

D O I L A N M

E M P O R I A



L Y O N C O U N T Y

JOINT COMPREHENSIVE PLAN

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

CITY COMMISSIONERS

Jon Geitz
Mayor

Danny Giefer
Vice-Mayor

Jim Kessler
City Commissioner

Rob Gilligan
City Commissioner

Bobbi Mlynar
City Commissioner

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

CONSULTANTS

The Urban Collaborative, LLC

Mark Gillem, PhD, FAIA, FAICP
Principal

Zoe Anton, PMP, LEED AP ND
Project Manager

Tricia Kessler, AICP
Senior Planner

Holly Workman, AICP
Planner

Nick Meltzer, PE
Associate Planner

Jane Jewett
Assistant Planner

WITH ASSISTANCE FROM

TranSystems

Deanne Winkelmann, AICP

Development Strategies

Andy Pfister, AICP

Emig and Associates

David Emig, AIA

Kaw Valley Engineering

Keith Beatty, PE

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!

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LETTER FROM YOUR CITY AND COUNTY COMMISSIONERS

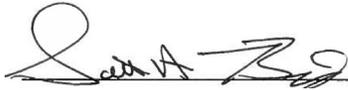
PlanELC, Lyon County and the City of Emporia's Joint Comprehensive Plan, is the product of an entire year of research and participatory planning with community members and stakeholders. Through an extensive engagement process, surveys, and workshops, the plan has been shaped by our community and represents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

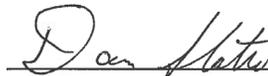
Included in the plan are strategies to increase opportunities for walking and biking, improve our parks and greenway connections, and link economic benefits to all aspects of development. PlanELC is about improving the quality of life for every member of the community and creating more choice in the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

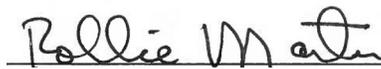
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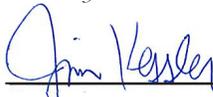
CITY COMMISSIONERS



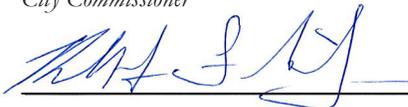
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Bobbi Mlynar
City Commissioner



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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 15th 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.

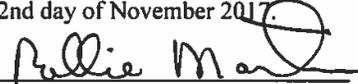
That the Joint Emporia and Lyon County Comprehensive Plan "Plan ELC" as "Attachment A" is hereby adopted, overriding the recommendations of the Lyon County Planning and Appeals Board pursuant to K.S.A. § 12-747 (b)(2).

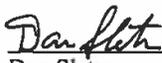
Copies of the Joint Emporia and Lyon County Comprehensive Plan (Plan ELC) for Lyon County, Kansas, shall be marked or stamped "Official Copy as incorporated by Resolution No.24-17 of Lyon County, Kansas," and such copies shall be filed with the County Clerk to be open to inspection and available to the 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.

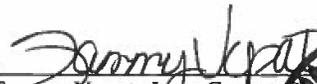
This resolution shall take effect and be in force as of the date of its passage, approval publication as provided by law.

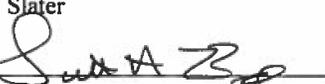
PASSED AND ADOPTED by the Governing Body, this 22nd day of November 2017.


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.



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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?

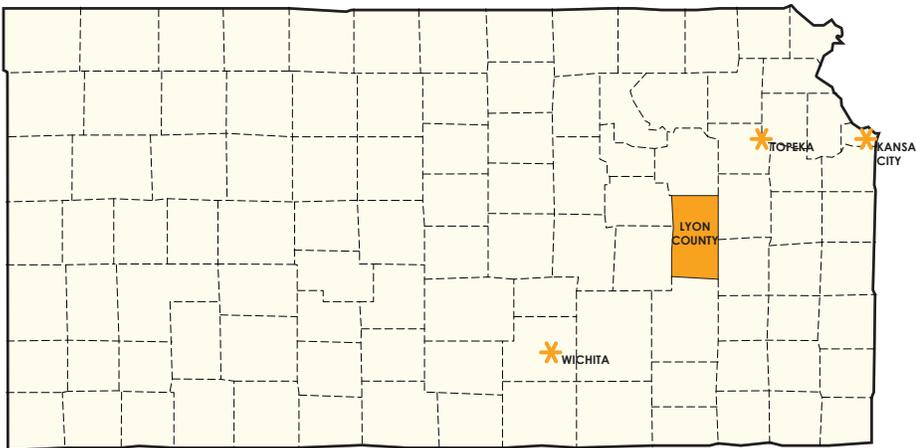
EMPORIA AND LYON COUNTY IN CONTEXT

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.

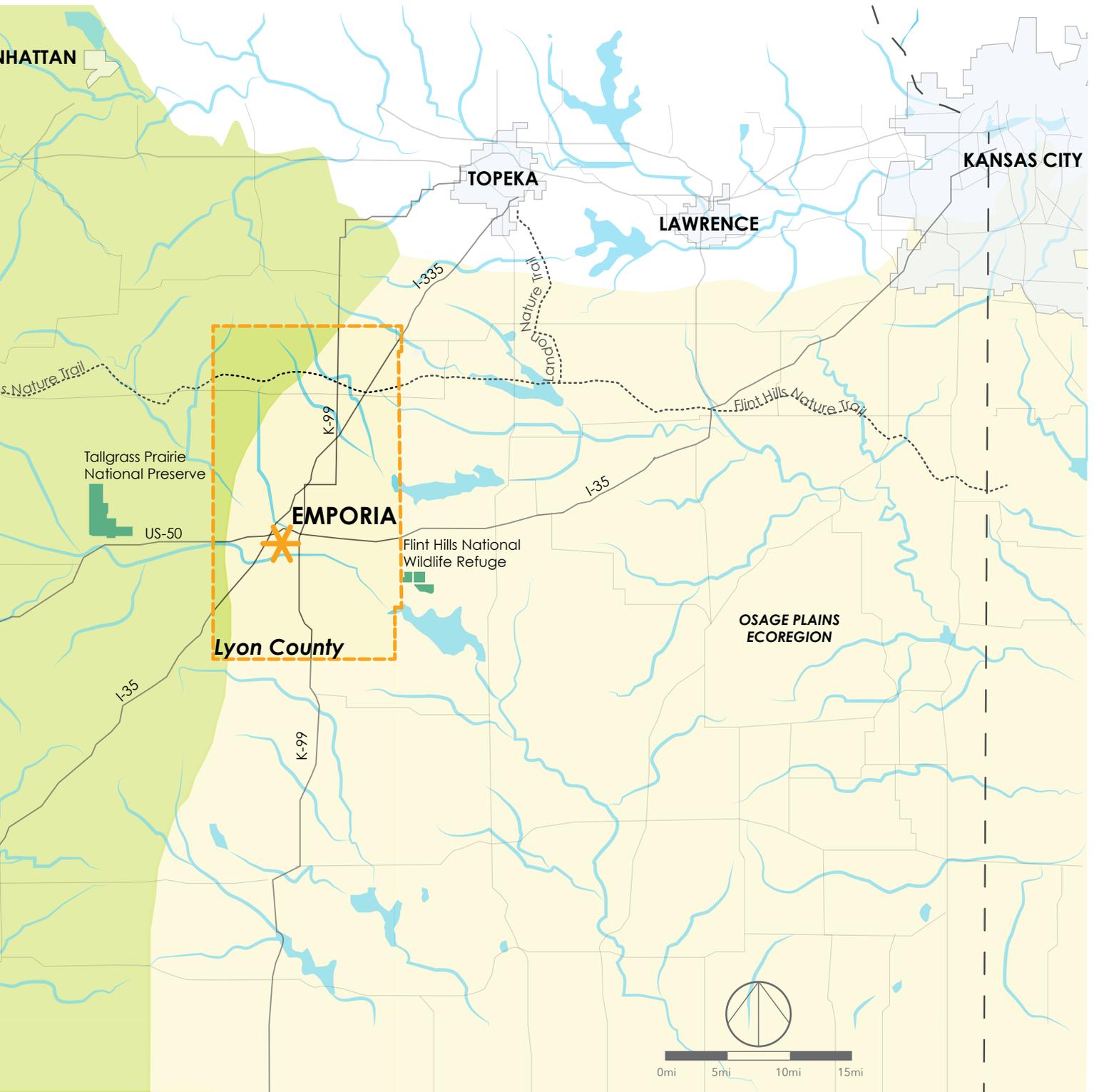
Lyon County straddles the ecotone between the Flint Hills Ecoregion and the Osage Plains Ecoregion. The Flint Hills Ecoregion is characterized by the densest coverage of intact tallgrass prairie in North America, supporting significant biodiversity as well as cattle ranching. The Osage Plains ecoregion 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.

1855
Establishment of Breckenridge County (later renamed Lyon County)

1857
Emporia founded

1860
Emporia becomes County Seat (previously Americus)

1862
Breckenridge and a Northern part of Madison County combine and become Lyon County

1863
Kansas State Normal School (Now Emporia State University)

1861
Kansas becomes a state

1860
Missouri-Kansas-Texas railroad reaches Emporia

1870
Atchison, Topeka, & Santa Fe Railroad reaches Emporia

1881
Emporia's first street railway

1890
New sewer system for the city of Emporia

1895
William Allen White purchases the Emporia Gazette for \$3,000

1890
J.R. Graham founds the Emporia Gazette

1888
Commercial buildings, between Fourth and Seventh Avenues formed a solid row

1886
From 1880, the city's population more than doubled to 9,107

1885
First electric lights in Emporia

1911
Electric streetcar in downtown Emporia

TODAY PlanELC

KEY
 A-1-2-3-4 Residence Ar
 B-1-2-3-4-5-6 Residence
 C-1-2 Commercial Busin
 D Industrial Area

- 1926**
US-50 connected Emporia to Kansas City and Newton
- 1927**
William Allen White donated Peter Pan Park in honor of his daughter
- 1952**
The Chamber of Commerce established the Industrial Park on the northwest side of town
- 1953**
Lyon County Planning Board established
- 1955**
First Veterans Day observance in Emporia
- 1956**
Lyon County adopts Zoning Regulations
- 1963**
Flint Hills Technical College
- 1967**
Lyon County adopts first Comprehensive Zoning Regulations
- 1968**
Emporia-Lyon County Joint Planning Board established (3-Mile radius)
- 1977**
Kansas State Teachers College changes its name to Emporia State University
- 1980s**
Metropolitan Planning defined
- 2000**
Lyon County Comprehensive Plan
- 2008**
City of Emporia Comprehensive Plan
- 2014**
Emporia State University Campus Master Plan
- 2014**
Park System Performance & Amenity Assessment
- 2016**
Imagine Emporia Together

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..... | 18 |
| PUBLIC MEETINGS..... | 9 |
| ARTICLES IN THE LOCAL MEDIA..... | 14 |
| RADIO INTERVIEWS..... | 2 |
| 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.

PlanELC Facebook page and first page of the community survey

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.

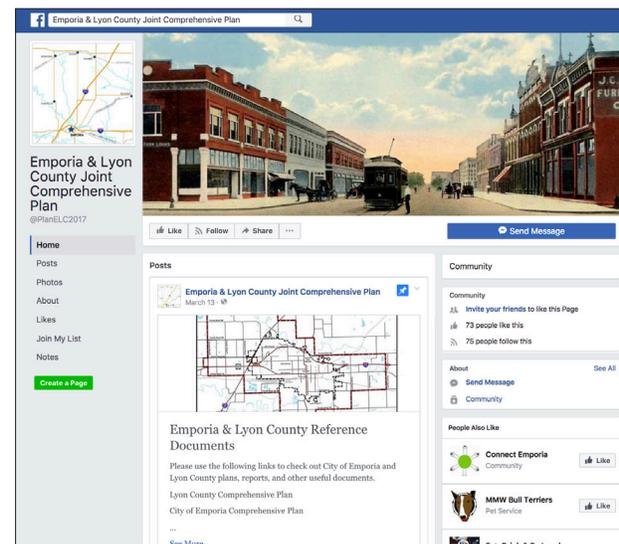
9. DIRECT COMMUNICATION

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.

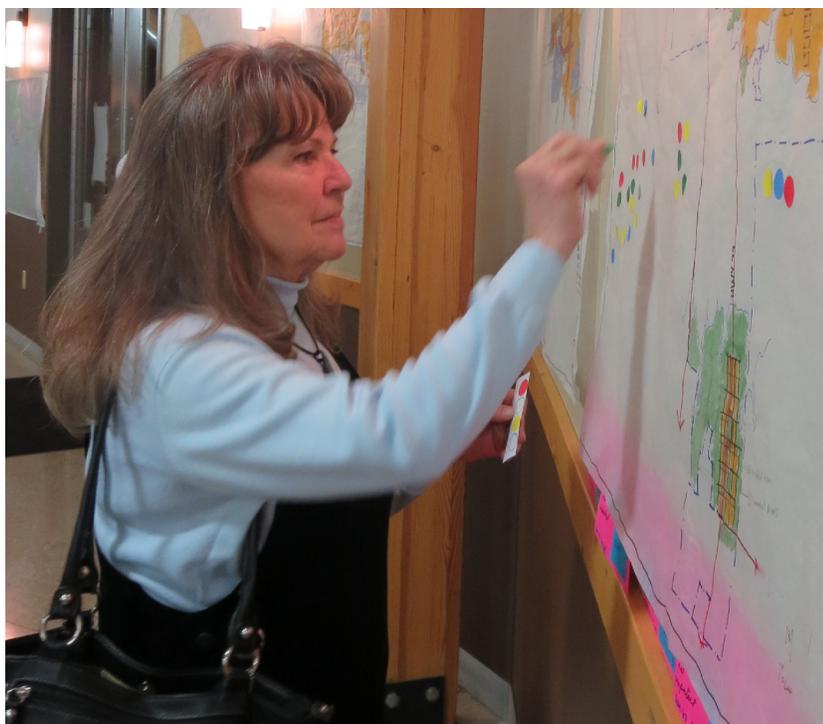


PLANNING CHARRETTE

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.

PUBLIC INPUT SUMMARY

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

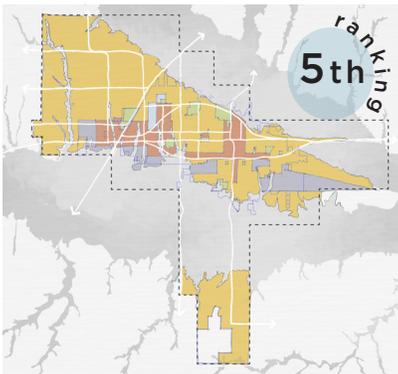
Creating development alternatives with the community allows us to better visualize and understand different development models and their effects

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.

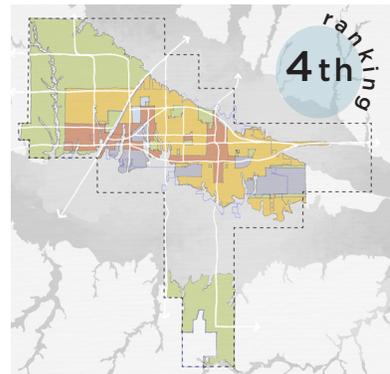


Workshop participants voted for their favorite plan.



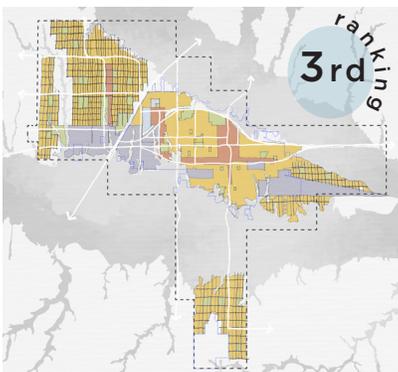
Low-Density

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.



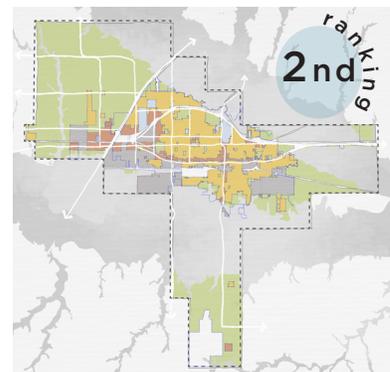
Farmland Preservation

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.



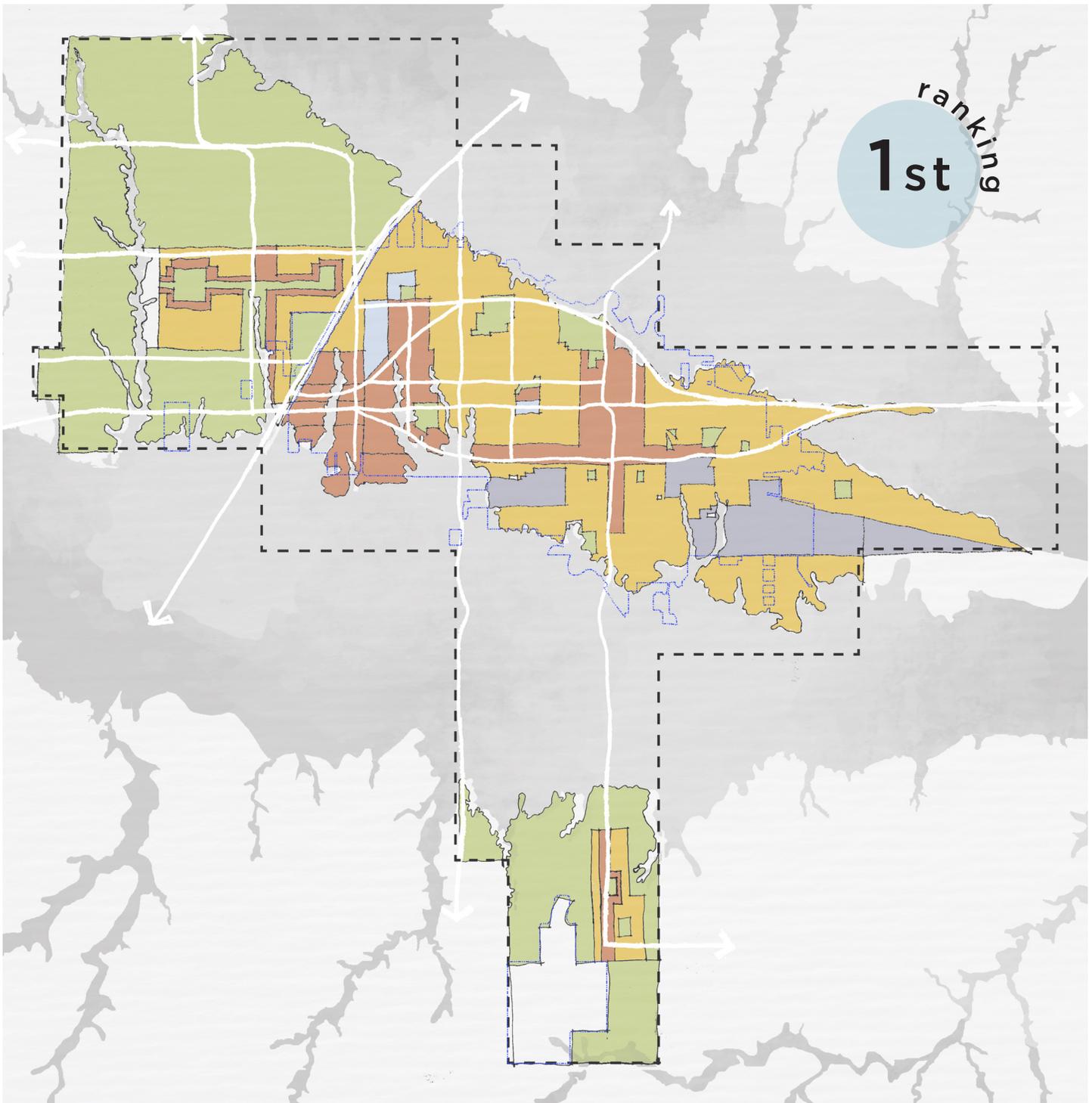
Suburban Build-Out

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. To make the northwest corner attractive for residential development. Additional land is zoned for industrial uses on the east edge of the city to create a net increase of industrial land. Edit map on pg. 21 to reflect changes.

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.

PUBLIC INPUT TOP PRIORITIES

1

*Public
Outdoor
Recreation*

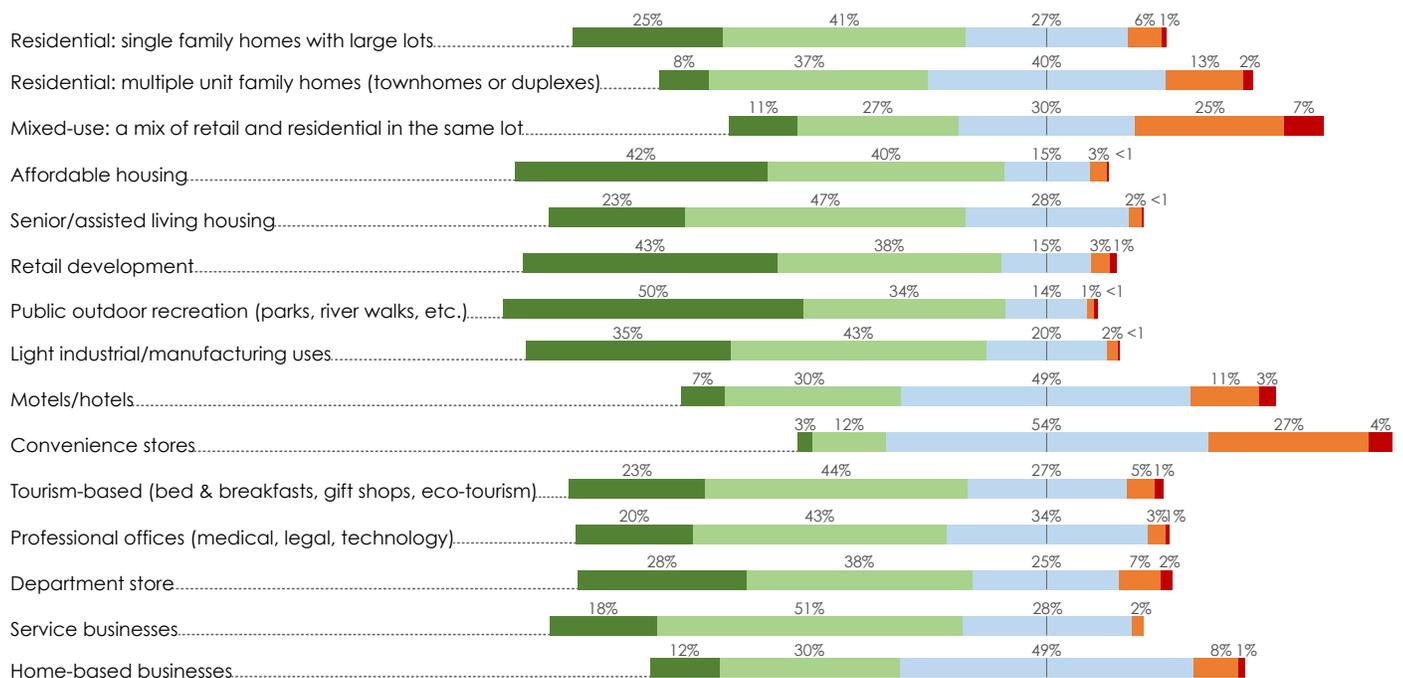
2

*Affordable
Housing*

3

*Retail
Development*

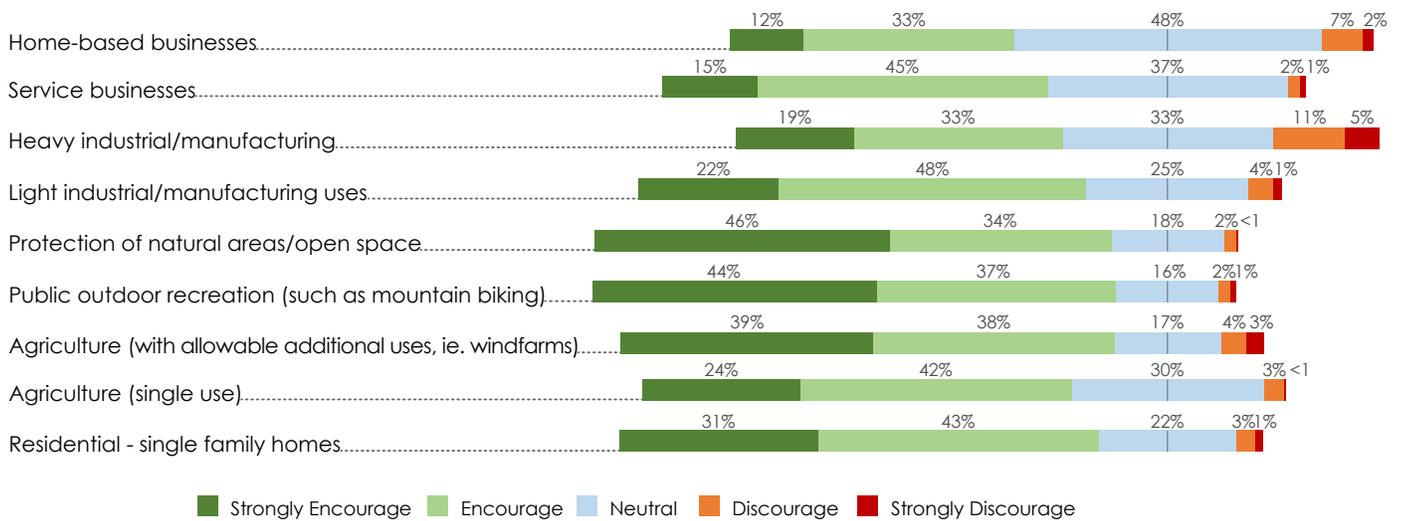
WOULD YOU ENCOURAGE OR DISCOURAGE THE FOLLOWING LAND USES IN EMPORIA?



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.

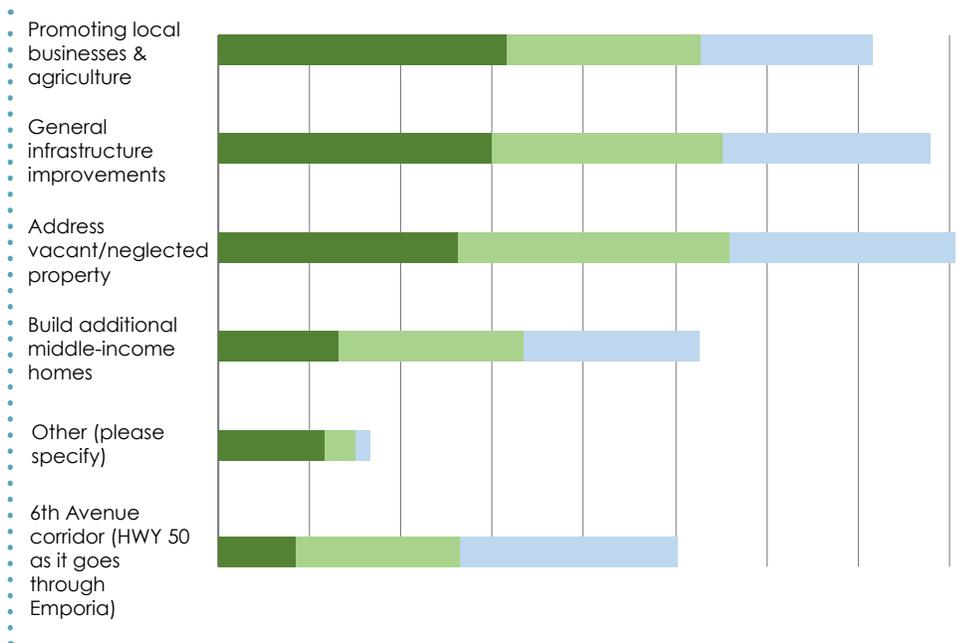
WOULD YOU ENCOURAGE OR DISCOURAGE THE FOLLOWING LAND USES IN LYON COUNTY?



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 the city and town limits, including natural landscapes, agricultural uses, Compatible and or supportive uses, and recreational uses. Desired characteristics include a majority of agricultural uses with rural residential living as well as other compatible and or supportive uses.



SMALL TOWN CHARACTER

Incorporated towns smaller than 1,000 people with clustered development around a small, central core. Characteristics may include a Historic Center, a traditional grid with single-family housing on medium to large lots, businesses grouped together on a main street, basic amenities (bank, post office, bar and/or diner), a community center, a city hall, on-street parking, and street trees, ball fields, and parks.



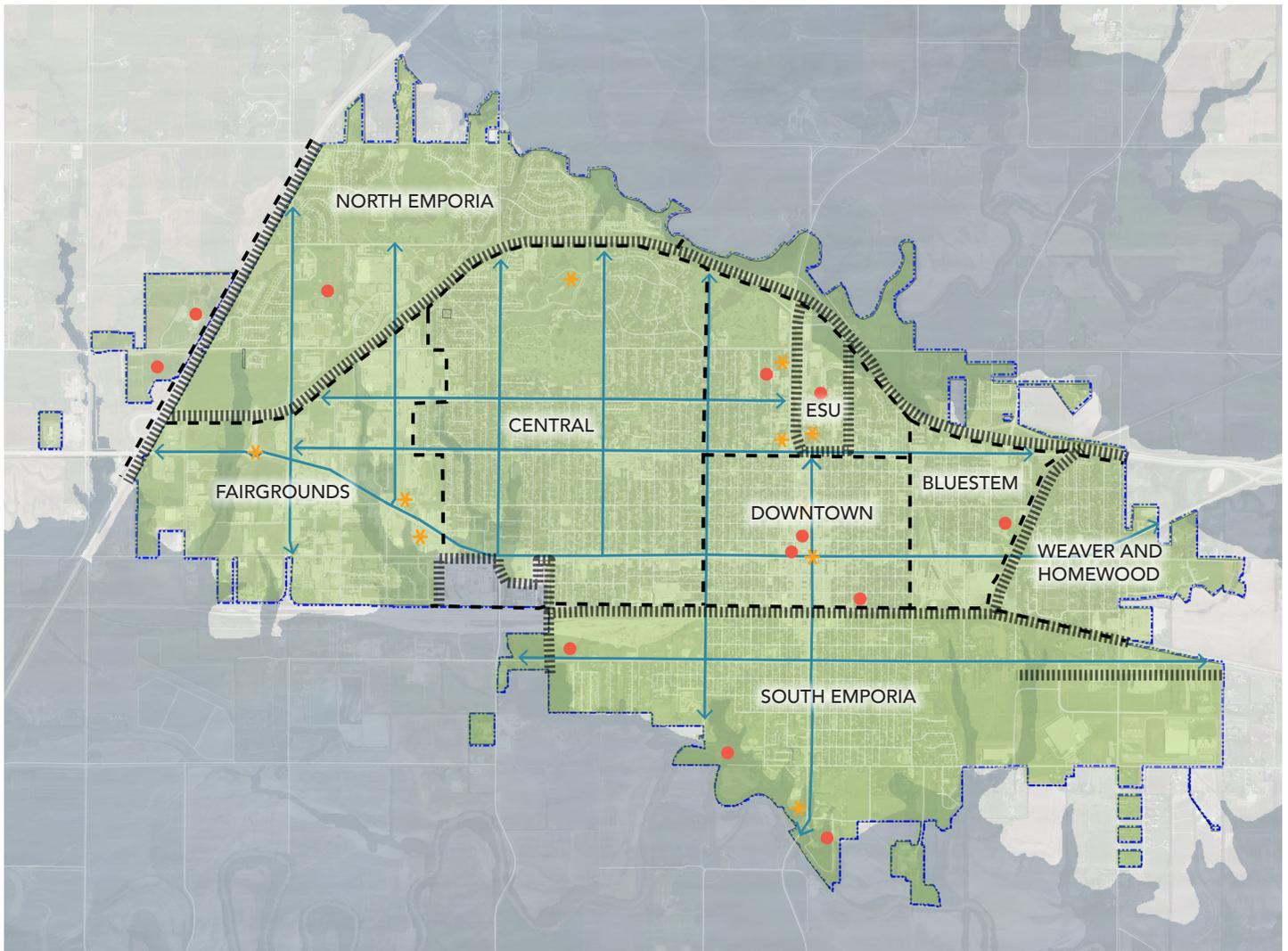
CITY CHARACTER

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.

