergency Route** Upgrade flood reroute
- E K-99** Corridor upgrades south of Emporia



# EXISTING SIDEWALK NETWORK

Sidewalk networks increase transportation options, reduce congestion, improve public health, and increase social interaction. They can also help increase property values and enhance the overall look and quality of neighborhoods. In downtown, the sidewalk network is robust and well-connected. There are sidewalks on both sides of the street, and in most cases the sidewalk is separated from the street by a vegetated median or planter. The planter not only protects pedestrians from traffic by physically creating a buffer, it also helps mitigate stormwater, and beautifies the street. The sidewalk network becomes more disjointed farther from the downtown core. Guidelines to assist the community in developing sidewalk policies are outlined below.

- The sidewalk network should be provided on both sides of the street for arterials and collectors in order to provide safe pedestrian circulation on corridors with heavier traffic volumes and higher speeds. Providing sidewalk on at least one side of the street for existing local streets with lower traffic volumes may be preferred in order to provide the most sidewalk coverage.
- Sidewalk improvements should be coordinated with roadway improvements to ensure the most efficient use of available resources.
- Crosswalks at intersections should be well-marked. High-visibility crosswalk patterns should be used at intersections with high pedestrian traffic such as near schools, downtown, major intersections, or along trail systems. Pedestrian signals could be considered in areas with high pedestrian activity.
- Sidewalk connections should be defined from public sidewalks to the internal circulation pattern of a site, including paths through parking lots to building entrances.

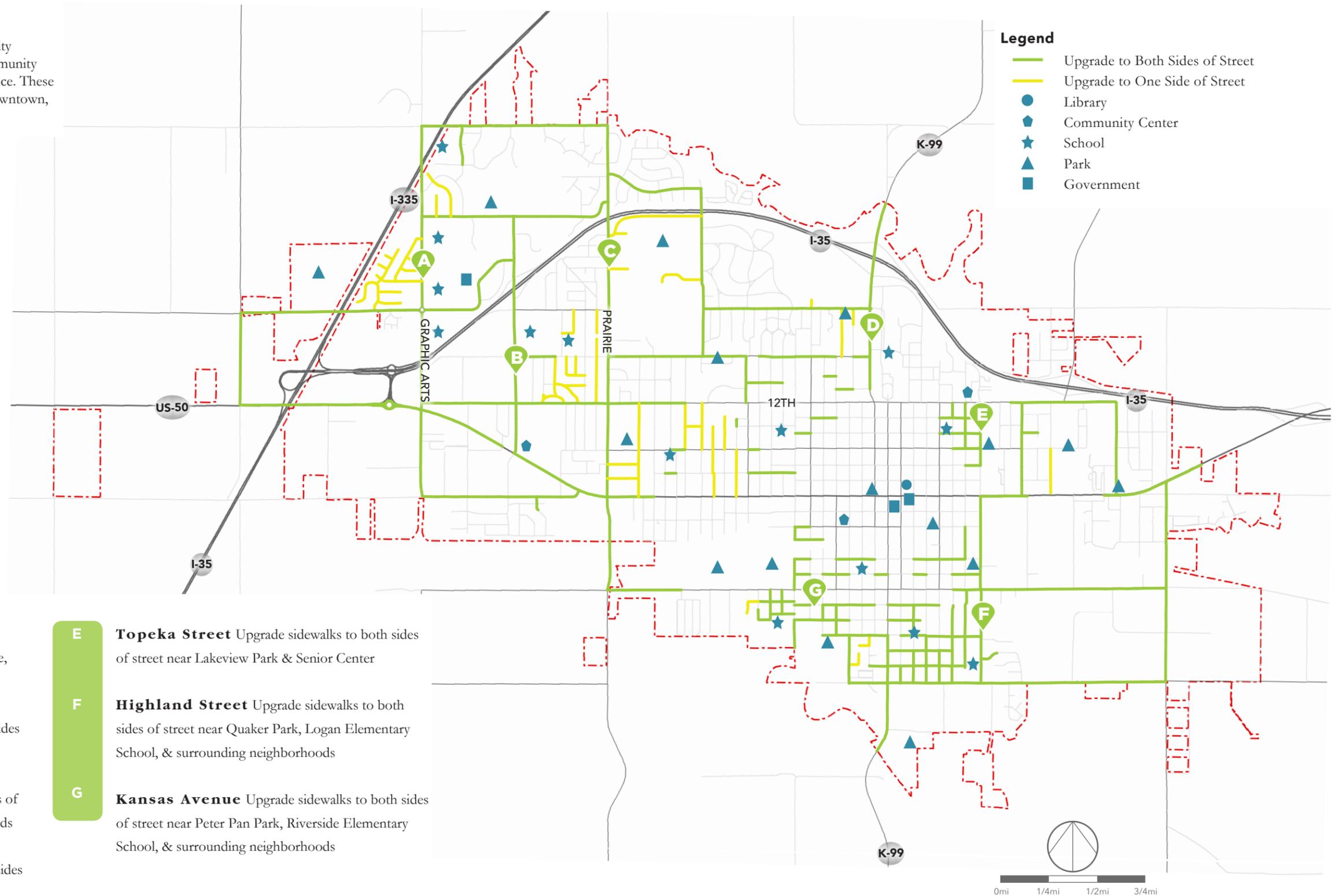


# SIDEWALK NETWORK IMPROVEMENTS

Sidewalks play a vital role in community life. As conduits for pedestrian movement and access, they enhance connectivity and promote movement and walking. As public spaces, sidewalks are the front steps to a community, activating streets both socially and economically.

While completing the entire the sidewalk network is ideal, priority locations for improvements have been identified based on community preferences, discussions with stakeholders, and technical guidance. These priority locations generally include areas near schools, parks, downtown, and other activity centers.

- Providing safe routes to school is a priority in the community. Preferably, streets closest to the schools should have sidewalk on both sides of the street
- Parks have been identified as one of the greatest community assets. Sidewalk connections will provide a safe, convenient, and healthy option for residents and visitors to access parks
- Public transportation systems usually involve a short bicycle or pedestrian trip to get to a transit stop. Sidewalk connections near transit stops provide a safe and accessible way for transit users to complete their trip and can encourage additional ridership
- The core of the city has a well-defined sidewalk network with sidewalk on both sides of the street in most areas. However, some small sidewalk gaps exist in these neighborhoods. Filling these sidewalk gaps will continue to strengthen pedestrian activity in the core of the community



## IMPROVEMENT OPPORTUNITIES

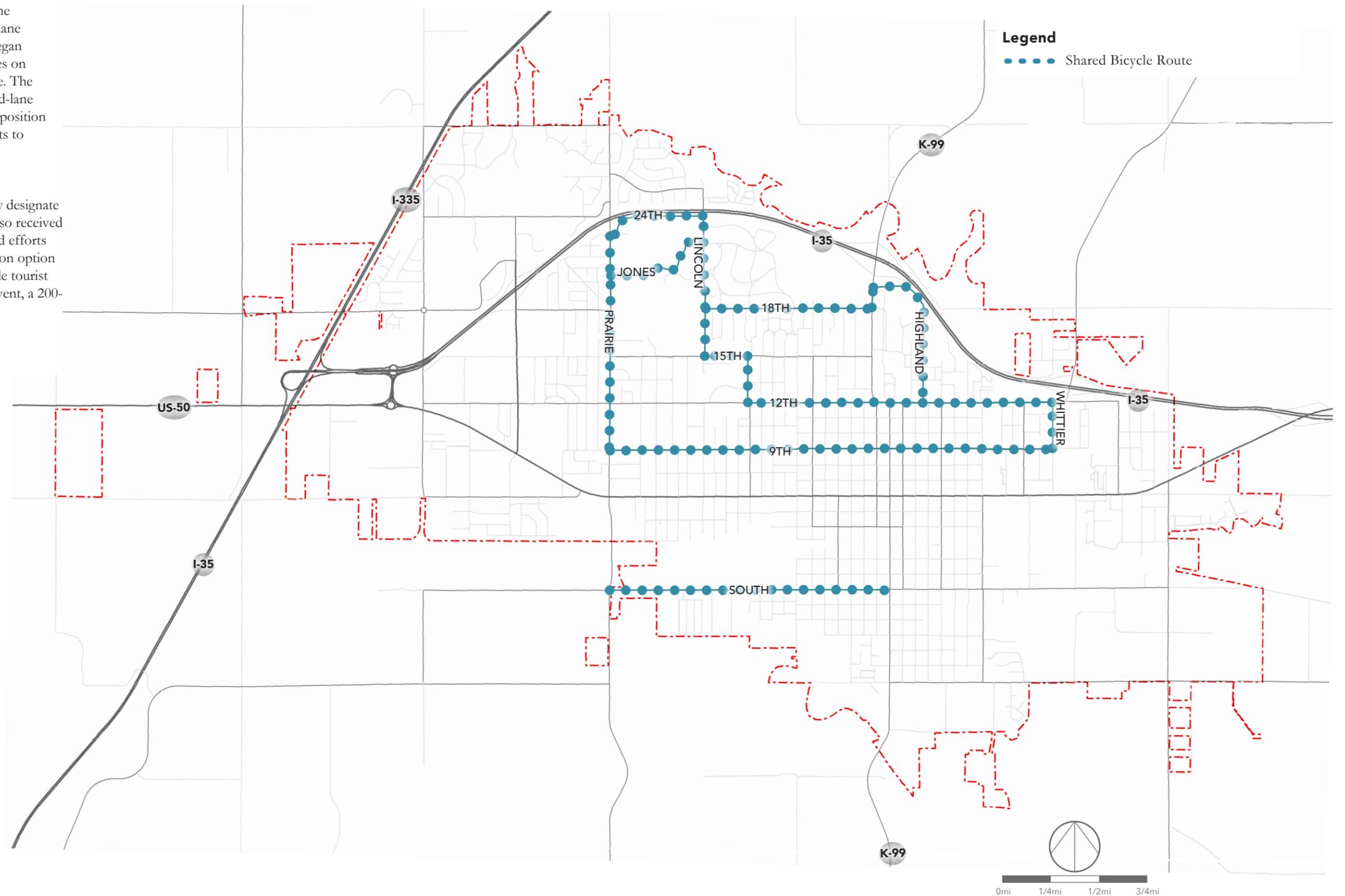
- A** **Graphic Arts Road** Upgrade sidewalks to both sides of street near Flint Hills Technical College, Emporia High School, and Emporia Middle School
- B** **Industrial Road** Upgrade sidewalks to both sides of street to provide better access to the Fairgrounds
- C** **Prairie Street** Upgrade sidewalks to both sides of street near Jones Park and surrounding neighborhoods
- D** **Merchant Street** Upgrade sidewalks to both sides of street near Hammond Park & ESU

- E** **Topeka Street** Upgrade sidewalks to both sides of street near Lakeview Park & Senior Center
- F** **Highland Street** Upgrade sidewalks to both sides of street near Quaker Park, Logan Elementary School, & surrounding neighborhoods
- G** **Kansas Avenue** Upgrade sidewalks to both sides of street near Peter Pan Park, Riverside Elementary School, & surrounding neighborhoods

# EXISTING BICYCLE NETWORK

Bicycling is an efficient form of transportation that can reduce roadway congestion and transportation costs while increasing independence by accommodating a wider choice of travel modes. Bicycling also offers physical health benefits for users and improved air quality for the environment. The existing bicycle network is limited to shared lane (share-the-road) bicycle routes. In 2013, the City of Emporia began implementing 11.2 miles of designated shared lane bicycle routes on 12th Avenue, Merchant Street, Prairie Street, and South Avenue. The existing shared lane corridors, identified with signage and shared-lane arrow (sharrow) pavement markings, advise bicyclists where to position themselves within a lane for optimal safety and remind motorists to expect bicycle traffic.

With this implementation, the City of Emporia joined Topeka, Manhattan, and Wichita as the fourth city in Kansas to officially designate shared lane bicycle routes. In 2016, Emporia State University also received status as a Bronze Bicycle Friendly University, which recognized efforts to make bicycling a safe, convenient, and enjoyable transportation option for students and staff. The community is also known as a bicycle tourist destination due to the growing popularity of the Dirty Kanza event, a 200-mile gravel endurance bicycle challenge through the Flint Hills.

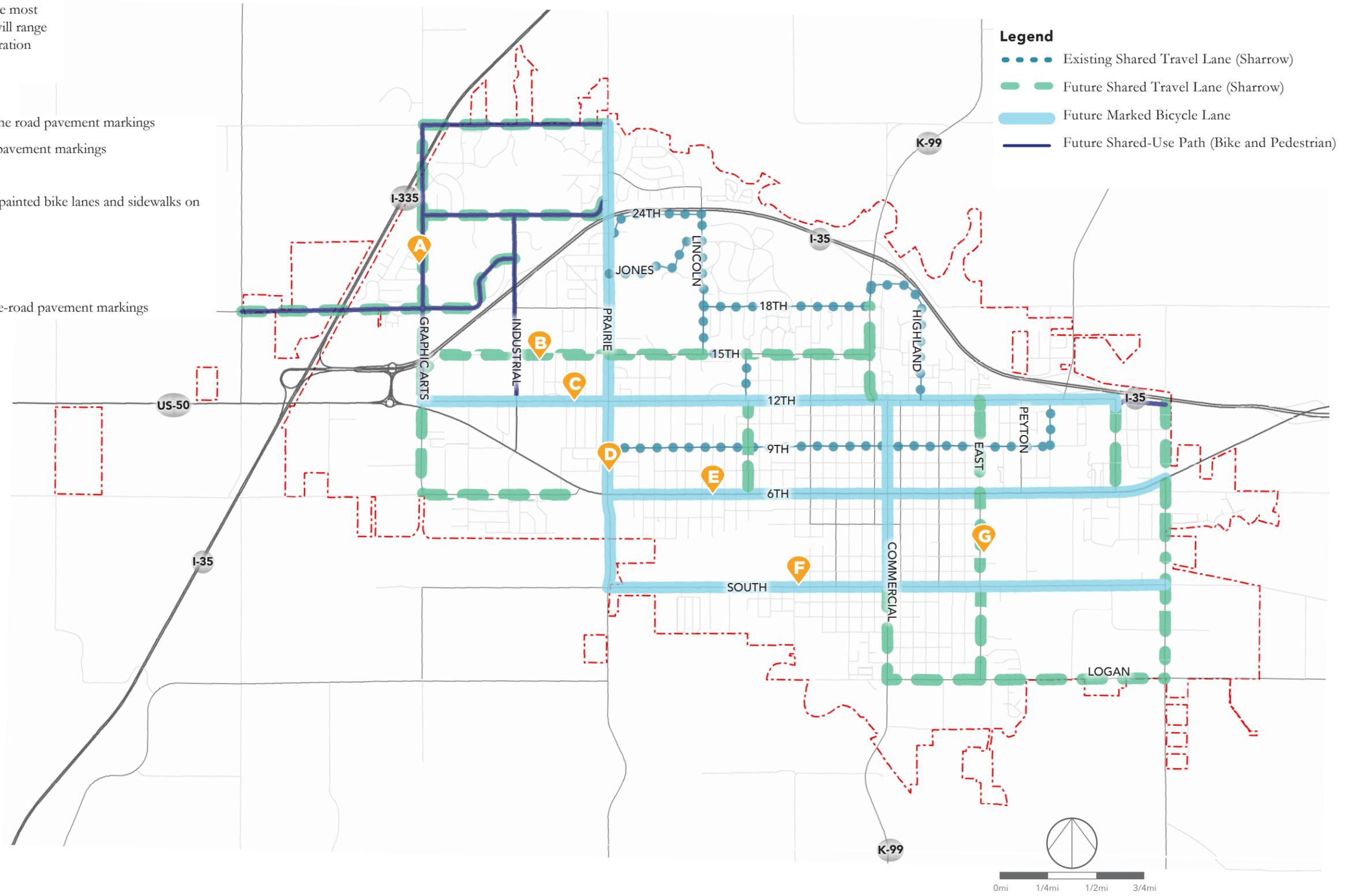


# BICYCLE NETWORK IMPROVEMENTS

The existing shared lane routes provide a foundation to expand upon in order to improve bicycle connectivity throughout the community. In general, bicycle facilities should have more physical separation between vehicles and bicycles as vehicle speed and volume increases. The most relevant facilities for the City of Emporia along this spectrum will range from least separation (wide shoulder, shared lane) to most separation (protected bike lane, side path).

## IMPROVEMENT OPPORTUNITIES

- A** **Graphic Arts Road** Add signage and share the road pavement markings
- B** **15th Avenue** Add signage and share-the-road pavement markings
- C** **12th Street** Paint bike lanes
- D** **Prairie Street** Reduce lane width to allow for painted bike lanes and sidewalks on both sides of the street
- E** **6th Avenue** Paint bike lanes
- F** **South Avenue** Paint bike lanes
- G** **Highland Avenue** Add signage and share-the-road pavement markings



# BIKEWAY IMPROVEMENT TYPES

Where to bike?



Bicycle lanes often are found at the shoulder of a typical lane of traffic.

Sharrows allow for bicycles and cars to share the same lane of traffic. (Image source Greater Chambersburg Chamber of Commerce)



## Bicycle Lanes

Five corridors are envisioned with bicycle lanes or protected bicycle lanes: 12th Avenue, US-50 (6th Avenue), South Avenue, Prairie Street, and Commercial Street. These corridors serve as the bikeway “arterials” within the bicycle network to provide major east-west and north-south connectivity across the community. 12th Avenue, South Avenue, and Prairie Street could be retrofitted to include bicycle lanes due to the existing roadway width. Buffered or protected bicycle lanes could also be considered but would likely require some roadway reconstruction. These three corridors would serve as good candidates for bicycle upgrades due to their existing use as shared lane routes. As included in the Street Improvement Plan, multi-modal improvement concepts along US-50 (6th Avenue) and Commercial Street could re- envision the existing right-of-way to include standard, buffered, or protected bicycle lanes. If bicycle lanes are not as feasible directly on US-50 (6th Avenue) or Commercial Street, bicycle boulevard concepts one block off the roadway could be evaluated as alternatives.

*“Healthy communities need to be built to encourage physical activity and ability to get to and from stores, parks, etc.”*

*- PlanELC community survey response*



Bicycle side paths are often constructed off of the street grid in areas that provide critical connections between parts of a bikeway. Image of Philadelphia, Pennsylvania’s Circuit Trail System.

## Shared Lanes

In areas where right-of-way, parking, or physical constraints hinder the addition of bicycle lanes, designated shared lanes may be a feasible option. Shared lanes are also effective on roadways with low traffic volumes. The shared lanes serve as bikeway “collectors” within the bicycle network to provide local access and connectivity to bicycle lanes. Similar to the existing share-the-road corridors, future shared lanes should include signage and pavement markings.

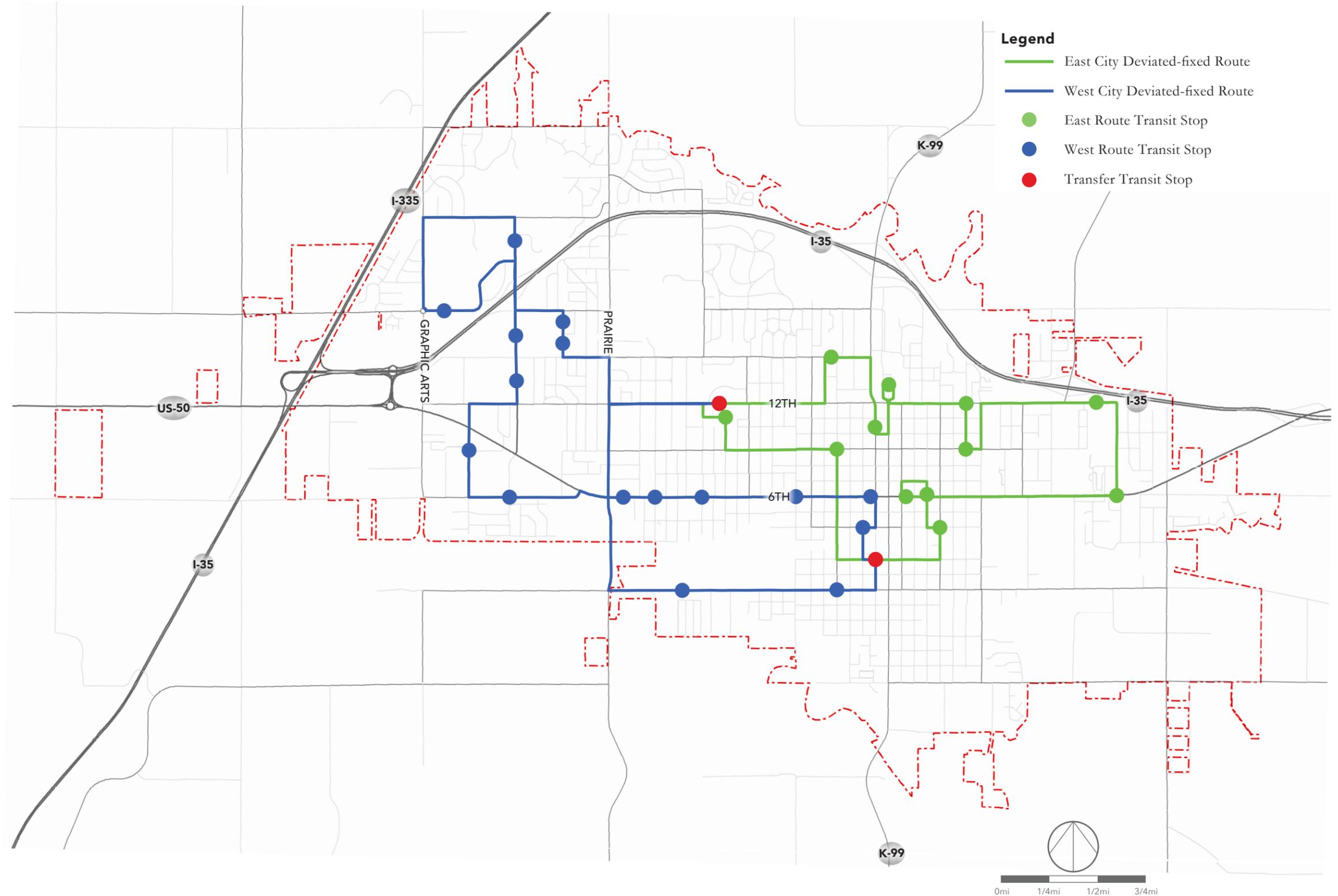
## Side Path

While some corridors can be easily retrofitted to accommodate bicycle lanes, other roadways cannot be as easily modified. For example, bicycle lanes on roadways such as Graphic Arts Road, 18th Avenue, 24th Avenue, and 30th Avenue would provide optimal connections to the greater bicycle network. However, as relatively new corridors in good condition and limited existing roadway width to accommodate bicycle lanes, it is unlikely that these corridors will be re-constructed in the near future. In these cases, shared lanes with additional off-road side paths designated for bicycle or pedestrian use can provide a reasonable alternative. A side path is also recommended on Industrial Road to provide important bicycle connections to commercial areas while separating bicyclists from high volume vehicle traffic.

# EXISTING TRANSIT NETWORK

Public transportation or transit is a shared-passenger service that is available for use by the general public. In small cities and rural areas, transit service is based on connectivity to significant trip generators. The Lyon County Area Transportation (LCAT) provides transportation via accessible buses to school, work, shopping, medical appointments, personal errands, and other trips. In general, LCAT provides two types of service: deviated fixed-route and demand response. In the city, two deviated fixed-routes operate along a fixed alignment but may provide service off the alignment to passengers by request. Each of the two deviated fixed-route loops operate with a 60-minute service frequency on weekdays and provide two transfer stops. Many major destinations are served by the routes including the hospital, university, senior center, shopping areas, employment areas, and apartment complexes. In general, demand response vehicles do not operate on a fixed-route or schedule but respond to requests to transport passengers to specific destinations. Call-a-ride curb-to-curb service is provided within a five-mile radius of the city on weekdays and Saturdays. County-wide demand response trips are provided every other week. Regional service is provided as needed to other areas such as Topeka and Wichita. In 2016, LCAT provided over 44,000 trips with an average of 3,700 trips per month.

Transit options provide economic opportunities for local residents and businesses, supports student transportation, and helps older adults and persons with disabilities remain independent. Service also provides rural populations with access to jobs, retail centers, health care, and social services.



# FUTURE PUBLIC TRANSIT NETWORK

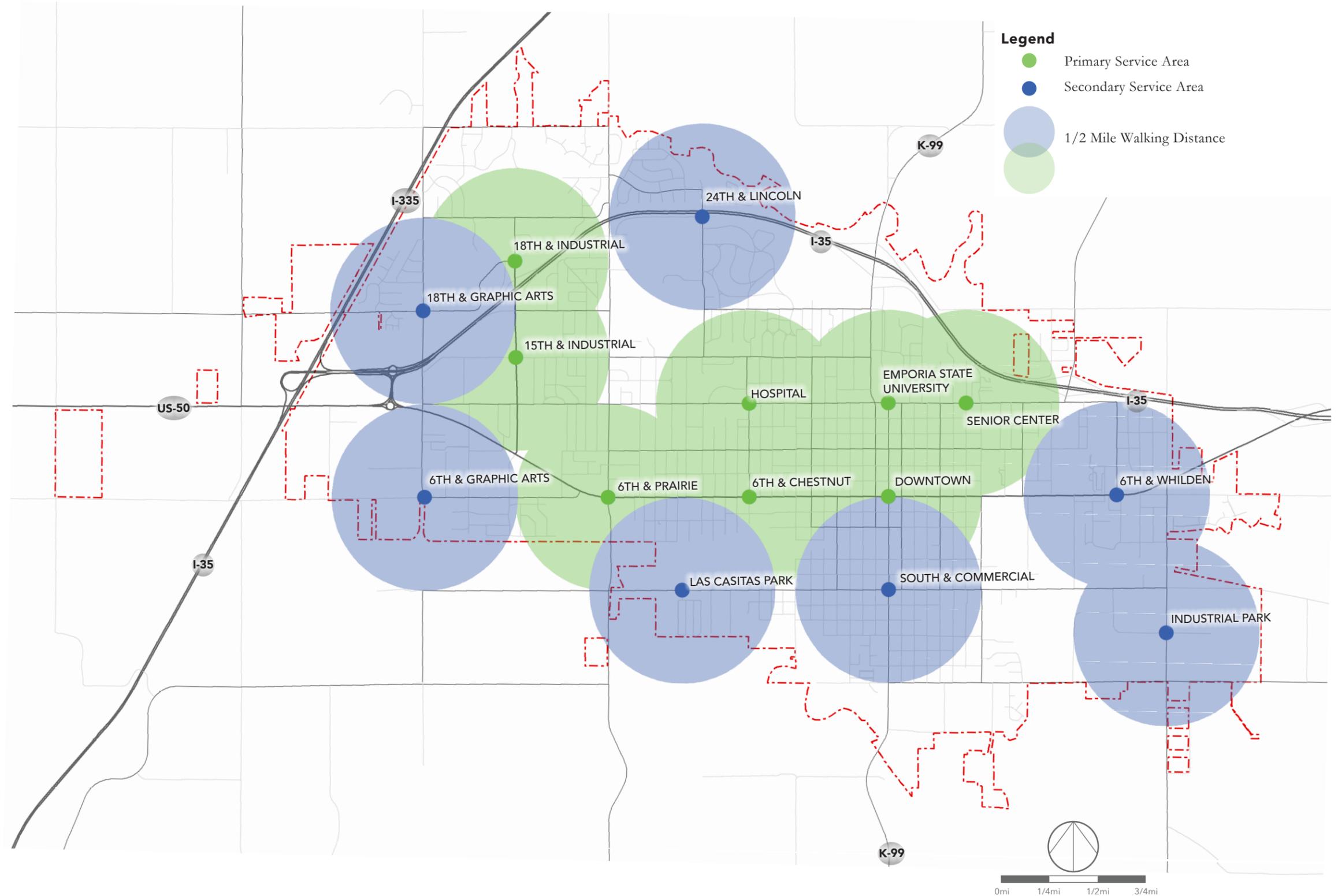
*Where do you want to go?*

An improved transit network would more evenly distribute stops and routes prioritized by population density and important destinations within the City (retail, hotels, major employers, apartments, schools, parks, etc.). This would balance service locations, increase accessibility and connectivity of the city, and make the current service more efficient. The large circles represent a maximum 1/2 miles walking distance to the center. A 1/2 mile, or 10-minute walk, is considered an acceptable distance to a transit stop.

Additionally, bike racks on the front of LCAT buses are recommended to improve accessibility for bike users.

## NEXT STEPS

- Coordinate with LCAT to identify the best route and scheduling options.



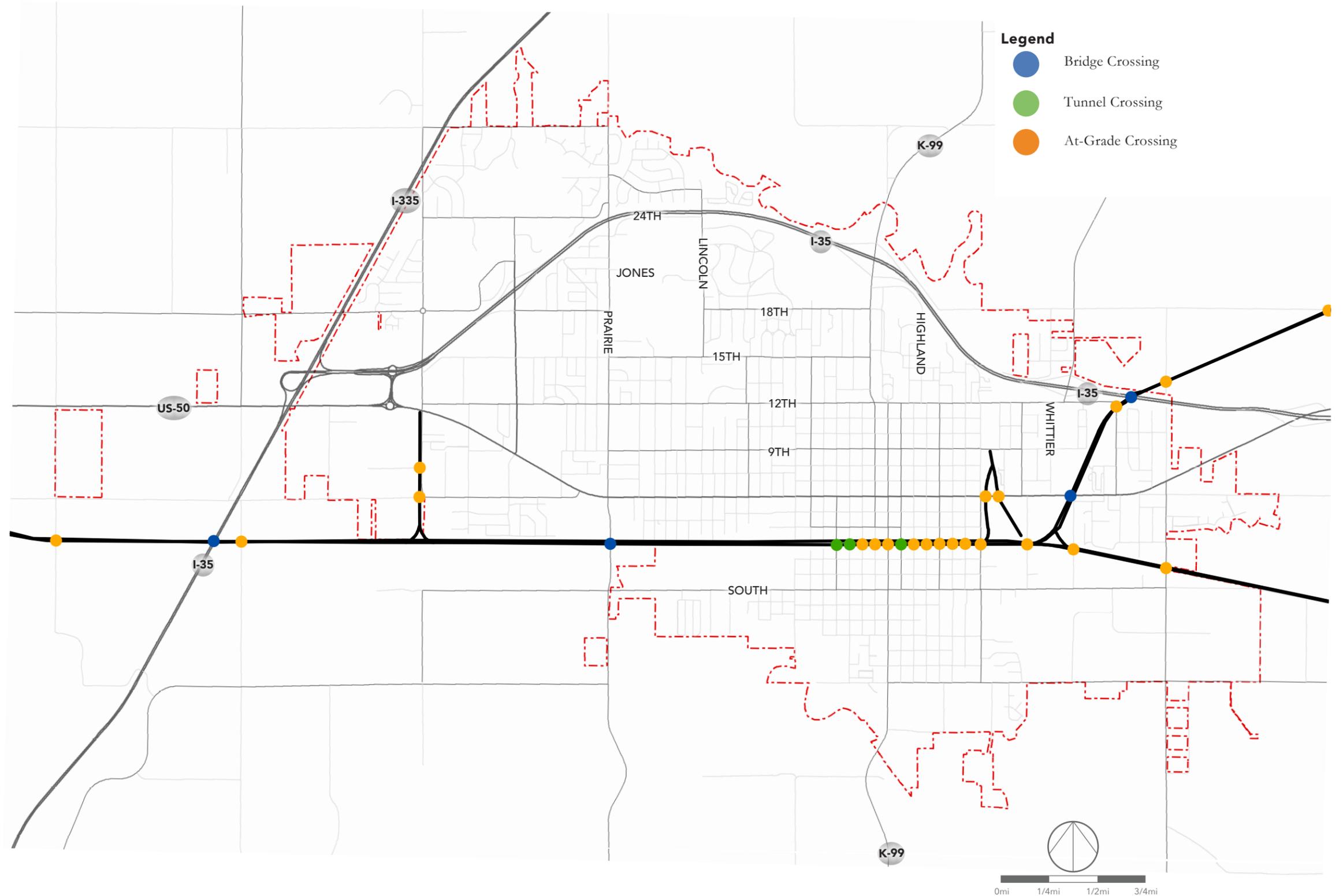
Bike racks on the front of buses help to connect bicyclists to the public transit network



# EXISTING RAIL CROSSINGS

The community was originally founded as an important rail hub in the nineteenth century. Currently, BNSF Railway owns two railroad corridors that converge in the City of Emporia. The east-west Emporia subdivision is a major transcontinental corridor with over 80 trains per day. The north-south Topeka subdivision provides regional north-south connections with at least 10 trains per day. Amtrak also has trackage rights on both subdivisions to provide passenger rail service via the Southwest Chief from Chicago, Illinois to Los Angeles, California. However, Amtrak service is currently not provided to the City of Emporia.

There are 70 highway-rail crossings within Lyon County, most of which are grade crossings with low volume roadways. However, seven of the crossings, all located within the City of Emporia, are grade-separated crossings (overpass or underpass).



# RAIL CROSSING IMPROVEMENTS

Making safer and quieter in-town crossings improves quality

When trains move through the City, they use powerful horns to warn people to remain clear of rail tracks and crossings. The noise from the horns ranges between 90 to 110 decibels, which is similar to the noise of a large diesel truck at 50 feet. Noise pollution can reduce livability and property values. The City has previously prepared a Quiet Zone study to assess the changes needed to obtain relief from the routine sounding of train horns. Overall, the City would need to implement required safety improvements at each crossing in order to mitigate the additional risk. These improvements can vary from the addition of medians, quad gate systems, closures, or grade separations (overpass, underpass) depending on the context of the crossing.



## IMPROVEMENT OPPORTUNITIES

- A** Constitution Street Median
- B** Merchant Street Quad Gate
- C** Commercial Street Quad Gate
- D** Market Street Possible Closure or Median
- E** Union Street Quad Gate
- F** Exchange Street Possible Closure or Median

- G** Cottonwood Street Median
- H** Sylvan Street Possible Closure or Median
- I** East Street Median
- J** Peyton Street Possible Closure or Median
- K** Carter Street Possible Closure or Median
- L** Weaver Street Quad Gate (off of map)

of life for Emporia's residents



## Quad Gate

A quad gate, or four-quadrant gate, is a boom-barrier that protects an at-grade crossing. It prevents vehicles from both sides from crossing railroad tracks while a train is nearby and using the tracks. The exit gates blocking the road have a few-seconds delay from the entrance gates, to avoid trapping vehicles in the crossing. These gates are considered to be safer than two-quadrant gates because they prevent drivers from illegally driving around lowered gates to try to beat an oncoming train.

## Medians

Railway crossing medians are often mountable raised curbs between both approaches to a railway crossing. A median can be applied to prevent drivers from circumventing the lowered gates of a two-quadrant gate by approaching the crossing in the opposing lane. One major reason that median channelization devices are popular at railway Quiet Zones is that the cost is significantly lower than other quiet zone crossing types.

## Closures

A railway crossing closure typically happens at the junction of a street and rail line that does not experience much vehicular traffic. Closures are permanent and do not include the construction of an overpass or underpass to replace the grade crossing. It means that trains would no longer have to sound their horns at the intersection, and that routes around the closed crossing would not increase by more than a half mile.

## PRECEDENT

In 2015 the City of Eugene, Oregon started the process of a railroad quiet zone approval with the Federal Railroad Administration. The safety crossing recommendations included using one-way streets, quad gates, medians, and fencing to improve pedestrian safety. The improvements, for 10 crossings located in their downtown, were approved in 2017. The estimated cost is around \$7 million and several potential funding sources were outlined:

1. General City Funding
2. Street Repair Bond Measure Add On
3. Rail Road Quiet Zone Bond Measure (General Obligation Bond)
4. Community Development Block Grant
5. Local Improvement District (funded by assessments to benefiting properties)
6. Riverfront Urban Renewal District
7. General Fund Capital Reprioritization (to prioritize quiet zone)
8. Transportation System Development Charge Reimbursement Fee
9. Federal Surface Transportation-Urban Funds

The City of Emporia can explore similar funding opportunities and determine the appropriate combination of funding sources.

# EMPORIA AIRPORT



Municipal airports are an integral component of statewide aviation systems to support economic development. Emporia Municipal Airport, located about four miles south of the City of Emporia along K-99, is a public business airport with daily corporate and private aircraft operations. Other general aviation service at the airport includes flight instruction, aircraft rides, aircraft parts and sales, and major aircraft maintenance. The airport offers hangar spaces, apron spaces, a terminal, and parking and ground transportation.

### NEXT STEPS

1. Maintain and improve airport infrastructure to provide a safe, reliable aviation system for the growing business community and emergency needs
2. Recommended improvements to meet the needs of the airport include runway pavement maintenance and approach lighting system improvements
3. Development of a future Airport Layout Plan to include an extension of the primary runway from 5,000 feet to 5,500 feet, which would ensure that 98% of all of aircraft can access the Emporia Municipal Airport
4. Expand the airport boundary to include land already owned by the City to the northeast of the current boundary in order to maintain an adequate buffer.
5. Enhance access and use by including a walking/jogging path around the golf course



Emporia Municipal Airport



EMPORIA AIRPORT

# PUBLIC FACILITIES

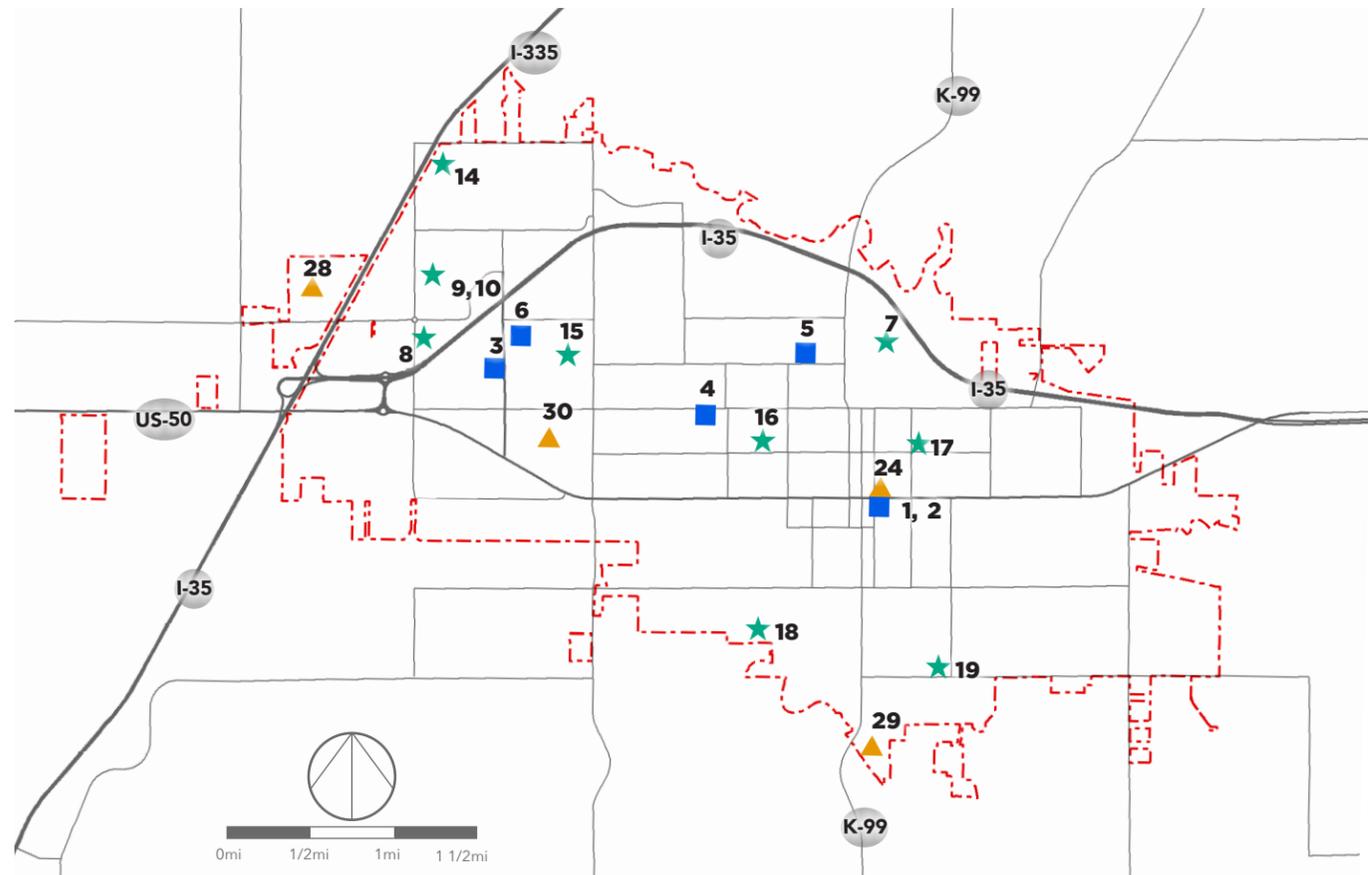
## Emporia + Lyon County Resources

As the City of Emporia and Lyon County plan for the future, it is helpful to have an inventory of existing public resources. The location and type of service can impact where the city chooses to grow, or how the county allocates limited resources. The following maps outline the health and life safety, educational, and community cultural resources within Emporia and Lyon County. Public works infrastructure is not included as water, sewer, stormwater, wastewater and street infrastructure was analyzed separately. A specific analysis of fire department and emergency medical technician services follows this page.

The City of Emporia funds and maintains its own police force, while the Lyon County Sheriff Department has jurisdiction over the county. Newman Regional Health is the primary medical provider for the City of Emporia and Lyon County, which is supported by a community health center and urgent care facility. Emporia and Lyon County collectively have 15 primary schools, as well as two secondary schools; Emporia State University and Flint Hills Technical College. The area is also home to a number of cultural resources, including four libraries, one community center, an aquatics facility, zoo, golf course, and county fairgrounds.

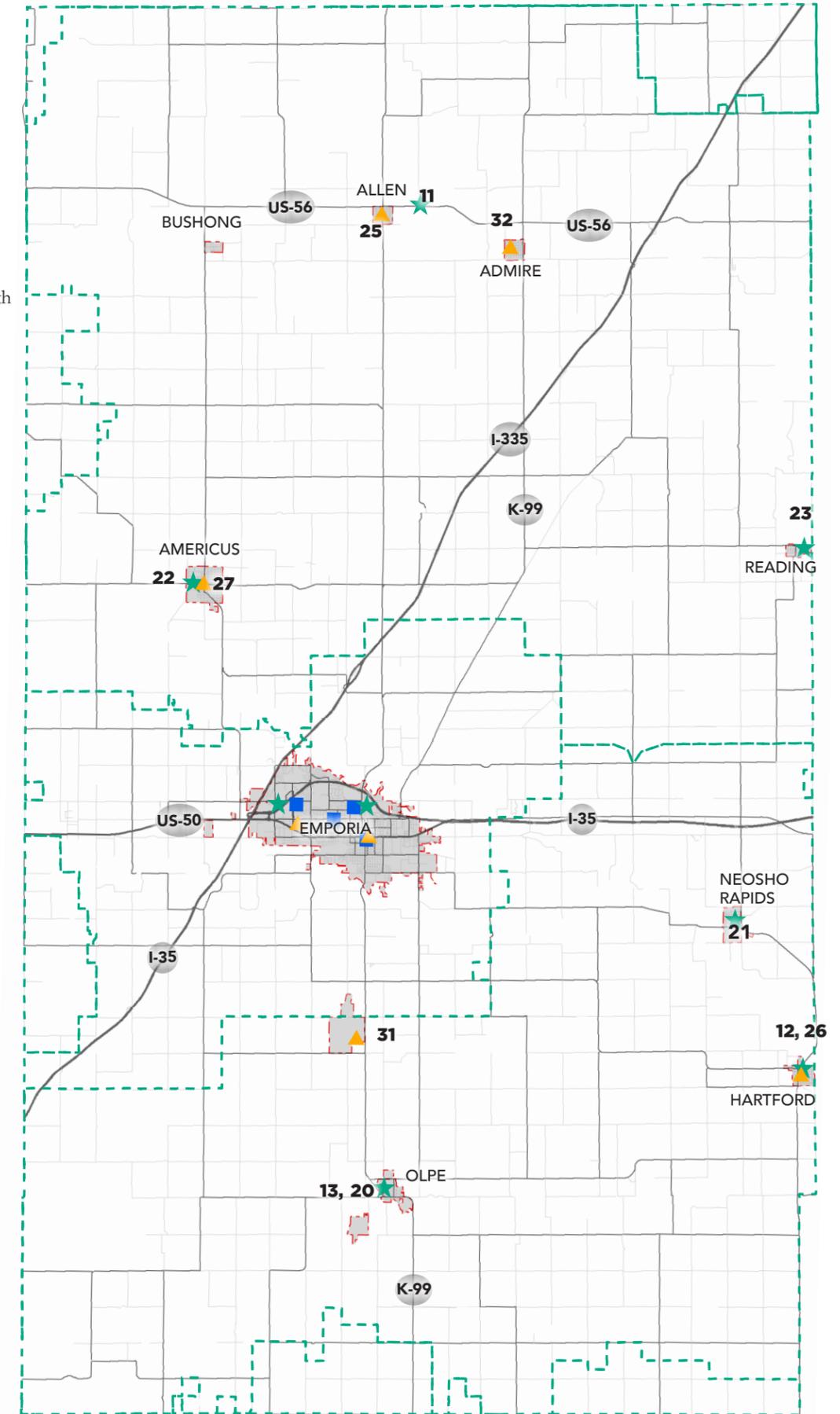
In combination with public engagement and specific research on public facilities, the planning team determined the following conclusions, outlined below.

- No public services were found to be deficient given the population of Emporia and Lyon County
- No negative feedback was received for public services during the workshop, interviews or survey
- The library is a popular destination for residents across the city and county
- Newman Regional Health was reported as a major asset of the community by many survey and interview respondents
- Lyon County may struggle to provide current levels of service in the future if population continues to decline



### Legend

- Health + Life Safety
- 1** Emporia Police/Fire Department HQ
- 2** Lyon County Sheriff/Court House
- 3** Emporia Fire Station #2
- 4** Newman Regional Health
- 5** Flint Hills Community Health Center
- 6** Newman Urgent Care
- ★ Educational
- - - School District Line
- 7** Emporia State University
- 8** Flint Hills Technical College
- 9** Emporia High School
- 10** Emporia Middle School
- 11** Northern Heights High School
- 12** Hartford High School
- 13** Olpe Jr/Sr High School
- 14** Timmerman Elementary
- 15** Village Elementary
- 16** Walnut Elementary
- 17** William Allen White Elementary
- 18** Riverside Elementary
- 19** Logan Elementary
- 20** Olpe Elementary
- 21** Neosho Rapids Elementary
- 22** Americus Elementary
- 23** Reading Elementary
- ▲ Community/Cultural
- 24** Emporia Library
- 25** Lyon County Library
- 26** Hartford Library
- 27** Americus Public Library
- 28** Jones Aquatic Center
- 29** David Traylor Zoo
- 30** Lyon County Fairgrounds
- 31** Emporia Golf Course
- 32** Admire Community Center



# ACCESSIBILITY TO FRESH PRODUCE

During the engagement process, one of the biggest challenges residents identified in Emporia and Lyon County was the lack of suitable grocery stores as well as a lack of options in certain areas of the City. A brief analysis to further examine the issue is presented here.

An individual's health is influenced by many factors including the quality of food they eat. In recent years, more attention has been focused on providing healthier food options for children and families, both in school and at home and, more specifically, the access families have to buy fresh food. The United States Department of Agriculture (USDA) has defined the term 'food desert' to describe neighborhoods where residents do not have access to fresh fruit and vegetables, especially if those residents do not own a vehicle. The USDA categorizes an area as a 'food desert' "if at least 500 persons or 33 % of their population live more than a mile from a supermarket or large grocery store (for rural census tracts, the distance is more than 10 miles)" (USDA, 2011)

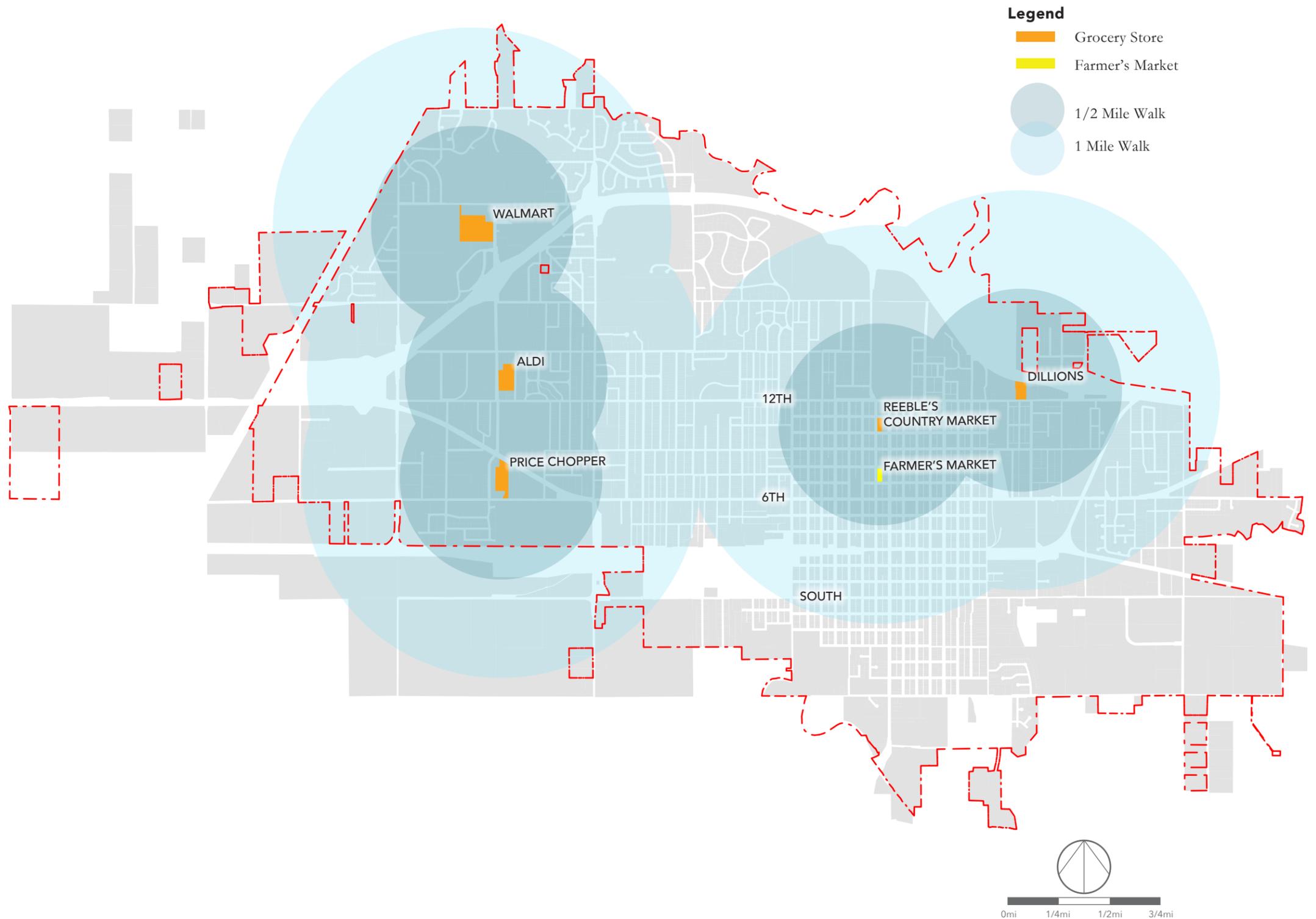
The diagram shows a one-mile radius around the five large grocery stores in Emporia to see which stores are accessible within a 20-minute walk. An average person can walk one mile in 20 minutes. This is a commonly used description for the size of a neighborhood, and also how far someone will walk to access services.

For residents with a car, all of the grocery stores in Emporia are easily accessible, although the stores are concentrated in northeastern and western parts of town. For those without a car, or those who wish to walk to the grocery store, some of central Emporia, as well as most of the area directly south of downtown could be considered food deserts. As Emporia grocery stores service Lyon County residents as well, this suggests that residents living in south Lyon County are also under-served. While the Farmer's Market in downtown helps fill a void in food choices to this area, the limited hours do not provide daily access to fresh food and vegetables.

## NEXT STEPS

The following recommendations could increase access to food for residents in Emporia and Lyon County.

- While the location of the Farmer's Market expands geographic access to residents in southern Emporia, it has limited hours. Continue to offer a midweek evening Farmer's Market and work on advertising the time, location and 2 for 1 SNAP benefit
- Consider additional locations for the midweek farmer's market, such as south of downtown
- Ensure there is commercial and flex-use land zoned for grocery stores south of 6th Ave. Discuss the option of incentivizing a grocery store in southern Emporia



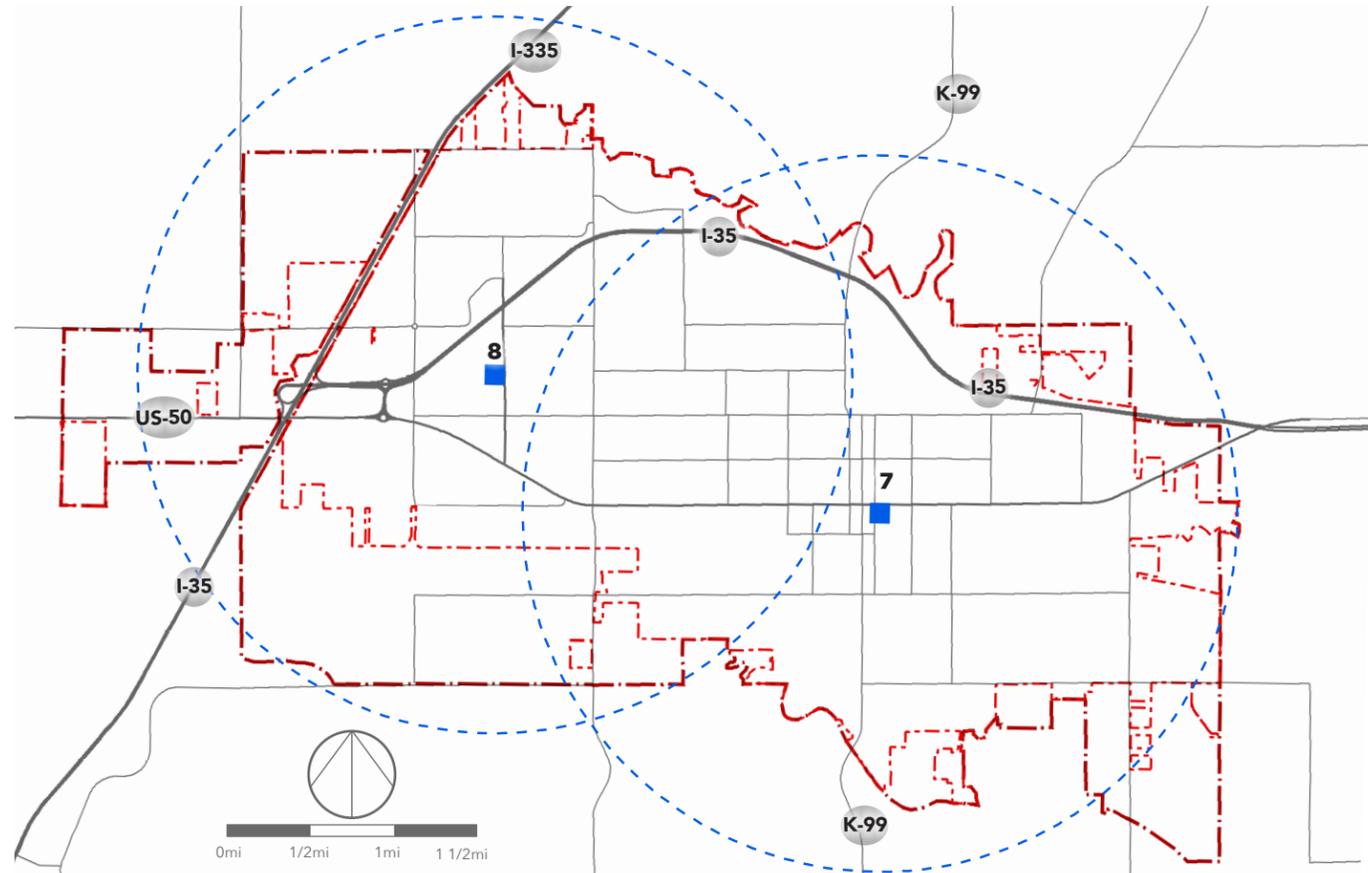
# PUBLIC FACILITIES

## Fire Department Response

Fire Department response time plays a critical role in life safety and property protection. The National Fire Prevention Association (NFPA) suggests all commercial and residential areas within a city be accessible within 4 minutes of a fire station. Response guidelines vary for more rural or remote areas, with the general goal of being on scene between 14 minutes and as soon as possible.

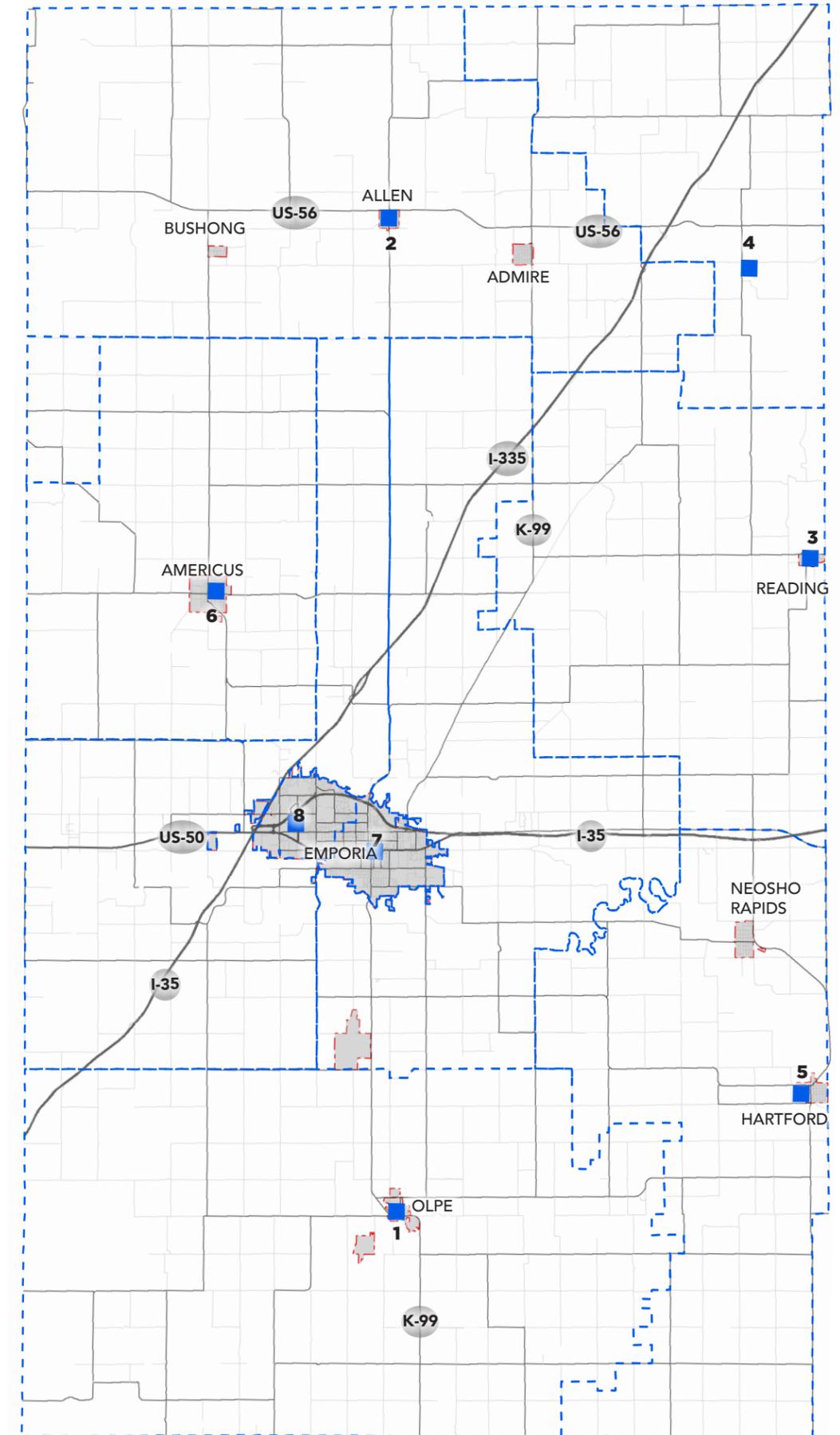
The City of Emporia has two fire stations, one centrally located at E 5th Ave and Mechanic Street, and one in Northwest Emporia, located at W 15th Ave and Industrial Road. Emergency Medical Services (EMS) are provided to all of Emporia and Lyon County, in addition to 57 miles of the Kansas Turnpike. The EMS is supported by First Responders located within communities across the county. The Emporia Fire Department provides direct service to portions of Lyon County, in addition to supporting the six additional fire districts that provide volunteer based service to their communities.

The entire city of Emporia is within a 2-mile radius of one of the two fire stations, adhering to the NFPA suggestions. If additional development is proposed in the Northwest part of the city, this would also be within the minimum response time area.



### Legend

- Health + Life Safety
- - - Fire District Line
- 1** Lyon County Fire District #1
- 2** Lyon County Fire District #2
- 3** Reading Benefit/Lyon County Fire District #3
- 4** Lyon County Fire District #4
- 5** Lyon County Fire District #5
- 6** Americus Township Fire District
- 7** Emporia Fire Station #1 and Lyon County
- 8** Emporia Fire Station #2 and Lyon County
- - - New City Boundary





## SUPPORTING INFILL DEVELOPMENT

In order to preserve Lyon County's open space and agricultural lands, infill development and adaptive reuse should be encouraged and prioritized. By supporting infill development along main streets and in residential neighborhoods, community livability is enhanced through expanded housing options, access to amenities, services, and employment.

Infill development helps lower costs to support public facilities, services, and systems such as police, fire, emergency response, electricity and natural gas, water, waste and recycling, and the management of parks and natural areas. By promoting compact development, the impacts of future growth on the county's natural environment can be minimized.

### WHAT WE HEARD

*“Building up places to shop and eat will help keep people in this city, especially the younger generation.”*

*“Provide historic districts for neighborhoods, work on infill development for new housing and commercial use.”*

*“Anything we develop on the west side of town will just be a mediocre version of some other larger city's sprawl. Downtown is what makes Emporia what it is.”*

# GOALS AND OBJECTIVES

## Plan Element IV: Supporting Infill Development



### Objectives

- 1** Infill and redevelop surface parking and vacant lots with commercial or residential uses
- 2** Adaptively reuse existing buildings
- 3** Ensure building orientation, massing, and height reflect the predominant neighborhood pattern
- 4** Locate new development close to existing infrastructure and along corridors to minimize costs of providing and maintaining public services
- 5** Minimize development within environmentally sensitive areas and the 100-year floodplain
- 6** Provide decent and affordable housing
- 7** Allow for small alley flats along existing alleys
- 8** Ensure adequate utilities exist to support infill development

Throughout Lyon County, development should be encouraged within town centers and along transportation corridors. Vertical integration of uses is strongly encouraged particularly along main streets, near transit stops, and major intersections.

Within the City of Emporia, there are several distinct neighborhoods, each with somewhat different physical characteristics such as age of housing, street width and structure, and lot sizes. Development within these neighborhoods should be focused on vacant lots, while striving to maintain the unique character and distinguishing features of the neighborhood.

Americus' main street ready for infill development



# PLANNING PATTERNS

## Plan Element IV: Supporting Infill Development

Planning patterns, in conjunction with goals and objectives, serve as a tool to help guide and implement development decisions. These patterns were developed through a participatory planning process with the community and should inform future approval processes.



Adaptive reuse of historic buildings into mixed-use

1

### Historic Preservation

Adaptive reuse of historic buildings should be encouraged to help support the character of the place. The outside “shell” and character of the building should be retained while upgrading the interior to adapt to a new use. If major renovation is needed, exterior detailing and fixtures should be replicated.

2

### Mixed-Use Buildings

Mixed-use buildings support active town centers by allowing for a mix of uses in a small footprint. Buildings along main streets have ground floor commercial or retail uses with offices or residential units above. Ground-floor retail fronts that face the street should have 70% window glazing, especially around entries, to encourage transparency and a sense of place along the pedestrian realm.

3

### Flex-Use Buildings

In towns and city centers, zones should be identified along major corridors that allow for the flexible use of buildings. Building size, height, and lot coverage should remain consistent while allowing for a range of uses.

4

### Sidewalk Buildings

Sidewalk buildings are built to line the edge of sidewalks, and are the new building type that is required in city centers, along main streets. Entries of buildings are well-defined along sidewalks. Setbacks in central residential neighborhoods should be limited, and sidewalks should be linked to all building entries.

5

### Continuous Facades

Continuous facades, or connected buildings on the sides to form a single facade, should be required in town and city centers. This is achieved through consistent setback build-to lines, consistent window size and 70% glazing on storefronts. In town centers, facades should be two stories high and should transition to adjacent areas.

Sidewalk buildings with continuous facades



# PLANNING PATTERNS

## Plan Element IV: Supporting Infill Development



A complete street with underground utilities

6  
7  
8  
9

### On-Street Parking

On most streets, provide for on-street parallel parking. Angled parking should be avoided due to the difficulties associated with backing into oncoming traffic or cyclists when exiting a parking space.

### Parking Behind

Parking behind requires that parking be placed behind all new commercial and residential development with clear passages linking the parking to the front.

### Complete Streets

Complete streets have paths that are at least 10' wide to allow for pedestrians as well as storefront cafes to use the space. They include places to sit as well as street trees, awnings, and overhangs for protection from the elements. Complete streets also incorporate safe crosswalks, curb cuts, bulb outs, and other traffic calming measures. The goal of a complete street is to make a comfortable environment for pedestrians and safe for cars and cyclists.

### Underground Utilities

All new development should have utilities placed underground as it ensures greater resiliency in case of natural disasters and vastly improves the visual streetscape environment. Utility corridors should be used to organize infrastructure to help eliminate inefficiencies.

## 10 Street Trees

Street trees should be placed at regular intervals along all streets, approximately 25' spacing between trees. Deciduous canopy trees that align with local landscape standards should be chosen. The height should be based on street width and building clearance. Street trees should be placed a minimum of 10' from fire hydrants and 20' from stop signs.

## 11 Consistent Signage

Consistent signage should be visible but not overpowering—it should be appropriately scaled to the surrounding uses and speed of traffic. Larger signs may be appropriate to use in faster traffic areas, and smaller-scale signage is more appropriate in slower-moving areas. Signage should be consistent to assist vehicles and pedestrians in wayfinding and enhance local character to help support a sense of place. In downtown or along main streets, blade signs can be used. LED back-lit signs should be minimized, as well.

Main street with parking behind and street trees



# PLANNING PATTERNS

## Plan Element IV: Supporting Infill Development



Lofts, townhomes, and bungalows

12

### Urban Lofts

Urban lofts are one or two-level apartments or condos in a multi-story building, often above ground-floor retail.

13

### Alley Flats

Alley flats are one level apartments that are at-grade or above garages, and on alleys. The maximum gross floor area should be 650 square feet and one off-street parking space should be provided for each unit.

14

### Connected Townhomes

A connected townhome is an attached home of one to three levels with an individual entry, stoop, or porch from its connected neighbors. Garages can be on the first level if accessed from the back of the home or tucked under the first story, and may be a detached style if across an alley.

15

### Bungalows

Bungalows are one or two story homes with a 6' deep porch and pitched roof. They have an attached or detached garage to the side or behind. Bungalow often have grouped windows and a defined front entry.

16

### Country Homes

Country homes are one or more stories, detached, large single-family homes. Country homes have front porches that are a minimum of 6' deep, with garages to the side or rear. Garages cannot surpass the front entry of the home.

17

### Manufactured Homes

Manufactured homes should be consistent with nearby scale and style. They should be located outside of floodplains and only in areas where full services and adequate parking are provided.

18

### Comfortable Front Porches

Comfortable front porches are a minimum of 6' deep by 8' wide. They are elevated a minimum of 18" from the ground and are located in front of a home with a roof above. Comfortable front porches help provide places for homeowners to sit and watch the neighborhood and allow for opportunities for social interaction.



Potential of alley flats (before and after) in the neighborhood south of ESU



# INFILL DEVELOPMENT OPPORTUNITIES

Downtown Emporia has been improving over time and many great infill projects have been completed along Commercial Street. There are many more infill opportunities in the City that would improve the streetscape and create a more walkable pedestrian environment.

This is a high level, preliminary analysis of open parcels throughout the City. The analysis shows that there are over 120 open parcels of various sizes that can accommodate some type of infill development. In addition, there are 90,000 linear feet of alleys in the older neighborhoods of town which could comfortably accommodate over 500 small alley flats. In the past, these were known as “granny flats” and today they are oftentimes referred to as “accessory dwelling units.”

To be compatible with existing homes, they should not be very tall (never more than one level either at grade or above a garage) and they should be quite small (no more than 650 square feet). Existing utility networks are usually adequate to support this type of infill but alleys may need to be graded (they could still be gravel) to support the limited additional traffic. Alley flats can help meet the need for inexpensive rental units as well as provide a source of income to property owners.

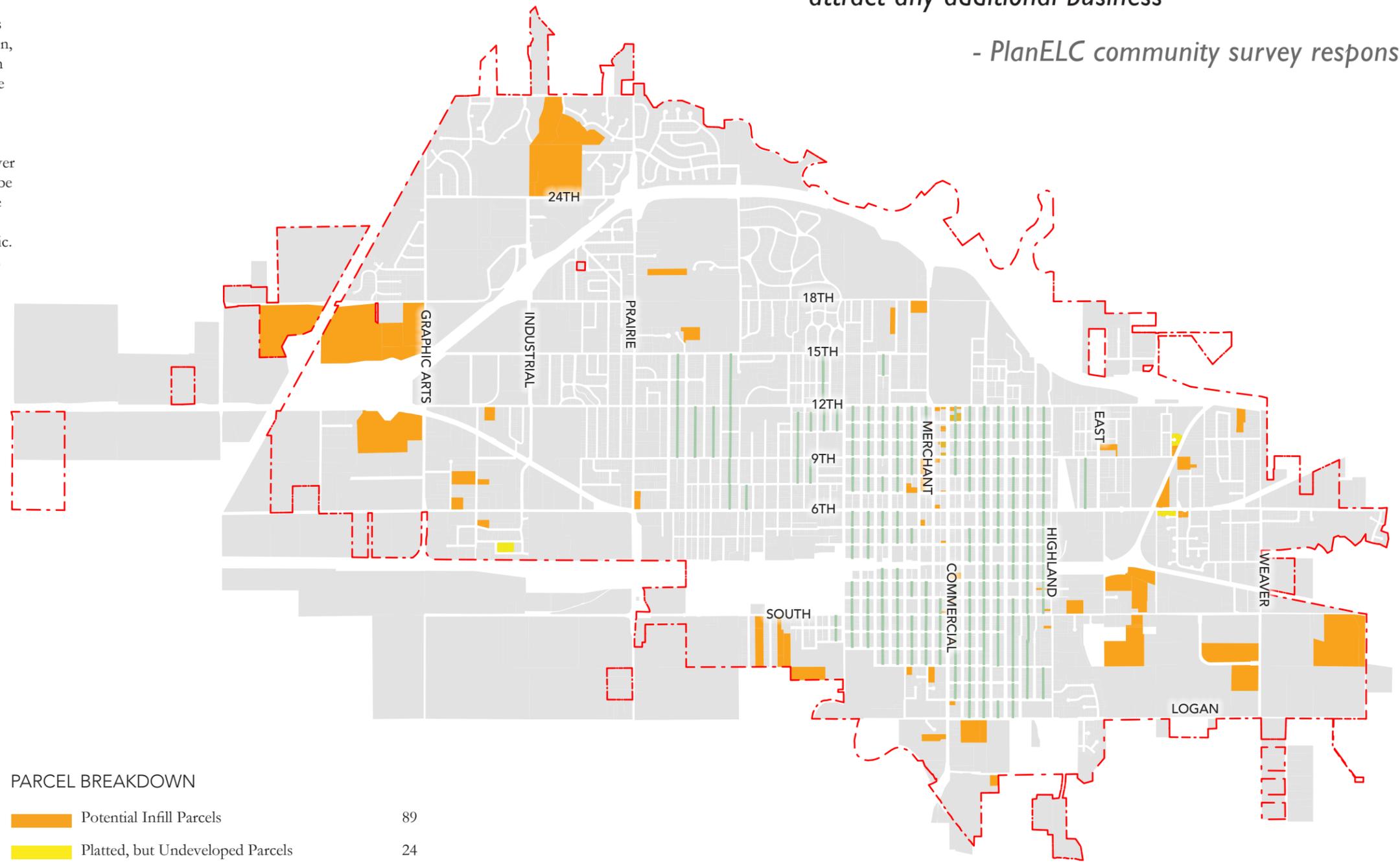
Accessory dwelling units, shown below, are infill development opportunities that can generate additional income for property owners.



*"More infill housing needed, remove blighted houses."*

*"We need affordable housing before we can attract any additional business"*

*- PlanELC community survey responses*



PARCEL BREAKDOWN

<span style="display:inline-block; width:15px; height:10px; background-color:orange;"></span>	Potential Infill Parcels	89
<span style="display:inline-block; width:15px; height:10px; background-color:yellow;"></span>	Platted, but Undeveloped Parcels	24
<span style="display:inline-block; width:15px; height:10px; background-color:goldenrod;"></span>	Infill Parcels Under Development	7
<span style="display:inline-block; width:15px; height:10px; background-color:green;"></span>	Alley	potential to comfortably fit 500 Alley Flats



# HOUSING INFILL OPPORTUNITIES

The baseline housing analysis and demographic trends, along with the community survey and stakeholder interviews, identified several needs and objectives for Emporia and Lyon County regarding housing.

## THERE IS A NEED TO...

- improve the housing stock to support economic development
- attract and support new housing development, primarily for-sale homes
- encourage the development of for-sale housing priced between \$150,000 and \$300,000
- promote redevelopment and renovations in Emporia's older neighborhoods
- promote infill development in Emporia's older neighborhoods
- encourage the development of housing designed to meet the needs of older adults to accommodate projected growth in households 55 and older
- improve neighborhood cohesion through design standards
- address absentee ownership and deteriorating housing conditions in certain neighborhoods

## KEY CONSTRAINTS

**Population Losses** The population in Lyon County and Emporia declined from 2000 to 2016 and population projections show continued losses. Population losses make it challenging to build new housing. Although there will continue to be demand for replacement housing, developers and financial institutions are attracted to communities that have growth.

**Household Incomes** The most recent American Community Survey found that 45 percent of renters and 22 percent of homeowners in Lyon County spend 30 percent or more of their income on housing. Thus, maintaining an adequate supply of quality affordable housing is important.

**Aging Housing Stock and Cost of Repair** Emporia and Lyon County have a high proportion of older homes. There are many "old but not quite historic" homes dating from the midcentury that are beginning to require significant reinvestment. Costly repairs may pose a challenge to low-income homeowners. If this challenge affects many homes within the same neighborhood, wider-scale disinvestment could occur.

## NEXT STEPS

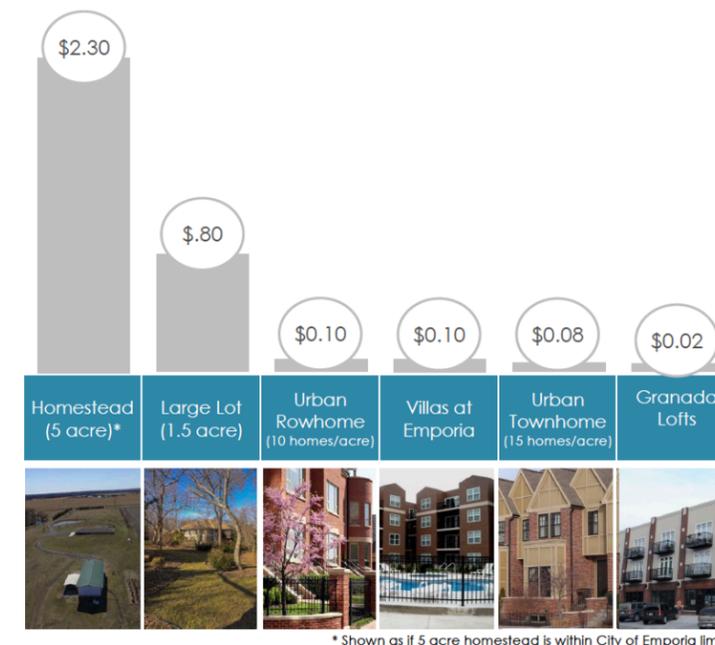
1. Conduct a comprehensive housing assessment that includes a housing inventory to identify under-served markets
  - Housing priced \$150,000 to \$300,000 (2017 dollars)
  - Appropriate housing product for the aging population
  - Identification of ideal sites for new development
  - Identify targeted redevelopment areas
2. Review and revise city ordinances to identify possible opportunities and limitation regarding redevelopment and stronger enforcement to prevent deteriorating property conditions
3. Continue to promote the redevelopment of vacant properties through various grants and programs
4. Strengthen neighborhood cohesion by developing housing design standards, encouraging active neighborhood and block associations, and celebrating neighborhood improvements
5. Identify sites that are ideal for infill residential development
6. Create a community service program to clean and prepare infill sites for development
7. Implement a rental registration and rating system to address absentee ownership and substandard property conditions
8. Provide flexible infrastructure standards within new growth areas to encourage a variety of lot sizes and products
9. Continue to offer incentives and seek new funding sources for redevelopment and infill in older neighborhoods
10. Allow rural residential to locate only within designated areas along corridors or adjacent to existing clusters of 20 residences or more, provided lots are served by adequate utilities and local streets are improved by a development agreement with the County
11. Continue to update building codes to ensure that subdivisions developed in the County area have engineering standards compatible with City of Emporia requirements so that such subdivisions do not become a financial burden for the City or County if annexed

## Current Housing Programs

Most of the housing programs and housing development supported by these programs in Lyon County are administered by the City of Emporia. Key programs are summarized below.

- **USDA Rural Development Section 515 Housing** There are three apartment properties funded through this program in Lyon County, which allows income-qualified tenants to pay 30% of their income for rent. Allen Vila Apartments (8 units), Americus Housing Authority units (16 units), and Olpe Plaza (14 units)
- **Neighborhood Revitalization Program** City of Emporia program that provides property owners an 80% to 95% property tax rebate on the increase in taxes generated by improvements made to their property. This includes new construction, additions, and renovations. The minimum investment is \$5,000 for residential properties and \$10,000 for commercial properties and the properties must be located within the city's designated Neighborhood Revitalization Area
- **Vacant Building Registration** City of Emporia program that targets chronically vacant properties. Owners of vacant properties (residential and commercial) must register their properties with the city and work toward returning the property to appropriate occupancy or use or marketing the property (for sale or rent). There is a registration fee of \$25 for residential and \$100 for commercial properties. Penalties for not registering a vacant property are up to \$50 and additional fines of \$100 per 90-day period can be levied if a property continues to be vacant and not registered. Additional fines of \$250 per residential unit and \$500 per commercial building can be levied if a building is chronically vacant for more than one year
- **Rural Housing Incentive District (RHID)** Kansas Department of Commerce program that allows cities and counties to fund infrastructure to support the development of new housing. The City of Emporia is using RHID funds to pay for some of the infrastructure costs associated with the 26-lot Hidden Vistas subdivision. Homes in this neighborhood will be \$200,000 to \$300,000
- **Moderate Income Housing Grant** The City of Emporia received a grant of \$179,839 from Kansas Housing Resources Corporation to help fund the construction of five single-family homes on city-owned lots. The funds will be used for construction financing and down payment assistance for qualifying families
- **Affordable Housing Program Grant** The Federal Home Loan Bank of Topeka awarded the City of Emporia \$131,000 to assist with renovations and repairs on 23 homes throughout the city
- **Low Income Housing Tax Credit (LIHTC)** LIHTCs are awarded annually by Kansas Housing Resources Commission to private developers to help subsidized the cost to develop housing. In return, a set aside number of units at apartment properties are reserved for households earning less than 60% of the area median income. There are five LIHTC properties in Lyon County—Hartford Place (10 units in Hartford), Chapel Ridge Apartments (64 units in Emporia), Wyndham Place Senior Residences (42 units in Emporia), Westwood Village (76 units in Emporia), and Kenyon Heights (46 units in Emporia)

The City of Emporia approved three additional projects for which the developers are applying for LIHTCs. Emporia landing would contain 32 units designed for families, Eastridge Apartments would contain 66 units designed for families, and Whittier Place would contain 36 units designed for seniors. The application process for LIHTCs is very competitive and it is not common for three projects to be approved the same year in a community the size of Emporia.



**THE COST OF SPRAWL**

*This chart shows the cost for the City of Emporia to provide public services to the identified housing type per every \$1 dollar of property tax revenue raised (based on City of Emporia 2014 expenses). Note that as housing density increases, the cost to the City decreases to the extent that for the Granada Lofts, for every \$1.00 of property tax revenue, the City only spends 2 cents, which translates into a 98 cent gain for the City on every dollar of property tax revenue.*

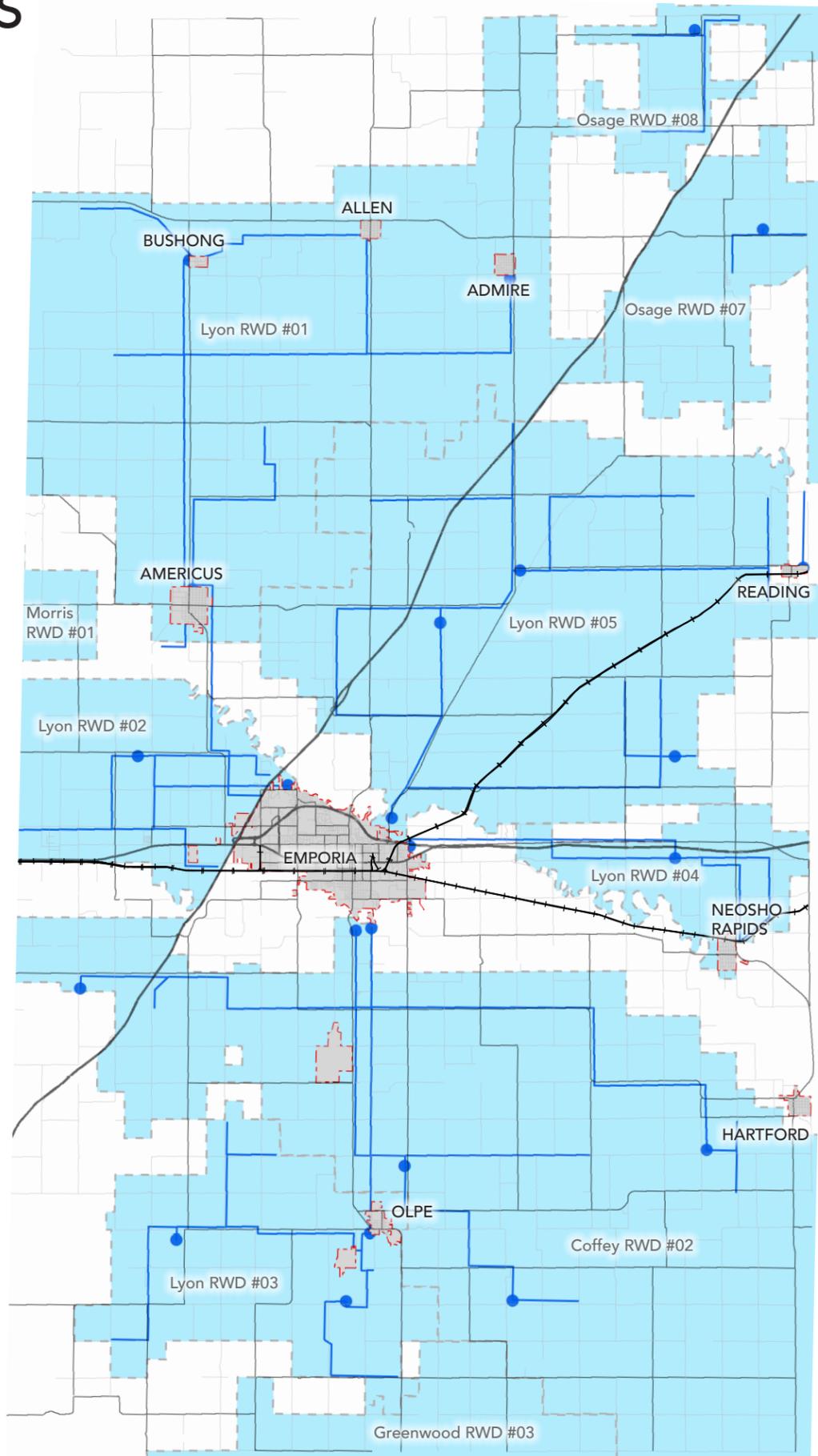
**Finding**  
*Low density, large lot development barely pays for itself and once homes are developed on lots larger than 1.5 acres they cost the City money. Hence, an appropriate balance of housing types should include smaller lot options.*

Source: Development Strategies

# UTILITIES

Utility planning in Lyon County is the process of developing and maintaining cost-effective and environmentally-compatible infrastructure systems that support a modern community and economy. Utilities are a basic building block of urban and rural living and should be coordinated with land use to ensure the community has adequate infrastructure to serve existing and future development.

In addition to city-owned utilities, private utilities include electrical, natural gas, and telecommunication and are important components of the overall infrastructure network. While the City of Emporia and Lyon County do not have direct control over private utilities, the community can influence utility-related decisions by coordinating with private utility providers, limiting the amount of disturbance to city infrastructure and neighborhood character, and coordinating with private utility providers on the acquisition, use, and enhancement of utility corridors.

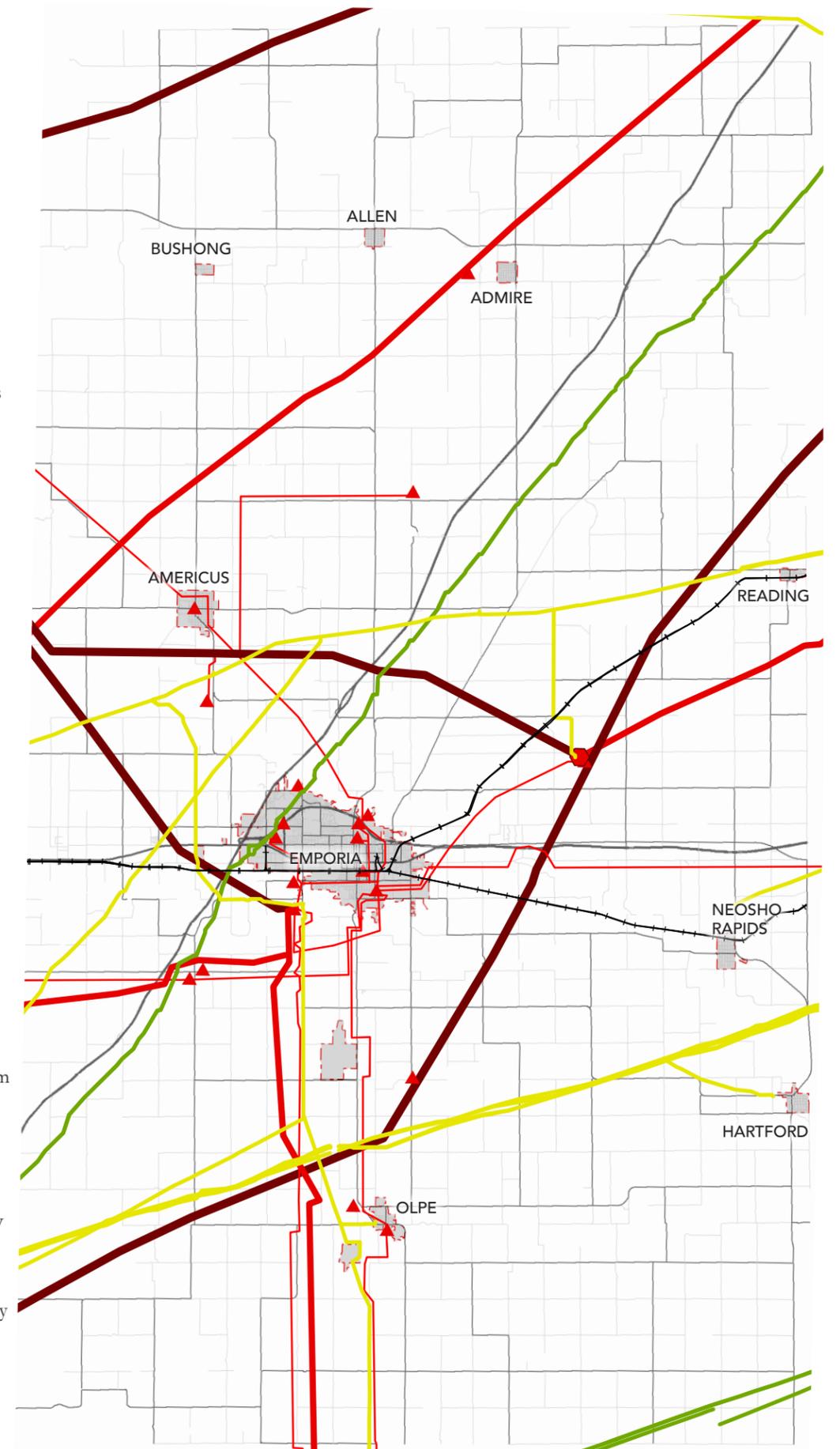
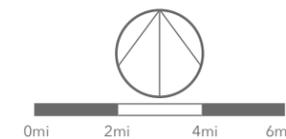


## Legend

- Rail
- Interstate, Other Principal Arterial
- Local
- Major Collector
- Minor Arterial
- Minor Collector
- Emporia City Limit
- Water Rural Facilities
- Water Rural Pipelines
- Rural Water Districts

## Legend

- Fossil Steam Power Plant
- Substation
- Crude Oil / Petroleum Products
- Natural Gas
- More than 200kV
- Between 100 - 200 kV
- Less than 100kV
- Electric High Capacity



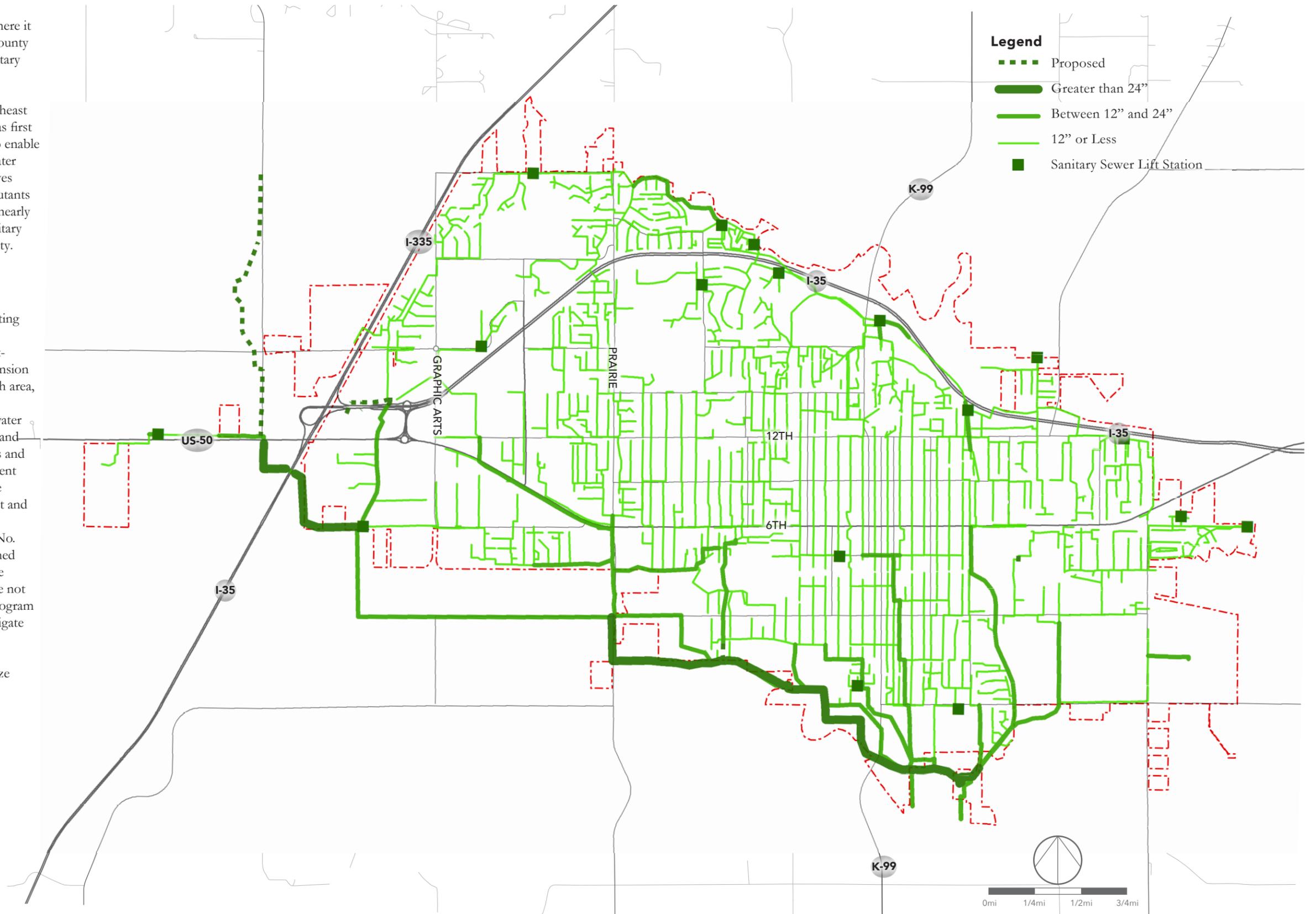
# SANITARY SEWER

The sanitary sewer system is a network of pipes that carries sewage away from bathrooms, sinks, kitchens, and other plumbing components to a wastewater treatment plant where it is filtered, treated, and discharged. While most of Lyon County is served by individual septic tanks, over 140 miles of sanitary sewer lines serve the City of Emporia.

The Emporia Wastewater Treatment Plant is located southeast of Soden Park along the Cottonwood River. The Plant was first built in 1922 with various improvements over the years to enable treatment of approximately 4.0 million gallons of wastewater per day. Heavy usage by commercial and industry uses gives the Wastewater Treatment Plant a solids and organic pollutants loading equal to the discharge of 48,000 people, which is nearly double the city's actual residential population. Fifteen sanitary sewer pumping stations are also located throughout the city.

## NEXT STEPS

- Strengthen and direct development towards existing communities to conserve resources and make development decisions predictable, fair, and cost-effective. For example, a planned sewer line extension along Road G, an identified and preferred growth area, would support economic development
- Upgrade the nutrient removal system for wastewater treatment to meet new permitting requirements and improve water quality. Nutrient removal facilities and processes are required at the Wastewater Treatment Plant per current permitting requirements by the Kansas Department of Health and Environment and Environmental Protection Agency
- Upgrades to two aging lift stations, Lift Station No. 9 and Lift Station No. 6, are currently programmed to mitigate failures that would drastically increase replacement costs. Several other lift stations have not been upgraded since the 1970s. Prioritize and program systematic upgrades to lift stations by age to mitigate space, security, and safety issues
- Conduct a comprehensive sanitary sewer system analysis to identify system condition and prioritize locations for maintenance or replacement

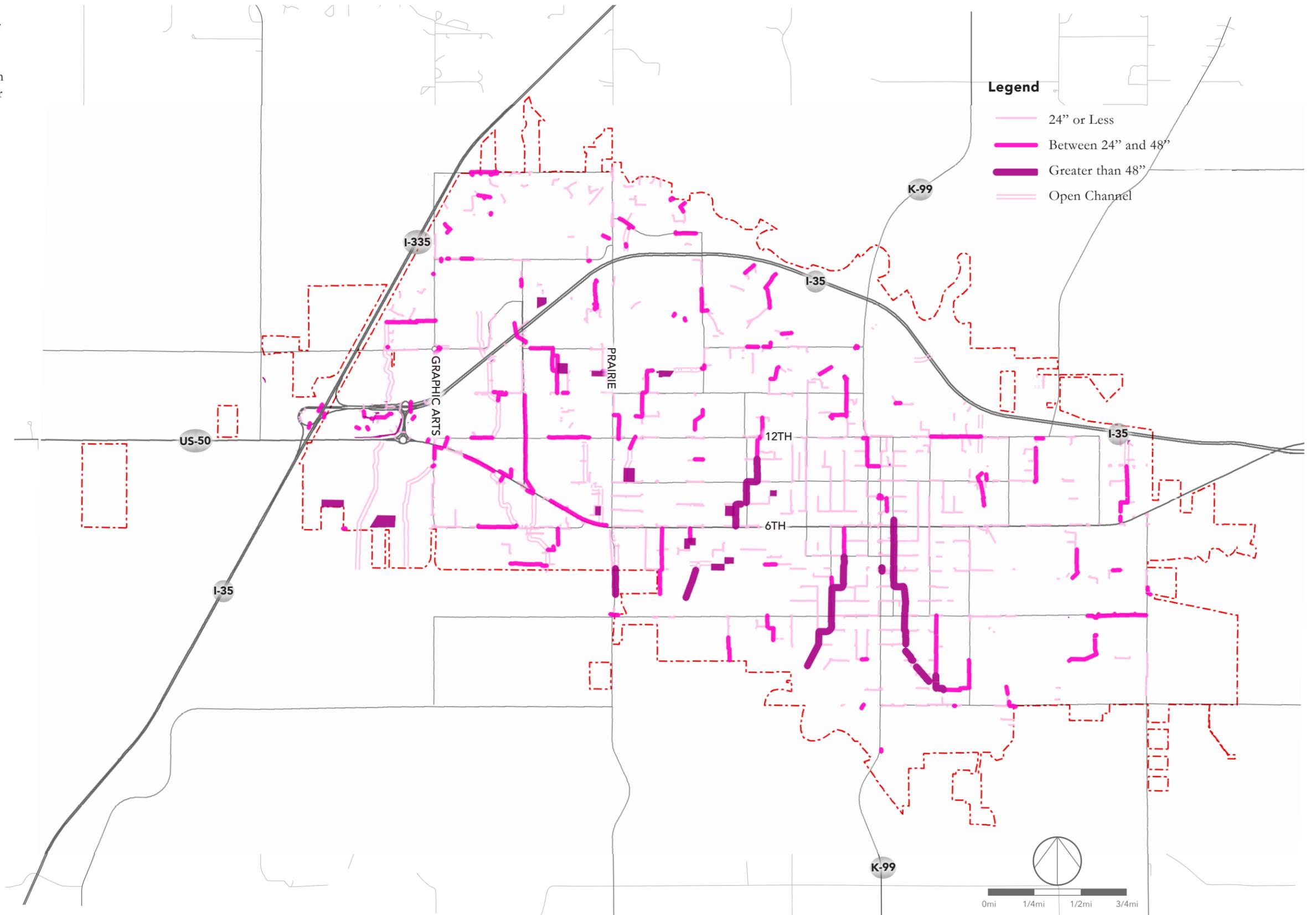


# STORM SEWER

The stormwater sewer system is designed to carry rainfall runoff and other drainage through a series of pipes and open ditches until discharged into streams, rivers, or other surface water bodies. The City of Emporia has various stormwater infrastructure including open ditch, concrete channels, culverts, flumes, pipes of various sizes, detention ponds, and more. Overall, there is nearly 70 miles of linear stormwater infrastructure and 1.3 million square-feet of stormwater surface area control.

## NEXT STEPS

- Stormwater infrastructure systems should be developed and maintained to accommodate projected growth and development
- Develop a systematic process for replacement and maintenance of stormwater conveyance infrastructure
- Appropriate system extensions need to be determined to support new development in identified growth areas as well as discourage development in undesirable locations such as floodplains, prime agricultural land, or isolated development areas
- Perform routine maintenance activities to the stormwater system in order to maintain its intended capacity and condition
- Ensure compliance with state and federal requirements for management, operation, and maintenance



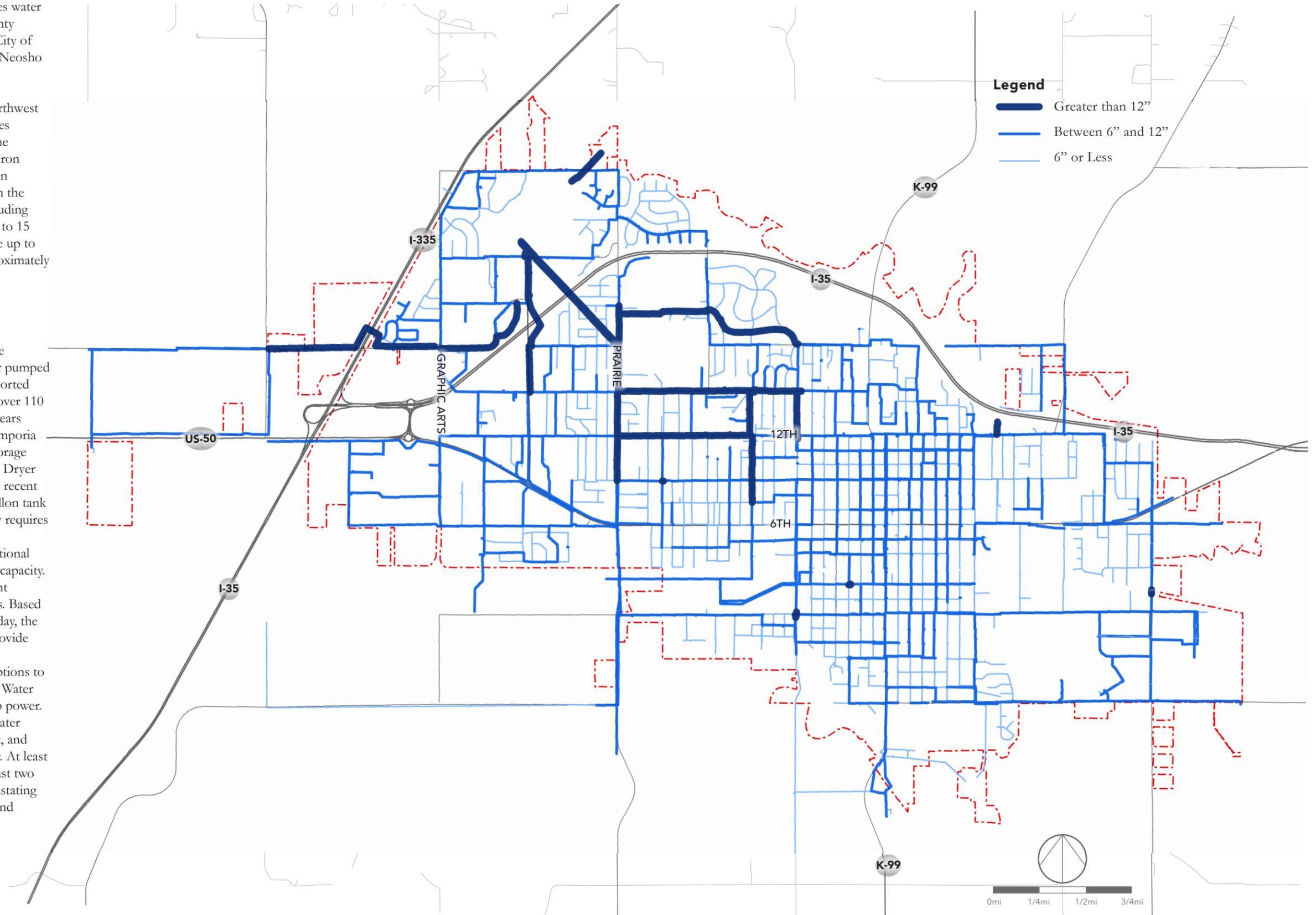
# WATER SYSTEM

Water infrastructure is an essential utility for communities and a gatekeeper to development. The City of Emporia provides water for the city and six rural districts, which cover Lyon County and portions of Osage County and Coffey County. The City of Emporia has several water rights and contracts from the Neosho River, Cottonwood River, and Council Grove Reservoir.

The Emporia Water Treatment Plant is located in the northwest portion of the city in Dryer Park and serves over 180 miles of water distribution lines throughout the city. Most of the distribution system is comprised of cast iron and ductile iron water mains, but PVC water mains began to be installed in the 1990s. The Water Treatment Plant was constructed in the 1880s and has had major renovations over the years, including improvements in the 2000s to increase the plant capacity to 15 million gallons per day. While the city is permitted to take up to 15 million gallons of water per day, current usage is approximately 5.6 million gallons per day.

## NEXT STEPS

- Replace aging water main to provide appropriate capacity to the Water Treatment Plant. All water pumped to the Water Treatment Plant is currently transported via three primary water mains, one of which is over 110 years old and has failed several times in recent years
- Three water towers are located in the City of Emporia to provide a combined 4.0 million gallons of storage capacity. Two 1.5 million gallon tanks located in Dryer Park near at the Water Treatment Plant received recent pipe and valve updates. The third 1.0 million gallon tank located on 12th Avenue near Topeka Street now requires similar improvements
- Conduct a study to determine the need for additional storage facilities to meet recommended storage capacity. Kansas Department of Health and Environment recommends two days storage for water systems. Based on the current usage of 5.6 million gallons per day, the existing 4.0 million storage capacity does not provide sufficient storage for one full day
- Invest in a backup power system to avoid disruptions to water service and improve utility resiliency. The Water Treatment Plant currently does not have backup power. The loss of power affects the ability to pump water from the river, treat water at the treatment plant, and provide high-pressure service to the community. At least three power outages have occurred within the last two years and an extended power loss can have devastating impacts on drinking water quality, commercial and industrial operations, and emergency response capabilities.





# 4 MAKING IT HAPPEN

As the community and region continue to change, Emporia and Lyon County must take an active role in positioning itself in the modern economy by expanding the availability and range of job opportunities that provide residents with the ability to choose to both live and work in their community. The City and County will need to monitor and respond to regional and national trends that have the potential for local impacts.

This section outlines strategies that will support the implementation of PlanELC and achieve the community's vision. It includes long-range and ongoing strategies organized by the guiding principles of the plan. The City and County Regulating Plans are a representation of the future development that the community desires. This will be used to guide future development along with the objectives and planning patterns in PlanELC.

# ECONOMIC DEVELOPMENT OPPORTUNITIES

The baseline economic analysis, as well as the community survey, stakeholder interviews, and focus groups identified several needs and objectives for future economic development.

## THERE IS A NEED TO...

- attract jobs that pay livable wages
- support and grow existing businesses
- better train the existing workforce with the skills needed to fill current and future job openings
- maintain an adequate inventory of land, particularly industrial, to attract new industry
- identify and acquire land with rail access to attract new industry
- improve the housing stock to support economic development
- strengthen Emporia's core through redevelopment and ongoing support of Main Street initiatives

## KEY CONSTRAINTS RELATING TO ECONOMIC DEVELOPMENT INCLUDE

**Population Decline** The population in Lyon County and Emporia declined from 2000 to 2016 and population projections show continued losses. This creates several challenges.

- Population losses suggest a shrinking local workforce. While strong companies with new jobs attract new residents, many companies considering locating in a community want to see a ready and available workforce
- Population losses make it challenging to build new housing. Although there will continue to be demand for replacement housing, developers and financial institutions are attracted to communities that have growth
- Population losses directly impact a community's tax base and the ability of local government and economic development organizations to incentivize or otherwise fund programs or initiatives aimed at improving the community and attracting new commerce

**Economic Diversity** The Industrial sector, particularly the manufacturing of food products, was historically and is currently the largest employment sector in Lyon County. While the mix of employers has diversified during the past decade and the county is less reliant on a single company, there are multiple local, national, and global challenges. Overall, growth is anticipated in the manufacturing sector, but not necessarily in terms of jobs.



Industry in Emporia

## Economic Development Organizations and Initiatives

There are four main economic development entities that lead the major activities around economic development for Emporia and Lyon County.

### Regional Development Association (RDA) of East Central Kansas

The RDA is the lead agency for economic development initiatives in the area. The mission of the organization is “to proactively promote economic growth of the East Central Kansas through commercial and industrial recruitment, expansion, and training enhancement.”

RDA's current goals are:

- Creation of skilled jobs that benefit the region
- Encourage the retention of existing employment within the region
- Create an atmosphere that provides growth opportunities to industry

RDA coordinates efforts with Emporia Enterprises, the City of Emporia, Lyon County, Emporia State University, Emporia Chamber and Convention and Visitors Bureau, Emporia Main Street, Flint Hills Technical College, Flint Hills Regional Council, and other organizations. RDA promotes incentives offered in the region, including Tax Increment Financing (TIF), Transportation Development Districts (TDD), Community Improvement Districts (CID), and the City of Emporia's Neighborhood Revitalization Plan.

The RDA is very active in industry recruitment and site selection, and is instrumental in supporting the stability and growth of major local employers like Simmons Pet Foods, Hills Pet Nutrition, Hostess, and Tyson. The organization maintains a database of economic data and analysis aimed at promoting economic growth.

### Emporia Enterprises

Emporia Enterprises is funded by the City of Emporia and focuses on industrial land. Specifically, they focus on developing industrial parks and maintaining a marketable inventory of industrial land for future use.

### Emporia Area Chamber of Commerce and Convention and Visitors Bureau

The Chamber of Commerce / Convention and Visitors Bureau's mission is twofold: to support and promote local businesses, and to market Emporia and Lyon County as a tourist destination. They host networking events, work with partner agencies to address workforce and other economic development concerns, and promote the region to businesses and potential visitors.

### Emporia Main Street

Emporia Main Street's focus is on Downtown Emporia and their mission is, “increasing consumer business, strengthening retail and professional institutions, assisting in the preservation and maintenance of the community's heritage, and promoting pride in the community's institutions and achievements through design, promotion, business enhancement & organization.”

Emporia Main Street is part of the National Main Street Program and assists with business development, revitalization projects, event organization, and other promotions.

In addition, the ESU Small Business Development Center and the Flint Hills Regional Council also contribute to economic development initiatives and programs.

While all of the economic entities are doing great work in their own right, there is a lack of centralized leadership to coordinate the various economic development initiatives and ensure that the needs of the community are being met.

# SUSTAINABLE ECONOMIC DEVELOPMENT

## Stakeholder Feedback



During the charrette and stakeholder interviews, people expressed the importance of economic development to their community-- outlining the current robust approach that is taken by multiple organizations to improve the area's employment prospects.

While these efforts need to continue, there are six key principles for sustainable economic development that should be followed.

### SIX KEY PRINCIPLES FOR SUSTAINABLE ECONOMIC DEVELOPMENT

1. Recognize that economic development is holistic, long-term, and comprehensive – jobs in part result from having a great city that attracts a labor force that then attracts employers
2. Define and market a unique economic and community image - from the Bicycling Capital of Kansas to the Best Main Street in America – leverage your current assets to promote economic development
3. Determine the highest and best use of available land and align economic development strategies accordingly – avoid random and opportunistic acquisition of land for future industrial use if that acquisition may limit higher and better uses for the land
4. Create a network of support and mentorship for entrepreneurs
5. Ensure options for industrial land uses exist to attract a variety of appropriate employers to the region
6. Expand and diversify the local economic development mindset to include jobs creation, workforce training, small business development, and, perhaps most importantly, placemaking



Hostess, a major employer in Emporia (Image source Jill Toyoshiba, Kansas City Star)

## Economic Development Checklist

While this list is not exhaustive, it highlights steps that Emporia and Lyon County can take to promote the type of development which corresponds to the community's vision, planning model, and objectives for economic development. The City, County, and other local organizations are currently working on many of these steps and undertaking additional actions will make the efforts even more successful.

- Require new development to adhere to the Joint Comprehensive Plan
- Citizen involvement: engagement in the comprehensive plan process
- Make the community attractive, clean, and safe
- Activate public spaces and empty lots
- Promote infill development (housing and retail commercial)
- Facilitate short and long term redevelopment
- Encourage multiple transportation options
  - Convenient and safe walking and biking paths
  - Address any parking or transit issues
- Concentrate retail in a walkable area
- Identify and market vacant properties
- Create a strategy for a diverse retail and businesses
  - Businesses that meet people's everyday needs
  - Businesses that draw on a regional market
  - Businesses that are a unique destination
- Promote seasonal markets and festivals
- Support innovation and entrepreneurs
  - Including connections to financing and other resources
- Unify economic entities (join or connect with a common voice, identity, and goals)
- Incorporate equity in housing strategies
- Support small and local business
  - Offer discounted rents to independent and minority-owned businesses
  - Work with local contractors and construction companies
- Support job training and connecting residents to jobs
- Investigate funding programs, creative funding sources, and opportunities
  - Low Income Housing Tax Credit program
  - Community Development Block Grant
  - USDA Rural Development programs
  - Neighborhood events
  - Historic Preservation
- Update zoning codes and ordinances
  - Ensure consistency for all businesses
  - Improve permitting process
  - Consider implementing a form-based code
- Create a guidebook for small business owners
- Create a guidebook for developers
  - Easy step-by-step
- Enhance existing assets and celebrate local and regional uniqueness
  - Rivers (river walks and activities)
  - Local events
  - Sporting facilities and activities, etc.
- Build on and leverage public investment
- Promote the existing historic fabric of the community
- Determine how to measure success

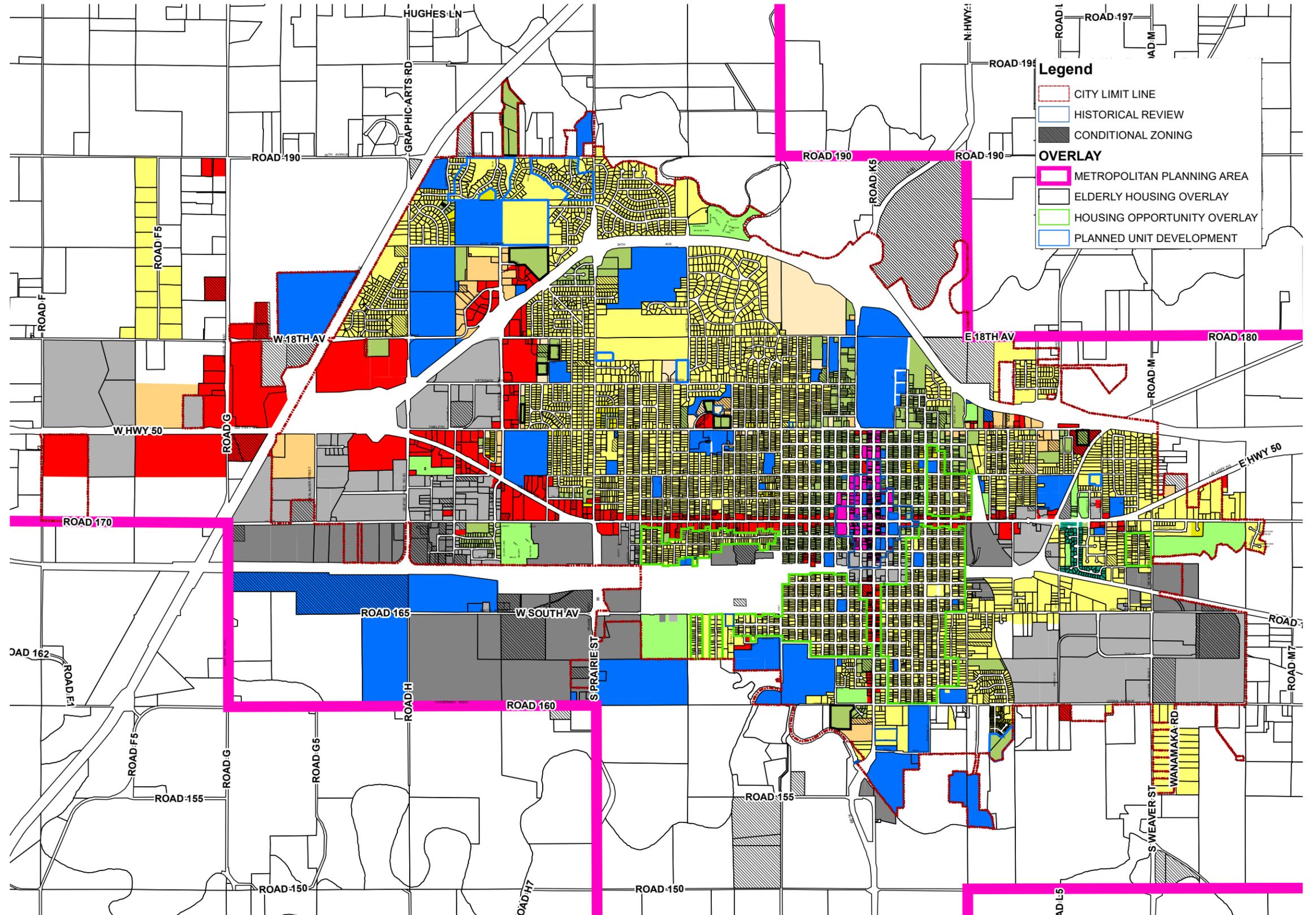
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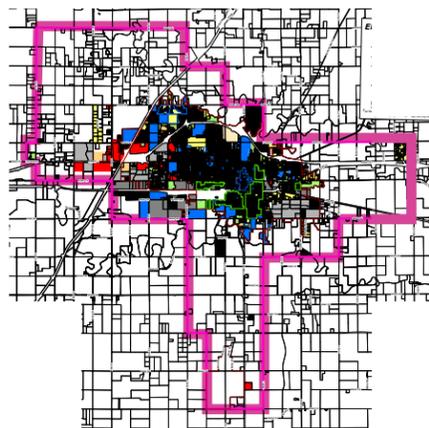
# PREVIOUS PLANNING EFFORTS

## Metropolitan Planning Area Zoning Map, 2017

The Emporia-Lyon County Metropolitan Planning Area Zoning Map, March 2017, shows the current land use zoning with conditional zoning throughout the City and Metropolitan Area. The City boundary is currently choppy, reflecting the results of piecemeal annexation. This type of growth makes it difficult to guide development to meet the community's needs as well as costly to maintain infrastructure to the edges of the city.



- ZONING DISTRICTS**
- A-L, AGRICULTURAL DISTRICT
  - C-1, OFFICE AND SERVICE BUSINESS DISTRICT
  - C-2, RESTRICTED COMMERCIAL DISTRICT
  - C-3, GENERAL COMMERCIAL DISTRICT
  - C-4, CENTRAL BUSINESS DISTRICT
  - I-1, LIGHT INDUSTRIAL DISTRICT
  - I-2, HEAVY INDUSTRIAL DISTRICT
  - M-P, MOBILE HOME PARK DISTRICT
  - MHS, MANUFACTURED HOME SUBDIVISION DISTRICT
  - P, PUBLIC DISTRICT
  - R-1, LOW DENSITY RESIDENTIAL DISTRICT
  - R-2, MEDIUM DENSITY RESIDENTIAL DISTRICT
  - R-3, HIGH DENSITY RESIDENTIAL DISTRICT

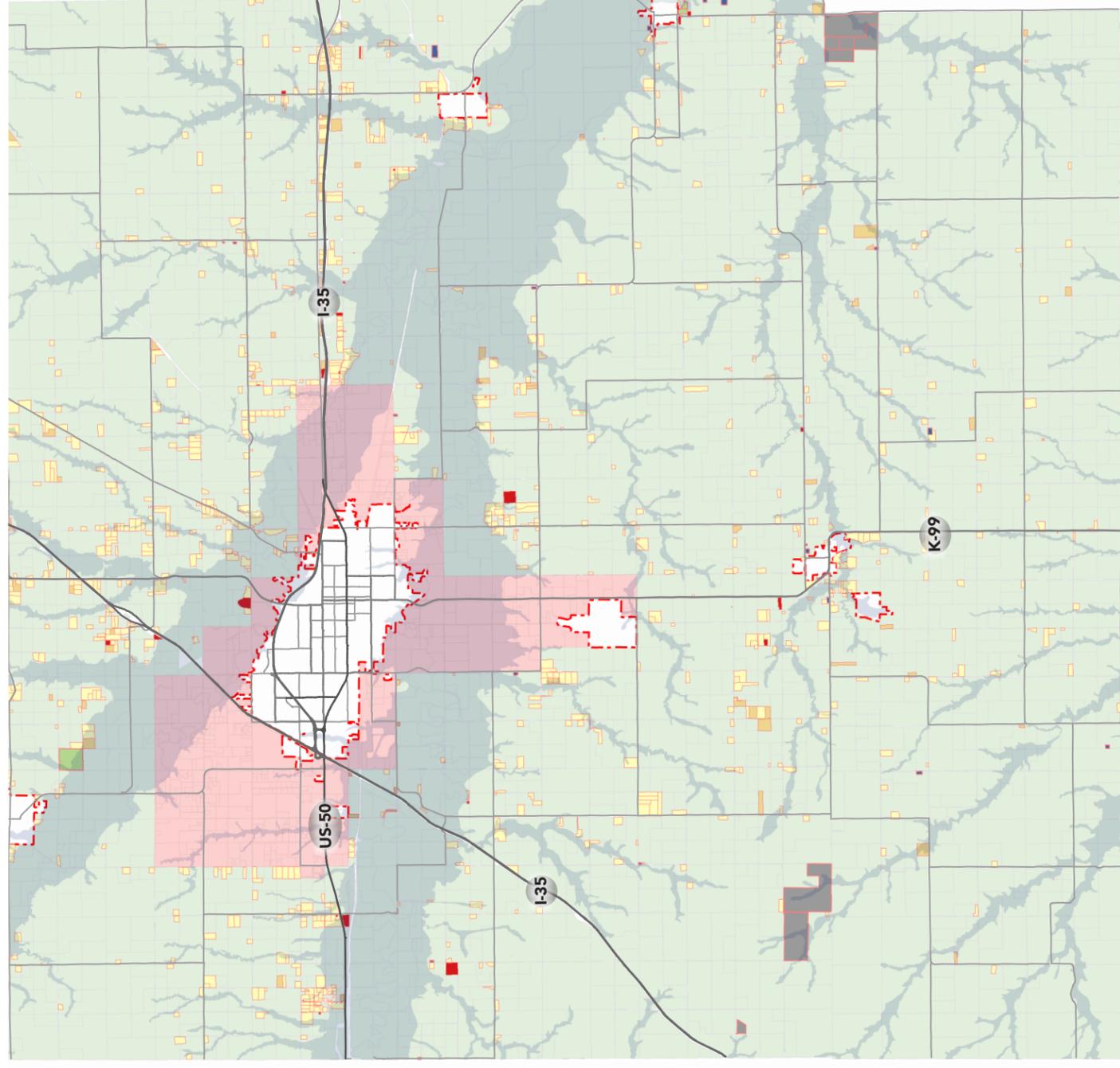
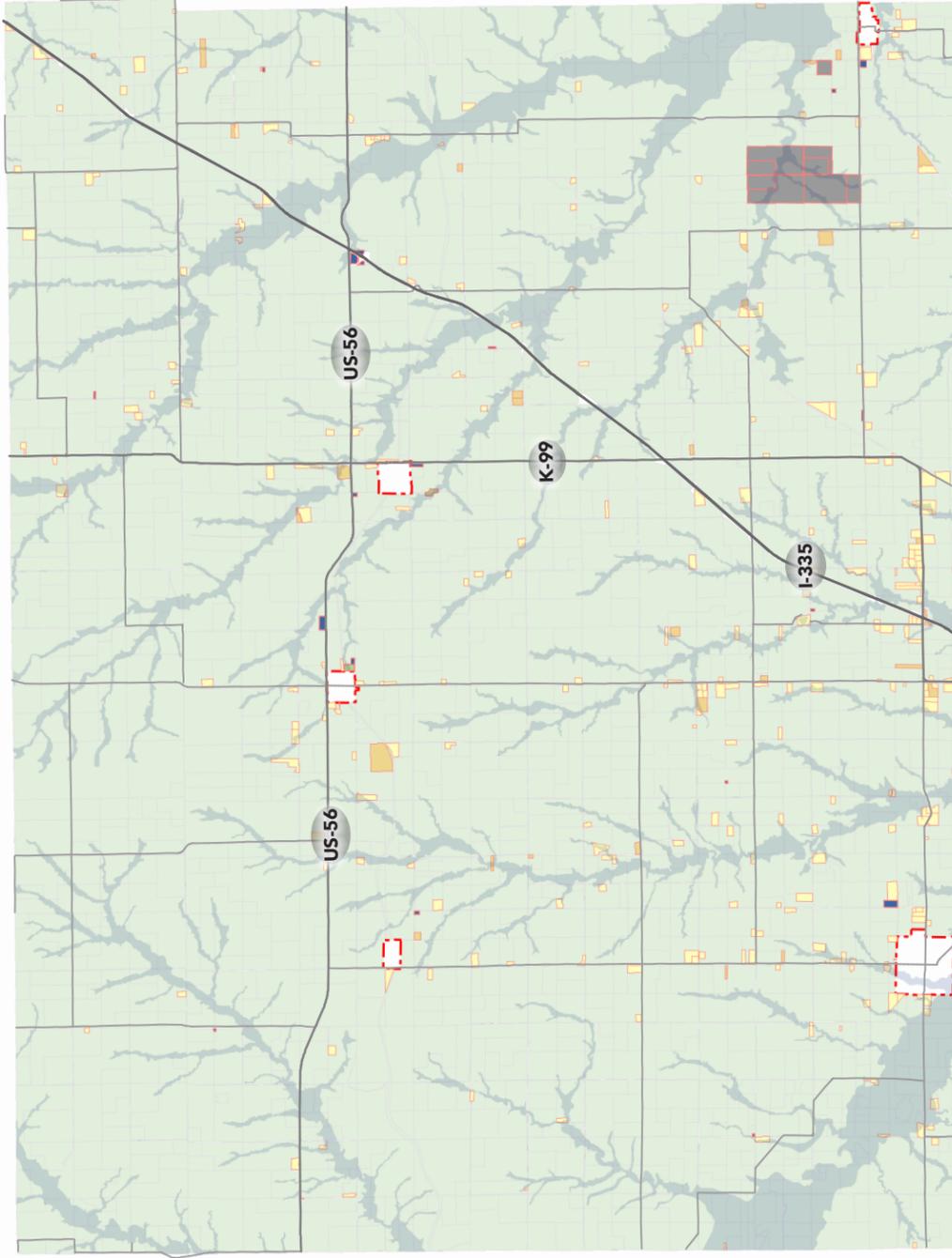


# PREVIOUS PLANNING EFFORTS

## Lyon County Existing Zoning

The majority of Lyon County development is conditional uses in land zoned for agricultural use. Additionally, there is both commercial and residential development in the floodplain.

Note: The data shown here may not be complete and will be updated as new data becomes available.



- Legend**
- Country Home
  - Single Family Detached
  - Single Family Attached
  - Commercial
  - Light Industrial
  - Heavy Industrial
  - Civic/Public
  - Greenspace/Parks/Recreation
  - Agricultural
  - Floodplain
  - City Limits
  - Metropolitan Planning Area



# USING THE REGULATING PLAN

Allowing flexibility for future development, while maintaining

PlanELC proposes a simplification of the planning process by combining the land use map with the zoning map to minimize confusion and inconsistencies. This is referred to as the Regulating Plan since it flexibly regulates development consistent with the community's vision and planning patterns.



Country Homes, Single-Family Detached, Single-Family Attached, and Multi-Family as housing typologies in the Regulating Plan

## What is a Regulating Plan?

A regulating plan can be viewed as an enhanced land use plan. At a basic level, this plan dictates building function within each area and also develops a land use typology for future growth in some areas as yet undeveloped. The regulating plan uses a standard land use and zoning methodology to ensure that there is proper separation between certain types of development, such as industrial and housing but also leaves flexibility for development to happen by designating building typology rather than use. In areas that are developed with housing already, the regulating plan does little more than indicate what type of housing may be developed there in the future.

In areas identified appropriate for future growth, where there is no current development, the regulating plan indicates the layout of the area as well, providing specific street layouts and open space requirements to ensure that future growth adheres to comprehensive plan and helps meet the community's goals and objectives.

The plan proposes to eliminate the Metropolitan Planning Area line as it is confusing and unnecessary. The original intent was for cities to have some control and oversight over what happens in adjacent county land. In Kansas, this started out as the Extraterritorial Jurisdiction Line and it extended up to three miles beyond the city limits. It is an important concept especially when counties have no zoning and cities want to ensure some control over use of adjacent land that could impact their air and water quality or other quality of life issues. Since this planning effort will coordinate land use

and zoning for Lyon County and the City of Emporia, this line is not needed. The future City limit line now more closely follows the floodplain line in many areas and designates appropriate areas for growth, if needed.

The Regulating Plan refers to building types rather than land uses. This Plan focuses strictly on allowable building types. Over time, as the zoning code is updated, the Regulating Plan can become more precise and address issues of form (i.e. build-to lines, setbacks, minimum and maximum building heights, etc.) and layout (i.e. parking locations, entry locations, etc.). This will further coordinate land use and zoning, creating consistency for planning and development decisions.

A key strategy has been to limit changes in existing residential neighborhoods. With the exception of allowing alley flats in neighborhoods served by alleys, the Plan does not propose changes to existing residential neighborhoods. The proposed changes occur in commercial areas, to allow more flexibility, and at the edges of the community to support appropriate development. Existing uses are always allowed and need not change at all. The Regulating Plan pertains to future development in all areas and the default is to support current property owners and their rights with respect to the currently allowed uses of their properties.

The specific development types shown on the Regulating Plan are defined on the facing page.

consistency in the form of the built environment

Development Type	Primary Use	Key Characteristics
COUNTRY HOME	Single-family detached homes on large lots, typically less than one home per acre	Clustered development is encouraged to preserve sensitive natural environments or agricultural land
SINGLE-FAMILY (SF) DETACHED	Single-family detached homes on smaller lots	Accessory dwelling units and/or alley flats would be allowed in neighborhoods with alleys
SINGLE-FAMILY (SF) ATTACHED	Single-family attached homes on smaller lots. Townhomes, duplexes, triplexes, rowhomes, or smaller multi-family buildings	Provides a mix of housing options and is often the transition between higher-density corridors and single-family neighborhoods
MULTI-FAMILY HOUSING	Lofts, multi-family apartments, or condominiums	A mix of higher-density housing located in areas near retail, health services, schools, and transit hubs. Lofts can also be in a mixed-use area such as Commercial St.
COMMERCIAL	A range of employment uses including small-scale assembly, wholesale retail, indoor storage, and other commercial services	Typically along major corridors but not in a downtown area
FLEX-USE	Retail, office, flex-space, or residential, excluding single-family detached housing	Provides flexibility and a variety of employment spaces to meet changing needs; Promotes adaptive reuse of existing buildings; Located within walking distance of multi-modal transportation networks
MIXED-USE	Mix of retail, professional offices, medium to high density residential and service-oriented uses	Vertical integration of uses; Provides opportunities for a broad mix of higher-density pedestrian and transit-oriented uses
INDUSTRIAL-FLEX	Commercial, light industrial, small-scale assembly	Planned employment center or planned integrated-use development along corridors and city boundaries with pedestrian-oriented interiors, pocket parks, and/or plazas
LIGHT INDUSTRIAL	Mid-scale manufacturing, warehouse and distribution, research and development, or large employment facilities such as corporate office headquarters in a campus-like setting	Preserves larger contiguous sites to allow for large employment facilities; accommodates a wide range of industries to match the City's target industries
HEAVY INDUSTRIAL	Large-scale manufacturing and processing	Preserves larger contiguous sites to allow for large employment facilities; located near appropriate transport options such as highways, rail, and airports
CIVIC / PUBLIC	Schools, government offices, fair grounds, community centers, libraries, hospitals, cemeteries, and other uses essential to public services such as electrical substations and water facilities	Typically provided by the City or County but can include other entities such as the hospital; Publicly owned land
GREENSPACE / PARKS / RECREATION	Parks, openspace, green corridors, or land preserved for conservation or recreation	Provides for active and passive recreation needs in both the City and County; protects scenic or sensitive natural areas; typically publicly owned
AGRICULTURAL	Farming activities including crops and animal husbandry	Cannot be developed other than one single-family dwelling and buildings necessary for farming activities such as a barn or stable.

# EMPORIA REGULATING PLAN

## KEY AREAS OF CHANGE

### 1. The Northwest Corner

This is one of the few areas of growth for the City and is an ideal area for higher end residential development in support of economic development goals. Potential employers oftentimes look for a strong labor force and the labor force looks for quality homes, which are currently in high demand in Emporia. Retail then follows the residential rooftops. All future growth should avoid development in the floodplain.

### 2. Industrial Park IV (IPIV) Rezoning

IPIV is rezoned to Industrial-Flex to include commercial, light industrial, planned employment center or integrated-use development. This increases the flexibility of the area and helps to make future development more compatible with other types of development, such as higher end homes, happening near by.

### 3. The Downtown

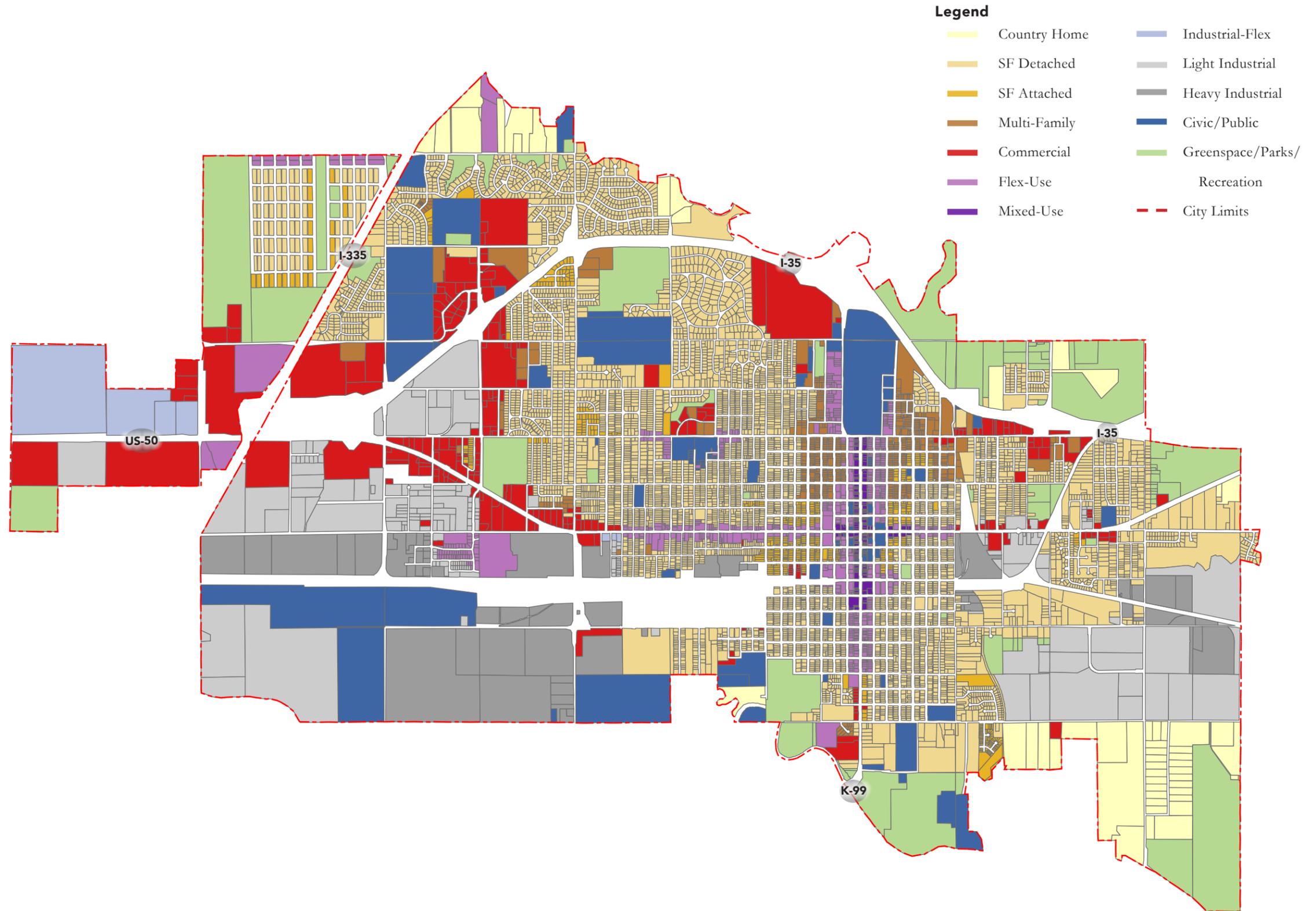
The plan rezones downtown commercial to mixed-use and flex-use, which includes residential, commercial, office, retail, and other services. This simply allows for more flexibility and a cohesive, pedestrian environment.

### 4. Eastside Industrial

The plan rezones some current agricultural land to industrial in order to have adequate land near existing industrial uses, rail and other transportation modes. Heavy industrial uses should be grouped together to provide greater infrastructure synergies and opportunities for large-scale employers. Overall, the plan shows a small net gain of industrial land.

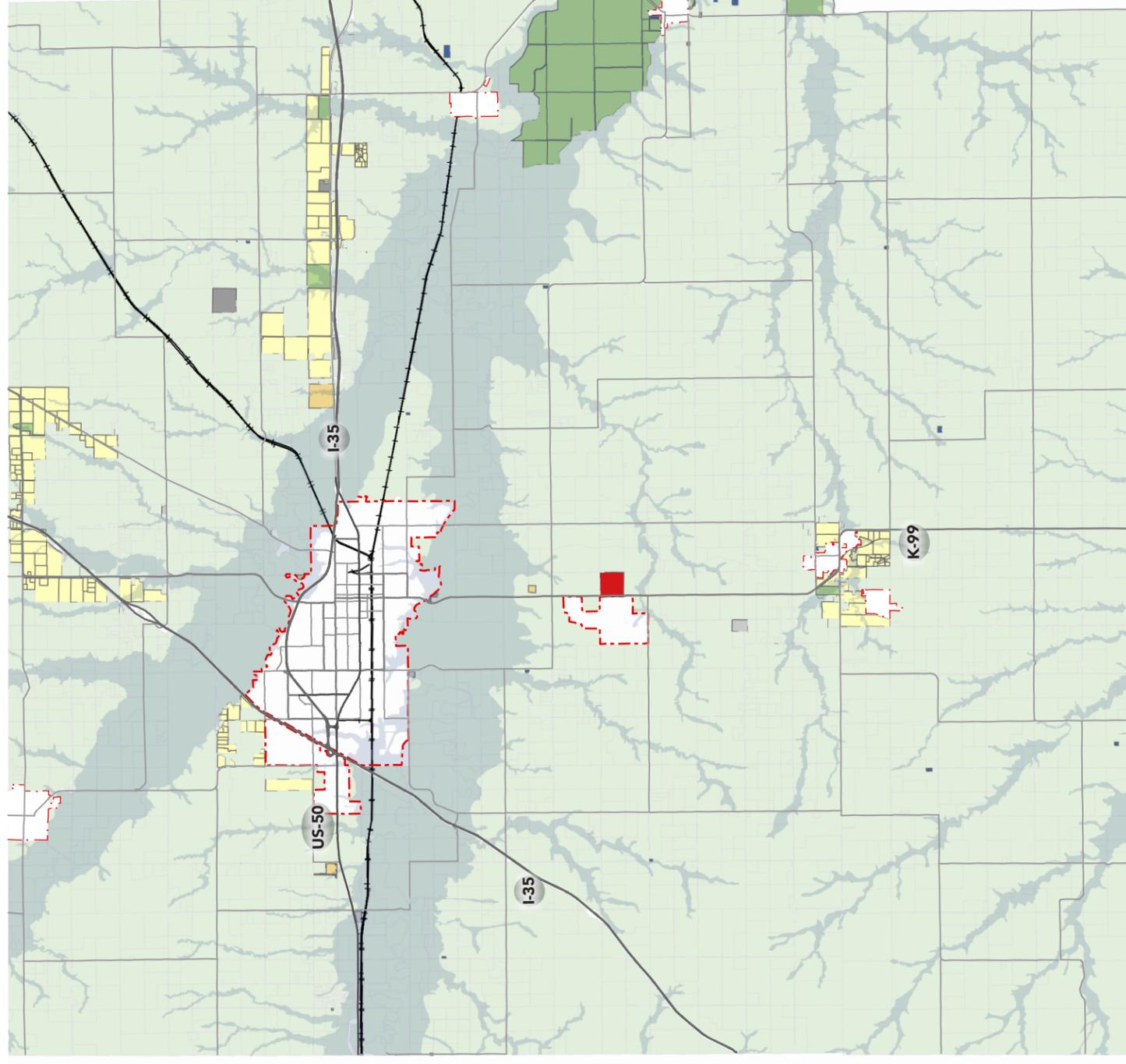
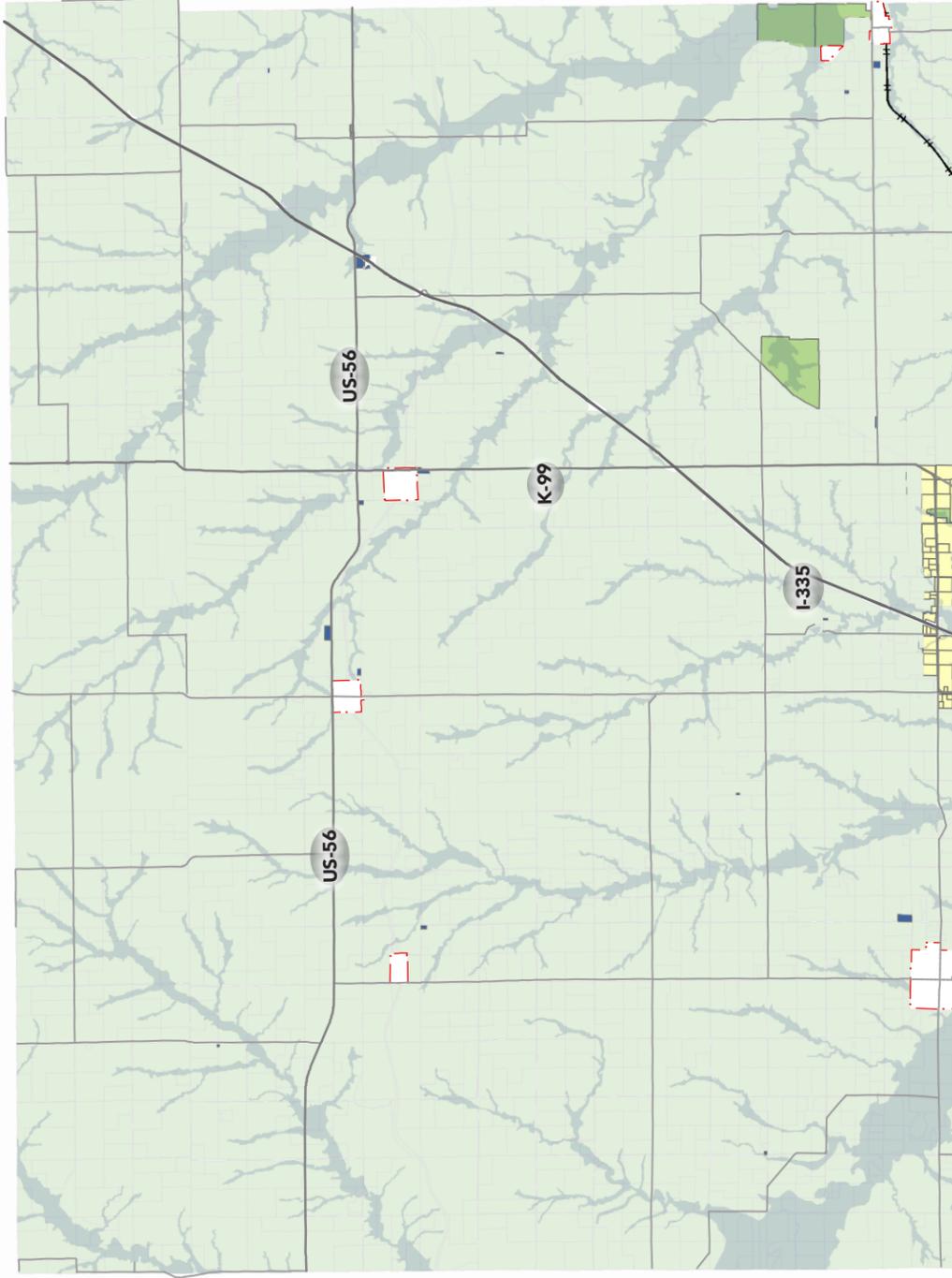
### 5. Southeast Residential

The plan rezones this area to residential with a greenway buffer along the floodplain. Existing residential uses already occupy much of this area.



# LYON COUNTY REGULATING PLAN

The Lyon County Regulating Plan shows almost all areas as agricultural land with allowable uses consistent with the needs of farmers and ranchers. In order to better preserve agricultural land and the associated agricultural uses, the minimum parcel size for agricultural is 40 acres. However, in order to meet the demand for some rural residential, the regulating plan shows the ability to develop Country Homes along designated corridors and in clusters so that roads and other infrastructure can be easily maintained. Conditional uses outside of these parameters should be limited.



## Legend

- Country Home
- Single Family Detached
- Single Family Attached
- Commercial
- Light Industrial
- Heavy Industrial
- Civic/Public
- Greenspace/Parks/  
Recreation
- Agricultural
- Floodplain
- City Limits



0mi 1 1/2mi 3mi 3 1/2mi

# PLANNING PATTERNS MATRIX

When and where to use your patterns

	CITY	SMALL TOWN	RURAL
<b>Preserving Agricultural Landscapes</b>			
<b>CORRIDOR-FOCUSED DEVELOPMENT</b> Focus development along transportation corridors.	●	●	●
<b>GREENWAY SETBACKS</b> Establish greenway setbacks to support native ecology and protect farmlands.	●	●	●
<b>Linking Parks to People</b>			
<b>DEFINED PLAZAS &amp; COURTYARDS</b> Frame plazas and courtyards with buildings with entrances that face the outdoor space.	●	●	
<b>FRAMED PARKS</b> Surround parks with buildings that face the park to bring life and natural surveillance.	●	●	
<b>REGIONAL PARKS</b> Preserve regional parks throughout the County. Create a connected trail network from regional parks to surrounding cities.	●	●	●
<b>Connecting Communities</b>			
<b>MIXED-USE TRANSIT-ORIENTED NODES</b> Focus development around bus stops and other transit hubs.	●	●	
<b>CITY BOULEVARD</b> Create tree-lined boulevards.	●	●	
<b>AVENUES</b> Use three-lane avenues that includes one travel lane, a center green median with protected left-hand turn lane, and an opposite travel lane.	●		
<b>MAIN STREETS</b> Enhance the primary street of retail and economic activity.	●	●	
<b>CONNECTED ALLEYS</b> Ensure that alleys do not dead-end, but instead connect to streets allowing for more efficient and safe travel.	●	●	
<b>COUNTRY ROADS</b> Preserve a country road network.			●
<b>VISIBLE GATEWAYS</b> Ensure that entries into towns or districts are noticeable and indicative of an area's character.	●	●	
<b>CONNECTED SIDEWALKS</b> Ensure a continuous sidewalk and bike path network that links parks, openspace, schools, public facilities, and communities.	●	●	
<b>SAFE CROSSWALKS</b> Ensure intersection crossings are clearly stripped, use rectangular layout and straight curb cuts.	●	●	
<b>PLANTING STRIPS</b> Incorporate planting strips on all streets.	●	●	
<b>GREEN MEDIANS</b> Provide a green median to allow for safe protected left-hand turn lanes.	●	●	
<b>MAIN STREET BIKEWAYS</b> Establish in-town bikeways in the form of painted bike lanes or "sharrow" streets.	●		

<b>RIVERFRONT BIKE PATHS</b> Where appropriate and feasible, put bike paths along river corridors.	●	●	●
<b>COUNTRY BIKEWAYS</b> Where appropriate and feasible, put bike paths in unused rights of way.		●	●
<b>Supporting Infill Development</b>			
<b>HISTORIC PRESERVATION</b> Encourage adaptive reuse of historic buildings to help support the character of the place.	●	●	●
<b>MIXED-USE BUILDINGS</b> Encourage buildings with ground floor commercial retail uses and housing or offices above.	●	●	
<b>FLEX-USE BUILDINGS</b> Encourage buildings that can accommodate a range of uses and maintain consistent building size, height, and lot coverage.	●	●	●
<b>SIDEWALK BUILDINGS</b> In town and city centers, require all new buildings be built to back edge of sidewalks.	●	●	●
<b>CONTINUOUS FACADES</b> In town and city centers connect buildings together on the sides to form continuous facades.	●	●	●
<b>ON-STREET PARKING</b> Provide for on-street parking on most streets.	●	●	
<b>PARKING BEHIND</b> In all new commercial and residential development, parking should be placed behind or to the side of building fronts.	●	●	
<b>COMPLETE STREETS</b> Ensure that streets have comfortable and safe places for pedestrians, cars, and cyclists.	●	●	
<b>UNDERGROUND UTILITIES</b> Place utilities underground to reduce visual clutter and increase resiliency during natural disasters.	●	●	●
<b>STREET TREES</b> Place trees at regular intervals along all streets.	●	●	
<b>CONSISTENT SIGNAGE</b> Develop and use uniform signage through the city that helps reinforce the city's character.	●	●	
<b>URBAN LOFTS</b> Incorporate one or two-level apartments or condos in a multi-story building.	●	●	
<b>ALLEY FLATS</b> Allow small one-level apartments at grade above garages on alleys.	●	●	
<b>CONNECTED TOWNHOMES</b> Include attached homes of one or three stories with individual entries, stoops, or porches. Garages are accessed from behind.	●	●	
<b>BUNGALOWS</b> Incorporate one or two story homes with 6' porches and pitched roofs.	●	●	
<b>COUNTRY HOMES</b> Develop one or more story detached single-family homes on large lots.	●	●	●
<b>MANUFACTURED HOMES</b> Allow manufactured homes in safe areas, outside of the floodplain, with full services and adequate parking.	●	●	●
<b>COMFORTABLE FRONT PORCHES</b> Encourage elevated, 6' deep by 8' wide porches in the front of the house.	●	●	●

# IMPLEMENTATION PLAN

## City of Emporia Key Projects

	JUSTIFICATION	PHASE (YEARS)
<b>Short-term</b>		
<b>PRESERVING AGRICULTURAL LAND</b>		
Metropolitan Area and City Boundary Alignment	The current double boundary is confusing and unnecessary. PlanELC will coordinate land use and zoning for Lyon County and the City of Emporia. The future City limit line will be adjusted to more closely follow the floodplain line.	1-5
<b>LINKING PARKS TO PEOPLE</b>		
Park Improvements	A well-maintained and quality park has environmental, economic, and social benefits. A park improvement plan should start with low-cost, high impact solutions to encourage and catalyze further investment.	1-5
Peter Pan Pool or Splash Pad	There is a high demand for a water play area in east Emporia and there is currently no existing facility. Peter Pan Park had a pool in the past and is currently looking to add a water play area. A splash pad (or spray pool) is a recreation area with water spraying nozzles of various kinds with little or no standing water. They are an easy alternative to swimming pools for many families concerned about water safety. Because there is no standing water, the need for lifeguards or other supervision is reduced, and there is little risk of drowning.	1-5
Park & Greenspace Trail Connectors	Emporia has many great parks but they are not connected in a way that a pedestrians can easily walk between them. Connected parks and greenspaces with trails will enhance the pedestrian environment and provide opportunities for a healthier lifestyle. It also makes the rivers and other natural assets more accessible. Short-term, trails could be upgraded between Peter Pan Park and Soden's Grove and expanded along the Cottonwood River.	1-5
Walnut Park Infill Housing	Walnut Park is well-placed in the community but underused and unkempt. The underused north edge of the park could become a parcel for up to seven townhomes with tuck-under parking accessed off of the existing alley. The revenue from the sale of the property could be used to enhance and maintain the park.	1-10
<b>CONNECTING COMMUNITIES</b>		
Sidewalk Improvements	Walkable environments promote a healthier lifestyle as well as allow for safe pedestrian access to daily needs for those without access to a vehicle. Initial focus should be on streets around schools and parks.	1-5
Industrial Road Pedestrian Safety Enhancements	Industrial Road is an active road with many commercial and employment centers. The road should be upgraded to include safer opportunities for multi-modal transportation, such as bike paths and sidewalks on both sides of the street. Pedestrian crossings and continuous pedestrian paths will improve connectivity to jobs and shopping.	1-5
Graphic Arts Road Safety Crossings	The middle school, high school, and Flint Hills Technical College are all situated along Graphic Arts Road. In order to safely and comfortably connect students to these educational institutions, additional sidewalks and safety crossing should be implemented.	1-5

	JUSTIFICATION	PHASE (YEARS)
6th Avenue Reconfiguration	The existing condition of 6th Avenue acts as an arterial road rather than a place. It supports low-density, auto-oriented strip development. In the short-term, street upgrades from Merchant Street to East Street should include painted bicycles lanes and a green median with protected turn lanes.	1-5
Commercial Street Alley Upgrade	The alley between 7th and 8th on Commercial Street could be turned into a more useable space by adding more planters, painting murals or placing other public art along the walls/ground, and stringing lights across it to activate the alley at night. These "quick and cheap" solutions can help provide useable public spaces in downtown before developing a town square or park.	1-5
Transit Network Improvements	An improved transit network would more evenly distribute stops and routes prioritized by population density and important destinations within the City (retail, hotels, major employers, apartments, schools, parks, etc.). This would even out service, increase accessibility and connectivity of the city, and make the current service more efficient.	1-5
Prairie Street Multi-Modal Upgrade (South to 15th Avenue)	As a main north-south connection, Prairie Street should have sidewalks on both sides and a dedicated bike lane. As the most pedestrian and vehicular traffic is between South and 15th, this section should be prioritized.	1-5
<b>SUPPORTING INFILL DEVELOPMENT</b>		
Zoning Code Update and Neighborhood Plans	Emporia and Lyon County development patterns have changed substantially since the last Comprehensive Plan and zoning code update. With a new Joint Comprehensive Plan, Regulating Plan, and Planning Patterns, it will be essential to update the zoning codes for the City and County. This may include creating neighborhood-specific plans.	1-5
Industrial Park IV Rezoning	The northwest corner is one of the few areas of growth for the City and is an ideal area for higher-end residential. This type of development is incompatible with heavy industrial activities. IPIV should be rezoned to Industrial Flex to allow for a greater variety of uses and compatibility with adjacent development.	1-5
6th Avenue Flex-Use Form-Based Code	To enhance the overall sense of place and environment along 6th Avenue, a form-based code should be adopted to guide future development along the corridor. This should include standards for build-to lines, parking, frontage and facades, etc.	1-5
Promote Housing Infill	Review and revise city ordinances to identify possible opportunities and limitations regarding redevelopment and stronger enforcement to prevent deteriorating property conditions.	1-5
Comprehensive Sanitary Sewer System Analysis	Conduct a comprehensive sanitary sewer system analysis to identify system condition and prioritize locations for maintenance or replacement.	1-5
Upgrades to Two Aging Lift Stations	Lift Station No. 9 and Lift Station No. 6, are currently programmed to mitigate failures that would drastically increase replacement costs. Several other lift stations have not been upgraded since the 1970s. Prioritize and program systematic upgrades to lift stations by age to mitigate space, security, and safety issues.	1-5
Stormwater System Analysis and Infrastructure Development	Develop a systematic process for replacement and maintenance of stormwater conveyance infrastructure as well as identification of appropriate system extensions to support new development in identified growth areas outside of floodplains.	1-5
Replace Aging Water Main	All water pumped to the Water Treatment Plant is currently transported via three primary water mains, one of which is over 110 years old and has failed several times in recent years.	1-5
Airport	Extend primary runway from 5,000ft to 5,500ft to ensure that 98% of all aircraft can access the airport.	1-10

# IMPLEMENTATION PLAN

## City of Emporia Key Projects

	JUSTIFICATION	PHASE (YEARS)
<b>Mid-Term</b>		
<b>LINKING PARKS TO PEOPLE</b>		
Park & Greenspace Trail Connectors	Mid-term, expand and formalize paths connecting parks within the city. Work with ESU and land owners to develop a better network of trails along the Neosho River.	6-10
<b>CONNECTING COMMUNITIES</b>		
12th Avenue Reconfiguration (Phase 1)	The current condition of 12th Avenue should be improved to include bicycle lanes and adequate sidewalk space and width for pedestrian traffic. In the short term, street upgrades from State Street to Lakeview Street should include defined bike lanes and improved pedestrian paths and crossings to enhance bicyclist and pedestrian safety. This will improve connectivity for students and residents in downtown.	6-10
12th Avenue Reconfiguration (Phase 2)	Along W 12th Street, the hospital node is a busy section of the street and continues to develop. Mid-term, street upgrades from Garfield Street to Lawrence Street, should include painted bicycle lanes and improved, widened sidewalks and crossings.	6-10
Merchant Street Truck Route	Commercial Street is the current designated truck route through Emporia. Large, 18-wheeler trucks consistently use the main street in downtown as a thorough fair which has a negative impact on the sense of place and pedestrian safety.	6-10
6th Avenue Reconfiguration	Continue discussions with K-DOT to explore options to enhance and upgrade 6th Avenue west of Merchant Street.	6-10
Commercial Street Reconfiguration	To keep Commercial Street vibrant and optimize economic activity, a reconfiguration of the streetscape would slow cars and allow for more pedestrian and bike traffic. It would also allow for wider sidewalks which could then be used for sidewalk cafes and other activities, enlivening the street edge.	6-10
Prairie Street Multi-Modal Upgrade (15th Avenue to 30th Avenue)	As a main north-south connection, Prairie Street should have sidewalks on both sides and a dedicated bike lane. The section between 15th and 30th will extend the multi-modal improvements north.	6-10
South Avenue bike lanes	South Avenue is a main east-west route and currently has shared road markings on a small section of the road. Painted bike lanes could fit on each side to enable safe bicycle transportation along the corridor which connects homes, retail, and schools.	6-10
W 24th Avenue bikes lanes	Bikes lanes along W 24th would connect Lincoln and Prairie Streets. It also allows for safe bicycle transportation all the way around Jones Park and Jones Youth Recreation Park.	6-10
Upgrade 18th Avenue (Aquatic Center to Americus Road)	The short section of road has heavier traffic and should be upgraded to accommodate traffic flow.	6-10
<b>SUPPORTING INFILL DEVELOPMENT</b>		
Upgrade the 12th Avenue water tower	Three water towers are located in the City of Emporia to provide a combined 4.0 million gallons of storage capacity. Two 1.5 million gallon tanks located in Dryer Park at the Water Treatment Plant received recent pipe and valve updates. The third 1.0-million-gallon tank located on 12th Avenue near Topeka Street now requires similar improvements.	6-10

## Long-Term

	JUSTIFICATION	PHASE (YEARS)
<b>LINKING PARKS TO PEOPLE</b>		
Downtown Square	There is not currently a central park or town square in Emporia. A Downtown Square would provide a beautiful community space that would enhance the area, be a focal point for downtown, and give the city a place to gather, walk, rest, and hold events in a central location. It would create greenspace continuity through the center of Emporia and act as passive drainage for stormwater.	11-20
Quaker Park Infill Housing	Quaker Park is well-placed but underused and unkempt. The underused east edge of the park could be converted into a parcel for up to five townhomes with tuck-under parking accessed off of the existing alley. The revenue from the sale of the property could be used to enhance and maintain the park. And by adding homes that face the park, natural surveillance is increased, which improves safety within the park and makes it a more attractive public space.	11-20
<b>CONNECTING COMMUNITIES</b>		
Railroad Quiet Zone	When trains move through the City, they are required to use powerful horns to convince people to stay out of the intersections and off of the tracks. The noise from these horns can exceed 90 decibels, which is very loud. This noise reduces livability and property values. The City has previously prepared "Quiet Zone" studies to address the issue. The bottom line – 12 intersections need to be addressed so that the trains do not need to blow their horns through downtown. Intersection upgrades can include the addition of medians, quad gates, or underpasses. Also, intersections can be closed.	11-20
South Avenue (West) Truck Route	If the truck traffic were relocated to another east-west street, then more of 6th Avenue west of Commercial could be further enhanced into a boulevard. This would also improve the main intersection in Emporia.	11-20
<b>SUPPORTING INFILL DEVELOPMENT</b>		
Alley Flat Zoning Allowance	Alley flats could help meet the need for inexpensive rental units and promote infill development. This would reduce infrastructure needs and provide more housing near the university and downtown in a way that matched the scale and massing of the existing neighborhood.	11-20
Sewer line extension	Expand the sewer line to the preferred growth area to the northwest, to support development.	11-20

Enhancing Emporia's current park network will help to more evenly distribute resources throughout the community. (Peter Pan Park, below)



### Funding and Next Steps

City staff will develop financial strategies to assist with the implementation of the plan. This may include general funds as well as private or non-public funding sources.

Each project or element of the implementation plan should also be linked to the entities responsible for the execution or administration of the project.

# IMPLEMENTATION PLAN

## Lyon County Key Projects

	JUSTIFICATION	PHASE (YEARS)
<b>Short-term</b>		
<b>PRESERVING AGRICULTURAL LAND</b>		
Metropolitan Area and City Boundary Alignment	The current double boundary is confusing and unnecessary. Coordinate land use and zoning between Lyon County and the City of Emporia by eliminating the MPA and adopting a future City limit line.	
Minimum Lot Size Adjustment	A minimum lot size of 40 acres for rural areas would help to preserve rural land for agricultural use and ensure that development happens adjacent to existing infrastructure. This change should include rules for grandfathering existing plots and current landowner rights.	1-5
Adopt basic Building Codes for non-agricultural construction outside of city limits	Homes and other buildings on rural land should meet basic standards, starting with the International Building Code (IBC) and developing any additional, specific codes as necessary.	1-5
<b>LINKING PARKS TO PEOPLE</b>		
Create trail head areas and signage along the Flint Hills Nature Trail	The Flint Hills Nature Trail is a popular destination for cyclist and other tourists. Creating a trail head with a sign, map, and 3 to 5 places to park would allow people to start the trail near existing towns. Selection of initial trail head location should be discussed with towns along the trail.	1-5
Connect and improve existing greenspace and bicycle and pedestrian paths	Work with ongoing Emporia projects and prioritize trails and paths connecting greenspaces that span the City and County boundaries.	1-5
<b>CONNECTING COMMUNITIES</b>		
Mark country road right-of-ways as bike paths	Both road and gravel road biking has increased in popularity in Lyon County. Right of ways along paved county roads and gravel roads should be clearly marked as bike paths.	1-5
Intersection of Kansas Highway 99 and Road L Upgrade	This intersection has been identified as confusing and possibly unsafe.	1-5
<b>SUPPORTING INFILL DEVELOPMENT</b>		
Identify and designate preferred growth areas	In order to maximize existing infrastructure, reduce road maintenance, and preserve agriculture, the County should proactively work with towns to designate preferred growth areas outside of the floodplain which could be used for development if no other viable infill opportunities exist. This should include helping to facilitate town planning to accompany PlanELC.	1-5
Promote Housing Infill	All rural residential to locate only within designated areas along corridors or adjacent to existing clusters of 20 or more residences, provided lots are served by adequate utilities and street improvements.	1-5
Create web-based, centralized permitting process	The County permitting process is currently inefficient and would benefit from a centralized tracking and permitting system that was web-based.	1-5

## Mid-Term

JUSTIFICATION

PHASE (YEARS)

<b>CONNECTING COMMUNITIES</b>		
Emergency Route Upgrades (Kansas Highway 99 to Interstate 35)	As Kansas Highway 99 floods each winter, alternative routes are used for travel between the airport and Emporia. These routes are primarily on unimproved gravel roads. Explore improvements for an alternate emergency route during flooding periods to provide a safe and convenient route for through traffic.	6-10
Upgrade 30th Avenue (from the turnpike to Americus Road)	This section of road has had an increasing traffic count and should be upgraded as development extends to the northwest.	6-10

## Long-Term

<b>LINKING PARKS TO PEOPLE</b>		
Bike and pedestrian paths along riparian corridors	Increase connectivity between recreation areas and established county bike routes. This would also enable the county to provide bank stabilization and buffers along streams and riparian corridors.	11-20
<b>CONNECTING COMMUNITIES</b>		
Americus Road Improvement	The 6.9-mile Americus Road corridor will require upgrades to accommodate future growth. The city and county should consider appropriate roadway typical sections, drainage improvements, and bicycle and pedestrian accommodations to connect with other paths.	11-20
Improve Kansas Highway 99 south of Emporia	Kansas Highway 99 regularly floods and blocks access from the city to the airport as well as regular north-south transportation.	11-20

Basic building codes will help protect and maintain the quality of agricultural landscapes the character of the small towns throughout Lyon County.

Wildlife, such as the White-Tailed deer, can be spotted with greater access along the Flint Hills Nature Trail. (Image source, Steven Samuelson)



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See Appendix for:

One-on-One Interviews

Survey Responses

SWOT Diagrams from Focus Groups

VPS survey

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Sandborn 1884 Fire Insurance Map of Emporia, Kansas

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## II Linking Parks to People

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Dan Slater  
*Second District*

Rollie Martin  
*Third District*

## CITY COMMISSIONERS

Jon Geitz  
*Mayor*

Danny Giefer  
*Vice-Mayor*

Jim Kessler  
*City Commissioner*

Rob Gilligan  
*City Commissioner*

Bobbi Mlynar  
*City Commissioner*

## PLANNING STEERING COMMITTEE

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*Assistant City Manager*

Dan Williams  
*County Controller*

Joe Foster  
*City of Emporia Planning & Zoning Specialist*

Samuel Seeley, CFM, CPM  
*Director of Lyon County Planning and Zoning*

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Aaron Davis

Philip Davis

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Aaron Doty

Monica Duncan

Ed Emmer

Troy Estes

Pete Euler

Dave Emig

David Evans

TD Fagg

Jose Feliciano

Joe Flott

Kevin Flott

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Bruce Price

Tamla Price

Dave Ranger

Michael Ratcliff

Susan Rathke

Chris Rech

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Chris Robock

Gilbert Rodriguez

Brenda Rodriguez

Kim Rusco

Jeremy Rusco

Richard Rust

Steve Samuelson

Sally Sanchez

Chuck Sandweiss

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And many more...!

REPORT COMPILED BY  
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WITH ASSISTANCE FROM  
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Development Strategies  
Emig and Associates  
Kaw Valley Engineering

*“Make no little plans; they have no magic to stir men’s blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone be a living thing, asserting itself with ever-growing insistency.”*

Daniel Burnham, 1846-1912