

CITY OF EMPORIA COMPREHENSIVE PLAN



Planning Commission Adopted February 25, 2008
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CHAPTER 1

INTRODUCTION

OVERVIEW

A Comprehensive Plan is more than a collection of land use and infrastructure goals. It is a document that reflects the values and needs of the community. The underlying goal of the Comprehensive Plan is to identify policies that improve the quality of life for all residents within that community. As such, it takes collaboration and coordination between everyone who is concerned about the future of his or her community. A Comprehensive Plan is a useful tool to review, discuss and document important community opportunities and constraints.

The **2008 City of Emporia Comprehensive Plan** (the Plan) serves as the principle public policy tool for guiding decisions concerning land use, transportation, infrastructure and services within the Metropolitan Planning Area (MPA). The Plan serves as a guide for the physical, social and fiscal health and well being of the City and MPA. As such, its goals and objectives, policies and recommendations are to be used to guide the community's future.

PURPOSE AND NEED

The Plan is prepared in accordance with state statutes that authorize the City Planning Commission to develop a comprehensive plan for the physical development within the City and MPA. All jurisdictions in Kansas must have an adopted plan to regulate the subdivision of land.

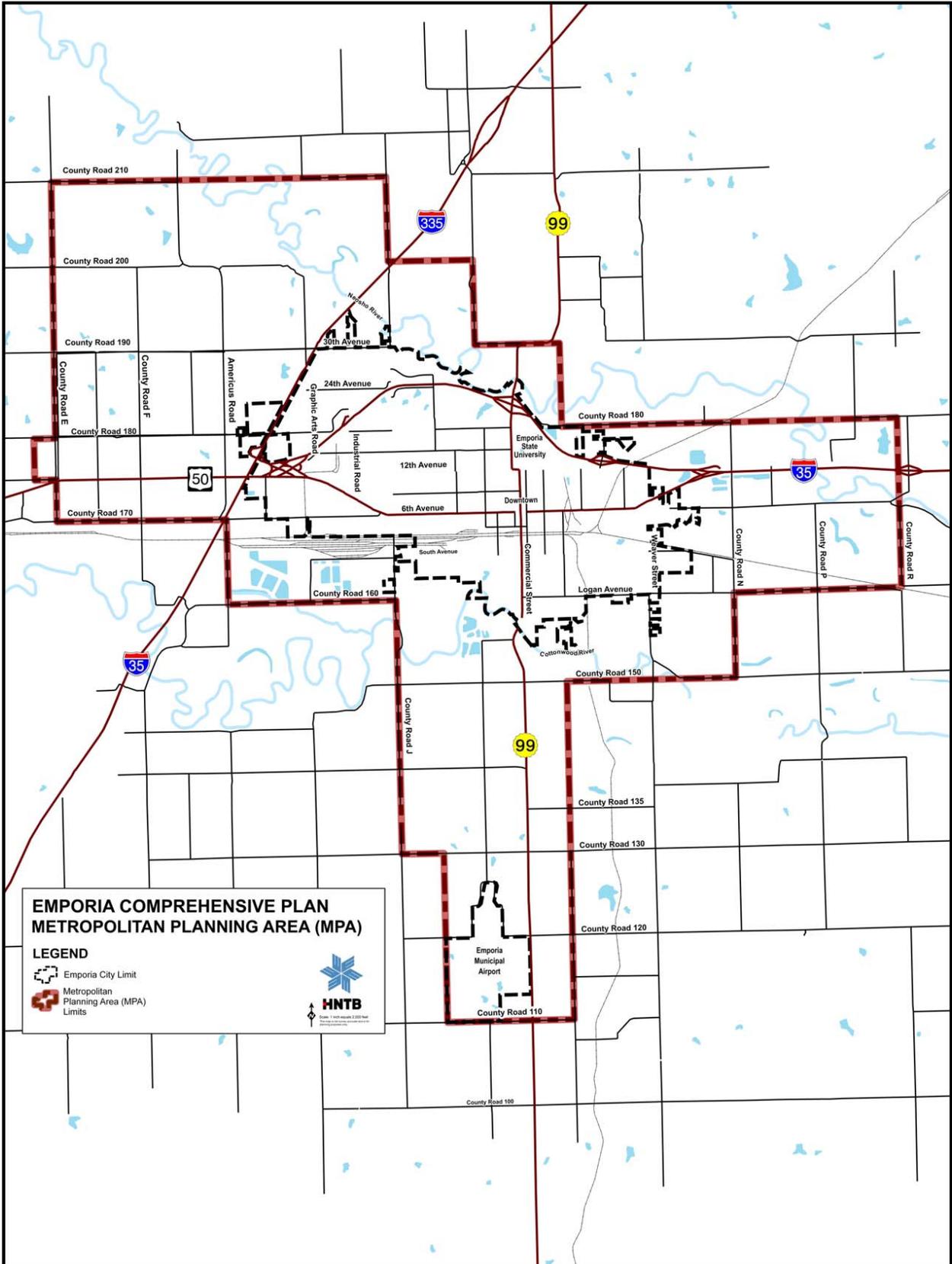
Although advisory in nature, the Plan is the basis for regulatory measures including zoning and subdivision code updates, the development review process and serves as the foundation for future capital improvement programming. The Plan also provides a database of community information which can be used as supporting documentation for pursuing grants, development activities and infrastructure improvements.

JURISDICTION

The Plan has jurisdiction within the existing city limits of Emporia and within the Metropolitan Planning Area. See Map 1 on the following page.

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Map 1: Metropolitan Planning Area (MPA)



INTRODUCTION

The Plan's concepts, direction and final recommendations all were created as a result of an inclusive public process that identified and addressed Emporia's weaknesses and challenges and maximized its strengths and opportunities. This public process included an active Advisory Committee and several community-wide public meetings.

ADVISORY COMMITTEE

The Advisory Committee, appointed by the City Commission, provided guidance, input and direction to the consultant team and City staff throughout the process. This Committee represented a mixture of interested citizens who represented various interests throughout the community.

PUBLIC MEETINGS

Community-wide public meetings were held throughout the process. Each of these meetings was designed to promote an open dialogue between citizens, the consultant team and City staff to maximize input. In addition to the public meetings, the Project Team met with several stakeholders including Emporia State University and Newman Regional Hospital.

PLAN ORGANIZATION

Following this Introduction, Chapter Two (Plan Influences) establishes the fundamental background information and mapping that will influence the guiding principles, goals, objectives and policies summarized in proceeding chapters. This analysis includes a summary of existing conditions including existing land use patterns, demographic trends and key environmental issues. Chapter Three (Goals, Objectives and Policies) identifies Plan goals, objectives and policies. Chapter Four (Future Land Use Plan) identifies recommended future land uses and recommendations for focus areas including Downtown, Emporia State University and Newman Regional Hospital. Chapter Five (Transportation) provides Major Street Plan standards and recommendations. Chapter Six (Infrastructure Plan) identifies infrastructure recommendations.

PLAN USE

Upon the recommendation of the Planning Commission and adoption by the City Commission, this document will serve as the official land use guide for the City of Emporia and MPA. As such, the Plan should be consulted by the City Commission, the Planning Commission and City staff when considering development proposals, updating land use regulations, working on intergovernmental issues, outlining work programs, preparing annual budgets, and reviewing progress toward meeting identified goals. The Plan should be also used to guide residents, land owners, project applicants and other parties concerning land planning and community development objectives.

The Plan should be reviewed annually by City staff and revised as specific actions are achieved and new strategies are identified. The goals, objectives and polices should also be reviewed periodically when new circumstances or changing conditions warrant reconsideration.

CHAPTER 2

PLAN INFLUENCES

OVERVIEW

This Chapter provides a brief summary of the existing conditions and background information that influence the decision-making process concerning the development of the Plan goals, objectives and policies. This summary includes the following:

- Historic Context;
- Existing Land Use and Development Trends;
- Demographic Trends; and
- Environmental Considerations.

HISTORIC CONTEXT

Emporia was founded in 1857, six miles above the confluence of the Neosho and Cottonwood Rivers in what was then Breckinridge County. Almost immediately the town attracted settlers, tradesmen and new businesses, one of the first being a newspaper titled *The Kansas News*. The newspaper helped advertise the town's potential and prosperity, and is often cited as being the driving force behind Emporia's early growth and development.

Soon after its modest beginnings, Emporia saw the arrival of a post office, the State Normal School (known today as Emporia State University) and two rail lines. In 1895 William Allen White, a man who would arguably become Emporia's most famous citizen, purchased a newspaper titled *The Emporia Gazette*. White's editorials became influential in both state and national politics, and in 1923 he was awarded a Pulitzer Prize.

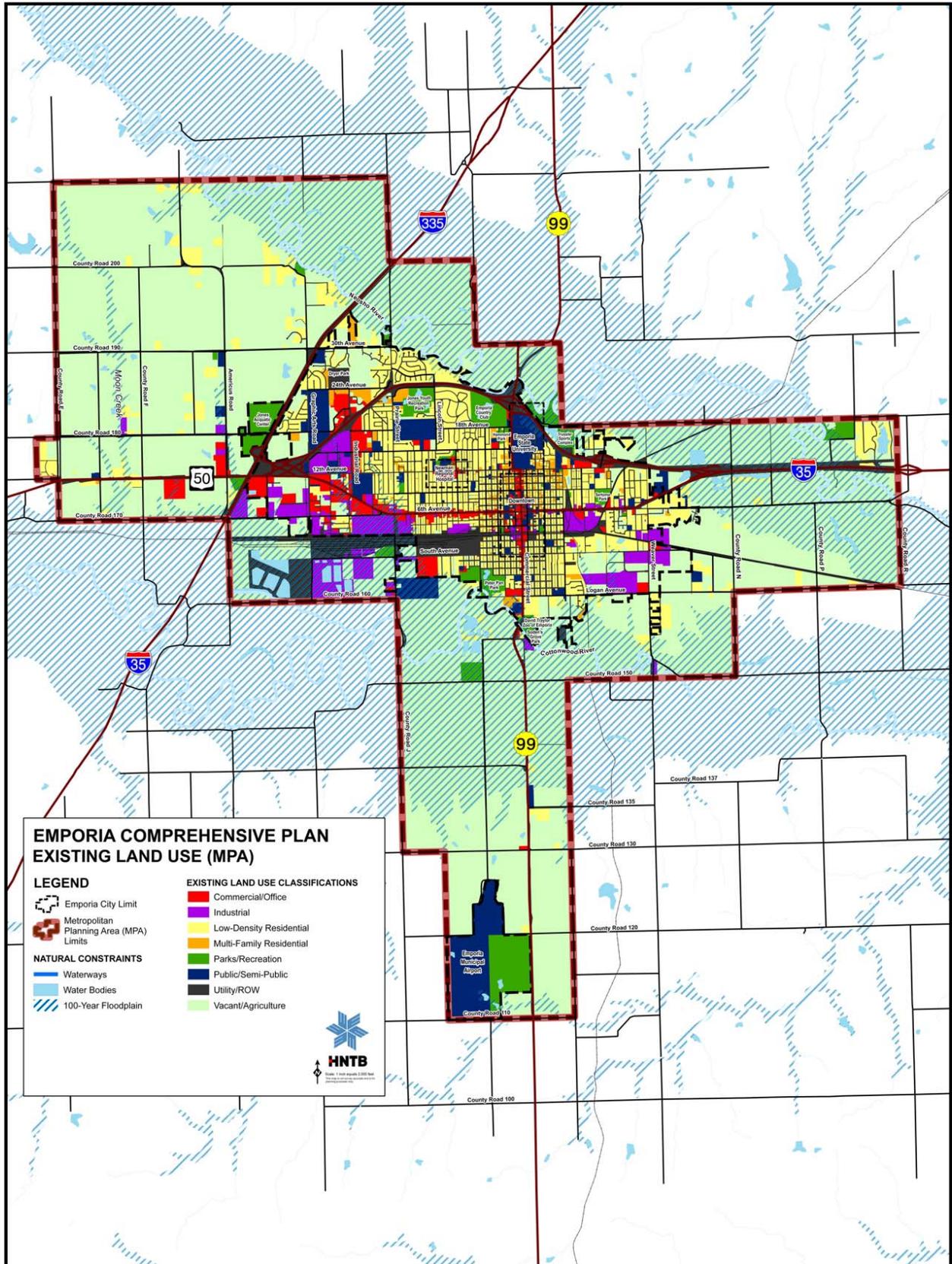
Since its earliest days, Emporia has been a home to leaders and businessmen. The city has experienced periodic lulls in development over the years, but the will to succeed that could be found in Emporia's first settlers has been a constant presence, one that has resulted in steady, long-term growth.

EXISTING LAND USE AND DEVELOPMENT TRENDS

Tracking development trends helps paint a picture of how Emporia has evolved over the years. Trends also reveal how geographic, demographic, economic, and governmental forces influenced change. Map 2 and Table 1 show how the land in the Emporia Metropolitan Planning Area (MPA) is currently used, as well as how much land is devoted to each land use.

PLAN INFLUENCES

Map 2: Existing Land Use (MPA)



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The MPA, covering 28,163 acres, is largely rural. As such, approximately 66% of the land in the MPA is undeveloped or used for agricultural purposes. The next most prevalent type of land use is that used as right-of-way for utilities and transportation, covering almost 3,100 acres, or 11%, of the MPA. Low-density single-family residential uses comprise nearly 2,846 acres, or 10%, of the MPA.

Land Use	Area (ac.)	% of Total
Commercial/Office	576.9	2%
Industrial	839.0	3%
Low-Density Residential	2,846.4	10%
Multi-Family Residential	252.7	1%
Parks/Recreation	891.6	3%
Public/Semi-Public	1,084.6	4%
Utility/ROW	3,136.1	11%
Vacant/Agriculture	18,535.7	66%
Total	28,163.1	100%

Table 2 and Map 3 show how the land in the City of Emporia is currently used. The city covers roughly 7,437 acres of land and makes up just over 26% of the MPA. The majority of the land inside the city limit is used for low-density residential housing.

Land Use	Area (ac.)	% of Total
Commercial/Office	498.2	7%
Industrial	565.6	8%
Low-Density Residential	1,878.6	25%
Multi-Family Residential	355.8	5%
Parks/Recreation	706.2	9%
Public/Semi-Public	943.1	13%
Utility/ROW	1,666.3	22%
Vacant/Agriculture	823.4	11%
Total	7,437.2	100%

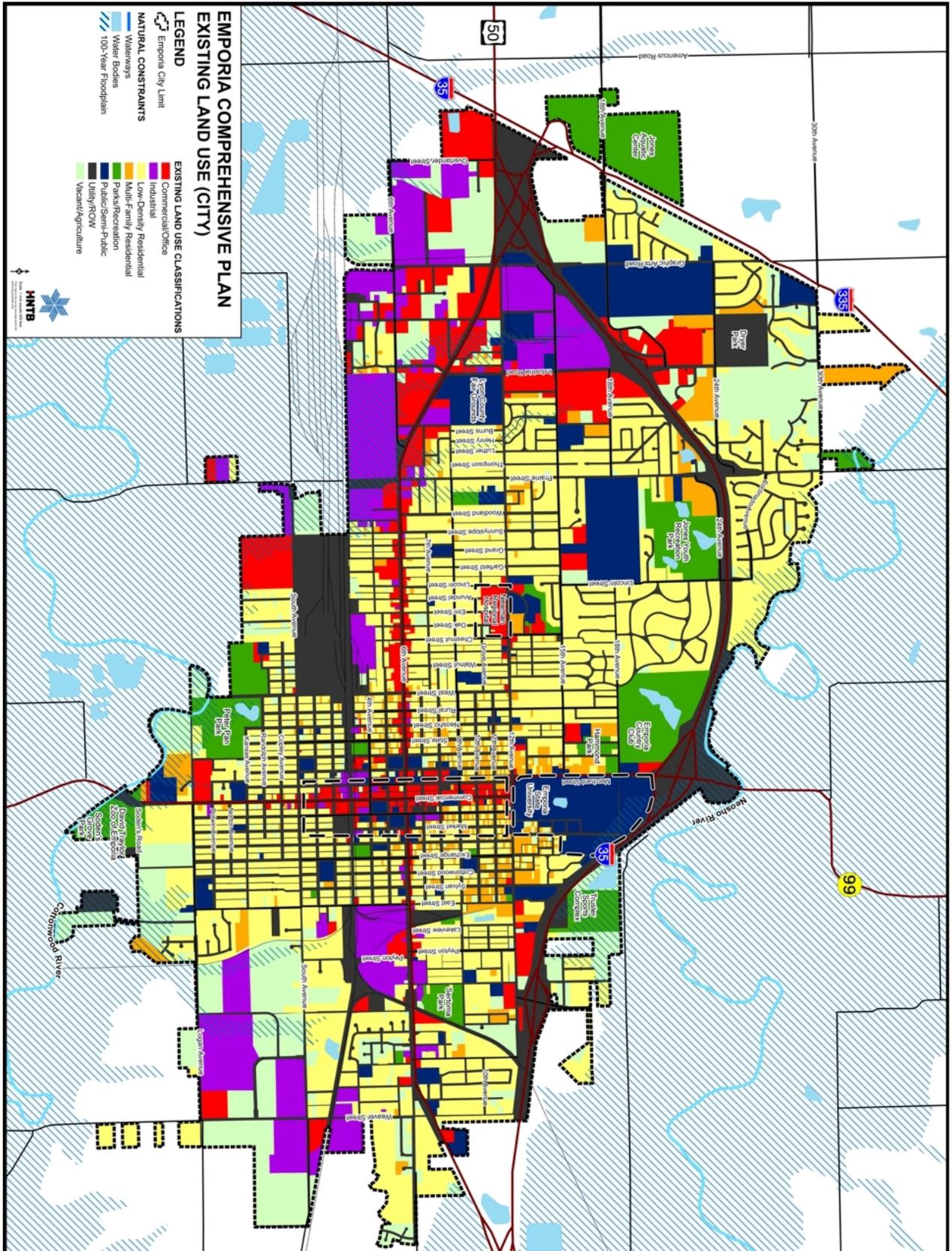
Existing Commercial/Office

The first commercial and office land uses in the City of Emporia were located at the intersection of 6th Avenue and Commercial Street, or the Central Business District (CBD). Today, commercial land uses still exist in the area along 6th Avenue to the east and west of Commercial Street and along Commercial Street from 12th Avenue to South Avenue.

However, as the city has grown so too have the commercial areas, which now also include locations along major thoroughfares and at major intersections outside the CBD. For example, commercial developments now extend west along 6th Avenue to Graphic Arts Road. Similar developments exist at or near major transportation nodes, such as Industrial Road and I-35, and I-35 and US-50.

PLAN INFLUENCES

Map 3: Existing Land Use (City Limits)



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Smaller commercial developments are sprinkled throughout the city and as a whole, commercial and office land uses account for nearly 6% of the city's total land.

Existing Industrial

Much of Emporia's industrial land use has been influenced by proximity to rail lines and access to US-50, I-35 and the Kansas Turnpike. Most industrial uses are located within the southwest and southeast portions of the City. Today, industrial land uses make up almost 8% of the city's land.

Existing Low-Density Residential

The 2000 Census indicates that there were approximately 11,000 housing units in the City, with over 60% of those units being of the single-family, detached variety. As such, the residential character of the city is that of low-density, single-family development. Currently, this type of housing can be found in most parts of the city, with the exception being the western edge of Emporia. Overall, low-density residential areas account for just over 25% of the city's land.

Existing Multi-Family Residential

The 2000 Census indicates that there were just over 4,000 multi-family housing units in Emporia. Ranging in size from duplexes to large apartment complexes, most of this type of housing can be found around the Emporia State University campus as well as north of I-35. Today, this type of land uses comprises nearly 5% of the city's land.

Existing Parks/Recreation

Presently, the majority of the Emporia's parks and recreational areas can be found on the periphery of the city, and include such amenities as the Jones Aquatic Center, Peter Pan Park, the Emporia Country Club and the Jones Youth Recreation Park. Collectively, these passive and active recreational areas cover just over 9% of the city.

Existing Public/Semi-Public

Public/semi-public land can be found throughout the city, with various civic and public buildings being located in or near the CBD and a few larger land users such as the Lyon County Fair Grounds and Emporia State University being located to the north and west. As a whole, public and public/semi-public land accounts for over 13% of Emporia's land use.

Existing Utility/Right-of-Way

Utility and right-of-way land comprises 1,666-acres and include I-35, the Kansas Turnpike, City streets and the railroad. A majority of the land used for right-of-way is consolidated in a few areas, including the railroad yards just north of South Avenue and at the interchanges along I-35. Overall, utility and right-of-way land use accounts for almost 22% of the city's land use.

Existing Vacant/Agriculture

While most of Lyon County is rural and undeveloped, only 9.6% of the land inside Emporia's city limits is undeveloped or used agriculturally. The majority of the vacant or agricultural land in Emporia can be found between I-35 and I-335, southeast of the intersection of I-35 and US-50, as well as in the southeast corner of the city.

PLAN INFLUENCES

DEMOGRAPHIC TRENDS

Historical demographic and economic trends play a significant role in the development of a comprehensive plan. Careful examination of a given area's population, economy and related information provide the basis from which recommendations can be made regarding future land use and development. This section will provide data compilation, analysis and discussion as it pertains to the City of Emporia's population, housing and economic characteristics.

The population of the City of Emporia has grown every decade since 1940. During this time the population has more than doubled, with the largest 10-year rate of increase occurring between 1960 and 1970 when the city grew by 28.2%. Conversely, the smallest growth rate, less than 1%, occurred between 1980 and 1990 as can be seen in Table 3.

While Emporia's population growth has slowed somewhat from its rapid pace prior to 1970, continued population increases can be expected. Based on historical data and recent trends, the city can expect a 2010 population of roughly 27,800, a 2020 population around 28,800 and a 2025 population of just over 29,000.

Table 3
Population Trends and Projections

	Emporia		*Lyon County	
	Pop.	% Change	Pop.	% Change
1900	8,223	---	16,851	---
1910	9,058	10.2	15,869	-5.8
1920	11,273	24.5	14,881	-6.2
1930	14,067	24.8	15,173	2.0
1940	13,188	-6.2	13,236	-12.8
1950	15,669	18.8	10,907	-17.6
1960	18,190	16.1	8,738	-19.9
1970	23,327	28.2	8,684	-0.6
1980	25,287	8.4	9,821	13.1
1990	25,512	0.9	9,220	-6.1
2000	26,702	4.7	9,233	0.1
2010*	27,794	4.1	8,477	-8.2
2020*	28,829	3.7	8,592	1.4
2025*	29,347	1.8	8,649	0.7

*The Lyon County population in this table does not include Emporia

Emporia's strong history of growth has not been mirrored by Lyon County. Lyon County, excluding Emporia, has declined by 50 percent since 1900. In 1900, the City of Emporia accounted for roughly 33% of the county's entire population. By 2000 that amount had risen to almost 75%, pointing to Emporia's increasing significance in Lyon County as a dominant population center. Because Emporia's population makes up a large percentage of Lyon County, it can be expected that future county population growth will be directly related to that experienced by Emporia.

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Figure 1
Enumerated Population & Projections



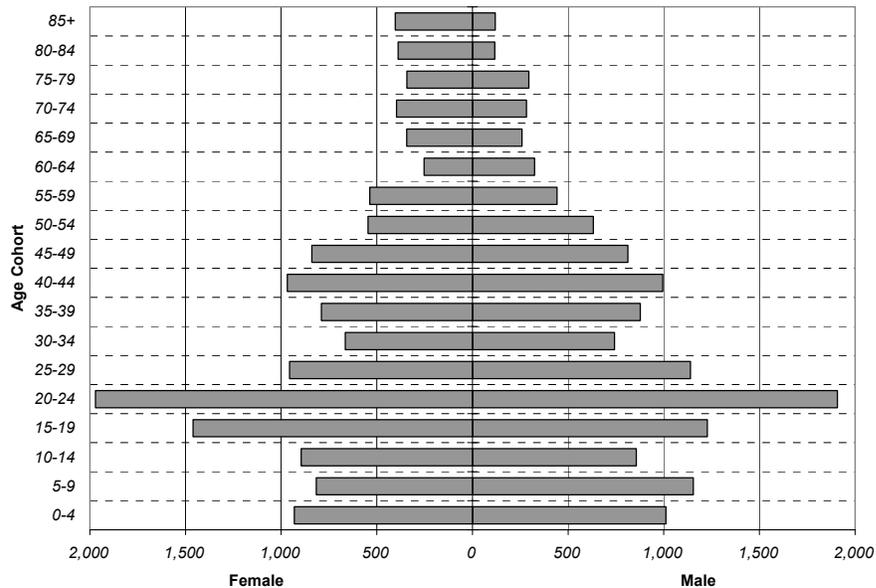
Figure 1 shows the enumerated populations for both the City of Emporia and Lyon County as well as projected populations through 2025. Although both populations appear to follow a similar pattern, it is expected that Emporia’s future population will increase at a slightly greater rate than that of Lyon County.

While projected populations play a large role in the general shaping of a given municipality’s future development, further study is necessary to determine, on a smaller scale, where said population resides. Examination of a city’s population by census tracts, for example, may indicate that particular areas of a city are experiencing extraordinarily rapid growth or decline, thus warranting additional study. Identification of the direction of a city’s expansion or contraction is crucial in planning for its future.

Figure 2 on the following page is what is known as a “population pyramid”. Theoretically, graphical representation of an area’s population by 5-year age cohorts should resemble a pyramid-like shape, with there being a greater number of middle-aged people than children or elderly. While there are exceptions to this rule, population pyramids are beneficial in that they can be used to determine median ages and whether a population is aging or getting younger.

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Figure 2
City of Emporia Population Pyramid, 2000



Based on Emporia’s 2000 population, it is clear that the largest subset of the population for both males and females is that of those aged 15 to 24. With Emporia being home to Emporia State University, this comes as no surprise. There is obviously some population loss due to the graduation and relocation of the university’s students, although the relatively large population of children indicates that there is some desire by the adult population to remain in Emporia and start families. Also, it is clear that women tend to live longer than men in Emporia, as the above figure shows a near constant population across the female age cohorts 65 and older while the corresponding male cohorts show a decline.

Housing

In 2000 Emporia had approximately 11,000 housing units, a 2.5% increase from the number of units it had in 1990. While this percent increase was less than half of that experienced by the city in the previous decade, it is comparable to the percent increase of housing units throughout the entire county.

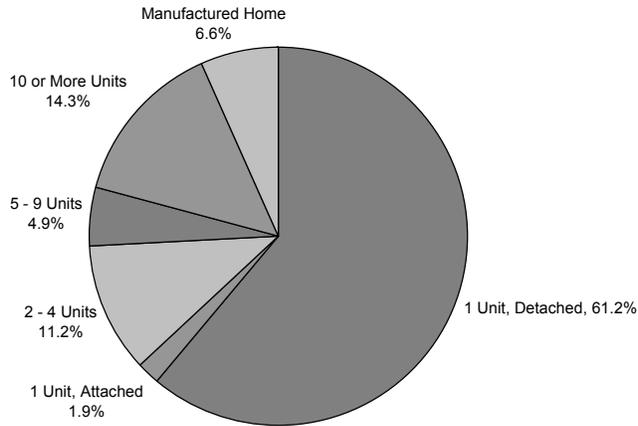
Table 4
Housing Units

	Emporia		Lyon County	
	Count	% Change	Count	% Change
1980	10,171	---	13,980	---
1990	10,732	5.5%	14,346	2.6%
2000	11,002	2.5%	14,757	2.9%

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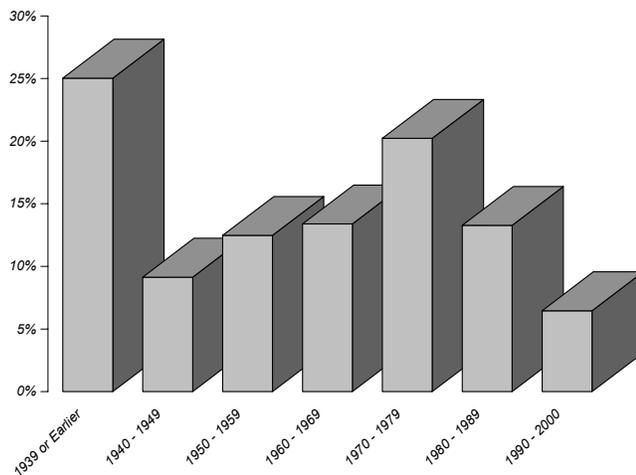
The City of Emporia offers a wide range of housing options. In 2000, the majority of the housing stock, approximately 61%, consisted of single-family detached units. Approximately 30% of the housing stock was comprised of multiple attached units such as duplexes, triplexes, town homes and apartment buildings, with manufactured homes making up 6.6% of the city's housing stock.

Figure 3
City of Emporia Dwelling Units by Type, 2000



A large number of the residential structures within the city were built before the Second World War. As Figure 4 below indicates, 25% of the residential structures were built in 1939 or earlier, with the largest single decade for residential construction being 1970-1979, accounting for roughly 20% of all housing units in Emporia.

Figure 4
City of Emporia Residential Structures by Age



Of Emporia's approximately 11,000 housing units in 2000, slightly more than 93% of them were occupied. This was quite similar to the occupancy rate in Lyon County, although Lyon County boasted a higher rate of owner-occupancy. This can be largely attributed to the student population in Emporia.

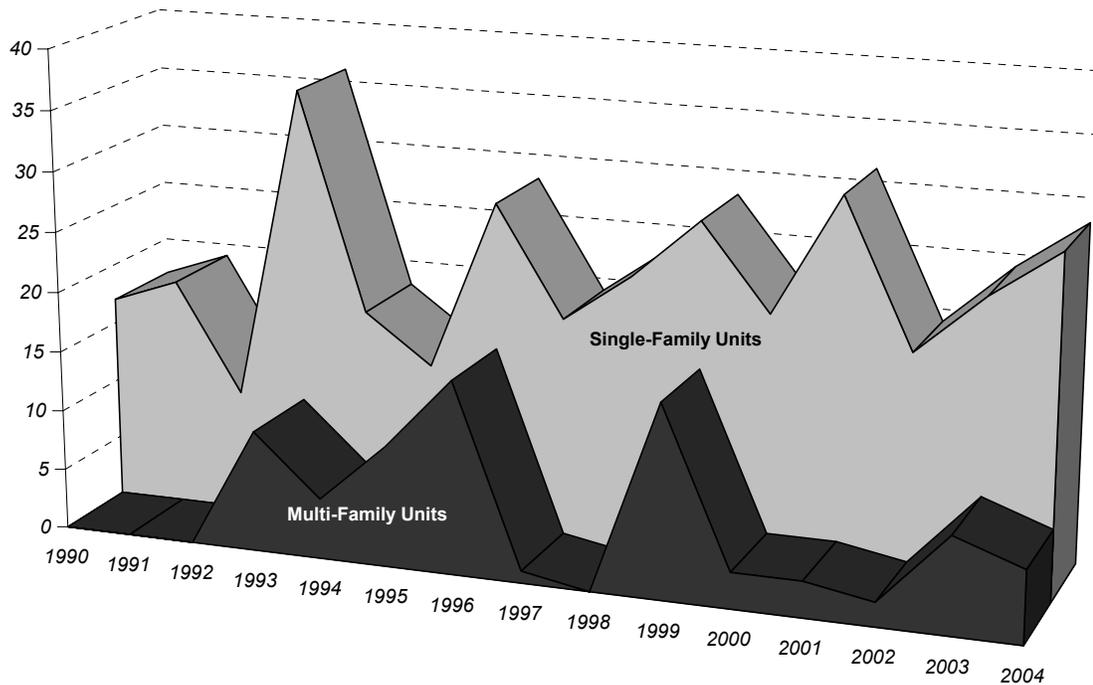
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Table 5
Housing Characteristics, 2000

Units	Emporia	Lyon County
Total	11,002 (%)	14,757 (%)
Occupied	10,247 93.1	13,691 92.8
Owner-Occupied	5,481 53.5	8,340 60.9
Renter-Occupied	4,766 46.5	5,351 39.1
Vacant	755 6.9	1,066 7.2

To keep pace with an increasing population as well as an above average occupancy rate, new residential construction has been necessary in Emporia. While new housing construction occurs far less frequently in the city than it did in the 1970's and early 1980's, Figure 5 shows that construction of single-family housing units has increased, on average, over the past 14 years. Conversely, construction of new multi-family housing units has been sporadic in recent years, a far cry from the 1970's when the number of multi-family units being built often equaled or exceeded the number of new single-family units being built.

Figure 5
City of Emporia
Building Permits Issued, New Construction, 1990 – 2004



Despite continued residential construction, in 2000 6% of Emporia's housing stock was considered overcrowded, based on a standard of more than 1 person per room. Census data

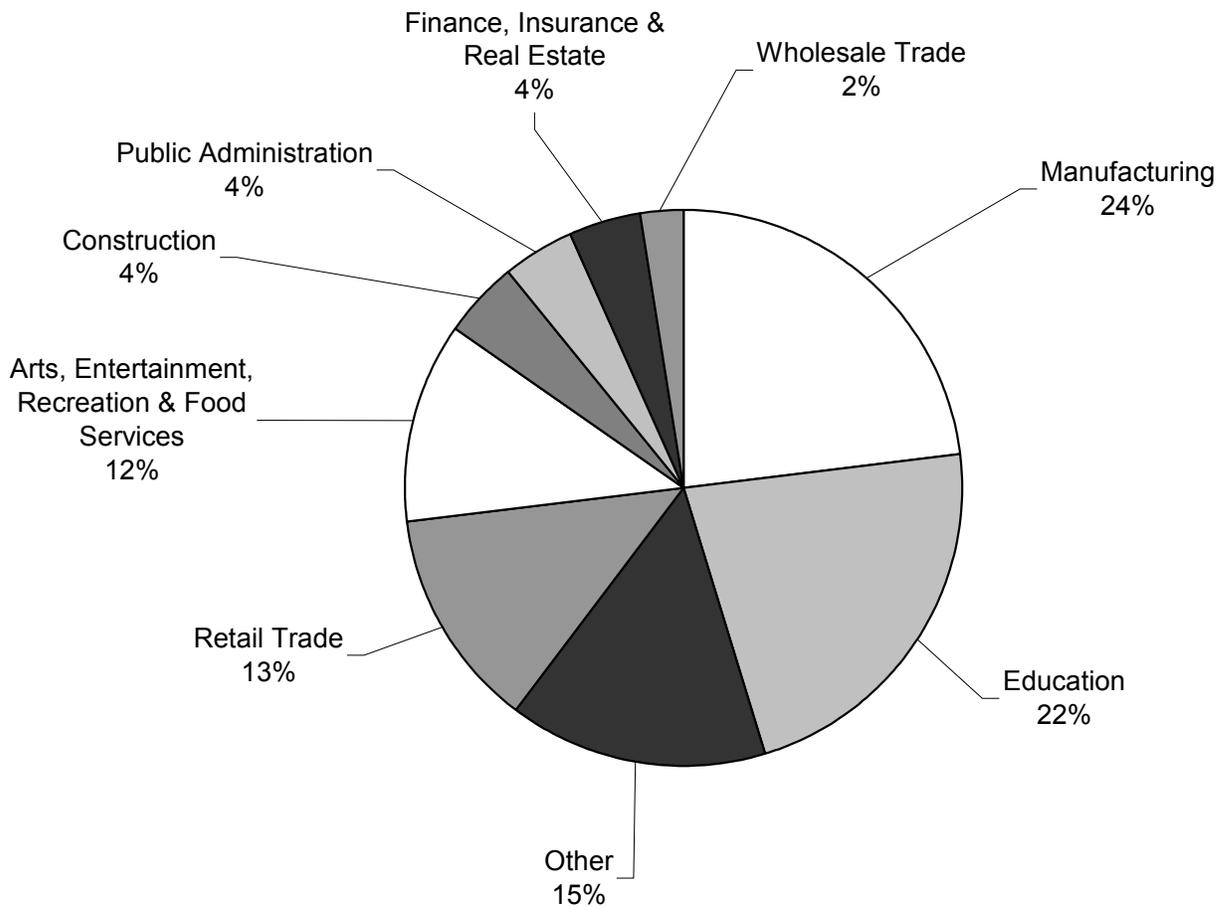
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also shows that in 2000, 4-bedroom homes had the highest occupancy rate, 96%, while 1-bedroom homes had the lowest at 88%.

Employment

In 2000, nearly 50% of Emporia's employed residents worked in the education or manufacturing industries as shown in Figure 6. Major employers in these industries include Dolly Madison Baking, IBP and Emporia State University. Other industries supplying a large number of jobs to Emporia include retail trade and entertainment, recreation and food services.

Figure 6
City of Emporia Employment by Industry, 2000



According to the Kansas Department of Labor (DLA) statistics, the 2007 Emporia Micro-Area unemployment rate, which includes Lyon County, is 4.7%. This compares favorably to the 2007 statewide employment rate of 4.9 percent. However, despite most of the existing jobs within

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these areas have significantly lower wages than the statewide average. According to the DLA 2006 Annual Employment and Wages Report, the average annual wage in Lyon County was \$27,062. This compares to \$35,699 for the State of Kansas. Based on this data, there is a need to attract higher paying jobs to close this gap and to diversify the workforce.

Table 6
Annual Average Wages

Industry	Lyon County	Kansas
Total	\$27,062	\$35,699
Private	\$25,857	\$36,208
Agriculture, Forestry, Fishing and Hunting	\$27,531	\$29,690
Mining	\$39,168	\$47,486
Utilities	*	\$66,709
Construction	\$31,118	\$39,216
Manufacturing	\$32,711	\$47,504
Wholesale Trade	\$42,324	\$50,969
Retail Trade	\$18,105	\$22,310
Transportation and Warehousing	\$33,802	\$35,900
Information	\$28,862	\$60,282
Finance and Insurance	\$30,444	\$50,345
Real Estate and Rental and Leasing	\$22,508	\$30,512
Professional and Teaching Services	\$28,486	\$50,029
Management of Companies and Enterprises	*	\$73,472
Administrative and Waste Services	\$16,992	\$28,984
Educational Services	\$13,063	\$28,219
Health Care and Social Assistance	\$23,967	\$33,745
Arts, Entertainment and Recreation	\$11,198	\$13,605
Accommodation and Food Services	\$8,872	\$12,230
Other Services, except Public Administration	\$19,461	\$23,856
Government	\$31,270	\$33,409
* Data not available		

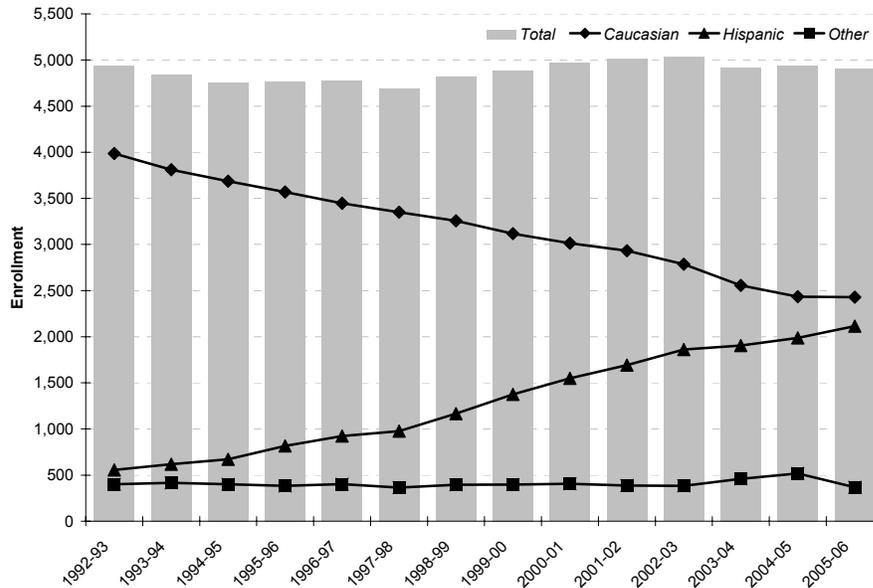
Education

Over the past 14 school years, Emporia's USD 253 School District has experienced almost no change in overall enrollment, although the racial composition of the district's students has

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changed dramatically. During the 1992-1993 school years, USD 253’s student body was comprised of predominantly Caucasian students, or 81%, with Hispanic students making up 11% of the student population and students from other racial backgrounds making up 8% of the student population. By the 2005-2006 school year, the number of Hispanic students had risen to almost equal the number of Caucasian students, which had decreased significantly, while the number of students from other racial backgrounds remained the same.

**Figure 7
USD 253 School Enrollment, 1992-2006**



ENVIRONMENTAL CONSIDERATIONS

Environmental conditions have played a significant role in the existing development pattern of Emporia and will continue to play an important role in directing the physical growth and configuration of new development on the fringe of the city. Natural conditions such as the rivers and floodplain have provided a major constraint to growth and have had a notable affect upon the location of transportation corridors, utilities, and subsequent land use and development patterns.

Drainage Basins

Drainage basins, commonly referred to as watersheds, are the surface areas that drain to a common waterway, such as a stream, river, wetland or lake. Watersheds create natural boundaries bringing together individuals with a shared interest in the amount, rate, and quality of water passing through or heading their way. The principal drainage basin within the MPA is the Neosho River.

Floodplain

In recognition of the risks and problems in floodplain areas, development should be carefully controlled and restricted. The City of Emporia and Lyon County participates in the Federal Emergency Management Agency (FEMA) National Flood Insurance Program. There are four

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aspects of floodplain areas to be considered when planning and administering floodplain area development controls and restrictions.

- **Floodway:** the area the drainage basin which must remain open to carry the runoff from the floodplain without causing the flood elevation to increase by 1-foot or more at any point along the basin. Development within floodways is extremely hazardous and should be restricted. City and County regulations within the metropolitan planning area must meet federal guidelines and prohibit floodway development which would cause any increase in flood elevations within these areas.
- **100-Year Floodplain:** the part of the drainage basin which is within the one-percent annual chance floodplain but which is not within a floodway. This area is also referred to as a Special Flood Hazard Area (SFHA). Development in the 100 year floodplain may be appropriate if adequate measures are taken to protect the development from the flood hazards. Development in the 100-year floodplain may be appropriate if adequate measures are taken to protect the development from the flood hazards including but not limited to raising the proposed structure at least 1-foot above the base flood elevation.
- **500-Year Floodplain:** the part of the drainage basin which is within the 0.2 percent annual chance floodplain. Development in the 500 year floodplain may be appropriate if adequate measures are taken to protect the development from the flood hazards.

A large portion of the major floodplain areas in the metropolitan planning area have been mapped. However, it must be noted that detailed flood elevations have not been determined for all mapped 100-year flood plain areas because the Flood Insurance Study prepared by the Federal Emergency Management Agency (FEMA) used FEMA's approximate methods to determine some floodplains. Also, it must be noted that the analysis methods used for preparation of the Flood Insurance Study has not caused all localized floodplains to be identified. For these reasons, it is important that the City and County floodplain regulations within the metropolitan planning area continue to require that persons subdividing or developing land cause the floodplain near their site to be studied to determine the floodplain elevations and boundaries on the property.

Streamway Corridors

Streamway corridors make ideal parks, open spaces and parks trails since these areas are subject to flooding. They also serve as important components of the stormwater management and water quality system. Cities across the country have developed or are planning greenbelts along their stream valleys for both parks and stormwater. Stream corridors serve a number of important roles including but not limited to the following:

- Preserving water quality by filtering sediment from runoff before it enters rivers and streams;
- Protecting stream banks from erosion;
- Providing a storage area for flood waters;
- Providing food and habitat for fish and wildlife; and
- Preserving open space and aesthetic surroundings.

Water Quality

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Water quality involves ensuring that waterways support aquatic life and human uses. The Clean Water Act's main goal is to make waterways "fishable and swimmable." Pollution of waterways is defined as point source and nonpoint source pollution. Point source pollution is from factories and sewage treatment plants that put waste directly into streams and rivers. Nonpoint source pollution involves the runoff from parking lots, roads, farms, rooftops, wildlife areas, failing septic systems, and also habitat degradation. The most common nonpoint source pollutants are sediments and nutrients washed into water bodies from farms, animal feeding operations, construction sites, and other areas where land has been disturbed. Other pollutants include pesticides, pathogens (bacteria and viruses), salts, oil, grease, toxic chemicals, and heavy metals.

Soils

The metropolitan planning area is dominated by clay-type soils, which have poor percolation or absorption characteristics and are largely susceptible to high water tables and contain extensive areas of shallow bedrock layers. These geologic characteristics present difficulties for conventional on-site wastewater disposal systems. Alternative on-site disposal systems may be used but often these systems are more expensive than conventional disposal systems. These soils also pose limitations for excavation and construction. The high shrink-swell characteristics of some soils also affect building construction requirements.

Over time, numerous private on-site systems could have adverse impacts throughout Lyon County. For example, surface and subsurface waters can become polluted and untreated wastewater can come to the surface. Malfunctioning or overflowing septic systems can release bacteria and nutrients into the water cycle, contaminating nearby lakes, streams, estuaries, and groundwater. In many cases, problems can be minimized by careful design, installation and operation of the on-site systems. Properly maintained septic system should be inspected and emptied every 3 to 5 years.

While the existing wastewater disposal permit process may effectively address development on existing tracts already zoned and/or platted, additional analysis of potential problems for on-site wastewater disposal should occur to identify potential problems before they occur. The ability to recognize those areas that might need special attention will help assure safe and sanitary development in those areas not expected to be served by sanitary sewers in the foreseeable future. The conditions that cause problems for on-site septic systems include slow permeability in soils, seasonal water tables, and bedrock or impervious soils near the ground surface. As noted, the most prevalent of these problems in the metropolitan planning area is slow permeability rates in predominantly clay soils.

There are two dominate general soil associations that cover the Emporia MPA. The Kenoma-Ladysmith association sits under most of the developable land in Emporia. It is found primarily on broad ridge tops and gentle slopes. The soils are described as deep, nearly level and gently sloping, and moderately well drained. The Chase-Osage association is found to the north and the south of Emporia. This soil association is found in flood plains and on lower terraces adjacent to flood plains. Oxbow lakes and winding stream channels are often found here. The soils in the Chase-Osage association are described as deep, nearly level, moderately well drained and poorly drained.

LAND AREA

CHAPTER 3

GOALS, OBJECTIVES AND POLICIES

OVERVIEW

Through a series of public meetings, stakeholder meetings and a review of alternative plans, Emporia residents, property owners, business owners, citizens and public officials identified a number of issues, ideas and recommendations. As a result of these discussions, a set of goals, objectives and policies were identified and selected for inclusion within the Plan. Some goals, objectives and policies were retained from the previous plan while others were modified for the update. Together, these goals, objectives and policies provide the framework for the development of the Future Land Use Plan as well as recommendations for transportation and infrastructure.

GOALS, OBJECTIVES AND POLICIES

Goals: Broad aspirations to guide city achievements.

Goals are the future of the plan; they are those things that the city wants to accomplish over the life of the plan. Plan goals:

- serve as the framework for future land use decisions;
- identify needed public improvements and services; and
- establish priorities for public investment.

Objectives: Course of action required to achieve a stated goal.

Objectives define specific actions steps intended to help meet the stated goal. Plan objectives:

- outline action steps; and
- are understood by both the decision-makers and the general public.

Policies: Statements that provide a framework for decision making.

Policies provide a framework for decision making based upon the goals and objectives. Plan policies:

- provide direction for decision-makers
- are specific to issues identified throughout the planning process; and
- are consistently applied and implemented.

LAND USE AND DEVELOPMENT

Goal 1: Balance the protection of individual property rights with the need to ensure the safety, health and welfare of Emporia residents.

- **Objective 1.1: Promote compatible development.**
 - * Policy 1.1.1: New development should be compatible in terms of design, density, massing and scale to adjacent existing development.
 - * Policy 1.1.2: New development should transition in increasing density away from adjacent lower intensity development.

GOALS, OBJECTIVES AND POLICIES

- * Policy 1.1.3: Infill development and redevelopment should be well integrated with existing development.
- * Policy 1.1.4: Multi-family development should be discouraged within established single-family detached neighborhoods.
- * Policy 1.1.5: Multi-family dwellings (including duplexes and townhouses) should locate in areas where they can serve as buffers between more intensive uses, such as commercial/office uses, and less intensive uses, such as low-density single-family residential uses).
- * Policy 1.1.6: Multi-family residential projects (other than duplexes) should meet minimum site design criteria:
 - Access to multi-family projects shall be from an Arterial, Parkway or Collector street and shall not cause increase in traffic levels through single-family areas;
 - At least 20 percent of the site shall be landscaped and preserved for open space or recreation areas; and
 - Sufficient off-street parking shall be provided to eliminate the need for residents to park along public streets.
- * Policy 1.1.7: Commercial and/or office expansion into adjacent single-family neighborhoods should be discouraged.
- * Policy 1.1.8: Non-industrial uses should be limited within areas currently zoned for industrial use.
- **Objective 1.2: Maximize new development opportunities west of the Kansas Turnpike:**
 - * Policy 1.2.1: Consider annexation of key areas west of the Kansas Turnpike. Priority areas include the following:
 - a. US 50 from the Kansas Turnpike to Americus Road;
 - b. Americus Road from US 50 to 30th Avenue;
 - c. US 50 from Americus Road to County Road F; and
 - d. County Road F from US 50 to 18th Street.
 - * Policy 1.2.2: Extend City sewer service west of the Kansas Turnpike in order to accommodate future residential, commercial and industrial development. Require property owners to sign annexation agreements in exchange for connections to new sewer.
 - * Policy 1.2.3: Work with the KDOT and the County to develop access management guidelines along US Highway 50 and Americus Road.
 - * Policy 1.2.4: Build a new water tower west of the Kansas Turnpike to pressurize water for the west-end of the City.

GOALS, OBJECTIVES AND POLICIES

- * Policy 1.2.5: Plan for a future Fire Station #3 to be located west of the Kansas Turnpike with proximity to Americus Road and US Highway 50. Acquire property for the fire station as well as training grounds and conference space.
- * Policy 1.2.6: Zone newly annexed areas to conform to the Future Land Use Plan.
- * Policy 1.2.7: Require new residential subdivisions to provide a shadow plat to delineate future lots, roads and utilities.
- * Policy 1.2.8: Work with Lyon County and the Emporia-Lyon County Metropolitan Area Planning Commission to ensure conformance with the Comprehensive Plan.
- **Objective 1.3: Minimize the impact of development within environmentally sensitive areas.**
 - * Policy 1.3.1: Limit new development within Neosho and Cottonwood River flood plain. Preferred land uses include agriculture, parks, trails and open space. If more intensive development does occur, such as permanent structures, require the developer to provide documentation demonstrating that the proposed development/structure will not result in any increase of more than one foot in flood levels during occurrence of a one hundred year flood discharge.
 - * Policy 1.3.2: Encourage development in areas with good soils, particularly when septic systems are used.
- **Objective 1.4: Identify prime industrial, commercial and office areas for new development.**
 - * Policy 1.4.1: Zone for an adequate supply of industrial, commercial and office areas based on the adopted Future Land Use Plan map to promote job growth.
 - * Policy 1.4.2: Identify suitable industrial, commercial and office sites using the following criteria:
 - visibility and access from arterials, parkways and/or highways;
 - access to rail lines;
 - compatibility with developments;
 - lack of environmental constraints; and
 - proximity to existing or planned public utilities capable of serving industrial and commercial uses.
- **Objective 1.5: Provide a wide-range of housing options throughout the City and MPA.**
 - * Policy 1.5.1: Allow for the creation of residential communities that encompass a wide-range of housing types, styles and densities with multiple price points to meet the needs and lifestyles of present and future residents.
 - * Policy 1.5.2: Provide flexible infrastructure standards within new growth areas to encourage a variety of lot sizes and products.

GOALS, OBJECTIVES AND POLICIES

- * Policy 1.5.3: Develop new incentives for redevelopment and infill of blighted neighborhoods. A majority of the ¹blighted neighborhoods within Emporia are near Downtown and south of the railroad tracks. A majority of these structures have absentee ownership and are primarily renter-occupied. The City has condemned some of these structures. However, the City does not have policies, strategies and programs designed to replace these structures with new infill housing. The City should take advantage of state and federal programs including Community Development Block Grants (CDBG) to improve these areas. Consider delineation of additional blighted areas in the southeast portion of the City.

Objective 1.6: Update the Future Land Use Plan as appropriate.

- * Policy 1.6.1: The Planning Commission should review the Land Use Plan every five years or when substantial infrastructure improvements occur to ensure that the map still reflects the long-term goals and policies of the Plan.

Goal 2: Promote Economic Development, Investment and Reinvestment in Emporia.

- ***Objective 2.1: Continue to assess opportunities for use of rail access for industrial development.***

- * Policy 2.1.1: Study the opportunities for rail service to industries, both exiting facilities and future sites, relative to the following:
 - market demand of local industries;
 - costs to develop rail spurs from existing lines;
 - viability of rail lines within the City and the market area; and
 - rate of structures, now and projected, to serve rail demand.
- * Policy 2.1.2: Interview railroads to identify potential costs, best available rates and to understand their interest in serving certain locations. Assess physical constraints:
 - analyze any functional obsolescence of the regional and local system which may negate future rail infrastructure investments; and
 - assess opportunities and constraints to extending rail to selected and potential industrial sites.

Goal 3: Promote Downtown Investment and Redevelopment.

- ***Objective 3.1: Support the private sector improving downtown.***

- * Policy 3.1.1: Investigate potential incentives to facilitate the redevelopment of vacant upper floors of buildings for office and residential use.
- * Policy 3.1.2: Undertake a comprehensive parking study to determine existing and projected parking needs.
- * Policy 3.1.3: Encourage entertainment uses, such as the Civic Auditorium, theaters, and restaurants and innovate uses to locate Downtown to attract visitors to the area during the evening.

¹ The designation of a blighted area will follow the Housing and Urban Development (HUD) CBDG requirements.

GOALS, OBJECTIVES AND POLICIES

- * Policy 3.1.4: Strengthen the central library and museum as a key land use in the Downtown by encouraging the development of additional cultural amenities and resources.
- * Policy 3.1.5: Inventory land and structures on the fringe of Downtown to assess market opportunities for business incubators.
- * Policy 3.1.6: Assess the adequacy of the existing water main along Commercial Street to serve existing and future fire flow needs.

Objective 3.2: Improve the visual image of Downtown.

- * Policy 3.2.1: Continue to restore and preserve the original facades and features of the buildings. Restore the upper facades of buildings by removing boarded up windows.
- * Policy 3.2.2: Provide better signage to Downtown along I-35 and the Kansas Turnpike.
- * Policy 3.2.3: Develop a “Challenge Grant” in established areas to match private improvements with public improvements.
- * ***Objective 3.3: Ensure adequate parking within Downtown.***
 - * Policy 3.3.1: Consider revising the “C-4” Zoning District to require new office and residential uses to provide a parking plan for new owners and/or tenants.
 - * Policy 3.3.2: Continue to work with Downtown property owners, merchants, residents and other stakeholders to evaluate existing and future parking needs.

Goal 4: Improve the Area Work Force by Training Employees for the Type of Jobs that Will Enhance Emporia’s Ability to Attract New Industry.

- ***Objective 4.1: Train for economic development needs of the area to complement the long standing industrial base of Emporia.***
 - * Policy 4.1.1: Coordinate with Flint Hills Technical College and high schools to train for more high-tech and service oriented businesses.
 - * Policy 4.1.2: Strategically plan training to respond to the labor needs of local employers so that local labor talent can rise to meet the specialized labor demands.
 - * Policy 4.1.3: Expand the Chamber of Commerce Manufacturer’s Council model linking employers with representatives of the school district to “fine tune” educational curriculum with local employment needs.
 - * Policy 4.1.4: Strengthen basic educational skills with expansion of curricula: technical; occupational; or college preparatory.

Goal 5: Maximize Future Development Opportunities within and adjacent to the Emporia Airport.

- ***Objective 5.1: Establish an Airport Influence Area and associated policies and regulations to prevent incompatible land uses from encroaching upon airport operations.***

GOALS, OBJECTIVES AND POLICIES

- * Policy 5.1.1: In areas affected by airport-related noise levels of 65Ldn or higher, consider efforts to mitigate land use conflicts, such as acquisition of land, dedication of aviation easements and negotiation of noise agreements.
- * Policy 5.1.2: Prohibit residential development and other noise sensitive land uses in areas that are effected by noise levels of 70Ldn or higher.
- * Policy 5.1.3: Work with the Emporia-Lyon County Metropolitan Area Planning Commission and Lyon County Planning Board on restricting incompatible development near the airport.
- * Policy 5.1.4: Pursue the establishment of the Airport Influence Area as a part of the Emporia-Lyon County Metropolitan Area Planning Commission jurisdiction and/or adopt the County Planning Area with approval of the City.

TRANSPORTATION AND INFRASTRUCTURE

Goal 6: Leverage City Investments Made in the Existing infrastructure including Roads, Water, Stormwater, Sanitary Sewer Systems, Parks and Public Facilities.

- ***Objective 6.1: Maximize Infrastructure Investments.***
 - * Policy 6.1.1: Encourage redevelopment and infill development within areas already served by existing City infrastructure.
 - * Policy 6.1.2: The capital improvements programming process should focus on the maintenance and upgrade of existing city services and facilities, including streets, sewer, water and stormwater.
 - * Policy 6.1.3: The City should undertake a comprehensive study of all existing water and sewer mains to evaluate existing conditions and identify repair and on-going maintenance needs.
 - * Policy 6.1.4: The City should consider using a Geographic Information System (GIS) to document and track service calls, repairs and other improvements to streets, sewer, water and stormwater infrastructure.
- ***Objective 6.2: Ensure that new developments are supported by adequate infrastructure.***
 - * Policy 6.2.1: Encourage new development within areas planned for future infrastructure expansion.
 - * Policy 6.2.2: Examine ways in which new development can pay its fair share of the costs of infrastructure improvements and facilities that are necessary to serve that development.
 - * Policy 6.2.3: Leverage the ability to provide services (such as sewer and water) to accomplish Plan goals and objectives.

Goal 7: Promote a Safe, Effective and Aesthetically Pleasing Transportation System.

GOALS, OBJECTIVES AND POLICIES

- **Objective 7.1: Promote the Design of Roads to Optimize Safe and Efficient Traffic Flow.**
 - * Policy 7.1.1: Use the Major Street Plan to provide adequate right-of-way, property line setbacks and infrastructure improvements for future transportation development.
 - * Policy 7.1.2: Develop an access management program for arterials and parkways. This program should include provisions for consolidating and/or eliminating driveways, minimum spacing between access points and adding access roads (where appropriate).
 - * Policy 7.1.3: Encourage commercial and office development that is designed with coordinated access points, internal circulation and parking.
 - * Policy 7.1.4: Design pedestrian-friendly parkways with 8-foot sidewalks and landscape enhancements to connect neighborhoods with major destinations and amenities. Identified parkways include South Avenue, 6th Avenue, 12th Avenue, Commercial Street, Prairie Street and Americus Road.
- **Objective 7.2: Encourage Coordination Between the City, the Kansas Turnpike Authority (KTA) and the Kansas Department of Transportation (KDOT) on Transportation Improvements within the MPA.**
 - * Policy 7.2.1: Work with the KTA to maximize development opportunities adjacent to the Turnpike Interchange.
 - * Policy 7.2.2: Work with the KTA and KDOT to integrate quality “gateway” elements at the major intersections of existing and Highway junctions leading into Emporia.

QUALITY OF LIFE

Goal 8: Improve Pedestrian and Bicycle Connections throughout Emporia.

- **Objective 8.1: Provide pedestrian and bicycle connections across or under I-35 and the Kansas Turnpike.**
 - * Policy 8.1.1: Work with KDOT and KTA to provide pedestrian/bicycle connections along, across or under I-35 and the Kansas Turnpike and within the public right-of-way.
 - * Policy 8.1.2: Work with property owners adjacent to I-35 and the Kansas Turnpike outside of the public right-of-way to acquire necessary easements for trail/sidewalk improvements.
- **Objective 8.2: Improve pedestrian and bicycle connections south of the rail tracks.**
 - * Policy 8.2.1: Install signage to alert drivers to bicycle traffic.

Goal 9: Continue to Upgrade and Enhance the David Traylor Zoo of Emporia (Zoo).

- **Objective 9.1: Maintain accreditation through improvements to the Zoo.**

GOALS, OBJECTIVES AND POLICIES

- * Policy 9.1.1: Improve pedestrian circulation within the Zoo by improving existing paths and construction of a circular path and fence around the zoo.
- * Policy 9.1.2: Consider the addition of a new entrance and joint use of the Soden's Gove ballpark parking lot.
- * Policy 9.1.3: Expand the new Veterinary Building to meet future needs.
- * Policy 8.1.4: Continue to add and market new exhibits. Potential exhibits may include, but are not limited to, the following:
 - Reptile house;
 - Outdoor aviary;
 - New lemur exhibit;
 - King vulture exhibit; and
 - Otter exhibit.

Goal 10: Continue to Serve Emporia's Park and Recreation Needs while Maintaining and/or Upgrading Existing Facilities

- ***Objective 10.1: Develop additional facilities to maintain National Recreation and Parks Association (NRPA) standards as the City grows.***
 - * Policy 10.1.1: Amend the subdivision regulations to require dedication of park land or payment of a fee in lieu of land dedication for future parks.
- ***Objective 10.2: Identify opportunities for a park to serve Downtown and surrounding neighborhoods.***
 - * Policy 10.2.1: Work with Downtown property owners, merchants and other stakeholders to identify a preferred park location.
 - * Policy 10.2.2: Acquire a site large enough to serve as a central gathering place for special events.
- ***Objective 10.3: Identify opportunities for a regional park west of the Kansas Turnpike.***
 - * Policy 10.3.1: Conduct a location study to determine the most appropriate site options.
 - * Policy 10.3.2: Acquire a site prior to extensive land development in order to minimize the effects of land cost escalation.
 - * Policy 10.3.2: Monitor residential development trends west of the Kansas Turnpike in order to plan for site development accordingly.
 - * Policy 10.3.4: Acquire land of sufficient size to help address recreation facilities deficiencies and provide large open spaces for multiplex recreational uses.
- ***Objective 10.4: Consider development of a linear park and trail system along riparian corridors for recreational use including hiking and biking.***

GOALS, OBJECTIVES AND POLICIES

- * Policy 10.4.1: Design a linear park along the Cottonwood and Neosho Rivers to link neighborhoods, retail areas, parks, recreation amenities as well Emporia State University and area schools.
- * Policy 10.4.2: Consider as a first priority a linear park link between Soden Park and Peter Pan Park along the Cottonwood River to accomplish the following:
 - Link the two community parks which offer regional attractions;
 - Test the popularity of a linear park system over a relatively short distance requiring less public investment; and
 - Take advantage of the K-99 bridge which was designed to allow access underneath the structure.
- **Objective 10.5: Where feasible, work with Emporia State University, public schools and other institutions to develop joint-use facilities.**

Goal 11: Encourage Fee Supported Recreation Facilities.

- **Objective 11.1: Increase net revenue generation from pool operations.**
- **Objective 11.2: Host regional and national sports tournaments that pay 100% of costs and benefit the local economy.**
- **Objective 11.3: Study adaptive use of the flood plain for more intense recreation use and facility development.**

Goal 12: Develop a Positive "Vision" of Emporia that Presents A Quality Image of the City to Persons Residing Inside and Outside the City.

- **Objective 12.1: Incorporate "Gateways" to the city that provide positive first impression of the community to visitors at interchanges and other major entry points to the City.**
 - * Policy 12.1.1: Consolidate signage into a high-quality gateway monument or feature. New free standing billboards should be discouraged.
 - * Policy 12.1.2: Private developments adjacent to these areas should incorporate high-quality architectural materials. Outdoor storage, trash dumpsters, loading areas and surface parking within these should be screened with appropriate landscaping and/or fencing.

Goal 13: Work with the Business Community, University and Technical College to Provide a Well Trained Work Force.

- **Objective 13.1: Create community-wide awareness and use of educational resources.**
 - * Policy 13.1.1: Promote the development/expansion of nighttime course offerings at Emporia State University and at the Flint Hills Technical College to benefit employee training.

GOALS, OBJECTIVES AND POLICIES

- * Policy 13.1.2: Promote awareness of employee education needs to Emporia State University and Flint Hills Technical College.
- * Policy 13.1.3: Develop partnerships with the private sector in order to create incentives for employee continuing education.

CHAPTER 4

FUTURE LAND USE PLAN

OVERVIEW

The land use recommendations represent the community's desire for quality development that meets the City's fiscal needs. Throughout the plan process, both community leaders and citizens recognized the importance of economic development in providing amenities and jobs for residents as well as a solid tax base for services and infrastructure. This Plan provides a balance between the need to grow with the community's desire to improve and enhance established areas.

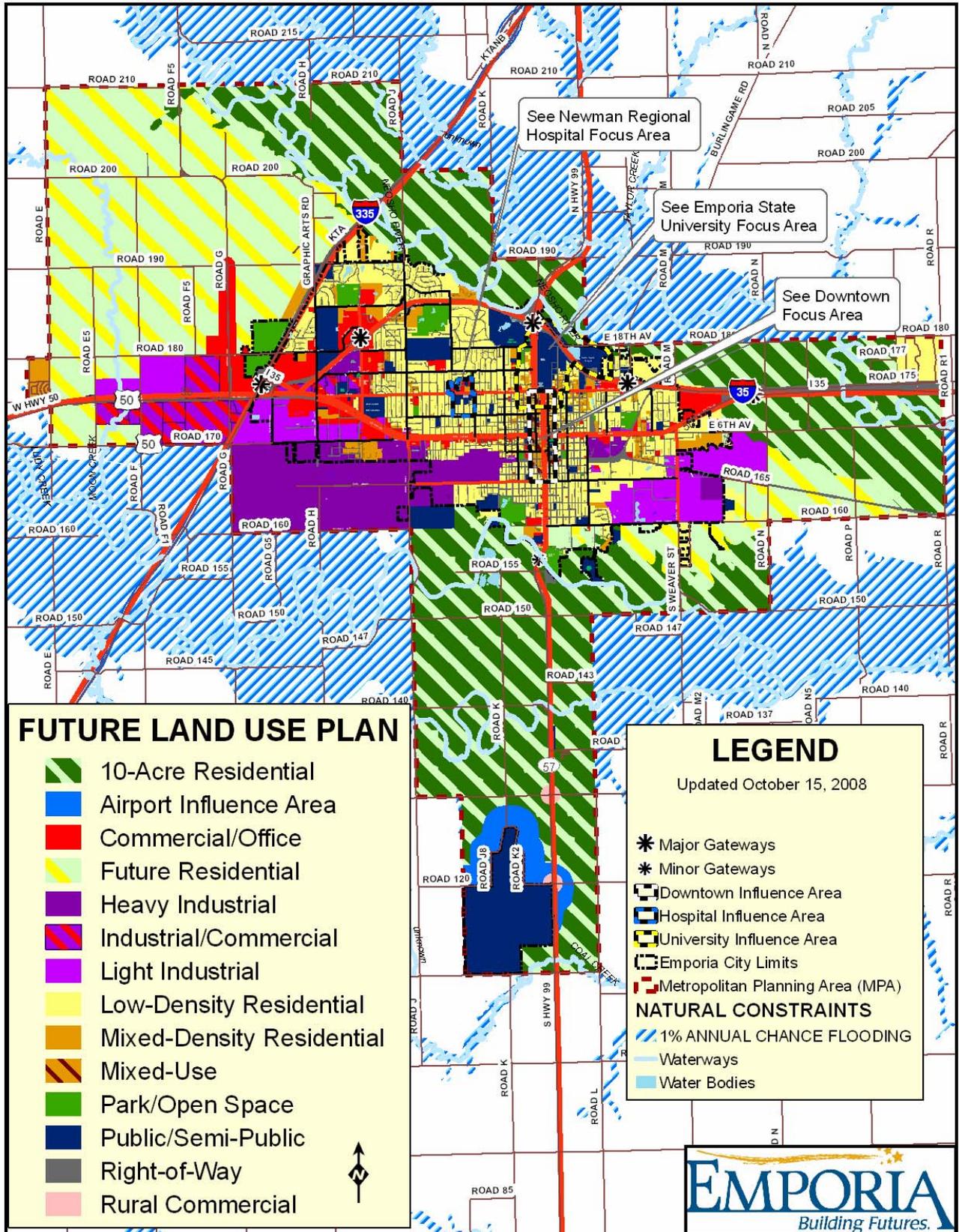
FUTURE LAND USE PLAN

The Future Land Use Plan is intended to be used as a guide by the Planning Commission and City Commission. When considering development proposals, City staff and public officials will consider the following factors:

1. Identified land use designation;
2. The type, size and density of surrounding existing development patterns;
3. The adequacy of infrastructure to support the proposed development; especially roads, water and wastewater provisions; and
4. Environmental concerns such as excessive noise, odors and dust.

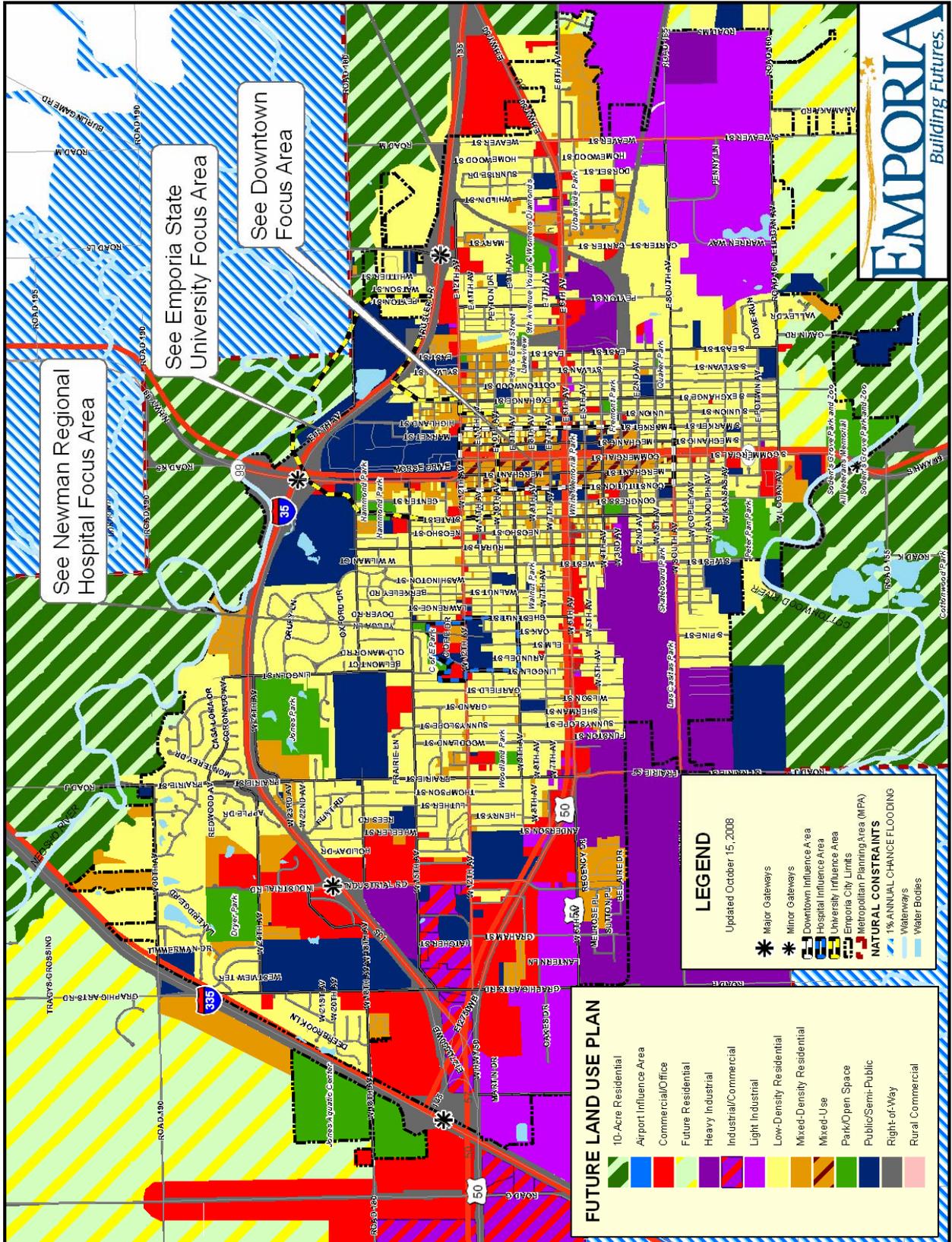
CHAPTER 4
LAND USE PLAN

Map 5: Future Land Use Plan (MPA)



LAND USE PLAN

Map 6: Future Land Use Plan (City)



LAND USE PLAN

LAND USE CATEGORIES

The following land use categories are intended for planning purposes. These designations generally follow the existing zoning districts but do not represent zoning or a change to existing zoning. The use designations identified within the Plan may be modified through the Comprehensive Plan amendment process. Existing zoning designations remain as presently recorded and show how the property may currently be used. Zoning may be changed only through the appropriate rezoning process, which includes a public hearing related to the specific property.

Major Gateways: These areas are located at primary points of entry into Emporia including interchanges along I-35, the Kansas Turnpike and US 50.

Recommendations:

- Signage should be consolidated and incorporated into a high-quality gateway monument or feature that is large enough to be seen from an on- and/or off-ramp. This signage should promote major destinations within the community such as Downtown and Emporia State University.
- Free standing commercial billboards should be discouraged within these areas.

Minor Gateways: These areas are located at secondary points of entry into Emporia including US Highway 50 to the east and west and K-99 to the north and south.

Recommendations:

- Signage should be consolidated and incorporated into a high-quality gateway monument or feature. Signage may promote important local destinations such as the Jones Aquatic Center, Lyon County Fairgrounds and the David Traylor Zoo of Emporia.
- Private developments adjacent to minor gateways areas should incorporate high-quality architectural materials.
- Outdoor storage, trash dumpsters, loading areas and surface parking should be screened within these areas with appropriate landscaping/and or fencing.
- Free standing commercial billboards should be discouraged within these areas.

Flood Plain: These areas are within the 100-year flood plain of the Neosho and Cottonwood Rivers. Land use policies within the areas are geared toward mitigating potential flood hazards and protecting the natural character of the river corridors. All encroachments, including fill, new construction, substantial improvements and other developments will be prohibited unless certified plans are provided by a registered engineer or architect demonstrating the encroachments will not result in any increase in flood levels during occurrence of a one hundred year flood discharge.

(Flood Plain) Allowed Uses:

- Agriculture and ranches;
- Golf course, parks, recreation and open space; and
- Residential side yards and common grounds;
- Limited large-lot development with structures elevated at least 1-foot above base flood elevation.

LAND USE PLAN

10-Acre Policy Area: These areas represent the last expansion and growth areas for the City within the MPA. It is unlikely that these areas will be served by City sewer or improved roads within the next 10 to 15 years. Some of these areas, due to flooding and other physical constraints, may remain rural indefinitely. This land use classification corresponds with the “A-L” Agriculture District within the Zoning Regulations.

Allowed Uses:

- Agriculture; and
- Single-family detached residential development on lots with a minimum of 1 dwelling unit per 10-acres.

Required Infrastructure:

- On-site septic systems (where appropriate) allowed.
- City water preferred - wells (where appropriate) allowed.
- Chip and seal roads preferred - gravel roads allowed.

Future Residential: These areas are intended to serve future housing needs on the municipal fringe and are likely to be served by City sewer and improved arterial roads within the next 5 to 10 years. Residential densities within these areas will transition from rural density (1 dwelling unit per 10-acres) to low density residential with the extension of city sewer. This land use classification corresponds with the “R-1” Low Density Residential District within the Zoning Regulations.

Allowed Uses:

- Single-family detached residential development on a wide range of lot sizes; and
- Large-lot developments on septic systems are required to submit a shadow plat delineating future lots, road right-of-ways and utility easements.

Required Infrastructure:

- Community package plants preferred for rural subdivisions - septic systems allowed where appropriate.
- City water required.
- Paved roads are preferred - chip and seal roads allowed.

Low-Density Residential: These areas are intended for single-family detached development with densities ranging from 2 to 3 dwelling units per acre and represent a majority of Emporia’s neighborhoods. This land use classification corresponds with the “R-1” Low Density Residential District within the Zoning Regulations.

Allowed Uses:

- Single-family detached residential on lots ranging in size from 6,500 to 9,000 square feet.

Required Infrastructure:

- City sewer required.
- City water required.
- Paved roads required with curbs, gutters and a 5-foot sidewalk on at least one side of the street.

Mixed-Density Residential: These areas are intended to provide a wide-range of housing choices through construction of attached and detached residences with a variety of densities.

LAND USE PLAN

This land use classification corresponds with the “R-1” Low Density Residential District, “R-2” Medium Residential District and “R-3” High Density Residential District within the Zoning Regulations.

Allowed Uses:

- Duplexes;
- Triplexes;
- Fourplexes;
- Apartments;
- Manufactured Homes; (allowed in areas zoned “MHS”)
- Mobile Home Parks; (allowed in areas zoned “MP”) and
- Elderly Housing (allowed in areas zoned “EH-O.”)

Required Infrastructure

- City sewer required.
- City water required.
- Paved roads required with curbs, gutters and a 5-foot sidewalk on at least one side of the street.

Rural Commercial: Allows limited commercial development to serve the needs of the rural population. This land use classification corresponds with the “C-2” Restricted Commercial District within the Zoning Regulations.

Allowed Uses:

- Agri-businesses;
- General merchandise stores;
- Convenience Stores; and
- Service stations.

(Rural Commercial) Required Infrastructure:

- Commercial septic system required.
- City water preferred - commercial well allowed.
- Paved county roads required with turn bays and access improvements

Commercial/Office: Allows a wide-range of commercial and office development. This land use classification corresponds with the “C-1” Office and Service Business District, “C-2” Restricted Commercial District and “C-3” General Commercial District within the Zoning Regulations.

Allowed Uses:

- Commercial-retail;
- Professional office;
- Service uses;
- Hotels and motels; and
- Golf courses, churches and other quasi-public uses.

LAND USE PLAN

(Commercial/Office) Required Infrastructure:

- City sewer required.
- City water required.
- Paved roads required with turn lanes and/or access improvements along designated arterial and/or collector roads.

Downtown Mixed-Use: These areas are intended to accommodate a mix of commercial-retail, office and residential uses within the Central Business District. This land use classification corresponds with the “C-4” Central Business District within the Zoning Regulations.

Allowed Uses:

- Commercial retail (first story preferred);
- Services (first story preferred);
- Professional office (upper stories preferred);
- Apartments and for-sale condominiums (upper floors only); and
- Townhouses (In R-3, High Residential Districts on Mechanic and Merchant Streets)

Required Infrastructure:

- The “C-4” Zoning District should be revised to require new office and residential uses to provide a parking plan for new owners and/or tenants.

Industrial/Commercial: These areas are intended to serve small-scale and non-polluting industries as well as industrial-related commercial-retail uses. This land use classification will correspond with the “I-1” Light Industrial District and “C-3” General Commercial District within the Zoning Regulations.

Allowed Uses:

- Warehouse and distribution;
- Office parks; and
- Industrial-related commercial-retail uses upon review and approval of the Planning Commission and City Commission.

Required Infrastructure:

- City sewer required.
- City water required.
- Designated turn lanes and access improvements along arterial roads and/or highways.

Light Industrial: These areas are intended to serve small-scale and non-polluting industries. This land use classification will correspond with the “I-1” Light Industrial District within the Zoning Regulations.

Allowed Uses:

- Warehouse and distribution; and
- Large-scale office parks.

Required Infrastructure:

- City sewer required.
- City water required.
- Designated turn lanes and access improvements along arterial roads and/or highways.

LAND USE PLAN

Heavy Industrial: These areas are intended to accommodate existing and emerging industrial uses and limit the encroachment of unplanned non-industrial development into industrial areas. This land use classification will correspond with the “I-2” Heavy Industrial District within the Zoning Regulations.

Allowed Uses:

- Manufacturing and processing;
- Warehouse and distribution; and
- Industrial-related office.

Required Infrastructure:

- City sewer preferred - commercial septic system allowed where appropriate.
- City water required.
- Access to I-35, the Kansas Turnpike and US 50 is preferred.
- Wide turn bays and access improvements for trucks and heavy machinery.

Airport Influence Area: Areas adjacent to the airport identified for future airport expansion and/or compatible businesses and uses. Prospective property owners, developers and residents within this area should be informed of potential airport expansion.

Allowed Uses:

- Future Airport expansion;
- Airport-related commercial/retail;
- Light industries; and
- Warehouse and distribution uses with related office.

Public: These areas include public buildings, schools, and civic organizations. Notable uses include Emporia State University, the Civic Auditorium and the County Fairgrounds. When government and institutional uses are sold, the City and County Commissions should carefully consider alternative uses for redevelopment. This land use classification corresponds with the “P” Public Use District within the Zoning Regulations.

Parks/Open Space: These uses are intended to provide both passive and active recreational opportunities throughout the city. See the *Emporia Parks and Recreation Master Plan*, BWR Corporation, 2004.

FOCUS AREAS

The following Focus Areas were selected to develop more specific recommendations.

- Downtown
- Emporia State University
- Newman Regional Health

DOWNTOWN FOCUS AREA

Downtown Emporia is the civic and cultural heart of the City and Lyon County. Downtown is where people gather to shop, meet friends, and eat a good meal. Downtown also serves as a gathering place for parades, sporting activities, celebrations and events that bring people in the community together. The Downtown Focus Area boundaries are defined by the present boundaries of *Emporia Main Street, Inc.*, a non-profit community agency committed to increasing consumer (Main Street) business, strengthening retail and professional institutions,

LAND USE PLAN

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 and organization committees.

Downtown District Boundaries

- Black & Gold Zone: 8th to 12th Avenues, Mechanic to Merchant Streets
- Civic Center: 4th to 8th Avenues, Mechanic to Merchant Streets
- Marketplace: South to 4th Avenues, Mechanic to Merchant Streets

Downtown District Guidelines:

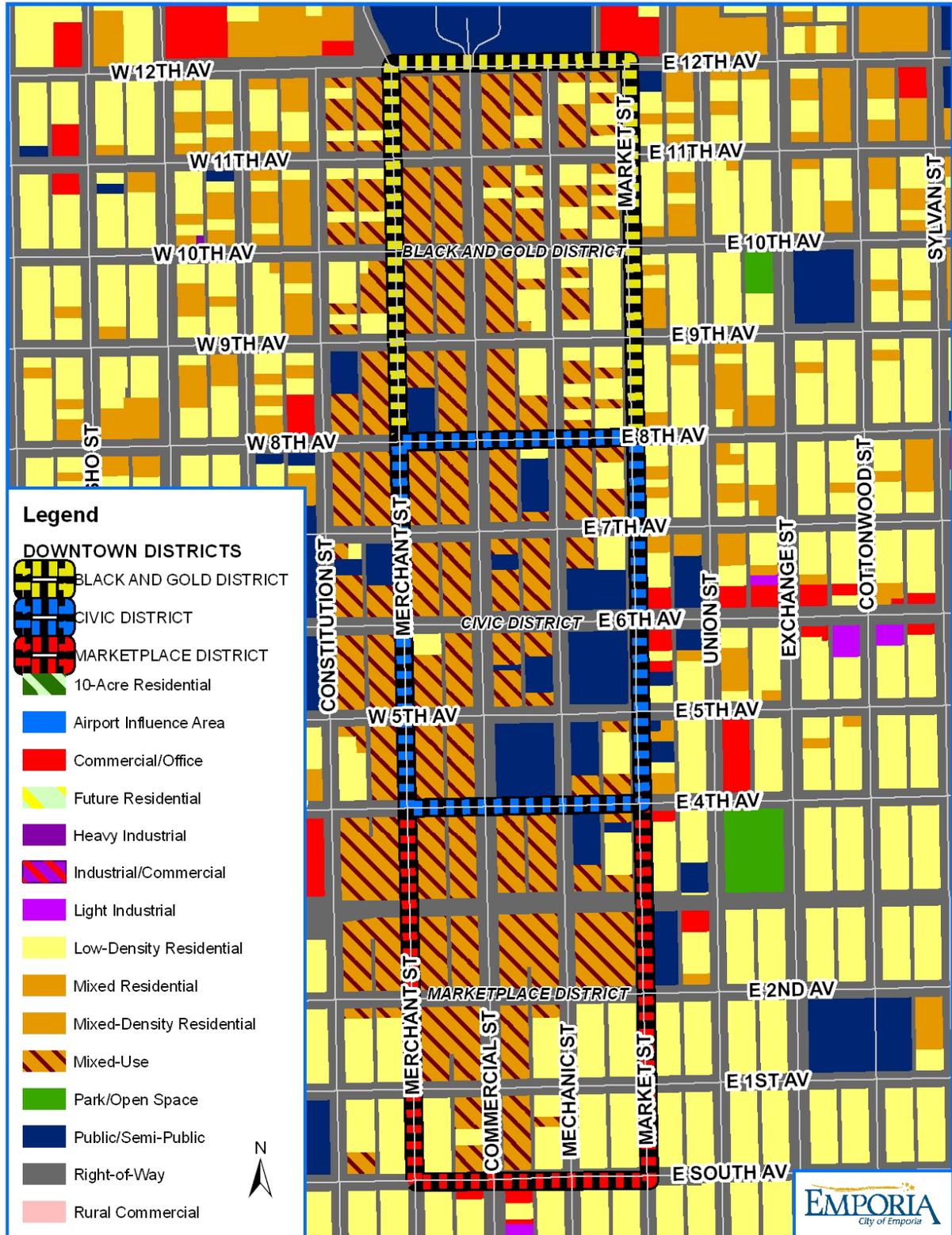
- Reference the Emporia Main Street Downtown Designs Guidelines, September 2008

Downtown District Recommendations:

- Reference the Emporia Main Street Downtown Designs Guidelines, September 2008

LAND USE PLAN

Map 7: Downtown Focus Area



LAND USE PLAN

UNIVERSITY FOCUS AREA

The Emporia State University campus has grown from its original twenty acres to over 200. Emporia State University is a comprehensive Regents University primarily serving residents of Kansas by providing leadership in quality instruction, related scholarship and service. The University provides undergraduate educational opportunities designed to meet the broad goals of basic skill development and general education, as well as the more specific goals of a variety of programs in art and sciences, business, education, and library and information management. Graduate programs serve needs and provide leadership within the region, the state and the Great Plains area. The University offers programs of national distinction in Education and in Library and Information Management.

A stakeholder meeting was held with the University. In terms of facilities, the University indicated they do not intend to expand their facilities east of Highland Street. However, a key opportunity for the City is to keep University students in Emporia on the weekends and tying the University into Downtown. Both the University and Downtown stakeholders were excited about the opportunity to develop a “Black and Gold” District. In addition to Main Street, University-related uses such as off-campus student housing, retail and services is likely to occur within a generalized influence area. This area is shown on Map 8.

Potential University Expansion

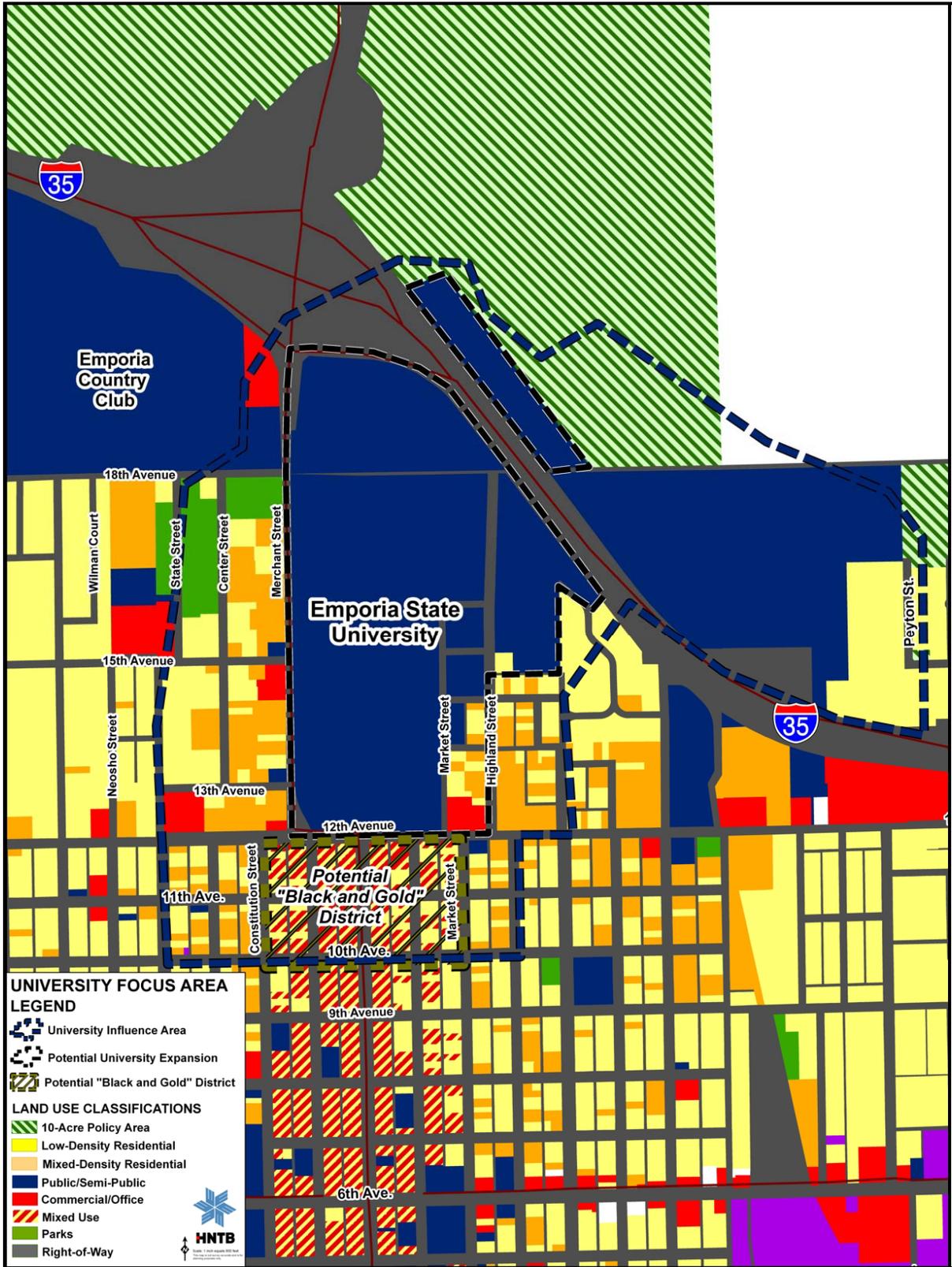
- North - I-35;
- South - 12th Avenue;
- East - Highland Street/Exchange Street; and
- West - Merchant Street.

Recommendations:

- Expansion of University facilities should occur within the identified University Influence Area.
- The University should work with the City, Main Street and other Downtown stakeholders to develop a “Black and Gold” District.
- University-related uses such as off-campus housing, retail and services are likely to occur within the identified generalized influence area.

LAND USE PLAN

Map 8: University Focus Area



LAND USE PLAN

HOSPITAL FOCUS AREA

Newman Regional Health is a 190 bed hospital operated on a not-for-profit basis and is accredited by the Healthcare Facilities Accreditation Program. Newman Regional Health is owned by Lyon County and governed by a Board of Trustees. The hospital employs 500 people, 300 volunteers and over 130 physicians. The hospital provides a wide range of medical and surgical services, critical care, level II nursery, 24 hour emergency services, outpatient services, chemical dependency treatment programs, home health care, and hospice services.

A stakeholder meeting was held with the Hospital and residents within the neighborhood surrounding the Hospital. The Hospital indicated they do not intend to expand east of Chestnut Street. The preference would be to expand south. However, expansion of facilities would not occur south of Grove Avenue. Property purchased by the Hospital south of Grove Avenue would be used for parking. The Hospital also indicated that in the next 15 to 20 years they would likely outgrow the present site and would likely relocate to a larger site.

There were no objections from the neighborhood about expansion south of Grove Avenue as long as the properties were acquired through opportunity purchase by the hospital and that the property be used for parking and not expansion of facilities including buildings, storage, etc.

Potential Future Growth Area

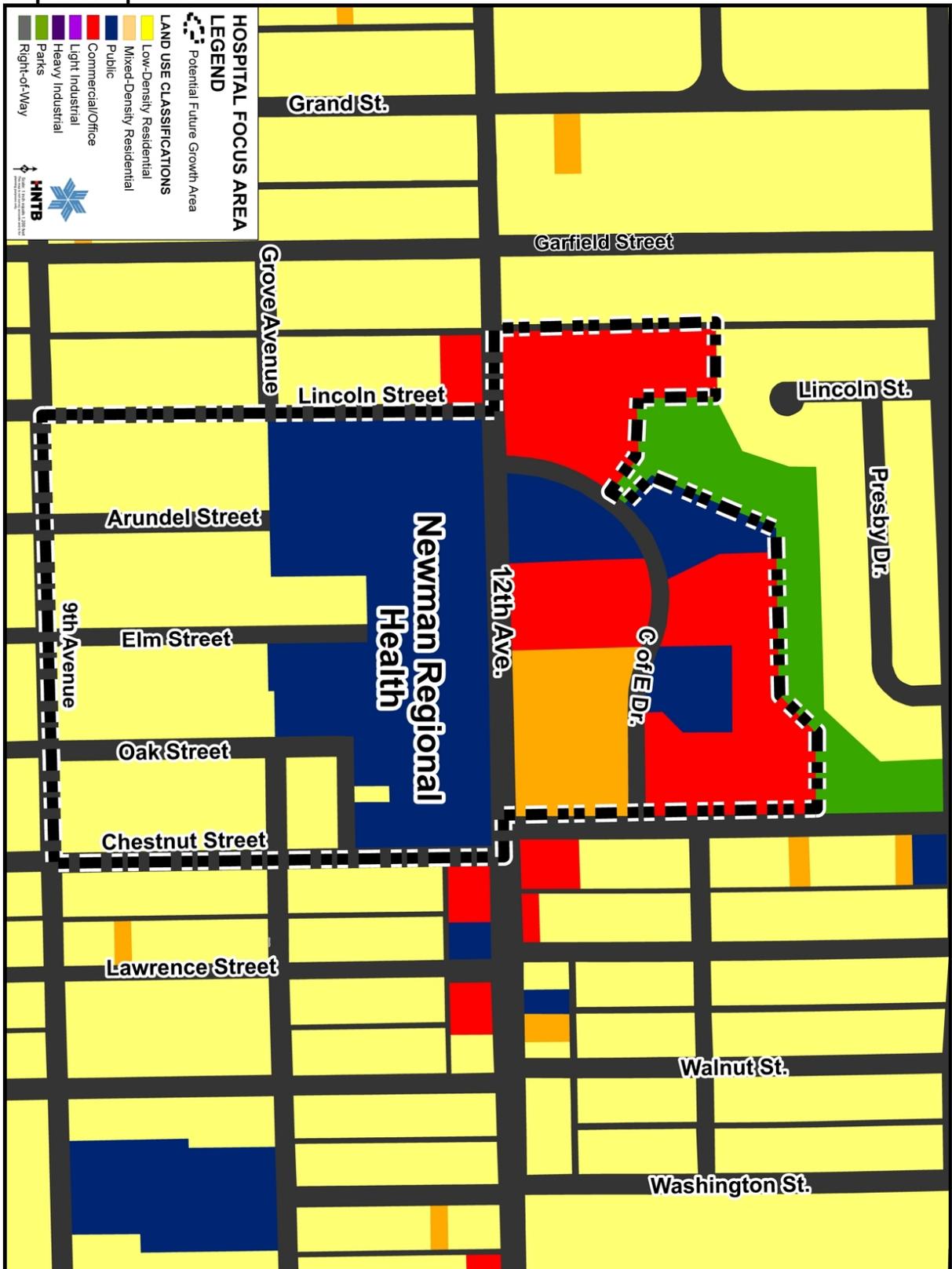
- North - C of E Linear Park;
- South - 9th Avenue;
- East - Chestnut Street; and
- West - Lincoln Street.

Recommendations:

- Expansion of Hospital facilities should occur within the identified Hospital Influence Area north of Grove Avenue. The Hospital may purchase property south of Grove Avenue for expansion of parking. This parking would serve the Hospital and provide an additional buffer between the Hospital and adjacent neighborhood.
- The City should work with the Hospital to maximize the current site to meet its present and mid-term needs. When and if the need arises to relocate the Hospital, the City should work together with Newman Regional to identify a suitable area to relocate and find an appropriate adaptive re-use of the vacated site that is compatible with the surrounding neighborhood.

LAND USE PLAN

Map 9: Hospital Focus Area



LAND USE PLAN

HOSPITAL FOCUS AREA

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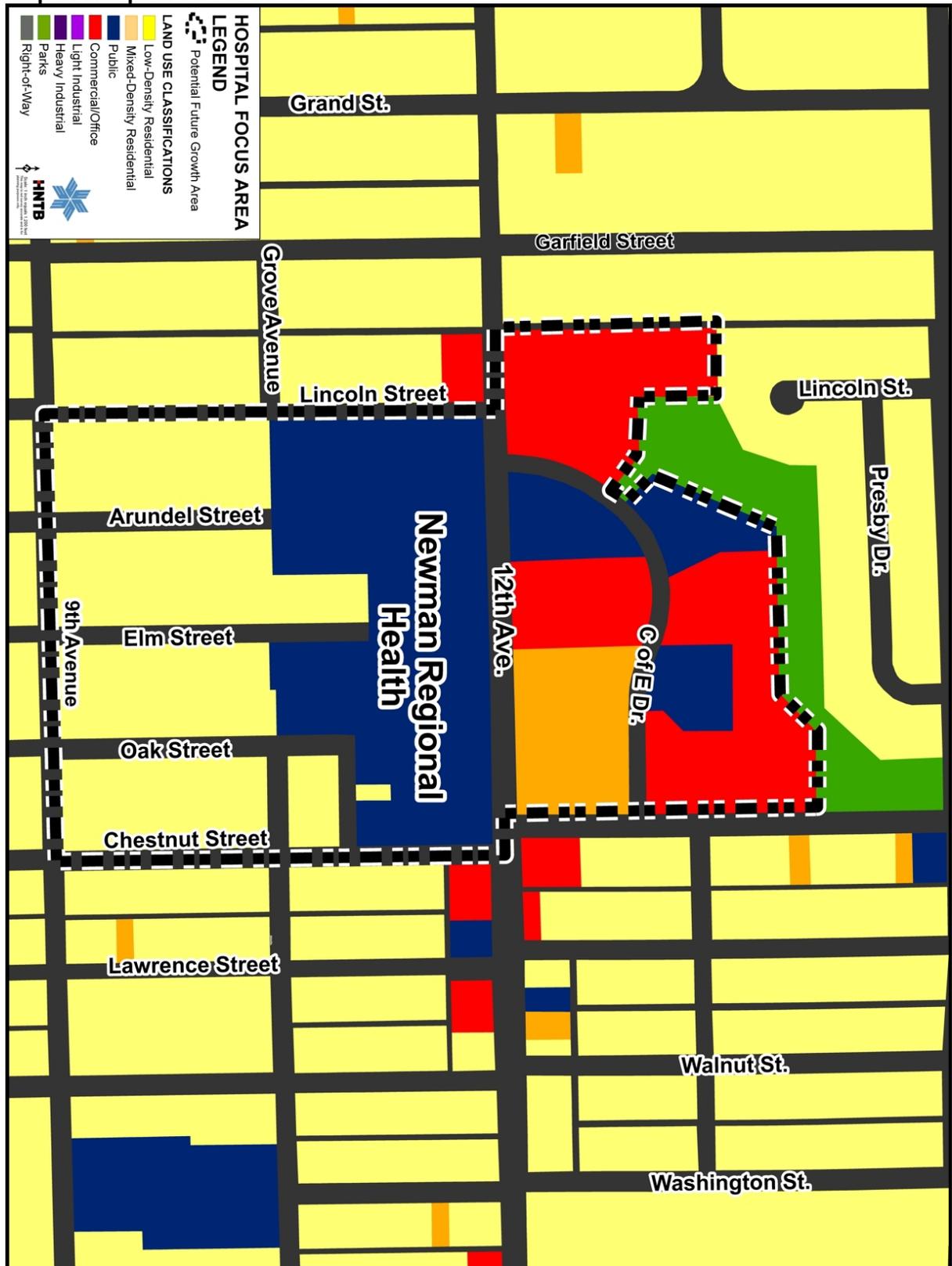
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LAND USE PLAN

Map 9: Hospital Focus Area



CHAPTER 5

TRANSPORTATION

OVERVIEW

Improving and enhancing safety conditions along Emporia roads is a major goal of the Plan. Proper care must be taken to ensure that the roadway, driveways and intersections are properly designed to ensure safe and functional roadways that serve the needs of the community.

FUNCTIONAL CLASSIFICATION

All of the streets shown on **Map 10 and 11** are delineated by functional classification. A functional classification system includes a broad range of street types that are intended to serve the metropolitan planning area. These street types range from local streets that provide access to abutting property to major highways, such as US 50, I-35 and the Turnpike that serve longer trips. The goal of assigning functional classification is to establish a system of streets that will allow the movement of goods and people safely and efficiently throughout the MPA.

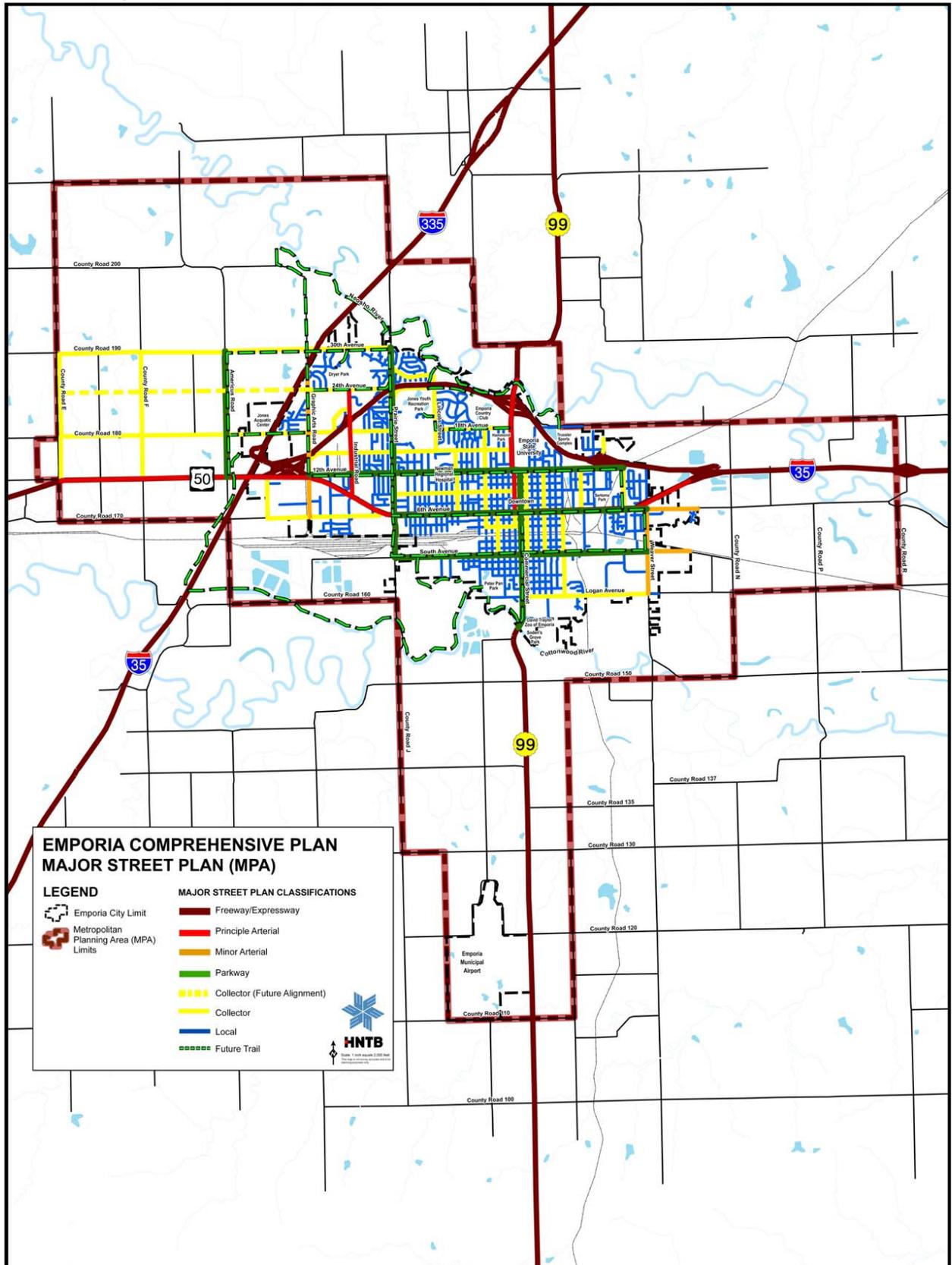
Traditionally, functional classifications form a hierarchy of streets ranging from those that are primarily for travel mobility (freeways and arterials) to those that are primarily for access to property (local streets). The functional classification system is developed with the recognition that individual streets do not act independent of each other but form a network of streets that work together to serve travel needs on a local, citywide and regional level.

The federal government, state and local agencies, and national organizations such as the American Association of State Highway and Transportation Officials (AASHTO) and the Institute of Transportation Engineers (ITE) all recognize the traditional functional street classification system comprised of freeways, arterials, collectors and local streets. These classifications guide design standards, levels of access, traffic control, law enforcement, and the provision for federal, state, and regional transportation funding.

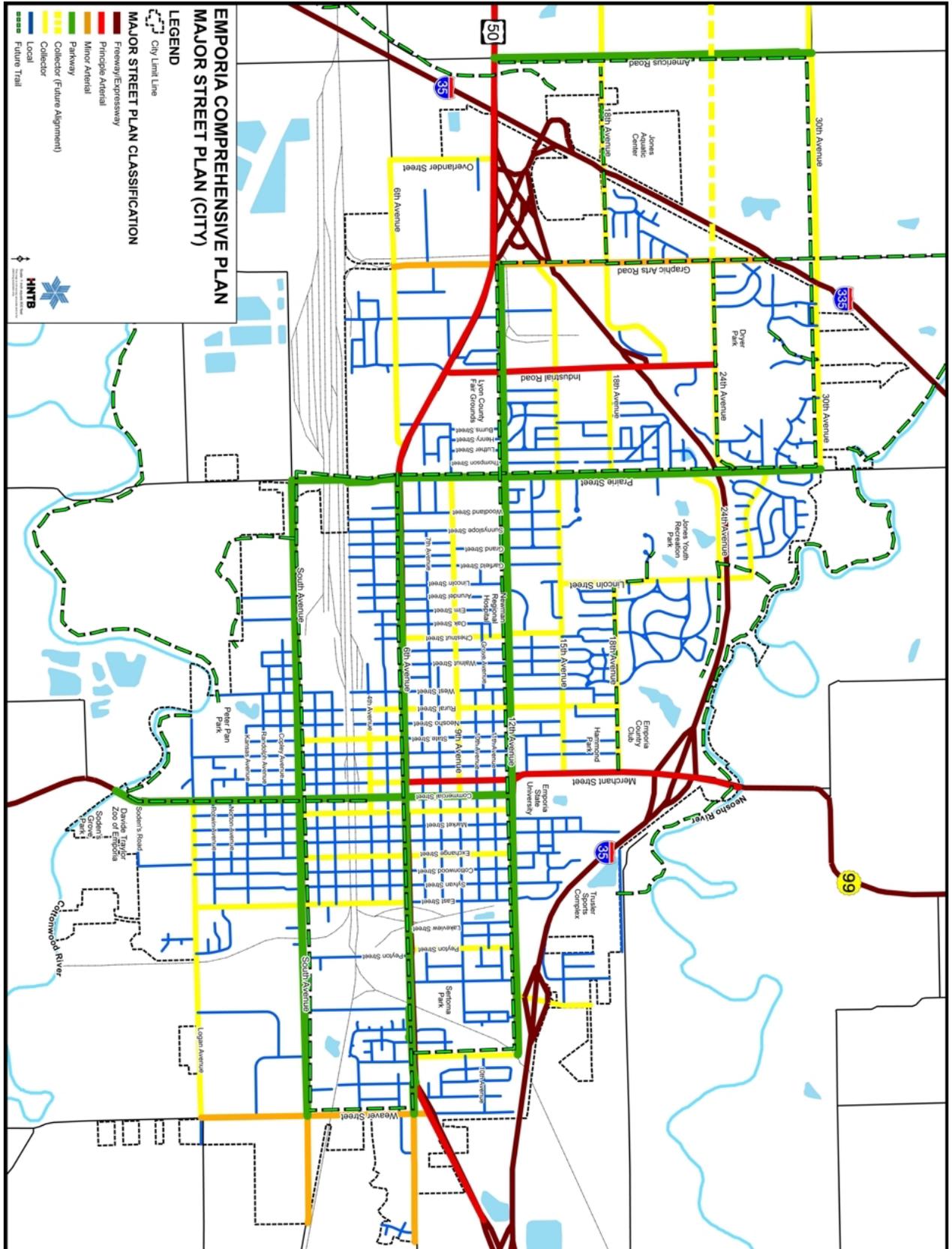
The street system consists of a hierarchy where each category of road places a different emphasis on traffic mobility and property access. There are many advantages in providing specialized facilities for similar types of traffic. Each classification of roadway serves a specific function. Taken together, they provide a balance of mobility and land access.

CHAPTER 5
TRANSPORTATION

Map 10: Major Street Plan Classification (MPA)



Map 11: Major Street Plan Classification (City)



TRANSPORTATION

Freeways and Expressways

A freeway is a multi-lane controlled access facility designed to carry high volumes of through traffic. Access to and from a freeway is limited to grade separated interchanges. Access to an expressway is through a controlled at grade intersection. These facilities are designed to permit high-speed merging and diverging maneuvers with minimum disruption to the mainline traffic. Freeways and expressways generally serve regional, inter-regional as well as local trips. They are ordinarily designed, constructed and maintained by the Kansas Department of Transportation (KDOT) and the Kansas Turnpike Authority (KTA). Examples of freeways include I-35 and the Turnpike.

Principle Arterial Streets

Principle arterial streets connect residential neighborhoods to major retail, office, service and industrial uses. Access along primary arterial streets should be limited to preserve through movement.

Recommendations:

- Right-of-Way: 100-Feet.
- Access Spacing: Quarter-mile.
- Sidewalks: 6 to 8-foot sidewalk on both sides of the street.
- Signage: Billboards discouraged. Free standing pole signs should be limited to one sign per property.
- Landscape: A combination of shrubs and ground cover should be placed between the back of curb and the sidewalk to provide a buffer to separate vehicular traffic from pedestrians.

Minor Arterial Streets

Minor arterial streets connect neighborhoods to small-scale shopping centers, schools, parks and recreational uses. Access along minor arterial streets should be limited to preserve through movement.

Recommendations:

- Right-of-Way: 80 to 100-Feet
- Access Spacing: Quarter-mile.
- Sidewalks: 6 to 8-foot sidewalk on both sides of the street.
- Signage: Billboards discouraged. Free standing pole signs should be limited to one sign per property.
- Landscape: A combination of shrubs and ground cover should be placed between the back of curb and the sidewalk to provide a buffer to separate vehicular traffic from pedestrians.

Parkways

Parkways serve to connect Emporia's most important activity centers and destinations including large-scale retail centers, major employers and important institutional uses such as Newman Regional Hospital and Emporia State University. As such, parkways serve as the key image streets within Emporia. Therefore, aesthetic enhancements should be a priority along these corridors.

(Parkways) Recommendations:

TRANSPORTATION

- Right-of-Way: 100-Feet.
- Access Spacing: Quarter-mile.
- Sidewalk/Trail: 8-foot minimum sidewalk/trail on both sides of the street.
- Signage: Billboards prohibited. Free standing pole signs discouraged. Monument-style signs preferred.
- Landscape: A combination of shrubs, ground cover and street trees should be placed between the back of curb and the sidewalk to provide a buffer to separate vehicular traffic from pedestrians as well as provide an aesthetic amenity and soften the street edge.

Collector Streets

The function of collector streets is to “collect” traffic from local streets or other collectors at a slower speed than freeways, expressways, arterials or parkways. Collector streets provide some direct access to adjacent properties.

Recommendations:

- Right-of-Way: 80-Feet.
- Access Spacing: One driveway per property.
- Sidewalks: 5 to 8-foot sidewalk on one side of the street.

Local Streets

Local streets serve traffic within neighborhoods and provide direct access to adjacent properties.

Recommendations:

- Right-of-Way: 60 to 80-Feet.
- Access Spacing: One driveway per property.
- Sidewalks: 5-foot sidewalk on one side of the street.

General Roadway Recommendations

- Identify a cyclical road maintenance program to address existing maintenance needs. This program should include an 8-year loop for mill and overlay of asphalt streets; a 4-year loop for slurry seal of asphalt streets; and a 5-year loop for reseal of concrete streets. This program should also include an on-going evaluation of existing road conditions which will be maintained in a geospatial database.
- Seek innovative financing strategies such as Benefit Districts for construction and maintenance of new arterial streets and parkways within identified future growth areas.

Trail Connections

Many Emporia residents are interested in walking and bicycling as means of transportation and recreation. Walking and bicycling make up about 6.4 percent of work-related trips in 2000², making them the 2nd most popular form of travel after driving. Walking and bicycling are healthy, efficient, low cost, and available to nearly everyone.

Future trail connections provide an opportunity for Emporia to enhance quality of life, connect neighborhoods and amenities as well as reduce dependence on the automobile. There is also growing interest in encouraging walking and bicycling as a way to improve public health.

² Means of Transportation to Work for Workers 16 Years of Age and Over. Census 2000.

TRANSPORTATION

Trail Recommendations:

- Off-road and parkway trails should be at least 8-feet wide.
- Trails along arterials and collectors may range from 6 to 8-feet in width.
- New trails/sidewalks should be prioritized within established areas along designated parkways, arterials and collectors.
- Regional/recreational trails are a long-term priority.
- Trails along parkways should include a 5-foot minimum landscape buffer between the trail and back of curb.
- Trails will meet the requirements of the Americans with Disabilities Act Accessibility Guidelines (ADAAG).

ACCESS MANAGEMENT

Access management is a proactive approach to transportation planning that promotes safe and efficient access to adjacent land uses while preserving through traffic movements. Access management methods consider how traffic moves in and out of an area. These methods become a set of proactive guidelines to help improve the efficiency of entrances to, exits from, and movement along the study area.

ACCESS MANAGEMENT PRINCIPLES:

- Regulate the location and spacing of driveways;
- Locate driveways away from intersections;
- Provide safe and functional turning movements; and
- Provide cross access or joint access wherever possible.

The main benefits of an effective access management program are fewer accidents, increased vehicular capacity and shorter travel times. All of these outcomes are important to providing a safe and efficient roadway.

ACCESS MANAGEMENT STRATEGIES:

The following strategies are intended to serve as a guide and resource for the Planning Commission and City Commission in considering future development proposals along all arterials and parkways.

Access roads, cross access easements and/or joint use driveways shall be incorporated in the design of properties along all arterials and parkways. Property owners shall dedicate an easement allowing for cross access to and from other properties served by joint use driveways. Upon approval by the City, the easement shall be dedicated on a plat of the property or by separate legal instrument. Whenever possible, rear access roads and cross access points should be utilized.

Regulation of Driveways

The location and quantity of new driveways shall be strictly regulated along City arterials and parkways. Existing driveways will be treated as a nonconforming use. New developments will

be required to improve and share existing driveways and/or provide alternate ingress/egress from intersecting roads controlled by a traffic signal.

Access Roads

Integrating access roads along arterials and parkways will help ensure a safe and efficient flow of traffic along arterials and parkways. However, when the physical constraints of the property do not allow for incorporating an access road, especially within developed areas, the property owner should consider alternate access strategies including shared parking, cross access and joint access.

Shared Parking

Shared parking between adjacent properties shall be encouraged to the greatest extent possible. Parking requirements may be reduced if adjacent property owners agree to share parking. The number of parking spaces shall be dependent upon the types of uses and size of development.

Cross Access

Property owners are encouraged to provide cross access and/or shared parking areas between adjacent developments. This should ensure a safe and efficient flow of traffic throughout the study area and allow local traffic to access adjacent developments without having to enter onto arterials or parkways. Whenever possible, adjacent property owners shall be required to enter into cross access agreements and/or provide cross access easements between properties.

Joint Access

Joint access is a single point of access to one or more properties. Property owners within developed areas are encouraged to provide joint access between adjacent developments and relocate and remove unnecessary or redundant driveways to improve safety and mobility along arterials and parkways. At a minimum, property owners are encouraged to provide joint access between adjacent developments. This should provide vehicles the opportunity to access adjacent developments without having to enter onto the arterial or parkway.

CHAPTER 6

INFRASTRUCTURE

OVERVIEW

Availability of adequate infrastructure and services is critical to ensuring the health, safety and welfare of Emporia residents. The City has limited resources and cannot accommodate development in every portion of the MPA. City and County officials should coordinate with local utility and service providers to ensure that all new developments and development plans will not exceed the ability of these departments to provide service to growing areas. Ideally, necessary infrastructure improvements and services will occur prior to or concurrent with development.

This chapter provides a brief introduction to each service and a set of short-term (1-5 years), mid-term (5-10 years) and long-term (10+ years) recommendations.

CITY SERVICES

FIRE/EMERGENCY MEDICAL SERVICES

Mission Statement: The primary mission of the Fire Department is to provide efficient fire prevention and suppression services to the citizens of Emporia and Lyon County Fire District #4, and to provide quick and efficient pre-hospital Emergency Medical Service to the Citizens of Lyon County. This service also includes code enforcement, public education, fire prevention services and other public service relating to fire.

The Emporia Fire Department provides fire protection and emergency service to Emporia and Lyon County Fire District #4 through a contract that is renewed annually. The district consists of all of Emporia, Fremont, and Pike Townships and a portion of Jackson Township. The 210 square mile district is taxed by the governing body and provides its own equipment to the Emporia Fire Department. The department also has ability to utilize district owned equipment inside the City, which tends to strengthen overall available resources.

The Department provides training, training materials and medical supplies to these groups. In return, they provide manpower and quick response in their areas of jurisdiction. First responders are currently in place in the communities of Americus, Hartford, Neosho Rapids, Olpe and Reading. The Department also responds to emergencies that originate outside of Lyon County on the Kansas Turnpike and to emergencies as far southwest into Chase County as Milepost 98, the Matfield Green Service Area.

The Department is currently housed in two stations. Station 1 is located in the south portion of the Civic Auditorium. Station 1, also known as Headquarters, houses the administrative offices of the department, as well as the apparatus and living quarters of the line personnel. An apparatus bay was added on the east side of the station in the early 1970's to house the Ladder Truck. The rest of the station underwent a major renovation in the mid 1980's. Recent alterations include making a Training Officers office and a Shift Commanders office. Both of these offices are utilizing space within the existing structure. Station 2, located at 15th and Industrial was constructed in 1978. This facility houses the apparatus and line personnel for the west side of the city. It also is home to the drill field and the helipad. This facility has conference and classroom space in addition to the living quarters.

INFRASTRUCTURE

The location of these two stations allows the city to be divided roughly in half for emergency responses. Currently the dividing line for districts follows Lincoln Street from the tracks to 12th Avenue, 12th Avenue to Chestnut, Chestnut to 15th, 15th to Rural, Rural to 18th Avenue, then around the west side of the Country Club to the Interstate. The line and everything west of the line is in Station 2's first in district, and everything east of the line and south of the tracks is in Station 1's district.

In addition to fire related duties, the department also provides emergency medical serve to all of Lyon County. The service, known as City of Emporia/Lyon County Ambulance Service is provided to county residents by contract with the Lyon County Commission. This service responds extends to Chase County to provide coverage to approximately 21 miles of the Kansas Turnpike, increasing the total turnpike coverage to 57 miles.

First Responder organizations provide an important first-link in a tiered response for patient care throughout Lyon County. There are currently First Responder groups in Allen, Admire, Miller, Reading, Americus, Olpe, Hartford, and Neosho Rapids. The service provides ALS equipment to these groups and they provide patient care according to established Medical Protocols to the level they are certified by the Kansas Board of Emergency Medical Services. In addition, most of these First Responder organizations have purchased Automated External Defibrillators (AED's) on their own, therefore increasing their effectiveness and improving the chances of survival for a patient who's heart has stopped beating.

Fire and Emergency Service Recommendations

Short -Term

- Identify and purchase a suitable site for a future Fire Station #3 and training grounds along or near the Americus Road Corridor.

Mid-Term

- Remodel Fire Station #1 and expand Fire Station #2 in its current location or study for a new location. The expanded Fire Station #2 will serve as the future headquarters.

Long-Term

- When warranted, construct new Fire Station #3.

On-Going

- Continue to modernize the fleet and upgrade equipment to fully comply with national standards.
- Continue to expand fire prevention activities.
- Continue to be involved in long-term planning.

DOMESTIC WATER

The Emporia Water Department provides water for the City of Emporia and six rural water districts. The City has several water rights and contracts from the Neosho River, Cottonwood River and Council Grove Reservoir. Raw water is taken from these sources and preceded through the Water Treatment Plant. The process includes presedimentation, clarification, flocculation, softening, disinfection and filtration. The Water Production Plant runs seven days a week, 24 hours a day.

The water system's capacity is determined by its general service capacity, treatment facility capacity and storage capacity. The general service capacity indicates how much water is processed by the facility and storage capacity indicates the amount a system can place in reserve. All three components work together to determine how much water is available to a user. This amount is usually measured in "million-gallons per day" or MGD.

Not only do some users require large quantities of water, some users require a large amount of water in a very short amount of time. The ability of a system to supply amounts of water very quickly is measured by its minimum flow rate (usually measured in "gallons per minute" or "GPM") and its percentage of undersized water mains (defined to be mains which are less than 6-inches in diameter).

The Water Plant was originally constructed in the mid-1920s. In 1992, the Neosho raw water pump station was result. New line sludge lagoons were constructed south of the Cottonwood River. In 1994, construction started on Phase I of the Water Treatment Plan reconstruction. This phase will include a new filtration building and filters, new clearwell with a capacity of 110,000 gallons, rehabilitation of presedimentation basins, and the inclusion of ozone into the disinfection process.

Phase II included an operation center, an additional 5 MGD treatment train and the rehabilitation of the chemical feed building. Phase III included a new 5 MGD softening unit, additional presedimentation basin and a new pump for increased capacity. The goal is to provide a 15 MGD plant that meets or exceeds state and federal standards.

After the water has been treated, it is distributed through approximately 120 miles of water main. The City's Water Distribution Department is charged with the duties to repair and maintain the city's water distribution system. The City's distribution system is primarily comprised of cast iron and ductile iron water mains of various sizes. In 1994, the city began installing C-900 PVC water mains.

Future plans for the department includes continuing the use of PVC for water mains. Most of the exiting mains are located in the center of paved streets. As streets get rebuilt, older water lines should be replaced and located behind the curb and gutter.

Domestic Water Recommendations

Short -Term

- Conduct a comprehensive study of the water main and sewer main systems to determine the basic condition of mains (including leaks and breaks) throughout the City. This assessment will allow the City to prioritize improvements and develop a proactive replacement and maintenance program.
- Check and replace valves throughout the City as needed.

INFRASTRUCTURE

Mid-Term

- Conduct a flow study throughout the City to determine if mains are providing adequate pressure to serve fire flow needs. Consider replacing the 8-inch water line along Commercial Street Downtown with a 12-inch line as well as other undersized water mains throughout the City.
- Construct an additional 20-inch off-system water line from the Water Plant to the Water Tower.
- Consider construction of additional storage tanks to serve the City's industrial parks.

Long-Term

- Construct a new Water Tower west of the Kansas Turnpike to pressurize the water system and provide adequate water service to the west-side of City.

WASTE WATER

The Sewer Division maintains 126 miles of sewer lines and 15 lift stations. The Kansas Department of Health and Environment regulates and monitors the operation of the Wastewater Treatment Plant. In 2000, the Plant fully treated 1.14 billion gallons of wastewater. Construction is nearly completed on a new Effluent Disinfection Facility which uses 400 submerged ultraviolet lights to provide disinfection of treated wastewater. In August of 2000, a passive effluent re-aeration structure went into service to add oxygen to the water during discharge. Recently, the Plant added a new sanitary wastewater pumping station and replaced six power transformers, power line switchgear and several power distribution panels. These kinds of repairs are necessary to meet the stringent permit and discharge requirements of the KDHE.

The Emporia Wastewater Treatment Plant treats over 1.5 billion gallons of wastewater each year, averaging about 4 million gallons per day. Over 95 percent of the solid and dissolved organic pollutants are removed from the wastewater, and the level of ammonia in the wastewater is reduced to almost zero, before the water is discharged to the Cottonwood River. In early 2001 the plant will start disinfecting its discharge to reduce the level of possibly harmful bacteria entering the river.

Two large controlled biological systems convert pollutants into masses of microbes which are destroyed by other masses of microbes. At the end of these processes a damp soil-like material is produced which is applied to agricultural land as a fertilizer and soil conditioner. The plant produces over 9 million pounds of this material each year.

A population of 26,000 people, with all of their industrial, commercial, and residential wastewater discharges, gives the plant a solids and organic pollutant loading equal to just the residential discharge of 48,000 people.

Per capita wastewater discharge to the plant is 150 gallons per person per day. Per capita residual solids production is about 1 pound of land-applied solids per person per day. Treatment cost in 1999 was about 45 cents per thousand gallons.

A much smaller and simpler treatment plant was built on the plant site in 1922, with upgrades in 1940, 1957, 1958, 1963, 1976, 1977, 1983, and 1990. In 1999 work began and was completed on a new plant discharge disinfection facility which uses hundreds of submerged ultraviolet light bulbs to kill germs, an aeration structure at the river to maintain needed levels of dissolved oxygen in the discharge, and several other upgrades of equipment throughout the plant. This

INFRASTRUCTURE

project was designed by the consulting engineering firm of Black and Veatch, which designed the original plant and all of the previous upgrades except those in 1940 and 1990. Another major upgrade of the plant will begin in 2002 with the solids processing facilities expanded to more effectively process present amounts of solids as well as from expected gradual increases in population and industrial discharges.

The future of waste water treatment will include working with local industries to implement local programs into the City's pre-treatment program. There is also a good chance that the water plant will have to disinfect its discharge into the Cottonwood River. This may include the introduction of chlorine, ozone or ultraviolet light.

During periods of heavy rain, old sanitary sewers receive excess water through loose joints, crocks and main breaks. The City's Sewer Department has been very aggressive in finding the problems that allow these flows into the sanitary system and repairing those problems. The City has approximately 130-miles of sanitary sewer. Continue effort needs to be placed on preventing infiltration into the sanitary sewer.

The waste water collection system for Emporia is divided by a ridgeline between the Cottonwood and Neosho River valleys. The Neosho river watershed flows generally to the north to several pump stations near the Neosho River which then pump flows back to the Cottonwood River basin. The other major interceptor includes a parallel 36-inch and 24-inch line running along the south side of the City westward from the treatment plant to near the intersection of South Avenue and Prairie Street.

A pump station located near the intersection of 6th Avenue and Overlander Street in conjunction with an 18-inch line running north from this location provides service to areas on the east side of the Kansas Turnpike are areas west of Graphic Arts Road.

Waste Water Recommendations

Short -Term

- Conduct a comprehensive study of the City's sewer lines in conjunction with the water main study.
- Work with the County to monitor health and safety issues associated with aging or failing septic systems within the MPA. Work with property owners to connect to the City's sewer system when available.
- Upgrade the force main from Lift Station #8.

Mid-Term

- Extend sanitary sewer service west of the Kansas Turnpike through construction of a new sanitary sewer line and pump station at the terminus of this line.

STORMWATER

Older areas of the City have deteriorating storm sewers, culverts, and curb inlets that need to be improved or replaced. The City has been proactive in identifying problem areas and providing the necessary improvements including replacement of undersized culverts, construction of parallel storm sewer lines to relieve older and inadequate lines, construction of additional curb inlets and replacement of deteriorating curbs and gutters.

Stormwater Recommendations

INFRASTRUCTURE

On-Going

- Continue to proactively identify problem areas throughout the City and provide the necessary stormwater improvements.
- Work with the development community to integrate new and innovative stormwater management techniques including pervious pavement, infiltration basins and bioretention areas.
- Educate residents on the use of rain gardens, rain barrels and cisterns.
- Consider flexible infrastructure standards within areas outside of the existing City limits within the MPA. These standards would allow the use of non-curbed road sections with engineered ditches. An ideal roadside ditch is wide and relatively shallow with mild side-slopes to facilitate frequent mowing and maintenance. Deep ditches with vertical sidewalls are difficult to maintain, tend to erode and are hazardous to vehicles that stray from the road.

Long-Term

- Establish a dedicated city-wide stormwater utility.

SOLID WASTE

The Solid Waste Division provides pick-up and disposal of the City's solid waste according to guidelines established by the Kansas Department of Health and Environment (KDHE). The Solid Waste Division is comprised of two departments: Transfer Station and Sanitation.

The Sanitation Department provides curbside pick-up for recycled materials. The City's recycling efforts began in 1989 and over 2000 tons of recyclable materials are accepted and processed annually. Revenue generated from sales is returned to the program. Much of the equipment and the building itself was purchased in part by grant money provided by the Kansas Department of Health & Environment.

Materials accepted include cardboard, paperboard, newspaper, magazines, slick paper, office paper/discarded mail, aluminum cans/other aluminum, tin cans, container glass, #1 PETE plastic (pop bottles), #2 HDPE clear (milk containers), #2 HDPE color (detergent bottles).

DAVID TRAYLOR ZOO OF EMPORIA (ZOO)

Mission Statement: The purpose of the David Traylor Zoo is the creation of an environment which provides an opportunity of cultural enrichment for the community and surrounding area while fulfilling the Zoo's obligations to conservation, education and recreation.

Zoo Recommendations

To maintain accreditation, the City will need to continually maintain and upgrade the zoo facilities and exhibits.

INFRASTRUCTURE

Short -Term

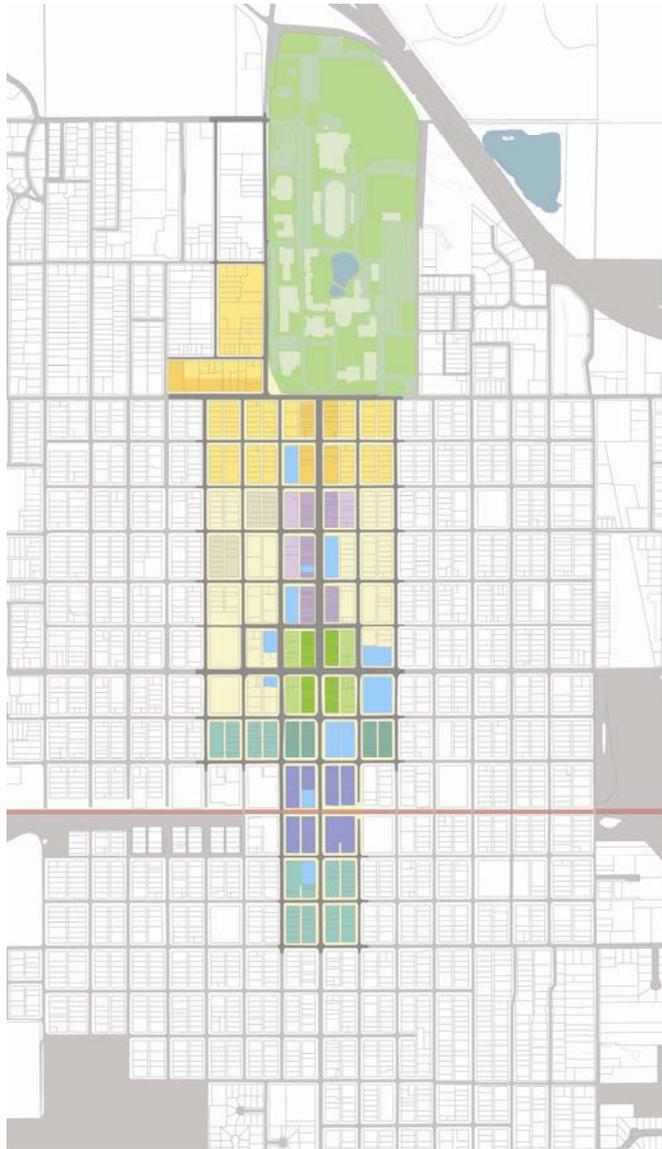
- Construct a new veterinary building.
- Construct a 12-foot circular path and fence around the perimeter of the zoo. Repair existing pedestrian paths within the complex.

Mid-Term

- Connect the Zoo to Soden's Grove Park to create a secondary entrance.

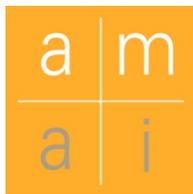
On-going: Addition of exhibits including but not limited to the following:

- Revamped lemur exhibit
- Reptile house
- Outdoor aviary
- King vultures
- Otters
- Other



EMPORIA MAIN STREET

Downtown Design Guidelines



September 2008



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VISION

The Emporia Main Street Downtown Design Guidelines presents a vision for a sustainable downtown Emporia through place-specific design recommendations. It aims to promote healthy growth and continued reinvestment in the context of downtown Emporia’s existing historic fabric.

PURPOSE

These guidelines seek to ensure that mixed-use development is compatible with, and contributes to, the character of the street, the Downtown, the University and adjoining neighborhoods. Its intent is to serve as a guide for residents, property owners and developers, the City and the University, in making good land use, design and development decisions.

PROJECT AREA

- 12th Avenue on the north
- South Avenue on the south
- Congress Street on the west
- Market Street on the east

PROCESS

A number of meetings and presentations took place to gather information, ideas, concerns and visions for the revitalization and development of downtown Emporia. Together with representatives from Emporia State University, the Community Initiated Development group and other community, educational and business stakeholders, the following goals were identified:

- Define the boundaries of the project area.
- Identify key components of the existing downtown area that are vital to the future health and growth of the district.
- Identify missing business types and amenities that would help create a more vital downtown, to serve residents and attract future Emporia State University students and visitors.
- Identify specific “use districts” within the project area in an effort to create more distinctly focus areas.

The result of this initial process was a land “use” plan map. The map illustrated potential opportunities for “use districts”, with regard to entertainment, retail, and civic functions. From there, these Downtown Design Guidelines were developed; taking into account the initial process of identifying the “use districts” and folding that work into larger development segments which encompass additional urban design and planning principles.

URBAN DESIGN GUIDELINES

HISTORIC URBAN FABRIC



As one of the city's oldest developed areas, the Emporia Main Street Downtown is home to a number of historic structures. These buildings add to the district's sense of place, improve its livability and quality of life, and help Emporia establish its identity.

The number and quality of the historic buildings in the Downtown area are among its chief assets. Some are irreplaceable such as the Granada Theater, but many are less noteworthy. However, the latter still make significant contributions to the quality of the urban environment. These contextually significant buildings help to maintain a continuity of pattern and texture throughout the city. All of these historic buildings also contribute

to Emporia's continual connection to its past, and to its quality of rootedness in place and time.

The contribution of buildings such as the Kress Center, White Auditorium, the Bank of America Building, the Emporia Gazette, the Capitol Federal Savings Building, the Moore's Block Building and the Lyon County Historical Museum cannot be overstated.

- **Development Patterns**

At a city scale, development pattern can refer to districts, corridors, and neighborhoods. At a more localized scale, development pattern can refer to block massing, street grid and architectural detailing.

- The historic grid pattern that defines downtown Emporia, reflects the smaller scale of both streets and blocks of older cities that make significant contributions to their pedestrian friendliness. This existing street pattern and layout should be maintained. Closure of existing streets and/or alleyways should be discouraged.

- **Historic Structures**

The history of the Downtown area as the city's genesis and center is a fundamental characteristic of its identity. It has a distinctive image that results from the interaction of the landscape, social history and the built environment.

- While few buildings in downtown Emporia have registered historic designation, many contextually significant buildings exist that help define the historic context of the downtown area. These historic structures should be carefully analyzed before any recommendations are made for their removal.

- **Adaptive Reuse**

Downtown Emporia affords exceptional opportunities for rehabilitation and adaptive use of historic properties. Many of the buildings exhibit architectural styles, building materials, craftsmanship, interior spaces and other character-defining features that have become rare or unusual, and therefore are now of considerable value.

Adaptive reuse projects should strive to achieve the following design principles:



- Rehabilitation and adaptive use that proudly “showcase” character-defining features, both interior and exterior, of the structure’s historic building fabric.
- Rehabilitation and adaptive use that are deliberately responsive, and therefore contribute, to character-defining and character-enhancing features of the urban setting, such as streets, alleyways, and passageways.
- Rehabilitation and adaptive use that emphasize interaction and “transparency” between the private and public realms, achieved visually and, as appropriate, physically.
- Rehabilitation and adaptive use of buildings with classic “Main Street” storefronts that put a premium on retention, repair and maintenance of original building materials, architectural ornament, entries, transoms, display windows and other distinctive features.
- Rehabilitation and adaptive use that increase density without sacrificing integrity of the historic structure’s character-defining features.
- Rehabilitation and adaptive use with new additions and materials that are compatible with, but clearly differentiated from, basic design elements and use of materials belonging to the historic structure.
- Rehabilitation and adaptive use that avoid creating a false view of history, such as use of conjectural features or architectural elements that belong to other buildings, places, styles or periods.
- Rehabilitation and adaptive use that avoid gratuitous schemes, wherein a fragment of a former historic building (in most cases, the front façade) is tacked on to an entirely new structure.

- **Infill Construction**

Infill construction should strive to simultaneously achieve two interrelated goals:

- Compatibility with character-defining features of buildings and objects identified as historic;
- Development that enriches the district and adds to life on the street, with quality of design, materials and finishes clearly befitting the downtown core of the city.

Infill construction should strive to achieve the following design principles:

- Infill construction should respond to, but not attempt to imitate a historic style or period of architecture.
- Infill construction should respect general height, massing, scale, materials, and composition of neighboring and nearby historic structures.
- Infill construction structures should be decidedly oriented to street frontages, and "second" frontages, such as alleyways. Corner buildings should also address side streets.
- Infill construction should have storefronts, openings and upper-floor fenestration that are transparent and inviting, and therefore, contribute new spirit and animation to life on the street.

ARCHITECTURAL CONTEXT



The architectural context of the built environment are the components that set the scale and articulation of an area.

Many recommendations concerning these components can be found in the Emporia Main Street, Inc. – Design Guidelines.

Emporia Main Street, Inc. is part of the National Main Street Program designed to bring economic revitalization with an emphasis on restoration and preservation of historic shopping and business districts.

While the Emporia Main Street, Inc. – Design Guidelines are intended to be used for restoration and preservation, they contain many useful suggestions and insights that are applicable for these design guidelines as well.

- **Architectural Character and Material**

Architectural character and material refers to the overall design type and detailing of structures, including construction materials.

Architectural character and material should provide consistent design elements to visually organize an area with commonalities in features and materials to form relationships between buildings. Architectural character will also harmonize with, and have some elements in common with other structures in the vicinity to visually organize and give human scale to an area or project.

- **Façades**

- **Front Façade**

Most facades downtown are two stories in height with commercial space located at ground level and offices or storage above. Visually, this arrangement divides the facade into two basic parts: the upper facade... and the storefront...¹

Large, open views into the commercial space at the storefront level enhance the pedestrian experience by providing a visual connection to the use inside the building. On upper levels, windows should continue the aesthetics of the building while serving the occupants' need for privacy.

¹ Emporia Main Street, Inc. – Design Guidelines

- Most facades consist of an architectural framework designed to identify individual storefronts. Each storefront should respect this architectural framework and not extend beyond it.
- Storefronts' design should be in keeping with a building's overall design. Storefront elements -- such as windows, entrances, and signage -- provide clarity and lend interest to facades. It is important that the distinction between individual storefronts, the entire building facade, and adjacent properties be maintained.
- Whenever possible, a building's original window pattern should be retained. Avoid blocking, reducing the size, or changing the design of windows.
- Primary entrances should be clearly marked and provide a sense of welcome and easy passage from exterior to interior.

- **Rear Façade**

The rear façades of buildings are often a neglected and forgotten resource downtown. The rear facades, along with the alleys, offer many buildings potential customer and service entries. By being able to enter directly from a parking lot, via an attractive entry, the customer is made to feel welcome. The visibility of the rear facade from the alley increases the need to revitalize these surfaces. Like the storefront, the rear entry requires identification and should be made attractive and inviting.²

- Original doors and/or window openings which are now blocked should be reopened to their original dimensions and filled with appropriate doors and/or windows.³
- Appropriate signage should be installed to identify the business, on or near the entry, and service entries should be clearly marked to avoid confusion.⁴

- **Building Detail and Ornamentation**

- Intact original ornamentation and architectural detailing should be maintained and preserved. If original detailing is presently covered, exposing and restoring the features should be encouraged.
- Intact original cornices should be repaired rather than replaced, should not be removed unless it is determined to pose a safety concern, and if replacement is necessary, the new cornice should reflect the original in design.
- New construction should provide for a variety of form, shape and detailing of individual cornice lines.

² Emporia Main Street, Inc. – Design Guidelines

³ Emporia Main Street, Inc. – Design Guidelines

⁴ Emporia Main Street, Inc. – Design Guidelines

- **Awnings**

The use of awnings is encouraged as a means to enhance the pedestrian experience, promote retail and street activity, and increase visual harmony.

- *Cloth or canvas awnings were traditional on most buildings downtown... When canvas awnings are used on both upper and lower facades, they should be of compatible color, material and design.*⁵
- Awnings should be mounted in locations that respect the design of the building, including the arrangement of bays and openings.
- Awnings should be designed to project over individual window and door openings and not be a continuous feature extending over masonry piers or arches.
- Retractable awnings, or those that appear to be retractable, are preferred.
- Metal (or glass) canopies may be appropriate on some buildings if they are compatible in scale and overall design. Canopies should be simple in design and not obscure architectural features.

- **Signage**

Throughout downtown Emporia, signage plays a major role in creating a visual image for the City.

Signage should make a positive contribution to the general appearance of the street and commercial area in which it is located. A well-designed sign can be a major asset to a building.

Signage in the Downtown area should provide a clear, interesting, understandable, coordinated method of identifying and giving directions to places that is complementary to, and not in conflict with, adjacent uses.



- Pylon signs and billboards shall not be allowed.
- Pedestrian oriented signs should be included.
- Signs should be made of durable materials and be complementary to materials used in the building.
- Signs should be simple, clear and legible.

⁵ Emporia Main Street, Inc. – Design Guidelines

- Signs should be in keeping with the overall scale of the building or storefront which they are attached to.
- Temporary signage shall be allowed for only a limited time while permanent signage is being obtained.

• **Build-To Lines and Setbacks**

Build-to lines are lines to which a designated façade of a building or buildings must be built.

Setbacks lines are lines that designate the minimum distance between a reference line (usually a property line) and a building, or portion thereof.

The intent of build-to lines and setbacks are to provide a cohesive development pattern along Commercial Street. Build-to lines typically help to define an urban development character and setbacks typically help define open space or pedestrian areas.

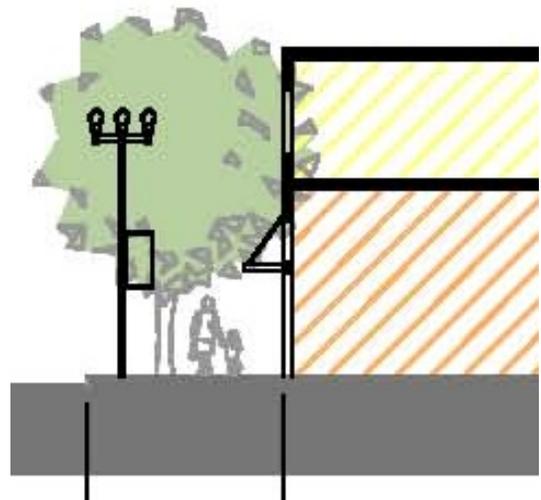
- Where a street wall exists, consisting of building fronts aligned with only a minimum setback from the street, infill buildings should be generally consistent with the existing setback.
- The design of developments or redevelopments should create a consistent, pleasing, urban-style street frontage by providing the maximum amount of building face or approved screening along a frontage build-to line established at the minimum setback from the property line.
- Buildings located on corner sites should be considered anchor buildings and their form should reflect this designation. Anchor buildings are typically larger in scale and massing, and are often more ornate than adjacent infill buildings. In addition, anchor buildings have both primary and secondary façades; relating to the streets that they face.

• **Height & Density**

Height refers to either the height of the building in feet, or the number of stories.

Density is measured in dwelling units per acre and is further defined in Floor Area Ratio [FAR] which is the ratio of gross square footage of building to total gross square footage of land area. Density can also refer to the massing of the building on the lot.

Zoning requirements provide controls that will result in structures that are in scale with, and provide transitions to, surrounding properties and uses; that do not significantly block views of sunlight; that are of a human scale and create a sense of space; that provide the perception of public accessibility; and that provide for development at a scale that is economically feasible.



TRANSPORTATION



A vibrant and vital downtown can only exist with a lively street life. Of course, the streets that must accommodate pedestrians and bicyclists are the same that need to accommodate transit and motor vehicles. Thus, the key is to design the public street rights-of-way to balance the needs of each of these modes.

The transportation section of this document is quite focused in scope. It concentrates primarily on how to better and more safely integrate motor vehicles and pedestrians in the Downtown. The intent is not to provide a revised vehicular circulation plan for downtown Emporia or to address the integration of multiple travel modes within the vehicular travelway, but to provide guidelines for the design of City streets

that will accommodate effective circulation of automobiles and bicycles while also promoting a more walkable downtown that is safe, convenient, and comfortable for pedestrians.

- **Transit**

An effective transit system is an efficient way to help address current issues of environmental pollution and rising gas prices through fewer vehicle trips, less gas consumption, and fewer carbon emissions.

In order to encourage and support community use of transit, it is imperative that transit service and facilities reflect a care and quality that conveys its importance.

- Transit stops should be designed to provide protection from sun, wind, and rain. Transit shelters should be distinctive through strong architectural design that reflects the character of the district.
- The City of Emporia should work in cooperation with L-CAT [Lyon County Area Transportation] to design transit stops for the district that are consistent with the design style for street furnishings established by the City of Emporia's Streetscape Plan.

- **Thoroughfares**

Downtown Emporia's street system is characterized by an overall grid of 60 to 80-foot right-of-way streets, bound and bisected by 100-foot right-of-way streets, and having a 100-foot right-of-way spine. Although some variety in street design exists, the prevalent street cross-section is consistent. The function of the street system however, is clearly more varied than the design of the streets. Both Commercial Street and 6th Avenue serve as highways. They, along with Merchant Street, Mechanic Street, South Avenue and 12th Avenue, provide access to and from downtown and are corridors to other parts of the city. Others serve primarily as local streets that provide access to residential neighborhoods and carry much lower volumes of traffic.

The flowing thoroughfares shall retain their functional classification as defined in the City of Emporia's 2008 Comprehensive Plan.

- **Merchant Street**

Width 80'-0"

Principal Arterial Streets connect residential neighborhoods to major retail, office, service and industrial uses. Access along Primary Arterial Street should be limited to preserve through movement.⁶

As the only principal arterial street that provides primary access to and from the downtown, Merchant Street is currently under utilized and undefined. See District Development guidelines for recommendations as to the redevelopment of Merchant Street.

Commercial Street, South Avenue, 6th Avenue and 12th Avenue

Width 100'-0"

Parkways serve to connect Emporia's most important activity centers and destinations including large-scale retail centers, major employers and important institutional uses such as Newman Regional Hospital and Emporia State University. As such, parkways serve as the key image streets within Emporia. Therefore, aesthetic enhancements should be a priority along these corridors.⁷

Typically, the term "parkway" refers to a broad thoroughfare with landscaping that separates the opposing lanes of traffic. As such, the "parkway" aspect of Commercial Street is undefined. See District Development guidelines for recommendations for Commercial Street.

- **Mechanic Street and 9th Avenue**

Width 80'-0"

The function of Collector streets is to "collect" traffic from local streets or other collectors at a slower speed than freeways, expressways, arterials or parkways. Collector streets provide some direct access to adjacent properties.⁸

• **Alleyways**

Alleyways behind buildings historically have served as service and storage areas to support all kinds of uses, such as retail, entertainment, office and residential. Very often these service areas are irregular in plan or "footprint" and tend to be narrower in width than a local street. Alleyways, because they are less designed or controlled, often include ramps, loading docks and service doors that lend "realness" to an urban setting. In many historic urban areas, alleyways increasingly have become popular places for fashionable restaurants, bars, boutiques and other pedestrian-oriented retail uses.

⁶ City of Emporia's 2008 Comprehensive Plan

⁷ City of Emporia's 2008 Comprehensive Plan

⁸ City of Emporia's 2008 Comprehensive Plan

- **Pedestrian Linkages**

Pedestrian linkages are ground-level spaces created by open lots that encourage pedestrian movement.

Opportunities exist in downtown Emporia to further develop existing pedestrian linkages located along Commercial Street. These passageways link to alleyways and public parking located along Mechanic Street, and Reeble's Country Mart located on Merchant Street.



- **Pedestrian Shed**

The Pedestrian Shed, also commonly known as Ped Shed, is the quarter-mile, 5-minute walking distance which a person will typically choose to walk over drive; it is the basic building block of walkable neighborhoods. They may be drawn as perfect circles, but in practice ped sheds have irregular shapes because they cover the actual distance walked, not the linear distance.

Downtown Emporia, from 12th Avenue to South Avenue, breaks down into three perfectly equidistant ped sheds, as reflected in the segment delineation described in this document.

- **Bicycle Paths**

Many Emporia residents are interested in walking and bicycling as means of transportation and recreation. Walking and bicycling make up about 6.4 percent of work related trips in 2002, making them the second most popular form of travel after driving. Walking and bicycling are healthy, efficient, low cost and available to nearly everyone.

Future trail connections provide an opportunity for Emporia to enhance quality of life, connect neighborhoods and amenities, as well as reduce dependence on the automobile. There is also growing interest in encouraging walking and bicycling as a way to improve public health.⁹

The City of Emporia's Comprehensive Plan includes a transportation map that proposes a future bicycle trail along 12th, 6th and South Avenue, as well as a portion of Commercial Street.

Although separately striped bike lanes are common, they are not necessary to promote bicycle travel: bicyclists can easily share travel lanes with automobile traffic. Reminding automobile traffic to safely share the road with other types of vehicles is highly recommended, and can easily be accomplished by incorporating "Share the Road" signage Downtown.

⁹ City of Emporia's 2008 Comprehensive Plan

Making accommodations for bicyclists along the proposed route supports this effort in a way that is pragmatic and adds to the public realm. Bike racks, public drinking fountains and benches for bicyclists to rest can be more beneficial than separating bicycle traffic from vehicular traffic.

- **Parking**

- **Parking Lots / Structures**

Parking lots / structures shall not be permitted to front Commercial Street unless the ground floor contains storefront uses. Existing surface-parking areas fronting along Commercial Street should be in-filled with appropriate new construction.

Parking lots / structures fronting Merchant and Mechanic Streets shall be contained within the interior of the block. The existing parking pattern along Mechanic, between 5th and 6th Avenue shall be referenced as an example.

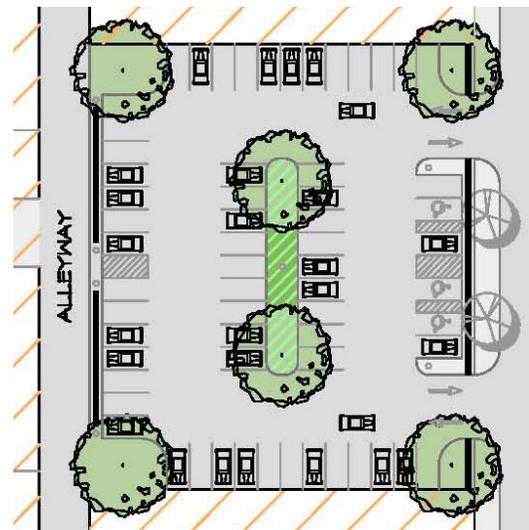
Existing corner surface-parking areas fronting Commercial, Merchant and Mechanic should be targeted for appropriate infill.

- **Shared Parking**

Shared parking between adjacent properties shall be encouraged to the greatest extent possible. Parking requirements may be reduced if adjacent property owners agree to share parking. The number of parking spaces shall be dependent upon the types of uses and sizes of developments.¹⁰

- **Streetscape and Perimeter Landscaping**

Parking lots located within the downtown area should maintain a build-to line in the form of landscaping, fencing and/or low walls. This not only helps to delineate the parking area from the pedestrian sidewalk, it continues the street wall that is characteristic of an urban area.



- Edge treatments along streets and other public spaces should visually screen parked vehicles, but not completely obstruct views into and out of the parking lot for the purpose of supporting pedestrian safety and security.

- **Internal Landscaping**

- Incorporate soft landscaped areas and trees within the parking lot to define major vehicle and pedestrian routes, provide shade and break-up the expanse of paved areas.

¹⁰ City of Emporia's 2008 Comprehensive Plan

- Define internal landscaped areas with a continuous curb to prevent damage from vehicles and snow clearance, to separate planting areas from pedestrian pathways, and to prevent soil and other landscape material from spreading over adjacent surfaces.
- **Lighting**
 - Lighting should create an identity for the parking lot, enhance adjacent streets and pedestrian environments and be appropriate to the location, context and scale of the areas being lit.
 - Select different light fixtures with a coordinated appearance to light pedestrian pathways, parking spaces, drive aisles, building and site entrances and other relevant parking lot features.

THE STREETScape



Previous streetscape improvements in downtown Emporia included sidewalk replacement, new lighting and signage, seating and landscaping. These improvements concentrated trees at intersections, where they shade seating walls around planting beds and included small monument's marking the various entry points to downtown.

While these award winning improvements have had a significant effect on downtown Emporia, expanding upon them can help further define the "living room" for community life in the downtown. It is important that streetscape amenities support public use and contribute to the social and economic vitality of the downtown. In order to transform the public

streetscape from a mere transportation facility to a vibrant public open space it is important to add facilities and amenities that allow people to stop and linger, provide services and information, and engage and delight the senses.

- **Street Trees**

Just as good urban design is not just about constructing nice buildings; good urban forestry is not just about planting and trimming trees. The urban forest needs to be considered much more strategically as a contributor to the form, character and identity of the City.

Trees and plants soften a city's hard surfaces and sharp edges, not just by screening but also by adding organic forms, colors, textures, and movement to the urban setting. They also add scale to the downtown environment that people can readily relate to, and, as living organisms that grow and change with the seasons, introduce a dynamic quality that mitigates the largely inanimate character of the built environment.

Trees provide an inexpensive form of "air-conditioning" by contributing to micro-climate control during hot summer months. The shade provided by a mature tree canopy reduces the build-up of surface temperatures in paving and buildings. This, in turn, makes streets more comfortable for pedestrians and reduces air conditioning required for buildings, both of which result in reduced energy consumption and improved air quality.

- While the City of Emporia's Streetscape Plan has introduced many new trees downtown, additional trees are recommended. Existing trees are primarily located at corners; additional street trees should be encouraged all along Commercial Street and extend east and west along 6th Avenue to Market Street and Merchant Street, to accentuate the existing entry markers in these locations.

- **Street Furniture**

Benches, trash receptacles, ash urns, bicycle racks, fencing, walls and other amenities make up the palette of streetscape site furniture. These features are both decorative and functional. The inclusion of these items in the streetscape signifies to the public that the space is designed for pedestrian use. The styles selected should complement the adjacent architectural character and be consistent with the design style for street furnishings established by the City of Emporia's Streetscape Plan.

- In conjunction with recommendations for bicycle accommodations throughout Emporia's downtown, bicycle parking should be considered a fundamental design element that needs to be integrated with those streetscape elements provided for pedestrians, cars, and transit.
- Bicycle parking within the public sidewalk should be accommodated with a number of smaller racks distributed along the length of a block, rather than one or two large concentrations of bike racks.

DISTRICT DEVELOPMENT

12TH AVENUE & COMMERCIAL STREET SEGMENT



This segment of the Emporia Main Street Downtown is largely defined by the intersection of 12th Avenue and Commercial Street – the main entrance to Emporia State University.

This segment is bounded by 12th Avenue on the north, Merchant Street on the west, Mechanic Street on the east and 8th Avenue on the south.

The 12th Avenue and Commercial Street segment encompasses what was referred to as the *Black and Gold University District* and part of *Art and Entertainment District* delineated on the land use plan map.

The vision for this segment is that of an art and entertainment area for downtown; mixing commercial and higher density residential, with a focus on the University. As delineated in the City of Emporia’s 2008 Comprehensive Plan, recommendations for this area are as follows:

Black and Gold District: Main Street should work in cooperation with Emporia State University to develop a “Black and Gold” District. This district will tie the University into Downtown and provide a venue for University-themed retail, restaurants and service. Streetscape elements within this District will be consistent with the rest of Downtown including light fixtures, poles, site furnishings and pavement treatments. However, the District will incorporate unique banners and signage to reinforce the University theme.¹¹

This segment is under-developed within the downtown study area, with many incompatible structures and vacant lots.

- **Historic Urban Fabric**

- **Development Pattern**

The dominate development pattern that exists in this segment is full-block commercial use along Commercial Street, with full-block residential along Mechanic Street, from 12th Avenue to 8th Avenue. Though maintenance issues exist with the residences along Mechanic Street, and the commercial development along Commercial Street is under-developed, a pattern exists and should be acknowledged when looking at these blocks for redevelopment.

Currently, Merchant Street - from 12th Avenue to 8th Avenue - is under-developed, with large empty lots and few pedestrian amenities. As the principal arterial in downtown Emporia, special attention should be paid to this street as redevelopment occurs in this segment.

¹¹ City of Emporia’s 2008 Comprehensive Plan

- Streetscape improvements that have occurred along Commercial Street – in the form of sidewalk replacement, new lighting and signage, seating and landscaping – should be carried over to Merchant Street as well, to improve the first impression visitors have of downtown Emporia.

- **Historic Structures**

The only remaining historic structures in this segment are along the west side of Commercial between 12th Avenue and 11th Avenue. As redevelopment occurs, these structures should be analyzed and retained as much as possible, to tie this end of downtown in with the more defined center at 6th and Commercial.

- **Infill Construction**

Given the lack of historic building stock, the number of incompatible structures and vacant lots, this segment holds great potential for redevelopment and infill construction.

Infill construction in this segment will set the tone for redevelopment throughout the rest of downtown Emporia. As such, greater attention should be paid to the design of these projects.



All infill construction along Commercial Street should revert back to massing based on the historic lot dimensions that occur between 12th and 11th Avenues, and 9th and 8th Avenues. Large lot development should be avoided.

- **Architectural Context**

- **Height & Density**

Height and density of any new development in this segment should match the two-story building height and density found in the 6th Avenue and Commercial Street segment. Multi-story structures could be considered for corner lots, but should not exceed those found in the center of downtown Emporia.

- **Build-To Lines and Setbacks**

The street wall created by any new development in this segment should match that found along the west side of Commercial Street, between 12th and 11th Avenues, and 9th and 8th Avenues.

- **Transportation**

- **Public Transit**

According to the Lyon County Area Transportation Bus Routes and Stops map, L-CAT stops exist at 12th Avenue & Commercial Street and on Merchant Street between 10th and 11th Avenue. These transit stops, being located within the “Black and Gold” district should be specifically targeted toward university students and be designed to have a defined presence on the street.

- **Alleyways**

Existing alleyways between Merchant and Commercial and between Commercial and Mechanic Street should be retained. These alleyways act as a buffer between commercial development facing Commercial Street and residential use facing Mechanic.

- **Pedestrian Linkages**

One, almost accidental, pedestrian linkage exists in this segment. Located along the west side of Commercial, between 10th and 11th Avenue, it connects Commercial Street to the grocery store on Merchant. Ironically, this is an ideal pedestrian link in this segment, providing a direct pedestrian connection to a key asset in this area.

As this segment is revitalized, this linkage should be maintained and be enhanced with the same streetscape improvements established by the City of Emporia’s Streetscape Plan.

- **Parking**

As this area is revitalized, the development pattern of the block bounded by Commercial Street and Mechanic Street, between 5th and 6th Avenue in the 6th Avenue & Commercial Street Segment, should be used as a pattern to replicate within this segment of Downtown.

- Streetscape and perimeter landscaping, internal landscaping and lighting recommendations should be applied.

On-street parking established by the City of Emporia’s Streetscape Plan should be maintained.

- **Streetscape**

- **Entry Markers**

Entry markers, as part of the Emporia Streetscape Plan, are located just south of the intersection of 12th Avenue and Commercial Street. These entry markers go largely unnoticed because of the under-developed nature of this area. As redevelopment occurs, the visibility of these entry markers should become more prominent.

- **Street Trees**

Additional street trees should be added as this area is redeveloped. They should be consistent with the landscape materials established by the City of Emporia's Streetscape Plan.

- **Street Furniture**

Bike racks should be added as this area is redeveloped, to address the student population that this segment is hoping to cater.

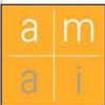
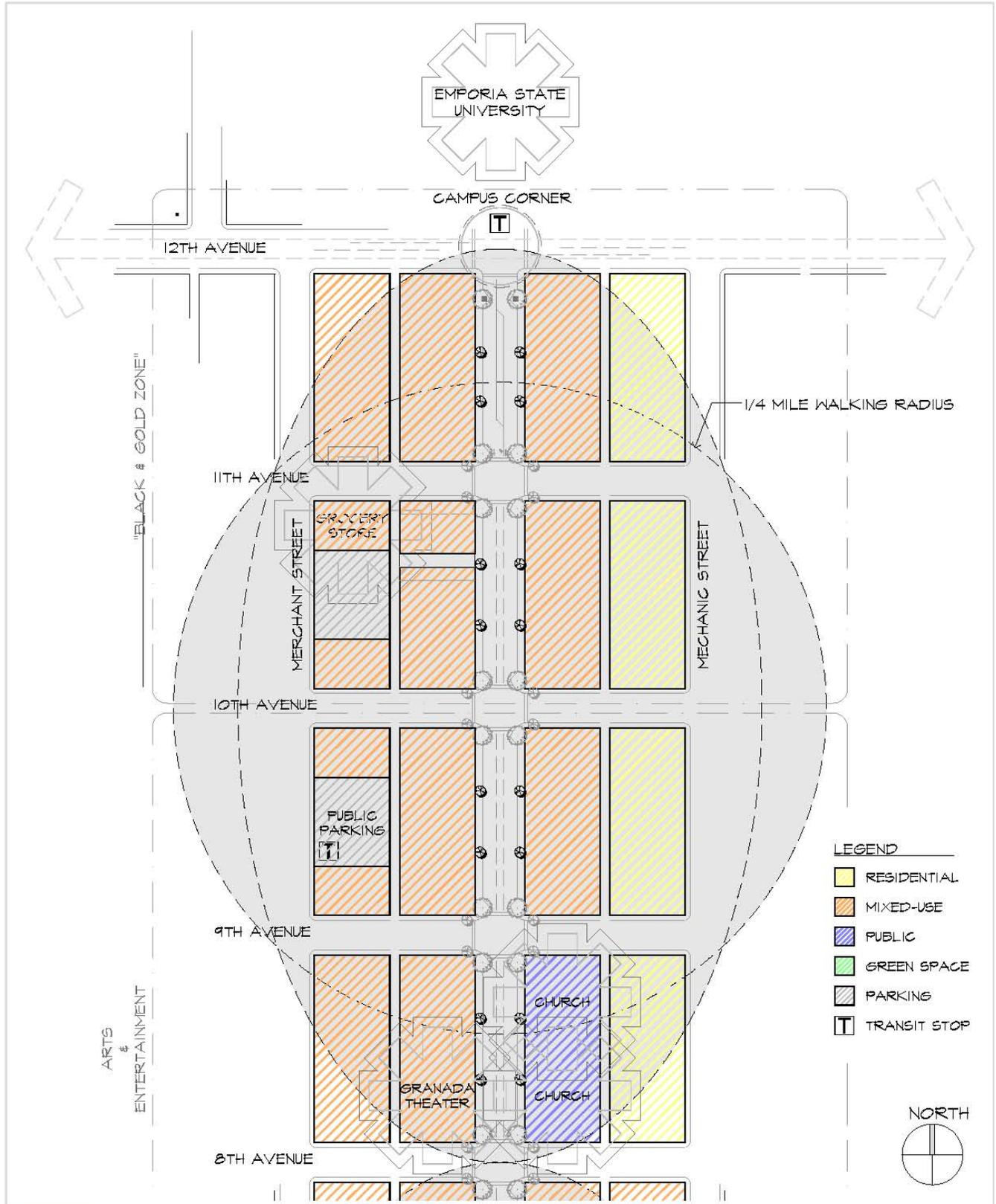
Benches should be added as this area is redeveloped, outside entertainment venues to provide overflow seating.

Additional light fixtures should be added as this area is redeveloped. They should be consistent with the design style for street furnishings established by the City of Emporia's Streetscape Plan.

Key Development Opportunities

The southeast and southwest corner lots at 12th Avenue and Commercial are prime corner locations that can really set the tone for this area. Both lots are under-developed with structures setting back off Commercial Street as well as 12th Avenue, and surface parking lots dominating the street front.

Merchant Street holds great potential for additional re-development in this area. As the only principal arterial street that provides primary access to and from the downtown, Merchant Street is currently under utilized and undefined. As the Black and Gold Zone is developed, expansion along Merchant Street should be highly encouraged.



EMPORIA MAIN STREET Downtown Design Guidelines
 12th Avenue & Commercial Street Segment - The Black and Gold Zone

No Scale

6TH AVENUE & COMMERCIAL STREET SEGMENT



This segment of Emporia Main Street Downtown is largely defined by the intersection of 6th Avenue and Commercial Street – the heart of downtown Emporia.

This segment is bounded by 8th Avenue on the north, Merchant Street on the west, Mechanic Street on the east and 4th Avenue on the south.

The 6th Avenue & Commercial Street Segment encompasses part of what was referred to as the *Art and Entertainment District*, all of the *Retail District* and part of the *Civic, Professional and Commercial Services District* delineated on the land use plan map.

The vision for this segment is that of the commercial and civic center of downtown; mixing commercial, higher density residential, civic and professional office activities.

This segment is the most developed and has a unique array of activity in the downtown area, with the strongest example of a cohesive urban fabric.

- **Historic Urban Fabric**

- **Development Pattern**

The development pattern of the block bounded by Commercial Street and Mechanic Street, between 5th and 6th Avenue should be used as a pattern to replicate within this segment of Downtown.

Full block development faces Commercial Street and continues along each side street, creating a pocket parking lot area along Mechanic Street. Alleyway access and a pedestrian linkage aids in both pedestrian and vehicular access throughout the block. The combination of on-street parking along these streets, and the parking lot along Mechanic Street, appears to adequately serve those businesses found on that block, as well as those along the east side of Mechanic Street.

This same development pattern exists to a certain extent in the blocks bounded by and 6th Avenue and 7th Avenue, and 7th Avenue and 8th Avenue to the north, between Commercial Street and Mechanic Street. As these blocks are redeveloped, little would need to be done to insure this development pattern is maintained. Only the full-block development along the side streets is missing.

Currently, Merchant Street - from 8th Avenue to 6th Avenue - is under-developed as the main, with large empty lots and few pedestrian amenities. As the principal arterial in downtown Emporia, special attention should be paid to this street as redevelopment occurs in this segment.

- Streetscape improvements that have occurred along Commercial Street – in the form of sidewalk replacement, new lighting and signage, seating and landscaping – should be carried over to Merchant Street as well, to improve the first impression visitors have of downtown Emporia.

Key sites such as the US Post Office, The Emporia Gazette and White Memorial Park are all positive amenities to this street that go largely unnoticed because of the condition of the surrounding area.

- **Historic Structures**

The civic center of downtown Emporia has retained the largest number of historic buildings. While many may be considered so-called “background” buildings, others are Emporia’s irreplaceable monuments which help to define the historic context of the downtown area. All of these structures should be carefully analyzed before any recommendations are made for their removal.

- **Adaptive Reuse**

With the largest number of historic structures possessing the broadest range of architectural styles, building materials, craftsmanship, interior spaces and other character-defining features, this segment holds the greatest potential for revitalization and adaptive reuse.

Revitalization and adaptive reuse projects in this segment will set the tone for redevelopment throughout the rest of downtown Emporia. As such, greater attention should be paid to the design of these projects.

- **Basement Access**

The few basement access stairs that remain in the downtown area can become great assets for commercial uses if an accessible entry to the establishments can occur elsewhere.

- **Architectural Context**

- **Architectural Character and Material**

- **Facades**

Businesses that share a single building should have consistent façade improvements across the whole of the building front. This helps draw attention to the individual buildings which together define the identity of downtown Emporia. When several businesses share the same building, doorways and signage may contrast to give separate identity.

Rear facades hold the greatest potential for redevelopment in this area, as most open on to small parking areas and have both alley access and pedestrian linkage.

- **Awning & Signage**

Awning and signage improvements in this segment will set the tone for redevelopment throughout the rest of downtown Emporia. Given the historic building stock, greater attention should be paid to the design of these components.

- **Height & Density**

The buildings in this segment are generally characterized by two story buildings, with a few multi-story structures concentrated at the intersection of 6th Avenue and Commercial Street. Any infill projects in this area should maintain this height and density.

- **Build-To Lines and Setbacks**

The street wall along this segment of Commercial Street is very consistent and any infill projects should maintain the existing setback of adjacent buildings.

- **Transportation**

- **Public Transit**

According to the Lyon County Area Transportation Bus Routes and Stops map, L-CAT stops exist at 6th Avenue & Commercial as well as 6th Avenue & Mechanic Street. These transit stops, being located within the commercial and civic center of downtown, should be specifically targeted so they are designed to have a defined presence on the street.

- **Alleyways**

Existing alleyways between Merchant and Commercial and between Commercial and Mechanic Street should be retained. These alleyways act as a connector between all commercial and civic uses with the downtown area.

Alleyway improvements in this segment will set the tone for redevelopment throughout the rest of downtown Emporia.

- **Pedestrian Linkages**

Pedestrian linkages, located along the east side of Commercial, between 6th and 7th Avenue, and 7th and 8th Avenue, should be maintained and be enhanced with street trees and lighting.

Enhancements to these pedestrian linkages could include such things as outdoor seating / dining, benches and street trees.



Before: Existing Conditions



After: Proposed Pedestrian Linkage Improvements

- **Parking**

As this area is revitalized, the development pattern of the block bounded by Commercial Street and Mechanic Street, between 5th and 6th Avenue in the 6th Avenue & Commercial Street Segment, should be used as a pattern to replicate within this segment of Downtown.

- Streetscape and perimeter landscaping, internal landscaping and lighting recommendations should be applied.

On-street parking established by the City of Emporia's Streetscape Plan should be maintained.

- **Streetscape**

- **Entry Markers**

Entry markers located along 6th Street, at Merchant Street, go largely unnoticed due to their proximity to undefined surface parking lots found on both eastern corners of this intersection. Redevelopment of these surface parking lots would aide in the visibility of these entry markers.

- **Street Trees**

The area in front of the Lyon County Courthouse would benefit from the addition of street trees to help reduce the scale of this area, to match that found in the rest of Downtown. They should be consistent with the landscape materials established by the City of Emporia's Streetscape Plan.

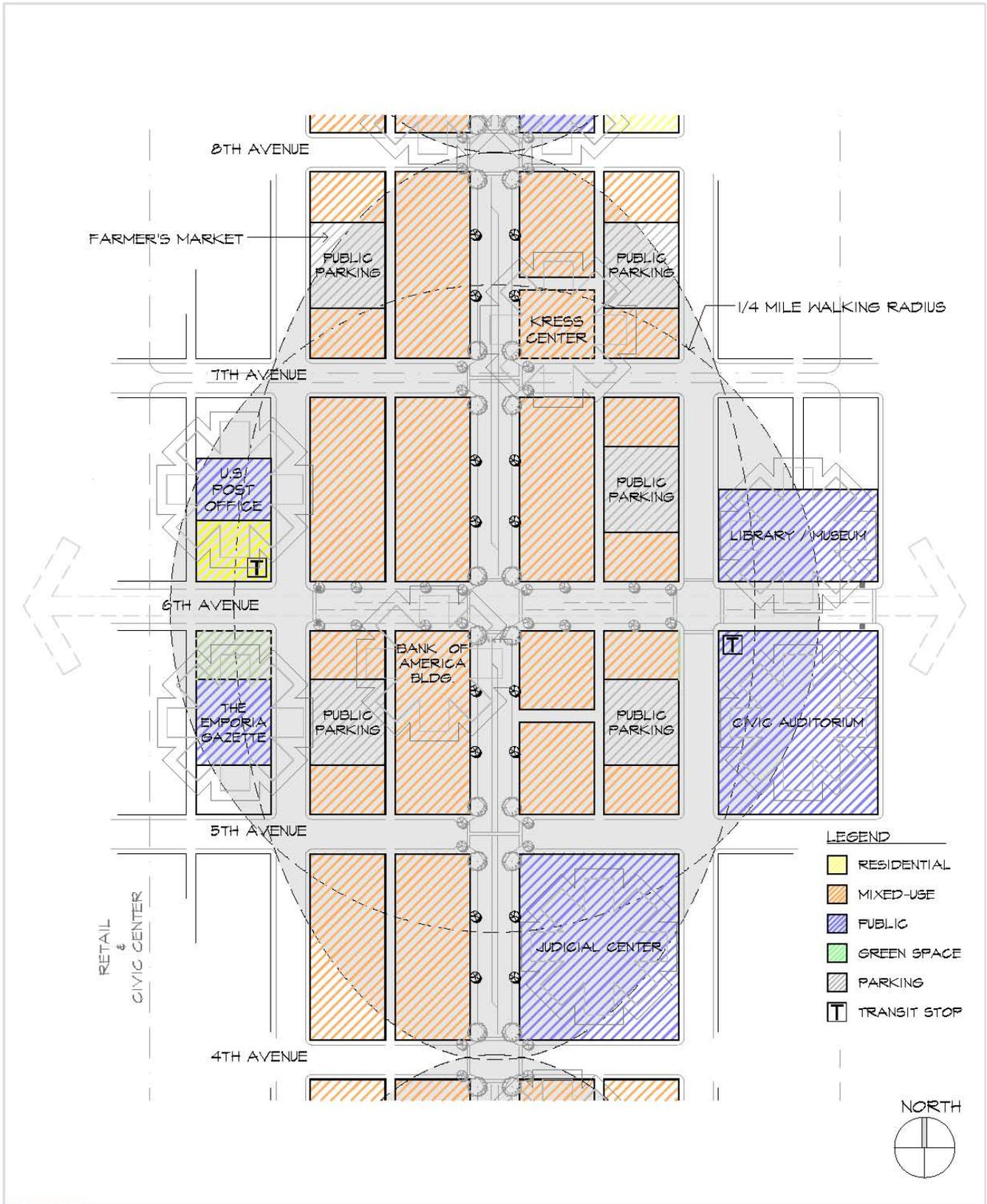
- **Street Furniture**

The addition of benches, trash receptacles, bicycle racks, etc. along the east side of Commercial Street, in front of the Lyon County Courthouse, would help reduce the scale of this area, to match that found in the rest of Downtown.

Small outdoor dining areas along storefronts should be encouraged with eating establishments in this area.

Key Development Opportunities

While Commercial Street in this segment of downtown Emporia is the fully developed; Merchant Street and Mechanic Street hold many opportunities for revitalization and infill construction.



THE RAILROAD TRACKS & COMMERCIAL STREET SEGMENT



This section of Emporia Main Street is largely defined by the intersection of the railroad tracks and Commercial Street.

This segment is bounded by 4th Avenue on the north, Merchant Street on the west, Mechanic Street on the east and South Avenue on the south.

The Railroad Tracks and Commercial Street Segment encompasses part of what was referred to as the *Civic, Professional and Commercial Services District* and all of the *Multicultural Marketplace and Services District* delineated on the land use plan map.

The vision for this segment is that of a vibrant marketplace for downtown; bringing a lively mix to the south end of downtown Emporia.

Development of this area would encompass Commercial Street from 4th Avenue to South Avenue. This segment has a strong urban fabric from 4th Avenue to the railroad tracks, but is largely under-developed south of the railroad tracks, with many incompatible structures and vacant lots. This area - from the railroad tracks to South Avenue - holds the greatest potential for growth as the downtown is revitalized.

- **Historic Urban Fabric**

- **Development Pattern**

The dominate development pattern that exists in this segment is full-block commercial use along Commercial Street, with large warehouse uses to the east and west. Though this pattern quickly breaks down south of the railroad tracks, a pattern exists and should be acknowledged when looking at these blocks for redevelopment.

- **Historic Structures**

Few historic structures are left in this segment, south of the railroad tracks. As redevelopment occurs, the small number of remaining structures should be analyzed and retained as much as possible, to tie this end of downtown in with the more defined center at 6th and Commercial.

- **Infill Construction**

Given the lack of historic building stock, the number of incompatible structures and vacant lots, this segment holds great potential for redevelopment and infill construction.

All infill construction along Commercial Street should maintain the massing that occurs between 4th Avenue and the railroad tracks. Large lot development should be avoided.

- **Architectural Context**

- **Architectural Character and Material**



Before: Existing Conditions



After: Proposed Uniform Facade Improvements

- **Facades**

As recommended in the civic center segment, businesses that share a single building should have consistent façade improvements across the whole of the building front. This helps draw attention to the individual buildings which together define the identity of downtown Emporia.

- **Height & Density**

Height and density of any new development in this segment should match the two-story building height and density found in the 6th Avenue and Commercial Street segment. Multi-story structures could be considered for corner lots, but should not exceed those found in the center of downtown Emporia.

- **Build-To Lines and Setbacks**

The street wall created by any new development south of the railroad tracks should match that found along Commercial Street, north of the railroad tracks.

- **Transportation**

- **Public Transit**

According to the Lyon County Area Transportation Bus Routes and Stops map, L-CAT stops exist at 2nd Avenue & Commercial as well as South Avenue & Merchant Street. These transit stops, being located within this proposed marketplace for downtown, should be specifically targeted so they are designed to have a defined presence on the street.

- **Alleyways**

Existing alleyways between Merchant and Commercial and between Commercial and Mechanic Street should be retained. These alleyways act as a buffer between commercial development facing Commercial Street and surrounding residential uses.

- **Parking**

- On-street parking established by the City of Emporia's Streetscape Plan should be maintained and extended south of the tracks, as this area is redeveloped.
- Parking lot edge recommendations and parking lot interior recommendations should be applied to the Reeble's Market parking lot at 2nd and Commercial.

- **Streetscape**

In general, all streetscape improvements associated with the Emporia Streetscape Plan, end at the railroad tracks. As this segment gets redeveloped, the same sidewalk replacement, new lighting and signage, seating and landscaping, concentration of trees at intersections, and seating walls around planting beds that are in place from the railroad tracks north to 12th Avenue, should extend along Commercial Street to South Avenue. This will provide continuity to the whole downtown area and strengthen the development possibilities in this segment.

- **Entry Markers**

Entry markers, as part of the Emporia Streetscape Plan, are located along Commercial Street just north of the railroad tracks. These act as defining markers of the south edge of the downtown area. As this area gets redeveloped, relocating those entry markers further south should be considered.



- **Street Trees**

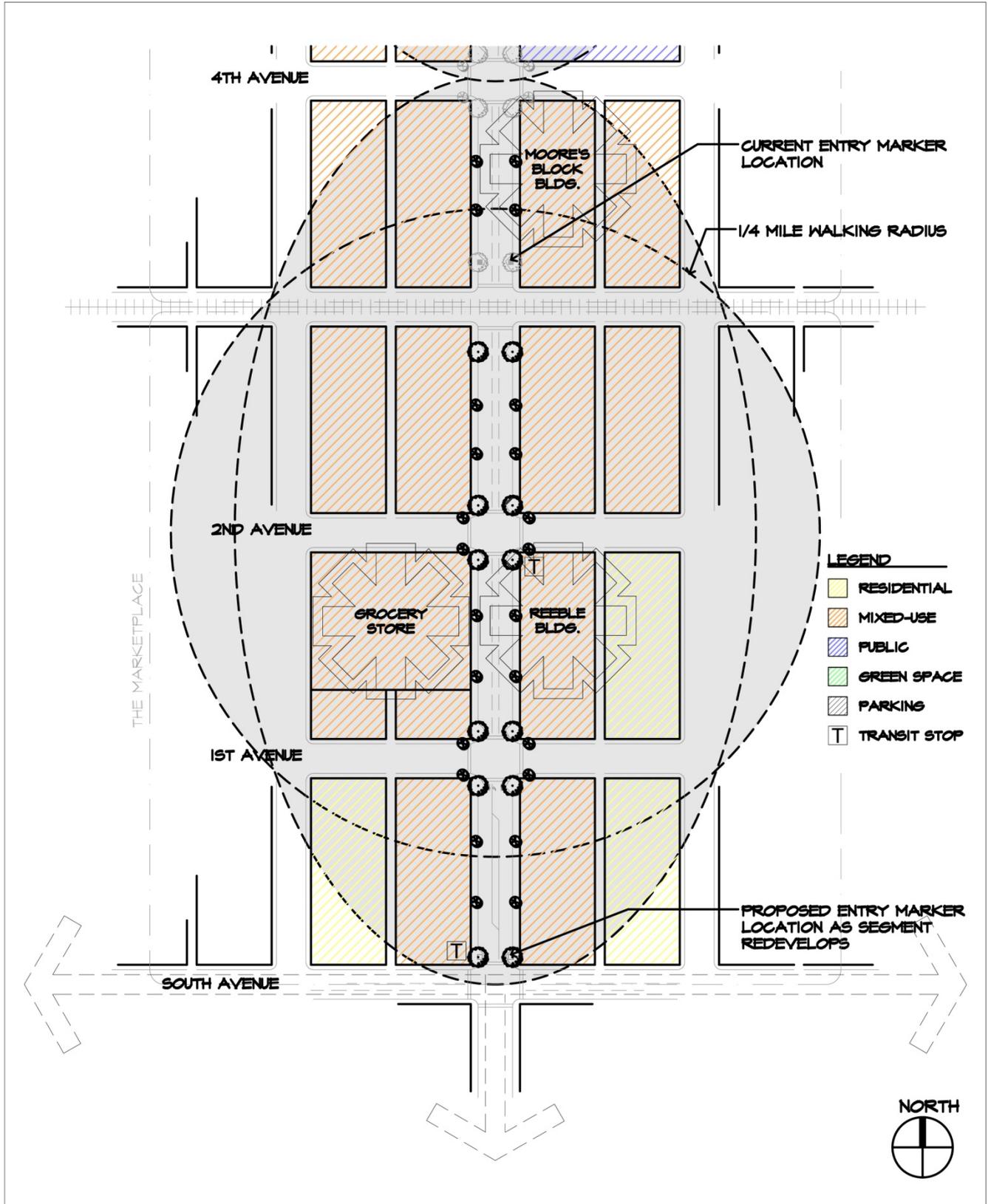
Additional street trees should be added as this area is redeveloped. They should be consistent with the landscape materials established by the City of Emporia's Streetscape Plan.

- **Street Furniture**

As this segment develops, the addition of benches, trash receptacles, bicycle racks, etc. south of the railroad tracks is recommended. Not only will it visually tie this segment to the rest of the downtown area, it will help introduce a more pedestrian friendly scale to this area and add to the festive nature of the proposed "marketplace".

Key Development Opportunities

Currently, downtown Emporia's south edge is clearly defined by the presence of the railroad tracks. Development does exist south of the tracks, but is inconsistent with the character of the rest of the downtown study area. As development and redevelopment occurs, this area offers the most growth potential for Downtown.



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