



**JUNCTION CITY**

**GEARY COUNTY**

**2017**

**COMPREHENSIVE PLAN**

Adopted May 2, 2017 – Ordinance No. S-5317  
Adopted May 8, 2017 – Resolution No. 05-03-2017



## ACKNOWLEDGEMENTS

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## INTRODUCTION

Junction City and Geary County stand alone with regard to areas of similar size in Kansas. As other communities have struggled to maintain populations and develop new economic opportunities, Junction City has grown as a vibrant center for housing, commerce, and employment. Geary County has experienced the most rapid population growth of any county in Kansas due to its strong center of employment at Fort Riley, nearby natural resources and amenities, excellent visibility along I-70, and racial and ethnic diversity unparalleled elsewhere in the state.

All of these aspects make for a vibrant region full of committed citizens with a deep attachment to their community. Recognition of these assets and the potential for creating an even stronger region motivated community leaders to undertake this comprehensive plan. The plan is designed to build on past successes through a detailed program of specific actions and concepts that will advance the economy of the region, improve the lives of its residents, and continue to secure its status as a regional and national destination.

## THE PURPOSE OF THE PLAN

The Comprehensive Plan is intended to be the most visible part of the planning process for a community, setting the direction for the future growth and development of the community.

This direction is developed through the official planning bodies of the community (the Metropolitan Planning Commission and respective governing bodies of the City and County), and their commitment to engage the local citizens in the planning process. This is a noble endeavor, but is one that can be difficult to effectively accomplish. However, the rewards of a successful participatory planning process can be felt within the community for years.

Human nature tends to focus on the present situation rather than take a structured look to the future. Citizen input and involvement are often shrouded in an atmosphere of perceived crisis. As a result, communities have a tendency to be reactionary rather than proactive in their decision-making process. The comprehensive planning process should provide the foundation for developing a proactive plan and vision for the community.

To allow planning to work for the community, it is important to understand what is involved in the planning process. The planning process can be summarized as:

- » analysis of existing conditions and characteristics
- » application of accepted planning principles
- » development of goals and objectives for the future
- » creation of policies to guide future decisions and actions

Because the Comprehensive Plan gives a long-range perspective for directing the future course of a community, it is beneficial to understand the plan's interrelationships. A lack of knowledge of the historical, sociological, economic, environmental, and psychological roots of a community can result in uninformed decisions based on perceptions which can have negative effects on the community. A clear understanding of existing conditions within Junction City and Geary County, coupled with a carefully structured set of goals and objectives, serve as the framework for the Comprehensive Plan. From this planning framework, policies for directing future land use and development decisions can be developed. Implementation of the plan might include such things as revising Zoning and Subdivision Regulations, expanding or modifying the code enforcement program, enhancing existing assistance programs and services, or establishing entirely new programs and services. All of these implementation actions would be intended to carry out the goals and objectives and implement the recommendations of the Comprehensive Plan.

## REASONS FOR ADOPTING THE COMPREHENSIVE PLAN

This plan is to be used by both public officials in guiding decisions dealing with proposed land use changes, funding of public programs and services, and investments in public facilities. Private citizens should rely upon the plan to guide private investments, offer some security in those investments, and build upon the assets of the community for the benefit of all. In particular, decisions such as where to locate new housing projects; determining the best location for new commercial and industrial developments; deciding which road improvements foster additional private investment in the community; and identifying where annexations might be in the best interests of the city, can all be guided by the plan. By following the policies and recommendations of the Comprehensive Plan it is possible to more efficiently control the cost of providing public services to the citizens of Junction City and Geary County.

While the final Comprehensive Plan will contain specific goals, objectives, policies, and recommendations for future action, it must be understood that the Comprehensive Plan is just a guide document based on existing conditions and current understandings of the trends and directions of public and private investments. These conditions, along with local concerns, priorities, and attitudes will change over the course of time and must be reviewed and incorporated into the plan on a periodic basis. Per Kansas statute, the plan must be reviewed annually by the Planning Commission. An annual comprehensive update is not necessary, rather the plan should be reviewed annually to identify accomplishments and yearly goals. To ensure that the plan remains current to the vision of the community, the City and County should not wait more than five to seven years to perform a full update.

Change may not occur as fast in Junction City or Geary County as it has in the recent past, but the pace at which change does occur, coupled with the impacts of regional and/or national trends, can be felt in Junction City and Geary County much faster than once was the case. A commitment by the City and County to make a strong planning program a major part of the local government process is vitally important in allowing the City and County to be responsive to change when it occurs. Such an effort, coupled with an active and informed Metropolitan Planning Commission, will allow this plan to remain a dynamic document that will consistently reflect local attitudes and concerns, and serve the City and County well into the future.

## LEGAL BASIS OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is authorized by state law. K.S.A. 12-741, et seq, and allows cities and counties to engage in Comprehensive Planning as a means to set the direction for the future growth and development of the community, in this case both the City of Junction City and rural Geary County. In particular, statutes state the preparation of the Comprehensive Plan, or an update thereto, is the responsibility of the Planning Commission, who shall: "...make or cause to be made comprehensive surveys and studies of past and present conditions and trends relating to land use, population and building intensity, public facilities, transportation and transportation facilities, economic conditions, natural resources and may include any other element deemed necessary to the comprehensive plan."

The statutes further state the proposed plan shall show the Planning Commission's "...recommendations for the development or redevelopment of the territory including: (a) The general location, extent and relationship of the use of land for agriculture, residence, business, industry, recreation, education, public buildings and other community facilities, major utility facilities both public and private and any other use deemed necessary; (b) population and building intensity standards and restrictions and the application of the same; (c) public facilities including transportation facilities of all types whether publicly or privately owned which relate to the transportation of persons or goods; (d) public improvement programming based upon a determination of relative urgency; (e) the major sources and expenditure of public revenue including long range financial plans for the financing of public facilities and capital improvements, based upon a projection of the economic and fiscal activity of the community, both public and private; (f) utilization and conservation of natural resources; and (g) any other element deemed necessary to the proper development or redevelopment of the area."

To the extent relevant, this update to the Comprehensive Plan for Junction City and Geary County address the above items.



## **IMPLEMENTATION OF THE COMPREHENSIVE PLAN**

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As a policy guide, the Comprehensive Plan has no regulatory authority, thus relying upon on a variety of implementation tools to carry out its intent. The two most recognized tools are Zoning Regulations and Subdivision Regulations. These are often supplemented by other “land development related” codes and regulations, such as locally adopted Building Codes, Property Standards Codes, and other similar local standards.

The Comprehensive Plan will also be implemented on an incremental basis over time as landowners and developers approach the City of Junction City and Geary County with development proposals and rezoning applications. These proposals and applications should be considered in relation to the goals, objectives and policies articulated within this plan. If consistent with the plan, the decisions of the City and County are presumed to be reasonable, but this does not preclude a decision different from the findings of the plan on a specific development proposal or application.

More detailed actions concerning implementation of this updated plan are found elsewhere within the plan itself.

## THE COMPREHENSIVE PLAN: APPROACH AND FORMAT

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The Junction City and Geary County Plan is organized into two sections. The first presents a snapshot of the city and county, analyzing existing human, economic, and physical conditions and growth needs. In the second section, the plan builds on this data and generates a community vision for the future, capitalizing opportunities for growth and enhancement. The plan weaves traditional plan elements, like land use, housing, infrastructure, and transportation, into an integrated development concept. A summary of the plan's organization follows:

### Section One

#### Junction City and Geary County Today: A Snapshot of Current Conditions and Future Needs

Part One of the plan reviews the current status of Junction City and Geary County in 2014, and provides the factual and analytical basis of the plan in three chapters:

##### **Chapter 1: Demographic and Economic Profile**

This chapter considers such variables as population characteristics, population growth forecasts, employment and income characteristics, and key housing factors.

##### **Chapter 2: Land Use and Development**

Chapter 2 considers development and land use patterns, densities, and projections of land needs to satisfy probable growth demand.

##### **Chapter 3: Public Facilities and Infrastructure**

The third chapter reviews key community investments in Junction City and Geary County, including the transportation network, parks and recreational facilities, public buildings, and infrastructure.

### Section Two

#### The Region Tomorrow: A Plan for Community Development

This section presents detailed strategies and recommendations that accommodate potential growth and direct development potential in ways that maximize community benefit.

##### **Chapter 4: Land Use Element**

The Land Use Element provides the foundation for the Junction City and Geary County Comprehensive Plan. This chapter details the future land use vision for both the city and county and establishes a framework for decision makers as they move forward.

##### **Chapter 5: Transportation Element**

The Transportation Element for Junction City and Geary County lays out a vision to meet current and future mobility needs while enhancing the character of the city's environment.

##### **Chapter 6: Housing & Neighborhoods Element**

Junction City's and Geary County's existing and future housing stock are critical to future growth and development and housing and neighborhood policy are recognized as particularly vital issues to the region. Therefore, this chapter is focused on the issues, policies, and programs that are most important to creating strong and stable neighborhoods.

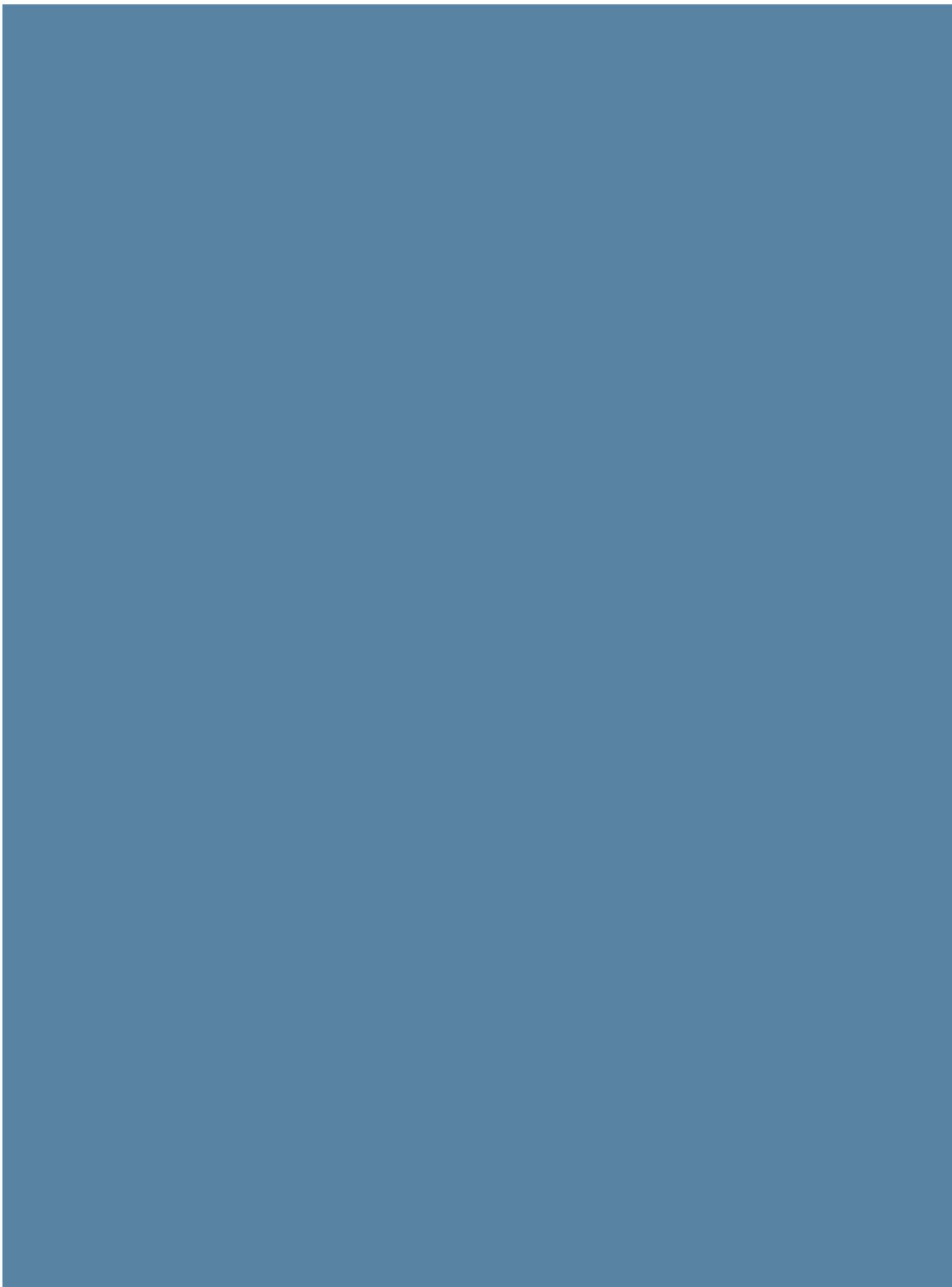
##### **Chapter 7: Community Building Element**

Chapter seven takes a closer look at the elements, beyond transportation and housing that create a cohesive land use plan and impact community quality. These include parks, economic development, and public facilities.

##### **Chapter 8: Implementing the Plan**

In the final chapter, the plan's recommendations are summarized and presented in an implementation schedule with preferred time frames and leadership responsibilities for executing individual projects and initiatives.







# section one

## Junction City and Geary County Today

The first section of this document reviews the current status of Junction City and Geary County in 2014. In doing so, it provides the factual and analytical basis of the plan in three chapters.





chapter **1**

# DEMOGRAPHIC AND ECONOMIC PROFILE

This chapter examines demographic and economic trends that will affect Junction City and Geary County. The analysis examines population and demographic dynamics, including future population, and important regional issues that will affect the quality of the city's environment. While many of these issues will focus on Junction City as the regional service center, the rural character of Geary County is not to be overlooked.

## POPULATION, THEN AND NOW

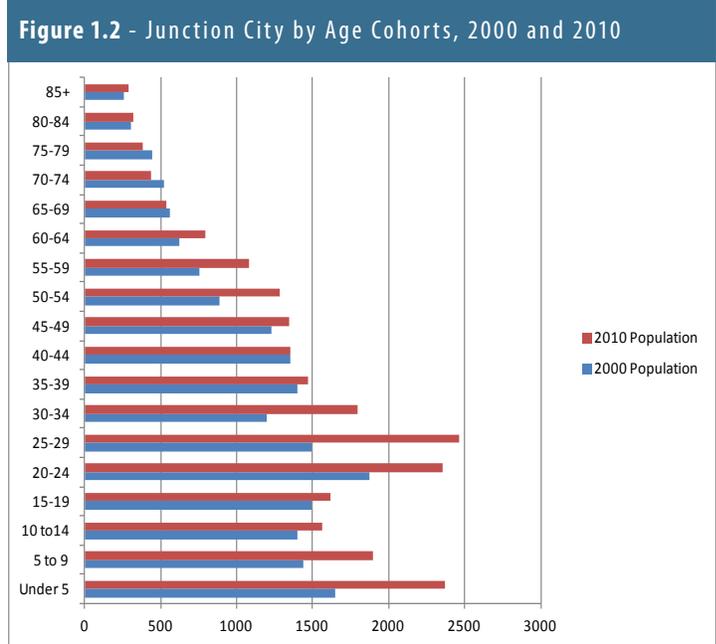
This discussion presents important changes in the characteristics and dynamics of Junction City and Geary County's population.

- » Junction City has experienced fluctuating rates of growth the past 40 years, with the strongest period of growth in the past decade.
- » Though rural areas of Geary County experienced a declining population between 1980 and 2000, the population has rebounded in the past decade.
- » Short-term population growth is related to changes at Fort Riley and should not necessarily be taken as indicators of a larger, ongoing trend.
- » There is potential for increased economic activity and population growth spurred by the National Bio and Agro-Defense Facility (NBAF) facility to be constructed at Kansas State University.

Figure 1.1 describes the trajectory of Junction City and Geary County's population since 1970. Junction City and Geary County's population has grown over the past 40 years, and the bulk of growth has come in the past decade. Significant population fluctuations have been driven by decisions about staffing at Fort Riley.

Despite changes to the operations at Fort Riley, it has served as a major employer in the region long before the current period of growth. Even during the farm crisis of the 1980s, as many rural communities lost population, Junction City maintained some degree of population growth and stability.

As the urban center of Geary County, Junction City has played a significant role in maintaining the economic strength of the region. The city's location on I-70, coupled with the employment center of Fort Riley, fueled much of this growth, while many other counties in the region have continued to experience long-term population declines.



There are some unique dynamics to the population of Junction City, which is heavily impacted by Fort Riley. Figure 1.2 shows the changes in age distribution across the population of Junction City, between 2000 and 2010 and reveals the significant 'clustering' of population in the 20-to-34-year-old cohorts. Typically, this kind of clustering would be seen in a city with a significant college. In this case, the clustering represents the large population of enlisted soldiers. Given that these are the ages during which people commonly have children, there is a corresponding clustering of young residents.

Figure 1.1 - Population Change for Junction City, Geary County, and other Cities

	1970	1980	1990	2000	2010	% Change 1960-2010	% Change 2000-2010	2000-2010 AGR	1970-2010 AGR
Junction City	19,018	19,305	20,642	18,886	23,353	51.7%	16.7%	2.15%	0.51%
Geary County	28,111	29,852	30,453	27,947	34,362	22.2%	23.0%	2.09%	0.50%
Manhattan	27,575	32,644	37,737	44,831	52,281	89.6%	16.6%	1.55%	1.61%
Salina	37,714	41,843	42,303	45,679	47,707	26.5%	4.4%	0.44%	0.59%
Hays	15,396	16,301	17,767	20,013	20,510	33.2%	2.5%	0.25%	0.72%
Dodge City	14,127	18,001	21,129	25,176	27,340	93.5%	8.6%	0.42%	-0.09%
Great Bend	16,608	16,608	15,427	15,345	15,995	-3.7%	4.2%	0.83%	1.66%
McPherson	10,851	11,753	12,422	13,770	13,155	21.2%	-4.5%	-0.46%	0.48%

Source: US Census, RDG Planning & Design

## POPULATION PROJECTIONS

Projecting the future population of the city and region is the first step in understanding the future demographic character of the area. Defining which population age groups are likely to change in the future can help inform future development patterns, infrastructure investments, and economic development decisions.

### PROJECTION MODELS

Using a natural population change model presents challenges in areas like Junction City and Geary County. The younger population generated by Fort Riley will distort the model based on the assumption that these younger residents will remain in the city and add to the future population through the formation of their own families. The effect of this population change can be seen in Figure 1.3.

**Figure 1.4 - Population Projection Scenarios for Junction City and Geary County**

Junction City	2010	2015	2020	2025	2030
.5% AGR	23,353	23,943	24,547	25,167	25,803
1% AGR	23,353	24,544	25,796	27,112	28,495
2% AGR	23,353	25,784	28,467	31,430	34,701
Natural Pop Change	23,353	24,461	25,435	26,150	26,685
Rural Geary County	2010	2015	2020	2025	2030
.5% AGR	5,171	5,302	5,435	5,573	5,713
1% AGR	5,171	5,435	5,712	6,003	6,310
2% AGR	5,171	5,709	6,303	6,959	7,684
Natural Pop Change	5,171	11,604	12,129	12,573	13,006
Total Geary County	2010	2015	2020	2025	2030
Junction City at 1%	23,353	24,544	25,796	27,112	28,495
Geary County at 0.5%	5,171	5,302	5,435	5,573	5,713
Fort Riley	5,838	5,838	5,838	5,838	5,838
<b>Total</b>	<b>34,362</b>	<b>35,684</b>	<b>37,069</b>	<b>38,523</b>	<b>40,046</b>

Source: US Census, RDG Planning & Design

**Figure 1.3 - Junction City Predicted Versus Actual Population Change**

	2000 Population	2010 Predicted	2010 Actual	Difference
0-15	4,490	4,323	5,827	1,504
15-19	1,490	1,437	1,618	181
20-24	1,876	1,393	2,358	965
25-34	2,691	3,337	4,255	918
35-44	2,756	2,662	2,825	163
45-54	2,119	2,693	2,626	-67
55-64	1,375	1,991	1,874	-117
65-74	1,084	1,172	980	-192
75-84	749	748	703	-45
85+	256	386	287	-99
<b>Total</b>	<b>18,886</b>	<b>20,143</b>	<b>23,353</b>	<b>3,210</b>

Source: US Census, RDG Planning & Design

An alternative approach is to apply an annual growth rate to the populations of the city and county, as a whole. The growth rates should be based on historic observations and community goals. Figure 1.4 illustrates different growth rate scenarios. Although recent trends indicate a 2% growth rate for Junction City, longer term trends suggest that a 1% annual growth rate is more appropriate to use for projections in the city. Populations in the county have remained more constant over the years especially when considering the nearly 6,000 people living on the post inside Geary County.

For the purposes of this report, and based on goals established by residents, it will be assumed that the population of Junction City will grow at 1% per year, that the county outside of Junction City and Fort Riley will grow at 0.5% annually, and that Fort Riley's population inside of Geary County will remain constant. This results in respective 2030 populations of 40,046.

Additionally, the prevalence of the military population in the economy of Junction City and Geary County makes for significant fluctuations in the retail, housing, and service markets, relative to periods of deployment activity. This is an inescapable variable in communities with a strong military presence.

## ECONOMIC FACTORS

This section examines key facts about the economy of the region. It will consider and evaluate issues such as employment, income distribution, the cost and occupancy of housing, and work-related commuting patterns.

### Labor Force

Junction City and Geary County have some unusual dynamics at play in their labor force. Namely, the presence of a major military installation and its role as the dominant employer in the area. Figure 1.5 illustrates the significant role the military plays as an employer in the region, accounting for over a quarter of Junction City's employment as well as a significant portion of employment in the rural areas of Geary County.

### Employment

Non-military employment can be assessed in two different ways. One is based on a resident's employment by occupation, while the other is based on a resident's employment by industry. Employment by occupation describes the kind of work a person does on the job as opposed to the type of industry an individual works in, which relates to the kind of business conducted by a person's employer. For example, a person might be an accountant (their occupation) for a major manufacturer (the industry).

Figures 1.6 and 1.7 examine Junction City's current employment trends through the lenses of occupation and industry, respectively.

**Figure 1.7 - Civilian Employment by Industry, 2010**

	Geary County (exclusive)	% of Total	Junction City	% of Total
Agriculture, Forestry, Fishing and Hunting	178	5.4%	27	0.3%
Mining, Quarrying, and Oil and Gas Extraction	255	7.8%	689	7.8%
Utilities	114	3.5%	1,041	11.7%
Construction	119	3.6%	155	1.7%
Manufacturing	460	14.1%	1,127	12.7%
Wholesale Trade	87	2.7%	309	3.5%
Retail Trade	50	1.5%	84	0.9%
Transportation and Warehousing	129	3.9%	323	3.6%
Information	204	6.2%	976	11.0%
Finance and Insurance	730	22.3%	1,881	21.2%
Real Estate and Rental and Leasing	129	3.9%	923	10.4%
Professional, Scientific, and Technical Services	150	4.6%	280	3.2%
Management of Companies and Enterprises	665	20.3%	1,071	12.1%
<b>Total</b>	<b>3,270</b>		<b>8,886</b>	

Source: US Census, RDG Planning & Design

**Figure 1.5 - Labor Force by Participation**

	Rural Geary County	% of Total	Junction City	% of Total
In labor force	4,807	100.0%	11,397	100.0%
Civilian labor force	3,560	74.1%	9,421	82.7%
Employed	3,270	91.9%	8,886	94.3%
Unemployed	290	8.1%	535	5.7%
Armed Forces	1,247	25.9%	1,976	17.3%

Source: US Census, RDG Planning & Design

**Figure 1.6 - Civilian Employment by Occupation, 2010**

	Geary County (exclusive)	% of Total	Junction City	% of Total
Management, business, science, and arts	1,345	41.1%	3,857	31.7%
Service	330	10.1%	2,248	18.5%
Sales and office	823	25.2%	2,958	24.3%
Natural resources, construction, and maintenance	349	10.7%	1,016	8.4%
Production, transportation, and material moving	423	12.9%	2,077	17.1%
<b>Total</b>	<b>3,270</b>		<b>12,156</b>	

Source: US Census, RDG Planning & Design

**Figure 1.8 - Income Distribution for Households by Percentage**

	Less than \$15,000	\$15,000 - \$24,999	\$25,000 - \$34,999	\$35,000 - \$49,999	\$50,000 - \$74,999	Over \$75,000	2010 Median Income
Junction City	12.3%	11.1%	14.3%	20.5%	23.1%	18.7%	\$44,058
Geary County	11.5%	10.2%	12.5%	20.5%	22.8%	21.4%	\$45,559
Manhattan	23.0%	14.0%	10.6%	14.0%	17.9%	20.5%	\$36,630
Salina	13.1%	14.0%	13.6%	18.1%	19.1%	22.1%	\$42,027
Hays	17.2%	13.3%	12.4%	14.5%	18.5%	24.1%	\$44,227
Great Bend	13.4%	12.4%	15.0%	20.2%	16.7%	22.3%	\$42,293
McPherson	11.8%	10.7%	11.1%	11.6%	19.6%	35.3%	\$53,041

Source: US Census, RDG Planning & Design

While, of course, the most significant employer in the region is the US Military, the city's job market has a broad range of occupations reflecting a diverse economy. The larger, non-military, sectors include:

- Management occupations
- Sales and office occupations
- Service occupations

When viewed from the standpoint of industry, that is to say, the types of firms at which residents work, the Geary County area is a significant center for the following fields:

- Utilities
- Manufacturing
- Information
- Finance and insurance
- Management

## Income Distribution

Figure 1.8 illustrates the income distribution for Junction City, Geary County, and similar cities around the region. These income distributions represent the five-year estimates generated by the American Communities Survey program of the US Census Bureau.

Junction City and Geary County had similar median household incomes of \$44,058 and \$45,559 respectively. For comparison the state of Kansas had a median income of \$47,840. This places incomes on par with most other regional destinations, though significantly higher than incomes in Manhattan (which are likely influenced by a large student population) and lower than those in McPherson. The data would also appear to indicate that many of the county's highest income earners live outside of Junction City.

## Retail Sales

The strength of a community as a center of commerce for its region can in part be assessed through a comparison of its total retail sales relative to its local consumer demand. In the event that sales outstrip demand, this indicates that there is an inflow of dollars from the surrounding communities. Figure 1.9 compares consumer demand to retail sales based on data generated by Claritas, a market research firm.

In 2012, \$4.7 million dollars of goods were bought by residents of Junction City from establishments outside of the city. This loss of retail sales can occur for either qualitative or quantitative reasons. In a quantitative cause, consumers simply do not have access to the goods or services they are seeking in their own communities. When retail dollars are being attracted by a qualitative cause, consumers choose to bypass a more convenient equivalent option for a higher quality experience or better perceived value. Of course these causes are far from mutually exclusive, but they provide a framework with which to understand basic regional consumer decision-making and behavior.

**Figure 1.9 - Retail Analysis (excluding vehicle sales), 2012**

	Retail Sales	Consumer Demand	(Gap) or Surplus
Junction City	\$288,685,578	\$293,446,101	(\$4,760,523)
Geary County	\$373,812,237	\$420,629,718	(\$46,817,481)
Geary Co. outside Junction City	\$85,126,659	\$127,183,617	(\$42,056,958)
Manhattan	\$803,501,920	\$799,653,072	\$3,848,848
Salina	\$726,952,433	\$624,540,873	\$102,411,560
Hays	\$318,031,008	\$295,585,409	\$22,445,599
Great Bend	\$222,304,894	\$207,990,649	\$14,314,245
Dodge City	\$284,886,373	\$306,834,800	(\$21,948,427)
McPherson	\$152,434,153	\$189,368,927	(\$36,934,774)

Source: Claritas, Inc.

## COMMUTING PATTERNS

### Mode of Transportation

Figure 1.10 compares methods of commuting to and from work in Junction City, Geary County, and other communities.

The methods of transportation used by residents of Junction City and Geary County are similar to their counterparts across the region and state, except in one regard. A relatively high percentage of residents reported getting to work on foot or by 'other' means, which includes bicycling. This is important to note when considering the city's overall transportation system and the diverse ways residents move around the city.

**Figure 1.10 -Travel Mode and Time to Work in Junction City, Geary County, and other Communities**

	Drove Alone	Carpooled	Public Transportation	Walked	Other	Worked at Home	Mean Travel Time to Work
Junction City	83.3%	10.6%	0.0%	1.8%	3.9%	0.5%	15.7
Geary County	81.1%	11.3%	0.0%	2.0%	3.1%	2.5%	16.4
Manhattan	71.4%	8.2%	0.3%	11.5%	1.7%	7.0%	15.2
Salina	81.7%	9.7%	0.3%	2.5%	2.7%	3.1%	14.3
Hays	82.2%	9.0%	0.5%	4.0%	1.3%	3.0%	11.3
Great Bend	79.3%	14.2%	0.9%	2.3%	1.4%	1.8%	14.2
McPherson	84.6%	6.5%	0.0%	2.8%	2.8%	3.2%	11.0
Kansas	81.3%	9.8%	0.5%	2.5%	1.5%	5.5%	18.9

Source: US Census Bureau

**Figure 1.11 - Housing Occupancy and Value Indicators, Junction City 2000-2010**

	2000	2010	Change 2000-2010	%Change 2000-2010
Total Housing Units	8,740	10,480	1,740	19.9%
Owner Occupied Units	3,894	4,540	646	16.6%
% Owner Occupied Units	52.0%	49.7%		
Renter Occupied Units	3,598	4,594	996	27.7%
% Renter Occupied Units	48.0%	50.3%		
Vacant Units	1,248	1,346	98	7.9%
Vacancy Rate	14.3%	12.8%		
Median Value	\$65,400	\$109,400	\$44,000	67.3%
Median Contract Rent	\$457	\$731	\$274	60.0%

Source: US Census Bureau

Although Junction City lacks a comprehensive trail system, the city has a higher percentage of people walking, or taking other means, to work. A tight historic development pattern and good pedestrian access can influence the percentage of residents walking or biking to work. Additionally, the lack of public transportation might also influence the willingness or necessity of people to walk or bike to work. Connecting pedestrian, bicycle, and transit is a cost effective way for people to travel around the city and opens up transportation options to those who do not have access to cars, like students and seniors.

## Travel Time to Work

Another way of evaluating how an area's transportation system works is on the basis of travel time to work. Travel times in Junction City and Geary County are slightly higher than those in other comparison communities. In 2010, the average commute time for Junction City resident was slightly less than 16 minutes. This suggests that a large number of residents work within or nearby the community, a conclusion which is supported by data from the US Census Bureau's Local Employment Dynamics program.

This is an interesting metric to consider, as travel time can be used as a rough proxy for the distance between home and work for an employee. As energy prices continue to increase, transportation expenses play an increasingly significant role in a household's cost of living.

Travel time to and from work can have an impact on overall quality of life. Time spent in transit is time that is not available for either economically productive activity or recreation and relaxation. A difference of five minutes in travel time each way (to and from work) equates to 50 minutes each week, or 41.6 hours a year.

## HOUSING

A city's housing market can be an important component of its overall economy. The interconnection between population trends, income and employment, and housing stock are essential to understanding the city's economy.

### Occupancy and Construction

Figure 1.11 compares changes in a range of housing indicators between 2000 and 2010. Housing units have experienced strong growth over the past decade, adding 1,740 units or nearly 20% to the housing stock.

- » Renter-occupied housing units have been developed significantly faster than owner-occupied units over the past 10 years. This is a trend seen in many places in the United States as financing standards became more stringent. This trend will likely continue for the next few years as young millenials establish their own households.
- » Housing demand in Junction City is heavily influenced by the market interest of military personnel. This trend is likely to continue. Housing on-post is operating at capacity and many families will choose to live in the communities of Junction City and Geary County.
  - Significant housing demand fluctuations due to station assignment and deployment will continue, especially in the rental market, which is more suited to the needs of younger enlisted soldiers and their families.
- » Vacancy rates in Junction City can easily fluctuate from year to year, impacted mostly by deployment of military personnel. It is often important that the city has what would appear to be an overstock in housing so as to control costs and quality during times of high demand.

**Figure 1.12 - Junction City Construction Activity, 2006-2013**

	2006	2007	2008	2009	2010	2011	2012	2013*	Total	Average	people/HH	Total
Single Family	573	508	176	174	132	110	112	47	1832	229	2.49	4562
Duplex	296	140	82	0	6	12	0	0	536	67	2.49	1335
3-4 Family	160	204	0	0	7	15	0	0	386	48	2.49	961
Other Multi-Family	562	650	209	12	84	52	0	0	1569	196	1.96	3075
<b>Total</b>	<b>1591</b>	<b>1502</b>	<b>467</b>	<b>186</b>	<b>229</b>	<b>189</b>	<b>112</b>	<b>47</b>	<b>4323</b>	<b>540</b>		<b>9933</b>

Source: City of Junction City

\*2013 data is through September of the year

» Following a period of aggressive housing development, construction has retrenched. (Figure 1.12). The levels experienced in 2006 and 2007 were likely anomalies but Junction City has the potential to support a strong construction market.

### Value and Affordability

Figures 1.13 and 1.14 (see next page) present different ways to assess housing affordability for Junction City and other comparable regional communities.

- » The housing market in Junction City, while supporting a significant amount of development over the past six years, has remained fairly affordable to the median household income.
- » Housing outside of Junction City, in rural Geary County is less affordable to the median income of that population.
  - This could speak to the nature of the housing in these rural areas which tend to have larger lots and more on-site infrastructure necessary to support them.
- » Junction City's largest housing deficit is among the lowest cost housing. Several factors should be noted:
  - A significant amount of recent housing production has focused on ownership units and market-rate rental housing. Many of these units are not affordable to lower incomes.
  - Seniors on fixed incomes may fall within this income range but live in higher price point housing units that are not encumbered by a mortgage.

### Understanding Housing Affordability

An affordable, self-sustaining housing market, with adequate value to revenues to support new market-rate construction, typically has a value to income ratio between 2.5 and 3.

- » Markets with ratios below 2.0 are undervalued relative to income.
- » Markets with ratios above 3.0 exhibit significant affordability issues.

**Figure 1.13 - Income to Value Ratio**

	Median Income	Median Home Value	Value to Income Ratio
Junction City	\$44,058	\$109,400	2.48
Geary County	\$45,559	\$118,600	2.60
Geary Co. outside Junction City	\$49,415	\$148,350	3.00
Manhattan	\$36,630	\$163,800	4.47
Salina	\$42,027	\$109,700	2.61
Hays	\$44,227	\$137,400	3.11
Dodge City	\$43,994	\$84,000	1.91
Great Bend	\$42,293	\$73,700	1.74
McPherson	\$53,051	\$114,100	2.15

Source: US Census Bureau

**Figure 1.14 - Housing Affordability in Junction City**

Income Range	% of Median Income	# of Households Affordable in Each Range	Affordable Range for Owner Units	# of Owner Units	Affordable Range for Renter Units	# of Renter Units	Total Affordable Units	Balance
\$0-25,000	0-57%	2,790	\$0-50,000	344	\$0-400	1569	1913	-877
\$25,000-49,999	58-113%	2,459	\$50,000-99,999	860	\$400-800	2542	3402	943
\$50,000-74,999	114-170%	1,690	\$100,000-149,999	1428	\$800-1250	436	1864	174
\$75-99,999	171-226%	979	\$150,000-200,000	1037	\$1250-1500	17	1054	75
\$100-150,000	227-339%	848	\$200-\$300,000	568	\$1500-2500	30	598	-250
\$150,000+	Over 339%	368	\$300,000+	303	\$2500+	0	303	-65
<b>Total</b>		<b>9,134</b>		<b>4,540</b>		<b>4,594</b>	<b>8,831</b>	

Source: US Census Bureau, RDG Planning & Design

## CONCLUSIONS

This analysis of demographic and economic features of Junction City leads to the following conclusions:

- » Given the location of a major military installation nearby as well as its role as a center of local government and commerce, Junction City is a significant player in the underlying economics of its region.
- » Recent changes in the operations of Fort Riley, most notably the relocation of the First Infantry Division, have had a significant effect on the population of both Junction City and the surrounding rural areas of Geary County.
  - With this transition complete, changes in population may now reflect the degree to which the units stationed at Fort Riley are deployed.
  - At this time it is also assumed that additional housing will not be constructed on base. Although new units may be constructed, it is likely they will only replace existing older units.
- » The population of Junction City and its surrounding rural areas will continue to see growth in the coming years, though not at the rates seen in the past five years.
  - The population of Junction City is assumed to grow to 28,495 by 2030 while the areas of the county outside Junction City and Fort Riley will grow to 5,713. When the fort's population of 5,838 is included, the county total projected population in 2030 is 40,046 (see Figure 1.4).
  - This growth will maintain demand for new residential development in a variety of settings and styles.
- With Fort Riley located in both Geary and Riley counties, this population does not fully reflect the population demanding services. There almost 2,000 more people living on post in housing developments in Riley County.
- Although the most significant employer in the region is the US Military, Junction City remains a robust center for employment which is home to a wide range of industries.
- » In 2012, \$4.7 million dollars of goods were bought by residents of Junction City from establishments outside of the city. These dollars were likely spent either at the post commissary or in Manhattan.





chapter **2**

# LAND USE AND DEVELOPMENT

Land use is typically the central element of a comprehensive plan because it establishes the overall physical configuration of the city – the mix and location of uses and the nature of community systems that support them. This chapter reviews existing patterns of development, potential market needs, and the character of the natural environment.

## HISTORIC CONTEXT

The area of Junction City was known to be a favorable site for human settlement long before the establishment of the city itself. Evidence of Native American encampments from well before the arrival of European settlers suggests the value that later visitors to the area would find in its topography and abundance of natural resources.

The history of Junction City and Geary County has been inextricably linked to the military. The creation of a permanent military outpost near the confluence of the Republican and Smoky Hill Rivers was first suggested in a report by Colonel T.T. Fauntleroy in 1852. By the end of 1853, Camp Center - later renamed Fort Riley - was established.

After several ill-fated attempts at founding a city to support the operations of Fort Riley, Junction City was founded in 1857 by a group of settlers who had staked claims in the surrounding area. Development rapidly followed and, within a year, the city featured 30 houses, a general store, a 'handsome saloon', a boarding house, a wagon shop, a blacksmith, and a printing shop. By 1859 the city was incorporated by a special act of the Kansas Territorial Legislature.

### Land Use Patterns

Several periods of physical development are clear in the urban fabric of Junction City. The historic rectilinear grid, as originally platted can still be easily identified in the core of the city. This grid was extended in modular fashion for much of Junction City's early history and includes the downtown and civic center of the city as well as many early neighborhoods. This pattern consists of blocks measuring approximately 460 feet by 300 feet with street right of ways measuring between 80 and 90 feet, a width greater than most other Midwestern communities. In many cases, the blocks are bisected by a rear alleyway running roughly along the longer axis. This pattern of development is common to the period of urban development when a fair amount of daily needs were still accessible by foot.

As the automobile came to play a more significant role in the daily life of the average American, new patterns of development began to emerge. In a residential context, the new dominance of the automobile manifested in the form of repeated curvilinear streets, reminiscent of the tract housing developments of Levitt and Sons and front loaded garages. In terms of retail developments, this new reliance on the car had several impacts both on the format of retail establishments and the physical form of Junction City.



The additional personal mobility of the car meant that retailers could draw customers from a larger area and hence, required larger footprints for their stores. Likewise, because the consumers they hoped might patronize their establishments were now behind the wheel of a car and moving much more quickly, retail signage became larger and businesses started to create 'branded' architectural forms and ornamentation, essentially turning the entire store into a billboard for the establishment.

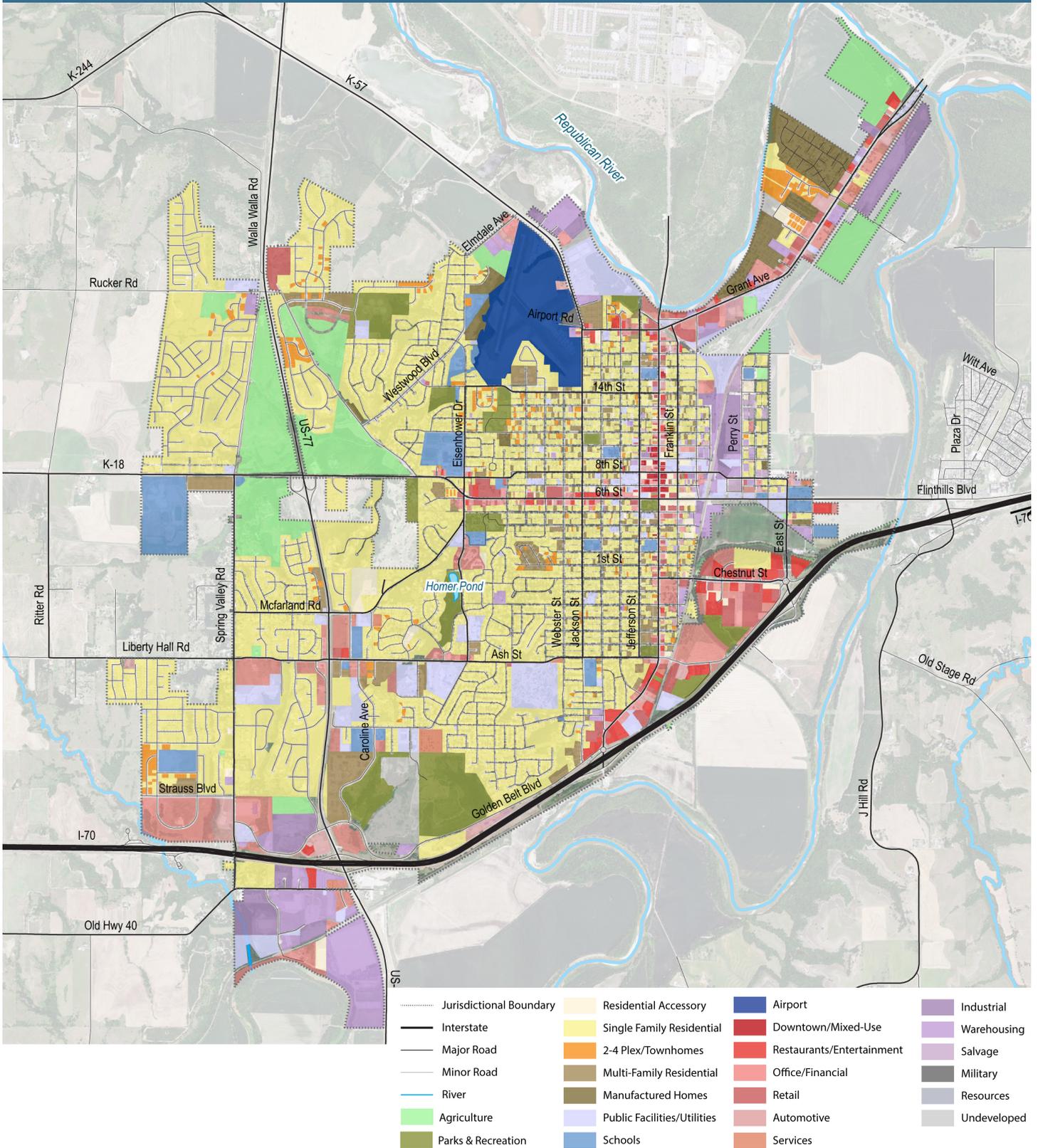
The concentration of this new style of retail along major automobile routes created the 'automobile-oriented retail corridor' of the present. In Junction City this pattern of development is most common along West 6th Street and Grant Avenue, as well as North and South Washington Street as it connects the city center with Interstate 70.

The most contemporary pattern of residential development can be experienced in the southwestern and northwestern quadrants of the city, where the curvilinear network gives way to the curves and cul-de-sacs associated with contemporary suburbia. Unlike other residential districts within Junction City, these areas are not served by rear alleyways. This residential pattern roughly coincides with the advent of the grocery anchored retail-strip center and big-box stores.

In a few instances, recent residential developments have begun to imitate the interconnected rectilinear grid of previous development styles, most notably in newer developments in the western reaches of Junction City. While these developments suggest the form of an earlier age of land development, the discontinuity between their gridded pattern of blocks and the balance of the city negates some of the value of such a street network.

Map 2.1 illustrates development patterns and their associated land uses.

Map 2.1 - Land Use in Junction City, Kansas



Source: Geary County; RDG Planning & Design, 2013

## LAND USE CHARACTERISTICS - JUNCTION CITY

Figure 2.1 shows how land is used within Junction City while Figure 2.2 compares land use in Junction City to peer communities. The land use characteristics of Geary County are analyzed later.

### Residential Uses

- » Like many communities, residential land uses account for a significant portion of the land within Junction City. In fact, 40% of developed land within city limits is used for residential development.
- » While Junction City offers a range of housing choices, varying in format and scale from single-family houses to townhomes and apartments, the majority of residential land is developed at lower-density styles.
- » Over the years Junction City’s residential development has grown in a fairly contiguous pattern and with a density roughly in line with those found in comparable Midwestern cities. Residential density is a significant variable in land use because a tighter development pattern frequently results in more efficient use of infrastructure and city services.

### Commercial Uses

- » Relative to other comparable communities, Junction City has a greater percentage of its developed area dedicated to commercial uses, suggesting its importance as a secondary regional center of retail and employment. This is supported by its proximity and access to Interstate 70, as well as by the stability of economy afforded by the presence of Fort Riley.
- » Outside of the downtown core, the majority of retail development has taken place along the West 6th, South Washington, Grant Avenue, and East Chestnut corridors with the more concentrated areas adjacent to Interstate 70.
- » Grant Avenue has traditionally offered a variety of commercial services reflecting the ethnic diversity that soldiers from the fort bring to the city.

### Industrial Uses

- » Junction City has a limited amount of large scale industrial or manufacturing business, however there are some notable concentrations of industrial and light industrial activity. As in many cities, these areas of activity correlate to the presence of and service derived from transportation networks and other significant infrastructure assets.
- » The most significant concentration of industrial activity in Junction City is located in its southwestern corner, adjacent to the interchange between US 77 and Interstate 70.

» Additionally there is a corridor of smaller-scale industrial activities that borders the railroad tracks, at the eastern edge of Junction City’s downtown district. Historically, this area might have hosted businesses that related directly to the railroad, the grain elevator being a notable continuing example. Presently, this corridor is home to a variety of industrial businesses ranging from light fabrication and logistics facilities to junk yards.

» As Junction City looks to expand opportunities for industrial development, it will be crucial to select locations judiciously. Some important considerations include the relative advantages available to businesses from the standpoint of access to infrastructure as well as the ability of the site to mitigate impacts on surrounding residential and commercial development.

**Figure 2.1 - Land Use in and nearby Junction City, Kansas**

	City of Junction City	
	Acres	% Of Developed Land
<b>Residential</b>	<b>2,273.78</b>	<b>40.0%</b>
Rural Residential	379.63 (6.7%)	
Single-Family Residential	988.17 (17.4%)	
Small Lot Single-Family Residential	450.52 (7.9%)	
Assisted Living	2.03 (0.1%)	
Multi-Family	310.36 (5.5%)	
Manufactured home	143.08 (2.5%)	
<b>Commercial</b>	<b>453.06</b>	<b>8.0%</b>
<b>Industrial</b>	<b>313.80</b>	<b>5.5%</b>
General Industrial	313.46 (5.5%)	
Ag Industrial	0.34 (0.0%)	
<b>Civic</b>	<b>989.79</b>	<b>17.5%</b>
School	160.55 (2.8%)	
Public Facilities and Utilities	345.17 (6.1%)	
Other Civic Uses	135.21 (2.4%)	
Parks and Rec.	339.26 (6.0%)	
Golf Courses	9.60 (0.2%)	
<b>Total Developed (Non ROW) Land</b>	<b>4,030.43</b>	<b>71.1%</b>
<b>Transportation</b>	<b>1,640.22</b>	<b>28.9%</b>
<b>Total Developed Land</b>	<b>5,670.65</b>	<b>100.0%</b>
Agriculture and Open Space	638.97	
Vacant Urban Land	796.88	
<b>Total Area</b>	<b>7,106.50</b>	

Source: Junction City/Geary County, 2014

» Close consideration should be given to the site design and layout of new industrial facilities. Because these facilities are often visible from heavily traveled roads, their appearance makes an important statement about the community and the level of value it places on creating a quality built environment for its residents.



## Public and Semi-Public Uses

Junction City has all the amenities expected in a city of its size, such as parks, a system of public schools, and a hospital. Additionally, Junction City features significant transportation facilities, institutions and cultural destinations. These include:

- Junction City Municipal Airport. This 188-acre facility features three runways; two grass and one asphalt. It does not presently support commercial service.
- Geary Community Hospital. This facility serves both Junction City and the surrounding rural areas. The facility is set on a 22-acre campus.



Figure 2.2 - Land Use in Junction City and other Regional Cities

% of Developed Area	Junction City	Hays, KS	Papillion, NE	Kearney, NE	Cedar Falls, IA	Ottumwa, IA	39 City Average
Residential	40%	35.8%	35.5%	35.2%	38.5%	38.5%	36.2
Commercial	8.0%	9.8%	8.4%	8.9%	4.8%	4.4%	6.7
Industrial	5.5%	8.0%	0.7%	4.9%	8.4%	21.6%	7.5
Civic	11.3%	17.3%	8.6%	14.2%	16.8%	5.0%	15.1
Parks/Rec./Golf Course	6%	4.2%	24.1%	9.8%	9.1%	7.2%	9.2
Transportation	28.9%	25.9%	22.7%	27.0%	22.4%	23.3%	25.4
<b>Acres Per 100 People</b>							
Residential	9.74	7.61	7.39	7.36	11.80	14.90	9.04
Commercial	1.94	2.13	1.74	1.85	1.50	1.71	1.49
Industrial	1.34	1.74	0.15	1.01	2.60	8.37	2.31
Civic	2.74	3.77	1.78	2.96	5.20	1.94	4.17
Parks/Rec	1.49	0.92	5.02	2.06	2.80	2.78	2.75
Transportation	7.02	5.46	4.72	5.64	6.90	9.04	6.37
Total Developed Area	24.28	12.81	20.80	20.88	30.80	38.74	26.41

Source: RDG Planning and Design

## FUTURE LAND NEEDS

### Housing Projection

Population and development projections help guide forecasts of land consumption needs during the planning period under normal conditions.

Figure 2.3 assumes that residential development will continue to meet the demands of a growing population.

The housing development projection is also based on a number of assumptions which stem from the existing conditions in the housing market and are adjusted to follow historic trends and market dynamics. For instance, the vacancy rate in Junction City was 12.8% (Figure 1.11), which is high by historic standards. That is anticipated to slowly decline as outdated residential units are rehabilitated. The number of people in each household is expected to decline nominally, and Junction City is anticipated to remove five residential units each year from its housing stock either through removal of deteriorated units or conversion to other uses.

### Residential Land Needs

Supportable community development will involve a rate of housing development based on reasonable market demand as well as continued maintenance of the city’s existing housing stock. In addition, the end of subprime mortgage instruments, tighter underwriting standards, greater consumer conservatism, and the potential for a slightly more transient population of servicemen and women stationed at Fort Riley, are likely to increase the demand for both rental housing and smaller and more efficient ownership alternatives.

Figure 2.4 calculates residential land demand based on the following factors:

- » New construction will be based on the following distribution: 50% single-family detached; 10% single-family attached or townhome; 40% multi-family
- » Average gross residential densities will be three units/acre for single-family detached; six units/acre for single-family attached or townhomes; and 12 units/acre for multi-family.
- » Land designated for residential development during the planning period will be twice the area needed for actual construction to provide market choice and prevent artificial inflation of land cost.

To support the land economics of residential development, it is important that options are available for development and, therefore, it is recommended that land designated for development is double the projected demand. This projection indicates the need for 476 acres for residential land development between 2014 and 2033 and therefore, approximately 951 acres should be designated over the next 20 years (Figure 2.4).

There are a large number of previously platted and prepared residential lots as well as a number of vacant 'infill' sites that can accommodate projected growth. The location and distribution of vacant lots currently zoned for residential use is identified in Map 2.2. These areas, which total 1,355 platted lots across 351.9 acres, should be sufficient to meet the near-term needs for residential land development in Junction City at the more moderate, stable growth rate projected for the city. They, along with any additional lands required, will be identified in the future land use concept (Map 4.1).

**Figure 2.3 -Projected Housing Development Demand**

	2013	2014-2023	2024-2033	Total
Population at the End of Period	24,068	26,586	29,367	
Household Population at End of Period	23,809	26,300	29,052	
Average People/Household	2.53	2.51	2.50	
Household demand at End of Period	9,427	10,476	11,642	
Projected Vacancy Rate	12.8%	11.3%	9.8%	
Unit Needs at End of Period	10,811	11,811	12,906	
Replacement Need		50	50	50
Cumulative Need		1,049	1,146	2,195
Average Annual Construction		105	115	110

Source: RDG Planning & Design, 2013

**Figure 2.4 -Required Residential Land**

2014-2023	% of Demand	Units	Gross Density	Land Needs	Designated Land (x2)
Single Family Detached	50%	525	3	174.9	350
Single Family Attached	10%	105	6	17.5	35
Multi-family	40%	420	12	35.0	70
<b>Total</b>	<b>100%</b>	<b>1,049</b>		<b>227</b>	<b>455</b>
<b>2024-2033</b>					
Single Family Detached	50%	573	3	191.0	382
Single Family Attached	10%	115	6	19.1	38
Multi-family	40%	458	12	38.2	76
<b>Total</b>	<b>100%</b>	<b>1,146</b>		<b>248</b>	<b>497</b>
<b>Total 2014-2033</b>		<b>2,195</b>		<b>476</b>	<b>951</b>

Source: RDG Planning & Design, 2013

Map 2.2 - Vacant Urban Land in Junction City, Kansas



Source: Geary County; RDG Planning & Design, 2013

## Commercial and Industrial Land Needs

A growing population needs additional commercial services, a key part of Junction City’s economic development strategy. While this plan does not include a retail market analysis, adequate commercial space should be identified to meet market demands. That said, designating too much commercial land can produce inefficient land patterns, requiring customers to travel greater distances. Instead, commercial developments should be located closer to customers and be designed to encourage active transportation modes such as pedestrian, bicycle, and potentially public transportation.

The demand for future industrial land is linked to opportunity and recruitment, rather than exclusively to population growth. A single major corporate decision can dramatically increase (or decrease) the projected industrial demand in a community. In addition, a decision by the city to pursue industrial development aggressively can affect industrial land needs.



Despite these differences, similar projection methods are used to predict future commercial and industrial land needs. For Junction City, the two methods used are:

» **Population proportion.** This method relates land needs to population projections. It assumes that the absolute amount of commercial or industrial land per 100 people will remain relatively constant and that new development will grow in proportion to population growth.

» **Residential use proportion.** This assumes a constant relationship between the amount of land used for residential and commercial purposes, thereby relating commercial and industrial growth rates to residential development rates.

**Figure 2.5 - Required Commercial Land**

Population Proportion Method	2013	2014-2023	2024-2033	Conversion Need	Designated Land (x1.5)
Projected Population	24,068	26,586	29,367		
Comm Use/100 res.	1.94	1.94	1.94		
Projected Commercial Use (acres)	453	516	570	117	175
<b>Residential Use Proportion Method</b>					
Residential Land (acres)	2,274	2,501	2,749		
Commercial/Residential Ratio	0.20	0.20	0.20		
Projected Commercial Use (acres)	453	498	548	95	142

Source: RDG Planning & Design, US Census Bureau

**Figure 2.6 - Required Industrial/Business Park Land**

Population Proportion Method	2013	2014-2023	2024-2033	Conversion Need	Designated Land (x3)
Projected Population	24,068	26,586	29,367		
Industrial Use/100 res.	1.34	1.34	1.34		
Projected Industrial Use (acres)	314	357	395	81	242
<b>Residential Use Proportion Method</b>					
Residential Land (acres)	2,274	2,501	2,749		
Industrial/Residential Ratio	0.14	0.14	0.14		
Projected Industrial Use (acres)	314	345	379	66	197

Source: RDG Planning & Design, US Census Bureau



Figure 2.5 compares the results of these methods for commercial uses and suggests a hard demand for 95-117 acres of commercial land during the next 20 years. Common land use planning practice is to designate 1.5 times the “hard demand” for commercial land. Thus, for planning proposes the city should designate between 142 and 175 acres of land for future commercial development. Junction City currently has 158.6 acres of vacant land that is zoned for commercial use. Given the existing investment in infrastructure and site preparation, the bulk of new commercial development should be directed to these lands. That said, some nominal new lands might be in demand to suit specific development concepts or business types. Taking the approach of first 'using what the city already has' will allow for economic development with limited infrastructure costs.



Figure 2.6 calculates additional industrial land needs for Junction City. Based on increasing population and residential use proportion methods described above, Junction City should be able to absorb between 66 and 81 acres of new industrial land over the coming 20 years. In order to provide maximum flexibility, the land use plan should designate about three times this demand or 200 to 240 acres for industrial and business park uses.

Junction City currently has 91.1 acres of vacant land zoned for industrial use. While many of these areas can, and should, be placed back into service when the opportunity arises, additional lands for industrial development should be identified, in order to support a robust program of new business recruitment.



## OTHER NEIGHBORING COMMUNITIES

There are two small communities located in Geary County (Map 2.3) . Given their small stature, it is tempting to merely include them as a subset of the county. However, each has unique land use characteristics and potential for future growth and development.



### Grandview Plaza

Grandview Plaza is the second largest city in Geary County, with a population of 1,560 as of the 2010 census. Like Junction City it has experienced significant residential growth over the past decade related to staffing changes at Fort Riley.

As in many cities of this size and character, the majority of land in Grandview Plaza is used for residences. Given its proximity to the major employment and commercial centers, the relatively low percentage of land used for commercial and industrial purposes is not surprising - residents simply shop and work elsewhere.

**Figure 2.7 -Land Use in Grandview Plaza, KS**

	Acres	Percent
Residential	224.4	40.5%
Commercial	44.8	8.1%
Industrial	16.0	2.9%
Civic	28.1	5.1%
Agricultural	63.0	11.4%
Vacant	0.2	0.0%
Transportation	178.2	32.1%
<b>Total</b>	<b>554.7</b>	

Source: RDG Planning & Design, US Census Bureau



### Milford

Milford is a small community to the north of Junction City, on the shores of Milford Lake. Its population is small, numbering only 530 residents as of the 2010 census. Though it is a fully functioning city, recreational and civic spaces make up a significant component of land uses in Milford.

### Milford Lake

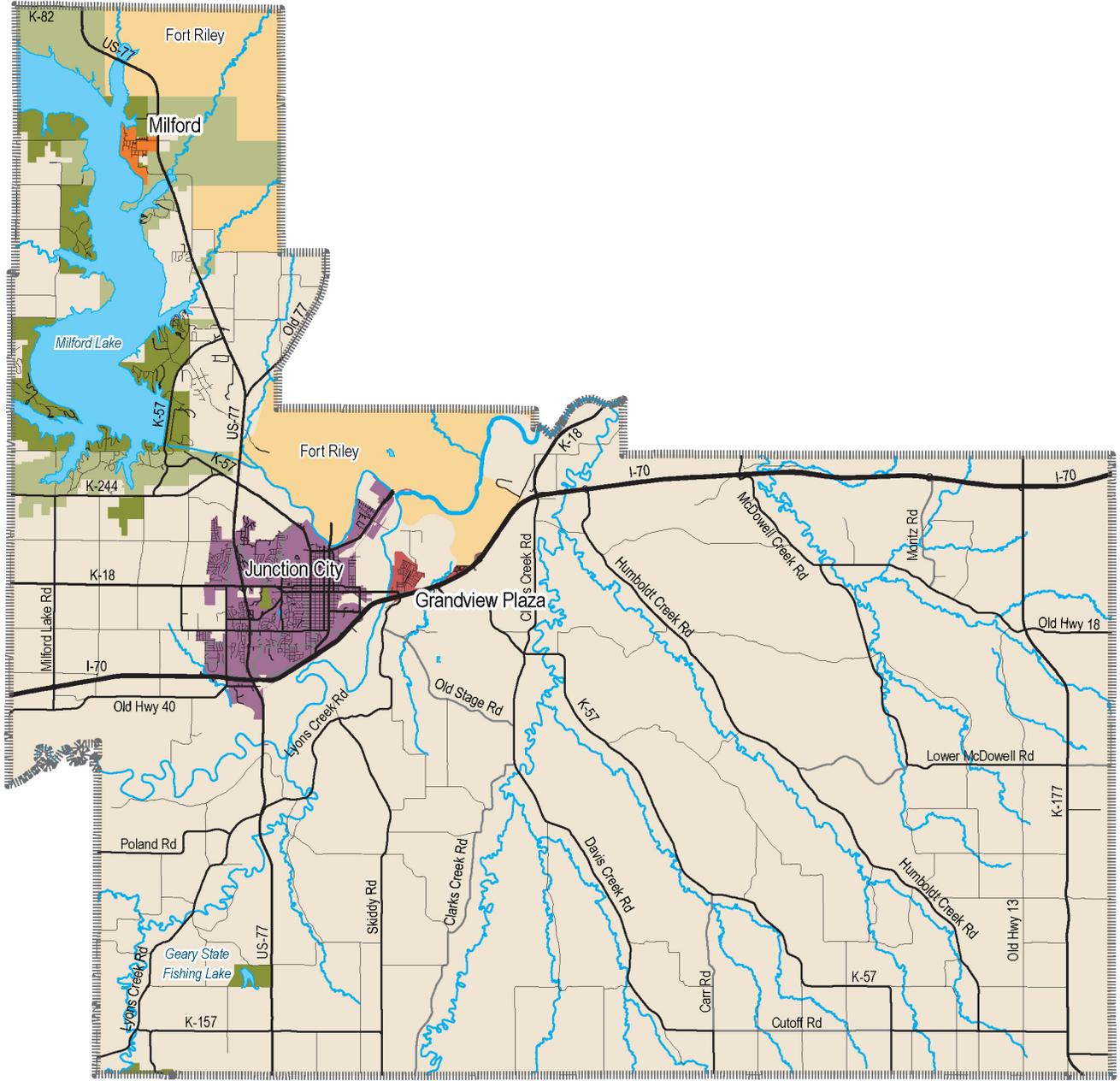
At 15,700 acres Milford Lake is the largest man-made body of water in Kansas. Given the fact that the lake itself already is a popular recreational asset and that much of the surrounding land is managed for recreation and conservation, this area has significant potential for development to serve the needs of tourists and local recreation.

**Figure 2.8 -Land Use in Milford, KS**

	Acres	Percent
Residential	128.4	36.0%
Commercial	1.5	0.4%
Industrial	1.7	0.5%
Civic	166.8	46.8%
Agricultural	14.6	4.1%
Vacant	0.0	0.0%
Transportation	43.4	12.2%
<b>Total</b>	<b>356.4</b>	

Source: RDG Planning & Design, US Census Bureau

Map 2.3 - Other Communities in Geary County



- |                     |                   |
|---------------------|-------------------|
| County Border       | Grandview Plaza   |
| Interstate          | Junction City     |
| Major Road          | Milford           |
| Local Road          | Fort Riley        |
| River               | Public Land       |
| Unincorporated Land | Park & Recreation |

Source: Geary County; RDG Planning & Design, 2013

## CHARACTER OF GEARY COUNTY

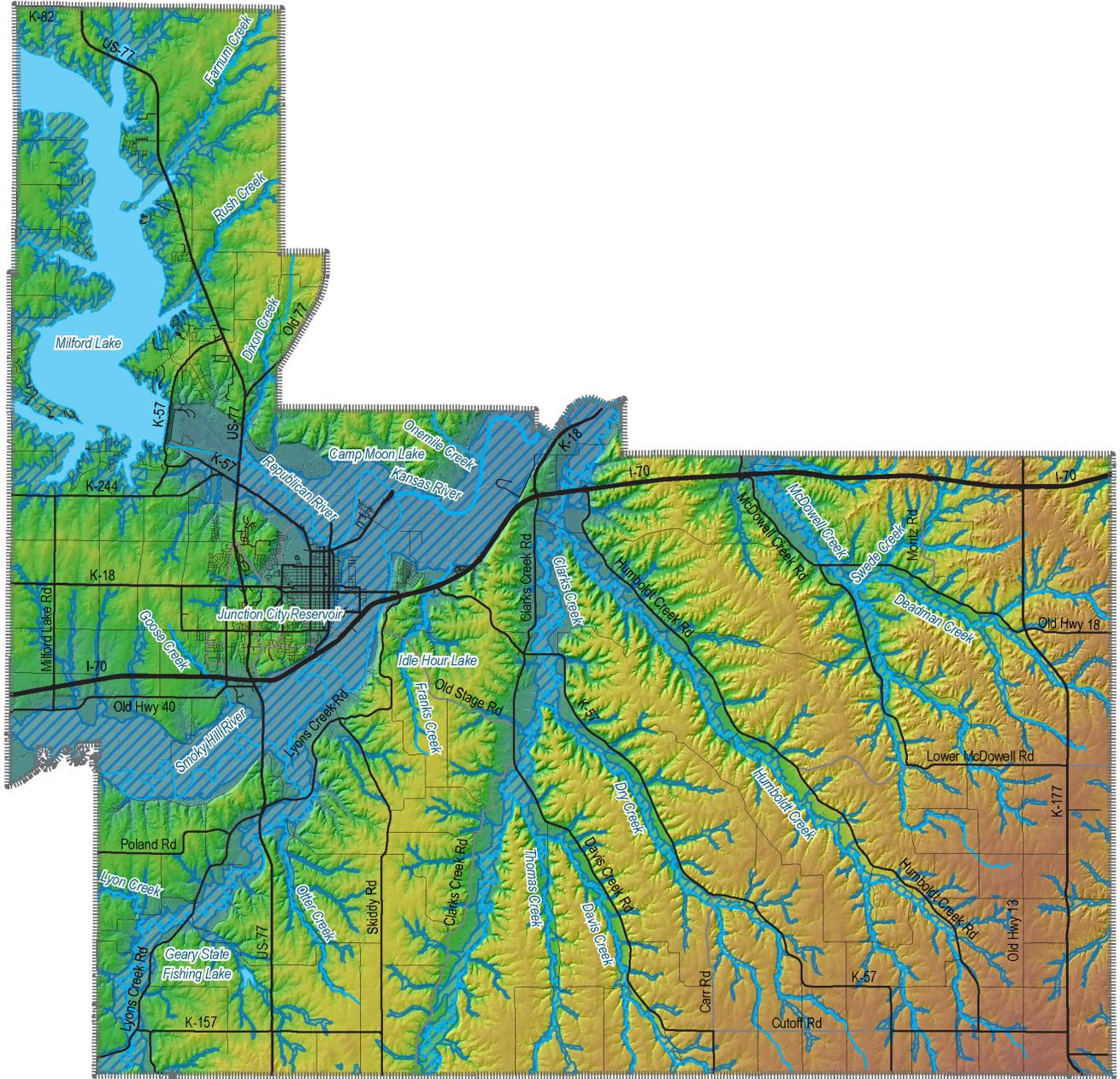
Every region has distinctive assets and features that can strengthen it if used to their greatest advantage. A comprehensive plan should consider the underlying structure and order of the community as well as its basic systems, such as land use and infrastructure. This environmental structure helps define an area's sense of place, and can build a vision for the future that grows from intrinsic character. This section will refer to Maps 2.4 through 2.6.



### Topography

Situated in the rolling landscape of Kansas' Flint Hills region, the topography (Map 2.4) of Geary County is differentiated largely by the significant rivers that traverse it and the many large streams that flow into the Smoky Hill and the Republican Rivers. The northeastern edge of the county is then dominated by the Kansas River, formed by the merger of the Smoky and Republican. The bluffs overlooking the juncture of these two rivers made the ideal location for a fort and city that became known as Junction City. The lowest regions of the county are the primary floodplains of these river systems. That said, the county generally increases in relief diagonally from the northwest to southeast.

Map 2.4 - Topography and Hydrology of Geary County, Kansas



Source: Geary County; RDG Planning & Design, 2013



### Environmental Variables (Map 2.5)

In Geary County, the topography alone creates some challenging conditions for large-scale construction and property development. In addition to these challenges, there are some significant areas of sandy soils to the west and northwest of Junction City. Many of the most appealing areas for development have been shaped by the erosive force of water, so areas of wetland and the potential for flooding are also of concern for existing and future development.

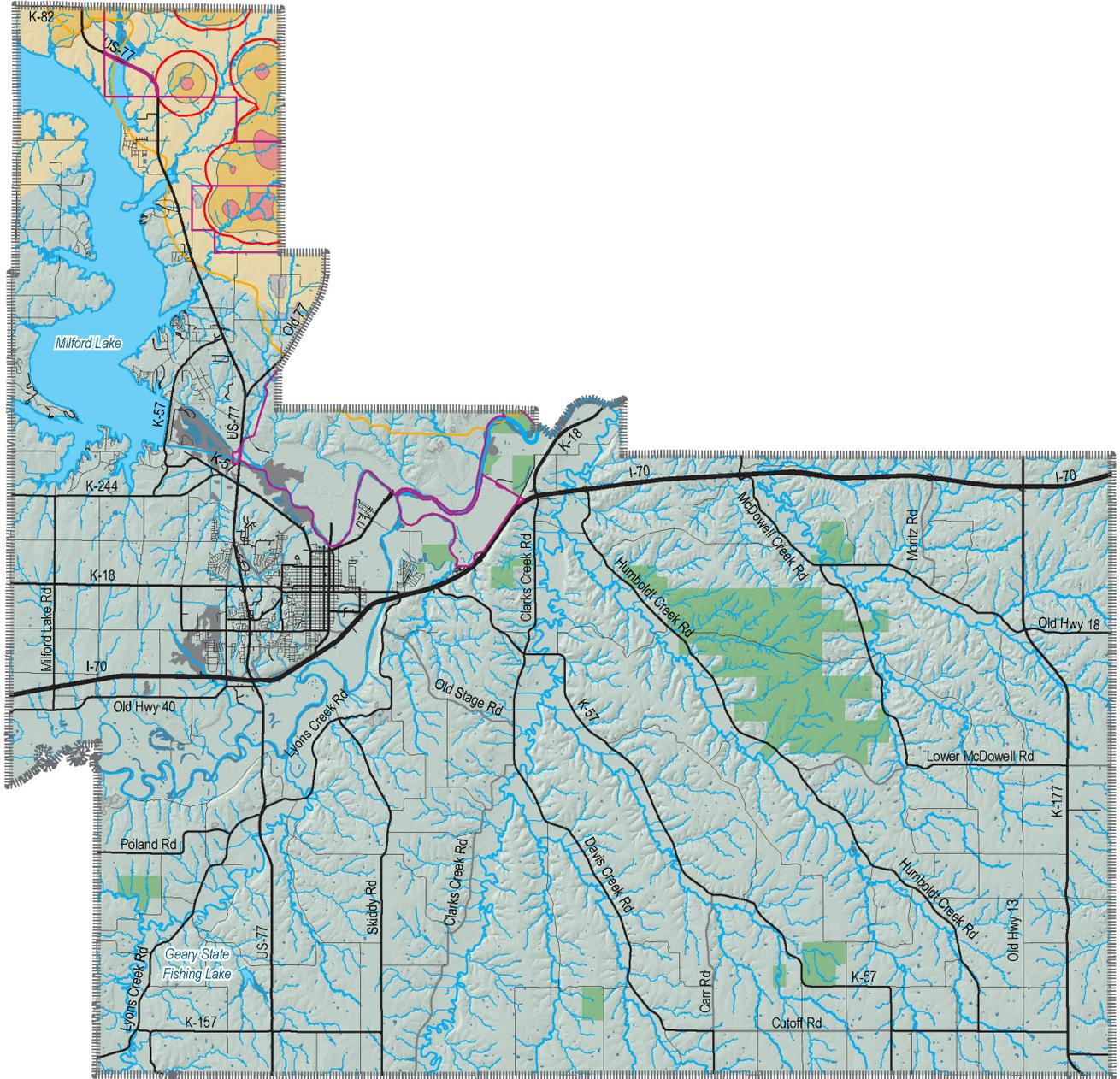
In the past several decades, local, state, and federal agencies have become more aware of the impact that development can have on stormwater erosion and water quality. The management of stormwater should be closely monitored along with the implementation of Junction City's stormwater master plan. Development that increases both the volume and velocity of water runoff can create significant erosion and flood issue both on site and downstream. This ultimately changes the floodplain boundaries and is one of the reasons the Federal government is currently working on new flood plain maps for the county. These new maps could have a significant impact on existing and proposed development. The drainage corridors and floodplains should continue to be identified for preservation as both greenways and links in the city's park and recreation system. Preservation and proper stormwater management upstream are the best strategies to preventing further expansion of the floodplain.

Geary County is also home to a number of mining and quarry operations, which can have significant external impacts such as noise, dust, ground vibration, and increased level of heavy truck traffic. There are two key types of mining operations in Geary County.

- » **Limestone Quarrying.** These operations bring with them the most significant external impacts. Noise and vibration are key concerns, given that the limestone must be fractured out of the bedrock by either explosive or mechanical means
- » **Sand Dredging.** These operations are significantly quieter and create much lower external impacts, relative to their limestone counterparts. That said, they still bring with them the potential for increased truck traffic, modest amounts of noise, and increased amounts of dust, and these operations are usually located in the floodplain.

These operations, while a contributor to the county's diverse economy, should be accounted for in future land use decisions. The same is true for the noise zones that are created by Fort Riley operations. As a driving economic force in the county, land use policies and decisions should protect operations. Care should be taken not to plan new residential development near active mining uses or within noise zones. Likewise, some measure of protection for existing residential development should be established when considering new, or the reactivation of abandoned mines.

Map 2.5 - Environmental Map of Geary County, Kansas



- County Border
- Interstate
- Major Road
- Local Road
- River
- Sandy Soil
- Gravel Pit or Quarry
- Wetland
- Conservation Easement
- Fort Riley Land

Source: Geary County; RDG Planning & Design, 2013

Figure 2.9 - Land Use in Geary County

	Acres	% of Area
Agriculture	156,708	62.2%
Farm/Homestead	40,053	15.9%
Residential	6,264	2.5%
Commercial/Industrial	1,305	0.5%
Public/Civic	29,507	11.7%
Military	16,136	6.4%
Utilities	97	0.0%
Vacant	1,720	0.7%
<b>Total</b>	<b>25,1792</b>	

Source: Junction City/Geary County, 2014

## Land Use

Outside of Junction City, Grandview, and Milford, land use in Geary County is predominantly agricultural (Figure 2.9 and Map 2.6). Given its location in the Flint Hills region, the majority of land within Geary County is used for cattle grazing with production occurring in the floodplains and western upland areas. Instead, ranchers will commonly have large land holdings on which they graze livestock. This scenic and agricultural heritage offers some potential for development and expansion as a type of agricultural/historic tourism, a concept which will be discussed in a later chapter.

Farm homesteads, which represent the second most common land use in unincorporated Geary County, are primarily clustered along major roadways.

Fort Riley is a significant presence in the northern panhandle area of Geary County. This facility, over which no local jurisdiction has land use regulation authority, is for land-use purposes and classified as 'military'.

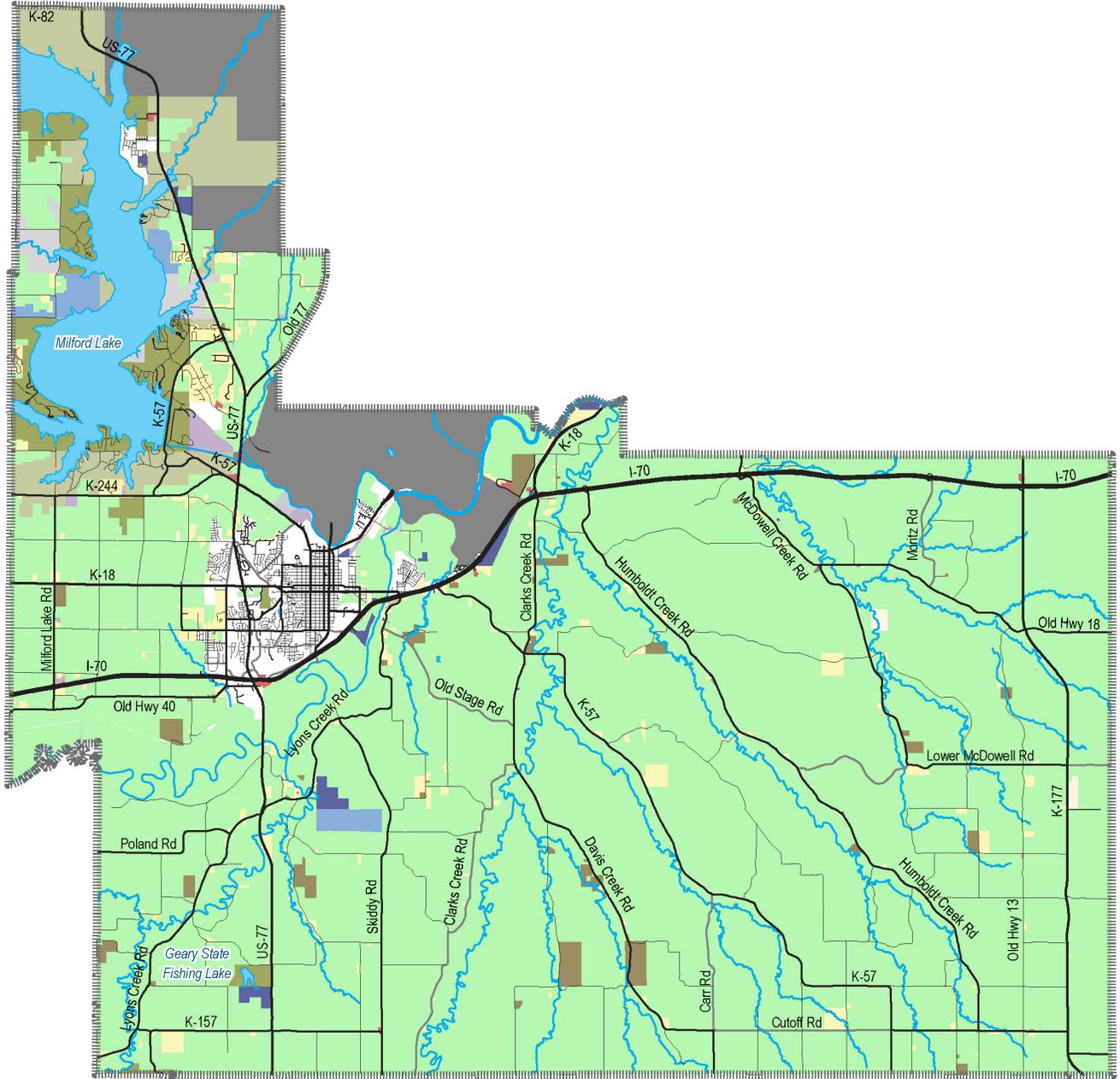
## CONCLUSIONS

The land use and environmental analysis of Junction City and Geary County leads to the following conclusions:

- » Much of the city's residential land needs can be met by the existing stock of developed lots.
- » Like residential development, the demand for new commercial uses will continue to be strong, but not at the unusually high levels experienced during the middle 2000s.
- » Demand for new industrial development is tied to opportunity and requirement, making the identification of potential sites important to a successful economic development strategy.
- » Development in the county must respect the landforms and operations of existing businesses, including agricultural operations.



Map 2.6 - Land Use in Geary County, Kansas



- |                     |                             |                                |             |
|---------------------|-----------------------------|--------------------------------|-------------|
| ----- County Border | Residential Accessory       | Industrial/Salvage/Warehousing | Undeveloped |
| — Interstate        | Single Family Residential   | Agriculture                    |             |
| — Major Road        | Manufactured Homes          | Public Land                    |             |
| — Local Road        | Commercial                  | Parks & Recreation             |             |
| — River             | Civic                       | Resources                      |             |
| □ Incorporated Area | Public Facilities/Utilities | Military                       |             |

Source: Geary County; RDG Planning & Design, 2013





chapter **3**

# PUBLIC FACILITIES AND INFRASTRUCTURE

The public facilities and infrastructure of Junction City and Geary County are the significant capillaries and vessels of public function. These systems include the transportation network, parks and recreational facilities, public buildings, and utility infrastructure.

## PUBLIC FACILITIES AND INFRASTRUCTURE

Junction City and Geary County provide community services through a variety of publicly owned buildings and facilities to create an environment that allows for a high quality of life for residents. These services include Parks and Recreation, Government Offices, Fire Department, Police and Sheriff’s Department, Rolling Hills Golf Course, the community centers, educational institutions, the transportation system, water system, sanitary sewer, and the solid waste system.

It is essential to the quality of life of residents that the city and county maintain and expand these services to serve the current and future population of the community.

The following section details the various services offered by the City and County respectively on the basis of current and potential future community needs. Proposed or otherwise desirable changes are noted.



The Bluffs Park

### Parks and Recreation - Junction City

Junction City has a quality park system which offers a wide variety of recreational opportunities conveniently located to much of the community. There is opportunity to improve the system by adding parks in underserved areas of the City; especially west of US 77 Highway. There is also a need to enhance existing parks by upgrading amenities.

#### Parks and Recreation Inventory

Junction City is served by many parks. See Map 3.1 for the location of the parks within the City.

» **Martin Luther King Jr. Park:** This park contains older equipment that is generally well maintained with several minor upkeep issues.

Inventory: 2 tables, drinking fountain, 2 benches.

» **Buffalo Soldier Memorial:** This park is a primarily passive and civic space. The primary focus of the park is the monument and historical amenities that recognize the role of the Buffalo Soldiers of the U.S. Army that were stationed at Fort Riley beginning in the late 1800’s following the Civil War and who played a major role in most military engagements over the



The Bluffs Park



Bramlage Park Entry Sign

course of the years from that time. The other features in the park besides the monument are a gazebo and walking paths. Outside the monument, the other equipment in the park is older but well maintained. The walking path should be paved to be made a part of the hike/bike system discussed elsewhere in this Plan.

Inventory: playground, monument, shelter, table, 3 benches, 2 trash cans, gravel-path.

» **Filby Park:** This is an open field used for football/soccer with scoreboard, and a parking lot. The parking lot is need of some improvements beyond what can be done by maintenance alone, and the restrooms are in need of significant updating.

Inventory: informal ball field, scoreboard, and parking lot.

» **Hammond Family Park /Cleary Park/Rathert Stadium:** This active park area contains baseball and softball diamonds, bleachers, basketball courts, restroom facilities, a community center, older playground equipment, shelters with grills and tables, bicycle racks, and a well maintained parking area.

Rathert Stadium is the city's historic baseball stadium, built in the 1930s, and is a significant amenity within the City that supports organized baseball by the High School, as well as a summer "semi-pro" baseball team. There are also other organized baseball programs for children from beginning ages that compete on regulation-sized diamonds (usually 13-years old and older), as well as organized teams that compete at a higher level.

Cleary Park is the location of the designated softball diamonds that are used by the organized softball programs of the School system...especially for the Middle School and High School girl's teams. It is also heavily used throughout the season for other organized softball programs in the City.

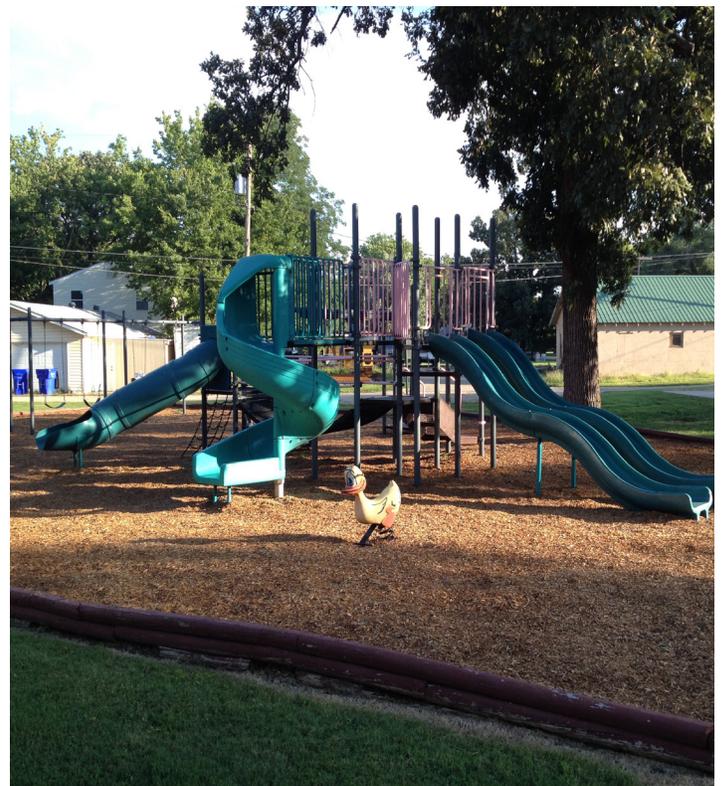
Inventory: 2 baseball diamonds, 1 baseball stadium, softball diamonds, basketball courts, 2 restroom facilities, community center, playground equipment, bleachers, 2 shelters, tables, grills, bicycle racks, and parking area.

» **Coronado Park:** A mature park with shelters, restrooms, and some active recreational opportunities including tennis courts and an outdoor basketball court.

Inventory: mature trees, shelters with tables, restrooms, tennis court, half-court basketball, parking area, older equipment.

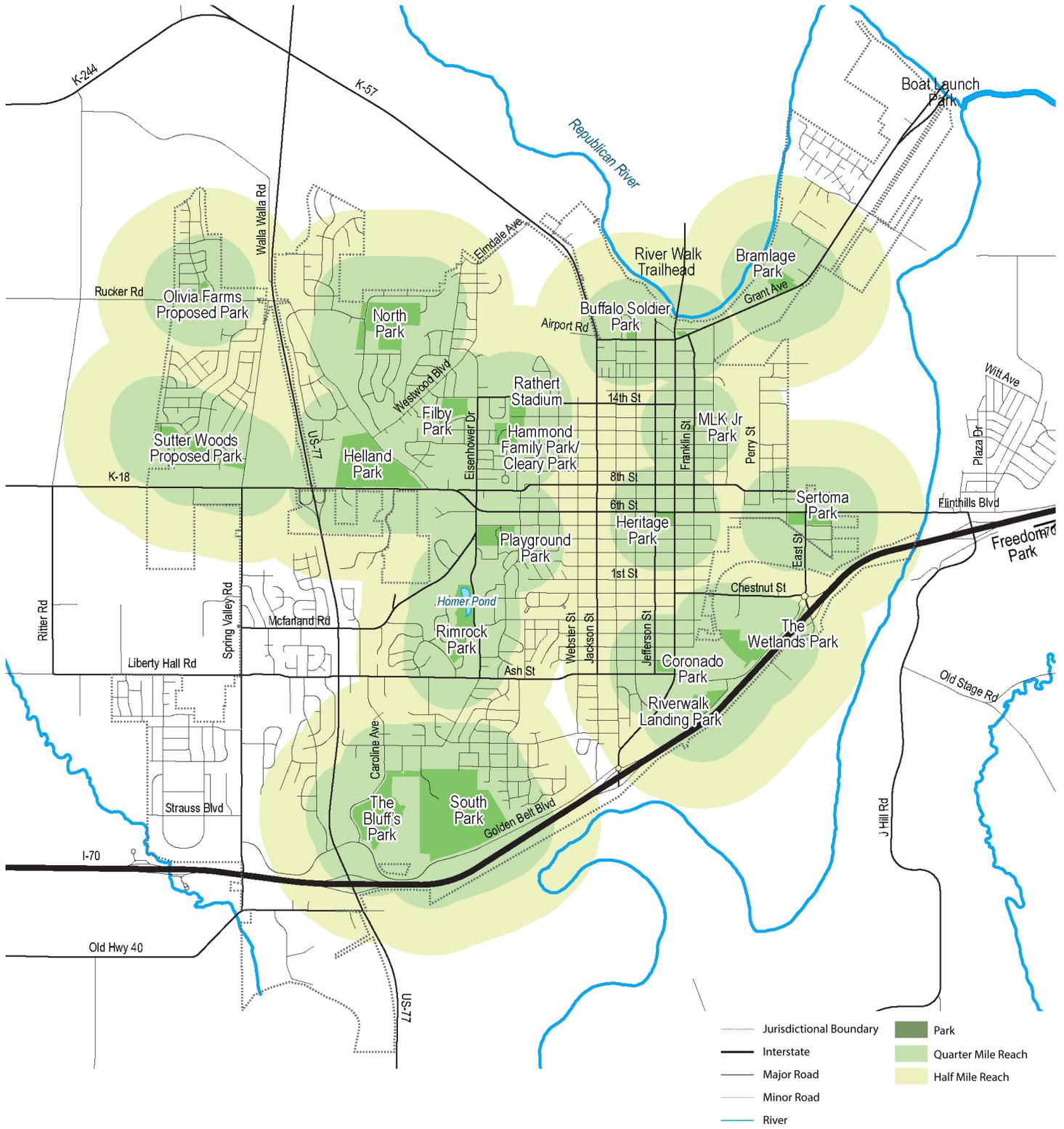
» **Riverwalk Landing Park:** A passive and natural park situated on a small lake that is an with a dock, shelter, gravel trail, lighting, parking, trash cans, and seating, in the future, improve the trail surface and plant additional shade trees.

Inventory: lake, dock, shelter, gravel trail, parking, lights, trash cans, seating.



Martin Luther King Jr. Park

Map 3.1 - Park Service Areas - Junction City, KS



Source: Geary County; RDG Planning & Design, 2013



Heritage Park

- » **The Wetlands Park:** A passive and natural park situated on a lake featuring a shelter and a gravel trail.  
  
Inventory: lake with dock, shelter with table, gravel trail, parking lot, benches, information posts.
- » **Playground Park:** An active and mature park featuring tennis courts, sand volleyball, and mature trees that is very well maintained.  
  
Inventory: tennis courts, Olympic size swimming pool, sand volleyball court, parking, restrooms, shelter with tables, benches, mature trees, summer activity building area, drinking fountain.
- » **Rimrock Park and Junction City Reservoir/Homers Pond:** A passive and natural park area situated on a lake with paved trails and shelter areas.  
  
Inventory: lake, paved trail, shelter with tables, benches, limited parking.
- » **The Bluffs Park:** A newly created park and picnic area.  
  
Inventory: new playground, shelter with tables, grills, walking trail and scenic views.
- » **South Park:** A multi-use park area that is a mix of natural and built amenities; two ball fields are maintained and well-kept, with updates being made.  
  
Inventory: paved trail, shelters with tables, grills, disc golf, older equipment, restroom, 2 baseball diamonds, parking, horseshoe pits, and a dog park, which was established by converting a former ball field.
- » **North Park:** An active park featuring well-maintained baseball diamonds.  
  
Inventory: 4 baseball diamonds, restroom facility, small old playground, parking area.
- » **Heritage Park:** A civic park space that is very well maintained and situated around a band-shell, memorial, and fountain.  
  
Inventory: band-shell, seating, fountain, memorials, restroom, gardens, and mature trees.
- » **Sertoma Park:** A park area featuring a baseball diamond, restroom facilities, and a sand volleyball court. The baseball diamond should be improved and the park sign repaired in addition to identifying and designating on-street parking.  
  
Inventory: ball diamond, older play equipment, mature trees, restrooms, shelter with tables, benches.
- » **Bramlage Park:** A park area featuring a skate park, basketball courts, and walking path.  
  
Inventory: skate park, older equipment, 3 basketball courts, walking paths, grills, shelter with tables, benches, restroom facility.
- » **Riverwalk Trailhead:** A natural riverfront environment and trailhead located on the east side of Washington Street north of the Republican River...actually on Fort Riley land but open to the public. The River Walk trail connects this location to Milford Lake.  
  
Inventory: crushed rock trail, parking, and outhouse restroom facility.
- » **Boat Launch Park:** A boat launch with limited parking on the Republican River at the northern end of Grant Avenue.
- » **Helland Park:** This is a very passive park containing approximately 51 acres on the north side of 8th Street and west of Rucker Road. It was given to the City from the Helland family solely to be used for a park use. There are very primitive trails that have been improved to some degree by volunteers from AmeriCore over the past couple of years. The trail is recognized as an intensive trail. Additional land is available that would be an excellent location for a small "petting zoo" facility.

» **Sutter Woods Proposed Park:** Within the Sutter Woods plat there are a couple of small ponds that were included in the design to serve somewhat as “storm water detention” facilities. The land surrounding these ponds were included in “drainage easements” and were conveyed to the City on the face of the plat. These are excellent locations for development of more park amenities and this should be included in the plans for the Park Department going forward.

» **Olivia Farms Proposed Park:** Just as with the Sutter Woods plat, the Olivia Farms plat also created a small area surrounding a small pond that serves as a “storm water detention” facility. This particular property had some improvements with paved trails surrounding the pond constructed by the original developer. The plat also conveyed this land to the City and this location should be embraced as a small park and continually maintained for that purpose.

### Issues and Needs

The primary challenge for the Junction City Park and Recreation System is to ensure all residents of the City have access to a park within approximately ½ mile of their home, in addition to maintaining and improving the existing system assets. Residents residing west of Highway 77 are well beyond walking distance of most parks within the City and must cross the highway to access park services. It has been determined there is land within some of the subdivisions created west of US 77 Highway and north of K-18 Highway that has been dedicated to the City and should be evaluated for inclusion within the Park amenities of the City. These are located within the Sutter Woods and Olivia Farms subdivisions and are discussed further later in this Plan.

Many of the parks within the City include playground equipment or restroom facilities that have begun to deteriorate due to age. These should be renovated or replaced, and in the case of parks without playground equipment, consideration should be given to implementing a schedule for facility upgrades to bring the amenities within the Park system up to current standards. Those upgrades must be sure to address accessibility issues when necessary.

### Recommended Upgrades and Additions

- Promote the creation of park resources to serve the neighborhoods located west of US 77
- Install or update equipment in all parks without equipment or with aging equipment
- Improve access to park and recreation opportunities for all users including Fort Riley residents
- Improve ball fields to improve facility quality
- Continue to maintain and improve existing assets including the River Walk Trail, the swimming pool, and Rathert stadium

## Rolling Meadows Golf Course

Rolling Meadows Golf Course is operated by Junction City on 160 acres of federally owned land. The highly rated course is an asset to the residents of the city and the region but requires significant maintenance and upkeep in order to continue operating at a high level.

### Issues and Needs

The golf course requires significant targeted investment into the future. The primary issue facing the golf course is facility and system deterioration due to age. The clubhouse, maintenance, storage and other accessory buildings are critical to the operation of a successful golf course and must be kept in a state of good repair. The irrigation system is approximately 20 years past its recommended expected life and therefore, is a continual maintenance burden.

### Recommended Upgrades and Additions

- Improve the parking lot
- Install a fence around the perimeter of the parking lot
- Replace the roof on the maintenance building
- Continue to improve the club house
- Target investment through Capital Improvement Programming to repair or replace the irrigation system and other related facilities
- Rebuild or repair pump house structures

## Community Centers

Junction City has two community centers: the 12th Street Community Center and Spin City. The 12th Street Community Center opened in 1998 at Cleary Park including 12 basketball goals, fitness center, multipurpose room, and kitchen facility. Spin City is a state of the art recreation center with skating rink, snack bar, party rooms, basketball courts, theater, arcades, a lounge area, and out- door miniature golf.

### Issues and Needs

The facilities appear to be in a state of good repair, the priorities will be maintenance and expanded programming to meet the needs of the community and the region.

### Recommended Upgrades and Additions

- Maintain and improve the existing facilities
- Evaluate and expand programming to meet the needs of the community

## Parks and Recreation - Geary County

Geary County has only one specific “park” area it maintains, Freedom Park.

» **Freedom Park:** Freedom is located on the bluffs to the southeast of I-70 immediately across the Interstate from Marshall Field at Fort Riley. It is home to the “atomic cannon”, which is a “post-WWII” cannon capable of shooting atomic ordnance. There are also some other cannons on display that were used in foreign theaters following WWII. Additionally, the view from the top of the bluff looking over the Kansas River Valley and portions of Fort Riley are spectacular.

» **4-H/Senior Citizens Center:** The 4-H/Senior Citizens Center is located along Spring Valley Road and services a wide audience. The building was constructed in 1978 and has roughly 10,000 square feet of space. The property is owned by the county. Sr. Citizens programs receive support from County, State and Federal sources. The 4-H/Senior Citizens Building Committee is appointed by the County Commissioners to provide oversight for all Fairgrounds property and does extensive fundraising. This building is also available for rental by individuals and groups for events. Scheduling is provided by the Geary County Extension Office.

### Issues and Needs

The building is in good condition as regular maintenance and projects are completed on an annual basis. This includes remodeled bathrooms in 2014. The parking lot has been scheduled for replacement in 2015 by the county.

### Recommended Actions

Continue routine maintenance on the facility. The old landscaping in front of the building has been removed and a plan has been developed for new landscaping.

## Rodeo and Fairgrounds

The Rodeo and Fairgrounds area is owned by the county but supported by a number of different organizations. These facilities include the following.

- Two livestock barns. The original barn, which includes the show arena, was built in 1978 and included 9,600 square feet. In the late 1980s an addition was put on the west side extending the roof line an additional 20 feet (3,200 square feet added) and included an indoor storage area of 1,000 square feet.
- A second livestock barn (for sheep and swine) was constructed in 1993 and lengthened in 1998. It now covers 3,400 square feet and is open on all sides. Both of these structures are maintained by the Geary County Fair Board.
- The girl’s softball field, funded and maintained by the Girls Softball Association.

- Rodeo grounds/horse arena, which include an announcer’s booth, fencing and runs. The Saddle Club/Rodeo Association funds and maintains the facility.

### Issues and Needs

Overall the facilities are well maintained by supporting organizations and the county.

### Recommendations and Actions

Continue to complete routine maintenance and work closely with supporting agencies and the county to ensure the long term viability of these facilities.

## Parks and Recreation - Other

In addition to the facilities owned and managed by Junction City and Geary County, the citizens of the County are blessed with other facilities within the County that are owned and/or operated by the State of Kansas and the Federal Government.

» **Milford Reservoir/Milford State Park and Recreation:** Geary County is home to the largest man-made lake, in terms of area, in the State of Kansas. Milford Lake was completed in the 1960’s and has developed a reputation of being an outstanding recreational destination. Besides normal boating activity, the lake is large enough and oriented such that sailboat enthusiasts maintain and continually use the lake for sail boating.

To enhance the recreation aspect of the Reservoir, the State of Kansas operates many areas around the reservoir as a State Park. Besides having park-like areas adjacent to the reservoir, these areas also have numerous amenities that include camping areas...some with utility hook-ups...boat ramps, shelters, trails, a fish hatchery below the dam, and many other improvements and services. Additionally, there are numerous public hunting areas adjoining the reservoir that receive significant numbers of hunters during the numerous seasons...especially water fowl.

According to the website info from the State of Kansas Department of Wildlife, Parks and Tourism, this reservoir is described as follows:

*“Located northwest of Junction City, west of K-77 on K-57.*

*Located on the southeast shore of the state’s largest lake, 16,000-acre Milford Reservoir, Milford State Park is a favorite getaway for outdoors loving visitors. It is a popular destination for anglers eager for walleye, crappie and largemouth bass, white bass, catfish and smallmouth bass.*

*There are many opportunities to observe or photograph wildlife on the 19,000-acre wildlife area located on the west side and upper end of the reservoir. The Steve Lloyd refuge*

contains an additional 1,100 acres. The diverse habitats support many species of nongame birds, mammals, reptiles and aquatic life. Nearby Milford Nature Center and Milford Fish Hatchery (both are located below the dam) offer a variety of interpretive exhibits and displays. The lake hosts a large influx of bald eagles in the winter.

Hunters will find a variety of game including quail, pheasant, prairie chicken, duck, goose, rabbit, turkey, deer and squirrel. Trappers are also active throughout the season in pursuit of raccoon, muskrat, beaver and other furbearers.”

» **Geary County State Lake:** The State of Kansas also owns and operates the Geary County State Lake, located south of Junction City on the west side of US 77 Highway. According to the website info from the State of Kansas Department of Wildlife, Parks and Tourism, this lake is described as follows:

“Geary State Fishing Lake and Wildlife Area is 10 miles south of Junction City. The 99-acre lake is surrounded by 180 acres of public hunting land which harbors good numbers of quail, pheasant, doves, squirrels, rabbits, white-tailed deer, beaver, muskrats, raccoons, coyotes, bobcats and numerous nongame birds and animals. The lake also serves as a stopover area for migrating waterfowl in the fall and spring. Several food plots are maintained each year to provide winter food for birds and other wildlife. The lake is an excellent clear lake. The lake has been stocked with largemouth bass, walleye, saugeye, channel catfish, flathead catfish, bluegill and crappie. The lake and public hunting area are open year round. Picnic tables, fireplace grills and camping areas are available for public use.”

## PUBLIC FACILITIES

### Cloud County Community College

The Cloud County Community College campus includes four buildings that are owned by the county and leased to CCCC. The county maintains the grounds and buildings and CCCC provides all janitorial services for the buildings. Funding from the lease supports all necessary maintenance of the facilities by the county.

The first building is approximately 10 years old and all are in excellent condition.

#### Recommended Actions

- Continue routine maintenance and upkeep
- Work closely with CCCC to expand the campus as needed

### Highland Cemetery

Highland Cemetery is a private non-profit facility located on West Ash. The cemetery does receive some support from the City of Junction City and has adequate space to meet the city's needs in the coming years. Other rural cemeteries are also located in the county and operated by private associations along with St. Mary's Cemetery in Junction City.

#### Issues and Needs

The buildings on the grounds, including a house, shop, and garage are all in good condition. Maintenance of roads and trees are the largest expenditure for the cemetery association. A number of the cedar and pine trees are damaged and are slowly being removed. The association is currently replacing maintenance equipment.

#### Recommended Upgrades and Additions

- Complete a landscaping plan to identify directions for future improvements. The site was originally designed as a rolling prairie but tree planting over the years moved away from this vision. Removed trees have not been replaced, and there are currently no plans for future aesthetic improvements to the facility.
- Identify future internment needs with increasing interest in cremation
- Identify funding source for road improvements
- Install signage and information kiosk for visitors

### Fairview Cemetery

Fairview Cemetery is one of the county's oldest cemeteries, located on the east end of Junction City. There are a limited number of family plots but for the most part the cemetery is there for those who cannot afford to purchase a plot. The Cemetery Board is funded by the county and the county maintains the grounds.

#### Recommended Upgrades and Additions

With no structures on site, regular maintenance of the landscaping and fencing will be the main priority.

### Municipal Building – Junction City

The Municipal Building is located at 700 North Jefferson and is a historic building, constructed in 1936 as a Works Progress Administration project. The building houses operations for the City including administration, building and codes, engineering, planning and zoning, information technologies administration and a community gymnasium/auditorium. It also is the Fire Department Station No. 1.

### Issues and Needs

The use of historic buildings often presents challenges to contemporary use and the Municipal Building is no exception. The greatest needs of the Municipal Building are upkeep, maintenance of a very aged internal infrastructure, and adapting the facility to meet the modern needs of the City.

The age and layout of the building has resulted in under-utilized areas, such as the gymnasium, in addition to increased maintenance and utility costs.

### Recommended Upgrades and Additions

- Repair the elevator and the roof over the gymnasium.
- Complete a facility needs assessment to identify space requirements and promote efficiencies.
- Identify an alternate location for Fire Station No. 1 to resolve height clearance issues for emergency vehicles.

### Municipal Court/Commission Chambers – Junction City

The new Municipal Court/Commission Chambers facility is located at 701 North Jefferson. It was completed and occupied in early 2016. This facility houses the new Municipal Court operations, which includes a court area and associated offices and facilities for all the court support personnel and services.

The Court chambers also serve as the new Chambers for the Junction City Commission. This now provides more seating capacity and has full services installed to allow live broadcast of City Commission meetings.

### Geary County Office Building – Geary County

The Geary County Office Building is located at 200 West 8th Street. The building was completed and occupied in 2003. It houses the offices of the Board of County Commissioners, County Clerk, County Treasurer, Register of Deeds, County Appraiser, County GIS Department and the County Human Resources Department.

### Geary County Courthouse

Built in 1899, this 21,600 square foot historic structure was fully renovated in 1999. The improvements greatly extended the life of the building and allowed for modern technology to be accommodated.

### Recommended Upgrades and Additions

The facility is in very good condition with modern features and historic character. Continue routine maintenance and budgeting for larger capital improvements as needed.



### Fire Service - Junction City

The Junction City Fire Department is a full time, paid department that provides fire protection throughout the city limits of Junction City and EMS coverage throughout Geary County. The department consists of 51 employees: one fire chief, one office manager, three battalion chiefs, six captains, six lieutenants, 28 firefighter/AEMTs/EMTs, eight firefighter/paramedics, and three certified fire investigators. The main station is located adjacent to City Hall at 700 North Jefferson Street and Station 2 is located at 2245 Lacy Drive.

### Issues and Needs

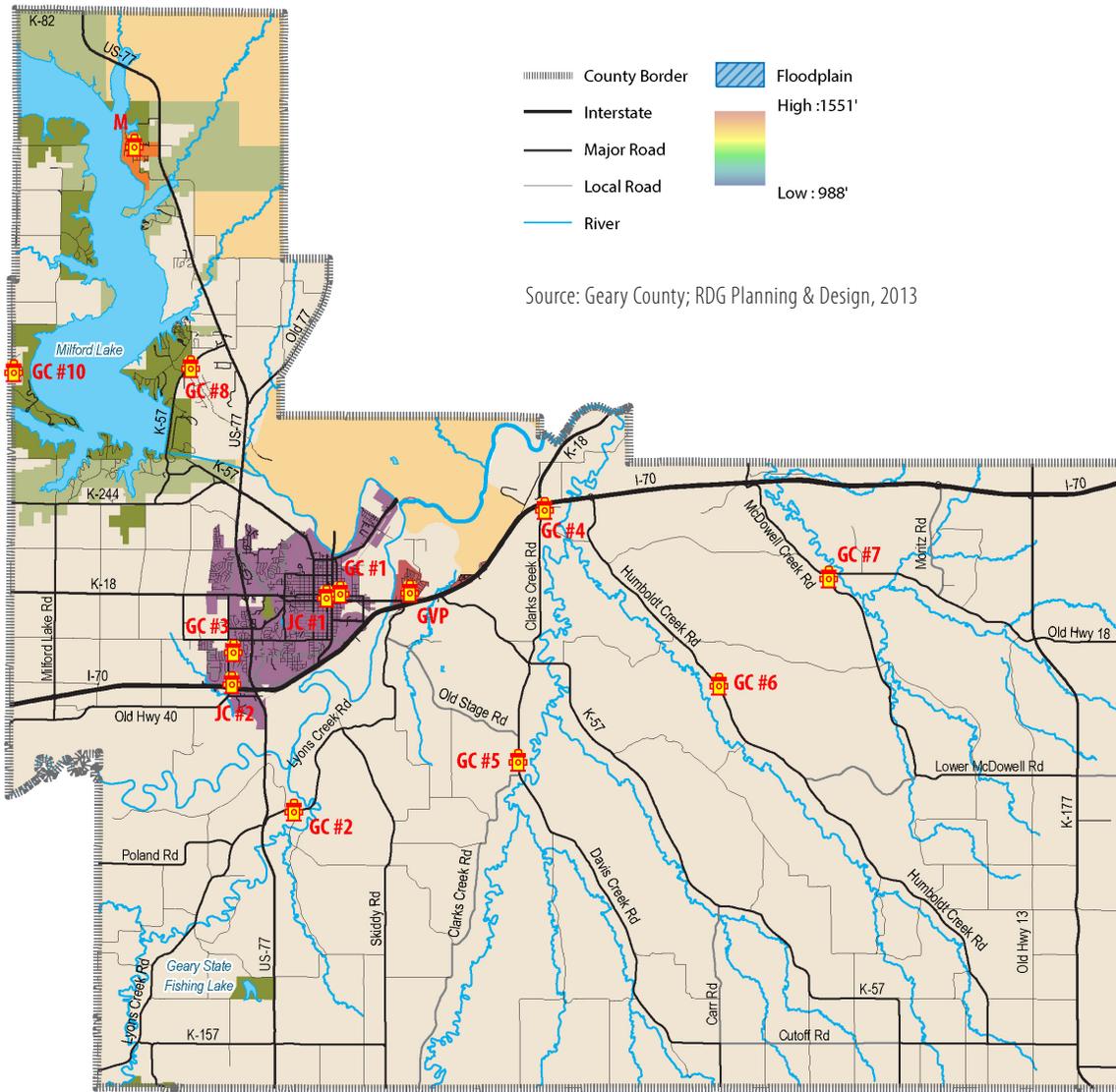
The historic nature of the main station presents a challenge to the efficiency of the department. Namely, the ceiling height limits the type of aerial fire apparatuses and ambulance fleet that use the facility. Although the site has physical facility issues, the location allows for easy access to much of the city.

Station 2, while being a newer building, is not ideally located. Growth on the west side of Highway 77 is occurring much further to the north, and a location in this area would improve response times to the housing and schools located in the northwest quadrant of the city.

### Recommended Upgrades and Additions

- Evaluate options for resolving physical facility issues at the main station
- Evaluate relocation options for Station 2 to the north to provide more balanced service in the western half of the city, or construct a third station
- Maintain and improve existing fire stations

Map 3.2 - Fire Station Locations - Geary County, KS



### Fire Service - Geary County

The Geary County Rural Fire Departments is a volunteer squadron operating 16 trucks out of nine stations (Map 3.2). The department services all of Geary County, with the exception of a portion in the southeast covered by the Alta Vista Rural Fire Department and/or the Dwight Fire Department.

### Issues and Needs

The Rural Fire Department has been proactive in upgrading their facilities, vehicles and radio systems. Many of the existing stations were constructed in the 1970s and will require regular

maintenance and upkeep to prolong the useful life of these facilities. In the past three years, two of these stations have been upgraded to new larger buildings. Several of the fire trucks that are used to fight grass and brush fires are over 20 years old. The department is in the process of replacing these trucks. A 2010 FEMA Fire Grant allowed for upgrading the radio systems for Geary County Fire, Junction City Fire/EMS, Grandview Plaza Fire, and Milford Fire. New mobile units were installed in the fire units. Three repeated Tactical Radio Channels were added to all fire department radios (both mobile and portables). In addition to dispatching via radio pagers, the department has upgraded its

dispatch capability by allowing dispatches to be sent directly to a volunteer's cell phone.

### Recommended Upgrades and Additions

- Maintain and improve the existing fire stations.
- Continue to upgrade and replace fire units

## Geary County Emergency Management

The Geary County Emergency Management Office is located at 236 E 8th Street and currently has three employees: the Director, who also serves as the Geary County Rural Fire Chief, the Assistant Director who is also the Assistant Rural Fire Chief, and an Office Assistant who is tasked with handling duties for both the Emergency Management Office and the Geary County Rural Fire Department.

The Local Emergency Planning Committee (LEPC) is active in the community and is run thru the office. The office also coordinates all Tier II reports.

The mission of the Geary County Emergency Management Department is to ensure that local capabilities exist for the effective mitigation against, preparedness for, response to, and recovery from all types of major emergencies or disasters (natural, technological, and national security) that threatens Geary County.

The Emergency Operation Plan for Geary County, which includes the cities of Junction City, Grandview Plaza, and Milford, was updated and Promulgated in February 2015. Other plans that Geary County has completed and which are current include: Hazard Analysis, Commodity Flow Study, and the Local Mitigation Plan, which is currently being upgraded into the Regional Mitigation Plan.

In 2013, Emergency Management was able to upgrade the outdoor warning sirens around Milford Lake and increase from two rural sirens to five sirens that cover the populated areas around the Milford Lake to include several campground areas.

Geary County Emergency Management is committed to working with the public, the media, and the response agencies not only during an emergency, but prior to and after the incident. This is done in part by hosting drills that test the different parts of the Geary County Emergency Operations Plan. These drills utilize the different response agencies to include: fire, medical, law enforcement, hospital, public works, local media, and the private sector.

### Recommended Upgrades and Additions

- Install additional storm sirens to cover the South area of Milford Lake
- Evaluate locations for additional storm sirens in rural housing developments



## Police - Junction City

The Junction City Police Department is located at 210 East 9th Street with more than 47 officers across the four divisions: Administrative Division, Community Involvement Unit, Investigations Unit, and the Operations Division. The department is engaged in regular patrol operations, school resource engagement, and also education through community outreach. The Police Department covers the full corporate limits of Junction City.

### Issues and Needs

The department has sufficient staff, well-maintained buildings, and a good location. The primary issues facing the Police Department will be continuing to improve the level of service and ensuring the facilities remain in a state of good repair through appropriate maintenance.

### Recommended Upgrades and Additions

- Establish 911 dispatch center housed in Police Department
- Maintain and improve the existing facilities and assets

## Sheriff's Department - Geary County

The Geary County Sheriff's Department is responsible for law enforcement for all of Geary County, and provides direct "police services" in the City of Milford. Junction City and Grandview Plaza maintain their own police operations. The main offices are located at 826 North Franklin Street in Junction City.

The Sheriff's Department is composed of several functional divisions; namely Patrol, Corrections, Investigations, Civil Process, K-9 Officer, SWAT Team, Courthouse Security, Records and Reserve.

All told, approximately 102 people are employed through the Sheriff’s Department.

The Sheriff’s Department also has joint responsibility with the Junction City Police Department for oversight for the 9-1-1 Call Center operations. There is an advisory board (The Geary County 9-1-1 Board) which is utilized to provide advice on the dispensation of monies obtained through the collection of phone taxes for the “dispatching services”, and all the ancillary operations supporting the emergency response duties. The 9-1-1 Call Center has upgraded its equipment and operations to become “next generation 9-1-1 compliant” with the standards from the State of Kansas and federal agencies.

**Recommended Upgrades and Additions**

- Maintain and improve the existing facilities and assets
- Continue to monitor jail levels to ensure future needs are met

**Dorothy Bramlage Public Library**

As was true with the original library in Junction City, the existing facility was constructed using only private and no public monies for the building itself. The library serves as a “municipal library” for Junction City with a dedicated City mil levy, and is also supported through a County Library District with a mil levy established by Geary County. The important part of this fact is the public monies raised through the mil levies are used only for operations and maintenance and have never been used for building construction.

There is a Library Board, established through the City of Junction City with members being eligible for appointment from everywhere a mil levy is in place. The Library Board consists of seven appointed members, with the Mayor of Junction City serving as an ex-officio member.

**Issues and Needs**

The existing library building is in relatively good condition, but space needs are a consistent issue. There are certain problems with the building that need attention which go beyond routine maintenance, such as water infiltration around some of the windows. Also, the building is at least a third smaller than most libraries serving a population over 25,000. The Library Board has completed a Space Analysis and worked with architects on preliminary concepts for creation of additional building space. Work is continuing to identify the specific plans which would best address the current needs of the library. Once that process is completed, efforts will be put in place to address securing funding for those building additions.

**Recommended Upgrades and Additions**

- Complete the efforts to quantify the building addition needs and identify funding mechanisms to construct the needed building space.
- Continue to consider the establishment of additional meeting space within the library.

**USD 475 Geary County Schools**

The Geary County Schools had a total enrollment of 8,156 students (2013-2014 school year). The district serves the student body at 15 elementary schools, two middle schools, and one high school. Of the 15 elementary schools, Grandview and Milford each have one, six are located on the Fort Riley Base, and the remaining seven are located in Junction City. These facilities were constructed between 1873 and 2009.

**School Inventory**

• Franklin Elementary	Junction City Constructed in 1929
• Lincoln Elementary	Junction City Constructed in 1954
• Sheridan Elementary	Junction City Constructed in 1960
• Spring Valley Elementary	Junction City Constructed in 2007
• Washington Elementary	Junction City Constructed in 1929
• Westwood Elementary	Junction City Constructed in 1958
• Lincoln Elementary	Junction City Constructed in 1954
• Fort Riley Elementary	Fort Riley Constructed in 1952
• Jefferson Elementary	Fort Riley Constructed in 1960
• Morris Hill Elementary	Fort Riley Constructed in 1957
• Seitz Elementary	Fort Riley Constructed in 2012
• Ware Elementary	Fort Riley Constructed in 1983
• Fort Riley Middle School	Fort Riley Constructed in 1963
• Junction City Middle School	Junction City Constructed in 2008
• Junction City High School	Junction City Constructed in 1957



### Geary County Public Works

The Geary County Public Works Department has a staff of approximately 28 people who maintain roads, bridges, traffic control devices, the solid waste transfer station, and handle noxious weeds. The Road and Bridge Division maintains 125 miles of asphalt roadway, 255 miles of rock roadway, five miles of dirt roadways, and 85 bridges.

Geary County maintains service for Rural Water District #2 and Rural Sewer District #4, which serve 26 residences in the Laurel Canyon housing area. This also includes a 98 foot water tower as well as Smith and Loveless Wastewater Treatment Facility.

The Building Maintenance Division handles all routine maintenance for county office buildings including the Geary County Courthouse.

#### Recommended Upgrades and Additions

- Facilities are in good condition with continued maintenance and upgrades as needed
- Evaluate upgrade of gravel roads in growth areas like Liberty Hall Road

### Junction City Public Works

Junction City Public Works handles sanitation, sanitary sewer, storm sewer, street maintenance, and water distribution. Details of these services will be reviewed later in this chapter. The department, located on North Jefferson Street, maintains six structures on site. The city has completed or is working on a number of upgrades to better service equipment and shelter equipment, and improve energy efficiencies.

#### Recommended Upgrades and Additions

- Continue routine maintenance on all facilities and gain efficiencies when possible
- Expand bay area within the garage to improve servicing of larger equipment
- Address paving issues to improve drainage on site

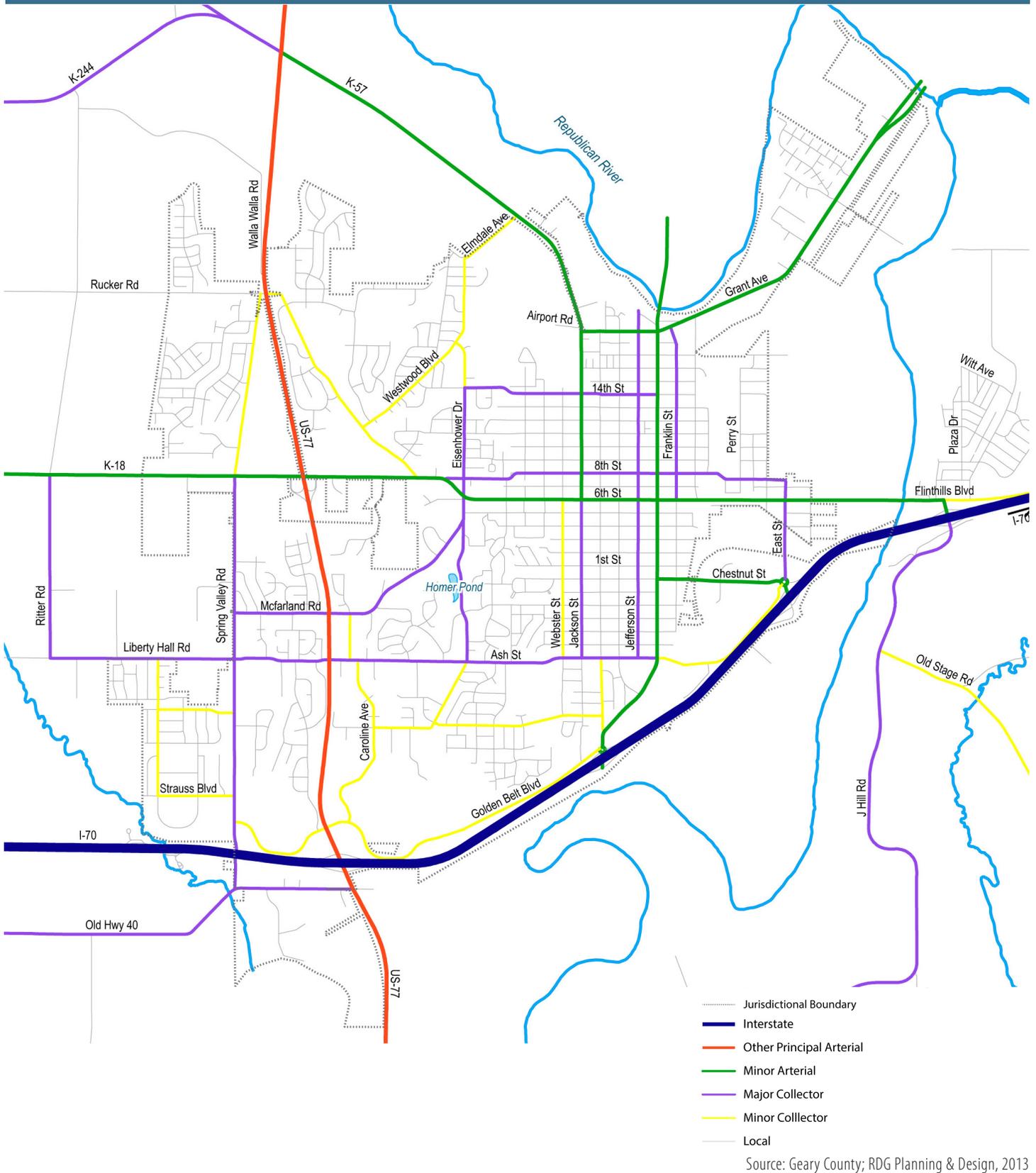
### Issues and Needs

The priority of the Geary County School is to deliver a high quality education to its students in a safe, healthy, and engaging environment. Like many growing communities, providing balanced service across the city can be one of the biggest challenges. New growth areas are often outside existing service areas and new schools should be built to service these areas. For example, a new elementary school should be constructed in the northwest quadrant of the community.

#### Recommended Upgrades and Additions

- Improve connectivity between facilities, parks, community services, and neighborhoods
- For future school facilities, consider proximity to neighborhoods and reinforce community connections such as pedestrian trails and protected street crossings
- Regular upkeep and maintenance of facilities and grounds

**Map 3.3 - Functional Classification Map - Junction City, KS**



## Sanitation/Trash Service

Residential trash collection in Junction City is mostly handled by the City; however there is some collection by private trash collection entities. Trash collection is available in all rural areas of Geary County, provided by private trash collection entities. All trash is delivered to the Geary County Transfer Station, which is managed by Geary County.

Recycling is currently offered at a facility operated by Geary County for all of the County and is located at 304 E 8th Street in Junction City. There is no curb-side recycling offered anywhere, including by the City of Junction City. Yard waste pick-up is offered in the Fall and taken to Fort Riley where it is composted and the compost is offered free to all residents.

### Recommended Upgrades and Additions

- Continue to evaluate opportunities to work with Fort Riley to develop an expanded recycling program
- Continue routine maintenance of the transfer station
- Continue to monitor capacity at the N.R. Hamm Quarry in Perry, Kansas

## TRANSPORTATION

Junction City's existing roadway system (Map 3.3) is rated above average with only minor traffic congestion at places throughout the city. The roadway system was evaluated using traffic counts provided by KDOT and anecdotal data provided by the city. These are generally areas of higher traffic volumes and do not represent every portion of the entire system.

The comprehensive roadway system provides access points and connections that appear to have sufficient roadway capacities for handling the current traffic loads within the city. The state highway system provides easy accessibility and direct access points throughout the city for local residents and businesses.

Geary County's roadway system (Map 3.4) is in good condition and has no major issues. The most significant challenge facing the system is traffic volumes generated by Fort Riley. Two of the most significant gates are accessed through Junction City. Truck traffic is directed away from the Washington Street and Grant Avenue gates but some does still come through the city. During shift changes and at peak times, congestion often occurs at the entrance gates with back-ups on Washington Street.

During shift change at Fort Riley, congestion has been reported near the entrance gates of Fort Riley during rush hour traffic and the county continues to work with Fort Riley as issues arise at these locations.

## Functional Classification System

Each individual roadway serves a particular function and service. The functional classification system divides these roads into a hierarchy that defines the road classification and what function the road provides within a system. Junction City's roads are divided into four different categories: Arterial, Collectors, Minor Roads, and Local Street. Each of these roads cannot perform independently but only as an interconnected system to minimize accidents and congestion. Each type of street can be defined as follows:

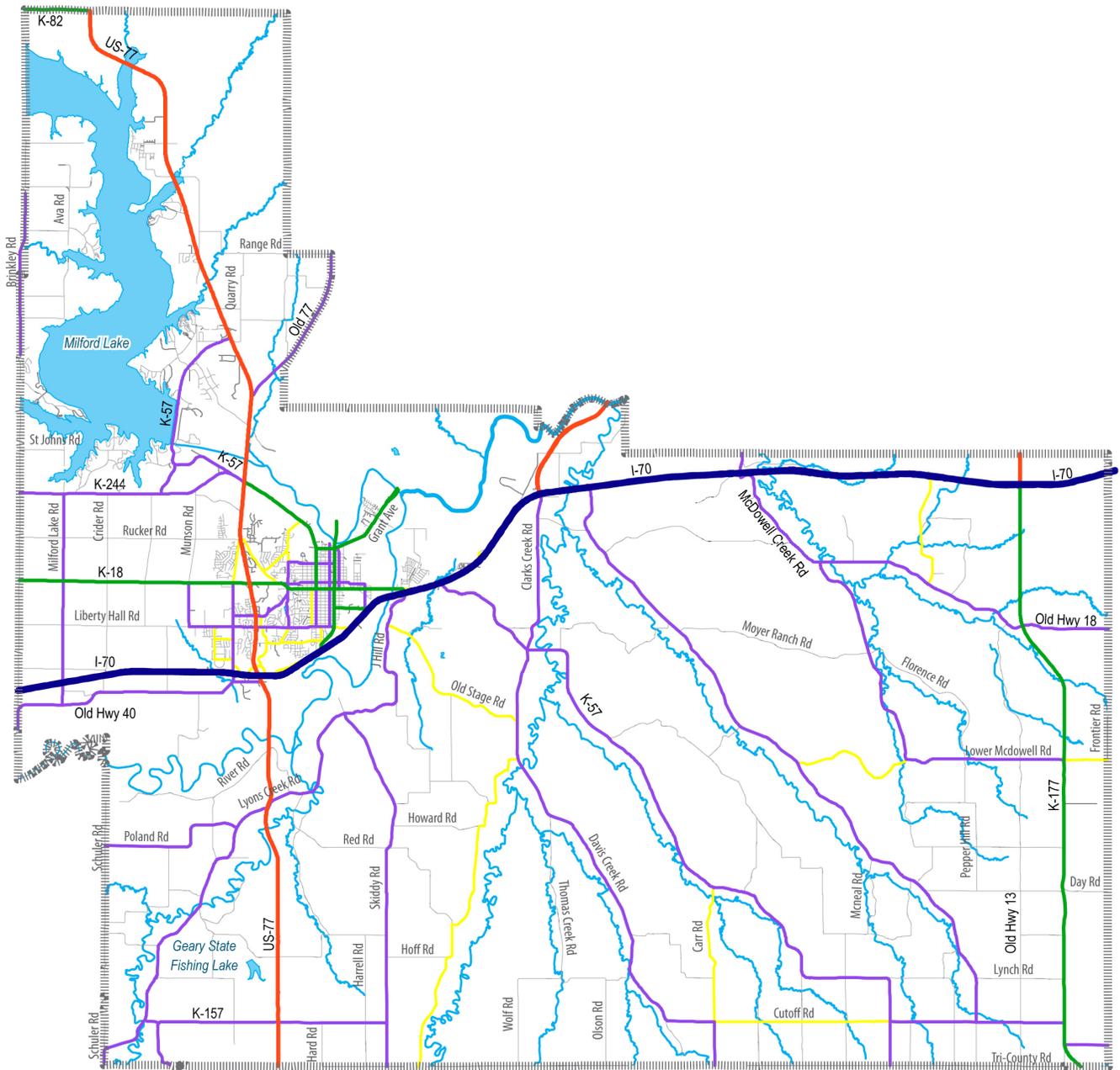
- » Principle Arterial: a street or highway intended to connect major traffic generators and the major highway entrances into the city. Because of the large volume of traffic carried by principle arterials, access to abutting properties tends to be restricted or prohibited wherever possible.
- » Minor Arterial: a street intended to provide through traffic movements across the community connecting minor traffic generators and principle arterials. Restricting access to abutting properties is desirable.
- » Major Collectors & Minor Roads: streets intended to connect the local streets of a residential neighborhood with the arterial system. In addition, collectors often provide access to localized traffic generators such as neighborhood schools. Collectors generally do not serve thru traffic.
- » Local Roads/Streets: streets intended to service individual properties. They should be designed to discourage thru traffic.

Junction City's roadway system currently consists of approximately five miles of principle arterials, 11 miles of minor arterials, and 28 miles of collectors. The remaining roads are local streets. The map on the previous page illustrates the functional classification system for Junction City. This map has some discrepancies when compared to the most recent KDOT functional classification map from 2004.

## Traffic Capacity Analysis

To determine traffic congestion throughout the city, traffic counts are typically obtained on collector and arterial streets and roads in the city and county. (2011 traffic count map published by the Kansas Department of Transportation is located in Appendix A). The highest traffic volume has reached 13,300 VPD (vehicles per day) on some portions of 18th Street. In general, a majority of the roadways are at or below 5,000 VPD, with some isolated locations exceeding 10,000 VPD.

Map 3.4 - Functional Classification Map - Geary County, KS



- County Border
- Interstate
- Other Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local

Source: Geary County; RDG Planning & Design, 2013

Based upon the existing capacity of the roadway, a Level of Service (LOS) can be determined. Typically a LOS of D or better is considered acceptable in most municipalities. The different levels are defined as the following based on the National Cooperative Highway Research Program:

- » LOS A: Free flow, low volume, high operating speed, high maneuverability
- » LOS B: Stable flow, moderate volume, speed somewhat restricted by traffic conditions, high maneuverability
- » LOS C: Stable flow, high volume, speed and maneuverability determined by traffic conditions
- » LOS D: Unstable flow, high volumes, tolerable but fluctuating operation speed and maneuverability
- » LOS E: Unstable flow, high volumes approaching roadway capacity, limited speed, intermittent vehicle queuing
- » LOS F: Forced flow, volumes lower than capacity because of very low speeds, heavy queuing of vehicles, frequent stops

### Operational Analysis: Existing and Future Projections

A table included in the Appendix shows a breakdown of the existing LOS throughout Junction City as well as the 2025 projection. The existing LOS is developed from the current 2011 KDOT traffic counts. The 2025 projection is developed by determining growth curves from compiling the previous 10 years of KDOT traffic data. In general, the growth rates were moderate or in some cases declined for the local arterials. However, for the highways and

connecting links in Junction City, growth was around 4%. For this analysis, growth rates were assumed to be 1% for all the arterials and collectors analyzed. The connecting links (local roads with state highway designations) were assumed to have growth rates of 3%. With the ongoing and potential development for land west of US 77 the growth rate for K-18 was assumed to be 4.5%.

### Operational Analysis Results: Existing and Future Conditions

As a whole, Junction City maintains a high level of service in its current conditions. A majority of the principle arterials function at a “LOS C” with a couple in the “A range”.

Most minor arterials function at a “LOS B” and all but one of the collectors has a “LOS A”.

When comparing the 2025 projections, Junction City will still maintain a high LOS on a majority of the road network. The road segment on 18th Street near the intersection of Washington and 18th will be the only roadway segment that will drop to a “LOS D”, which is still considered acceptable.

Highway 77 will drop to a “LOS D” with its current conditions; however multiple improvements along the corridor are already in the design process and will be detailed in the next section. The proposed improvements for Highway 77 will increase the typical section from a two-lane highway to a four-lane highway south of 18th Street, therefore increasing the LOS.

### Truck Routes

Truck routes are important to a city to allow easy truck access to commercial and industrial businesses and to manage pavement maintenance. The city’s existing truck routes are shown in the Appendix. Non-truck routes do not necessarily have the geometric capabilities or pavement structure for larger trucks to maneuver.

Currently Junction City does not restrict truck traffic to these designated routes. However, the design of these streets and truck traffic generators control volumes of trucks on these routes. At this time no congestion or issues with the current truck traffic have been observed or reported. If issues arise in the future the current policy may need to be reviewed and modified.



## Pedestrian/Bicycle Mobility

Junction City does not have a master plan for bicycle usage throughout the city; however, some multi-use and walking trails exist at this time. It is recommended that a bicycle master plan be created to provide the city with a planning document for additional trails and bicycle lanes for providing connectivity throughout the city.

Junction City currently has a Gap Map which shows the existing sidewalks throughout the city along with proposed sidewalks for identified gaps. Additional sidewalks will keep pedestrians off the street, increasing safety and eliminating potential accidents. A key concern is connecting sidewalks between Spring Valley Road and Eighth Street to provide a direct connection between the middle school and the high school.

Further discussion on pedestrian and bicycle mobility is found later in the plan.

## Airport

Freeman Field, which has served the Junction City community since 1950, is located on the north edge of Junction City. The airport property encompasses approximately 204 acres with another 50 acres in airspace easement, and is owned/operated by the city and managed by the Kansas Air Center.

The airport is included in the FAA's National Plan of Integrated Airport Systems (NPIAS), making it eligible to receive federal loans and grants. Being a part of the NPIAS, the airport is an integral component to the state's system of airports, and does more than serve the area's business and recreational needs: it provides access to the nation's air transportation network, provides community benefits, and generates economic activity.

Freeman Field is home to the National Bi-Plane Fly In, held on an annual basis. The event attracts between 2,000 and 5,000 visitors each year. In addition to serving as a tourist attraction, the open land at Freeman Field could be developed for businesses.

The airport has three runways. The primary runway, 18/36, is 3,500 feet long by 75 feet wide and constructed with asphalt. The two crosswind runways are turf: Runway 13/31 is 1,900 feet long by 140 feet wide and Runway 5/23 is 1,835 feet long by 200 feet wide. The airport houses between 15 to 25 aircraft. Kansas Air Center serves as the fixed base operator at the terminal, providing fuel service, aircraft parking, hangar storage, charters, aircraft maintenance, and aircraft parts. The airport is also home to a Civil Air Patrol base and Raven Aero, an aircraft maintenance shop. Life Star, an air ambulance service, bases their A-Star helicopter at the airport and flies approximately 30 missions per week.



The airport strives to ensure infrastructure is maintained and able to meet anticipated growth and development. A capital improvement plan at the airport was updated in 2002 with the completion of the Airport Master Plan, and is continually updated to ensure it represents the true needs of the airport. The following are recently completed and planned projects at the Freeman Field Airport.

### Recently completed projects:

- Environmental Assessment (2004)
- Kansas Air Service Concrete Apron Expansion (2004)
- Concrete Apron Reconstruction (2006)
- Taxiway Reconstruction (2008)
- Runway 18/36 Mill & Overlay (2009)

### Recommended Projects

- Rehabilitate Runway 18/36 Lighting (Currently Underway)
- Install Runway Vertical/Visual Guidance System (Short Term)
- Install Weather Reporting Equipment (Short Term)
- Construct New Hangars (Short Term)
- Rehabilitate deteriorating asphalt apron (Intermediate Term)
- Acquire Snow Removal Equipment (Intermediate Term)
- Update Master Plan Study (Intermediate Term)
- Install Perimeter Fencing (Long Term)

## WATER SYSTEM

Junction City's water source is the Republican River aquifer near the north end of the city. Currently, the city has 10 wells that pump water directly to the water treatment plant at 2101 N. Jackson Street. Only nine wells are operational at this time. The firm capacity of the operational wells is 5.2 million gallons per day (MGD). The total firm capacity of the 10 wells is 6.2 MGD. The 10 wells have a maximum capacity of 10.8 MGD, however, prolonged pumping over the firm capacity will cause damage to the existing wells. Junction City's average single day pumping rate for 2012 was 4.61 MGD. The peak pumping rate was 8.43 MGD.

The water treatment plant was designed in the late 1970's and has a capacity of 10 MGD. The water treatment plant pumps water from the plant into two zones across the city. The lower level system consists of the majority of the east end of the city which is below the USGS elevation of 1,160 feet and the high pressure zone generally consisting of the west side of the city which is above USGS elevation 1,160 feet.

Currently, the water distribution system (Map 3.5) consists of approximately 147 miles of water mains ranging from 1 to 20 inches in diameter. The high pressure zone makes up 72 miles of mains while the low pressure zone is approximately 75 miles. Nearly 50% of all the water mains in the low pressure zone are four inches and smaller. While four inches may be adequate for residential and commercial areas, fire flows for the standard fire hydrant may be inadequate. It is recommended that all future mains be at least eight inches in diameter. All existing fire hydrants on four inch lines should be flow tested and a Capital Improvements Plan should be developed to upsize these lines where fire protection is deemed inadequate.

Junction City has three storage tanks located on Spruce Street at Bunker Hill drive. Two of the tanks are ground storage reservoirs that supply the low pressure zone and have a combined capacity of 1.3 million gallons. The third tank is an elevated storage tank that has a capacity of 0.5 million gallons and supplies the high pressure zone. To supply additional pressure and enhance the fire flows an additional elevated storage tank is located east of Springvalley Road on the north side of Ash Street. This composite tower provides an additional 1.0 million gallons in capacity to the high pressure zone.

Being directly downstream from Milford Lake and along the Republic River the city has an abundant water supply. As the water demand continues to grow the city should continue to secure additional water rights as needed.

## Rural Water

The remaining rural areas in Geary County are served by four Rural Water Districts (RWD) illustrated on Map 3.6. Geary County RWD #1 currently purchases water from Junction City. It services the area directly south and west of the city limits. Geary County RWD #2 supplies rural areas west of Milford Lake along with the Laurel Canyon Subdivision. RWD #4 services areas east of Milford Lake and north of the Republican River. South of Interstate 70 is serviced by Morris County RWD #1.

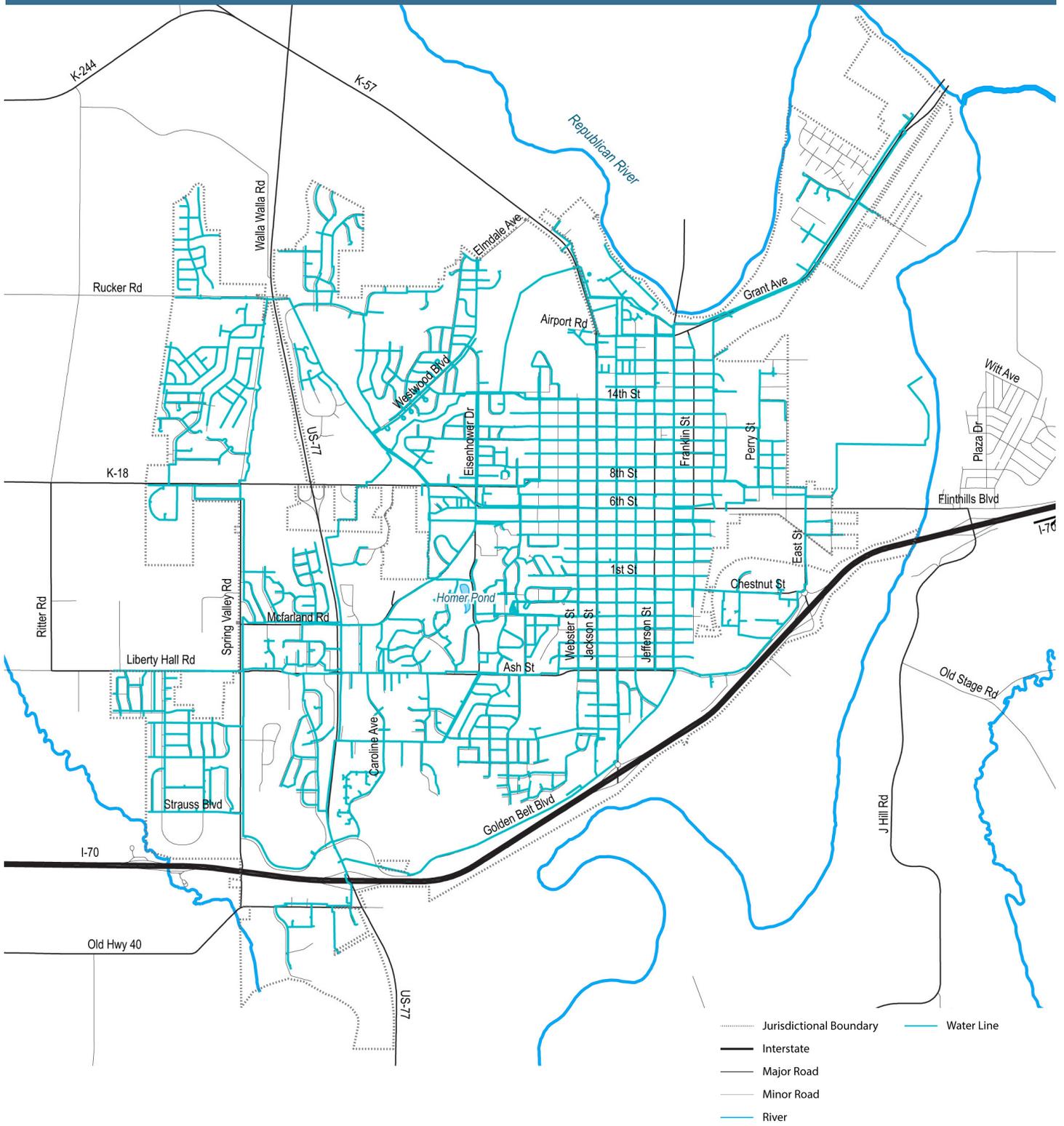
### Recommendations

As Geary County and Junction City continue to develop and expand, water modeling and master planning should continue to determine water demand, additional lines and size, and placement of future water storage tanks and/or towers. This study should be developed prior to additional expansion.

Particular attention should be paid to planning for a robust distribution system and maintenance of the existing system. Delivering water to the planned industrial parks in the southwest portion of Junction City will be essential to business growth in this area. The city should continue to work with the Kansas Department of Water Resources (DWR) to amend their current water appropriation.

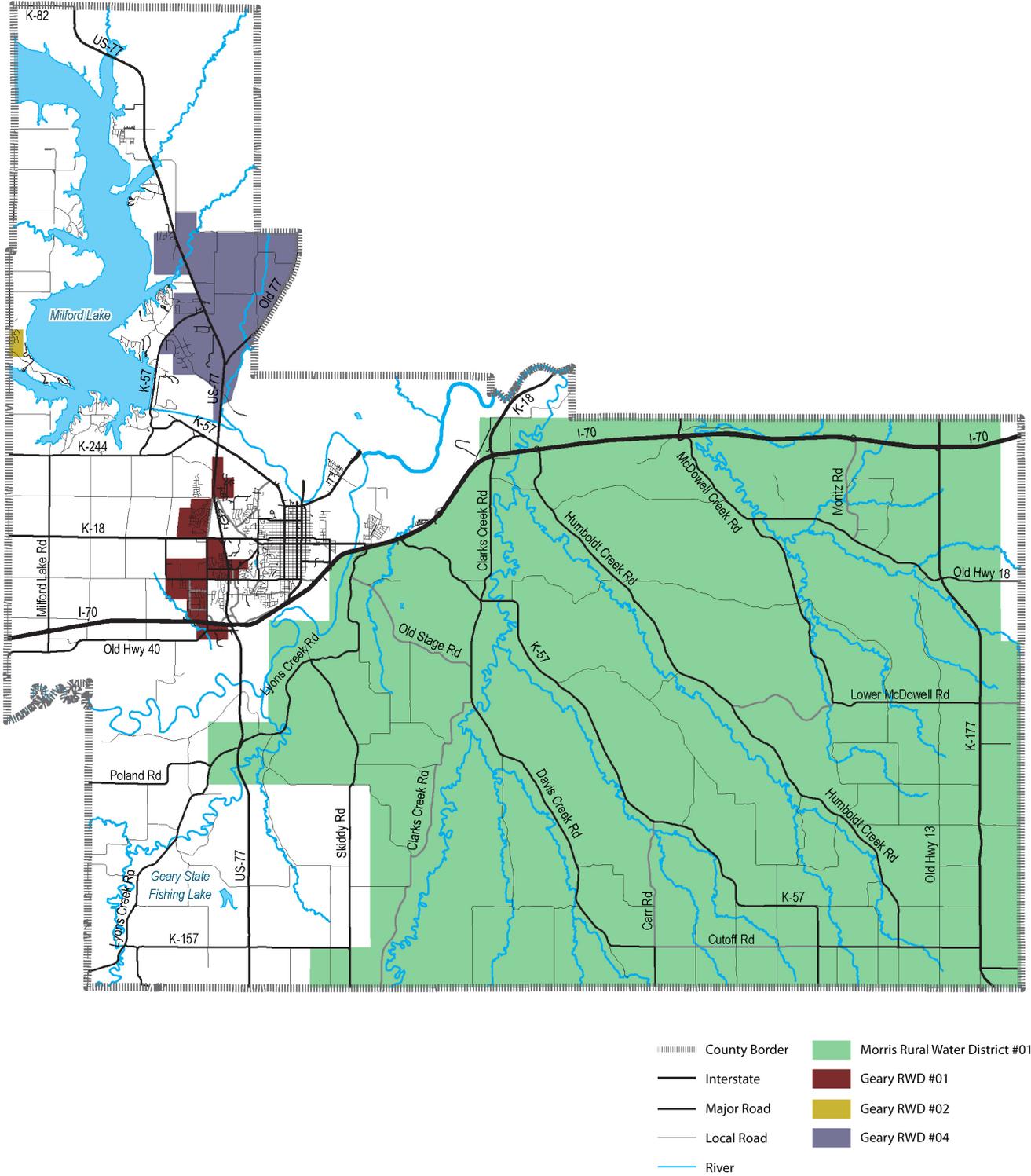
Within the last year the city has developed a water conservation plan and is currently in the process of completing a water master plan. The ongoing water master plan contains multiple recommended upgrades to ensure the continued development and reliability of the existing system to meet future conditions. Upon the completion of the water system master plan this comprehensive plan should be reviewed and updated with master plan recommendations.

Map 3.5 - Water Distribution System - Junction City, KS



Source: Geary County; RDG Planning & Design, 2013

Map 3.6 - Rural Water Districts, Gery County



Source: Gery County; RDG Planning & Design, 2013

## SANITARY SEWER SYSTEM

Junction City currently has two wastewater treatment plants. The first facility is located along Grant Avenue and serves all but the southwest portion of the city. It was constructed in 1954 and has been upgraded as demand required. The most recent upgrade was in 2000. Normal daily average flows are 1.7 MGD and the maximum capacity is approximately 7.0 MGD. This treatment plant serves the majority of the domestic population.

The second treatment plant was constructed in 1996 and is located on the southwest side of the city directly south of the Union Pacific Railroad. This serves the southwest area of the city. Normal daily average flows are 0.63 MGD while the maximum capacity is approximately 5.5 MGD. Development of the Jack Lacy Industrial Park and Armour-Eckrich Meats prompted the need for this treatment plant. The plant will continue to serve current and future development west of HWY 77.

The existing collection system is approximately 124 miles of gravity sewer line with approximately four miles of force mains. The city currently has 23 lift stations. During rainfall events the collection system experiences higher flows which indicate possible inflow and infiltration into the existing system. This is not uncommon and the current treatment plants have the capacity to handle these additional flows.

The remaining portion of Geary County relies on several individual wastewater systems such as septic tanks or lagoons. Laurel Canyon Subdivision is the one exception, as a sewage treatment plant was installed during development. This plant is currently operated by the Geary County Public Works Department. Rural properties developed in the Milford Reservoir Sanitation Zone require approved sanitation disposal plans as well as an approved water supply.

### Recommendations

A Capital Improvement Plan and maintenance plan should be created to prioritize the system and problematic areas. It is recommended to create a cleaning schedule and camera lines with reoccurring backups to determine necessary repairs or replacement. As the city continues to develop and expand, sewer modeling and master planning should continue to determine sewer flow, additional lines and size, and placement of future lift stations.



This study should be developed prior to additional expansion. As with the water, sewer should also be planned for the industrial development proposed for the southwest portion of the community. It should be noted that a sanitary sewer master plan is being developed at the time this report is being written. Upon the completion of the master plan, the comprehensive plan should be reviewed and updated with recommendations.

## STORMWATER SYSTEM

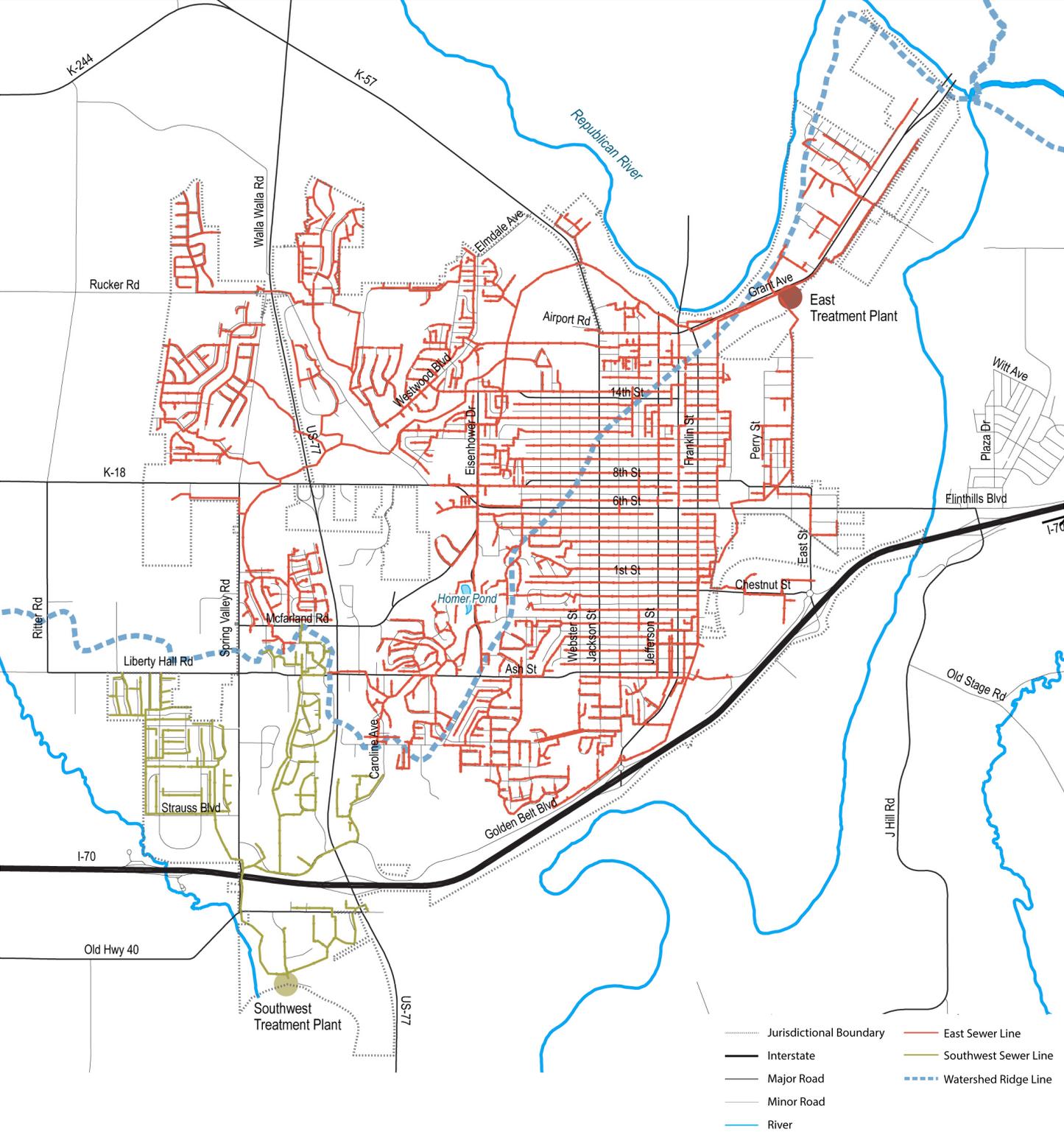
Junction City's enclosed storm sewer consists of approximately 35 miles of pipe of various size and material. The remaining system generally consists of open channels and streams. The open and closed systems are interconnected and drain according to the topography of Junction City. The Republican River and Smoky Hill River are the main receiving waters that function as the main outlet locations of the city's storm water system.

The city currently has a Phase II NPDES permit from the Kansas Department of Health and Environment. The city has implemented Best Management Practices (BMP) for minimizing runoff. The city regulates development, design, construction, and any activity that disturbs the top soil. Ordinances have been enacted to ensure Junction City remains within the state regulations for storm water management.

### Recommendations

Junction City is currently updating the storm water master plan. As Federal and State regulations tighten, it is assumed that the storm water master plan will address managing water quantity and quality as well as construction erosion control measures.

Map 3.7 - Sanitary Sewer System - Junction City, KS



Source: Geary County; RDG Planning & Design, 2013

Map 3.8 - Stormwater Drainage System - Junction City, KS



Source: Geary County; RDG Planning & Design, 2013

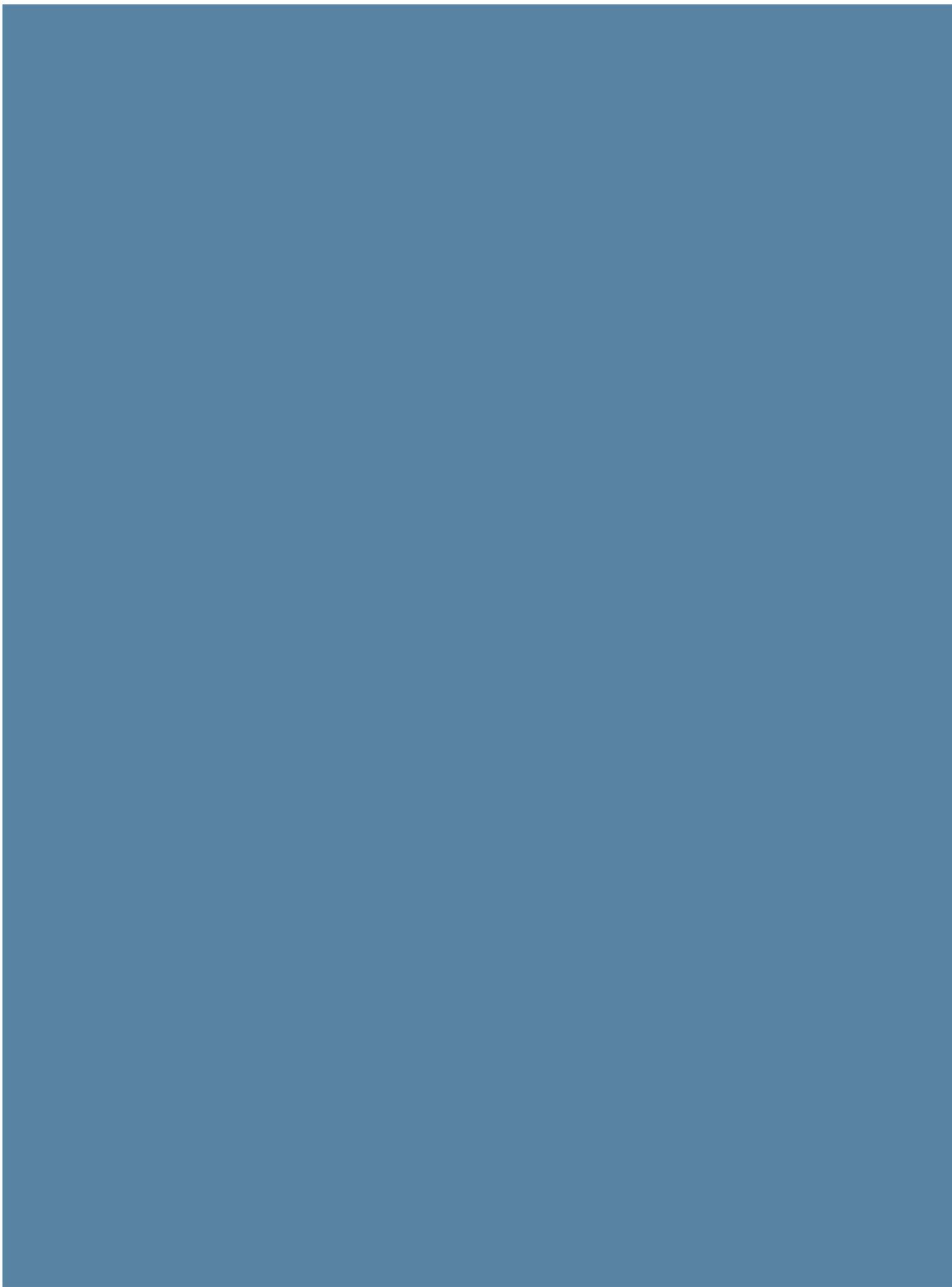
## SOLID WASTE

Geary County utilizes the Geary County Transfer Station for all its solid waste. The transfer station is located at 1509 Perry Street in Junction City. Currently, the transfer station is utilized by the Corps of Engineers, Kansas State Park Agencies, Geary County, and Junction City. The public waste collection service is provided by Junction City and multiple private collection entities. The transfer station also houses a recycling center which accepts multiple recyclable items. A hazardous waste collection site is also available at 304 E 8th Street in Junction City. The hazardous waste collection site is free to all residents.

### Recommendations

Junction City should consider a partnership with Fort Riley to create a yard waste pick-up program with compost return for the residents of Junction City in addition to evaluating the opportunity and feasibility of implementing a recycling program in the future.







# section two

## The Region Tomorrow: A Plan for Community Development

This section presents detailed strategies and recommendations that accommodate future growth and direct development potential in ways that maximize community benefit.

## INTRODUCTION: DEVELOPMENT PRINCIPLES

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The recommendations made in the following pages are based on community-generated development principles (for more on the public participation processes see the Appendix). These principles serve as a guide for staff, the Metropolitan Planning Commission, city and county commissioners, and other boards as they set policy and make investment and land use decisions.



### Land Use & Urban Design

Land use and urban design policies should encourage quality commercial and gateway districts, redevelopment of existing neighborhoods, and contiguous development.



### Conservation & Environmental Resources

Environmentally sensitive areas should be maintained to manage stormwater, avoid adverse impacts and damage to property, natural environments, and agricultural resources.



### Transportation

The city's future transportation system should accommodate growth, capitalize on the I-70 corridor and provide transportation options for vehicles, bicycles, pedestrians, and transit.



### Transportation

The county will develop and support an efficient road system to serve future circulation and access needs.



### Housing

Through coordinated efforts between the city and county, vacant lots should be developed in a consolidated and incremental way that supports diverse housing options and reinvestment in the city's existing housing stock.



### Housing

The County will direct new residential developments toward existing communities and subdivisions and away from areas that conflict with agricultural operations and operations related to Fort Riley.



### Parks & Recreation

The region's quality of life should be maintained, marketed, and supported by providing attractive, accessible recreation resources to residents.



### Infrastructure & Public Facilities

The city will promote the use and reinvestment in existing services, to protect resources and support economically sustainable growth.



### Infrastructure & Public Facilities

The county will strive to provide services in an efficient manner, while encouraging careful development and expansion in order to protect existing resources.



### Economic Development

The regional and national access offered by I-70 should be capitalized on in combination with the economic resources of Fort Riley, Kansas State University, and the new NBAF facility.



### Downtown & Commercial Centers

Junction City should encourage attractive mixed use districts that support existing commercial enterprises and strengthen the city's role in the regional commercial market.





## chapter 4 Land Use Element

Junction City's and Geary County's land use provides the foundation for the comprehensive plan.

Principle: Land use and urban design policies should encourage quality commercial and gateway districts, redevelopment of existing neighborhoods, and contiguous development.

Principle: Environmentally sensitive areas should be maintained to manage storm water, avoid adverse impacts and damage to property, natural environments, and agricultural resources.

Junction City and Geary County's land use is a core component of the comprehensive plan document. It establishes a development vision to accommodate future growth, maintain and enhance the quality of existing development, and provide a sound basis for public and private decisions, including infrastructure investments. The land use plan will provide a physical framework for recommendations in subsequent chapters in this section.

This section of the document provides the tools and principles to guide future land use and development, described below.

## **IN THIS CHAPTER:**

### 10 Policies of Future Land Use & Development

These policies describe the desired characteristics for all of Junction City and Geary County's existing and future development.

### Development Suitability

New developments should begin by considering the environmental features, such as floodplains. These features should be conserved and incorporated into new developments.

### Development Concept

The development concept shows land uses and road connections for strategic growth areas. The elements of the development concept are explained in detail in the housing chapter, transportation chapter, and community building chapter of this plan.

### Future Land Use Map

The Future Land Use map presents the land uses in Junction City and Geary County as envisioned for the future. The new land uses represented on this map will transition over time, as property owners voluntarily sell, develop, or change their property.

### Land Use Categories and Characteristics

This table describes the characteristics of the land use categories shown in the Existing Land Use and Future Land Use maps.

### Land Use Compatibility Matrix

This matrix shows which land uses are compatible, to help identify potential conflicts before they happen.

## POLICIES OF FUTURE LAND USE AND DEVELOPMENT



### 1. Encourage compact, contiguous, and fiscally responsible development

Contiguous and compact development will help preserve Junction City's character by growing the city in a walkable, neighborhood-focused pattern. It will also protect agricultural land within Geary County. This type of development also reduces costly infrastructure extensions such as water, sewer and roads by developing on existing lots, under-utilized infill properties or in strategic areas adjacent to existing development. Compact, contiguous development minimizes travel distances, helps preserve open spaces and farm land, and encourages development that is "human-scale" rather than designed solely for the car.



### 2. Promote infill development

Infill development supports the economic and social value of Junction City's existing neighborhoods by promoting investment in established areas rather than solely at the fringe. Infill development helps make full use of existing infrastructure, thus limiting unnecessary expansions and their associated expense. Such development should respect the character of the surrounding neighborhood, via performance standards.



### 3. Preserve sensitive environmental features

Preserving key natural areas can protect plant and animal habitats, increase property value for adjacent development, enhance and connect the park system, and reduce flash-flooding by providing natural stormwater drainage. A network of natural preserve areas would enhance community character and make Junction City more attractive to new residents. The preserves protect wetlands, hydric soils, floodplains, drainage-ways, and wooded areas.



### 4. Promote diverse housing choices

Junction City should continue to promote a variety of housing styles that meet the needs of the youngest and oldest households. Housing needs and preferences are diversifying. The mortgage crisis and recent economic downturn has inspired a greater preference for affordable and/or rental options. The baby boomer and Millennial generations are demonstrating a growing preference for smaller lot homes and multi-family housing, in addition to a continued interest in traditional single family homes. Junction City can increase its appeal to potential residents by promoting housing options for a diverse population.



### 5. Plan for community amenities such as parks and schools

Junction City's parks and open spaces should serve as an attraction for potential residents and encourage new development around their perimeter. Parks, open spaces, schools, and other public places can serve as neighborhood focal points that promote community activity, personal interaction, and a sense of place



## 6. Provide a multi-modal, continuous transportation network

A network of streets, bikeways, sidewalks, and pedestrian paths should provide connectivity throughout Junction City and accommodate a diverse set of mobility needs and preferences. Junction City residents have identified this need along the 8th Street corridor and appreciate the need to create safe routes to community destinations.

Street networks should provide well connected routes that make both private travel and public service provision more efficient.



## 7. Enhance public safety and minimize hazard risk

Land use decisions have a wide variety of effects on public safety and hazard mitigation. Preserving floodplains and natural drainage-ways to manage storm-water minimizes the risk of injury and property damage due to flooding. A well-connected and multi-modal transportation network promotes better emergency service provision and evacuation routes in case of large-scale hazards. A mixture of land uses within neighborhoods enhances security by creating activity and “eyes on the street” throughout the day.



## 8. Develop balanced neighborhoods that provide options

Balanced neighborhoods provide residents with easy access to a variety of places to live, shop, work, play and engage in community life. Mixing compatible uses, such as a corner store or civic building in a residential neighborhood, creates dynamic and resilient communities that promote efficiency in infrastructure provision and travel times. Balanced neighborhoods provide a variety of housing options, access to open space, and contain activity centers such as parks, schools, civic centers, or commercial areas that are well connected to surrounding neighborhoods. Appropriate transitions should be made between higher intensity uses, such as industry, and lower intensity uses, such as homes.



## 9. Use public investments to promote private development

Junction City and Geary County's public investments in streets, water, sewer, parks and civic facilities can be leveraged to promote private investments. When strategically located, a new park or public building can inspire private residential development, while targeted infrastructure improvements can attract new industry.



## 10. Make decisions in a transparent and collaborative manner

Land use and environmental decisions should be made through a transparent process, with opportunity for input from all citizens and affected entities, such as neighboring towns or the school district. The Junction City/Milford/Geary County Metropolitan Planning Commission goes a long way in creating an open and collaborative dialog. Creation and implementation of land use decisions should be a shared responsibility that promotes the equitable distribution of development benefits and costs.

## DEVELOPMENT SUITABILITY

Junction City's and Geary County's natural environment can be a tremendous asset for future growth, but only if development is sensitive to key environmental features, such as floodplains, wetlands, steep slopes and in some cases, the scenic views of the Flint Hills. Preserving natural areas can increase property value for adjacent development, enhance and connect the park system, protect plant and animal habitats, and reduce flood risk by providing natural storm water drainage.

Maps 2.4 and 2.5 illustrate key environmental considerations in the county. Developers, the Planning Commission, staff, and City and County Commissioners should use these maps and definitions on this page to determine if proposed developments adequately protect and preserve sensitive environmental features.

### Features For Priority Consideration

#### Wetlands

Areas of poorly drained soils characterized by permanent or temporary soil saturation and occasionally standing water. Wetlands perform an important ecological function by absorbing and slowing floodwaters, and providing a unique habitat for plants and animals. Wetlands are protected by state & federal law and must be preserved as part of any new development.

#### Hydric Soils

Soils that have a high capacity to detain water. Hydric soils capture and detain rainwater, releasing it more gradually into Geary County's drainage-ways and rivers, which mitigates stream bank erosion and flash flooding. Allowing hydric soils to perform this function is an important part of a storm water management plan. Hydric soils should be preserved where possible to avoid flooding and water quality deterioration.

#### Watershed

An area of land in which all water drains to the same place. Looking at land use and development from a watershed perspective is much easier at the County level and ensures a more collaborative approach. Communities which share a watershed often have inter-related or shared water issues, and have an interest in planning for water quality and flood control jointly.

#### Noise Zones

The noise zones acknowledge the impacts that Fort Riley operations have on surrounding properties. While there may be no physical limitations to developing in these areas, the noise levels in these areas make them unsuitable for significant development.

#### Each Site is Unique

While Maps 2.4 and 2.5 give a general overview of environmental conditions, each site is unique, and each development proposal should be reviewed on a case by case basis to determine how to address environmental concerns.

#### Other Features

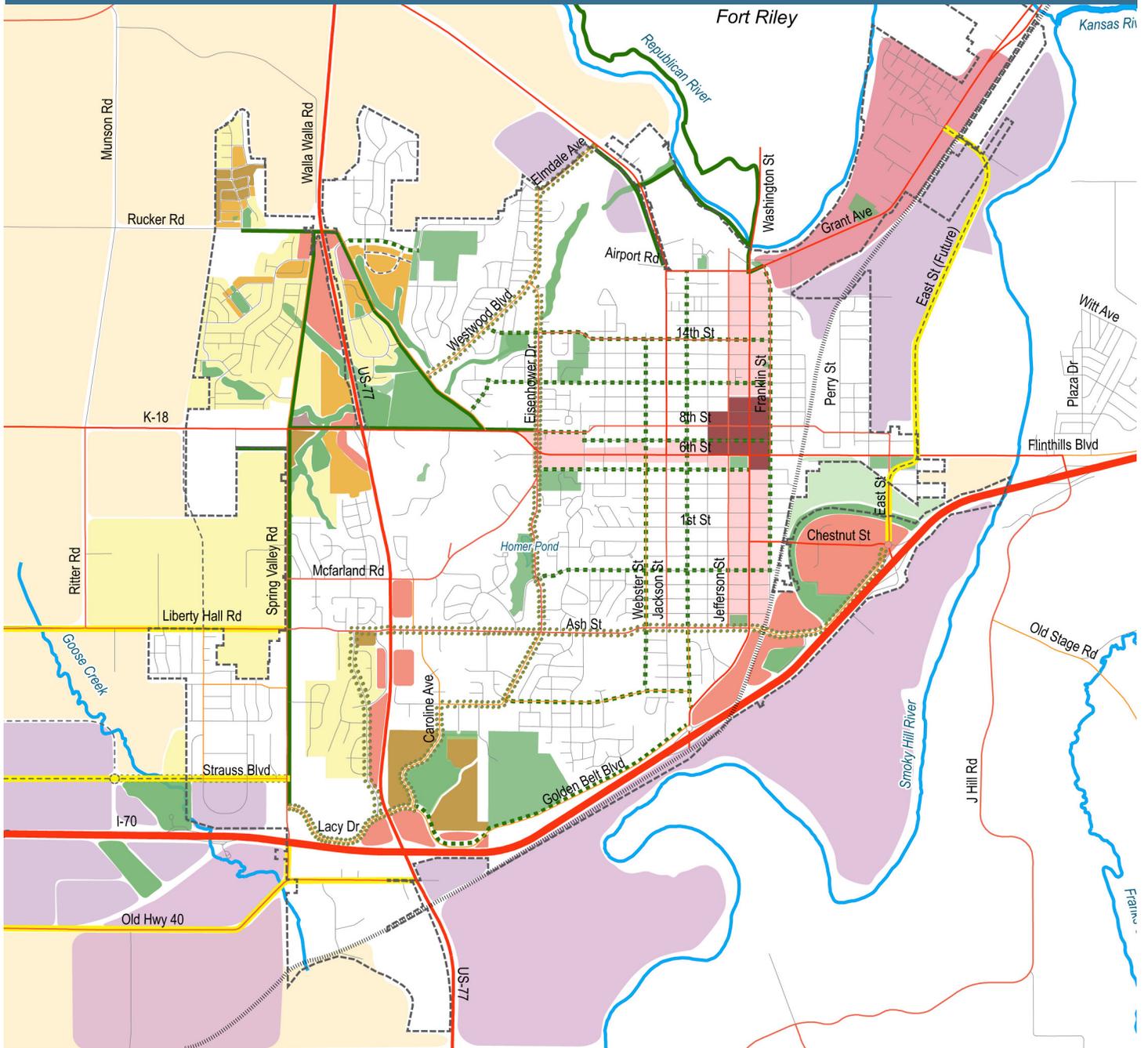
Additional environmental features to be considered, including slopes, viewsheds within the Flint Hills, conservation easements and farmland may also be considered on a site by site basis.

### Implementation Options

With the growing awareness of storm water management and even the development of storm water utilities in some cities, good policies now can make it easier to address potential future state and federal regulations. While many developers may voluntarily choose to preserve sensitive natural areas, reaching the desired level of preservation will require the force of city regulations. The following policy options, either alone or in combination, can help implement the environmental vision:

- » Ban all development in the 100-year floodplain
- » Ban or restrict development in the 500-year floodplain
- » Adopt a stream buffer ordinance: Stream buffer ordinances specify a distance around streams that must be preserved from development.

Map 4.1 - Development Concept - Junction City, KS



- |                                  |                      |                                  |                         |
|----------------------------------|----------------------|----------------------------------|-------------------------|
| — Minor Road                     | ..... Bike Boulevard | Orange Small Lot Single Family   | Light Orange Commercial |
| - - - Proposed Street            | — Trail              | Brown Multi-Family               | Dark Red Downtown       |
| — Railroad                       |                      | Dark Brown Manufactured Home     |                         |
| - - - Jurisdictional Boundary    |                      | Purple Business Park/ Industrial |                         |
| — Roadway of Enhanced Importance |                      | Green Park/Greenway              |                         |
|                                  |                      | Light Green Agricultural         |                         |

Source: Geary County; RDG Planning & Design, 2013

## DEVELOPMENT CONCEPT: JUNCTION CITY

The Development Concept (Map 4.1) shows the proposed growth and redevelopment areas. The Development Concept for Junction City is based on the Development Principles and Plan Policies described in the previous pages and market projections.

While many growing communities need to identify potential areas for future residential growth, Junction City must first absorb an existing lot supply. This supply will meet much of the city's growth needs for the next 10 to 15 years. Although residential demands may be met, the need to identify future industrial and even some commercial areas still exists. It should also be noted that despite having a large supply of single-family lots, the city will continue to have some demand for multi-family and townhome housing options. These options will ensure a diverse base of housing that meets the needs of all age groups.

### Balanced Residential Neighborhoods

Residential development should be focused in existing subdivisions and areas that are contiguous to and connected with the established city. Additional housing strategies focused on Junction City's unique needs are outlined in Chapter 6.

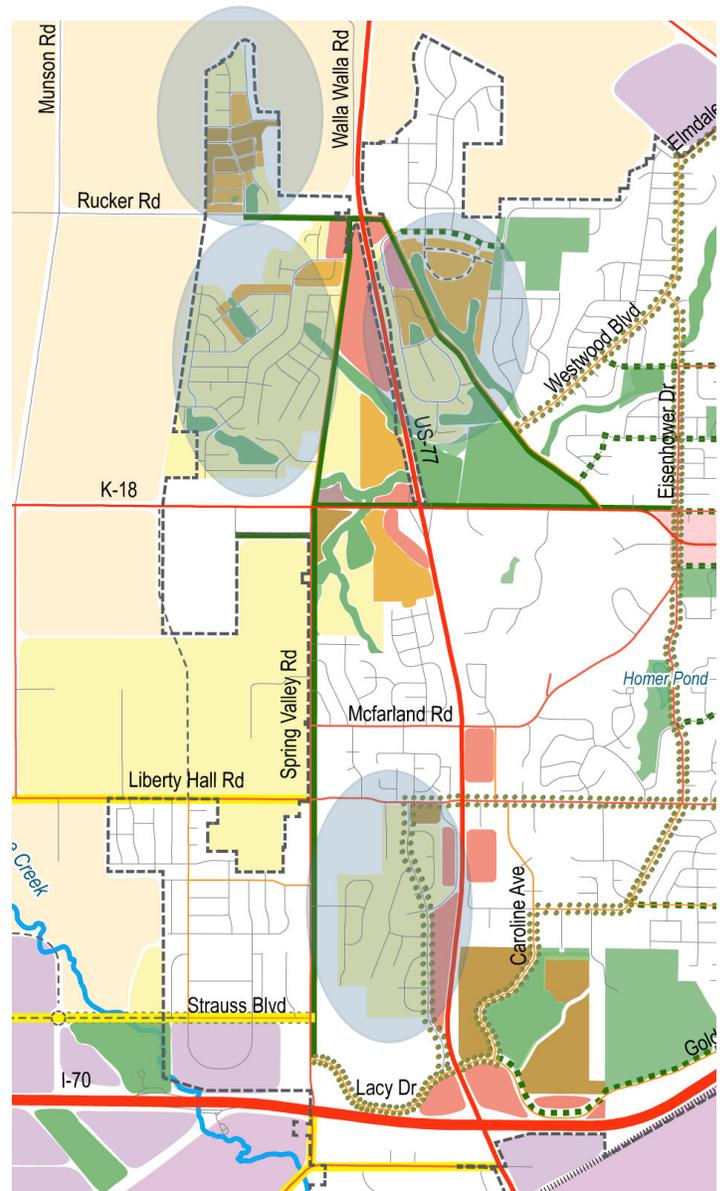
### Preferred Growth Areas

Junction City's biggest challenge will be the absorption of existing lot supplies over the next ten to fifteen years. New development should be focused within these areas and on infill sites within the core of the city. Any new subdivisions should be contiguous to the existing city and will likely occur west of Highway 77. Residential development should be avoided, if not outright prohibited in the floodplain areas to the south and east.

### Residential Policies

The following residential land use policies should guide development.

- » Provide mixed residential styles and densities to accommodate a range of housing preferences and needs.
- » Incorporate neighborhood greenways into a city-wide trail and greenway system.
- » Encourage infill of existing areas, especially within more mature portions of city, with respect to styles and character of these areas.
- » Integrate storm water retention facilities into greenway systems and project design to reduce stress on the city's surface drainageways.
- » Provide an interconnected street system between neighborhoods that accommodates all types of transportation and reinforces neighborhood quality and informal contact.



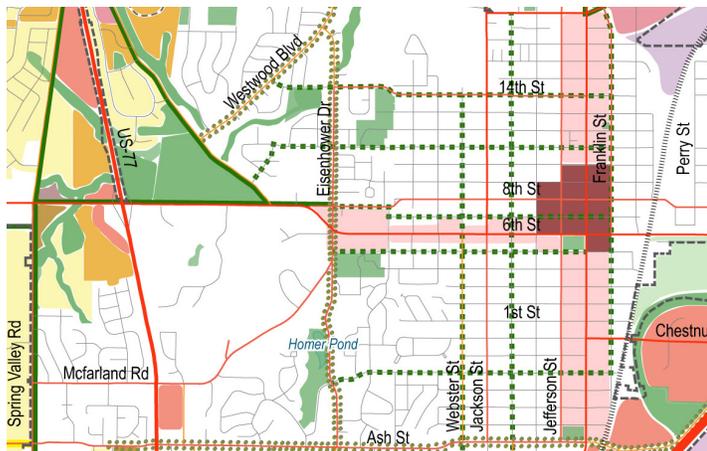
**Lot supply in these areas should meet much of Junction City's future residential demand for the next ten to fifteen years. As these areas near full build out, new housing should occur in those areas identified as urban reserve and outside of the flood plains.**

## Commercial and Industrial Growth

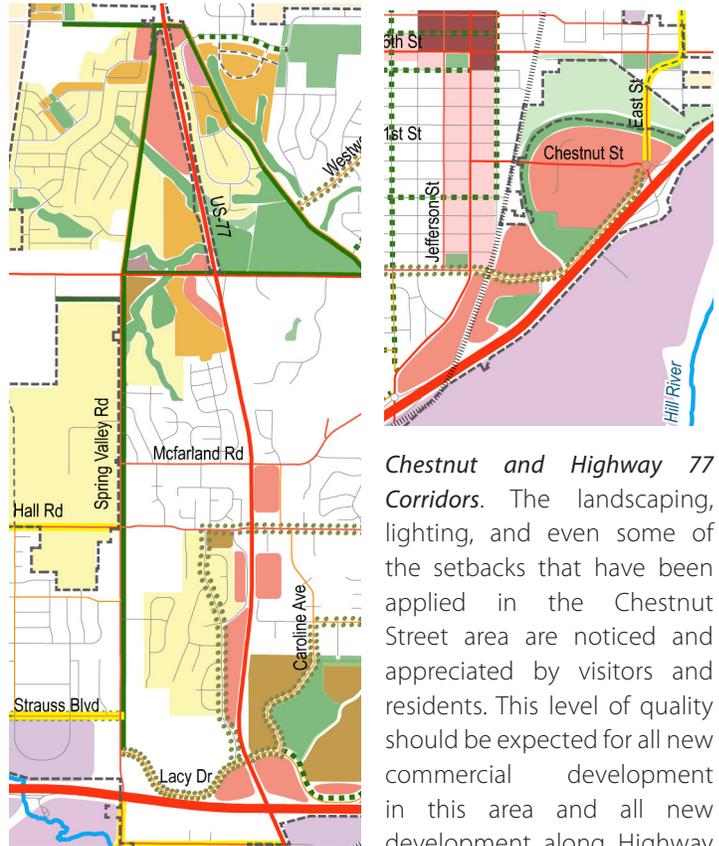
Commercial development should occur in areas that serve the present and future population of Junction City effectively, and conveniently and capitalize on access to regional markets. Industrial growth should occur in areas that logically continue existing patterns and have good transportation and infrastructure service. Additional detail on industrial growth areas is provided in Chapter 7.

### Preferred Growth Areas - Commercial

Junction City's growing population and visibility along Interstate 70 has supported strong commercial growth over the past decade. Growth should continue, supported by assets like the interstate and Fort Riley. Commercial growth should continue within the Chestnut Street area and at major intersections along Highway 77 corridor with reinvestment in older commercial areas including the downtown, Washington Street, Grant Avenue and 6th Street.



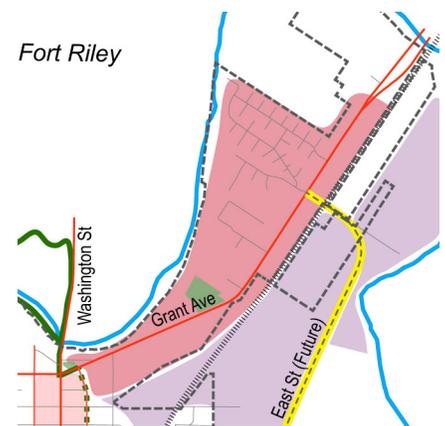
**Downtown and Core.** These areas are the traditional core of commercial, civic, and entertainment for the city. Reinvestment in these areas should preserve historic structures and reinforce ease of access for both cars and pedestrians. Scale of buildings and parking is very important to maintaining the character of the areas and pedestrian comfort.



**Chestnut and Highway 77 Corridors.** The landscaping, lighting, and even some of the setbacks that have been applied in the Chestnut Street area are noticed and appreciated by visitors and residents. This level of quality should be expected for all new commercial development in this area and all new development along Highway

77. This should include good landscaping, screening, and the avoidance of large expanses of parking lots within view of the major corridors.

**Grant Avenue.** Over the years Grant Avenue development has been driven by the Fort Riley Gate at the terminus of the street. Older manufactured home parks and commercial businesses that have been impacted by the gate's hours of operation create challenges for the corridor. Reinvestment



in this area should focus on providing a mixture of residential and smaller scale commercial services (sometimes referred to as neighborhood commercial). Investments in the area should improve the landscaping and pedestrian access to businesses, and offer new affordable housing options to Fort employees.

**Preferred Growth Areas - Industrial**

For many years Junction City's economy depended almost solely on Fort Riley. The addition of large employers like Foot Locker and others along Highway 77 and Interstate 70 area expanded job opportunities. The city's economy still depends heavily on the Fort; however opportunities to expand the industrial base will be supported by easy access to Interstate 70 and regional opportunities including the new NBAF facility in Manhattan. Identification of potential industrial areas will be very beneficial to attracting new businesses.

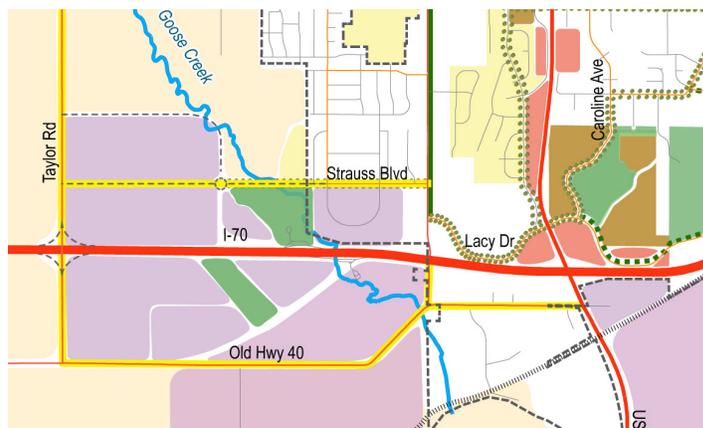
It is difficult to predict the amount of industrial land that a community will need, or which location will be ideal, since a single decision can change everything. Figure 2.6 estimated that roughly 200 to 240 acres of industrial land should be identified in the land use plan. More than this amount is identified in Map 4.1) which provides some variety to the market, options are necessary when infrastructure needs are considered. These areas include:

**South Highway 77.** A small area east of Highway 77 and south of Interstate 70 is outside of the floodplain. This area is surrounded by floodplain or man-made barriers. New developments should avoid alteration of the floodplain and be designed with good landscaping and building materials, respecting the visibility this area has from Interstate 70 and Highway 77.

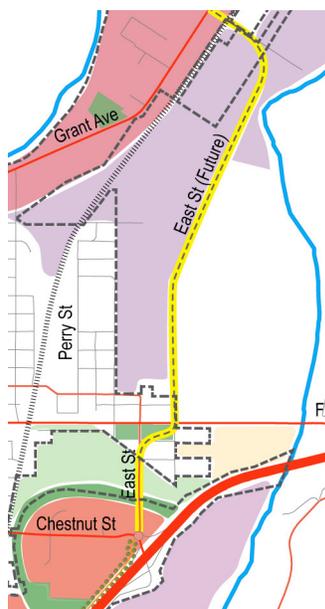
**Taylor Road.** The areas east of Taylor Road provide some of the best opportunities for new business and industrial growth. These areas are outside of the floodplain and have excellent visibility from and potential access to Interstate 70. This area can be connected to the existing industrial with an extension of Strauss Boulevard. A new interchange at Taylor Road would limit truck traffic interaction with local traffic and open this area to the potential for future economic development.

**East Street Extension.** The extension of East Street to Grant Avenue has been discussed as a way to divert Fort traffic away from the downtown and Washington Street corridor for decades. The concept was first identified in the city's 1967 comprehensive plan.

All of this area is within the floodplain and; therefore, should be carefully considered before moving forward. The development of the road could potentially open areas to the west with slightly lower flood risk. This area should remain as urban reserve or open space unless the road is constructed. If construction does happen, developments would have access to both the interstate and railroad making it more suited as a job center.



**South Highway 77 & Taylor Road areas**



**East Street Extension**



## Transportation Connectivity

The transportation system is Junction City's most visible infrastructure investment and guides the growth of the city. Generally it is a highly connected system, but human-made barriers, most notably Highway 77, have limited street connectivity in some parts of the city. Improved connectivity unifies the city, improves access, and creates alternative routes. The transportation system is discussed in greater detail later in Chapter 5.

### Transportation Policies

- » Provide multimodal features that include sidewalks, trails, and bike lanes as appropriate to the street's design.
- » Evaluate each development project in relation to the broader land use plan and transportation system.
- » Provide new development with connections to both the major street system and to adjoining developments along local streets, avoiding isolated enclaves. Provide multiple entrances to individual developments.
- » Design streets to a scale appropriate to surrounding land uses and the character of adjacent neighborhoods.
- » Designate Junction City's future streets ahead of development through an official map, and dedicate rights-of-way as growth occurs.



## Open Space and Recreation Access

To sustain a high quality of life, Junction City should build on the outdoor activities residents and visitors value. Strengthening and strategically expanding the parks and trails system equalizes service to all parts of the city. Junction City has a good park system within the older parts of the city but west of Highway 77, where substantial residential growth has and will continue to occur there is a complete lack of park space. This issue should be addressed through the reorganization of subdivisions in the area. This approach will be discussed in further detail in Chapter 6, the housing element. At the same time, connections between parks should be improved using a combination of trails, greenways, and street corridors.

### Open Space and Recreation Policies

- » Offer neighborhood park services within a maximum walking distance of one-half mile for all Junction City residents.
- » Provide equivalent quality park services to new growth areas, including areas west of Highway 77.
- » Use the city's street system to create a bicycle system that easily connects destinations around the city.
- » Preserve environmentally sensitive areas including drainage swales, native prairie, and wetlands.
- » Use greenways and paths to connect neighborhoods with each other and with major community and commercial features.
- » Secure public access to trails and pathways through easements and charitable donations rather than outright property purchases to the greatest degree possible.
- » Provide clear wayfinding, park graphics and trail markers.

## Infrastructure for Growth

Urban infrastructure must develop to support future geographic and population growth. Chapter Three examined the city's existing water, wastewater, and stormwater systems and provided general recommendations for their rehabilitation and expansion. To support significant industrial development the city may need to continue to expand infrastructure. Full build out of residential areas may also require additional water capacity; however, strategies to lower per capita water use should also be implemented.



## FUTURE LAND USE MAPS

### Junction City

The Development Concept map, Map 4.1, shows proposed uses for the preferred growth areas. The concept shows approximately the amount of land needed to accommodate 2030 population projections and focuses on areas that are most strategic for shorter term growth and economic development, specifically existing subdivisions and city-adjacent sites.

The Junction City Future Land Use - Map 4.2 (Map 4.2b in the Appendix)- combines the development concept with the existing land uses and longer term growth areas . Land Use categories are described in Figure 4.1

Both the development concept and future land use map are based on the policies.

### Geary County

Determining appropriate land uses in the county includes an interaction of several factors.

- » Development Principles. Outlined on pages 71 and 72 the Development Principles guide the remainder of this plan. While many of these principles are geared toward urbanized areas of the county, they provide the basic statements and assumptions that underlie land use policy for the county. They provide a foundation for continued economic growth without compromising the environmental qualities of the county.
- » Existing Land Use Patterns. Understanding current land use patterns establishes the facts on the ground that the land use plan should accommodate. While some parts of the county have decreased in population over the past half century, rural areas on the north side of the county have seen strong interest in rural living. Most of these residents are not directly employed in farming or ranching operations, which can often create conflicts between residential uses and agricultural uses which are basically light industrial uses (even heavy industrial at times). While the future land use plan will direct the market to some degree, a realistic plan cannot reverse market trends but must find ways to minimize conflicts and protect property.
- » Environmental Resources & Constraints. Chapter 2 identified those environmental features that should be preserved but also those resources that can be capitalized on to strengthen and expand the county's economy. The Development Principles place a high priority on rural character, and preservation of environmental and economic resources. In summary, development should be driven towards the communities of Geary County and existing developments, while areas with historic agriculture and resource extraction should be preserved.

## 3 Important Points about the Land Use Maps

### 1. Property Owners Decide

The maps depict new land uses for privately owned properties. The transition of these properties from their current use to the depicted use is expected to occur over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.

### 2. Generalized Map

The Future Land Use map should be interpreted generally and is not intended to provide the specificity or the rigidity of a zoning map or engineering document. The map should provide guidance for:

- » Generalized land use locations and transitions: The boundaries between land uses on the map are “fuzzy” lines and are meant to show approximate areas for transition, rather than rigid boundaries. Minor variations in land use, such as a small civic use on a residential block, are not reflected in this generalized map, but may still be permitted per zoning regulations.
- » Collector and Arterial Street connections: Critical arterial and collector street connections are specified on this map, though the exact routes will depend on detailed engineering studies. Local streets will be determined as development occurs. See Chapter 5: Transportation.
- » Greenways: Greenways or preserves on the map are based on environmental features identified in Maps 2.4 and 2.5. The boundaries of the preserves should be given significant weight in decision-making.

### 3. Guide for Land Use Decisions

The Future Land Use map will guide the land use and development decisions of the Municipal Planning Commission and the city and county commissioners. The map should guide the approval process for development proposals and zoning decisions.

The factors are combined to generate the Geary County Future Land Use Map, Map 4.3. The land use categories of the County Future Land Use plan are described in Figure 4.2, along with principles that should guide these districts.

**Figure 4.1 - Junction City Land Use Categories & Characteristics**

Land Use Category	Use Characteristics	Feature & Location Criteria
 <p>Urban Reserve</p>	<ul style="list-style-type: none"> <li>- Generally in agricultural or open space use.</li> <li>- Reserve areas can eventually be served with municipal water and sewer and may be in the path of future urban development.</li> <li>- Development will likely occur after the planning horizon contained in this plan.</li> </ul>	<ul style="list-style-type: none"> <li>- These areas should be reserved for long-term urban development.</li> <li>- Primary uses through the planning period will remain in open land uses.</li> <li>- Any interim large lot residential development, while discouraged, should accommodate future development with urban services.</li> </ul>
 <p>Estate Residential</p>	<ul style="list-style-type: none"> <li>- Restrictive land uses, emphasizing housing and open space.</li> <li>- Civic uses may be allowed with special use permission.</li> </ul>	<ul style="list-style-type: none"> <li>- Applies to areas where conventional large lot subdivisions have been established.</li> <li>- In many cases, houses use individual wastewater systems and are unlikely to experience extensions of urban services. Large lot residential is likely to be the permanent development stage.</li> <li>- Gross densities will generally be less than one unit per acre.</li> </ul>
 <p>Single-Family</p>	<ul style="list-style-type: none"> <li>- Restrictive land uses, emphasizing single-family detached development, although innovative single-family forms may be permitted with special review.</li> <li>- Civic uses are generally allowed, with special permission for higher intensity uses.</li> <li>- Developments will be provided with full municipal services.</li> <li>- Manufactured units with certification from the United States Department of Housing and Urban Development (post-1976 units) that comply with other criteria in the State statute may be treated as conventional single-family construction.</li> </ul>	<ul style="list-style-type: none"> <li>- Primary uses within residential growth centers.</li> <li>- Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution.</li> <li>- Should provide a framework of streets and open spaces.</li> <li>- Typical densities range from one to six units per acre, individual attached projects may include densities up to six units per acre in small areas.</li> </ul>
 <p>Small Lot Single-Family Attached &amp; Detached</p>	<ul style="list-style-type: none"> <li>- Restrictive land uses, emphasizing housing.</li> <li>- May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses.</li> <li>- Limited multi-family development may be permitted with special review and criteria.</li> <li>- Civic uses are generally allowed, with special permission for higher intensity uses.</li> </ul>	<ul style="list-style-type: none"> <li>- Applies to established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development.</li> <li>- Developments should generally have articulated scale and maintain identity of individual units.</li> <li>- Tend to locate in clusters, but should include linkages to other aspects of the community.</li> <li>- Typical maximum density is six to 12 units per acre, typically in a middle range.</li> <li>- Innovative design should be encouraged in new projects.</li> <li>- Projects at this density may be incorporated in a limited way into single-family neighborhoods.</li> <li>- May be incorporated into mixed use projects and planned areas.</li> </ul>
 <p>Multi-Family</p>	<ul style="list-style-type: none"> <li>- Allows multi-family and compatible civic uses.</li> <li>- Allows integration of limited office and convenience commercial within primarily residential areas.</li> </ul>	<ul style="list-style-type: none"> <li>- Locate at sites with access to major amenities or activity centers.</li> <li>- Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses.</li> <li>- Traffic should have direct access to collector or arterial streets to avoid overloading local streets.</li> <li>- Requires Planned Unit Development designation when developed near lower intensity uses or in mixed use developments.</li> <li>- Developments should avoid creation of compounds.</li> <li>- Attractive landscape standards should be applied.</li> <li>- Typical density is in excess of 12 units per acre.</li> <li>- May be incorporated into mixed use projects and planned areas.</li> </ul>

**Figure 4.1 - Junction City Land Use Categories & Characteristics**

Land Use Category	Use Characteristics	Feature & Location Criteria
 <p>Manufactured home</p>	<ul style="list-style-type: none"> <li>-Accommodates manufactured homes, which are classified under state law as ‘manufactured housing’.</li> <li>-Single-family, small lot settings within planned manufactured home parks.</li> </ul>	<ul style="list-style-type: none"> <li>-Develop in projects with adequate size to provide full services.</li> <li>-Tend to locate in complexes, but should include linkages to major community features.</li> <li>-Typical maximum density is 8 units per acre.</li> </ul>
 <p>Mixed-Use Residential</p>	<ul style="list-style-type: none"> <li>-Incorporates a mix of residential, office, and limited commercial uses.</li> <li>- Includes a variety of mixed use contexts including:                             <ul style="list-style-type: none"> <li>- Residential/office/commercial</li> <li>- Neighborhood commercial</li> <li>- Office/Financial Services</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- Developments should emphasize relationships among parts.</li> <li>- Pedestrian traffic should be encouraged and neighborhood scale retained when applicable.</li> <li>- Projects should avoid large expanses of parking visible from major streets.</li> <li>- Signage and site features should respect neighborhood scale in appropriate areas.</li> <li>- Commercial and office development in mixed-use areas should minimize impact on housing. Should be located at intersections of major or collector streets.</li> </ul>
 <p>Mixed-Use Industrial</p>	<ul style="list-style-type: none"> <li>- Includes auto-oriented community commercial, office, and light industrial uses that do not generate noticeable external effects.</li> <li>- Business Parks may combine office and light industrial/research uses.</li> </ul>	<ul style="list-style-type: none"> <li>-Design standards should be enforced to ensure top-quality appearance.</li> <li>- Efforts should be made to ensure minimal negative impact on surrounding land uses.</li> <li>- Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses.</li> </ul>
 <p>Commercial</p>	<ul style="list-style-type: none"> <li>- Includes a variety of commercial uses, including auto-oriented commercial development.</li> <li>- Includes major retailers, multi-use centers, restaurants, and other services.</li> <li>- Commercial may also be accommodated in mixed use areas.</li> </ul>	<ul style="list-style-type: none"> <li>- Should be located along arterials or other major streets, and in areas that are relatively isolated from residential, parks, and other vulnerable uses.</li> <li>- Traffic systems should provide alternative routes and good internal traffic flow.</li> <li>- Negative effects on surrounding residential areas should be limited by location and buffering.</li> <li>- Activities with potentially negative visual effects should occur within buildings.</li> <li>- Development should maintain good landscaping, focused in front setbacks and common boundaries with lower-intensity uses.</li> <li>- Pedestrian/bicycle connections should be provided for consumer-oriented uses.</li> </ul>
 <p>Downtown</p>	<ul style="list-style-type: none"> <li>- Traditional downtown district of Junction City.</li> <li>- Includes mix of uses, primarily commercial, office, and upper level residential.</li> <li>- Should be the primary focus of major civic uses, including government, cultural services, and other civic facilities.</li> <li>- Developments outside the center of the city should be encouraged to have “downtown” characteristics, including mixed use buildings and an emphasis on pedestrian scale.</li> </ul>	<ul style="list-style-type: none"> <li>- Establishes mixed use pattern in the traditional city center. Recognizes downtown development patterns without permitting undesirable land uses.</li> <li>- District may expand with development of appropriately designed adjacent projects.</li> <li>- New projects should respect pedestrian scale and design patterns and setbacks within the overall district.</li> <li>- Historic preservation is a significant value.</li> <li>- Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas.</li> </ul>

**Figure 4.1 - Junction City Land Use Categories & Characteristics**

Land Use Category	Use Characteristics	Feature & Location Criteria
 <p>Corridor Districts <span style="color: #f08080;">■</span></p>	<ul style="list-style-type: none"> <li>- Post World War II commercial areas that include a variety of commercial and residential uses.</li> <li>- Includes major retailers, multi-use centers, restaurants, and other services.</li> <li>- High density residential uses, with appropriate development standards may be included.</li> </ul>	<ul style="list-style-type: none"> <li>- Street network and site circulation should provide alternative routes and good traffic flow, including safe pedestrian routes.</li> <li>- Negative effects on surrounding residential areas should be limited by buffering and project design.</li> <li>- Good landscaping and restrictive sign standards should apply.</li> <li>- Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas, connecting residents to jobs.</li> </ul>
 <p>Business Park/Industrial <span style="color: #9933cc;">■</span></p>	<ul style="list-style-type: none"> <li>- Range of industrial uses that do not generate significant external effects.</li> <li>- Business parks may combine office and light industrial/research uses.</li> </ul>	<ul style="list-style-type: none"> <li>- Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas.</li> <li>- Higher intensity industrial sites should be well-buffered from less intensive uses.</li> <li>- Developments with major external effects should be subject to review.</li> <li>- Sites should have direct access to major transportation facilities, without passing through residential or pedestrian oriented commercial districts.</li> <li>- Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses.</li> <li>- Zoning regulations should encourage business parks, including office and office/distribution uses with good development signage standards.</li> </ul>
 <p>Civic/Schools <span style="color: #0070c0;">■</span> <span style="color: #add8e6;">■</span></p>	<ul style="list-style-type: none"> <li>- Includes schools, churches, libraries, and other public facilities that act as centers of community activity, as well as other public service facilities.</li> </ul>	<ul style="list-style-type: none"> <li>- May be permitted in a number of different areas, as appropriate.</li> <li>- Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.</li> </ul>
 <p>Parks/Greenways <span style="color: #32cd32;">■</span></p>	<ul style="list-style-type: none"> <li>- Traditional park and recreation areas including both passive and active recreation uses.</li> <li>- Environmentally sensitive areas and crucial scenic corridors that should be preserved and possibly incorporated into the city's trail system.</li> </ul>	<ul style="list-style-type: none"> <li>- Parks should be centrally located with easy access for both pedestrian and auto users.</li> <li>- Residents should be within approximately a half mile of a neighborhood park.</li> <li>- All parks should be connected through the city's trail and greenway system.</li> <li>- Environmentally sensitive areas, including wetlands, native prairies and drainage channels should be protected and incorporated into the city's greenway network.</li> </ul>
 <p>Agricultural <span style="color: #90ee90;">■</span></p>	<ul style="list-style-type: none"> <li>- Generally held as naturalized open space.</li> <li>- Extension of urban service is unlikely and lands are not intended for development on any foreseeable time line.</li> </ul>	<ul style="list-style-type: none"> <li>- These areas should remain in primary open space. Urban encroachment, should be discouraged.</li> <li>- Applies to areas designated for conservation, including floodplains and steep topography.</li> <li>- Environmentally sensitive areas not intended for recreation may be designated as open space.</li> </ul>

Figure 4.2 - Geary County Land Use Categories & Characteristics

Land Use Category	Use Characteristics	Principles and Patterns
Agricultural Use 	<ul style="list-style-type: none"> <li>- These areas are unlikely candidates for development and should remain in agricultural operations for the foreseeable future.</li> <li>- Uses should provide for the continuation of Geary County's agricultural economy.</li> </ul>	<ul style="list-style-type: none"> <li>- Agricultural uses will take priority within the district.</li> <li>- With the exception of existing farmsteads and occasional farm family residences, residential should not be permitted, so as to discourage suburban-style development.</li> <li>- Development in or adjacent to Agricultural Land Uses may be required to complete a development agreement that outlines the priority of agricultural uses and operations.</li> <li>- Agricultural based tourism is allowed when adequate roads, water, wastewater, and parking can be provided to the business. High traffic volume business should be located along paved roads, limiting damage to unpaved roads and dust.</li> <li>- Protection of agricultural related water resources and water supplies to existing farmsteads should be a priority.</li> <li>- Intensive agriculture (confined feeding operations) is possible as a conditional use with consideration of guiding factors.</li> <li>- Clustering or subdivision for new housing is possible but should be directed toward appropriate areas (see residential principles).</li> </ul>
Parks & Recreation 	<ul style="list-style-type: none"> <li>- Traditional park and recreation areas including both passive and active recreation uses.</li> <li>- Environmentally sensitive areas and crucial scenic corridors may be included.</li> </ul>	<ul style="list-style-type: none"> <li>- Parks within the county are regional amenities that are managed by agencies other than the county, except for Freedom Park.</li> <li>- Milford Lake is a significant recreational and economic asset and development outside of Army Corps of Engineers land should be done in a way that is sensitive to water quality and scenic views.</li> <li>- Parks should be connected to the communities of Geary County through trails and greenways.</li> <li>- Environmentally sensitive areas, including wetlands, native prairies and drainage channels should be protected and used for the educational opportunities.</li> </ul>
Greenway/Flood Hazard 	<ul style="list-style-type: none"> <li>- These areas are within the floodplain and are not appropriate for development.</li> <li>- Primary uses should be agriculture or open range.</li> </ul>	<ul style="list-style-type: none"> <li>- Any development should account for the likelihood of flooding.</li> <li>- In addition to elevating above of the floodplain, actions should be taken to mitigate the impact on surrounding areas and downstream.</li> <li>- Residential development should not be permitted and if allowed should be adequately protected from flood events.</li> </ul>
Urban Reserve & Urban Reserve Flood Hazard  	<ul style="list-style-type: none"> <li>- Buffer areas around communities protected for future urban growth.</li> <li>- Ultimate uses will be at densities that support urban services (water, sewer, and wastewater).</li> <li>- Primary uses within flood hazard areas should remain agriculture, recreation or open space.</li> </ul>	<ul style="list-style-type: none"> <li>- General agricultural operations are appropriate until areas can be served by urban services.</li> <li>- Intensive agricultural operations are strongly discouraged.</li> <li>- Residential lot sizes should be smaller, to encourage appropriate urban growth patterns.</li> <li>- New development should be serviced by community utility systems.</li> </ul>
Residential 	<ul style="list-style-type: none"> <li>- Existing residential areas.</li> <li>- Residential uses will be the primary use within any new areas.</li> </ul>	<ul style="list-style-type: none"> <li>- Residential developments should be discouraged adjacent to existing intense agricultural or quarry operations but directed toward existing residential developments or lake oriented areas.</li> <li>- Access to a paved road should limit damage to non-paved roads and dust issues.</li> <li>- New development should not occur within a floodplain or urban reserve area (if not on city services).</li> <li>- New developments should provide proper water and wastewater services.</li> </ul>

**Figure 4.2 - Geary County Land Use Categories & Characteristics**

Land Use Category	Use Characteristics	Principles and Patterns
<p>Civic</p> 	<ul style="list-style-type: none"> <li>- Existing civic and utility uses within the county including historic churches, schools and fire stations.</li> </ul>	<ul style="list-style-type: none"> <li>- May be permitted, with a Conditional Use Permit in a number of different areas, including residential areas.</li> <li>- Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.</li> <li>- The higher intensity characteristics of some utility operations should be considered in relation to adjacent residential uses.</li> </ul>
<p>Commercial/Industrial</p> 	<ul style="list-style-type: none"> <li>- Existing business operations within the rural area of the county primarily oriented to lake-related businesses and agricultural support services.</li> </ul>	<ul style="list-style-type: none"> <li>- Future businesses should be directed toward cities and lake oriented services.</li> <li>- Certain home occupations are permitted by right, provided, certain performance standards are met. Uses proposed beyond those permitted, or are proposed to exceed the standards, may be allowed if a Conditional Use Permit is approved.</li> </ul>
<p>Gateway District</p> 	<ul style="list-style-type: none"> <li>- Areas along the I-70 corridor outside of Junction City.</li> <li>- Includes new interchange west of Junction City oriented toward industrial or business park development.</li> </ul>	<ul style="list-style-type: none"> <li>- Development interest may exist at interchanges along I-70 but access to services will be a limiting factor.</li> <li>- Areas must be able to economically provide water and wastewater services.</li> <li>- Developments should avoid environmentally sensitive areas (floodplains and native prairies).</li> </ul>

## Land Use Compatibility Matrix

Some of the most difficult issues in plan implementation arise at boundaries where more intensive uses are proposed adjacent to less intensive uses. Figures 4.3 and 4.4 provides a land use compatibility guide, assessing the relationships between existing land uses and providing a basis for review of proposals based on their geographic context.

### Compatibility Rating Key\*

**5:** The proposed use is completely compatible with existing land uses. Development should be designed consistent with good planning practice.

**4:** The proposed use is basically compatible with the existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.

**3:** The proposed use may have potential conflicts with existing adjacent uses that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.

**2:** The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.

**1:** The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

Figure 4.3 - Junction City Land Use Compatibility Matrix

	Agriculture	Parks & Greenways	Urban Reserve	Estate Residential	Single Family Residential	Small Lot Attached or Detached Single Family Residential	Multifamily Residential	Manufactured home	Mixed Use Residential	Mixed Use Industrial	Commercial	Downtown	Corridor District	Business Park Industrial	Civic / Schools
Agriculture	-	4	5	4	3	3	2	2	2	2	2	2	2	2	2
Parks & Greenways		-	5	5	5	5	5	5	5	5	5	5	5	5	5
Urban Reserve			-	4	4	4	3	3	3	4	3	2	2	4	3
Estate Residential				-	4	4	3	2	2	3	2	3	2	3	3
Single Family Residential					-	5	3	2	3	2	2	4	4	2	3
Small Lot Attached or Detached Single Family Residential						-	4	3	4	3	3	4	4	2	3
Multifamily Residential							-	4	4	4	3	4	4	3	4
Manufactured home								-	2	4	3	1	1	2	2
Mixed Use Residential									-	4	4	4	4	3	4
Mixed Use Industrial										-	4	2	3	5	4
Commercial											-	4	4	3	3
Downtown												-	5	2	3
Corridor District													-	3	4
Business Park Industrial														-	4
Civic / Schools															-

\* Compatibility rating key with 5 being the most compatible and 1 being least compatible

Figure 4.4 - Geary County Land Use Compatibility Matrix

	Agriculture	Parks & Recreation	Greenway/Flood Hazard	Urban Reserve Residential & Flood Hazard	Residential	Civic	Commercial	Industrial	Gateway District
Agriculture	-	4	5	5	3	4	3	3	3
Parks & Recreation		-	5	5	5	5	5	5	5
Greenway/Flood Hazard			-	5	4	4	3	3	3
Urban Reserve Residential & Flood Hazard				-	2	3	2	2	3
Residential					-	3	3	2	3
Civic						-	4	4	4
Commercial							-	4	4
Industrial								-	4
Gateway									-

\* Compatibility rating key with 5 being the most compatible and 1 being least compatible





Junction City's and Geary County's transportation plan should meet current and future mobility needs while enhancing the character of the city's environment.

Principle: The city's future transportation system should accommodate growth, capitalize on the 1-70 corridor, and provide transportation options for vehicles, bicycles, pedestrians, and transit.

Principle: The county will develop and support an efficient road system to serve future circulation and access needs.

## ISSUES & OPPORTUNITIES

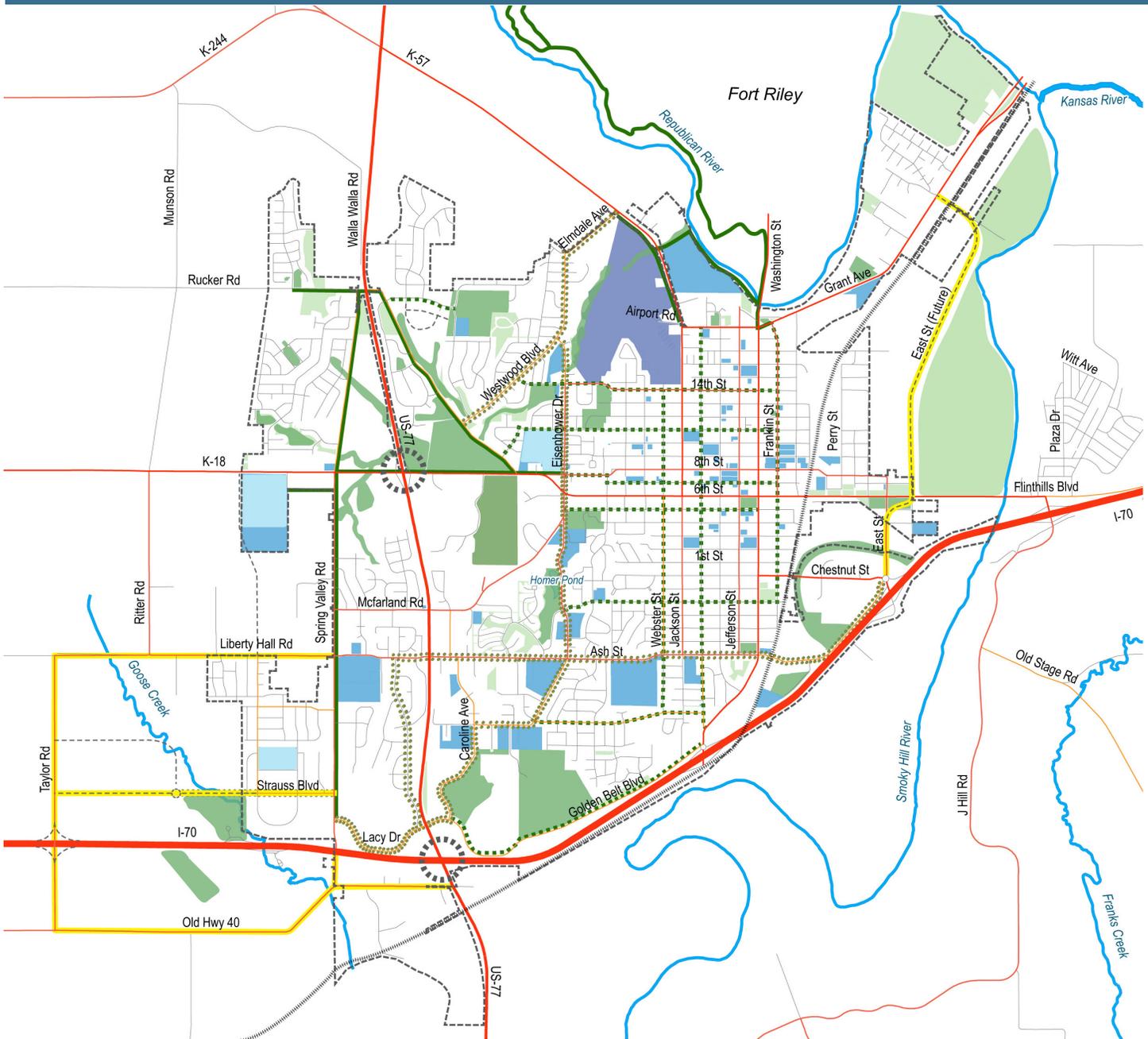
Chapter 3 discussed some of the functional and circulation issues in the system. Based on this analysis and on input from residents, key issues and opportunities for Junction City and Geary County's transportation system include:

- » **East/West Connectivity.** In the historic core of the city the traditional grid pattern has generally been maintained, ensuring multiple options to reach your destination. As development has moved west of the Highway 77 corridor, hillier terrain has created fewer access points. The strain this has put on some corridors is most evident along 8th Street where traffic volumes have increased and the need for better pedestrian access between the high school and middle school has become a community wide concern.
- » **Washington Street Intersection Improvements.** As development has grown south along Washington, traffic volumes have increased resulting in a lower level of service. On the north end, access into the Fort during weekday rush hours can still be an issue.
- » **Interstate 70 Access.** Junction City's presence on I-70 is one of its strongest assets. There are few cities west of Topeka that are as visible from the interstate. This allows the city to capture visitor stops and promote its ability to service growing industries. A new interchange at Taylor Road could enhance development opportunities to the benefit of both the city and county.
- » **Bike and Pedestrian Access.** The need to improve pedestrian access becomes clearly evident when students began trying to walk along sections of 8th Street without sidewalk and with limited right-of-way. Multi-modal access not only provides freedom of mobility to a wide range of individuals but also offers a quality of life amenity that many residents are looking for in a community.
- » **County Roads.** The county road system is generally in very good condition and serves residents and farm to market needs. Liberty Hall Road will need to be improved in the coming years to both address existing and future demand. Concerns were also raised about the impact that new developments can have on the rural road system. The dust and damage that higher traffic volumes create on unpaved roads can decrease the quality of life in rural areas and increase maintenance costs for the county.



Images above illustrate some of the issues related to pedestrian access. This includes a lack of sidewalks, incomplete routes and tight road sections that do not accommodate pedestrians or cyclists.

Map 5.1 - Junction City Future Transportation Plan



- |  |                         |  |                                       |  |              |
|--|-------------------------|--|---------------------------------------|--|--------------|
|  | Interstate              |  | Park or Greenway                      |  | Civic        |
|  | Major Road              |  | School                                |  | Airport      |
|  | Minor Road              |  | Civic Street                          |  | Agricultural |
|  | Proposed Street         |  | Bike Boulevard                        |  |              |
|  | Railroad                |  | Trail                                 |  |              |
|  | River                   |  | Roadway of Enhanced Importance        |  |              |
|  | Jurisdictional Boundary |  | Interchange/Intersection Improvements |  |              |

Source: Geary County; RDG Planning & Design, 2013

## TRANSPORTATION PRINCIPLES

As Junction City and Geary County grow, all transportation decisions should comply with four basic principles.

### 1. Enhance Connectivity

New streets should line up with existing streets and connect new development to existing neighborhoods using multiple entrances. Many of the new developments have existing "stub streets" that will connect to new neighborhoods in the future. These connections should be preserved to ensure the best possible connectivity.

### 2. Build Complete Streets

Streets should accommodate multiple modes of transportation, including pedestrians and bikers. Multi-modal features include: sidewalks, bike lanes, bike pavement markings, bike signage, or traffic calming. Streets should provide sidewalks on at least one side and new local streets should have sidewalks on both sides.

### 3. Access to Transit Options

Offering transportation options beyond cars, bikes, and walking makes for a balanced transportation system. As our society continues to age, access to transit will provide them with greater independence and mobility. With large population and job centers like Fort Riley and Manhattan demanding enhanced connectivity, transit will provide greater access to jobs, services and regional housing options. Arterial and collector streets should be designed to accommodate transit, including locations for safe and comfortable stops.

### 4. Promote Junction City's and Geary County's Character

Streets are Junction City's and Geary County's largest public space, and should be designed in a way that reflects the pride that residents feel in their community. Streets and gateways provide the first impression for many visitors, and have a daily impact on how residents view their community. Within Junction City, landscaping, street furniture, public art, green boulevards and other attractive street features should be considered an investment in community character, pride, livability and a tool to promote tourism and economic development.

## UNDERSTANDING LOS

- » Street system performance is evaluated using a criterion called the "level of service" (LOS). LOS is a qualitative measure that generally focuses on speed and smoothness of traffic flow under specific volume conditions. A ratio of volume to capacity (how much traffic the street carries divided by how much traffic the street was designed to carry) provides a short method for determining LOS.
- » LOS categories are described on a range from A to F. A LOS-A correlates to free-flowing operation while an F means the traffic has exceeded design capacity
- » While LOS is a useful tool, it should not be used to the exclusion of other values. Although measures to improve LOS, such as widening roadways and adding lanes, can improve the flow of traffic, they can also diminish the quality of the pedestrian environment and increase traffic speeds. An important consideration in certain business districts and neighborhoods.

## FUTURE TRANSPORTATION SYSTEM

### Recommendations for Existing Conditions

Even though the level of service for the existing street sections is in good condition, there is anecdotal documentation of some locations and intersections that have congestion or excessive delay.

- » Signals throughout the city are outdated and do not meet current standards. The 6th and Washington signal, specifically, would benefit from upgrades.
- » The Washington Street and 6th Street corridors are good candidates for interconnecting and coordinating signal timing. These efforts would enhance the flow of traffic along these corridors, improving the overall LOS.
- » For areas along North Washington and 6th Street, signalization should be studied. Options to consider include adjusting timing, interconnecting signals to prevent frequent delays or even replacing some signals with four-way stops.
- » The intersection of Ash Street and Washington Street has been studied to determine if a traffic signal is warranted. At this time it has not met the minimum threshold to justify a signal as defined by the Manual of Uniform Traffic Control Devices. Monitoring of the intersection and assessment of geometric issues should continue in the near future.
- » The intersections of Franklin Street at Chestnut Street and at 6th Street have been reported to have congestion and will need to be monitored for future signalization.



## Recommendations for Future Development

The 2025 traffic projections show an increase in traffic throughout the city. Even with these increases the existing infrastructure maintains a reasonable LOS. However studies need to be developed to plan for the future expansion of Fort Riley and Junction City.

- » The road segment near the intersection of Washington and 18th Street shows a “LOS D”. This segment should be monitored to determine when future improvements are warranted. This road segment is near the entrances to Fort Riley; therefore, any improvements/modifications to the base may affect the service of this segment. It is recommended that the county and city continue to work with Fort Riley and monitor any congestion near the base entrances.
- » An East Street arterial has been discussed numerous times over the years. This arterial could convey base traffic from the Chestnut Street interchange of I-70 to the Fort Riley Grant Street gate. The new corridor would also open a large area of undeveloped land for industrial or commercial use. However, this entire area is within a large floodplain. The cost of construction and impact on the floodplain would be major hurdles to development of this area.
- » Constraints, including Fort Riley and floodplains will continue to drive development to the west. As Junction City develops, the road system west of Highway 77 will need to be expanded to include arterials, collectors, and local streets.
- » Map 4.2 illustrates potential new industrial development along the I-70 corridor. As these properties continue to develop, it is recommended that an additional interchange along the I-70 corridor at Taylor Road be developed.

- » Overall the County road system is meeting needs and functioning at a high level. Liberty Hall Road west to Ritter Road is the likely exception. Development in this area and the potential growth south of Liberty Hall Road will only increase the need to pave this section.
- » The existing Highway 77 corridor has a number of traffic issues. KDOT has conducted a study and has planned multiple projects along the corridor to accommodate current and future conditions. Several intersections will be signalized along with reconstruction of interchanges and expansion for additional lanes. These projects and their planned construction dates include:

### Targeted 2015 Construction

- US-77 and I-70 Interchange
- Lacy Drive/Goldenbelt Boulevard Intersection
- Rucker Road Intersection

### Targeted 2016 Construction

- K18 and Spring Valley Road Intersection
- US-77, Lacy Drive to north of McFarland Road

### Targeted 2017 Construction

- US-77 and K-18 Interchange Reconstruction

### Targeted 2018 Construction

- US-77, Rifle Range Road to K-57 North of Junction City
- » As Junction City continues to expand west, the potential of developing a Highway 77 bypass has been discussed. This bypass would connect near the Republican River at Highway 77 on the north and continue farther southwest to provide a bypass of Junction City. The bypass would tie into a new interchange on I-70 at Taylor Rd. New interchanges at highway 57 and K-18 would also need to be studied. Based on the current investments being made in the Highway 77 corridor the potential for this bypass is presumably well beyond the life of this plan.

## Implementation of Street Plan

To implement the recommendations shown in Map 5.1, Junction City should follow two guidelines.

### 1. Reserve Right-of-Way in Advance

The city should work with developers and property owners to reserve right-of-way for major streets in advance of development. This right-of-way should be adequate enough to accommodate multi-modal facilities, utilities and future expansion. Developers should leave room to extend streets to future adjacent development by leaving stub streets or empty lots where extensions are planned.

### 2. Build With Development

Junction City and Geary County should work with developers to extend new or improve existing roads as development demand arises, in conjunction with development agreements.

Street construction is one of the most costly pieces of new development, and high costs of development make it difficult to build new homes at prices that most families can afford. One way to control the cost of local street construction is to avoid overbuilding these residential streets. Local streets that are wide or have more capacity than current or projected traffic volumes warrant are costly and often encourage speeding.

## UNDERSTANDING THE PROPOSED STREET MAP

- » Big Picture: The map does not show every street that would be needed for future development. The local street pattern should be determined as development occurs.
- » Flexible: While the routes shown in Map 5.1 have been carefully thought out, the exact path of these streets may vary depending on the details of development as it occurs. The priority is to maintain the principle of connectivity, to provide access to the key connecting points, and to follow the general path shown in the map. Minor modifications can be made as needed on a case-by case basis. Detailed engineering studies will be needed before undertaking any new road construction.
  - The collector streets in Map 5.1 have a higher “status” than the local streets. The collector routes should be given significant weight when making development decisions, while the local streets are more flexible.
- » Working with Property Owners: Many of these new roads run through property that is privately owned, and their implementation will therefore depend on the decisions of the property owners. The city should reach out to property owners in these key areas to discuss plans for the future.



The images to the left illustrate the concept of protecting connectivity and reserving right-of-way for future growth.

## BICYCLE & PEDESTRIAN NETWORK

One of the key ingredients to today's successful communities is the incorporation of active transportation. This is important for both the economic health of communities and the physical well being of residents. Recent studies have shown that commercial corridors that have incorporated active transportation infrastructure have shown significant increases in retail activity.

### Trails

Trails or sidepaths are off-street paths that serve pedestrians, bicyclists, and other non-motorized forms of transportation. Proposed trail links include:

- » West 8th Street. The section of 8th Street between Eisenhower and Spring Valley Road is the main link between the high school and middle school. Much of this section does not even have a sidewalk creating safety concerns for students that may want to travel between the two schools. This project is a priority for the city and efforts to resolve the problem are underway.
- » Spring Valley Road. As the north/south connection in the western portion of the city, Spring Valley Road is an important collector street. A sidepath or trail along this corridor would provide the safer environment and direct connection between schools, jobs and housing. Installation of this trail should be done in conjunction with any street improvement projects if not before.
- » Rucker Road. This corridor is another important collector street that connects development west of Highway 77 with housing, services, and parks on the east side. This connection will also link the northern portion of the city with a greenway that runs from the Republican River to south of the middle school.
- » Northside Greenway. This greenway follows a drainage corridor that runs from the Republican River to just south of the Middle School. The drainageway could ultimately connect River Walk Trail with residents, parks, and schools on the north side. This would require navigating around or through the airport and making the connection across the river, which would likely occur on the Washington Street bridge.

### Bike Boulevards & Complete Streets

These facilities can be a key part of the balanced transportation system. These routes involve sidewalks for pedestrians, bike lanes, or pavement markings such as shared use lanes or "sharrows," and designs that encourage a harmony between posted and design speeds.

Map 5.1 identifies streets that are good choices for bicyclists, due to their relatively low traffic and access to popular community destinations. All future streets, especially arterial and collector streets, should be designed as complete streets. These streets include sidewalks, proper bicycle access and safe locations for public transit stop for users to board.



**Above examples illustrate different bicycle infrastructure that other cities have put in place.**



**Trails, like the Freeman Field Trail, can provide both recreational and transportation benefits.**

## FIVE CRITERIA FOR A SUCCESSFUL BIKE AND PEDESTRIAN SYSTEM

1. **Directness.** The system should provide relatively direct routes to destinations without taking people far out of their way.
2. **Integrity.** The system should connect to places and provide continuity, rather than leaving users in dead ends or uncomfortable places.
3. **Safety.** The system should be physically safe to its users and not present hazardous conditions.
4. **Comfort.** The system should understand the various capabilities and comfort levels of its users. For example, senior citizens may take a relatively long time to cross a street, and some bicyclists are not comfortable riding in mixed traffic. The system should reflect these differences.
5. **Experience.** The system should provide users with a pleasant and scenic experience.

## Sidewalks

Sidewalks are the central piece of pedestrian infrastructure. Some parts of the city have a well connected sidewalk network and these routes should be maintained as the city grows. As a general policy:

- » New streets should provide sidewalks on both sides of the street especially new collectors and arterials.
- » Existing streets should provide sidewalk on at least one side of the street. Priority areas for retro-fitting are:
  - Arterial and collector streets
  - Streets within a quarter mile radius of schools and parks
- » Reconstruction of streets should include the adding or expanding of sidewalks or sidepaths.

Construction of sidewalks on existing streets should be done over time in conjunction with other street or infrastructure improvements.

To ensure the needs of pedestrians and bicyclists are met, the city should include a multi-modal master plan that plans for an overall system that includes sidewalks, trails, on-street bike routes, bicycle racks at schools, businesses, and other destinations.

## FUTURE TRANSIT OPERATIONS

Junction City and Fort Riley are currently being served by the Flint Hills Area Transportation Agency. In 2013, the Agency had a ridership of 246,097 rides offering demand response services regionally and fixed routes in the City of Manhattan. With the creation of the Flint Hills Metropolitan Planning Organization (FHMPPO) in 2012, regional transportation planning has begun including approval of a Transportation Improvement Program for the region in August of 2013. As a member of the FHMPPO, Junction City, Fort Riley and the Flint Hills Area Transportation Agency will have access to new transportation funding related to transit services.

Identifying appropriate routes and service hours for a market like Junction City will involve balancing demand, convenience, and cost. The increasing numbers using the current system supports expansion to a fixed route network. This type of amenity will strengthen the city's quality of life and marketability.

The city, in cooperation with FHATA and FHMPPO should work to provide a service that fits the needs of residents and markets that service to existing and future residents. One example of emerging transit opportunities in the Junction City/Geary County region is the Flint Hills Regional Transit Authority. This organization was formed through the Flint Hills Regional Planning Council, which serves as its administrative body.



chapter

6

## Housing & Neighborhoods Element

Junction City's and Geary County's existing and future housing stock are critical to future growth and development. Housing and neighborhood policy are recognized as particularly vital issues to the region.

Principle: Through coordinated efforts between the city and county, vacant lots should be developed in a consolidated and incremental way that supports diverse housing options and reinvestment in the city's existing housing stock.

Principle: The county will direct new residential developments toward existing communities and subdivisions and away from areas that conflict with agricultural operations and operations related to Fort Riley.

## HOUSING TODAY

Earlier in this document (Chapter 1) the regions housing market was reviewed. Housing and neighborhood vitality are important components to a healthy and growing city. Through analysis of housing economics and discussions with residents key issues and trends were identified.

### Housing Variety

Over the years Junction City has seen the development of hundreds of new rental units. While other cities have struggled to meet growing rental market demand, Junction City's housing supply is more than 50% rental. The city still lacks other key housing styles. This includes options for seniors and single-family attached and townhome units that can be very appealing to young professionals, empty-nesters and young retirees.

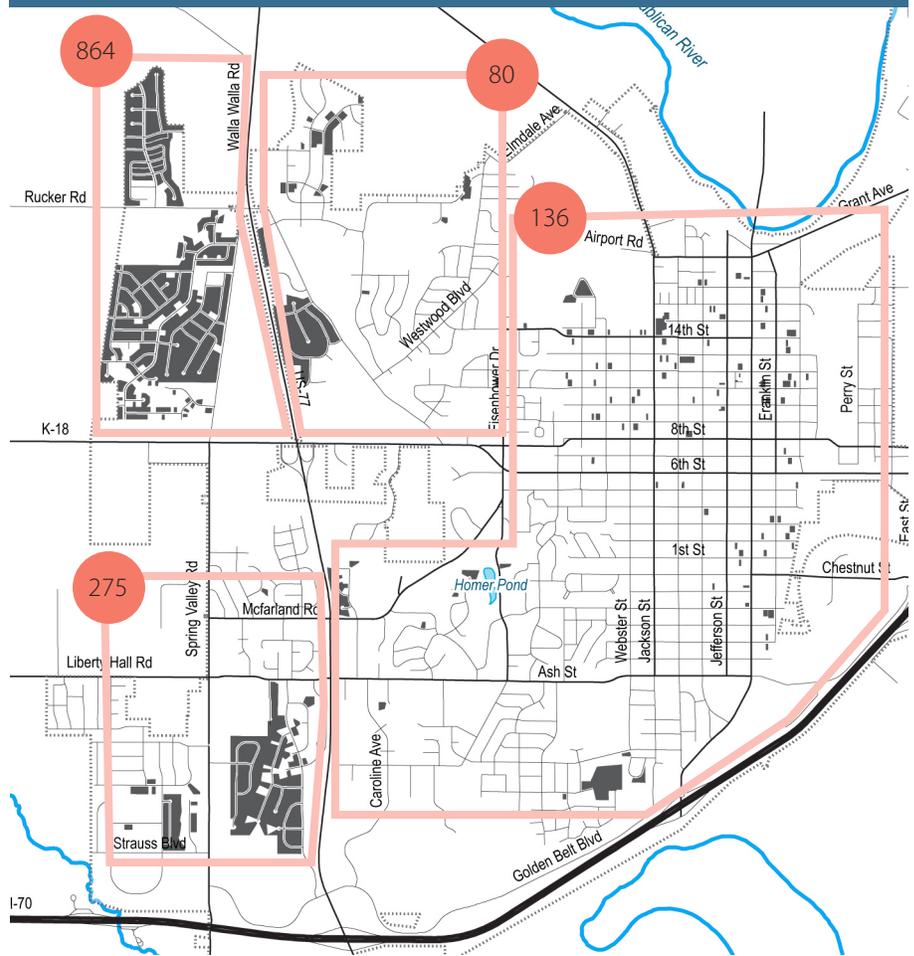
### Lot Supply

The housing boom that began in 2006 resulted in a frenzy of lot development, especially in the western portions of the city. With the downturn of the economy in 2008 the funding sources for development of these lots dried up. This has resulted in hundreds of undeveloped lots (Figure 6.1). Many of the developers went bankrupt or just stopped paying taxes on these lots leaving the city with no or limited funding sources to pay for special assessments and the county holding many of the lots. Identifying strategies for absorbing these lots, including the potential of creating a land bank, will be essential to supporting future community growth.

### Fluctuations in Market Demand

Junction City's housing market is heavily influenced by activities and decisions that are made at Fort Riley. This results in a housing market that can fluctuate from year to year. Deployments have the biggest affect on the rental market. When large numbers are deployed out of Fort Riley vacancy rates can jump dramatically, while at other times quality units can be scarce. This makes investing in the rental market slightly more risky but lower levels of demands are usually short lived.

Figure 6.1 - 2013 Lot Availability



**In 2013 there were approximately 1,355 vacant or undeveloped lots in Junction City. These lots equal nearly 350 acres of land.**

### Moderate Home Values

Over the past ten years construction of new housing has focused on market rate units that meet the needs of middle income households. As illustrated in Figure 1.13, Junction City's owner-occupied market is affordable, especially compared to Geary County and Manhattan. Housing for the lowest income households does remain a struggle both for affordability and quality (Figure 1.14).



## STRATEGIC HOUSING GOALS

Based on the Development Principles and community input, the key housing goals for Junction City and Geary County will be:

- » To form a strategy for the development of vacant lots.
- » Expanding housing options.
- » To improve overall housing quality.
- » Increasing the appeal of rehabilitating housing.
- » To direct any new residential growth towards existing developed areas and away from conflicts with agricultural and Fort Riley operations.

## FUTURE HOUSING

### Housing Production

A moderate growth scenario for Junction City estimates a 2033 population of 29,367. To support this population the city will need an additional 2,195 units. A rough distribution of those units was completed in Figure 2.4 and assumed a greater variety in the market, including 10% being in single-family attached or townhome formats. Density of development (how many units are constructed per acre) will ultimately drive the amount of land needed to support new growth, but with nearly 350 acres of available land (Figure 6.1) there is limited demand or need for the subdivision and development of new lots in the next ten to fifteen years.

The mix of new housing can also be a significant factor in the future population growth. Affordable housing, which can meet the needs of young military families and officers may attract those individuals away from the Manhattan market. At the same time new senior housing and options for all retirees; especially military retirees, are willing to drive further to stay in or relocate to Junction City.

All of these factors could result in faster growth and thus faster absorption of existing lots.

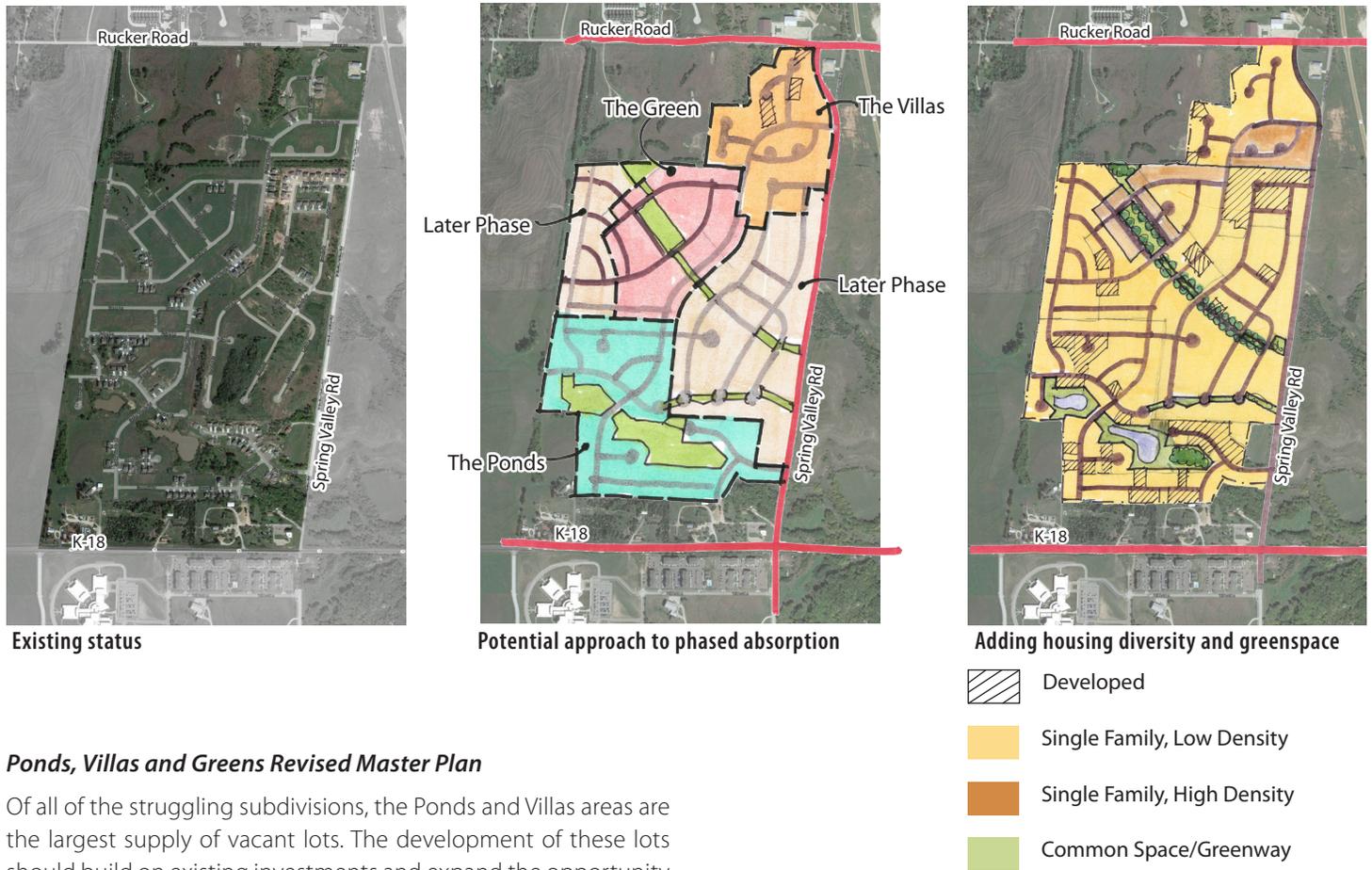
### Housing Strategies

#### Absorbing Existing Lots

Any strategy related to the city's existing lot supply should:

- » Provide the opportunity to increase housing diversity.
- » Allow the city to incorporate greenspace and parks into neighborhoods that are disconnected from the city's park system.
- » Develop a phased approach that focuses first on those areas with existing housing.
- » Create neighborhoods, with a sense of place and destination, out of otherwise unremarkable residential subdivisions.

Figure 6.2 - Ponds, Villas, and Green Development Strategy



**Ponds, Villas and Greens Revised Master Plan**

Of all of the struggling subdivisions, the Ponds and Villas areas are the largest supply of vacant lots. The development of these lots should build on existing investments and expand the opportunity for new housing types and additional greenspace. Figure 6.2 identifies a phased approach that focuses first on the Ponds, Villas, and Green areas. These areas have the greatest number of existing units and grow from main access points off of Spring Valley Road. This ensures prospective home buyers and builders first impression is of a viable neighborhood and not a struggling subdivision. This also controls maintenance costs to existing infrastructure and lots (snow removal and mowing may not be necessary or at least limited in later phases).

The reorganization of these subdivisions should also allow the city to acquire strategic lots for development of new greenspace. A linear green should provide access to storm water management areas and create a new neighborhood park. These amenities add to the quality and viability of the neighborhood and ensure future residents will have the same level of park service residents east of Highway 77 have today.



**Figure 6.3 - Revised Patriot Point Master Plan**



***Patriot Point - Subdivision to Neighborhood***

Figure 6.3 diagrams approaches to the development of Patriot Point. Redesign of this area should assist in creating a true neighborhood where residents can live, play, shop, and possibly work. Aspects of the neighborhood should include:

- » New mixed use buildings and commercial development at the northern entrance to the neighborhood and visible from Rucker Road.
- » Additional park land and greenspace that connects to the city's park and trail system to the south.
- » A mix of housing including mixed use buildings, townhomes, and single-family attached units.

**The images to the right show existing development in Patriot Point and areas for potential mixed-use redevelopment.**





## Targeted Housing Programs

### Land Bank

Junction City is working with Geary County to devise a way to logically develop the city's existing lot inventory. In the early summer of 2014, Junction City created a Land Bank and Geary County transferred over 900 vacant developable lots in subdivisions within Junction City which had been offered at Tax Sales because taxes had not been paid and which did not sell. As of the time of this update to the Comprehensive Plan, Junction City is working diligently to establish a plan to work with private builders to see that homes are constructed on these lots.

#### *Under Kansas Statutes, a Land Bank -*

- » Is governed by a Board of Trustees, which in the case of Junction City and as authorized by statute, is the City Commission of Junction City.
- » The bank can consolidate, assemble or subdivide parcels.
- » Following revisions to Kansas Statutes promoted by Junction City and approved in 2015, the special assessments on parcels will remain in place, but the City/Land Bank can re-amortize the special assessments on Land Bank lots which are subsequently sold to private parties. This is a significant and meaningful tool to make the lots in Junction City more attractive for development.

Much work will be required for the City of Junction City to succeed in absorbing the large number of lots which have been impacted by the recession and real estate collapse which occurred in 2008; and which had such a negative impact on Junction City and Geary County; however steps being taken by both Junction City and Geary County are moving the community in the right direction.

### Housing Quality

Housing quality is an issue for any community looking to ensure a strong community image and quality affordable housing. A community's existing housing stock is often its best supply of affordable housing and; therefore, maintaining and reinvesting in that housing is very important. The following sections describe strategies and approaches to addressing housing quality.

#### *Public/Private Partnerships*

- » The city and county should consider forming a housing development corporation. This nonprofit developer, governed by a board of directors, can take on certain infill, redevelopment, and rehab projects that focus on quality affordable housing for lower-income working families in the county.
  - Acquisition/Rehab/Resale programs are one of the most effective initiatives that a non-profit development corporation can take on. Under this program existing homes are purchased by the development corporation, rehabilitated and sold to qualifying households.
- » A lending consortium should be formed to provide interim aid in financing and other support to development efforts. The consortium should involve financing institutions that are active in the community and distribute risk for both these institutions and private developers. For Junction City, the lending consortium can help fund riskier redevelopment projects or support developers interested in doing housing rehab and infill work in the older parts of the city.

### *Owner Assistance Programs*

A variety of programs can be developed to help struggling residents in owner occupied housing. These include:

- Emergency repair programs
- Direct rehabilitation loans
- Energy efficiency loans
- Department of Agriculture "Self-Help" Housing Program

### *Rental Assistance Programs*

Programs which improve the over all quality of rental housing are often much harder to initiate because of the private investment nature of these units. Leveraged loans are one of the most common approaches; however this must ensure a source of safe, affordable rental housing with strong code enforcement.

## **Neighborhood Preservation**

Junction City has a wide variety of quality neighborhoods which reflect the character and era of their construction. Preservation of neighborhoods begins with property maintenance and housing reinvestment discussed in the previous section. Preservation of neighborhood character is often grounded in the regulations and policies of the city. Over the years many communities have tried to establish set-back, height, and accessory building regulations which are the same for all parts of a city. These regulations were often based on development standards which were oriented toward new developments with larger lots and car oriented designs. These standards create challenges for residents on smaller lots in the older parts of a city. The result is that either no improvements are made or improvements do not fit with the character of the neighborhood.

To address these issues the city:

- » Should review existing codes for inconsistencies between older neighborhoods and new subdivision requirements. This may include:
  - Limiting or even prohibiting curb cuts and driveway access off of streets that are traditionally alley loaded. This preserves the character of the street and visual consistency along a block.
  - Adjusting front yard set-back requirements to be consistent with existing set-backs along older streets.
  - Adjusting side and rear yard setbacks to allow for accessory buildings, like garages on the smaller lots.
  - Regulating the location of garages or the visibility of garages from the street.
- » Review zoning for compatibility with existing densities and long term goals for neighborhoods. Within Junction City, some single-family neighborhoods are zoned to permit multi-family development; which if developed, would be incompatible with the traditionally single-family character. This practice can impact the character of the neighborhood but can also create parking issues for everyone on the block.





## Community Building Element

chapter

7

Junction City and Geary County provide a high quality of life to residents, not only by providing quality jobs and homes, but also community amenities such as parks, trails, cultural facilities, and good schools.

Principle: The regions quality of life should be maintained, marketed, and supported by providing attractive, accessible recreation resources to residents.

Principle: Junction City will promote the use and reinvestment in existing services, to protect resources and support economically sustainable growth.

Principle: Geary County will strive to provide services in an efficient manner, while encouraging careful development and expansion in order to protect existing resources.

Principle: The regional and national access offered by I-70 should be capitalized on in combination with the economic resources of Fort Riley, Kansas State University, and the new NBAF facility.

Principle: Junction City should encourage attractive mixed use districts that support existing commercial enterprises and strengthen the city's role in the regional commercial market.

## PARKS AND RECREATION

Junction City and Geary County residents enjoy access to a variety of local and regional park facilities, making parks a vital component of community life.

### Opportunities for Parks

The biggest opportunities for future of Junction City's parks and recreation system include:

- » Expanding neighborhood parks into underserved areas
- » Adding recreation trails
- » Enhancing existing parks
- » Developing a Parks Master Plan
- » Establishing a funding strategy for parks and trails

### Neighborhood Park Expansion

As illustrated in Map 3.1 residents in the historic core of the city, specifically east of Rucker Road/Caroline Avenue are within a comfortable walking distance of a quarter- to half-mile of a park. This pattern dramatically changes in the western portion of the city. Residents living west of Highway 77 not only are further than a half mile from a park but also must navigate the Highway 77 corridor. **Junction City should strive to expand park space into those existing and future growth areas.**

Approaches to meeting the need for additional park land in existing neighborhoods was discussed in Chapter 6: Housing and Neighborhood Element. For those areas that are currently subdivided, but in foreclosure, the city should use this opportunity to either replat or at least acquire land within these areas for future park development. This can be done in a phased approach:

1. Acquisition of the land
2. Design and budgeting for park improvements
3. Implementation of park improvements

These steps may occur over several years and actual development of the park may occur only after a population threshold is reached for the neighborhood. The essential aspect of this process will be acquisition of the land, which will only become more difficult over time.

**Figure 7.1 -Park classification Description (NRPA)**

Classification	Function	Size	Service Radius	Junction City's Level of Service	Junction City Example
Neighborhood	Basic unit of a community's park system, providing a recreational and social focus for residential areas. Accommodate informal recreational activities.	5-10 acres	¼ - ½ mile (walking distance)	57.1 Acres	Coronado Park & Filby Park
Community	Meet diverse community-based recreation needs, preserve significant natural areas and provide space for larger recreation facilities. May include special attraction such as a pool or trails.	30-50 acres	½ - 3 miles	193.4 Acres	North Park
Specialty	Meet a niche recreational need for the community, such as a sports park or wilderness area.	Varies	Varies	15.4 Acres	Rathert Stadium

Source: RDG Planning and Design, US Census Bureau

## Trail Development

Junction City has the opportunity to use trails to connect residents to existing parks and community destinations. Map 7.1 illustrates potential trail and bicycle corridors that can provide both recreation and transportation benefits. Junction City has lagged behind many cities of comparable size in development of trails. Those trails that have been completed have often not connected key community destinations. The exception to this is the Fort Riley Trail which connects to Milford Lake. However, today most people drive to a trail head rather than connecting to the trail directly from their homes. **Junction City should create a phased plan to expand the trail system to connect schools, recreation sites, and other community destinations.**

Chapter 5 describes the proposed trail system and how it works together with proposed on-street bike routes to create a citywide bicycle network. These new trails cannot be built all at once. As part of a Parks Master Plan, the city should prioritize the trail extensions shown here, and add additional extensions if appropriate. Recommended priority destinations include:

- » 8th Street - This corridor connects the High School and Middle School. Safe bike and pedestrian access should be a priority for this corridor.
- » Spring Valley Road - As development occurs and traffic loads increase, this road should be expanded as a complete street which includes safe routes for both bicyclist and pedestrians.

## Park Master Plan & Enhancing Existing Parks

The city's parks system is reviewed in detail in Chapter 3. These parks are the backbone of the city's recreation system. Maintenance and upgrades to those parks will be important to maintaining a strong park system. Junction City should develop a Parks Master Plan which outlines a park improvement program and identifies broader system improvements.

A neighborhood park improvement program should:

- » Establish a systematic improvement program, with site rehabilitation projects scheduled on a regular basis through the capital improvements program.
- » Establish criteria for priorities, these may include eliminating safety hazards, need to provide facilities for underserved geographic areas, and replacement or enhancement of features that receive intense use.
- » Develop a neighborhood park policy, elements of which include:
  - A menu of recreational facilities to be part of any neighborhood park. These should include structure and unstructured spaces, picnic areas, playgrounds, paths, lighting, tree planting and landscaping, and site furnishings.
  - Site criteria that defines minimum park size, street exposure, trail connections, limits the percentage of land in the park which can be used for stormwater management (the park should be expanded to accommodate these needs), and location and access to neighborhoods.
  - A dedication and financing policy (discussed below).

A broader Parks Master Plan should identify:

- » Sites for future parks and plan for acquisition.
- » Plans for funding and maintenance of park assets.
- » Locations for a potential sports complex.
- » Ways to capitalize on the City's existing baseball, softball and soccer fields through facility improvements and marketing of those facilities.
- » A detailed trail plan. This may also be completed as part of a separate bicycle and pedestrian plan for the city.

Map 7.1 - Parks and Trails Concept



Source: Geary County; RDG Planning & Design, 2013

## Funding & Maintenance

Funding the construction and maintenance of parks and trails is often a difficult task. **Junction City should establish a funding strategy not only for construction, but also for maintenance of parks and trails.** The funding sources for parks and trails can differ and the city should pursue all options.

### Funding Strategy for Trails

- » Establish an ongoing budget item for trail construction and improvement
- » Identify and take advantage of available grant funding from local, state and federal agencies and from non-profit foundations. Recent emphasis on healthy lifestyles and tourism has made trail funding more available, but highly competitive.
- » Use budgeted trail funds as a match for grant opportunities

### Neighborhood Park Funding Approaches

A lack of developer-dedicated land in the past has resulted in large subdivisions being developed with no neighborhood park services within a reasonable distance. This can be resolved through a common policy that requires a park dedication for all development, established through the city's land development ordinances. The obligation for land dedication/trail construction is typically a function of:

- » Acres in the development
- » Development density
- » Number of people per housing unit
- » The city's desired level of service of parks

Due to the piecemeal nature of development, the required amount of land dedication for any single development may be smaller than the ideal neighborhood park size. There are two approaches that the city can take to resolve this issue:

1. Request that developers locate dedicated land at the edges and corners of the development, so that adjacent developments can combine several small parcels of dedicated land to form one larger parcel.
2. Allow payment of cash in lieu of dedication of land by developers. This money should not and often by statute cannot go into the city's general park fund. This money needs to go to the direct benefit of those individuals living in the subdivision. A park within walking distance or a trail connection that ties the subdivision directly to a park or a larger trail system are good examples of a direct benefit.

## Other Park Funding Sources

Other financing sources can contribute to the growth and improvement of Junction City's park system, including:

- » **General Obligation (GO) Bonds.** GO bonds obligate general tax revenues toward retirement, and represent the highest level of security to bondholders. Issuance of GO bonds requires voter approval. These bonds typically form the core of park financing mechanisms, with proceeds used for a variety of rehabilitation and development purposes.
- » **Transportation Enhancements (TE).** TE funds are appropriated through federal transportation legislation for trails, corridor beautification, and enhancement. This program is administered through the Kansas Department of Transportation and provides 80% funding for approved projects. Matching funds are typically provided through general obligation park bonds. Projects funded by TE funds must have a demonstrable transportation function. The Recreational Trails Program (RTP) of the US Department of the Interior, can finance projects that have solely recreational uses.
- » **Surface Transportation Program (STP).** This is the primary federal road financing program. STP funds may be used for path facilities that are developed as part of a major transportation corridor, and unlike TE, can finance trails for motorized users.
- » **Private Foundations and Contributions.** Foundations and private donors can be significant contributors to park development, especially for unique facilities or for major community quality of life features.

## PUBLIC SERVICES

Junction City's and Geary County's public facilities and Infrastructure are reviewed in detail in Chapter 3. Highlights from this review included:

- » Addressing aging infrastructure/buildings at the golf course
- » Assessing potential locations for replacement of Fire Station 2, in addition to new station in urban growth area
- » Implementation of the city's new water conservation and water master plan
- » Work with the state to address water appropriation levels
- » Develop a capital improvement program for the sanitary sewer system based on the completed sewer master plan
- » Prepare to address potential federal requirements related to storm-water quantity and quality
- » Address updating of equipment, ballfields, and access to the city's parks
- » Continue maintenance programs and develop a close working relationship with supporting agencies for the city's Community Center and schools
- » Revamp historic public buildings to accommodate technology, space needs, and efficient utilization of spaces
- » Identify street maintenance programs, pedestrian ways, and air traffic needs

Continued excellence in Junction City and Geary County's quality of life is highly dependent on the proper functioning of its public facilities and services. For the city and county public services and facilities should be strategically directed to encourage new development, solve existing problems and support the needs of its current residents.

### Initiatives

This section outlines basic initiatives for providing quality public services and facilities.

**Maximize efficiency in services.** The provisions of city and county services especially sewer and water, heavily influences where growth can and will occur. Service and infrastructure investments should be made in strategic areas where the city and county wish to grow, where it is efficient to do so, and where the market will support growth. This can include revitalization areas in the city, along the interstate corridor, or around Milford Lake in the county. Areas for growth are identified in the land use plan.



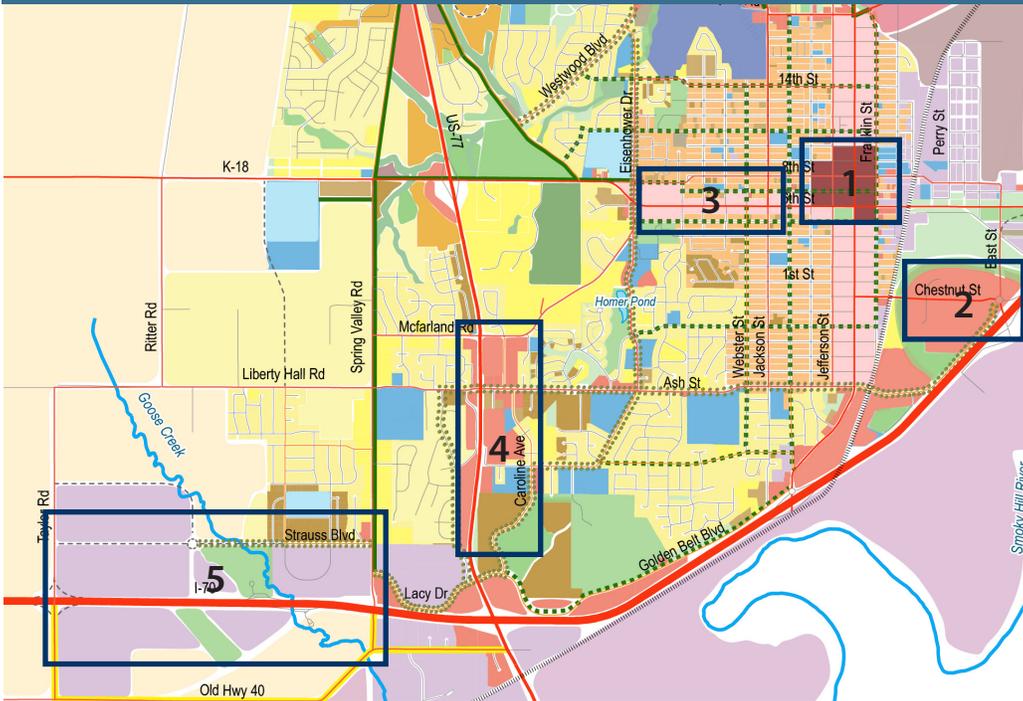
**Promote water conservation.** The city and county should identify and remove any regulatory barriers and promote activities related to water conservation. These should include rainwater harvesting, gray water irrigation, and other re-use strategies and practices. The city and county can also lead the water conservation cause by example, by reducing potable water consumption at public facilities, such as City Hall or the county courthouse. Water conservation can be promoted through a combination of user education and facility modifications, such as installing low flow faucets and toilets.

**Strengthen partnerships with the public school system.** The city and county should work closely with the school district on a variety of initiatives including site selection, alternative transportation (trails, sidewalks, and transit) and outreach to the business community. The location of new schools or the enhancement of existing schools should be closely coordinated with transportation alternatives that ensure strong linkages between neighborhoods and the schools.

**Promote quality, accessible library services.** Today's libraries serve a wide range of residents and needs, far beyond the location to just borrow a book. The city and even the county should work with the library board to ensure the library is meeting the communities long term goals related to community engagement and livability. Renovation, expansion, or even the addition of locations should focus on integrating the building and site into the surrounding neighborhood, and increasing access by walking, biking, and transit.

**Promote designs that make for a safer, more disaster resilient city.** The physical design of our city has a tremendous impact on how efficiently we can provide public safety services, and how many emergencies we experience. A well-designed city can improve public safety in a variety of ways including providing adequate access to new housing, maintenance of both public and private spaces, and ensure building safety through code enforcement.

Map 7.2 - Opportunity Areas for Business Growth, Junction City



## ECONOMIC DEVELOPMENT

Junction City and Geary County are prosperous places with a strong economy and growing retail base. The region can build on its strengths by continuing to invest in the existing commercial centers, leveraging regional industry growth, providing room for growing business and industry, and catering to a diverse workforce.

### Economic Opportunity Areas (Map 7.2)

#### 1. Downtown

Downtown is Junction City's economic and civic center, and the community should continue to invest in this critical asset. The improvements made to sidewalks, signage and street furniture have made for a welcoming and comfortable environment. Continued investment in these physical resources will demonstrate a level of care for the district that supports private reinvestment. Opportunity areas include:

- » Reuse of existing vacant lots or parking areas for an expanded farmers market.
- » Evaluation of traffic flow and signaling along Washington Street corridor to improve movements and ensure a safe environment for pedestrians.
- » Improve economic opportunities by removing traffic from Washington Street by construction of an East Street extension.



Example of covered parking that can convert into a community or farmers market, Ogallala, Nebraska

- Existing traffic is impacting the quality of the public realm along the Washington Street Corridor.
- » Continued support of the downtown business association and support for business expansion through resources like tax increment financing.
- » Expansion of second story housing opportunities where appropriate.
- » Support continued preservation of existing historic structures

## 2. Chestnut Street Corridor

The Chestnut Street district offers retail and services to the residents of Junction City but also to visitors along the I-70 corridor. Its vitality is important not only to the economy of Junction City and Geary County, as is its appearance, as the corridor provides a major gateway into the city and may be the only impression some visitors have of the city. This district was often noted by residents for quality design and features, including lighting and landscaping, that should be used at all entrances into the city. Long term improvements should improve connections to other parts of the city including an improved railroad crossing and expanded bike and pedestrian access.



## 3. 6th Street Corridor

Like many cities, as Junction City grew and residents became more car dependent commercial uses moved out of the downtown and along major corridors. For Junction City, this has traditionally focused on the 6th Street and Washington Street corridors. These old commercial areas developed as car oriented centers that provided services to the city's westwardly moving population. These corridors were designed for the car with few pedestrian amenities.

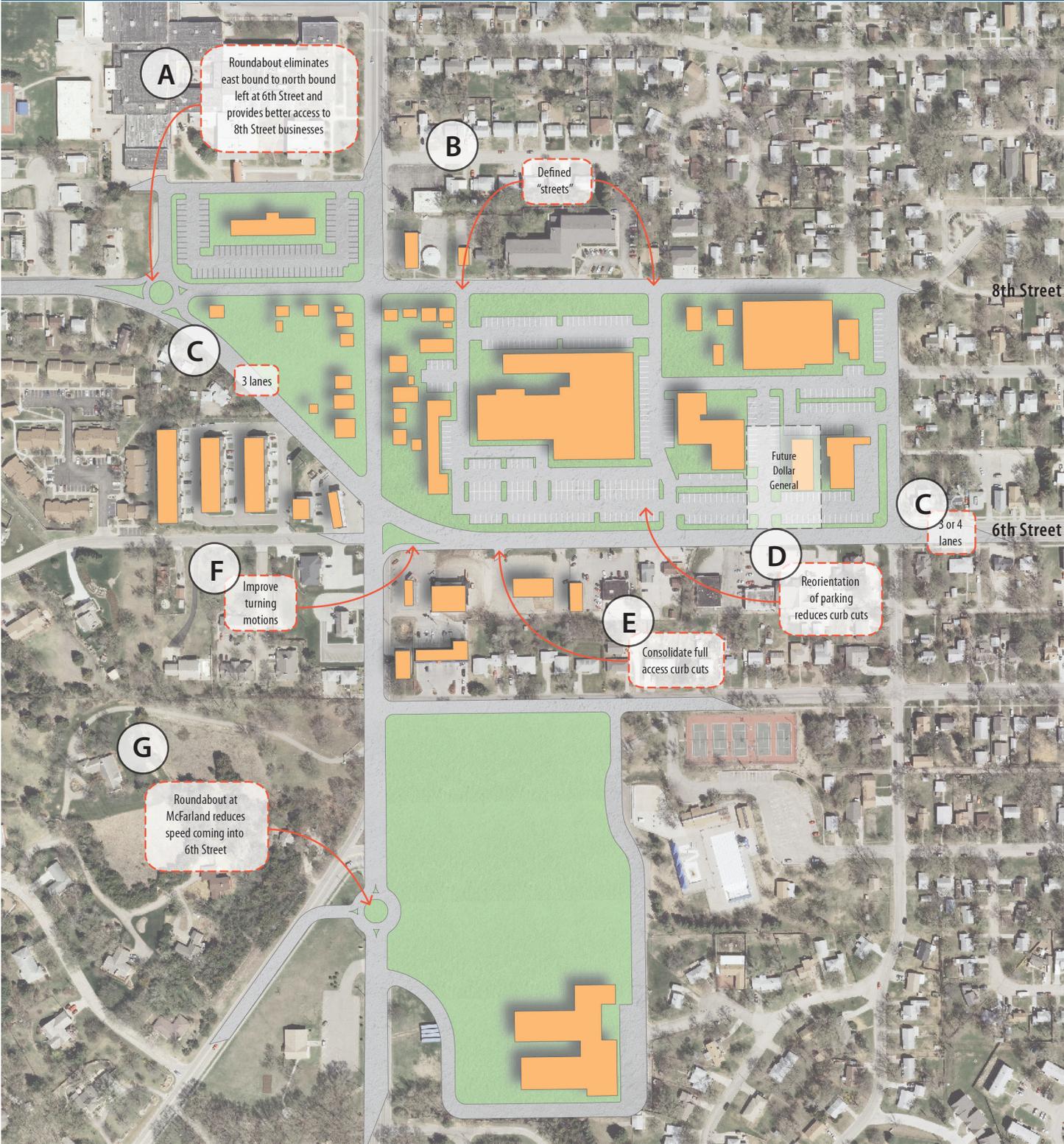
The 6th Street corridor is a prime example of this development pattern. The area is an important economic engine for the community and improvements should support existing businesses and encourage investment by new businesses. Map 7.3 illustrates some of those improvement areas that improve traffic flow, pedestrian safety and access to businesses. These include:

**A.** Improvements to the 6th and 8th Street intersection to allow for safer turning movements and slow traffic in an area with increasing pedestrian traffic. The use of a roundabout at this intersection will eliminate an unsignaled left turn from 6th Street into the high school campus. Traffic will still be able to make all turn movements but the use of the roundabout will slow traffic and improve visibility of oncoming traffic. These improvements should include a more defined entrance to the school campus, separated from the parking area.



Multiple access points and missing sidewalks connects create issues with traffic flow and safety for pedestrians along the 6th Street corridor.

Map 7.3 - 6th Street Commercial District Improvements



**B.** Access to shopping areas off of 8th Street is poorly defined, essentially merging streets/traffic ways with parking areas. Landscaping should more clearly define entrance points, provide a buffer between larger commercial uses to the south and residential uses to the north, and offer better connection between parking and buildings.

**C.** The current lane configuration along 6th Street should be assessed. This should include exploring the use of a "lane-diet" that would take areas from four to three lanes, offering more room for pedestrians or bicyclists and slowing traffic.

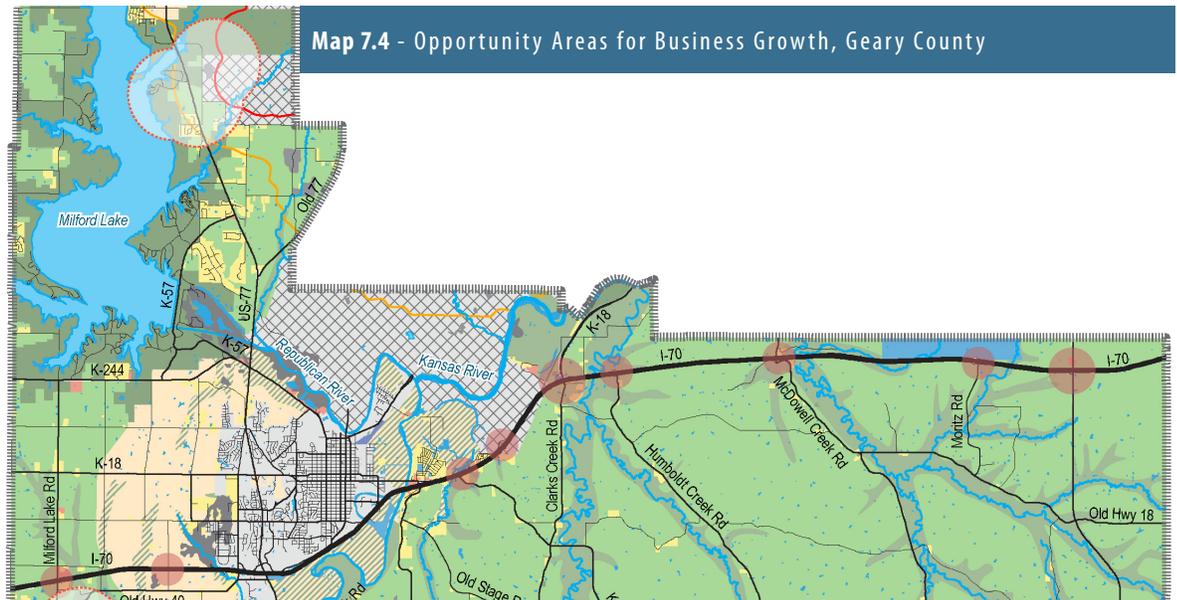
**D and E.** The current design of 6th Street includes 15 curb cuts on just the north side of the street between Garfield and Eisenhower Streets. All of these cuts create points of conflict between turning traffic, through traffic, and pedestrians increasing the risk of collision. By eliminating and consolidating access points the city can create a safer environment for both drivers and pedestrians and a redesign of parking to ensure parking demands continue to be met.

**F.** Extension of the right-hand turn lane onto 6th Street from Eisenhower would allow a longer distance for traffic to merge into the eastbound flow, increase the visibility of this traffic and allowing for greater stacking of turning traffic.

**G.** A second roundabout at Eisenhower and McFarland would slow northbound traffic leading into the 6th and Eisenhower intersection and improve the visibility of traffic turning off of McFarland onto Eisenhower. Many people unaccustomed to roundabouts think they are more dangerous, but they actually slow traffic and eliminate the "T-bone" type of collisions. When collisions do occur in traffic circles they tend to be rear or front panel collisions at much slower speeds, reducing the severity and the likelihood of injury.



**North bound traffic that is turning on to east bound 6th Street has a very short turning lane that quickly conflicts with a driveway access. Those exiting at the driveway must carefully watch for east/west traffic on 6th Street but also traffic turning off of Eisenhower.**



#### 4. Highway 77

As residential developments west of Highway 77 fill in, the demand for commercial uses will grow along the Highway 77 corridor. The demand for services and visibility of Highway 77 is already driving new development at the intersection of Highway 77 and Interstate 70. Intersection improvements along the corridor, including a diverging diamond at I-70 will improve traffic flow. This is a highly visible corridor and should receive similar treatment to the Chestnut Street area. Signage, landscaping, and lighting should speak to the quality of the community and provide a positive impression for all residents.

#### 5. Taylor Road

As discussed in Chapter 4, the Taylor Road and Strauss Boulevard area provide one of the best opportunities for new business or industrial growth in the region. Located along I-70 the site has excellent access and visibility and can easily be serviced by the city's western wastewater treatment facility. Efforts from the Flint Hills Regional Council to think about economic development on a more regional basis should make this area a prime site for new business growth.

Other key sites that may serve new businesses and industries would include:

- » Land south of I-70 along Highway 77 that remains outside of the floodplain.
- » A new East Street Bypass would open an area that is currently located in the floodplain. The main purpose of the extension will be to offer a direct connection between I-70 and Grant Avenue Gate.

### Regional Opportunities

Within Geary County there are also several important areas of opportunity.

#### Gateway Districts

The Gateway Districts along I-70 (Map 7.4) will likely generate the biggest economic development interest in the coming years. Existing interchanges have varying levels of opportunity with excellent visibility and access along the interstate but with significant infrastructure challenges. The interchange with Highway 177 is probably one of the best examples. Over the years, the interest and even attempt to develop this intersection has been high. Access to Manhattan to the north and the Flint Hills Scenic Byway to the south make it an excellent launching point for visitors. However, the lack of water service has inhibited development and will continue to be a challenge.

Basic principles for development of these areas should include:

- » Commercial and industrial uses should first be directed to the cities, where services and access to transit are easier and more cost effective to provide.
- » Linear "strip" development should be avoided. Instead, development should be clustered and preservation of existing agricultural operations should be encouraged. This approach should preserve the character and vistas of the corridor and create developments which are unique from those along many interstate highways.
- » All of these are entrances into the county and as such carry a certain level of aesthetic importance. Development should be closely reviewed to address site planning issues, landscaping, building scale, signage and site amenities.

**Milford Lake**

Milford Lake draws recreation enthusiasts from a large region, well beyond Geary County and Kansas. Although much of the land immediately surrounding the lake is held by the Corps of Engineers lake oriented businesses and housing are attracted to the area. For businesses, that interest lies mostly along the Highway 77 corridor or in the City of Milford. The same principles which are applied to the Gateway Districts should also be applied here (previous page).

**Agri-Tourism**

Agri-tourism is the overlap between agriculture and tourism and is demonstrated through pumpkin patches, vacation ranches/ farms, or vineyards/tasting rooms to name a few. While these operations can be important economic development tools, they should supplement the agricultural economy and not conflict with primary ag uses. The county should support these operations but also direct them to areas that can be adequately served by roads, water and sewer. Policies should include:

- » Directing agri-tourism uses to areas of the county that are away from higher intensity agricultural operations and are compatible with surrounding uses.
- » Provide assistance to business owners through economic development which includes marketing and small business development.



chapter

# 8

## Implementing the Plan

The previous chapters of the Junction City Geary County Plan have outlined the land use plan and strategic vision for the city and county. This section provides a road map of necessary steps to implement that vision.

## Annexation Strategy

Junction City should implement an annexation policy that incorporates future development areas and meets state statutory requirements. All the communities of Geary County should work closely with the county to ensure consistent development patterns.

The development concept for Junction City is predicated on continued community growth, generated by a sound local and regional economy. The development concept calls for urban development on sites that are already subdivided or generally within the city limits. Larger scale job center growth will likely occur outside of existing city limits and as a result, sound community growth will require annexation.

Voluntary annexation of developments should occur before extension of city services. Junction City should also adopt an annexation policy that establishes objective criteria for annexation and identifies candidate areas for incorporation into the city. Areas considered for annexation should meet at least one of the following criteria:

- » **Areas with Significant pre-existing development.** Areas outside the city that already have substantial commercial, office, or industrial development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than two units per acre) should be considered for potential annexation.
- » **Public Services.** In many cases, public service issues can provide compelling reasons for annexation. Areas for consideration should include:
  - Parcels that are surrounded by the city but remain outside of its corporate limits. In these situations, city services may provide enhanced public safety with improved emergency response times.
  - Areas that are served by municipal infrastructure. Junction City's existing sewer and water system is adjacent to and extends to areas outside the city.
  - Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.
- » **A Positive Cost Benefit Analysis.** The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. The city's review policy for annexation should include the following information:
  - Estimated cost impact and timetable for providing municipal services.
  - The method by which the city plans to finance the extension and maintenance of municipal services.

- Identification of tax revenues from existing and probable future development in areas considered for annexation.
- Calculation of the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.
- » **Community Unification.** While difficult to quantify, a split between people who live inside and outside the corporate limits can be harmful to the town's critical sense of community and identity. Establishing unified transportation and open space systems and maintaining a common commitment to the city's future can be important factors in considering annexation.
- » **Protection of Future Growth Areas.** In order to allow the city to guide its growth and development more effectively, future growth areas will need to be managed through annexation and annexation agreements with the county.

Figure 8.1 - Implementation Schedule

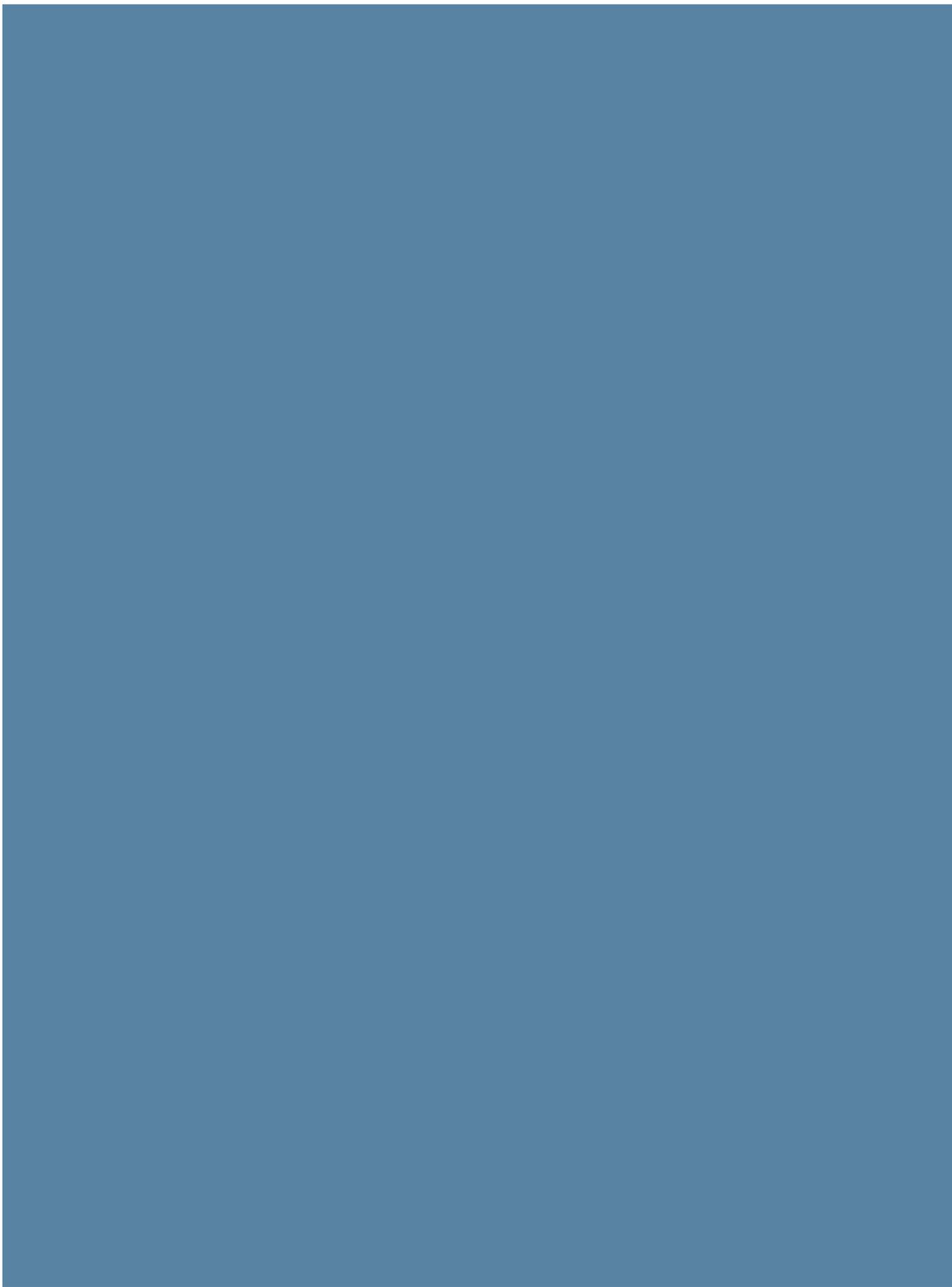
	<b>Public Facilities and Infrastructure</b>	<b>Type</b>	<b>Timing</b>	<b>Leadership</b>	<b>Partners</b>	<b>Priority</b>
	Ensure all park and public facilities are kept in a state of good repair and they provide convenient access to all residents of Junction City and Geary County	Policy Capital	Ongoing	Junction City	Junction City	2
	Develop park and recreation amenities in underserved areas, most notably the neighborhoods west of US 77	Capital Action	Short	Junction City	Junction City	2
	Install and update equipment in all parks that currently do not have play equipment or have aging play equipment	Capital Policy	Short	Junction City	Junction City	2
	Improve all ballfields to offer a higher overall level of service to residents	Capital	Short	Junction City	City Council	2
	Continue to maintain and improve existing park and recreation assets including the Interlocal Military Fork Trail, the swimming pool, and the stadium	Policy Capital	Medium	Junction City	Geary County	2
	Continue regular maintenance and facility upgrades to the golf course including improvements to the parking lot including the installation of a fence around the perimeter, the replacement of the roof on the maintenance building, replacement of the irrigation system, and the reconstruction of the pump house structures	Capital Action	Ongoing	Junction City		2
	Complete a facilities assessment of City Hall to identify structural and/or operational limitations of the current facility, develop a list of probable costs, and to evaluate the cost of restructuring to better fit the needs of city operations	Capital Action	Short	Junction City		1
	Complete a facilities needs assessment of City Hall to identify the space requirements of city operations, the relationships between each use area, and to identify the probable cost of improvements. Further, to determine if renovation, restructuring, or new construction is appropriate.	Capital Action	Short	Junction City		1
	Complete a facilities assessment for the Junction City Fire Department's Main Station to evaluate station needs, probable costs of increasing the clearance height of garage doors and other improvements, and to identify alternative locations if required	Capital Action	Short	Junction City		1
	Evaluate options for the relocation of the Junction City Fire Station 2 or the construction of a third station to better serve the western portion of the community	Capital Action	Short	Junction City		2
	Evaluate and expand the coverage of the Geary County Storm Siren System	Capital Action	Short	Geary County		2
	Establish a 911 dispatch center to be housed at the Junction City Police Department	Capital	Short	Junction City	Geary County	1
	Evaluate the community need for public meeting spaces at the Dorothy Bramlage Public Library	Capital	Short	Junction City		2
	Improve pedestrian connectivity between schools, parks, community centers, neighborhoods and other community destinations	Capital Policy	Medium	City Council	School Dist.	1
	Monitor the use of gravel roads in growth areas of Geary County such as Liberty Hall Road and upgrade the roads when appropriate	Policy	Ongoing	Geary County		2
	Expand the bay areas within the Junction City Public Works garage to improve servicing of larger equipment	Capital Action	Medium	Junction City		2
	<b>Development Principles</b>					
	Apply the 11 development principles when evaluating development proposals, strategic community investments, capital improvements programming, and quality of place decisions	Policy Capital	Ongoing	Junction City Geary County	Geary County Junction City	1
	Promote development and community decisions which produce compact and efficient urban growth which supports a high quality of life for all residents and the efficient delivery of public services.	Policy Partnership	Ongoing	Junction City Geary County	Geary County Junction City	1

Figure 8.1 - Implementation Schedule

	Through a coordinated and strategic effort, vacant residential lots should be acquired and consolidated to support diverse housing options, absorption, reinvestment in the city's existing housing stock	Policy Action Partnership	Ongoing	Junction City Geary County	Geary County Junction City	1
	<b>Land Use Element</b>	<b>Type</b>	<b>Timing</b>	<b>Leadership</b>	<b>Partners</b>	<b>Priority</b>
	Apply the 10 policies for Land Use and Development from Chapter 4 when evaluating land use decisions, development proposals, and capital improvements programming	Policy	Ongoing	Junction City Geary County	Geary County Junction City	1
	Use the development concept map (Map 4.1) as a guide when evaluating land use decisions, development proposals, capital improvements programming, transportation planning, park land development, and trail development.	Policy	Ongoing	Junction City Geary County	Geary County Junction City	1
	Use the future land use map (Map 4.2 & Map 4.3) when evaluating land use decisions, development proposals, capital improvements programming	Policy	Ongoing	Junction City Geary County	Geary County Junction City	1
	<b>Transportation Element</b>					
	Apply the 4 transportation principles when evaluating infrastructure improvements, land use decisions, and capital improvements to create a fair and functional transportation system for all residents of Junction City and Geary County	Policy Capital	Ongoing	Junction City Geary County	Geary County Junction City Fort Riley	1
	Coordinate with Fort Riley to monitor congestion near the entrances to the base and evaluate whether improvements will be required	Policy Partnership	Ongoing	Junction City Geary County	Geary County Junction City Fort Riley	1
	Implement the recommendations of the street plan by reserving right of ways in advance of development and then developing the proposed roadways in conjunction with private sector development	Policy Capital Action	Ongoing	Junction City		2
	Evaluate the installation of bicycle and pedestrian accommodations to be installed in conjunction with a required road improvement or as an independent project in a heavily travelled bicycle/pedestrian corridor. Priority projects should include those specified in Chapter 5 of the Comprehensive Plan.	Policy Capital Action	Ongoing	Junction City Geary County	Geary County Junction City	2
	Work with the Flint Hills Area Transportation Agency to develop a service that fits the needs of both current and future residents of Junction City and Geary County	Policy Partnership	Medium	Junction City Geary County	Flint Hills Area Transportation Agency	2
	<b>Housing and Neighborhoods Element</b>					
	Promote and support the housing diversity to meet the market demand for seniors housing, single family attached, and townhome units.	Policy Partnership	Ongoing	Junction City	Developers	3
	Identify a strategy to facilitate the acquisition and redevelopment of vacant residential lots as illustrated on Map 6.1	Policy Action	Short	Junction City	Developers	2
	Support and direct new residential growth toward areas with existing development and away from conflicts with agricultural and Fort Riley Operations	Policy Partnership	Ongoing	Junction City Geary County	Fort Riley	2
	Develop and implement a master plan for the Ponds, Villas and Greens Development to reorganize and absorb the surplus of vacant lots as recommended in Figure 6.2	Policy Capital Action	Medium	Junction City Geary County	Developers	1
	Develop and implement a master plan for the Patriot Point Development to reorganize and absorb the surplus of vacant lots as recommended in Figure 6.3	Policy Capital Action	Medium	Junction City Geary County	Developers	1

Figure 8.1 - Implementation Schedule

Community Building Element		Timing	Leadership	Partners	Priority
Expand neighborhood park opportunities and recreational amenities into underserved residential areas including the western portion of Junction City	Policy Capital Action	Medium	Junction City		1
Develop a Parks Master Plan to identify a strategy to improve the overall park system including the addition of park assets and the enhancement of existing park area	Policy	Medium	Junction City		1
Establish a funding strategy for park and trail expansions and improvements	Policy Capital	Medium	Junction City		2
Expand the existing trail system incrementally with roadway improvements in the areas outlined on Map 7.1 to provide connections between schools, recreation areas, neighborhoods, and other community destinations	Policy Capital Action	Ongoing	Junction City	School Dist.	2
Work with the State of Kansas to address water appropriation levels	Partnership	Medium	Junction City	Geary County State of KS	2
Explore and promote water conservation measures through education and by implementing water conservation measures at public facilities to lead by example	Policy Action	Short	Junction City	Geary County Developers	2
Streamline city operations and practices to maximize the delivery of all public services including expansions into future growth areas	Policy Action	Medium	Junction City		2
Reuse vacant lots and parking areas in downtown Junction City for use as an expanded farmers market venue	Action Capital	Short - Medium	Junction City		3
Evaluate traffic flow and signaling along the Washington Street corridor to improve traffic movements and ensure a safe environment for pedestrians	Policy Capital	Medium	Junction City		2
Improve economic opportunities by removing traffic from Washington Street by constructing an East Street extension because the existing traffic is impacting the quality of the public realm along the Washington Street corridor	Policy Action Capital	Medium	Junction City	Developers	2
Continue to support the downtown business association and business expansions through resources including tax increment financing	Policy Partnership Capital	Ongoing	Junction City	Downtown Groups	2
Support the creation of upper story housing in downtown Junction City where appropriate	Policy Partnership	Ongoing	Junction City	Downtown Groups	3
Strengthen the Chestnut Street Corridor by improving the aesthetics of this gateway in addition implementing long term improvements including expanding connections with other part of the community, an improved railroad crossing, and expanded bicycle and pedestrian access	Policy Action Capital	Medium	Junction City		2
Implement transportation improvements in the 6th Street Commercial District as illustrated on Map 7.3	Policy Action Capital	Medium	Junction City Geary County		2
Strengthen the gateways to the community through signage, landscaping, and lighting to provide a good first impression to visitors entering on Chestnut Street, Highway 77, Taylor Road, etc.	Policy Action Capital	Medium	Junction City Geary County		2





appendix

## PUBLIC PARTICIPATION PROCESS

### The Steering Committee

A Comprehensive Plan Steering Committee, representing a broad spectrum of community interests was convened to offer primary guidance to the plan. Committee members met regularly to assist in identifying continuing and emerging issues, refining vision statements, and prioritizing the community's goals. They also served to review the plan as it matured through the development process.

### Stakeholder Group Meetings

Targeted stakeholder group meetings were held over three days in September of 2013. Residents, business and property owners, major employers, and public officials participated in round-table discussions on issues ranging from recreation, to the economy, to agriculture. These discussions were designed as a forum for community members to expand and refine on the information collected from the questionnaire, as well as to discuss their broader opinions of the community and to detail its future opportunities. The results of these conversations were condensed into several topic areas to best inform the planning process.

- » **Housing.** Groups expressed concern about the current inventory of vacant lots, most of which have infrastructure in place. The bond obligations created by this infrastructure have strained investment in other areas. Rental market seems to operate in cycles based on deployments and activity at Fort Riley.
- » **Job Growth and Economic Development.** Stakeholders indicated that a more strategic economic development plan, with appropriate public incentives, might help Junction City overcome the impression it is merely a regional market located between Manhattan and Salina. Diverse job creation will be important to expanding housing construction. Downtown could benefit from a business improvement district and improved marketing, especially to young people.
- » **Diversity.** The diversity of Junction City was mentioned as a significant positive attribute of the community, with a focus on the area's welcoming nature and history of openness to new residents. This was suggested as a starting point for future marketing of the community, both to new residents and businesses.
- » **Community Character.** The outside image of Junction City was a concern to many stakeholders. Key concerns were the appearance of gateways into the community, the ongoing efficacy and use of blight complaints, and the need to remain aware of the image of the community projected to those who pass through on Interstate 70.
- » **Quality of Life.** Outdoor recreation was identified as one of the regions strongest quality of life assets. The value of some of these

amenities could be strengthened with improvements to the bike and pedestrian system, particularly with an eye towards connecting major destinations. The library was identified as an area of public service that has not been expanded to meet Junction City's needs, it is roughly 1/3 smaller than it should be for the size of Junction City.

- » **Infrastructure.** Water could become a significant issue in the future. Currently the city draws virtually all the water allotted to it and there are limited locations that remain available to drill new wells, none of which are along the river. In the summer of 2013, the city completed a water conservation plan. Streets have been rated citywide and maintenance/repairs are ongoing.
- » **County Issues.** Growth continues in Geary County with a specific interest in capitalizing on the Flint Hills landscape. There has been modest growth pressure in eastern Geary County, primarily from workers in Manhattan. The county is providing an increasing level of services. In 2015, the health department will move to county management.

### Community Planning Workshops

An event was held in December of 2013 where the community at large was invited in to share their ideas for Junction City and work alongside the planning team to help create this comprehensive plan. As in the focus group meetings, participants shared their ideas, issues, and concerns with the planning team and steering committee, for incorporation into the Future Land Use Plan.

### Project Website

A project website was created and routinely updated with new information on the project as it evolved. This served as an excellent resource through which interested citizens were able to stay involved and engaged with the project.

### Open House

A city-wide open house was held in March of 2014. This event provided interested members of the public with an overview of the plan, in its draft form.

This event was designed to familiarize the public with the broad outlines of the plan, as well as to create the opportunity for final feedback and minor adjustments to the plan before being finalized and adopted.

## GOAL PRIORITIZATION

The Junction City and Geary County Comprehensive Plan is built on the foundation of the previous comprehensive plan, which was completed in 2007. This plan was built around the statement, "The Future is Ours" - a notion which continues to represent the civic spirit and 'can-do' attitude of the region.

As a part of the outreach process, the steering committee was asked to reflect on the goals of the 2007 plan and assess whether they had been completed, and if they had not, their value going forward. No goals were found to have been completely achieved. What follows is a brief review of the goals that the committee found most valuable. This valuable feedback will help guide the policy statements that form the framework for this plan.

- » **Utility Infrastructure Plan.** Create a utility infrastructure master plan illustrating existing and planned water, sewer, electric lines, and rights-of-way.
- » **Local Development Process.** Reform local development process so it is clear, concise, and easy-to-follow.
- » **Downtown Taskforce.** Develop a downtown taskforce comprised of local merchants, the Economic Development Commission, and the Convention and Visitor's Bureau to address development and redevelopment issues.
- » **Downtown Mixed-Use Zoning Category.** Adopt a downtown mixed-use zoning category that requires redevelopment that respects the existing historic character and existing urban format of development.
- » **Parks and Trails Master Plan.** Create a parks and trails master plan based on input from Junction City, Fort Riley, and Geary County representatives.
- » **Youth Sports Complex.** Establish a regional recreational youth sports complex to be located north of U.S. Highway 40 and west of Smokey Hill River.
- » **Preservation Regulations.** Establish preservation regulations for rural and natural lands.
- » **Local Business Programs/Incentives.** Create programs and/or incentives for local businesses and property owners to maintain and improve their property.
- » **Industrial and Manufacturing Expansion.** Expand the inventory of industrial development sites and enhance incentive packages to stimulate existing manufacturing expansions.
- » **Regional Higher Education Campus.** Establish a regional higher education campus to accommodate community college buildings, a Kansas State University extension, and uses and facilities for private educational institutions.
- » **Opportunities between USD 475 and Higher Education.** Create educational opportunities between USD 475 and the higher education institutions in the area including Cloud County Community College and Kansas State University.
- » **Community Youth Employment Programs.** Explore community youth employment programs.
- » **Educational Campus Development.** Encourage the development of an "educational campus" within Junction City to consolidate and maximize college services provided by the community colleges and KSU.
- » **Form Neighborhood Coalitions.** Encourage creation of neighborhood coalitions - the grouping of neighborhood associations - for areas that need the greatest assistance.
- » **Business Incubator.** Explore feasibility of a business incubator to foster entrepreneurship and business expansion.
- » **Comprehensive Pavement Management Plan.** Prepare a comprehensive pavement management plan that is renewed on an annual basis as part of the Capital Improvements Plan.
- » **Add Bicycle Lanes and Sidewalks.** Add bicycle lanes and sidewalks where possible as part of new major roadway reconstruction projects.
- » **Coordination between Post, City, and County.** Conduct regular coordination meetings between key Post, City, and County representatives to discuss the implementation of future activities.

## **POLICY STATEMENTS**

The Policy Statements are the guiding principles of the Junction City and Geary County Comprehensive Plan. Formulating and adopting policies as part of the comprehensive planning process is important for a number of reasons. Some of these include:

- » Providing advance notice to private decision-makers, including developers, builders, and property owners, about basic principles that will guide the regions' public decisions. This helps these groups make decisions more efficiently, avoiding conflicts and wasting time and money.
- » Providing a framework for consistent decision-making, while providing flexibility for review of individual situations.
- » Keeping decisions oriented to overall community goals.
- » Increasing interagency communication and cooperation, assuring that different bodies act in accord with similar assumptions.
- » Providing a firmer basis for evaluating the costs and benefits of public investments, and their consistency with overall policy objectives.
- » Providing for public participation in local government, helping to implement ideas that grow from citizens of the area.
- » Providing a general basis for interpreting and applying the comprehensive plan, maintaining the flexibility to respond to individual situations.
- » Giving staff a context for developing recommendations for action by local government.

In developing this section, input from the Steering Committee, residents, and city staff was integrated with the demographic, economic, and land use information detailed in Section 1 (Chapter 1-3). Policy statements should be broad proposals of what a community hopes to accomplish.

Section 2 (Chapters 4-8) of the Junction City and Geary County Comprehensive Plan provide more detailed directions toward implementing these policies and, in some ways, illustrate the physical outcome of their application. Decisions by public officials should be grounded in these concepts and directions.

That being said, policies are guidelines rather than laws. Situations arise that require a flexible rather than literal application of these statements. Sometimes, a new or changed policy can create substantial benefits to the city and its residents, and still remain consistent with overall community goals.

### **Housing**

- » Through coordinated efforts between the city and county, vacant lots should be developed in a consolidated and incremental way that supports diverse housing options and reinvestment in the city's existing housing stock.

### **Land Use & Urban Design**

- » Land use and urban design policies should encourage quality commercial and gateway districts, redevelopment of existing neighborhoods, and contiguous development.

### **Parks & Recreation**

- » The city and county's quality of life should be maintained, marketed, and supported by providing attractive, accessible recreation resources to residents.

### **Transportation**

- » The city and county's future transportation system should accommodate growth, capitalize on the I-70 corridor and provide transportation options for vehicles, bicycles, and pedestrians.

### **Conservation & Environmental Resources**

- » Environmentally sensitive areas should be maintained to manage stormwater, avoid adverse impacts and damage to both property and natural environments, and serve community recreation and open space needs.

### **Economic Development**

- » The regional and national access offered by I-70 should be capitalized on in combination with the economic resources of Fort Riley, the Kansas State University, and the new NBAF facility.

### **Infrastructure & Public Facilities**

- » The city and county will promote the use and reinvestment in existing services, to protect resources and support economically sustainable growth
- » The county will strive to provide services in an efficient manner while encouraging careful development and expansion in order to protect existing resources.

### **Downtown & Commercial Centers**

- » Junction City should encourage attractive mixed use districts that support existing commercial enterprises and strengthen the city's role in the regional commercial market.

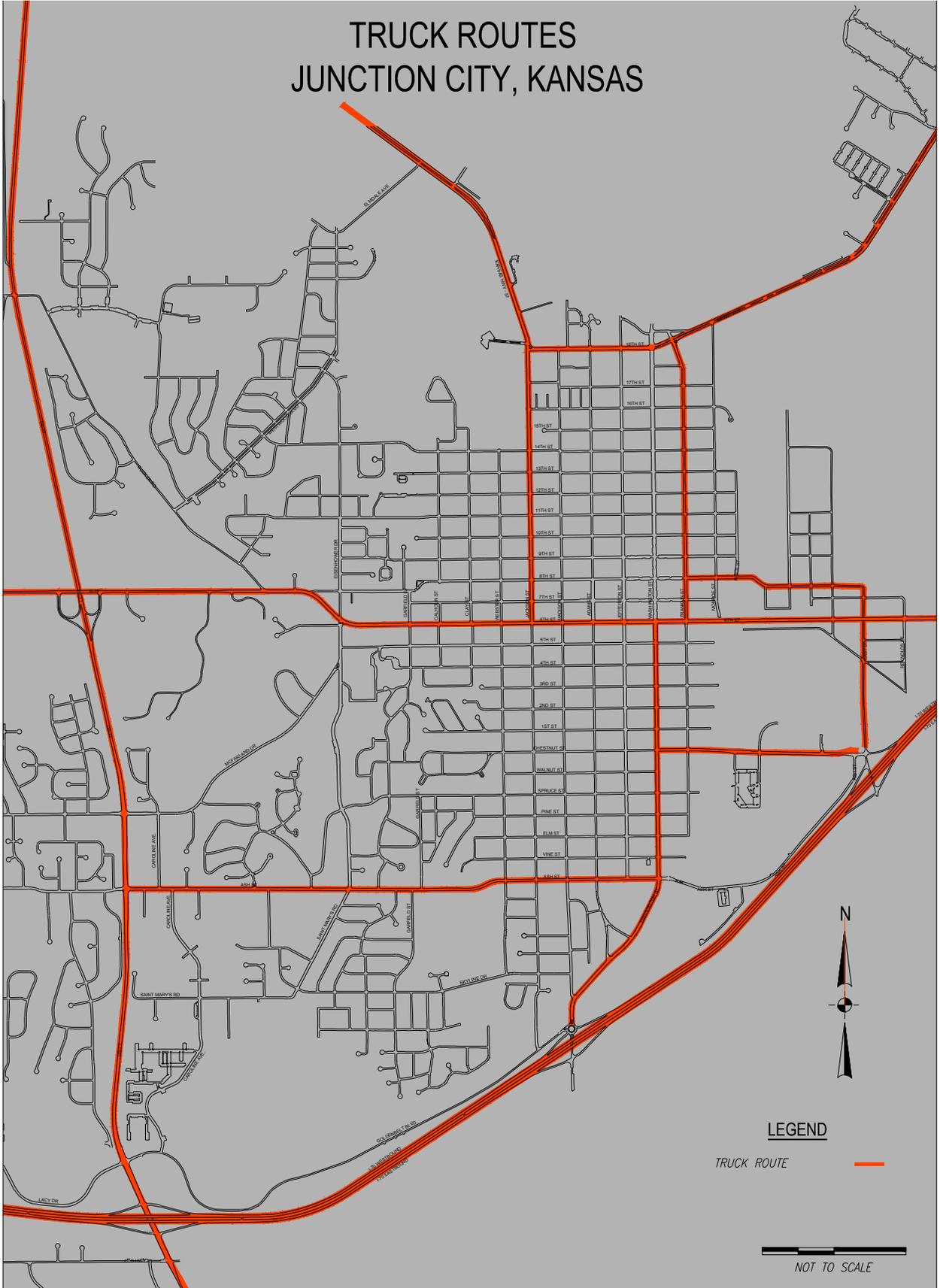
## TECHNICAL APPENDIX

Operational Analysis							
Street Name	Section	Capacity	2011 Volume	2011 Estimated LOS	2025 Projected Volume	2025 Estimated LOS	Comments
<b>Principle Arterials</b>							
HWY 77(a)	2 Lane	13,500	7,940	C	12,010	D	Between Mcfarland and 8th Street
	4 Lane	21,000	-		12,010	C	
<b>Minor Arterials</b>							
6th St.	4 Lane	21,000	12,705	C	14,604	C	Between Clay and Webster
Whitney Rd.	4 Lane	21,000	6,085	A	6,995	A	Between Eisenhower and W 8th Street
HWY 57/18th St	4 Lane	21,000	13,300	C	20,117	D	Near Intersection Washington and 18th
Trooper Drive	4 Lane	21,000	14,785	C	16,995	C	Near Intersection Washington and 18th
Washington St.	2 Lane	13,500	8,990	C	10,334	C	Between 5th and 6th Street
Grant Ave.	4 Lane	21,000	11,635	B	13,374	C	Near Intersection Washington and Grant
N. Jackson/HWY 77/57	4 Lane	21,000	6,030	A	9,121	B	Airport Rd
Jackson St.	4 Lane	21,000	9,045	B	10,397	B	Between 13th and 14th Street
E. Chestnut(b)	3 Lane	16,500	10,555	C	12,133	C	Between Franklin and RR Tracks
E. 6th Street/Flint Hills Blvd.	4 Lane	21,000	7,060	A	8,115	B	Between Washington and Franklin
K-18	2 Lane	13,500	1,190	A	2,204	A	West of 8th Street
<b>Collectors</b>							
W 14th Street	2 Lane	13,500	5,810	B	6,678	B	Between Jackson and Webster
Eisenhower Drive	4 Lane	21,000	9,325	B	10,719	B	Between 5th and 6th St.
Ash St.	2 Lane	13,500	6,920	B	7,954	C	At Webster and Ash
W. 14th St.	2 Lane	13,500	2,210	A	2,540	A	Between Madison and Jackson St.
8th St.	2 Lane	13,500	4,325	A	4,971	A	Between Jackson and Webster St.
McFarland Rd.	2 Lane	13,500	4,220	A	4,851	A	West of Miller Drive
Skyline Dr.	2 Lane	13,500	1,720	A	1,977	A	Between Jackson and Madison
St. Marys Rd.	2 Lane	13,500	4,240	A	4,874	A	Between Ash St. and Wainright St.
Elmdale Ave.	2 Lane	13,500	1,840	A	2,115	A	Near Intersection Elmdale and HWY 57
Jefferson St.	2 Lane	13,500	5,135	B	5,903	B	Between 8th and 9th St.
Webster St.	2 Lane	13,500	3,140	A	3,609	A	Between 5th and 6th St.

(a) KDOT plans for a series of projects to be constructed on Highway 77 between 2014 and 2017. The result will be a four lane highway from I-70 to K-18. The resulting level of service is projected to improve to C.

(b) It should be noted that most of Chestnut is a four lane arterial except for the three-lane segment between Washington Street and approximately 450 feet east of the UP Railroad tracks.

# TRUCK ROUTES JUNCTION CITY, KANSAS



## FLINT HILLS METROPOLITAN PLANNING ORGANIZATION

### Junction City Bicycle Master Plan

The Flint Hills Metropolitan Planning Organization (FHMPPO) is responsible for coordinating the multimodal transportation planning process for the three-county area. In February of 2016, the FHMPPO adopted the region's first long-range transportation plan, the Flint Hills Transportation Plan (FHTP). The FHTP has a 25-year planning horizon, looking out to the year 2040 to identify anticipated transportation needs and potential solutions. The 18-month long process of developing the FHTP included a review of the Geary County/Junction City Comprehensive Plan and the future land use and transportation network identified. Upon further analysis by the consultant team working with FHMPPO staff, the final FHTP recommended a slightly more dense bicycle and pedestrian network than originally shown with the draft Comprehensive Plan. It was noted at the time that the bicycle and pedestrian elements included in the FHTP should be further evaluated to determine specific facility types on the identified corridors.

In April of 2016, the FHMPPO received competitive funding at the state and federal level to prepare a Multimodal Integration Plan (MIP). There are several components to this plan, but reviewing the bicycle and pedestrian network at both a local and regional level was of high priority. While a consultant team was hired to assist with the development of the MIP, the FHMPPO staff was heavily invested in developing a Bicycle Master Plan for Junction City. FHMPPO staff road each of the roads identified as having future bicycle accommodations to determine the safety (or perceived safety), the ease of riding, and other factors.

The map presented in Figure 1, is a compilation of the Comprehensive Plan, the FHTP, and the analysis completed as part of the MIP. This map was developed in the spring of 2017, and is only a snapshot in time. The Bicycle Master Plan should be reviewed periodically for updates. This map should also be used to help guide future development or redevelopment opportunities to know what type of bicycle or pedestrian infrastructure to include with the project.

Aside from helping to guide infrastructure decisions during development, having a bicycle plan allows the City to more successfully apply for federal and state grants. Having a document depicting how a smaller project fits into a larger system is crucial in justifying the project.

Some of the main differences between the Comprehensive Plan and the Bicycle Master Plan are that the Bicycle Master Plan includes the addition of bike lanes and makes no reference to "Civic Streets".

#### Definitions (See Figure 2 for visual examples.)

**Bike Lane:** Dedicated lane on roadway edge. Marked with white line & bike decal.

**Bike Boulevard:** Bikes and cars share the same roadway, with Sharrow graphics on the roadway and Bike decal on street signs.

**Sharrow :** Shared lane street markings of a white bicycle with two overhead chevrons. Displays where cyclists should ride on bike boulevards.

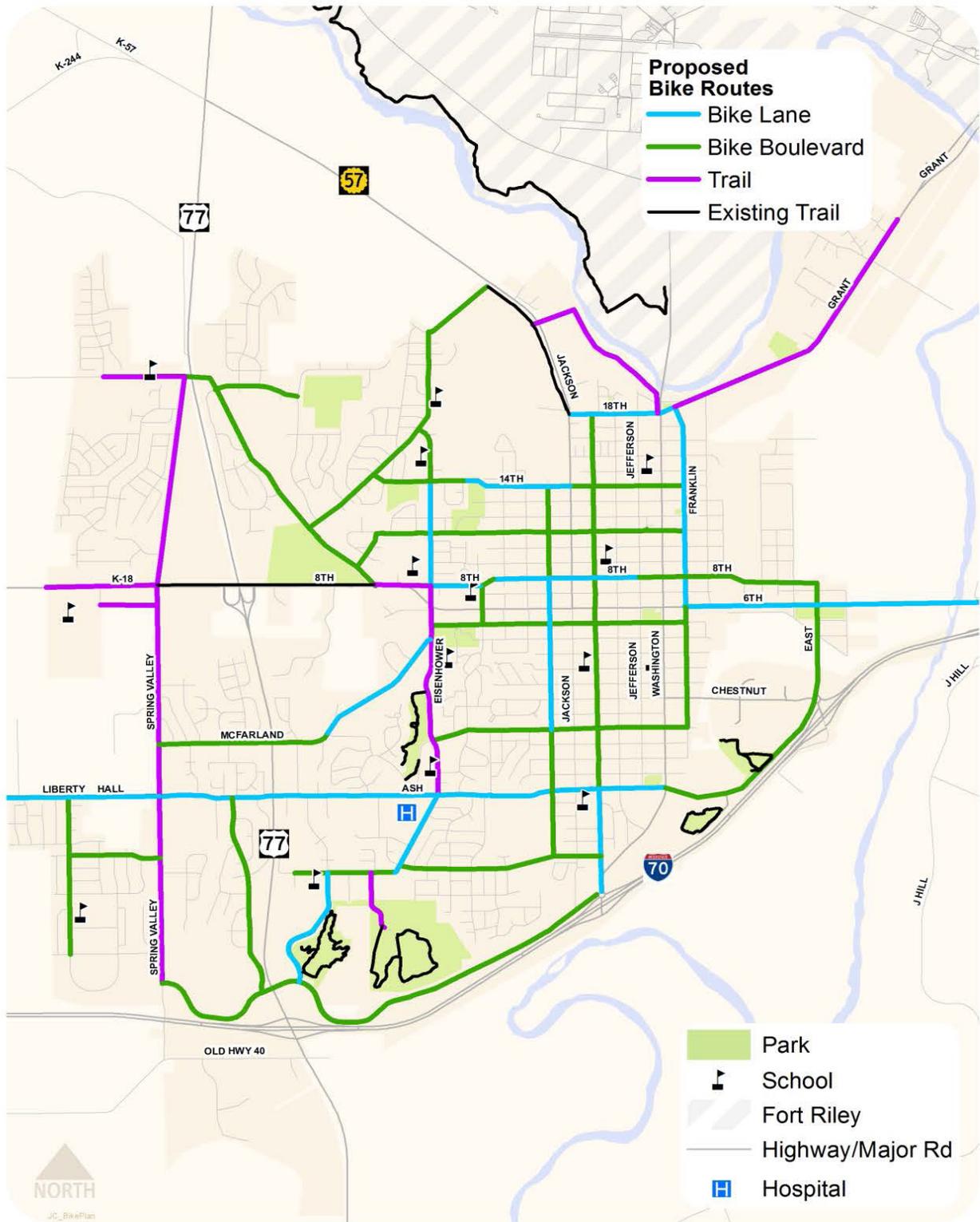
**Sidewalk:** Minimum five-foot width. Intended users are pedestrians only.

**Trail/Multi-use Path:** Minimum eight-foot width. Intended users are bikes and pedestrians.

JUNCTION CITY + GEARY COUNTY COMPREHENSIVE PLAN

ADDENDUM to 2017 Comp Plan  
MPC Resolution No. 2017-1

Figure 1



ADDENDUM to 2017 Comp Plan  
MPC Resolution No. 2017-1

Figure 2

Bike Lane



Bike Boulevard



Sharrow

