

DEVELOPMENT OF AN OUTLINE COMPREHENSIVE  
PLAN FOR JUNCTION CITY, KANSAS

by

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B. S., Georgia Institute of Technology, 1939  
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A THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

Department of Architecture and Allied Arts

KANSAS STATE COLLEGE  
OF AGRICULTURE AND APPLIED SCIENCE

1954

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## INTRODUCTION

In the late spring of 1952, Mr. Harold Reaume, secretary-manager of the Junction City, Kansas, Chamber of Commerce, wrote to the Department of Architecture and Allied Arts of Kansas State College concerning the possibility of obtaining help in the form of student work in planning for some of the situations in his city, the solutions of which might be indicated from the point of view of future planning. This letter was the result of conversations with staff members of the Department who had used as classroom examples locations in Junction City. The writer was asked to undertake the working out of some agreement which could be of mutual satisfaction to both Kansas State College and Junction City. As a result of subsequent talks it was agreed that the writer would take over the outlining of some phases of comprehensive planning relevant to the city, using certain applicable problems<sup>1</sup> in classroom work, and the rest of the necessary preparation being done in connection with his graduate study and preparation of a thesis.

While the ideas behind the request from the Chamber of Commerce were admittedly not yet fully formed, and were based on an incomplete knowledge of what was wanted or needed, or of what city planning really was, the intent and interest which caused the inquiry were sincere and genuine.

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<sup>1</sup>These problems worked out to be mainly of an architectural, rather than of planning nature, and are used in the display and as educational media.

It has been stated<sup>1</sup> that planning, in order to be initiated, requires only a few interested and energetic citizens, and at least a small amount of understanding of the movement from the governmental agencies involved; and that wide public approval is not necessary in the early stage for the ultimate success of a move to incorporate planning for the future in the city's activities. While this idea seems in large measure reasonable, it must presuppose the necessary permissive legislation from the appropriate legal bodies, the part-time availabilities of trained consultants, a great deal of freely given time on the part of those who are interested, and a situation which can be used to spark the need for action.

In the case of this study there was the required group of interested people who, individually and through organizations, were willing to find out what was needed to discover whether or not there was a problem in the town which could be solved by "planning", if planning was the answer. It goes without saying that very few ordinary citizens go out of their way to find civic problems which need solving (if those people are excepted who look for causes just for the sake of jousting with windmills). Indeed, it seems to be a characteristic of most citizens of American cities to stay as far away as is possible from anything which smacks of governmental decision--even to staying away from polls in droves when it is time to select the people who are to

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<sup>1</sup>Russell Van Nest Black, Planning the Small American City. p. 5.

represent them.

It also goes without saying that there must always be a noticeable or annoying situation in the town which is the result of a lack of planning which causes people to wonder in the first place how such a thing could have happened to them and whether or not it could have been prevented. These situations usually appear in the form of slums, traffic congestion, lack of recreation areas, or perhaps something much more subtle--such as a rise in juvenile delinquency which could possibly be the result of one of the other problems. In any case, once a problem has been realized or discovered, there are always people who are willing to help do something about it, and if this interest can be organized and made more than just politically useful, then the statement about numbers is true and the small group becomes a "spearhead" for action which can bring about results.

It is just this sort of realization of possible problems which caused interest among certain groups in Junction City as to the possibility of obtaining help from Kansas State College to determine the reality of those problems believed to exist. While the College had, at that time, no set-up which would allow the use of its name in connection with such a service, and no administrative program which would allow it to give such service, it is interesting to note that the College recently has established such a service through its Engineering Experiment Station research program and that this new service had its background, in some part at least, in conversations concerning the program here discussed.

As the program for the development of the plan progressed, it became evident to the interested groups and the writer, that the problems such as traffic congestion, industrial and commercial development, and overcrowding of dwellings in some locations could not be solved or even successfully studied individually, and that they were so intertwined that they must be studied together. From realization of this difficulty of comprehension of the various phases and interdependencies there developed a recognition of the fact that there must be some way of presenting the various facets of these problems (and their solutions) to the general public when the time came to bring forward an outline for approval. For, even though the initial small group could spark the movement and publicize the things needing attention, when the time for adoption of even one phase of the plan arrived, it must have been generally approved by a large section of the public, and so easily explained that the man in the street would realize that such planning would eventually, if not immediately, benefit him and his children. In order to simplify the problems of presentation, and to make them more readily understood, it was suggested by the two most interested groups--the Chamber of Commerce and the City Commission--that the two underwrite the expenses of developing, along with the study, certain physical displays which could be moved around to various locations in the city for group talks and study. The writer heartily agreed that such a display would make the outline plan more readily understandable, but pointed out at the time (and has more fully understood since) that this materially increased the



EXPLANATION OF PLATE XI

Aerial Photograph of the Junction City Area  
by Aerial Photographic Service, P.M.A.,  
U. S. Department of Agriculture

Shows the City, a portion of Camp Forsythe at Fort Riley, the surrounding rural area. The river to the North (top) is the Republican, and to the South the Smoky Hill. Note the residue of water left by the August, 1950, flood.

sive planning<sup>1</sup> of Junction City, and that the writer is greatly indebted to a number of other agencies for the collection of data which has bearing on conclusions which were made during the period of analysis and which served as a basis for decisions on work to be undertaken. These studies are mentioned elsewhere more fully.

This study has been divided into six general sections, of which this introduction is the first. The other sections are devoted to Planning in General, the Outline Comprehensive Plan for Junction City, the Display of the Outline Plan, and the Acknowledgment and Bibliography.

In the section on Planning in General, the writer has reviewed the subject of planning, defined those terms in which it has been discussed in this thesis and elsewhere, and then attempted to relate the subject to the small city and to point out the fact that while planning problems in large and small cities are different in scope and intensity, the bases of these problems are usually the same. In addition, attention is called to the fact that while some differences of opinion often arise in any study of the subject, that these differences are usually due to methods and scope, rather than to any basic disagreement as to aims or ends.

The Outline Plan has been presented in outline form and

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<sup>1</sup>Wilson & Company, Engineers, Preliminary Report on Pumping Station and Distributing Mains for Water Works System; and Kansas State College Engineering Experiment Station, Industrial Survey.

comment and explanation have been placed in this outline in such a manner to emphasize the fact that each section must, even though carefully considered in this thesis, be more thoroughly considered in any future development of it by the city.

#### PLANNING IN GENERAL

This section is devoted to planning in general, and will attempt to show that comprehensive planning will and must apply to any relevant area under consideration. The principles implicit in such planning pertain to all attempts to make life better for the people who live in the area, and these principles may be used to establish a flexible plan--physical, administrative, economic, and social--which can outline the growth of the city not only in population and wealth, but primarily in stature.

It is often and, perhaps, correctly felt that few situations remain stable--that things must progress or retrogress. But if, for instance, such thinking is carried to the point that a city must increase in population to improve, then it is fallacious. Cities can grow in other ways, and population is a very poor chart of progress. One has only to look at those cities which have grown in population beyond the capacities of their physical boundaries to see that this is true. Many cities (or even portions of cities) have increased in population without increasing in area, and have done so at a sacrifice of living room. Dwelling becomes more and more crowded. Demand for space increases with the population, and the lower income groups at least become jammed into those areas which become less desirable and less

pleasant. People are not sardines to be packed in small containers, and if they are they become less able to live up to their potentials and tend, rather to become civic liabilities. Disease and crime incidence are fairly good indicators of low-income-population density<sup>1</sup>, and rightly so, for when a group of people becomes used to fighting for air, it usually assumes that it must fight, or beg, or steal for anything else it wishes.

It is generally thought that planning must be considered, whether or not people are conscious of all that it implies, in those cities or areas where populations are very large, and civic blight overpowering. It is not so generally recognized, however, that the problems caused by lack of planning, crowded populations, poor geographic locations or economic situations, are just as important, if not so blatant, to the smaller city. There are few towns which do not have their blighted areas, their "Ninth Streets", their overcrowded schools and swimming pools, regardless of size. Unreasonable dwelling densities, while not of the same intensity for small and large cities are still the products of the same causes.

Speculation, indifference, changing economic patterns within the city, and the simple wearing-out of buildings all contribute to blight. In some cases there is the problem of political manipulation although this is usually a much overrated cause of civic disintegration. It is an almost infallible rule that while the shift of population in cities is sometimes slow and sometimes rapid, it is always present. This seems reasonable from the

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<sup>1</sup>Jose Luis Sert and CIAM. "Can our Cities Survive?" p. 16.

point of view of the pressure of the economic cycles of high employment and lay-off, of good times and bad. It is only human for people to seek out more pleasant living conditions and to move toward or into those areas of cities which are better looking and more healthful when they can afford such moves. Family incomes increase in good times and people move into better homes, and those who are lower down the salary ladder replaces them in the homes they have left. When money is less easily earned, people move back down the dwelling scale, and crowded conditions result. In some cases a simple shift in land value, due to the new location of a bridge or highway, will force land prices up with resultant decreases in per-family-living-area and thus will affect the lives of hundreds of people.

As the American scene becomes more and more industrialized and as city life, pleasant as it can be for those who like it and can afford it, becomes more and more rushed and confining to the individual, and as the problems of transport and commuting become more complicated for business and industry, it is natural for people, business, and industries to begin to look for less expensive ground and to experiment with rural, smaller town, or decentralized locations. In the decade since World War II there has been a great deal of activity toward the decentralization of manufacturing and defense installations. While the country has been on a semi-alert for war conditions during this time, the trend toward out-of-town shopping centers, commuting and green-belt communities, and the establishment of self contained housing developments on the edges of cities and towns was well enough

established prior to the War to indicate that this trend of development was due for a definite and large scale try-out which is now in full swing.

It is not as yet possible to tell whether or not this trend toward city decentralization will continue at its present pace under well established peace time conditions, or whether there will be under any conditions a definite answer to the question of city or town furnishing the more desirable living location. This is a point which will always be debatable, and to debate overlong is of questionable value. There is at present the definite indication that the town of up to a hundred thousand inhabitants is becoming more and more desirable for city size, and is becoming more able to offer most of the conveniences of its larger sisters, with fewer inconveniences. It is axiomatic that the larger the city, the more service required, and the higher the tax paid. However, the ratio between increased service and population is quite often algebraic, and annoyingly expensive to the vast body of city dwellers.

These things would tend to suggest that the small city is quite likely at least to hold its own in the country's future development. Its advantage in this sense is that it is closer to the open country where taxes are lower, transportation not so complicated, and building area less congested. It suggests that the small city, planned and adhering to its plan, can accommodate growing and decentralizing industry and business and government with fewer future headaches. Most big business now recognizes the value of future planning for its own development and

the economics of business is so closely emmeshed with that of local government that business is usually more than happy to cooperate in comprehensive planning in the community.

It would seem proper for all of the citizens and governing bodies of smaller cities to start thinking, not of future growth, but of growth of the future. In other words, to start thinking in terms of expanding possibilities rather than possibilities for expansion. There is considerable challenge presented to the small city, particularly one which is old enough to have experienced most of the various vicissitudes of different administrations and political set-ups, to plan for its future development in terms of betterment. There are some civic traditions which can help a great deal in this line, such as pride in schools, reasonable (as differentiated from low) taxes, and careful maintenance of objects and places of civic pride such as public buildings, cemeteries, and parks. The city must, however, strive to correct or abolish certain possible negative traditions which will tend to stultify progress. (In one case the writer knows of a city which takes a certain perverse pride in being the only one around which has a record of never voting funds for public parks!)

Population growth has been greatly overemphasized in that too often the average layman thinks a big city must be a good city. Business men too often fail to realize that a larger population, while it does represent a larger buying potential, also requires a larger police force, more extensive fire protection, and a great deal more competition from other business men. While

more people mean more available tax dollars for the treasury, the cost of added responsibilities of government often outweighs the increased city income.<sup>1</sup> If the city can, through careful planning, keep itself up to those standards of desirable conditions of living, it will have done its citizens the greatest of services. If such is the case, and the required geographic and economic conditions obtain, then that growth of population which results will be normal and will take place under a system planned and prepared to make the wisest use of the increase.

There is too often, even among some planners, the feeling that comprehensive planning means completely changing the existing order or face of things--particularly in the smaller city. Such is far from being the true case. It is usually unwise, in fact almost impossible, to make a complete break with the past.

A rational city plan is inevitably of slow growth, and, while there seems to be a passionate desire at the present time to correct at once such obvious defects as are to be found in the plans of most of the cities of Great Britain and the United States, and from which those of Continental Europe are by no means free, the task is too great for any one man or group of men, or even for any one generation. Consequently there is danger that, recognizing the futility of the attempt, and staggered by the magnitude of the undertaking, we will lose interest and go on repeating our old mistakes. As Professor Eberstadt said, "Town planning rushed at too hurriedly or pursued inadvisedly may turn out to be an instrument of greater danger than a mere leaving to chance the growth of our cities."<sup>2</sup>

This is not to say that one must ape the mistakes of his ancestors in building or living or planning, but only that people

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<sup>1</sup>Russell Van Nest Black, Planning for the Small American City, p. 1.

<sup>2</sup>Harold MacLean Lewis, Planning the Modern City, vol. 1. p. 13.



being what they are--and they make cities--cannot really change overnight. A certain amount of change--an evolving--is always present. It is this continual evolution which, under careful comprehensive planning, prevents the establishment of a brand new plan, a new order so definite that it will be outmoded in another generation.

Modern American planning has received its impetus from three major influences which are: the development of modern transport methods (the train, the steamship, the automobile, and the airplane), the development of modern communication (the telegraph, the telephone, and the radio), and the evolving of the middle-income group to the point where it comprises the very large proportion of the population of the country, and the desire of this group to improve its dwelling and to relieve the plainness of its surroundings. These influences are not listed in any particular order, nor is such an order applicable. They are results of a developing social order and science not necessarily peculiar to the United States, but which have been subjected to a peculiar influence from the form of government and the governmental traditions of this country.

One of the most interesting differences between modern planning and that of earlier or ancient days is that the latter was usually conceived within definite limits, for definite populations, and ordered by one person or organization (such as a king, governor, an autocracy, or a corporation) to serve a particular purpose (such as a seat of government, an outlet--seaport, or a fortified outpost). Present practice (while there have been a

number of completely new planned cities) is usually concerned with redevelopment of older cities or the planned extension of cities already well established. The present-day city is greatly complicated by private ownership of lands and buildings, and by the many legal safeguards which protect that right of ownership, and which protect other individual freedoms which are comparatively new in world history. These freedoms and rights greatly complicate administrative control within and without the city limits and make planning much more difficult. On the one hand the city must attempt to plan for the betterment of its whole population, and on the other, as an agency of the state it must protect all the rights of the individual within its limits against encroachment by its own department.

Here is the basis for many objections on the part of the individual citizen who has not been briefed on and made to understand the value of planning and its importance to him, for he can see only that his privacy is invaded because his trees are cut down to make room for a traffic through-way, or his pigpen ordered removed for so-called reasons of health. It has been found that a large portion of uninformed objection to comprehensive planning can be obviated by a sound and thorough indoctrination of the citizenry before plans are brought up for approval.

In one generation, transport and communication and industrialization have outmoded planning practices of centuries. Imposing these requirements on cities which are too old and well established to be abandoned, even though they are small, is the major problem facing planning groups today. It is not too

difficult to adapt new towns to new conditions. In either case, however, planning still must face a certain amount of uncertainty about the future. The only thing positive is that conditions fifty years hence will be greatly changed and the only thing present cities can do is to try to evaluate the past and estimate the future, making sure that whatever plans they do make are flexible and capable of absorbing change without losing sight of that first principle of betterment for the citizens. A city plan, it has been remarked,<sup>1</sup> is never really finished; it must continue to grow and change as does the city to which it applies.

In the recent past too much of the well-meant effort toward planning was expended in studies for elaborate civic centers and applied decoration of the areas surrounding governmental buildings.<sup>2</sup> This served only to delay the realization of the far more useful and practical things which were needed. The whole idea of planning has been widened to include not only the physical development of the town and its environs, but the whole social and economic structure of the locality. For many years the town or city has been considered the logical planning unit. Taken from the standpoint of the man who has to pay the tax to widen the street, or buy the park, or build the school, this is reasonable; but from the overall point of view of the geographic region it is not a large enough unit. Suppose the man lives in one town

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<sup>1</sup>Russell Van Nest Black, Planning for the Small American City. p. 6.

<sup>2</sup>Ibid. p. 7.

but works in another. Suppose the two towns are close enough that their interests begin to conflict, and further suppose that these towns are in different counties, and that each county has an even larger town within its borders. There are many difficulties of sorting out the varieties of interest from the administrative, land-use, dwelling, and business points of view unless there is some sort of planning control from the state (political) or regional (non-political) level; there are now actually planning bodies which involve the land and people of several states.<sup>1</sup>

It is not the purpose of this discussion to more than outline the types of planning operations relevant to the political units, and it is desirable to emphasize that what is too often mistaken for a difference in viewpoint in planning outlook is really simply a difference in emphasis or scope, occasioned by the particular job at hand.

"City planning" is a term which has been used in America to cover the whole field of planning including that of large and small cities, geographic regions and large scale areas covered by several political units such as counties and states. It is also used to cover any or all of the various aspects or viewpoints or work which comprises a portion of or affects in any way the making of a plan which will control or guide the development of an area. There is a great deal of confusion in the average person's mind about this term, and a discussion of what planning

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<sup>1</sup>Such as the Colorado River Planning Project.

really is and an attempt to sort out some of the other related terms used has been indicated. In other countries the term "town planning" has been used--particularly within the British Commonwealth and in Europe--to cover relatively the same area of planning, and it is generally felt that the two terms are synonymous. The writer feels that town planning is the more appropriate term for use mainly because it seems, for some unknown reason, to cause less confusion in the minds of the uninitiated.

The general term "planning" is becoming more to be understood and is intended in this discussion to relate to the broader aspects of regional and geographic and local area study, such as those general developments which have taken place that are so definitely influenced by geologic or economic conditions that they fall naturally into separate areas. It is impossible, of course, to define such a broadly based term specifically in relation to size of an area or to exact physical boundaries because there are too many considerations in such planning to be taken into account.

From the overall point of view, planning must start at the bottom and the beginning of development, and must consider all those facts which have influenced an area in the past, those which hold current sway, and the probable and possible things which can and will affect the future. This is a complicated undertaking and a tremendous field for study. Generally, planning breaks down into study of geographic locations, social development, and the economic systems under which people live. In each

of these categories an intensive study must be made of historical progression which has produced present conditions, and an analysis of those trends which can produce future developments and a selection of aims which will produce the best future for all concerned.

It is apparent that those phases of planning which affect the use of land beyond present city limits must be undertaken or supported by governmental authority higher than the city level. Almost all states have enacted legislation which will permit the establishment of county planning agencies and some have made possible the establishment of bodies which can handle several counties. This legislation usually restricts the activities of such bodies to very general or broad phases, and leaves to the city or county body the job of developing the broad ideas into local action. It is perhaps unfortunate that this legislation, while permitting the establishment of planning groups, does not require that they produce results. Too often planning bodies have been established and have done nothing, or not enough, or have allowed their energies to become side-tracked into worry over minor details.

"Urban planning" is also a term which confuses some people, but it should be understood to mean that planning which applies to an urban, rather than a rural or farming area. Such planning very often must go beyond the city limits and must be correlated or even made a part of county planning. It is, however, normally used as a variant of city or town planning. Quite often urban planning takes the form of "redevelopment", and in some states

this requires special legislation--particularly when large scale destruction or removal of blighted buildings must take place before re-habilitation can begin. A great deal of redevelopment legislation, however, deals with the ways and means of financing such schemes by private enterprise.

There are three general levels of planning by agencies which have power to grant authority for planning within their appropriate domain. The federal government is the only agency which can, for instance, determine the scope of planning for, say, the Mississippi or the Columbia River Valleys, the establishment of cross-country highways or air lanes, and the cooperation of effort between states to develop adjacent lands with mutual interest. Not only is it the only agency which has the power to plan in these areas, but it is the only one which has at its disposal the necessary huge sums of money required.

State governments are, in most respects, autonomous with view to the planning of land within their borders, subject only to those things which affect the national good. State planning, so far as actual development of the land is concerned, is usually restricted to highway and airport planning, the development of state parks and lands, and planning for conservation of resources such as forest areas, coal and gas, and wildlife. Beyond this state planning is usually administrative and coordinating, and relates in great measure to management of institutions, economic development and legislation.

It is usually the city or county unit which is faced with the task of actually getting the "on-the-spot" job of detailed

planning done, and of persuading its people to part with their dollars to pay for doing it. This is not to underrate the importance of higher level, more general, planning, nor to minimize the fact that very often regional bodies are the only ones which can collect or collate certain information, or are the logical ones to make certain objective decisions, but to underline the fact that each branch of planning has its own proper sphere of activity, and that these very rarely can ever conflict. It is better so, too, for the man who lives in a city is much more interested in its specific development than his cousin fifty miles away, and when he has been persuaded of the value of planning, he usually is a willing supporter.

It is at this point that it would be well to discuss the comprehensive planning which is relevant to the city. By "comprehensive" is meant that the plan will attempt by its scope and flexibility to consider all of those influences which have ever had or will have any effect on the people or land of the city and its environment. The preparing of the comprehensive plan is the duty of a particular body of persons legally established by the local city government acting as an agency of the state. In most states this body is a Planning Board or Commission acting in an advisory capacity to the city government. (For purposes of simplification, the term "city" will be taken to mean the city governing body, and that of "commission" will refer to the planning commission or board.) It is charged with making or causing to be made (by its own or other employees or consultants, with funds specifically allotted it therefor) a



plan for the development of the city. In the case of larger cities, a quite large staff is necessary, and in small cities quite often one or two employees working in the Engineer's department, but under Commission control will suffice.

It has not been considered necessary that the various definitions of planning be analyzed in this study, but it has been of interest to compare a few to illustrate the fact that while the specialties and personalities of planners may differ, and they may express themselves in different terms, they are all working for the same goal:

George McAneny:

City planning simply means getting ready for the future in city growth. It is the guidance into proper channels of a community's impulses towards a larger and broader life. On the face it has to do with things physical--the laying out of streets and parks and rapid-transit lines. But its real significance is far deeper; a proper city plan has a powerful influence for good upon the mental and moral development of the people. It is the firm base for the building of a healthy and happy community.<sup>1</sup>

James Ford:

City planning is a science and an art concerned primarily with the city's ever changing pattern. As a pure science it examines causes (history, etiology) and reciprocal influences of man and environment (urban geography and ecology). As applied science it synthesizes these findings with those of the economic, sociological, and political sciences, as well as the technological branches of statistics, civil and sanitary engineering, architecture, landscape architecture, and all other pertinent branches of human knowledge, in an attempt thoroughly to understand conditions and their contexts and trends. As an art it utilizes these materials, instructs or organizes citizens, molds events, and thwarts or guides trends to

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<sup>1</sup>As quoted by Harold MacLean Lewis, Planning the Modern City. p. 7.

bring about the changes in city design which it contemplates.<sup>1</sup>

Thomas Adams:

City and town planning is a science, an art, and a movement of policy concerned with the shaping and guiding of the physical growth and arrangement of towns in harmony with their social and economic needs. We pursue it as a science to obtain knowledge of urban structure and services and the relation of its constituent parts and processes of circulation; as an art to determine the layout of the ground, the arrangement of land uses and ways of communication and the design of buildings on principles that will secure order, health, and efficiency in development; and as a movement of policy to give effect to our principles.<sup>2</sup>

Earle S. Draper:

Planning consists of a great number of things. Careful surveys and inventories of resources are necessarily the first requirement. The deliberative process which we call planning consists of an analysis of the facts, of an appraisal of the situation, and of the resulting considered opinion which comes forth as a plan presented in the proper garb, whether it be pictures, charts, maps, verbal descriptions, or a combination of all these.<sup>3</sup>

Russell Van Nest Black has tabulated a very complete listing of all those various elements which make up the plan for a city and has indicated most of the probable stages of development that the plan should take from the first collection of information to the final stages of completion of the appropriate portions:

#### OUTLINE OF THE STAGES AND ELEMENTS OF A PLAN

1. BASE MAPS DESIRABLE.      Line maps-scale 200 feet to 800 feet to the inch.  
   Air maps--same scale.

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<sup>1</sup>James Ford, Slums and Housing. p. 490.

<sup>2</sup>Thomas Adams, Outline of Town and City Planning, p. 21.

<sup>3</sup>As quoted by Harold MacLean Lewis, Planning the Modern City.

Topographic maps--scale 200 feet to 400 feet. (essential for official city map and for other final stages of plan.)  
 Maps of county, state, and adjoining municipalities.  
 Maps of all previous local or neighboring plan proposals.  
 Other existing maps--tax maps, fire insurance maps, utility company maps, etc.

2. PERTINENT DATA  
 TO BE COMPILED

Existing development to be shown on line map.  
 Existing use of land, shown on line map or air map.  
 History of city and locality.  
 Facts as to population and industrial trends.  
 Facts as to adequacy of existing schools and other public buildings.  
 Street widths and conditions and extent of improvements.  
 Recreation facilities.  
 Housing adequacy and conditions.  
 Subdivision practice as to layout and lot sizes.  
 Adequacy of sewer and water system.  
 Transportation facilities.  
 Climatic conditions.  
 Areas adapted to urban expansion.  
 Racial characteristics.  
 Condition of municipal finance as to indebtedness, income source, assessment methods, etc.  
 Miscellaneous pertinent data.

3. SCOPE OF THE MASTER  
 PLAN, BASED UPON  
 USE AND ANALYSIS OF  
 THE ABOVE MAPS AND  
 DATA, VARYING AC-  
 CORDING TO LOCAL  
 REQUIREMENTS.

System of Major and Secondary thoroughfares.  
 Recommended street improvement cross-sections.  
 System of Parks and Playgrounds.  
 Land-use plan (as basis for zoning).  
 Location of future schools and other public buildings.  
 Location of future aviation field.  
 Proposed automobile parking areas.  
 Proposed changes in railroad, rapid transit, and street railway location.

- Treatment of waterfront.  
Such other local projects as may be required.
4. SCOPE OF OFFICIAL CITY MAP  
Projects selected from Master Plan but more detailed in design and location and, with the exception of building lines, preferably limited to projects probably to be carried out within a ten-year period.
5. ELEMENTS OF THE PLAN OTHER THAN THOSE SHOWN ON MAPS.  
Improvement program showing time sequence of recommended projects.  
Recommendations for five-to-ten-year capital improvement budget.  
Rules and regulations to govern the subdivision of land.  
Report on sewerage and water supply conditions and requirements.  
Housing recommendations.  
Recommendations for traffic routing and control.
6. ELEMENTS IN THE SUCCESSFUL PRESENTATION OF THE PLAN.  
Attractively drawn and presented maps, charts, and diagrams.  
Well selected photographs.  
Popularly written and illustrated printed report for general distribution.  
Time sequence program to clarify intentions as to application of plan.
7. EFFECTIVE EDUCATIONAL MEDIA  
Newspapers: news items, special articles, and editorials.  
The printed report given wide distribution.  
Talks before civic clubs and organizations.  
Public schools--by talks, by inclusion of planning in civic courses, and by various kinds of competitions.  
Citizens' participation in making and promulgation of plans.  
Annual printed progress reports.<sup>1</sup>

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<sup>1</sup>Russell Van Nest Black, Planning for the Small American City.  
p. 18.

It can be readily seen from the above that all phases of civic development enter into the preparation of a comprehensive plan for the community, and that all of these items are relevant to the plan regardless of size of the community. In addition to the things listed, there are a number of miscellaneous items which are always necessary: for instance, local land-subdivision practices of the past, the degree of flood behavior of near-by rivers and subsequent residue of polluted water, assessment ratios, etc.

Last, but perhaps most important, there must be intimate knowledge of the history and customs of the city. Play habits are important. Customs resulting from racial origin or climatic conditions, garden practice, and many other local peculiarities have a large bearing upon the type of plan that can be proposed successfully in any given community.

The entire procedure of making and administering a plan should be laid upon a background of information concerning the state planning and zoning enabling acts under authority of which the work is being done and upon a wide familiarity with court actions, within the state and elsewhere, bearing upon the carrying out and protection of various elements of the plan.<sup>1</sup>

It has become general practice in this country for planning work to be delegated to bodies which act in an advisory capacity to the city government. The theory behind the separating of planning from the actual governmental body is that such important and carefully considered work is best entrusted to a perpetual body of citizens who are presumed to be much interested and therefore qualified for the job. It further presumes that such a body is not particularly influenced by the normal political

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<sup>1</sup>Ibid. p. 18.

change of office, and that they will remain aloof from the normal stress and strain of administrative routines, and thereby not become emmeshed in the day-to-day struggle of office procedures. This setup has become fairly well established over the country and proves satisfactory in the main, although it presupposes a knowledge of planning procedures not usually found in the average layman. It is probably better thus, for this method generally requires that the members of the Commission keep themselves informed on public views, and if they are to do any sort of good job, it requires that they seek the advice, if not the services of trained persons who will advise them. It is desirable that there be some ex-officio members of the government sitting with the Commission to facilitate conversation concerning other city activities, but by and large, the members should be as nearly as possible those of prestige and public spirit, and include persons trained or versed in some closely allied field to planning, such as architecture, finance, sociology, or engineering. It is not intended that the members of the Commission make the plan themselves, for they are presumed to be the deliberative body, and must hold themselves above concern with the actual mechanics of drafting, publishing, and map-making.

It is assumed that no one expects to receive service, particularly that of a professional nature, without cost. It would be folly to expect the Commission to function as it should without adequate funds to employ technical assistance, whether it be from a consultant, from their own trained employees, or from a combination of both.

It has been stated that the Commission, while not expected to do the actual work concerned with the plan, is entrusted with the responsibility to have the plan prepared. There has been (and still remains) among planning bodies a great deal of misunderstanding about the connection and interdependence between comprehensive planning, land-use planning, land development, urban redevelopment and zoning. The too often heard opinion is that zoning covers all these points. "Zoning is primarily a legal tool (developed as a part of planning) and an administrative procedure for placing certain definite steps of a comprehensive plan into current effect."<sup>1</sup> The comprehensive plan is an outline of all those elements which are proposed for the betterment of the area and covers the methods by which the City proposes to attain this end. It should be restated here that the Commission is purely an advisory body to the City, and also that it must have the full confidence and backing of the City in order to do its job.

All of the physical man-made or controlled things such as institutions, traffic patterns, parks and recreation areas, dwellings, industry and business are shown in their proper places on maps and discussed in documents. All of these things, directly or indirectly, immediately or in the future plan, affect the use of land, and land-use is a practical thing, while the other aspects of planning may be not so readily recognized. It is easily realized that zoning controls present or current land-use and that current zones may not fit future use--after certain

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<sup>1</sup>Chamber of Commerce of the U.S., Zoning and Civic Development. p. 14.

other developments may have taken place. It is at this point that confusion and objections to future planning arise. If there is no officially recognized plan, then zoning is still important, for at least it gives the City control over current land-use practice. This is, however, simply an interim practice, and only postpones the day of redevelopment caused by past mistakes. Too many otherwise sensible people feel that since there is no way of knowing just what will have happened in twenty-five or fifty years, that it is useless to spend large sums of money planning for something that might not take place. The fallacy here is that great changes very rarely come without some warning, and that any good plan must of necessity be flexible enough to meet these changes if they do come. Any planning at all accepts this as basic.

Since the writer's theme is that there should be a Comprehensive Plan adopted by the City, realizing that there is always room among sincere people for enlightened disagreement with certain phases of any particular plan, there should be no confusion about the place of zoning in such a plan.

Objection sometimes has been made to this view of the relationship between zoning and the comprehensive plan on the ground that the need for zoning is practical and immediate, whereas the comprehensive plan is a remote, and perhaps never completely attainable, ideal. If the objection is based upon the remoteness of a completed and officially recognized comprehensive plan, it may be well taken, for there are genuine differences of opinion regarding the official status of comprehensive or master plan.

On the other hand, if these objections are used to justify



zoning, which is not based on a sound conception of the future needs and development of the area in question, then they are indefensible. In the absence of a recognized master plan, many of the elements of such a plan must necessarily be developed and used in the preparation of the zoning ordinance if it is to serve any useful purpose.<sup>1</sup>

Since the chief function of the Commission is that of preparing the Comprehensive Plan, its duties in addition to that of zoning for present control toward future development in planned-for directions, include the following:

1. Collection of all available data pertaining to SOCIAL, ECONOMIC, GEOGRAPHIC, and ADMINISTRATIVE development relating to the city, its area and region, and the national picture insofar as it is relevant.
2. Evaluation and analysis of this data from the point of view of trends which may indicate desirable future growth and development.
3. Preparation of plans and maps (and the drafting of suggested regulations for action by the City) which will control these trends and developments--encouraging those which will contribute toward a better life for all the inhabitants, and discourage those which tend toward blight --from the point of view of orderly growth toward social, economic, and political maturity.

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<sup>1</sup>Chamber of Commerce of the U. S., Zoning and Civic Development. p. 15.

Chart 1 has been used to illustrate the organization of the planning body within the city's administrative setup and to suggest that those lay persons and organizations, not members of the Planning Commission be regularly recognized, if not organized to aid and advise the Commission in matters such as publicity and gathering of public opinion.

CHART I  
 ORGANIZATION CHART  
 FOR  
 PLANNING THE SMALL CITY

CITY ADMINISTRATION

OTHER CITY OFFICES

CITY ENGINEER  
 OR  
 DEPARTMENT OF  
 PUBLIC WORKS

CITY PLANNING COMMISSION OF FIVE TO NINE MEMBERS WITH EX-OFFICIO REPRESENTATION FROM CITY ADMINISTRATION BUT WITH MAJORITY OF LAY MEMBERS

CITIZENS CITY PLAN ASSOCIATION APPOINTED OR SELF-CREATED. UNOFFICIAL, SELF PERPETRATED, AND SELF FINANCED

BOARD OF ZONING  
 ADJUSTMENT

PLANNING OFFICE AND STAFF UNDER GENERAL DIRECTION OF CITY ENGINEER BUT IMMEDIATELY RESPONSIBLE TO AND EMPLOYED BY THE CITY PLANNING COMMISSION

PLANNING CONSULTANT AND STAFF EMPLOYED BY PLANNING COMMISSION

ZONING CONSULTANT'S FUNCTIONS ARE BETTER DELEGATED TO PLANNING COMMISSION WHERE SUCH EXISTS AND LAW PERMITS

## THE OUTLINE COMPREHENSIVE PLAN FOR JUNCTION CITY

After a brief introduction, this section has been presented as an outline. This has been done for two reasons. The first is that it has been impossible to go completely into all of the facets of all the phases concerned with comprehensive planning in the time that has been available. In addition, it has seemed far better to leave the details of planning--even general planning--until the major phases have been determined and approved by all those groups and administrative elements of the city government interested and responsible for decisions. Again, it would be much better for some one on the spot and at least officially familiar with all of the bodies and personalities concerned to undertake the working out of all these details so that it would be impossible for anyone to feel that the work was done by a disinterested outsider.

The second reason for this outline form is that it is more quickly read, if accompanied by plates and charts--as this is-- than is the paragraph description. This will enable more people to become acquainted with the proposals in a shorter time, and will allow quicker reference to those certain points in which they might be interested.

Plates I through XIII, which are aerial photographs of Junction City have been placed before the general discussion in order to emphasize the importance of establishing the place, on the ground, of any area under planning consideration. Plates XXV through XXVIII, which show plans for the city, are placed at the

end of the section in order to tie all of the discussion and information presented together in final picture form.

Plates I through VIII are colored photographs which were taken to present a complete, all-around view of the city from the air, and to give the average citizen a view of his town with which he is quite possibly unfamiliar. These photographs give an excellent picture of the town as it occupies its site and show how the rivers have influenced growth and development of the city. They are useful, too, in proving that the highway entrances to the city have great impact on the type of business and residential development which takes place in these areas. In addition to all of this it was believed that such a group of plates would add considerably to the interest of the outline plan.

In making a plan for future development, some fourteen different schemes were worked out. Not all of these, of course, were completely different from each other, and most of them were combinations of different ideas, or progressive steps of various arrangements. Plates XXV, XXVI, and XXVII show the basic schemes which are indicative of the three major approaches to solving the traffic and business zoning problems. Plate XXVIII shows the "final scheme" in which it was attempted to combine the better points of all three basic schemes.

EXPLANATION OF PLATE I

Aerial Photograph of Junction City looking  
West showing new Highway US 40

PLATE I



EXPLANATION OF PLATE II

Aerial photograph of Junction City looking  
Southwest showing railroad yards.



PLATE II



EXPLANATION OF PLATE III

Aerial photograph of Junction City looking  
Southeast showing portion of Municipal Airport.

PLATE III



EXPLANATION OF PLATE IV

Aerial photograph of Junction City looking  
East along Sixth Street

PLATE IV



EXPLANATION OF PLATE V

Aerial Photograph of Junction City looking  
North along Washington Street.

PLATE V



EXPLANATION OF PLATE VI

Aerial Photograph of Junction City looking  
South along Franklin Street



PLATE VI



EXPLANATION OF PLATE VII

Aerial photograph of Junction City looking  
South along Washington Street

PLATE VII



EXPLANATION OF PLATE VIII

Aerial photograph of Junction City looking  
Northeast of the Cemetery and Bunker Hill.

PLATE VIII



## General

Junction City is the county seat of Geary County, and is located at the confluence of the Smoky Hill and Republican Rivers. (Plate IX). It is only a few miles from Fort Riley, a large Military installation, and is at the approximate center, geographically speaking, of the United States. This area is in the Kansas River Basin, which in turn is part of the Missouri River Basin.

Junction City is one of the oldest cities in the state and has witnessed the development of the region and state from Indian and early territorial days. The city was established as a trading post in 1855, two years after the beginnings of Fort Riley as a Cavalry Station in 1853. There was a certain amount of protection to be gained from the nearby post, and a good bit of trade in the supplying of civilian goods to the military.

Data Available. A wealth of material was available on the history, growth, and administrative development of the city and surrounding area. While there were a great number of publications containing information on the city, that found in the following sources has been of particular value in familiarization reading and in determining the various phases to be followed up:

The Kansas Historical Society

Publications of the University of Kansas

Publications of the State Highway Commission

Publications of the Kansas Industrial Development Commission

Bulletins of Kansas State College

The Minutes of the Junction City City Commission

The General Statutes of Kansas

The Geary County Clerk's Office

The U. S. Census Reports

Publications of the Bureau of Reclamation

Publications of the U. S. Army Engineers

Publications of the U. S. Department of Agriculture

This list, some of it in addition to that in the bibliography, has been used quite often for general reading on the area and the city, and not so much for the location of specific information or definite reference, except where such is indicated.

Analysis. Junction City, being a 100 years old, has absorbed a great deal of the early traditions of the original settlers and has retained a great many of them to the present. It is a small town. It has no particular delusions of grandeur, is spare in its sentiments, is careful with its money, and is slow to adopt new ideas.

Business. Business firms in the city were mostly small, aggressive, and conservative.

Economy. The economy was mostly dependent on the fortunes of Fort Riley. It is an agricultural center for the county, but has had no nearby large markets to supply other than the Fort. The city contained a large majority of the county population. The monthly income at the Fort varied from fifteen to twenty-five million dollars, a great deal of which was returned to city business.

Industry. There was a certain amount of industry in the city which was interested in attracting more.

Housing. The housing situation varied with the Fort popula-

tion. There has been a slow but steady growth due to the expanding birthrate and the increasing of the military population living in the city. The city has increased about one hundred per cent in size in the last thirty years.<sup>1</sup> The present situation is crowded and expanding.

Appearance. Appearance of the downtown area was seedy and crowded. Efforts by local organizations and business to spruce up were slowly taking hold.

Outline Plans for the Future. Size. Plans have been prepared and are suggested in Plate XXVIII which will provide for expansion of the business district, schools, shopping areas, traffic ways, and light and heavy industrial areas when need arises. It is planned that city limits will eliminate long fingers of development as much as possible.

Business. The business area should be re-directed toward the West in order to keep it more compact and yet provide for adequate parking area.

Economy. Administrative planning is expected to encompass those phases of growth which will require expenditure beyond normal operation, and to establish or encourage the governmental and group and individual financing of necessary projects.

Industry. As and if the town is to grow, additional industry will be attracted or will develop locally. This is provided for in areas east and shown on Plate XXVIII.

Housing. Room for expansion of dwelling areas is provided

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<sup>1</sup>U. S. Census Figures.



to the Northwest and Southwest. Certain now adjacent areas and surrounding areas are planned to be brought into the city in the near future.

Appearance. Studies have been made for various ways to improve the looks of business properties, and are illustrated in the section on the physical display of the plan, in Fig. 6, The proposed relocation of highways on Jefferson Street and the addition of park areas in the business district should add a great deal to the pleasure of shopping and walking along the streets of the business area.

#### Regional Geographic Influence on the City

Available Data. There were many sources of material which bear on geographic and geologic backgrounds of this region. Listed in the following paragraphs are those which have influenced the writer to greater or less degree, and are in addition to other reading not used as references.

Maps. Maps showing geographic features affecting the area are to be found in the Kansas Atlas<sup>1</sup>; publications of the U. S. Coast and Geodetic Survey, the U. S. Army Engineers, and the Bureau of Reclamation; and the Geary County Engineer's Records, and the Junction City Engineer's records, (Plates IX and X).

Crop Reports. These contribute evidence of soil condition and available water for use in the city and county.

Trade Reports. The Chamber of Commerce and the Kansas

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<sup>1</sup>George F. Jenks. A Kansas Atlas. pp. 6-12.

EXPLANATION OF PLATE IX

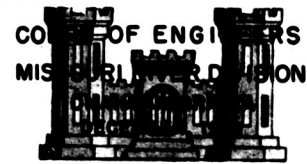
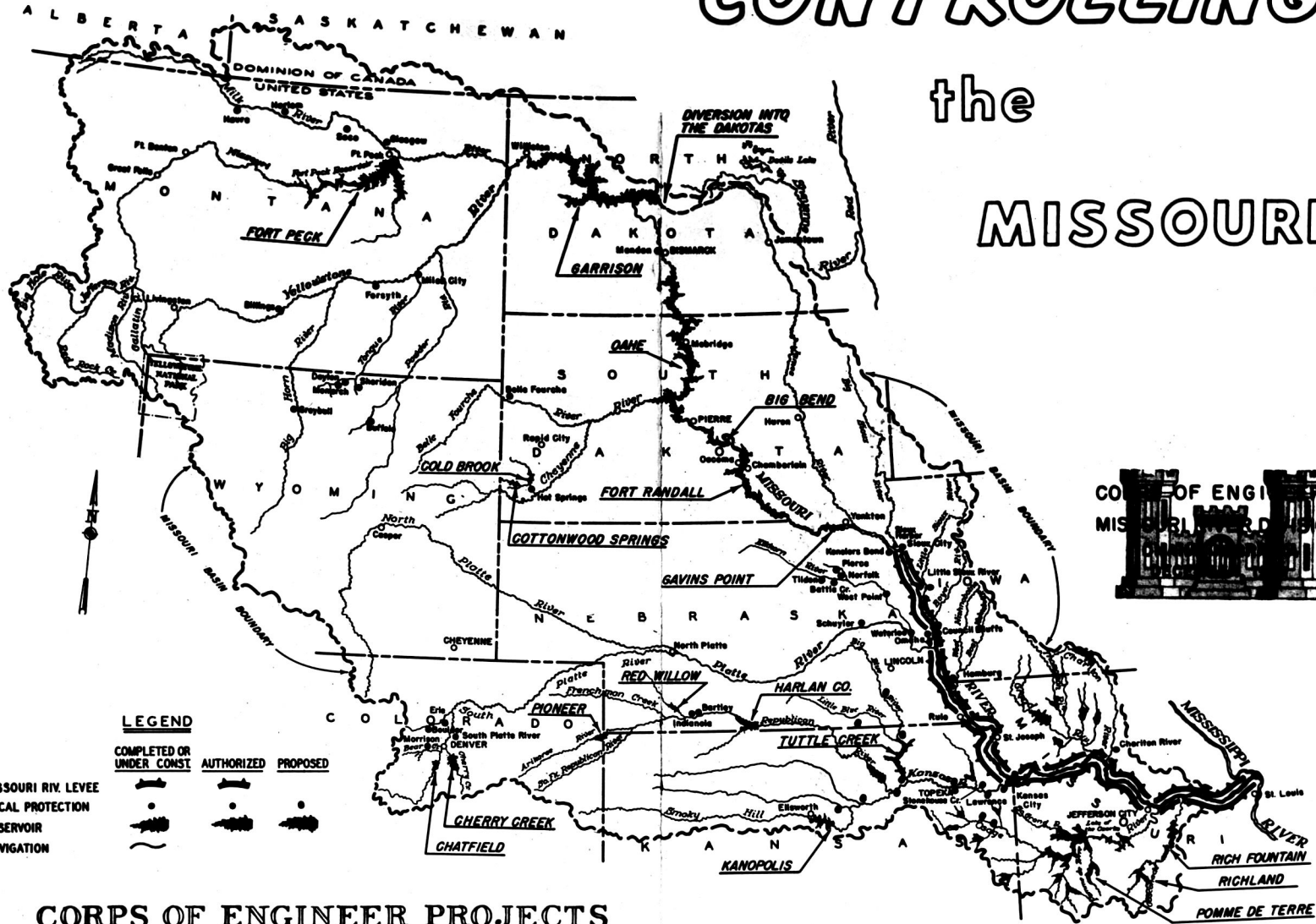
Map showing the Missouri Watershed

Used as cover for a U. S. Army Engineers' publication, "Controlling the Missouri". Shows completed and projected dams and installations for controlling the watershed.

# CONTROLLING

the

# MISSOURI



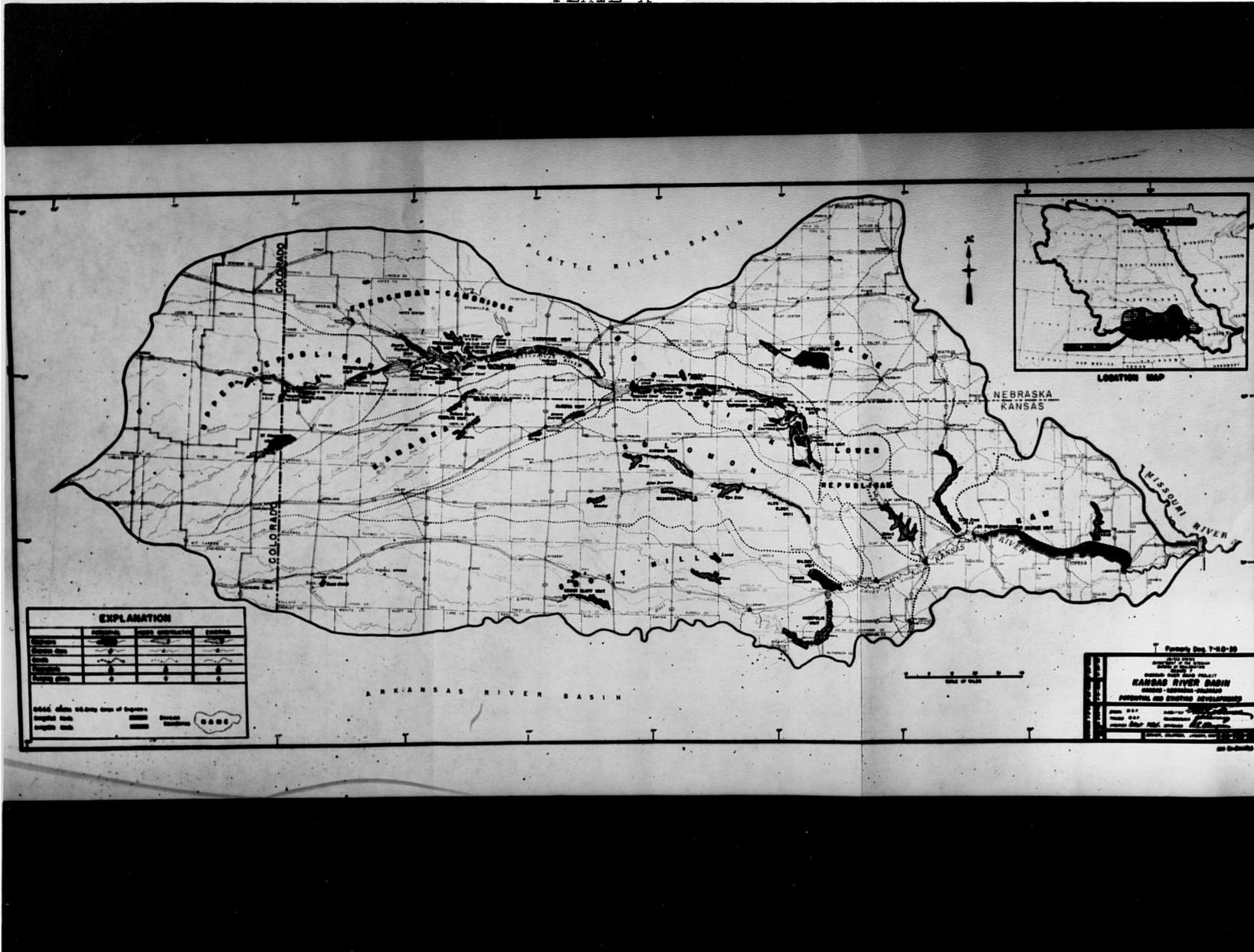
CORPS OF ENGINEER PROJECTS  
IN THE MISSOURI BASIN

EXPLANATION OF PLATE X

The Kansas River Basin Map  
by the U. S. Department of the Interior,  
Bureau of Reclamation

Shows potential and existing Developments

PLATE X



Industrial Development Commission have available material of industry along this line.

Highway Commission. The State Highway Commission maps show areas for locations of roadways and drainage areas.

Climate. The climate of this area is typical of the central strip of Kansas. The normal annual rainfall is around 31.5 inches, and the annual mean temperature is 55.4 degrees.<sup>1</sup>

Analysis. Subsurface conditions have not contributed a great deal to the economy of the city, but surface conditions have made its location reasonable and useful. In the earlier days the rivers were used for a small amount of traffic by canoe and barge. Local stone has been and is being used for building material. Water is easily and plentifully available for the city's use, and even for some irrigation. The high ground to the South and West has, until lately, inhibited dwelling development, but this has been successfully used for farming, and the present press of expanding population will convince builders that these hills are not too steep for houses.

Outline Plans for the Future. Space. As the city grows and presses toward the hills, greater attention to the contours of the land must be paid in order that streets and traffic-ways may be laid out to the best advantage. Plate XXVIII shows the areas which may be reasonably expected to be affected. Major roads are indicated as running in a generally southwesterly direction since this will allow them to reach the tops of the hills easily and

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<sup>1</sup>Richard H. Breckenridge. An Industrial Survey of Junction City, Kansas. p. 48.

permit filtration away from them. It is not to be expected that gridiron streets will be feasible, but that streets following the contours will be better.

Water. The area to the southeast of the city, along the railroad tracks and the river has always been affected by floods, and this dictates that the plan suggest that it would be best for that area west of the tracks and east of Jefferson Street become a park area. The area east of the tracks, south of the highway which is not in the city limits is planned as a county reserve, to be used as either park or garden area under a public works program.

As the city increases in population, it will become necessary to increase the output of city wells, or to increase the number of those wells. This has been planned to take place in the same general area now occupied by wells, moving to the Northwest.

It has been planned that in the future growth toward the West, the city will find that a lake, indicated on Plate XXVIII, will add greatly to the desirability of that area. This can probably be financed privately.

#### Population and Density and Housing

It has been mentioned that the population of Junction City has fluctuated with that of Fort Riley. This was the greatest cause of rise and fall, but there was, according to U. S. Census figures, a fairly steady increase shown for the last thirty years. This increase cannot be entirely attributed to the Fort, because in addition to the increase in birthrate, and decrease in death-

rate, there have been added a number of business firms and some industry to the city's economic picture. These latter have been found to vary seasonally to some degree, but those who fill this sort of job have either found alternate employment, or managed to carry over to the next season.

Data Available. Data was available to determine population trends in the city from the following sources: Geary County Clerk's Office, the Junction City School Superintendent's office, the U. S. Census Reports, and insurance companies and underwriters. There were no official population density figures maintained for the city, and the only reliable index of numbers of people in certain areas were the housing lists maintained by the Chamber of Commerce and various service organizations for the convenience of those looking for places to live. The records of building permits were not a reliable source for this sort of information because many persons had modified their homes to include apartments and rooms without official permission, and without asking for permits.

Analysis. Population. Table 1, which follows, is included to indicate the slowly rising population of the city:



Table 1. Population trend for Junction City, Kansas--1920-1952.<sup>1</sup>

Year	Population	Birth rate per 1000	Death rate per 1000
1920	6,449	47.1	21.2
1922	6,280	36.65	20.5
1924	6,634	40.0	18.8
1926	6,400	37.34	17.34
1928	6,812	38.85	24.4
1930	7,217	40.7	19.0
1932	7,500	33.3	21.7
1934	8,128	36.54	20.5
1936	8,313	32.3	18.7
1938	8,358	38.0	13.0
1940	8,646	37.1	12.5
1942	9,346	57.2 <sup>1</sup>	19.47
1944	11,267	55.4 <sup>1</sup>	17.25
1946	10,524	46.4 <sup>1</sup>	13.0
1948	10,890	69.2 <sup>1</sup>	13.5
1950	13,400	---- <sup>2</sup>	
1952	13,398	---- <sup>2</sup>	

<sup>1</sup>Figure includes births at Fort Riley Station Hospital

<sup>2</sup>Incomplete figures for these years

Density. While there were no definite city statistics to show densities in the various areas of the city, inspection gave a fairly reliable check on the larger areas. The densest areas tended to be northeast and southeast corners of the city, east of Washington Street, and in the northwest corner in the vicinity of the Jackson, Callen, and Cleary Court additions. The School and Census Map, Plate XX, shows addresses of families having children, and Plate XIII shows the addition to the city limits since 1939. These latter are a good indication of the drift of population within the city and show a tendency to shift toward

<sup>1</sup>Geary County Clerk's Office.

the West.

Outline Plan for the Future. While there is no definite way to absolutely control the direction growth of a city, it has been planned that as the population increases those areas which are now surrounded by, but not included in, the city will be taken in and developed. Those areas which are adjacent to the limits will, under pressure for more space, be gradually included as the city expands westward.

It is planned that the city will establish traffic routes along those lines which will provide the best access into the central districts, keeping school and future shopping areas in mind.

In accepting additions to the city, it has been planned that only residential streets which fit contours will be allowed, eliminating blind continuance of the gridiron street pattern.

It is interesting to note on Plate XI that development and dwelling have stayed toward the flatter ground, and have avoided developing the hilltops until fairly recently.

#### Land Use and Zoning

Available Data. Sources of data on land-use and on zoning were available in the City offices. The Zoning ordinance (G-169) is printed, with a map of the city, and is given to anyone interested. Further data may be obtained from the Register of Deeds, the County Clerk's office, the City Engineer's office, and the City Planning Commission. Aerial photographs at almost any scale may be obtained from the Production Marketing Adminis-

EXPLANATION OF PLATE XI

Aerial Photograph of the Junction City Area  
by Aerial Photographic Service, P.M.A.,  
U. S. Department of Agriculture

Shows the City, a portion of Camp Forsythe at Fort Riley, the surrounding rural area. The river to the North (top) is the Republican, and to the South the Smoky Hill. Note the residue of water left by the August, 1950, flood.

PLATE XI



tration. The City Engineer maintains a Land-use Map which is open for inspection, but is not very easily read or understood because it is kept up by legend, rather than by color.

Analysis. Land has been zoned for use for some years in Junction City, and the zoning laws should control the use of the land. Too often, however, a misconception of the reason for zoning has caused failure of the very thing set out for accomplishment. Too often administration fails or refuses to require adherence to zoning, and makes no effort to require the discontinuance of non-conforming uses at the end of the specified period--or even not to require such a period. This has happened on occasion in Junction City.

In examining the present zoning districts of the city (Plate XV) the writer has come to the conclusion that far too much area has been devoted to the Central Business district. There are, and have been, reasonable objections to the establishment of a long, narrow commercial development, such as the one shown on the map. It is believed that, even though more than fifty per cent of the area now districted as central business is residential in character, the situation came about in an attempt to include all of the business on Washington Street in this district regardless of how far removed some of the locations were. This, it is believed, is a mistake, and has resulted in an unwarranted deterioration of the areas to the north and south ends of Washington Street.

A general fault in zoning regulations and their administration is to consider residential areas as the highest class

EXPLANATION OF PLATE XII

Old Map of Junction City by Gustave Dyes

The map is not dated, but it has been established  
as of around 1865 publication

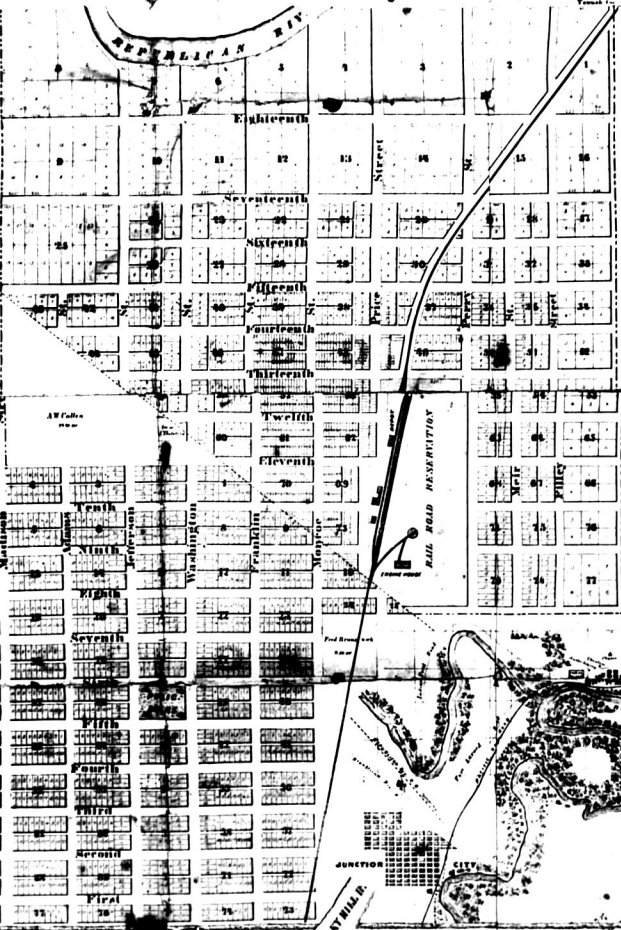
PLATE, XII

# JUNCTION CITY

(KANSAS)

drawn by  
**Gustave Dyes,**  
Civil Engineer.

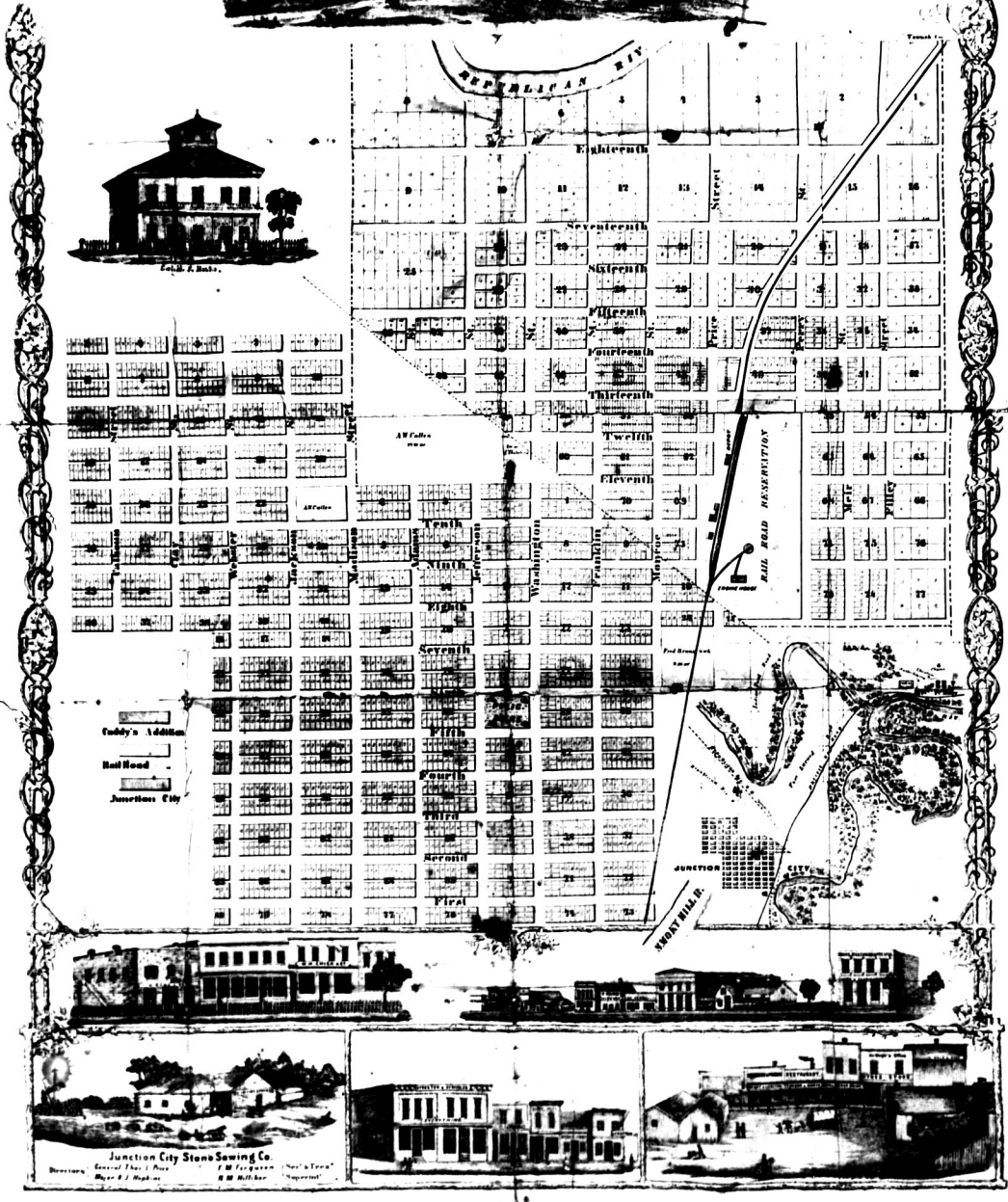
Great Rail Road Centre of the West as well as Geographical Centre of the United States.



City's Addition  
Rail Road  
Junction City



**Junction City Stone Sawing Co.**  
General Stone & Lime  
Directors: Wm. H. Ferguson, Geo. A. Ford, Wm. H. Miller, J. H. Miller



EXPLANATION OF PLATE XIII

Overlay showing additions to  
City since 1939



PLATE XIII

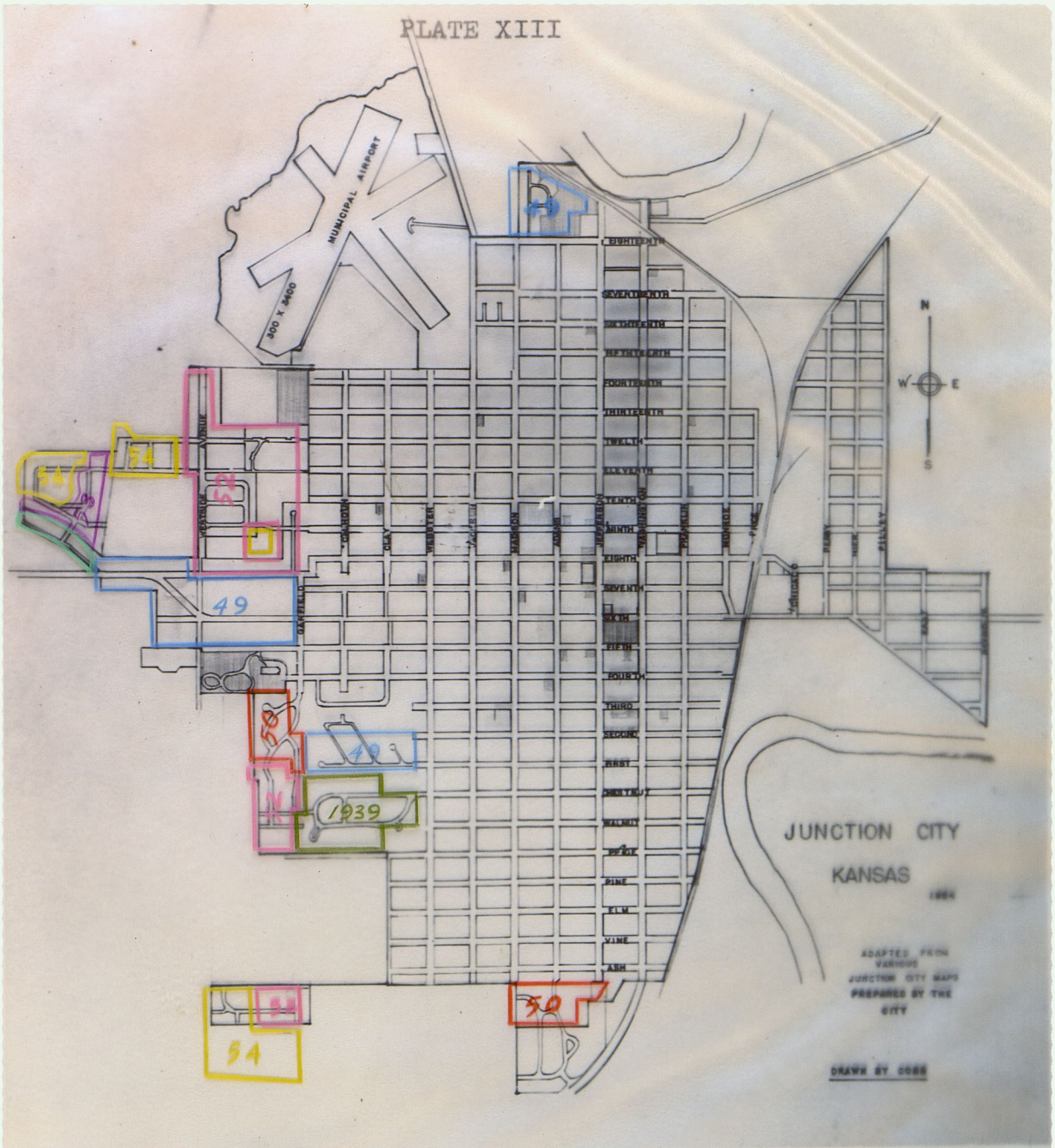
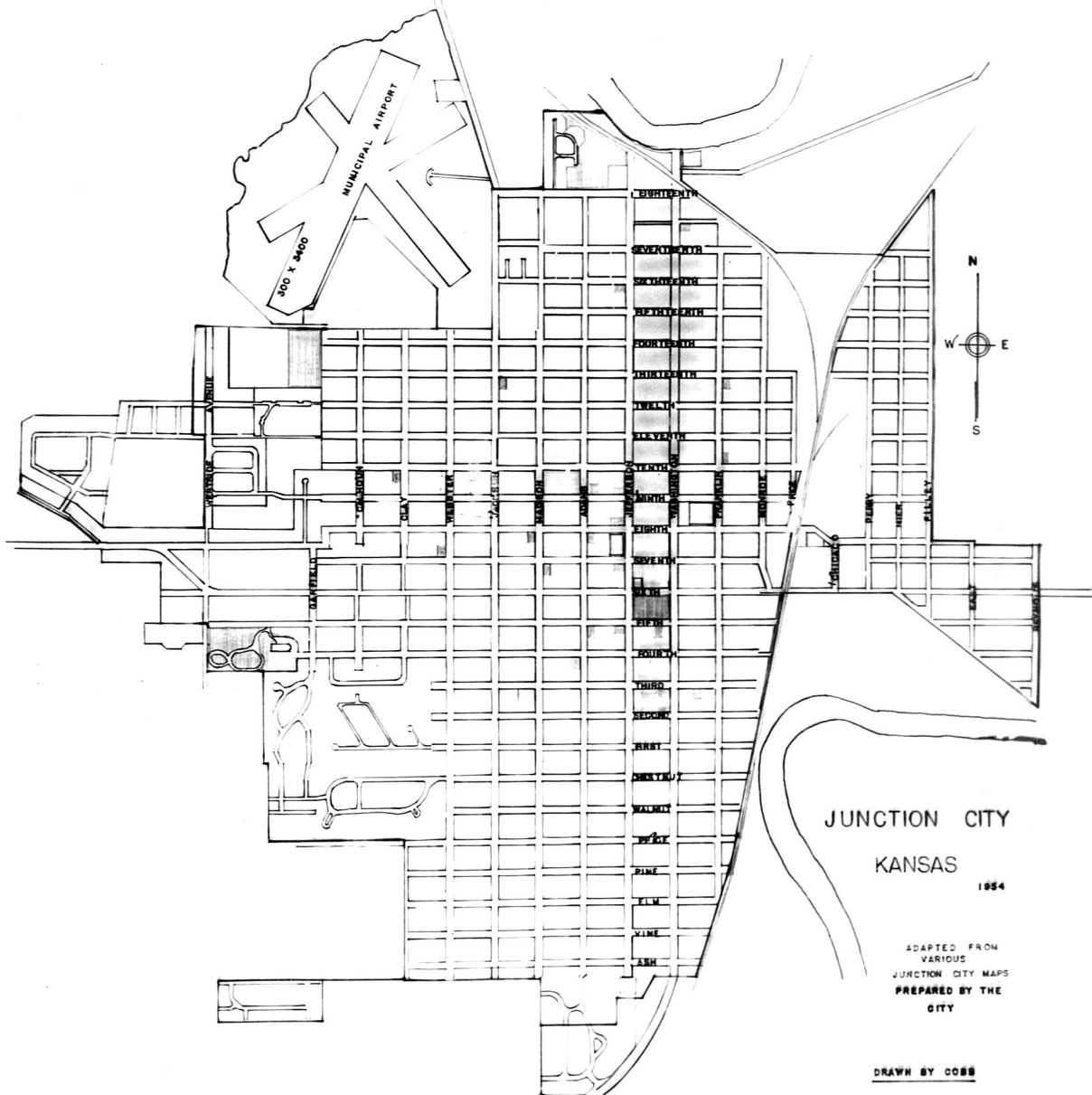


PLATE XIII

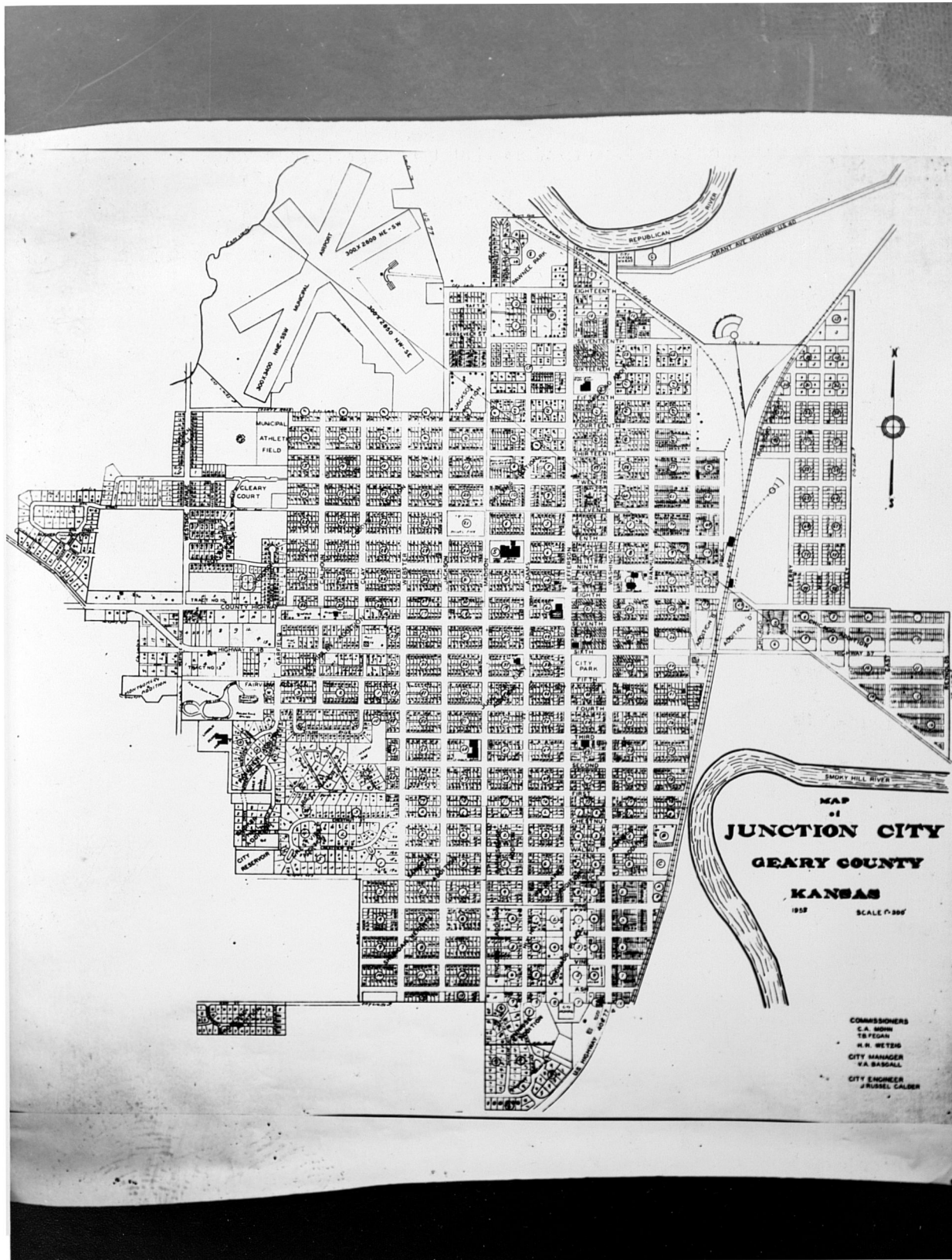


## EXPLANATION OF PLATE XIV

### Land-use Map

A Map on which are shown by legend the use to which each plot of ground is put. Each dot represents a house; cross matching central business and local business, etc.

PLATE, XIV



### EXPLANATION OF PLATE XV

Overlay showing Existing Zoning and Fire Limits

Light Green	--Class A	Residence district of one and two family dwelling units
Blue	--Class B	Residence district of three or more family dwelling units
Orange	--Class C	Local or neighborhood business district
Red	--Class D	Central business district
Purple	--Class E	Light industrial district
Yellow	--Class F	Heavy industrial district
	--Class G	Prohibited uses
Dark Green	--Park Areas	
Black	--Fire Limits	

PLATE XV

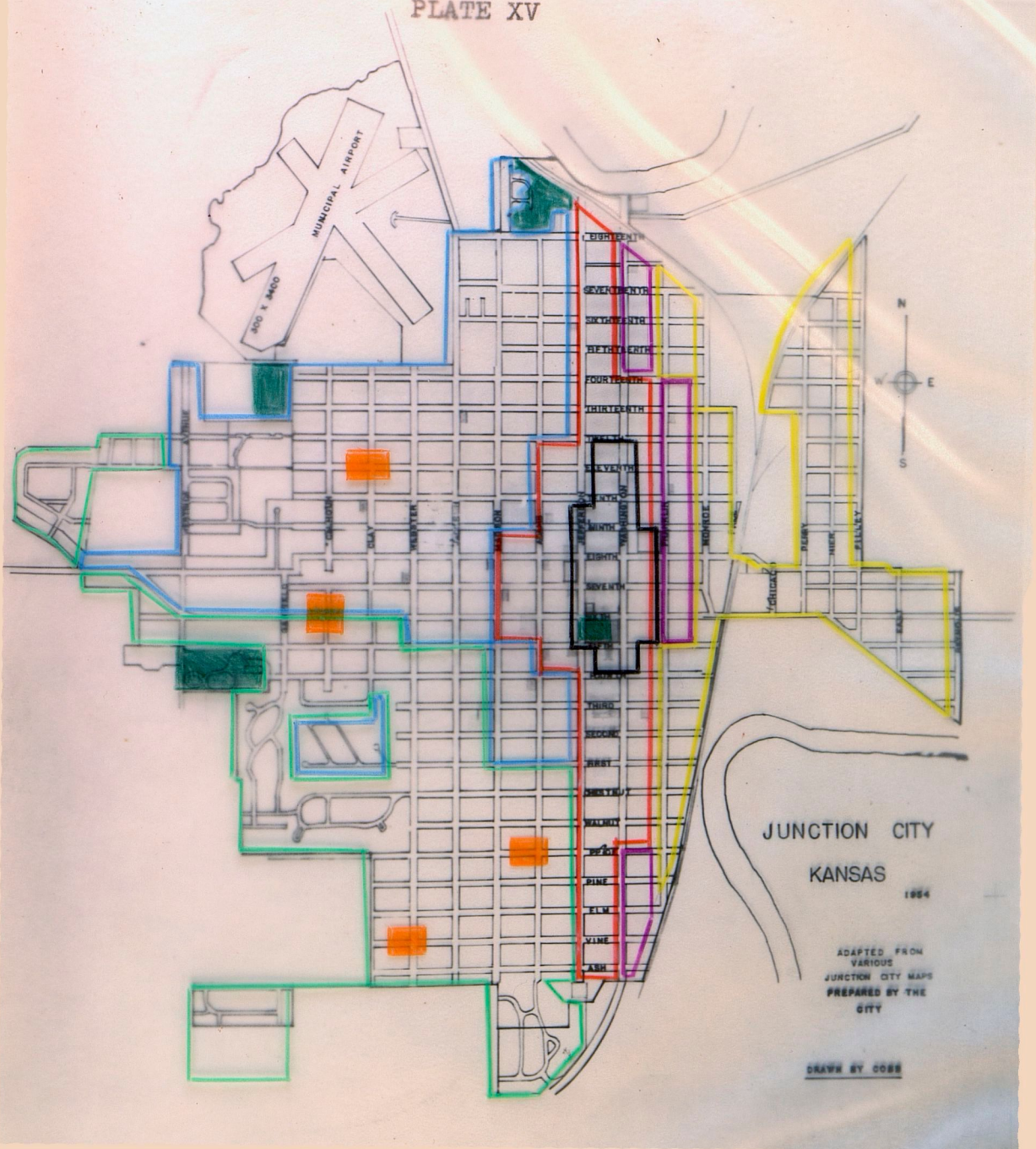
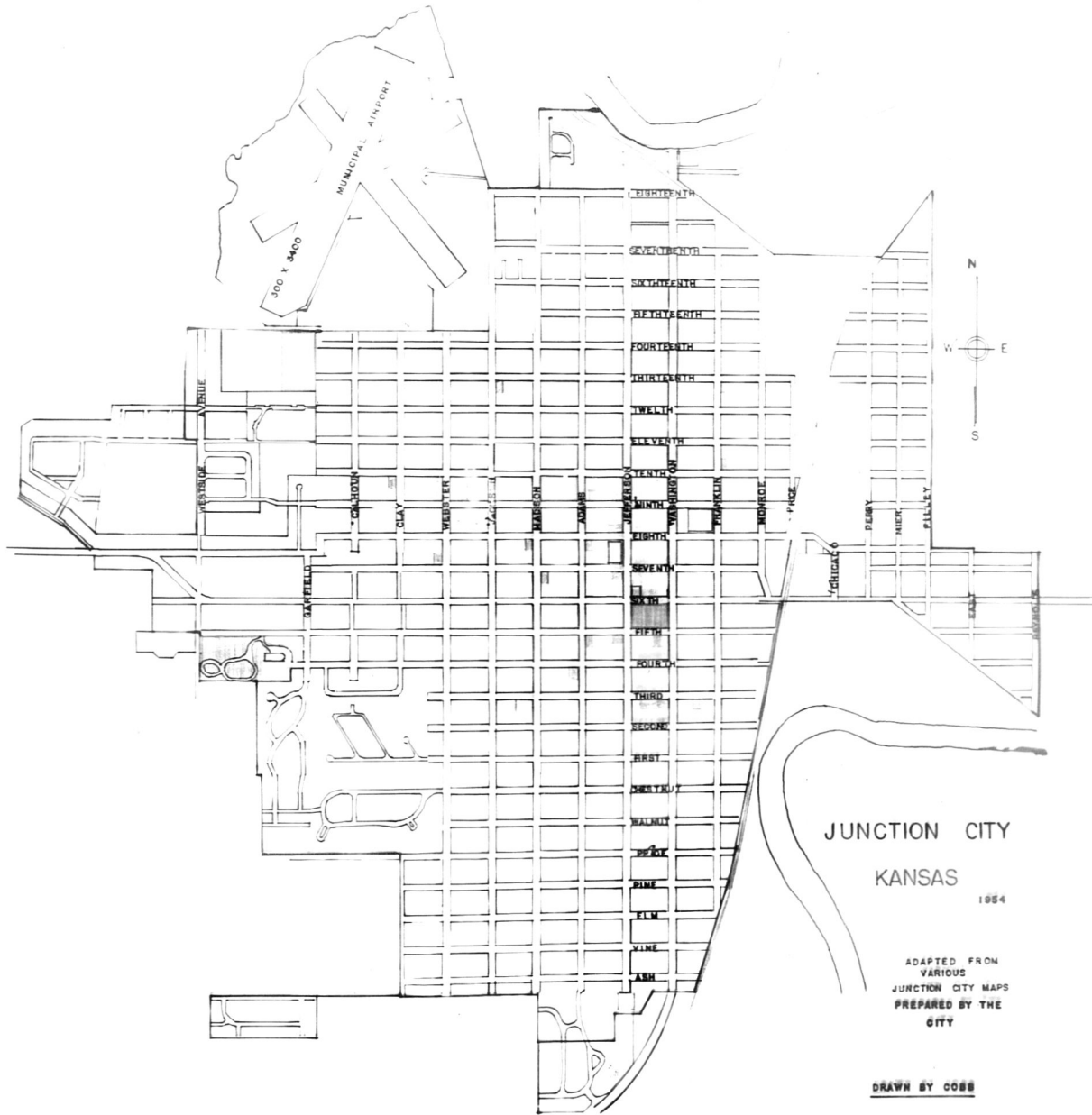


PLATE XV



EXPLANATION OF PLATE XVI

Overlay showing church locations and  
major park areas as of 1952.

Churches - red

Parks - green



PLATE XVI

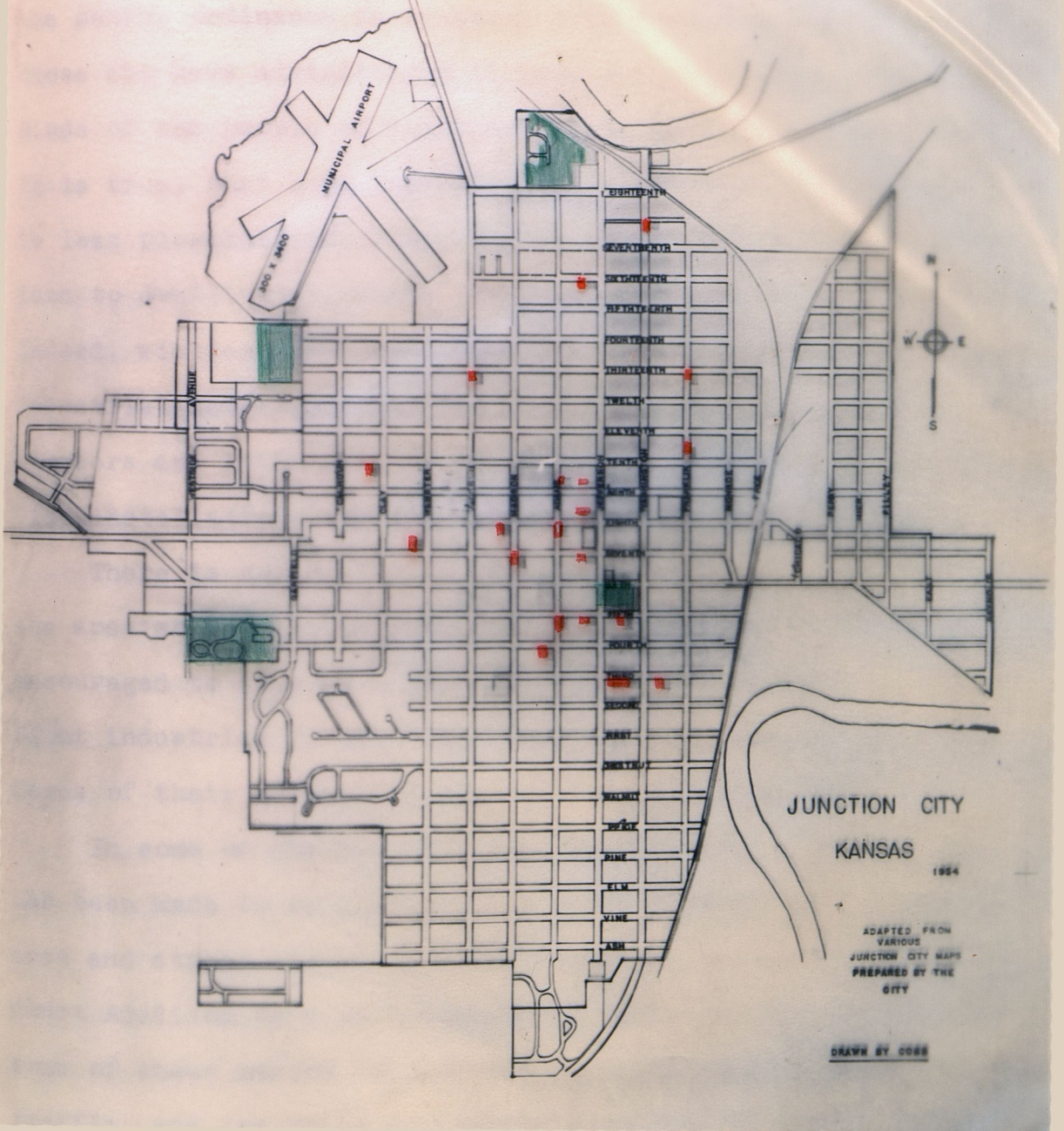
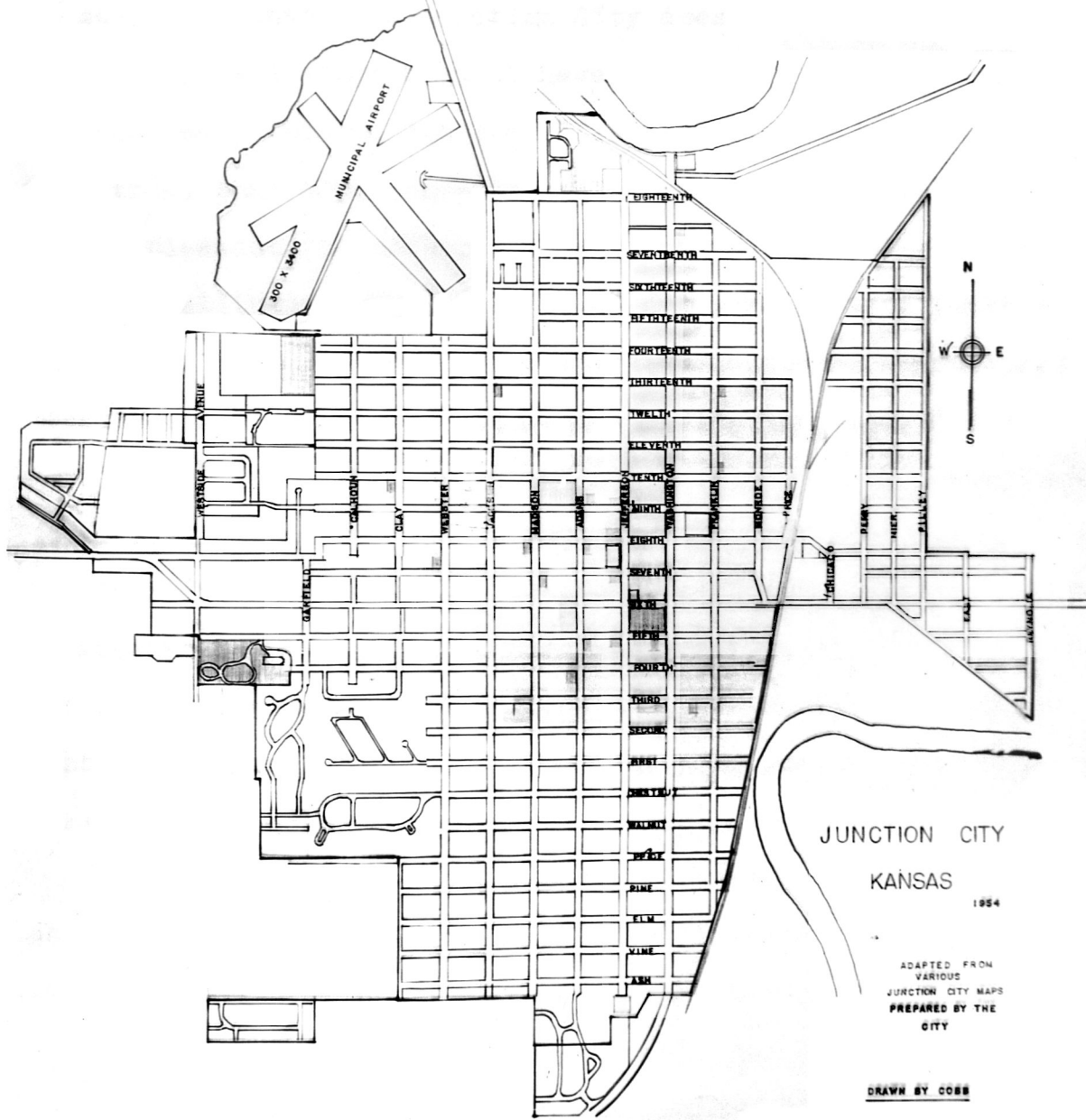


PLATE XVI



running on down through commercial and industrial areas. While the zoning ordinance in Junction City does not make this mistake, those who have administered it have let this idea grow in the minds of the people of the town. This idea should be changed. It is true, that some land-use--while necessary for the economy--is less pleasant than others, that heavy industry often is noxious to dwelling; however, this does not make it less important. Indeed, with encouragement from enlightened zoning administration, industrial and commercial groups are taking the lead of a few pioneers and lifting their own faces in other towns. Junction City installations must be encouraged to do the same thing.

There is too much land now zoned for light industry. While the area so zoned does contain such operations, it could be better encouraged to stay in a more compact area. There are very few light industries in the city which could be too far away from the homes of their workers if they were more centralized.

In some of the new additions to the city, a great mistake has been made in accepting plats which do not even correspond in area and street widths to that of present practice. The Geary Court Addition is a good example of this. As the city moves west, some of these narrow streets are going to carry a large volume of traffic, and are going to require widening, or result in traffic hazards.

Outline Plans for the Future. Business Districts. It is planned to rezone the present district as shown on Plate XXVIII, causing it to move westward from Washington for two blocks and to extend westward and southward along Washington and Sixth

Streets. Park areas have been introduced into the district for two reasons. They will make shopping for customers more pleasant, and will, around their perimeters, afford extra parking space. This will occasion considerable comment, but should, in time, prove to be attainable.

Industrial Districts. The limits of the light industrial districts are planned to be changed as shown, and will afford approximately the same acreage there is at present, but will free some land for other use. The heavy industrial district has not been planned to be changed until such time as more space is needed, when it is planned that that area will expand to the east on the higher ground.

Dwelling. The residential districts, and presently zoned, have not been changed, except for expansion and the inclusion of general areas for future schools and shopping areas. It is planned that in connection with the keeping up of the Land-use Map, that the Engineer's office will make every attempt to discover those multifamily units which are not known, and keep a record of them. This must be done in order to protect property and to encourage the development of areas of single family dwelling which will not suffer from encroachment of other types. It is planned that careful consideration be given to the development of high grade apartment developments with required large ground areas.

Fire Limits. The present fire limits are not really adequate, and are planned to be extended with the new zoning of the central area.

Recreational Areas. New park areas are planned for future development in the central district and in the new residential areas to the West. They are discussed under parks.

#### Traffic and Transport

Data Available. Data was available on transport and traffic from the following sources: Chamber of Commerce records, Railway offices, Bus offices, the City Engineer's offices and records, and the Kansas Highway Commission publications, and the Kansas Atlas.<sup>1</sup> (Plates XVII, XVIII, XIX)

Rail. Junction City is served by two railroads, the Union Pacific and the Missouri, Kansas and Texas.

Air. There were no scheduled passenger airlines into Junction City. There was a Municipal Airport at which were located a number of private small planes, and which had turf runways capable of serving craft up to DC-3 size.

Highways. Junction City is on U. S. Highway 40 East and West, U. S. Highway Alternate 40 East, U. S. 77 North and South (this will be moved a few miles west of town in a few years, and will no longer run through the city), and Kansas Highways 57 and 18.

Terminal Facilities. There were adequate terminal facilities for a town of Junction City's present size, but these must be increased in freight lift capacity and handling capacity in the future.

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<sup>1</sup>George F. Jenks. A Kansas Atlas. p. 14.

EXPLANATION OF PLATE XVII  
Overlay showing Highways

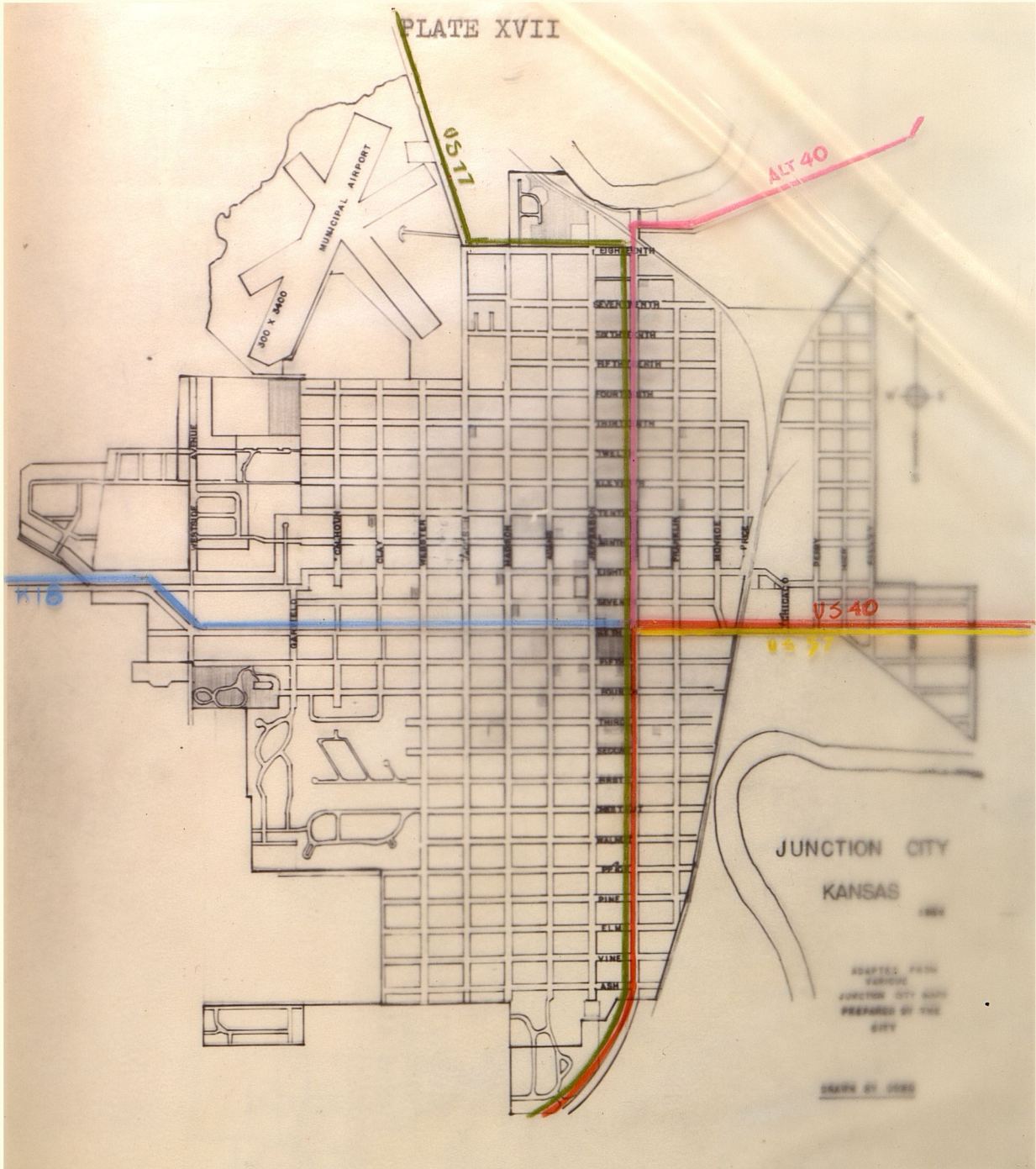
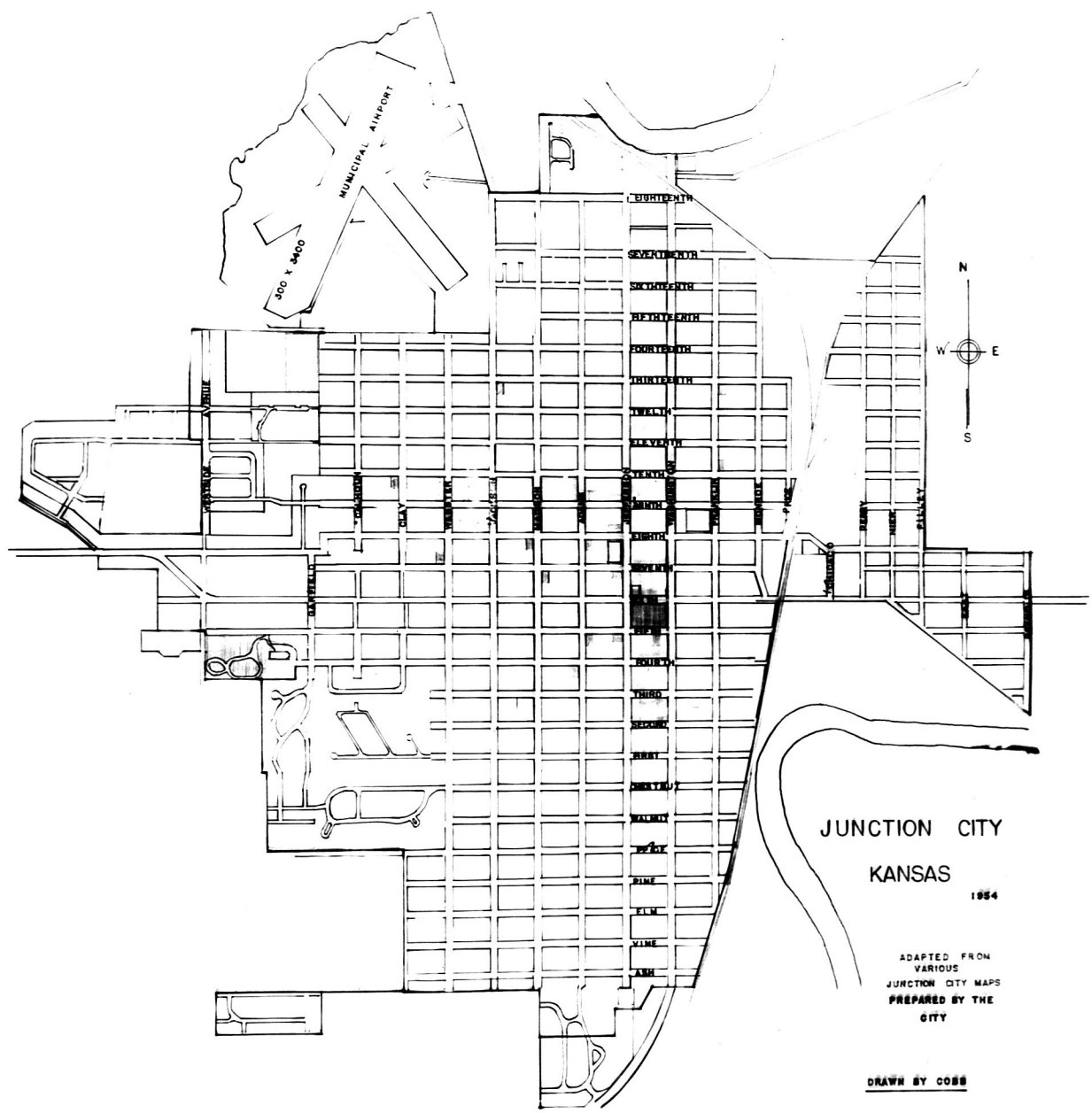


PLATE XVII





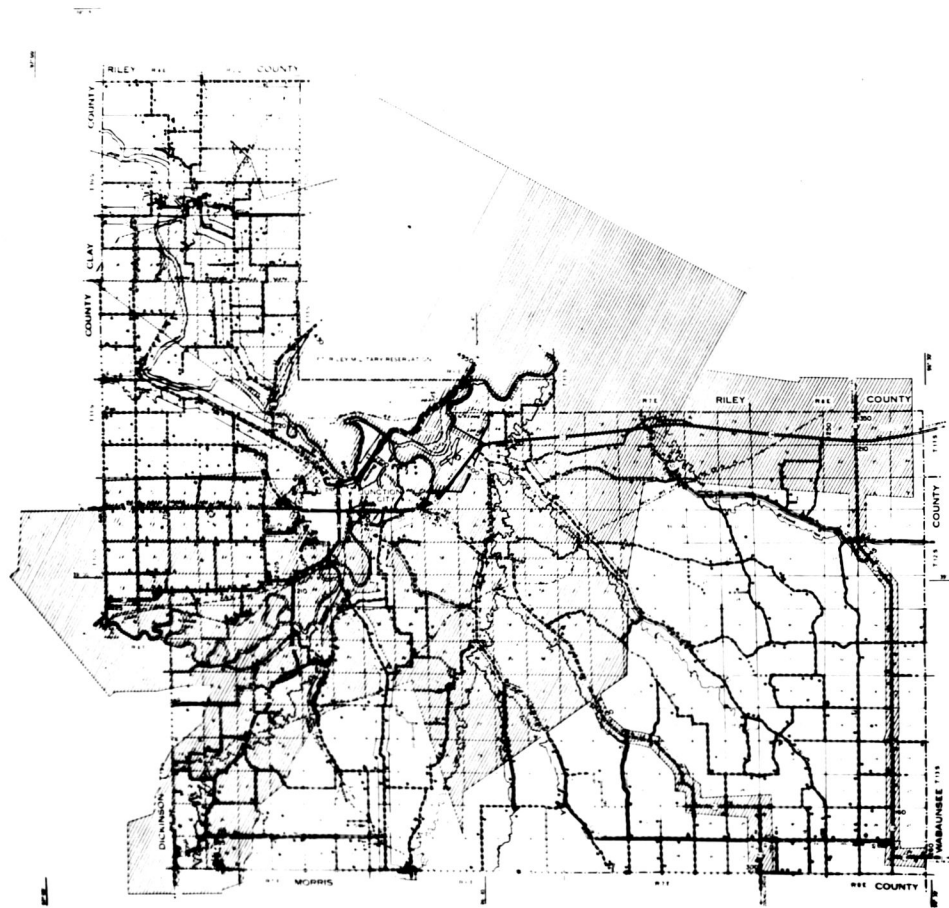
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EXPLANATION OF PLATE XVIII

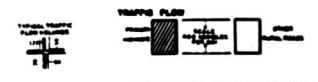
Traffic Flow Map of Geary County  
by the Highway Planning Department of  
the State Highway Commission

The numbers at highway intersections show  
actual count of vehicles over stated periods.  
The lines show a graphic density in areas around  
the city.

PLATE XVIII



TRAFFIC FLOW	
1	1000-2000
2	2000-3000
3	3000-4000
4	4000-5000
5	5000-6000
6	6000-7000
7	7000-8000
8	8000-9000
9	9000-10000
10	10000-11000
11	11000-12000
12	12000-13000
13	13000-14000
14	14000-15000
15	15000-16000
16	16000-17000
17	17000-18000
18	18000-19000
19	19000-20000
20	20000-21000
21	21000-22000
22	22000-23000
23	23000-24000
24	24000-25000
25	25000-26000
26	26000-27000
27	27000-28000
28	28000-29000
29	29000-30000
30	30000-31000
31	31000-32000
32	32000-33000
33	33000-34000
34	34000-35000
35	35000-36000
36	36000-37000
37	37000-38000
38	38000-39000
39	39000-40000
40	40000-41000
41	41000-42000
42	42000-43000
43	43000-44000
44	44000-45000
45	45000-46000
46	46000-47000
47	47000-48000
48	48000-49000
49	49000-50000
50	50000-51000
51	51000-52000
52	52000-53000
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65	65000-66000
66	66000-67000
67	67000-68000
68	68000-69000
69	69000-70000
70	70000-71000
71	71000-72000
72	72000-73000
73	73000-74000
74	74000-75000
75	75000-76000
76	76000-77000
77	77000-78000
78	78000-79000
79	79000-80000
80	80000-81000
81	81000-82000
82	82000-83000
83	83000-84000
84	84000-85000
85	85000-86000
86	86000-87000
87	87000-88000
88	88000-89000
89	89000-90000
90	90000-91000
91	91000-92000
92	92000-93000
93	93000-94000
94	94000-95000
95	95000-96000
96	96000-97000
97	97000-98000
98	98000-99000
99	99000-100000



↑  
042  
TRAFFIC FLOW MAP  
**GEARY COUNTY**  
**KANSAS**  
PREPARED BY THE  
**STATE HIGHWAY COMMISSION OF KANSAS**  
**HIGHWAY PLANNING DEPARTMENT**  
IN COOPERATION WITH THE  
**U.S. DEPARTMENT OF COMMERCE**  
**BUREAU OF PUBLIC ROADS**

TRAFFIC FLOW MAP GEARY COUNTY

EXPLANATION OF PLATE XIX

Overlay showing traffic densities

Count is cars per day  
Scale -  $1/16'' = 800$  cars

PLATE XIX

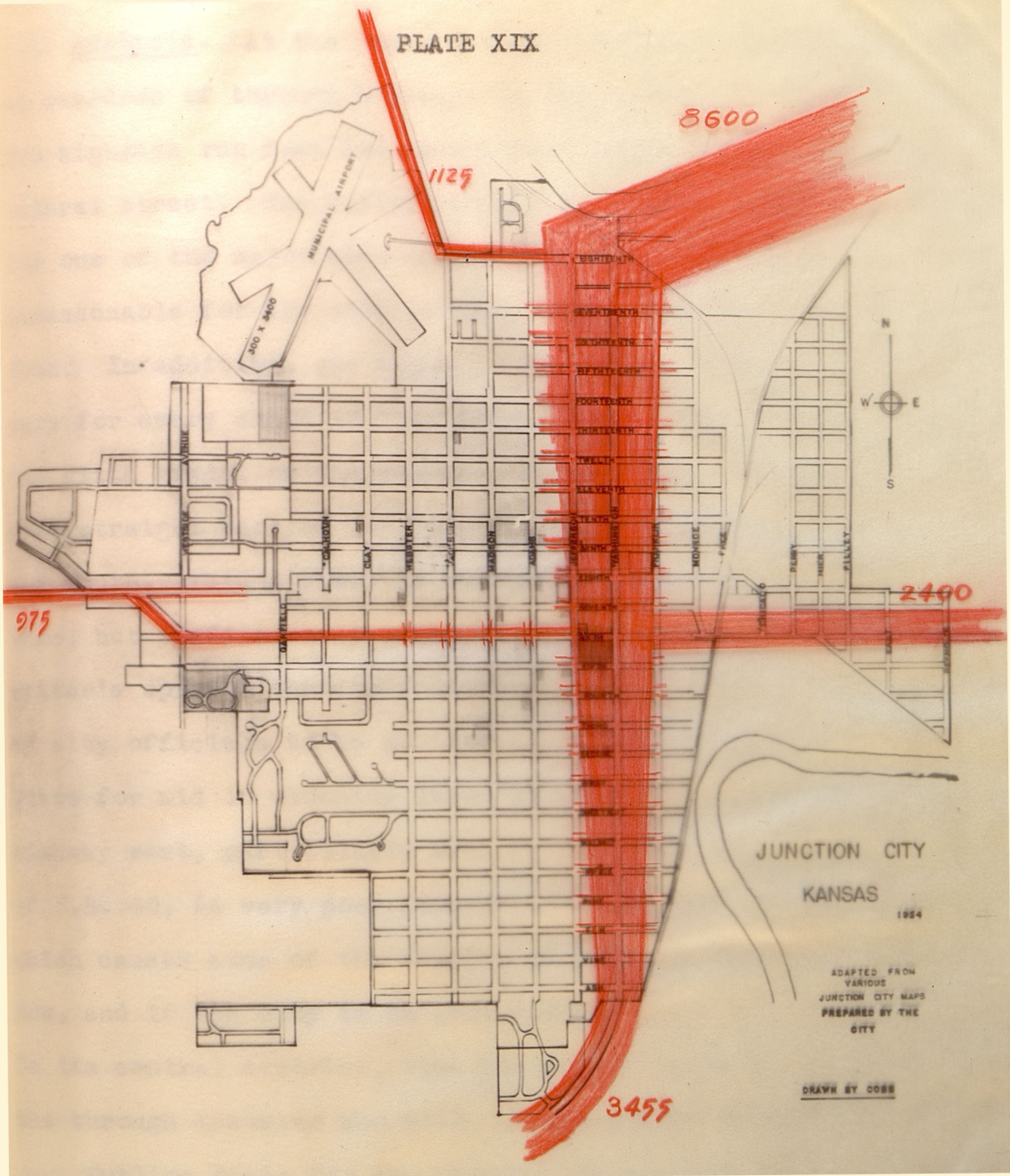
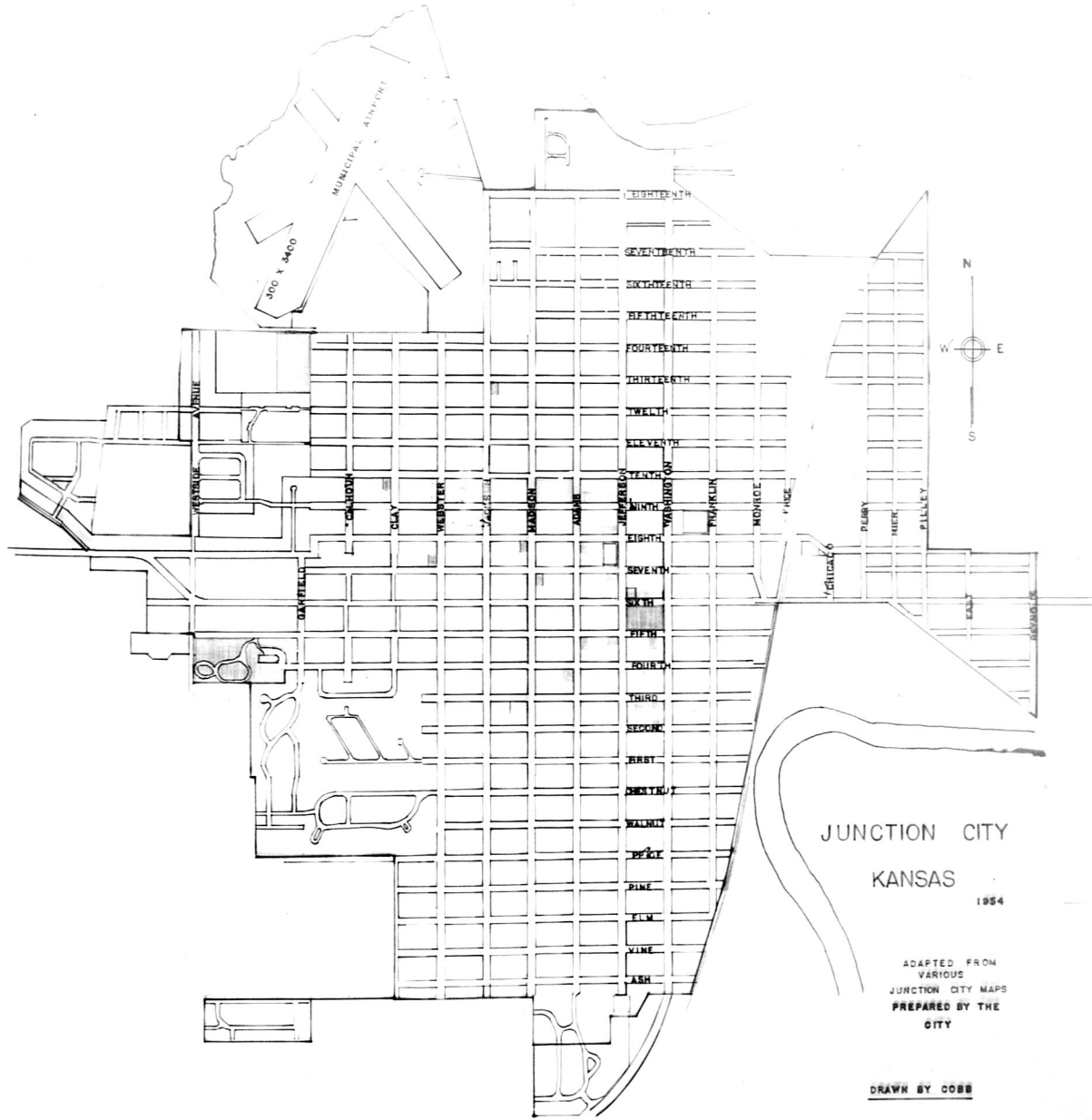


PLATE XIX



Analysis. At the present time Junction City suffers from an overdose of through highways in its central business district. Two highways run down its main street and two others meet on a lateral street. The busiest corner in town is a right angle turn for one of the major east-west highways of the country. It is unreasonable for the city to have this traffic in the center of town. In addition, one highway bisects the city making it necessary for every child in town to cross it either when he attends the sixth grade, or the junior-senior high school. Highway K-18 goes straight west to its junction with US 81 which runs north and south. This highway is not heavily traveled at the present time, but traffic on it seems to be increasing, and it is the writer's opinion that this increase will continue. It is thought by city officials to be so important the city has petitioned the State for aid in widening Sixth Street. This emphasizing of the highway west, particularly when it will seem to be a continuation of U.S. 40, is very poor planning. It is this sort of thinking which causes some of the traffic to snarl on Washington Street now, and if the city is to grow and provide a better shopping area in its central district, then the shopper must be protected from the through traveler who will, at most, stop only to buy a meal.

Outline Plans for the Future. As has been explained earlier in this thesis, the writer has come to the conclusion that Junction City must solve her through-traffic problem before she can begin to establish a pattern for orderly growth for the central and residential area. Of the number of solutions to this problem, the three shown on Plates XXV, XXVI, and XXVII were more basic and

were selected to illustrate the major approaches to the solution.

Scheme 1. (Plate XXV) This scheme has allowed all highways to remain in their present location with the exception of moving all north-south highway traffic to Jefferson Street. It provides for a modified cloverleaf to facilitate the change of direction which is so badly needed now at the intersection of Sixth and Washington Streets. A gradecrossing at the north end of Jefferson could be provided to be controlled by traffic lights and barriers. In view of present traffic densities, which are expected to show an increase on the 1954 check by the traffic bureau, this may even encourage filtration to the West from the Highway for the commuting traffic to the Fort. Washington School would probably fare no worse under this system than it does at present.

In this scheme the central business district has been compacted, and park area introduced west and south of the County Court House.

Scheme 2. (Plate XXVI) This scheme suggests the removal of K-18 from the city and carries it around to the north of the town. There are advantages to this in that through traffic to the Fort, on Alternate U. S. 40, would avoid the town entirely. This would, however, take the highway through the westerly residential area, and would entail changing of a runway on the airfield.

Scheme 3. (Plate XXVII) This scheme is the opposite of scheme 2 in that it carries K-18 around the city to the South. This has none of the present disadvantages of the northerly route, but would be very expensive of construction, and in the view of expected future growth to the Southwest, would interfere with

residential development in that direction, though to a lesser degree than scheme 2.

Final scheme. (Plate XXVIII) This scheme is a composite of the other three, and it is the one which the writer has developed in the belief that it offers the most orderly and efficient method of traffic control. K-18 is allowed to come into the city, but since it is denied a through route, it is believed that its traffic will filter, and cease to be a hazard on Sixth Street. The block on Sixth between Washington and Jefferson Streets has been made into a park area, and a modified cloverleaf placed at the west end of the viaduct bringing U. S. 40 into town. Thus all traffic entering the city on this route will be turned north to connect with U. S. 77 or south to continue along U. S. 40.

Zoning. The central business district has been rezoned to be entirely away from the highway, and is expected to move westward.

Neighborhood Business. All neighborhood business areas have been rezoned, and generalized areas suggested in the expected area of expansion.

#### Administration, Public Buildings and Institutions

Administrative planning is best carried on by the city government, rather than by the planning body, and such plans which are made will be tied-in with the planning group in such a way as to facilitate financing, maintaining, and building in those areas such as institutions other than schools, cemeteries, hospitals, libraries, utilities, and fire protection and police organizations.

The business of governing cannot be just the passing of laws.



Administration of the city must be constantly made aware of all the activities of the area. It must be continually on the streets observing, servicing, inspecting, and correcting, policing, and improving. The people who do these jobs must be housed, given equipment to work with, transported, and furnished the wherewithal to keep their equipment in working order. All of this takes space and careful control, and must be allowed for in all phases of planning. Inadequate city facilities are the bane of any local government.

A complete study of administrative planning in Junction City has not been made for two reasons. The most obvious is lack of time, and the second and main reason is that administrative planning in Junction City is far ahead of all other planning. Programs have been studied under the City Manager, and have usually been prepared and ready when the time for adoption has arrived.

It is under administrative planning that the program of utility distribution, public works, and civil defense must be thought out and organized in a small city. The two latter are programs which are normally considered to be of emergency importance only, but which should be planned in advance so that they may be instituted whenever needed and as quickly as possible. The former program is one which is of continuing importance and which can change from year to year. Two examples are cited to point up this fact. When the State decided that all cities in the class of Junction City should install sewage disposal facilities, it required a reorientation of the disposal set-up, and imposed

quite a sudden financial obligation. Second, the advent of the airconditioner has imposed a very serious load on water facilities. This must be met by a change in water rates, or in increased capacity of the water system. These are simply examples which indicated the constant change in conditions which must be met by administration.

It has been pointed out in earlier sections of this thesis that the place of the outside consultant was important, particularly when the city could not or did not wish to set up a full-scale, full-time planning office. This has been found to be quite often the case in cities of from eight to fifteen thousand population, although about an equal number in this group have decided to bring planning into the official family after a try of the other method. In any case, if the city does hire the outside consultant to prepare the plans, it will probably have to devote the time of certain persons in engineering and administrative offices (and, therefore, city salaries) to provide information which the consultant must have. If the consultant becomes a member of the city staff, he still will need a certain amount of help in drafting and in leg-work. This help may come from assistants in those offices named, or they may be transferred to his office.

Any city over five thousand in population, if it feels that comprehensive planning is worthwhile, can find the funds to pay for the employment of a trained person for the city on a full-time basis. It has proved quite reasonable for one man, given cooperation and help from the other city offices, to carry on the job of continuously keeping up to date and the necessary revising

Table 2. An example of a proposed budget.<sup>1</sup>

<u>COMPARISON OF BUDGET FIGURES</u>			
1. Proposed Expenditures by Funds			
	Expendi- tures 1952	Budget 1953	Proposed Budget 1954
General Operating Fund			
Administration	27,900.00	27,600.00	29,670.00
Police	51,000.00	61,050.00	60,000.00
Fire	35,775.00	40,850.00	42,550.00
Sanitation	31,320.00	37,550.00	45,450.00
Street	39,000.00	48,250.00	47,600.00
Park	19,150.00	26,000.00	26,050.00
Sewer Maintenance	2,000.00	2,000.00	8,000.00
Street Lights	11,000.00	12,000.00	12,500.00
Health	1,500.00	2,000.00	5,800.00
Rest Rooms	500.00	500.00	500.00
Parking Meters	5,150.00	9,000.00	8,250.00
City Election	-----	2,000.00	-----
Primary & Gen. Election	3,500.00	-----	5,000.00
Auditorium	18,500.00	21,700.00	20,700.00
Miscellaneous	1,500.00	1,500.00	5,300.00
Library Fund	2,500.00	4,000.00	4,000.00
Municipal Band Fund	5,300.00	5,561.50	5,693.00
Hospital Fund	5,000.00	5,000.00	5,000.00
Soldier Recreation Fund	9,250.00	7,300.00	6,000.00
Airport Fund	3,000.00	18,691.00	7,200.00
Social Security Fund	2,500.00	5,000.00	5,800.00
Fireman Pension Fund	5,000.00	921.32	8,231.66
Policeman Pension Fund	5,000.00	707.32	9,476.20
Noxious Weed Fund	1,750.00	1,750.00	1,750.00
Bond and Interest Fund	101,673.42	131,635.41	159,656.79
Water Fund	121,217.50	130,265.00	151,207.50
No Fund Warrants	1,134.68	-----	2,750.00

<sup>1</sup>Virgil A. Basgall, city manager. "Proposed Budget," City of Junction City, Kansas. p. 7

Table 2 (Cont.)

<u>COMPARISON OF BUDGET FIGURES</u> <sup>1</sup>			
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	Expendi- tures 1952	Budget 1953	Proposed Budget 1954
General Operating Fund			
Administration	27,900.00	27,600.00	29,670.00
Police	51,000.00	61,050.00	60,000.00
Fire	35,775.00	40,850.00	42,550.00
Sanitation	31,320.00	37,550.00	45,450.00
Street	39,000.00	48,250.00	47,600.00
Park	19,150.00	26,000.00	30,000.00
Sewer Maintenance	2,000.00	2,000.00	8,000.00
Street Lights	11,000.00	12,000.00	12,500.00
Health	1,500.00	2,000.00	5,800.00
Rest Rooms	500.00	500.00	500.00
Parking Meters	5,150.00	9,000.00	8,250.00
City Election	-----	2,000.00	-----
Primary & Gen. Election	3,500.00	-----	5,000.00
Auditorium	18,500.00	21,700.00	20,700.00
Miscellaneous	1,500.00	1,500.00	5,300.00
Library Fund	2,500.00	4,000.00	4,500.00
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Hospital Fund	5,000.00	5,000.00	5,000.00
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Airport Fund	3,000.00	18,691.00	7,200.00
Social Security Fund	2,500.00	5,000.00	5,800.00
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Water Fund	121,217.50	130,265.00	151,207.50
No Fund Warrants	1,134.68	-----	2,750.00
Parking Facilities Reserve	-----	-----	5,000.00

<sup>1</sup>As Revised by City Commission July 24, 1953

Table 2 (cont.)

2. Tax Levies			
	1952	1953	1954
Maximum levy allowed under Statute limitation	12.0000	12.0000	14.0000
Less Residue Sales Tax	1.6400	1.2139	1.4268
Levy Limit After Sales Tax	10.3600	10.7861	12.5732
Proposed levy for Funds under limitation	8.8000	9.3453	8.7281
Levies outside limitation			
Municipal Band	----	.4100	.3702
Soldier Recreation	.6560	.5425	.2963
Fireman Pension	.4860	.0200	.1933
Police Pension	.4860	-----	-----
Social Security	.2430	.2010	.2331
Noxious Weed	.0890	.1416	.0915
Bond & Interest	5.0000	5.7696	6.4400
Airport	1.0000	-----	-----
No-Fund Warrants	-----	-----	.2411
Hospital	.2933	.4240	.3849
Total Tax Levy	16.7600	16.4300	16.9785

### 3. Comparison of Valuation and Tax Levies for Past Ten Years

	Tangible Valuation	Population	Operating Tax Levy	Bond & Interest Levy	Trust Funds Levy	Total Tax Levy
1945	6,405,513.00	11,253	8.8658	3.7442	----	12.6100
1946	6,438,773.00	12,058	7.9281	2.1819	----	10.1100
1947	6,600,588.00	10,521	9.0005	4.9185	----	13.9190
1948	7,772,461.00	10,924	11.1150	2.6550	----	13.7700
1949	8,217,515.00	10,890	12.1662	3.0718	----	15.2380
1950	9,084,420.00	12,980	10.1733	4.9267	----	15.1000
1951	9,941,855.00	13,402	8.8059	5.7941	----	14.6000
1952	10,701,000.00	13,682	10.3650	5.0000	1.235	16.7600
1953	11,123,000.00	14,159	10.4394	5.7696	.2210	16.4300
1954	11,385,000.00	13,383	10.1121	6.4400	.4264	16.9785

Operating Tax levy includes the following funds:

Administration	Park	Municipal Band
Police	Street Lights	Soldier Recreation
Elections	Sewer Maintenance	Airport
Health	Sanitation	Noxious Weed
Street	Library	
Fire	Hospital	

Table 2 (concl.)

2. Tax Levies			
	1952	1953	1954
Maximum levy allowed under Statute limitation	12.0000	12.0000	14.0000
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Soldier Recreation	.6560	.5425	.2963
Fireman Pension	.4860	.0200	.1933
Police Pension	.4860	-----	-----
Social Security	.2430	.2010	.2331
Noxious Weed	.0890	.1416	.0915
Bond & Interest	5.0000	5.7696	6.4400
Airport	1.0000	-----	-----
No-Fund Warrants	-----	-----	.2411
Hospital	.2933	.4240	.3849
Total Tax Levy	16.7600	16.4300	17.8200

### 3. Comparison of Valuation and Tax Levies for Past Ten Years

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1945	6,405,513.00	11,253	8.8658	3.7442	-----	12.6100
1946	6,438,773.00	12,058	7.9281	2.1819	-----	10.1100
1947	6,600,588.00	10,521	9,0005	4.9185	-----	13.9190
1948	7,772,461.00	10,924	11.1150	2.6550	-----	13.7700
1949	8,217,515.00	10,890	12.1662	3.0718	-----	15.2380
1950	9,084,420.00	12,980	10.1733	4.9267	-----	15.1000
1951	9,941,855.00	13,402	8.8059	5.7941	-----	14.6000
1952	10,701,000.00	13,682	10.3650	5.0000	1.235	16.7600
1953	11,123,000.00	14,159	10.4394	5.7696	.2210	16.4300
1954	11,385,000.00	13,383	10.9536	6.4400	.4264	17.8200

Operating Tax levy includes the following Funds:

Administration	Park	Municipal Band
Police	Street Lights	Soldier Recreation
Elections	Sewer Maintenance	Airport
Health	Sanitation	Noxious Weed
Street	Library	
Fire	Hospital	

of the plans and maps and papers which were established at the beginning of the program. If time in setting up the whole program and establishing the general comprehensive plan has been important, then more than one person, depending upon the scope of the program, could have been employed to get the program going. After the initial investigations and analyses have been made and a plan approved, then the staff might be reduced. If time in setting the program up is not so important, then one person should be able to make the necessary studies in a period of from one to two years.

On the basis of the budget which was prepared for Junction City for the 1954 fiscal year, using the General Operating Fund figures, it would have cost approximately one-half (.5) mill to add a six thousand dollar budget for full time planning assistance. This sum should be figured as the salary of a trained person, and a part salary for untrained assistance.

Table 2 is included as an example of a budget submitted to the City Commission by the Manager. The alternate pages show revision by the Commission before the final vote.

### Schools and Parks

Data Available. Data available on the school system of the Junction City school district may be found in the school superintendent's office, the minutes of the school board, or from the State Department of Education.

Five plates concerned with various types of information concerning school system planning are included:

School Census Map for 1952. (Plate XX) This is included as

EXPLANATION OF PLATE XX

School Census Map for 1952

This map shows the addresses of all children attending City elementary schools in the Junction City School District. (Actual limits include all the city and certain adjacent rural areas.) It was used to determine the areas of attendance for kindergarten and elementary attendance. The black lines show one way to locate attendance for new Lincoln School.



PLATE XX



an example of a way in which the superintendent's office can locate children and determine the density of the school area. These maps are used to determine school areas for each year, and to locate need of school facilities.

Overlay, showing 1952 school areas. (Plate XXI) While the situation is no longer the critical one shown on this overlay, it is a good example of how a system may be overloaded. Those children living north of the pink line attended grades 1-5 at Washington School, and those living south of the line attended the same grades at Franklin School. Those children living north of the upper green line attended kindergarten at Washington School, those south of the lower green line attended kindergarten at Franklin School, and those living between the two lines attended kindergarten at the Sixth Grade School. This situation was not a happy one and made for considerable administrative difficulty. All children in town attend the Sixth Grade School, and the junior-senior high school.

Overlay, showing proposed 1954 school areas. (Plate XXII) This plate shows the present proposed division of the city into school areas and the schools which are in those areas. It also demonstrates the contrast between 1954 and two years before.

Typical record forms maintained on students. (Plates XXIII and XXIV) These plates are shown as samples of the complete type of records which are kept on all pupils in the system.

Analysis. The writer has not gone deeply into the school system in this study for the simple reason that the school board was always ahead of him. A new school was started the same

EXPLANATION OF PLATE XXI

Overlay showing 1952 School Areas

Legend:

Pink	--	Grade schools and kindergartens
Pink line	--	Grade school areas.
Green line	--	Kindergarten areas
Yellow	--	Sixth Grade School and kindergarten
Blue	--	Junior-Senior High School

PLATE XXI

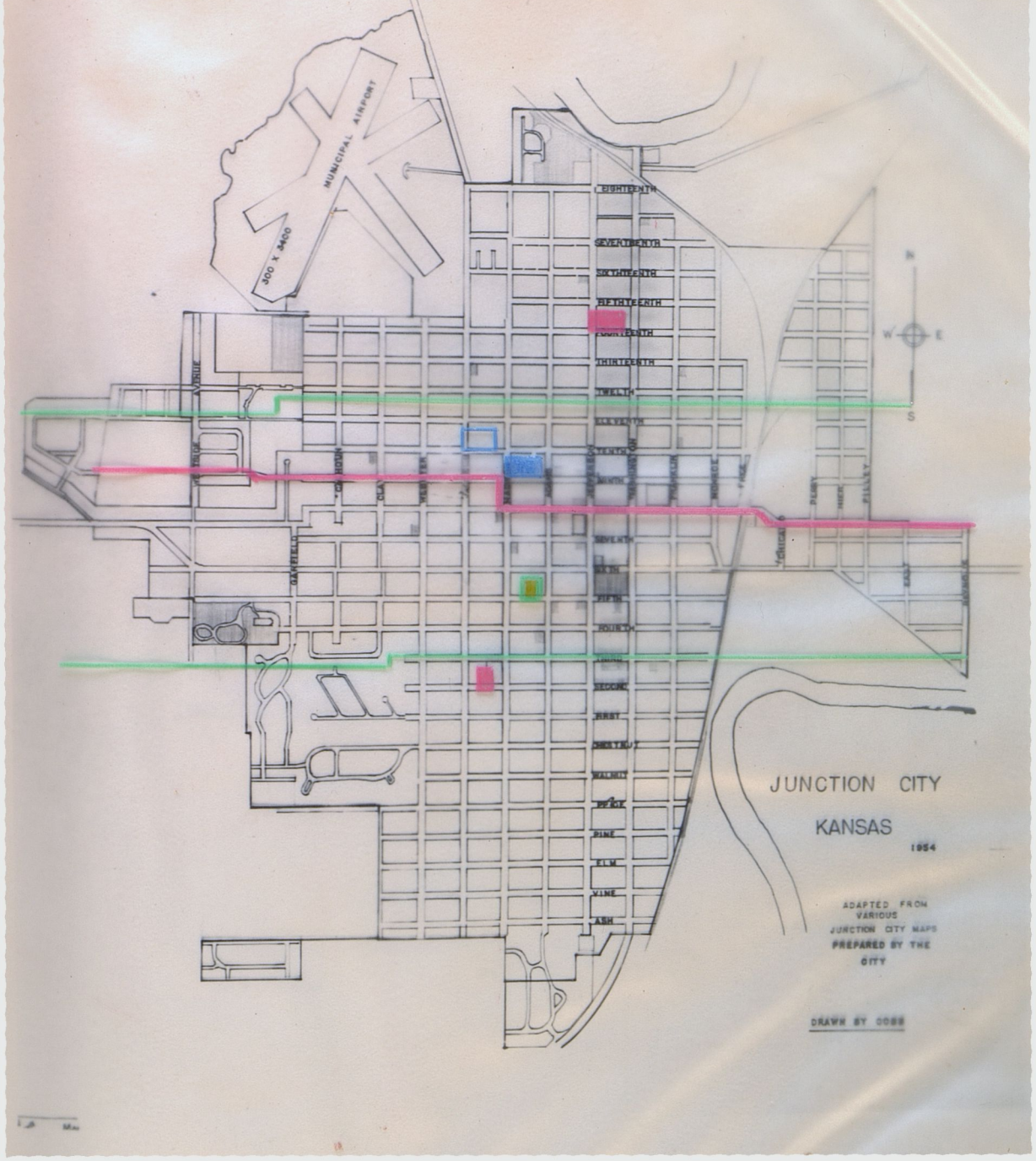
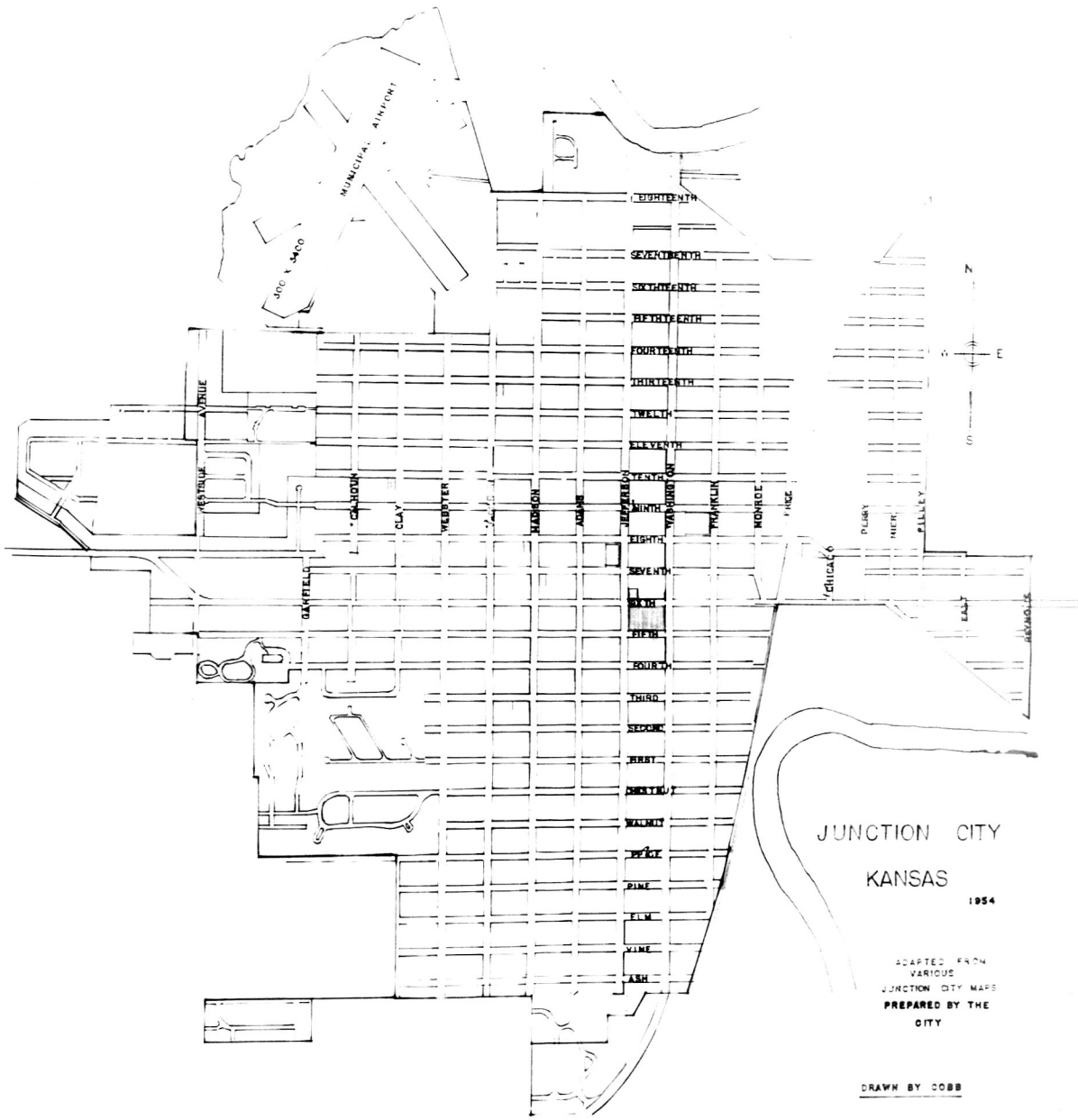


PLATE XXI



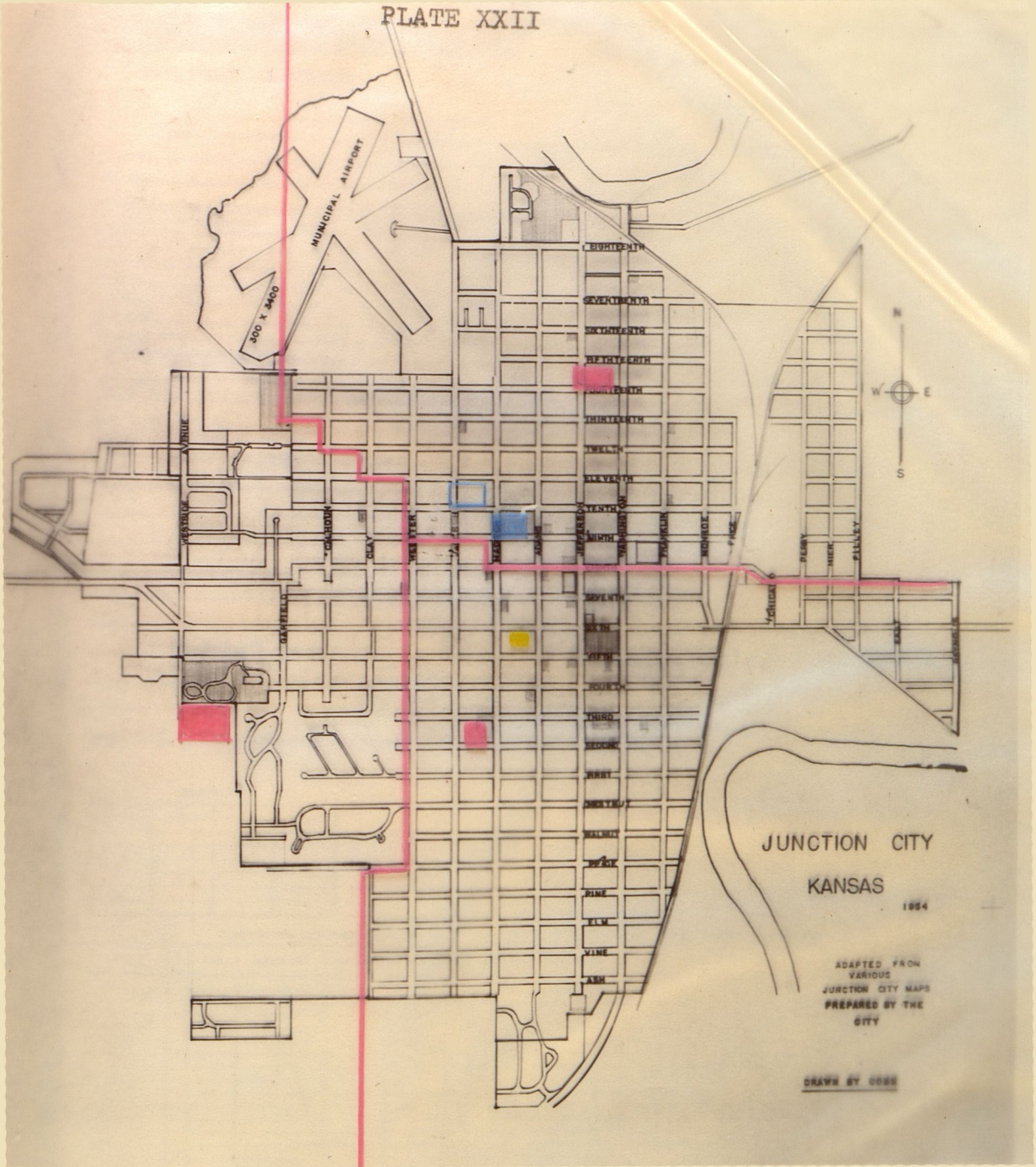
EXPLANATION OF PLATE XXII

Overlay showing proposed 1954 School Areas

Legend:

Red	--Grades 1-5, kindergartens and area limits
Blue	--Junior-Senior High School
Yellow	--Sixth Grade only

PLATE XXII

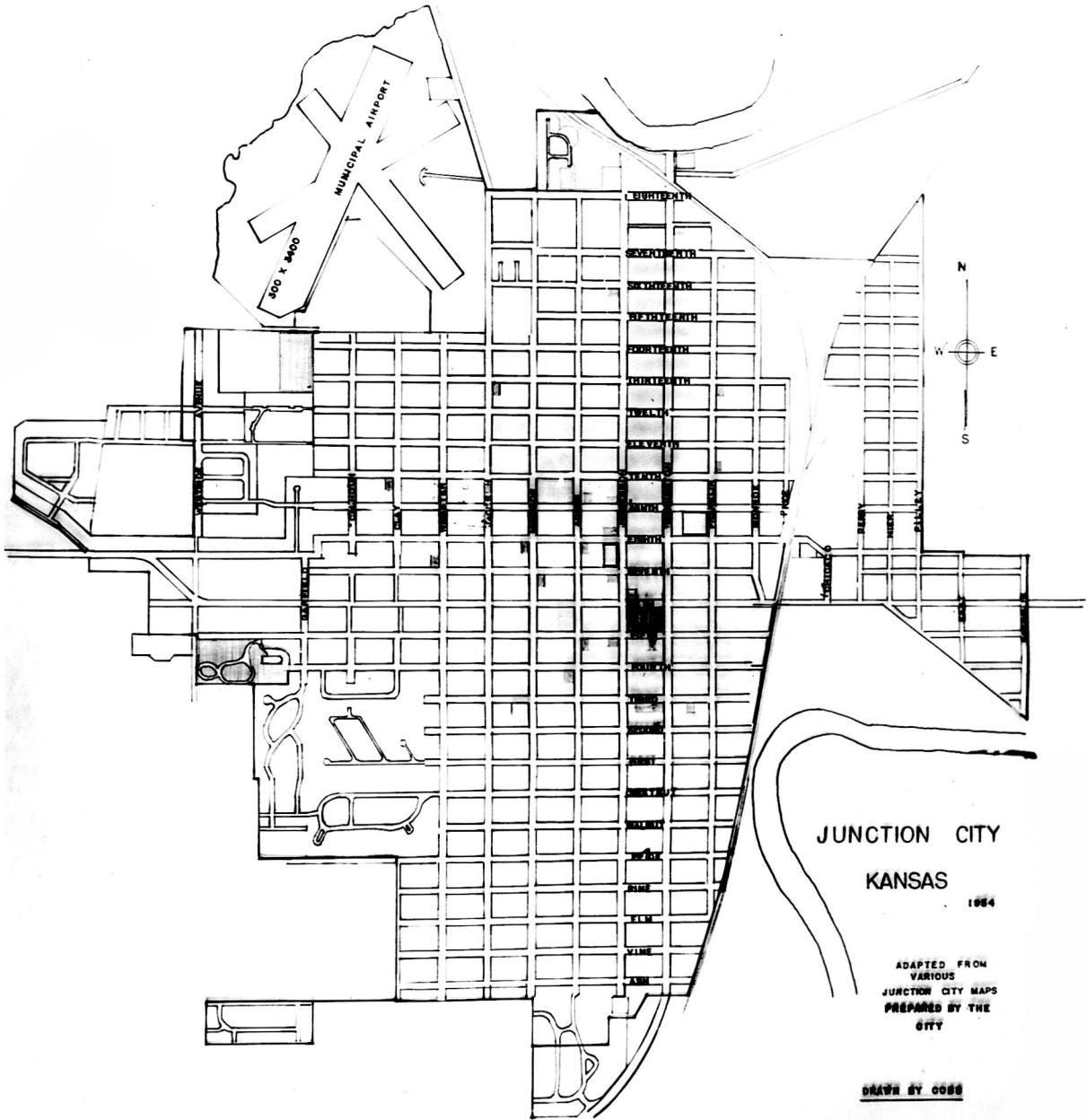


JUNCTION CITY  
KANSAS  
1954

ADAPTED FROM  
VARIOUS  
JURCTON CITY MAPS  
PREPARED BY THE  
CITY

DRAWN BY DOBB

PLATE XXII





EXPLANATION OF PLATE XXIII

Outside of Pupil Personnel Record Folder  
To be used by Junction City Schools after  
September, 1954.

PLATE XXIII

PUPIL PERSONNEL RECORD

NAME LAST FIRST MIDDLE

COUNTY
SEX RACE DATE OF BIRTH PLACE OF BIRTH SOURCE OF INFORMATION (1)
ADDRESS ADDRESS ADDRESS ADDRESS

Table with columns: NAME OF PARENT OR GUARDIAN, NATIONALITY, MARITAL STATUS, BIRTH PLACE, EDUCATION, OCCUPATION, FIRM, OCCUPATION, FIRM. Rows for FATHER, STEPFATHER, GUARDIAN, MOTHER, STEPMOTHER.

NUMBER OF BROTHERS OLDER YOUNGER NUMBER OF SISTERS OLDER YOUNGER REMARKS
OTHER INDIVIDUALS LIVING WITH FAMILY

DATE GRADUATED FROM EIGHTH GRADE DATE GRADUATED FROM HIGH SCHOOL DATE LEAVING SCHOOL IF NOT GRADUATED CAUSE OF LEAVING SCHOOL

Table with columns: CREDIT ACCEPTED FROM, SEMESTER RATING ELEMENTARY GRADES (1-8 or 1-8), SUBJECT NUMBER, COUNTY, STATE, SCHOOL YEAR, NAME OF TEACHER, GRADE, SUBJECTS, READING, SPELLING, ENGLISH, WRITING, ARITHMETIC, ART, MUSIC, SOCIAL STUDIES, SCIENCE, HEALTH, AGRICULTURE.

(1) BIRTH CERTIFICATE, PASSPORT, BAPTISMAL CERTIFICATE, PHYSICIANS CERTIFICATE, ETC.

Table with columns: GRADE CODE, REMARKS, TRANSFER RECORD (DATE, FROM, TO).

Table with columns: EDUCATIONAL TEST DATA (SCHOOL, GRADE, DATE, NAME OF TEST, FORM, C. A., SCORE, STAN. SCORE, PER-CENTILE, RANK) and EXTRA CURRICULAR ACTIVITIES (ACTIVITY, DATE, POSITION, NOTABLE ACCOMPLISHMENTS (3), CREDIT).

Table with columns: APTITUDE AND INTELLIGENCE TEST DATA (SCHOOL, GRADE, DATE, NAME OF TEST, FORM, C. A., SCORE, I. Q., N. A.) and PUPIL'S EMPLOYMENT (Part Time and Vacation) (KIND OF WORK, DATE, AVERAGE NO. HOURS PER WK., AVERAGE WEEKLY WAGE, REASON (4) FOR WORKING).

(2) RECORD ONLY SUCH DATA AS WILL BE SUGGESTIVE OF CAPACITY OF CHILD. (3) AWARDS IN CONTESTS, ATHLETICS, SCHOLARSHIPS, ETC. (4) HELP TO SUPPORT FAMILY; (5) TO OBTAIN SPENDING MONEY; (6) PARENTS WISHED CHILD TO WORK; (7) TO GET PRACTICAL EXPERIENCE.

EXPLANATION OF PLATE XXIV

Inside of Pupil Personnel Record Folder

PLATE XXIV

**JUNIOR HIGH SCHOOL RECORD (Gr. 7-9 or 7-9)**

SCHOOL YEAR 19\_\_-19\_\_ CREDIT ACCEPTED FROM \_\_\_\_\_

SUBJECTS	MARKS			UNIT CREDIT
	1ST SEM.	2ND SEM.	YEAR	
DAYS ATTENDED				

SEVENTH

EIGHTH

NINTH

PUPIL PERSONNEL RECORD  
RECOMMENDED BY THE KANSAS STATE BOARD OF EDUCATION  
5055 P. HOLTON, KANSAS

**SENIOR SCHOOL RECORD (Gr. 9-12 or 10-12)**

SCHOOL YEAR 19\_\_-19\_\_ CREDIT ACCEPTED FROM \_\_\_\_\_

SUBJECTS	MARKS			UNIT CREDIT
	1ST SEM.	2ND SEM.	YEAR	
DAYS ATTENDED				

NINTH

TENTH

ELEVENTH

TWELFTH

**HEALTH RECORD**

CODE: O-SATISFACTORY; X-TO BE WATCHED; XX-NEEDS MEDICAL ATTENTION; XXX-NEEDS IMMEDIATE ATTENTION; (CIRCLE X, XX AND XXX WHEN CONDITION IS CORRECTED.)

DATE OF EXAMINATION																				
WEIGHT																				
HEIGHT																				
NUTRITION INDEX																				
EYES	R	L	R	L	R	L	R	L	R	L	R	L	R	L	R	L	R	L	R	L
VISION																				
EARS	R	L	R	L	R	L	R	L	R	L	R	L	R	L	R	L	R	L	R	L
HEARING																				
THROAT																				
TONSILS																				
NOSE																				
ADENOIDS																				
TEETH																				
SPEECH																				
SKIN																				
HEART																				
LUNGS																				
FEET																				
SPINE																				
ABDOMEN																				
HERNIA																				
THYROID																				
URINALYSIS																				

**DISEASE HISTORY**

DISEASE	DATE	DATE	DISEASE	DATE	DATE
MEASLES			DIPHTHERIA		
MUMPS			PNEUMONIA		
WHOPPING COUGH			CONVULSIONS		
CHICKEN POX					
SMALL POX					
SCARLET FEVER					
TYPHOID					

**IMMUNIZATION RECORD**

IMMUNIZATION	DATE	DATE	IMMUNIZATION	DATE	DATE
SMALL POX			TYPHOID		
DIPHTHERIA					
DIPHTHERIA-SCARLET-HEA.					
DIPHTHERIA-SCARLET-POX					
SCARLET FEVER-DICE-POX					
SCARLET FEVER-DICE-POX					

LIST OTHER PHYSICAL DEFECTS.

APPROVED FORM  
RECOMMENDED BY THE KANSAS STATE BOARD OF EDUCATION  
5055 P. HOLTON, KANSAS

summer as was the study. This new school has alleviated most of the overcrowded conditions of the grade schools, and the kindergartens. The placing of all sixth grades in a central location has a great many faults, but the system has not yet been able to overcome this situation. The system suffers quite a bit from the transiency of the military child, and it is hard to get a good picture of the next year's school population for this reason. School census figures and maps are mainly used in locating non-military children. With the drift of population to the West, the board's decision to purchase land in the newer area north of Sixth Street was wise.

Outline Plan for the Future. In the various schemes for future development, relocation of schools was considered. The Washington School should be moved to the location shown on Plate XXVIII and its size increased. Tentative locations for additional schools have been planned as the residential area expands to the West. One additional block has been included in the Junior-Senior High School area, and is planned to add both ground and building space. Streets in this area are to be blocked off and made a part of the grounds.

EXPLANATION OF PLATE XXV

Overlay showing Scheme 1 in future planning

Legend:

Red	-- Highways
Yellow	-- Business
Purple	-- Light Industry
Violet	-- Heavy Industry
Green	-- Parks
Blue	-- Junior-Senior High School
Pink	-- Grade Schools

PLATE XXV

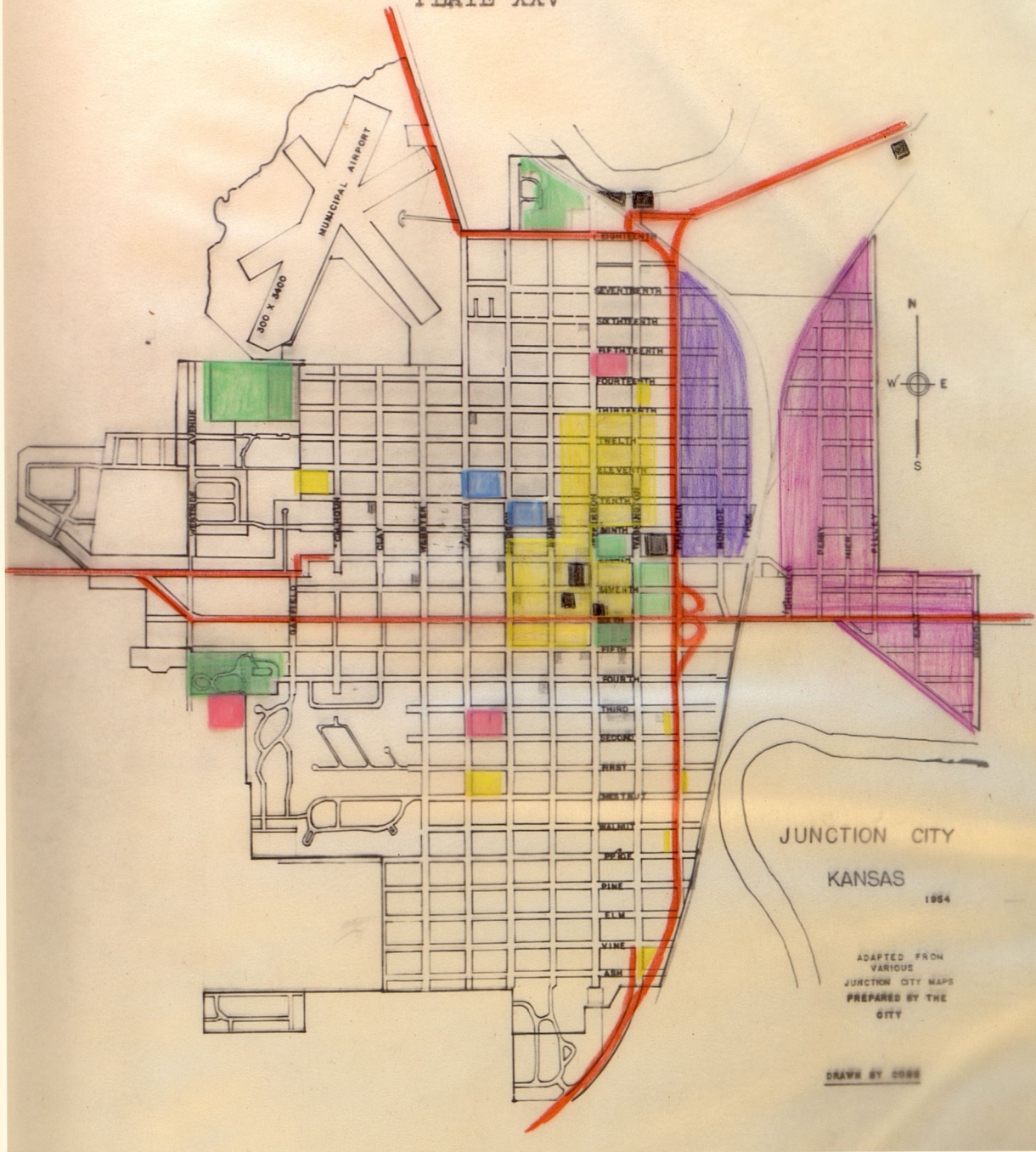
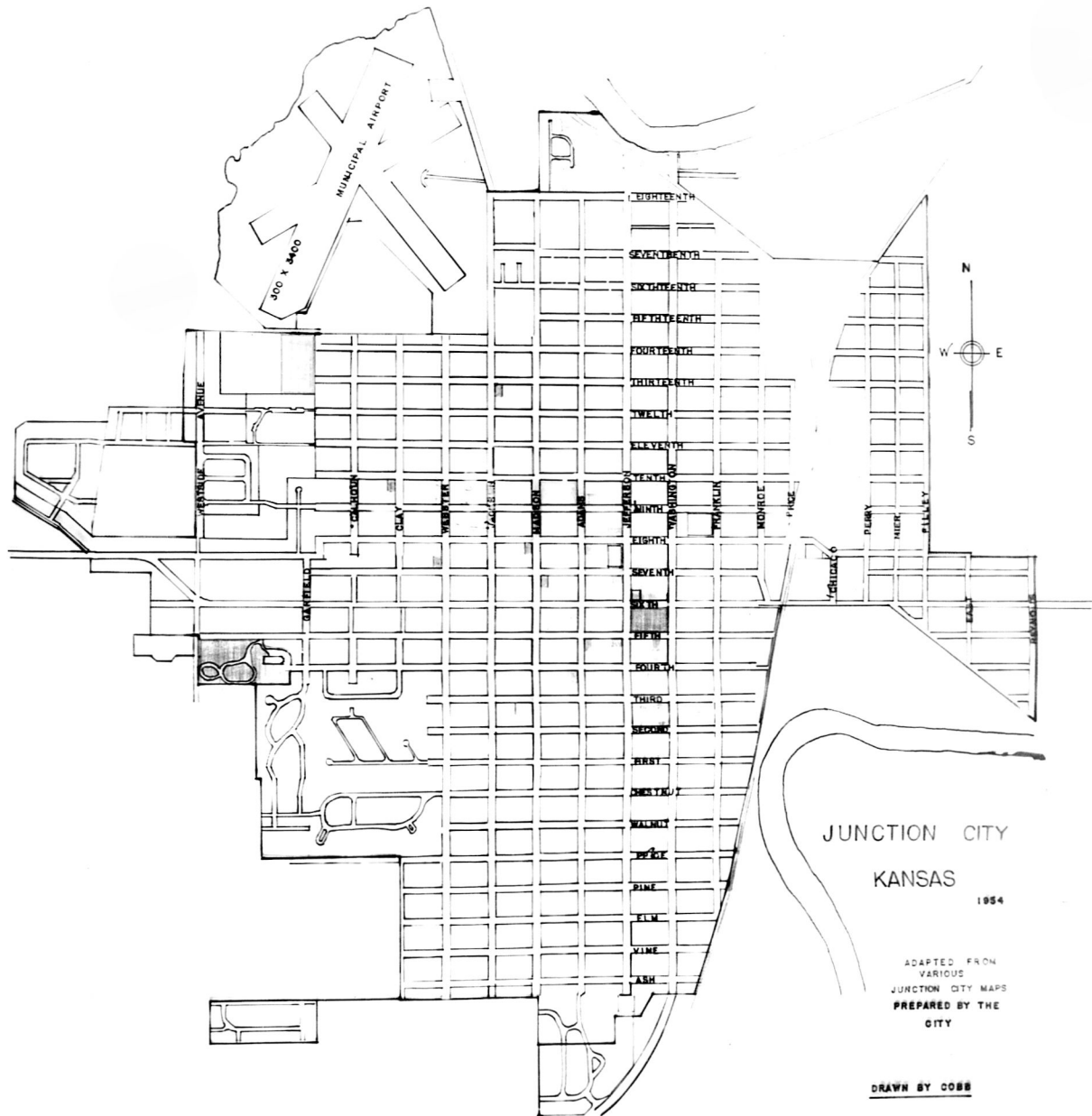


PLATE XXV





EXPLANATION OF PLATE XXVI

Overlay showing Scheme 2 in future planning

Legend :

Red	-- Highways
Yellow	-- Business
Purple	-- Light Industry
Violet	-- Heavy Industry
Green	-- Parks
Blue	-- Junior-Senior High School
Pink	-- Grade Schools

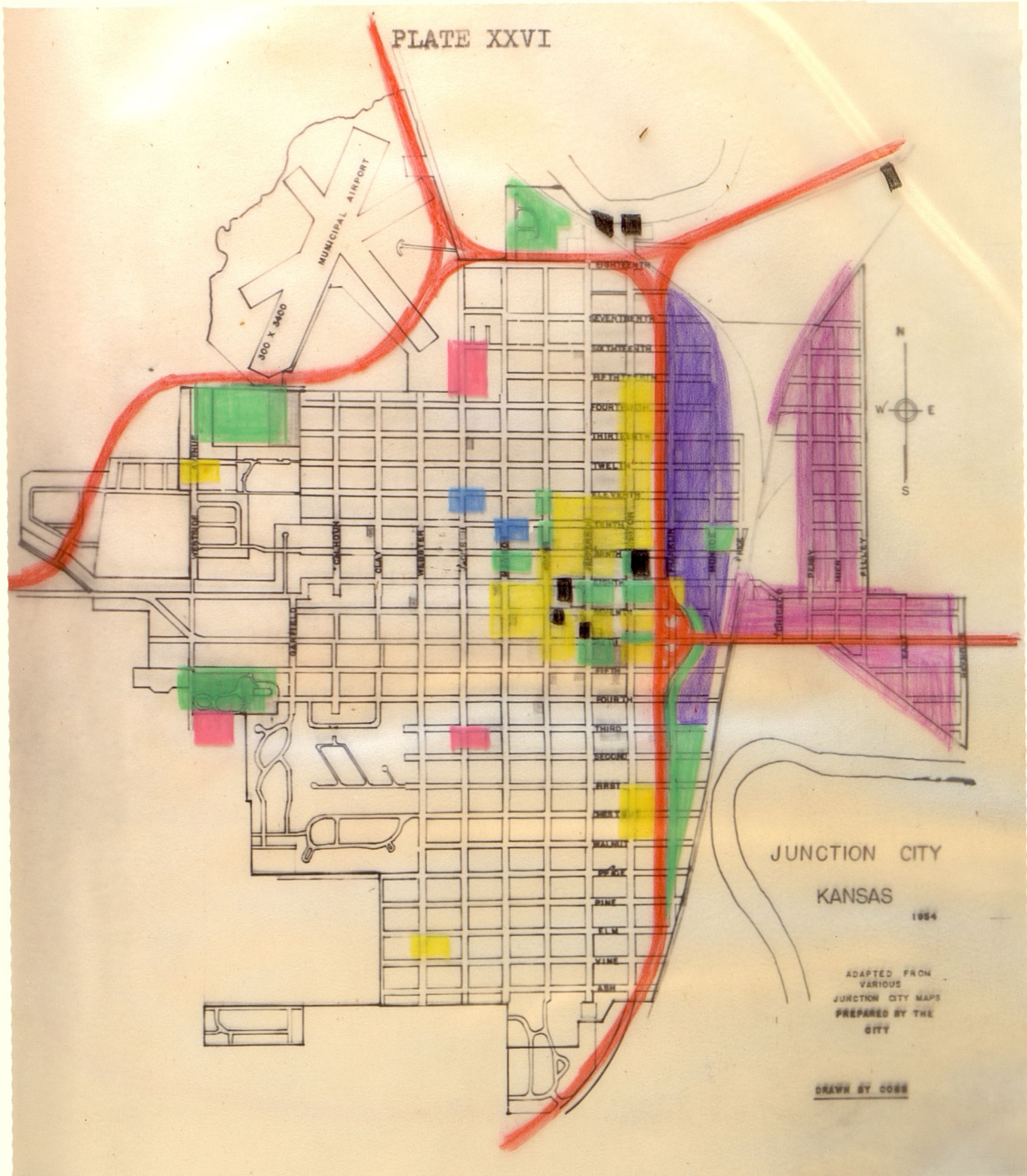
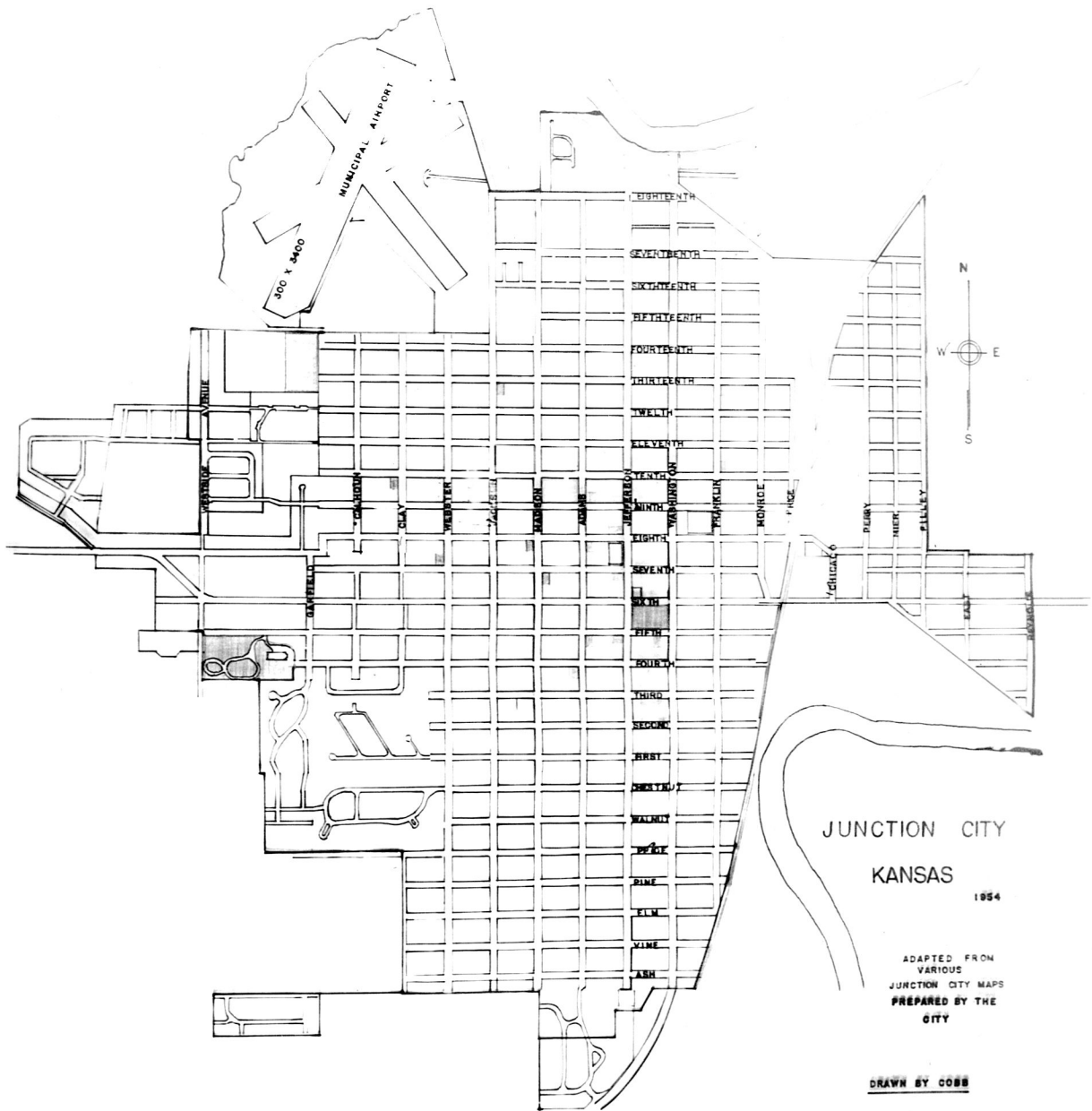


PLATE XXVI



EXPLANATION OF PLATE XXVII

Overlay showing Scheme 3 in future planning

Legend:

Red	-- Highways
Yellow	-- Business
Purple	-- Light Industry
Violet	-- Heavy Industry
Green	-- Parks
Blue	-- Junior-Senior High School
Pink	-- Grade Schools

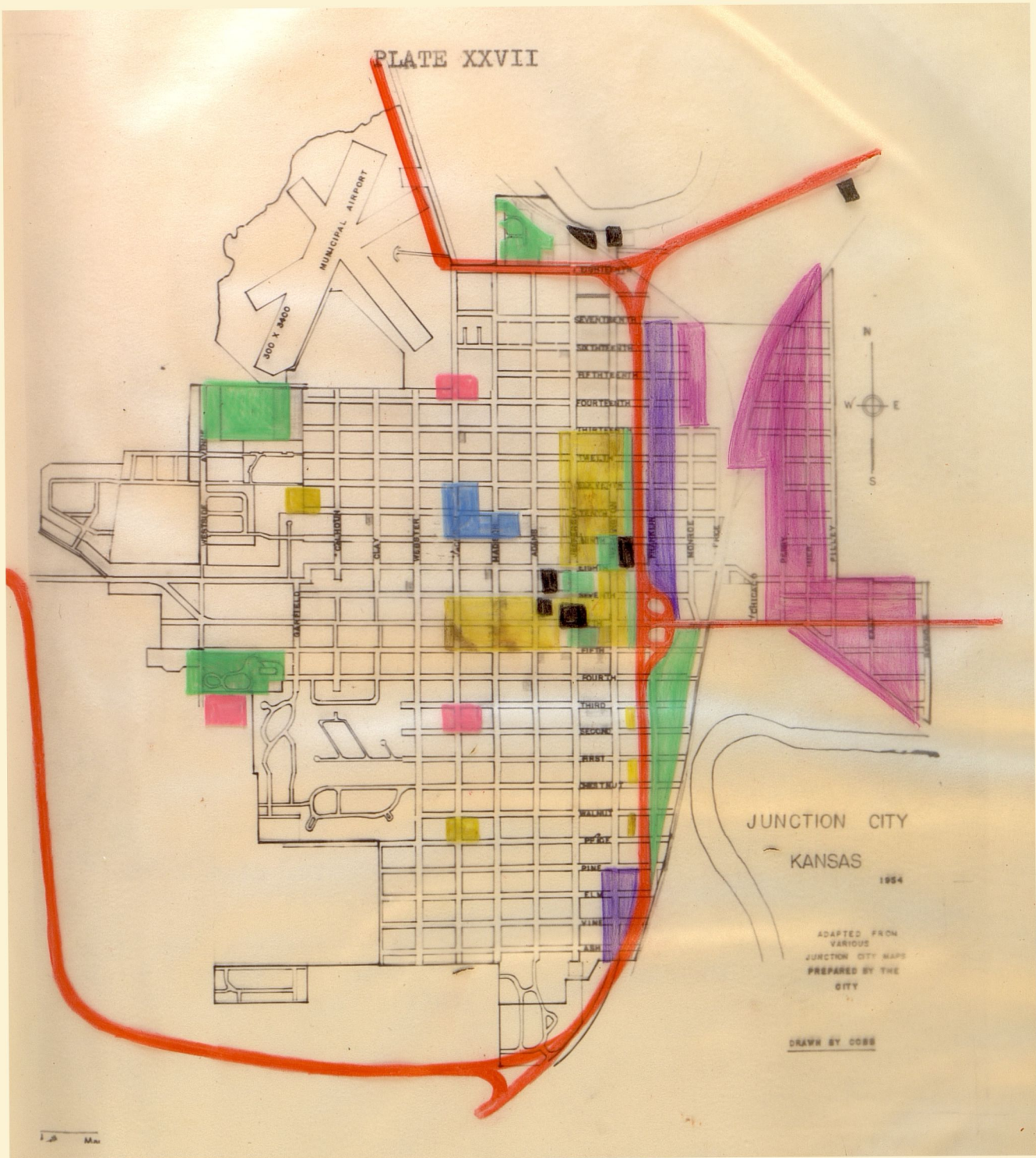
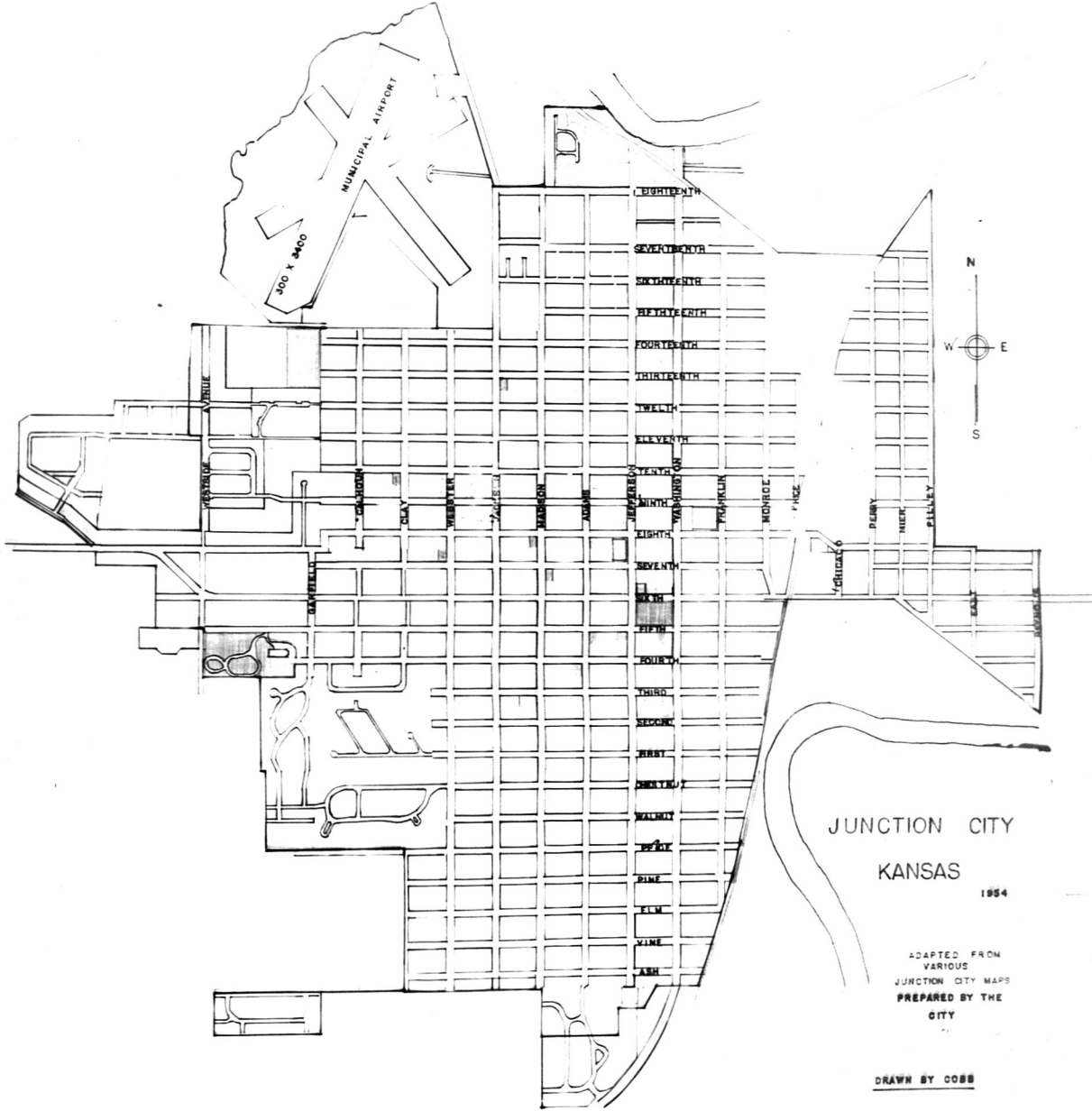


PLATE XXVII



## EXPLANATION OF PLATE XXVIII

Overlays showing final Scheme. A composite of Schemes 1, 2, and 3. This was selected as most worthy of being the basis of any future planning and development.

Bottom Overlay. Shows the proposed changes for the next ten to fifteen years.

Top Overlay. Shows the proposed changes to come within the next forty years.

### Legend:

Red	-- Highways
Yellow	-- Business
Purple	-- Light Industry
Violet	-- Heavy Industry
Green	-- Parks
Brown	-- City Limits
Blue	-- Junior-Senior High School
Pink	-- Grade Schools
Blue-green	-- Lake
Silver	-- Future residential addition
Gold	-- Future through-ways for city traffic





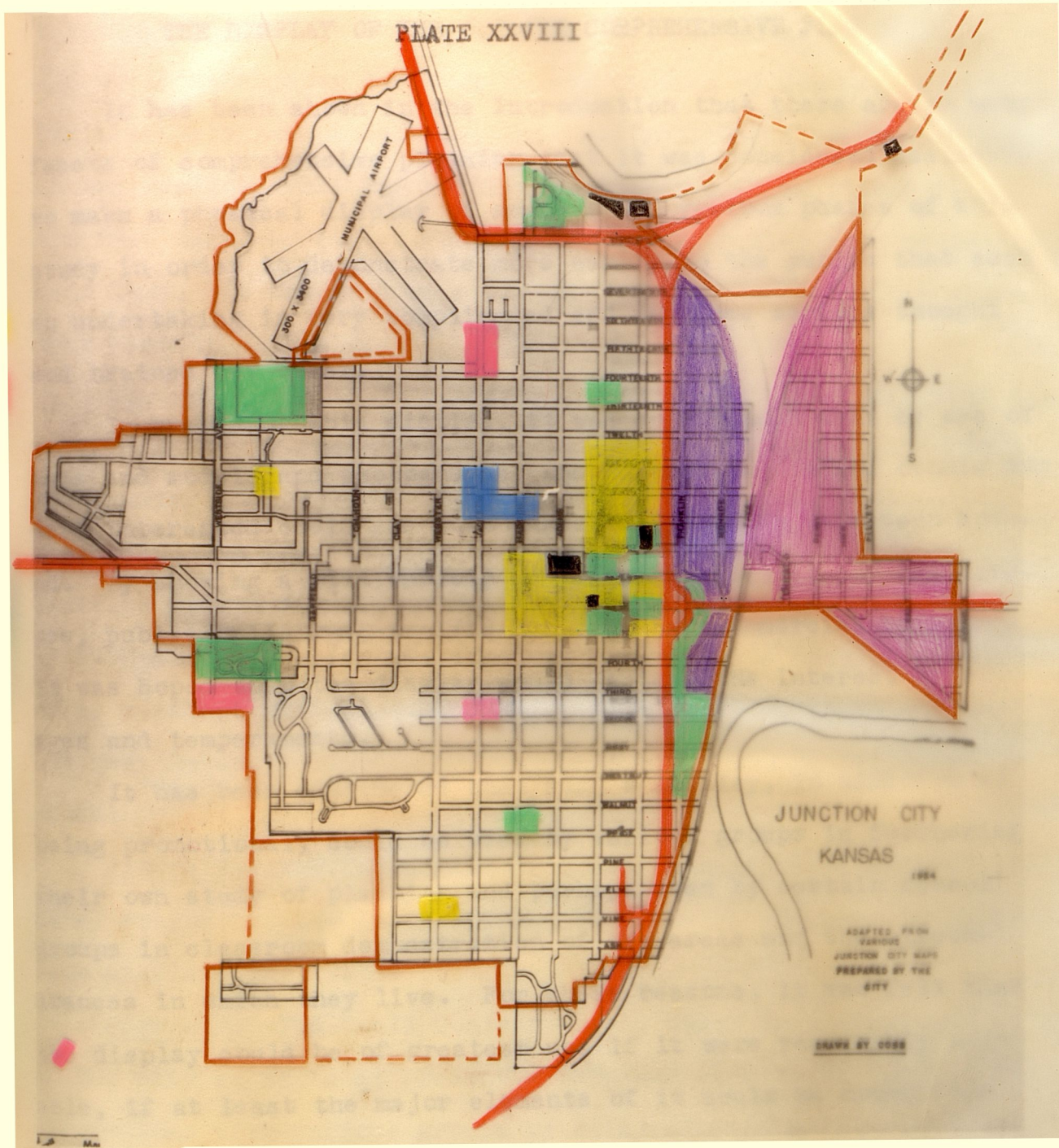
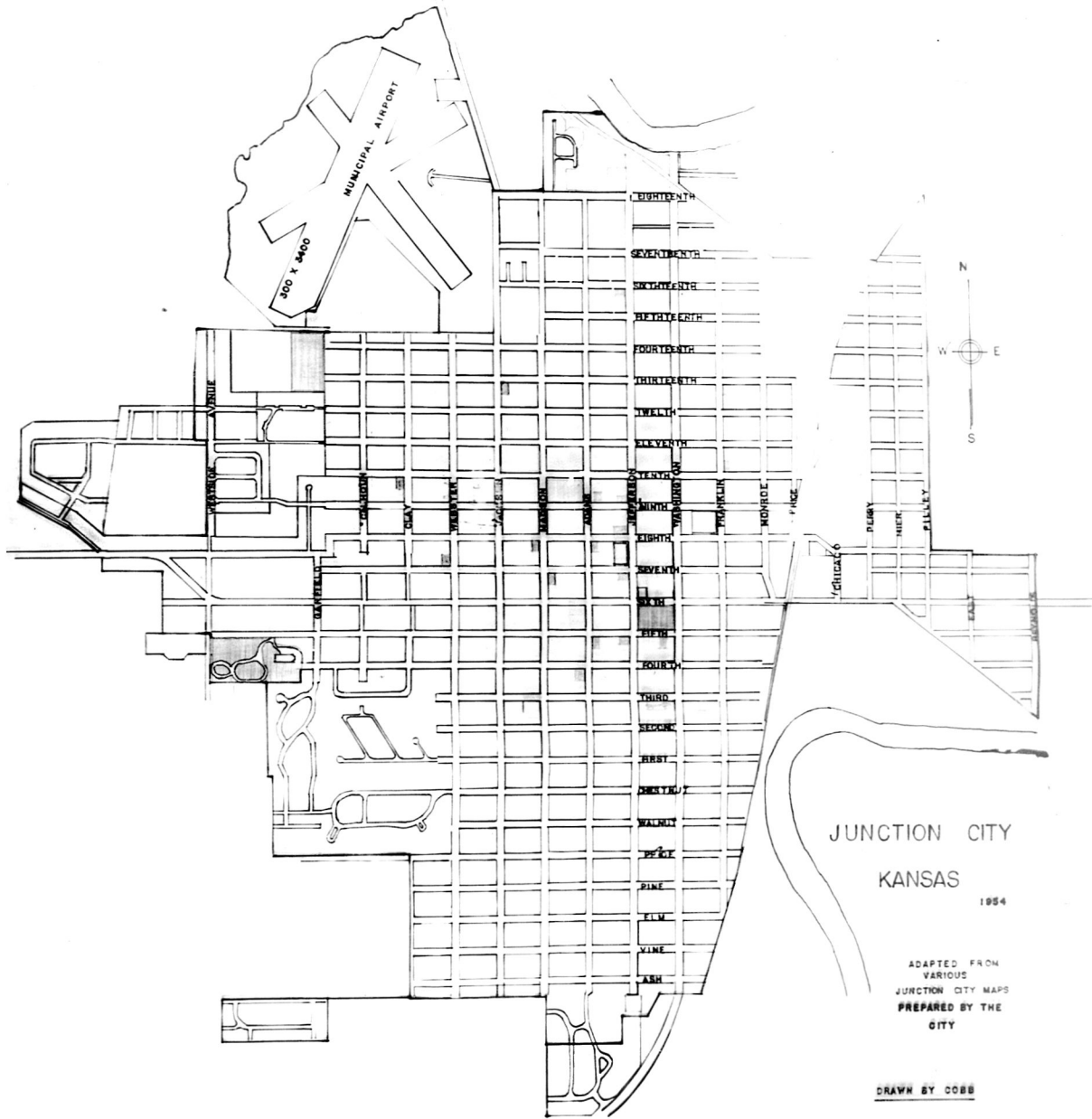


PLATE XXVIII



## THE DISPLAY OF THE OUTLINE COMPREHENSIVE PLAN

It has been shown in the Introduction that there are so many facets of comprehensive planning that it was considered desirable to make a physical display of some of the various phases of this study in order to demonstrate more easily to the public that such an undertaking is very complicated and requires serious thought and trained personnel.

In preparing this display, it was so arranged that by use of maps and models and photographs, the general public and others who were interested could see what phases of planning have been covered. By showing a wide variety of projects, such as zoning, land-use, public buildings, traffic control, and commercial buildings it was hoped that the display would capture the interest of all ages and temperaments.

It has been considered that such a display, in addition to being promotional, could be used by various groups in furthering their own study of planning and perhaps even by certain school groups in classroom demonstration of the areas and the circumstances in which they live. For these reasons, it was felt that the display could be of greatest use if it were reasonably portable, if at least the major elements of it could be moved from place to place in the city for showing, with the least amount of trouble.

As a result of this thinking, the display has been so arranged that it includes a number of panels, tripod supports for the panels, a large contour model, a small contour model, and two

building models. It has been found that the whole display can be set up or taken down in about thirty minutes by two men who are familiar with the procedure. This was considered reasonable when it was realized that the display will occupy fifty linear feet, ten feet high; or fill a room which is twenty feet wide by thirty feet long. It knocks down and will fit for storage into a space four feet high, ten feet long, and three feet wide.

The remainder of this section consists of descriptions of the various units in the display which have been photographed. It was considered desirable by the writer to use wherever possible the same color schemes and legends which were used in the illustrations in the section of the Outline Comprehensive Plan.

Photographs were made for inclusion in this section primarily as a matter of record, and for the interest of those who may not see the actual display; these are shown on the following pages:

Figure 1. The Large Contour Model on which is displayed the final scheme for the future plan. It contains the same information as Plate XXVIII.

Figure 2. The Small Contour Model, which is a translation of the city as it is at present. This was used by the writer in discussions with various groups by using plastic overlays.

Figure 3. Color photographs of the City, shown mounted on a city map in the position from which they were taken. Same as Plates I through VIII.

Figure 4. Land-use Map, which shows the actual use to which each plot of ground in the city is put. Same as Plate XIV.

Figure 5. Zoning Map, which shows the present areas covered by the zoning ordinance. Same as Plate XV.

Figure 6. "Main Street" Now and Then, which shows photographs of buildings on Washington Street as they are, and drawings showing them as they might be.

Figure 7. Plans for a New School, done as a classroom problem by Mr. William Latenser under the supervision of the writer.

Figure 8. Plans for a New Civic Building, done as a classroom problem by Mr. William Latenser under the supervision of the writer. This building was planned as a space addition to present facilities and not to replace any present city building.

Figure 9. Plans for a County Court House, done as a classroom problem by Mr. Herbert Berger under the supervision of the writer. This building was planned to take the place of the present structure using the whole block, and incorporating the new Clinic and Jail.

Figure 10. Overlay showing Scheme 1, which also is shown on Plate XXV.

Figure 11. Overlay showing Scheme 2, which is also shown on Plate XXVI.

Figure 12. Overlay showing Scheme 3, which is also shown on Plate XXVII.

Figure 13. Model of a Hotel, which was done as a classroom problem by Mr. Bradley Hooper under the supervision of Professor Alden Krider.

Figure 14. Model of a House, which was done to exact scale by the Elements of Architecture II class under the supervision of

the writer.

Figure 15. Details of Construction of a Motel, which are a composite of work done by students of the Architectural Design II class under the supervision of the writer.

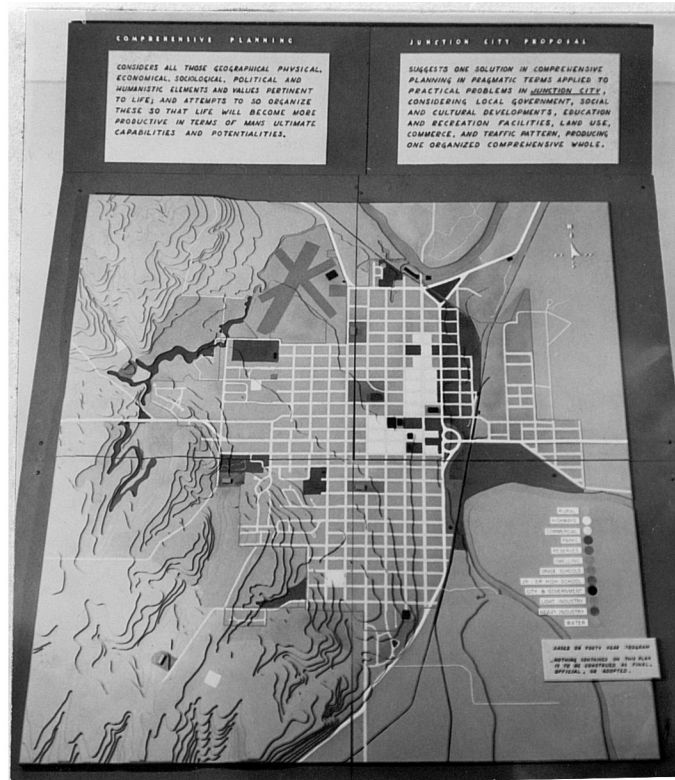


Fig. 1. The Large Contour Model

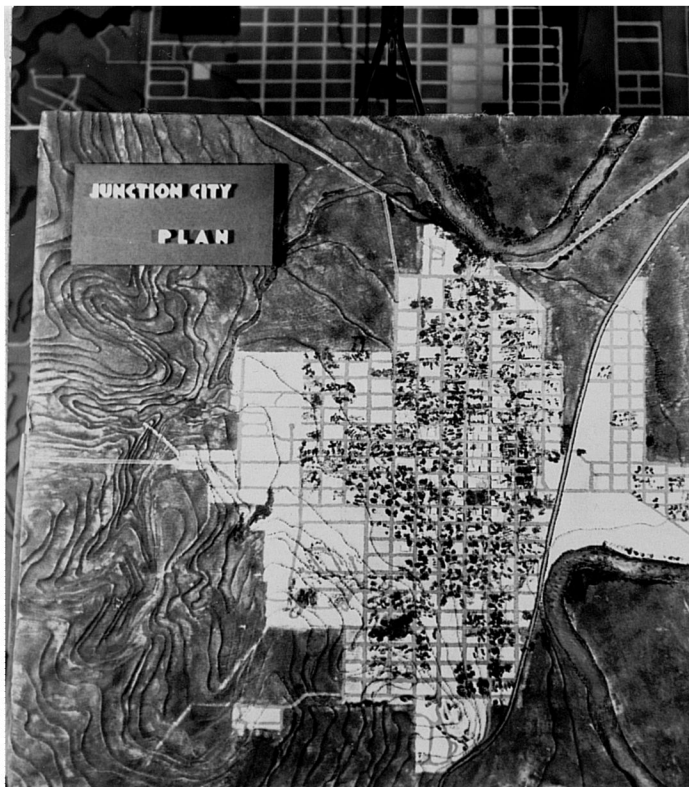


Fig. 2. The Small Contour Model

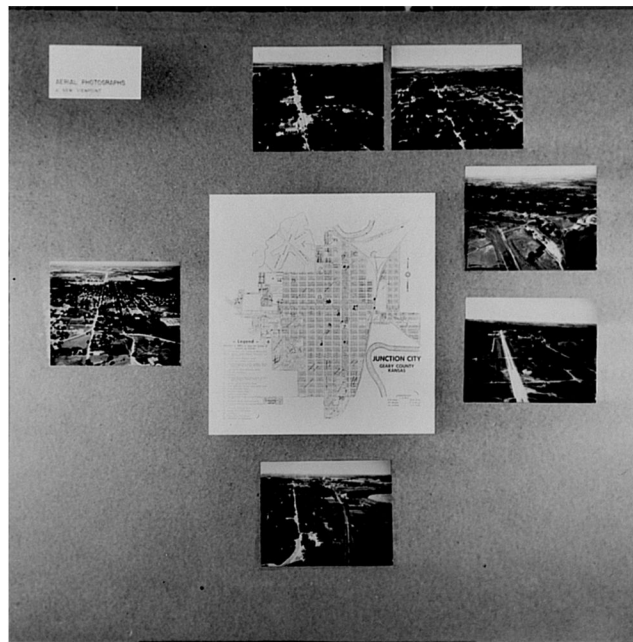


Fig. 3. Color Photographs of the City

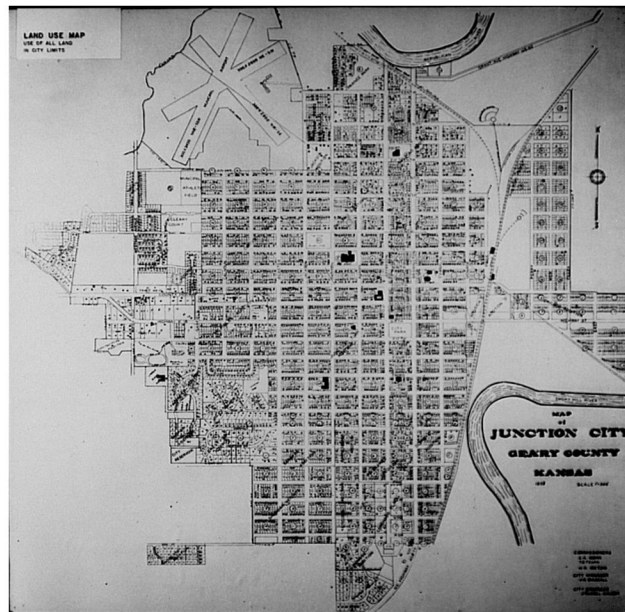


Fig. 4. Land-use Map



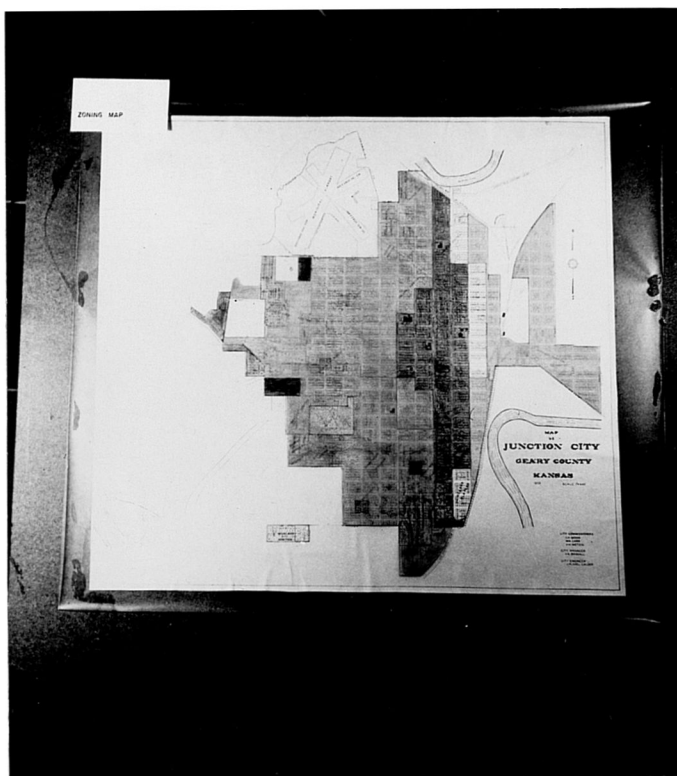


Fig. 5. Zoning Map

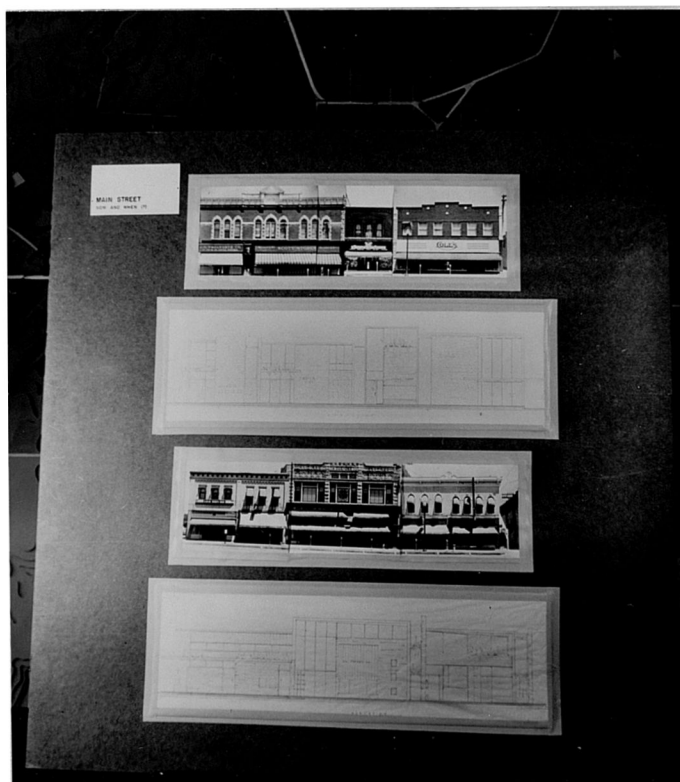


Fig. 6. "Main Street" Now and Then

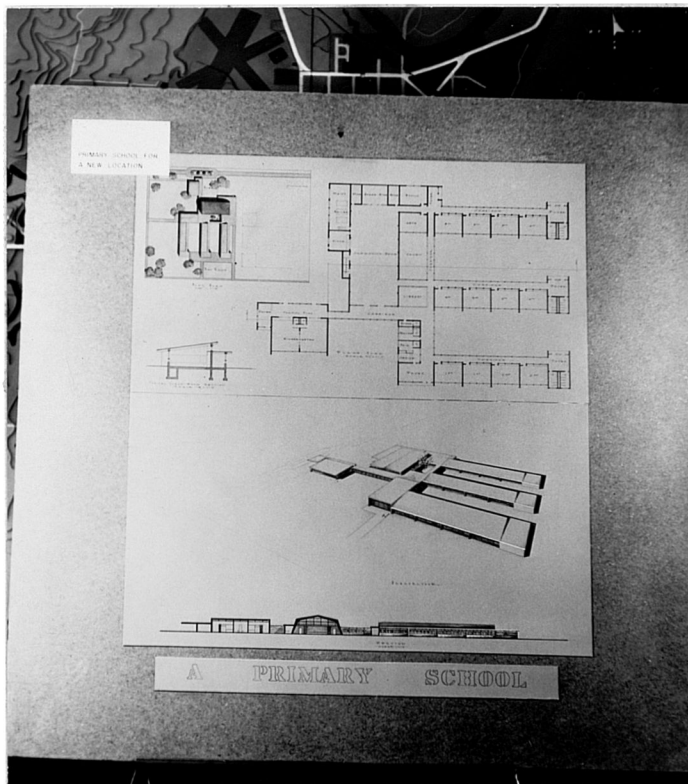


Fig. 7. Plans for a New School

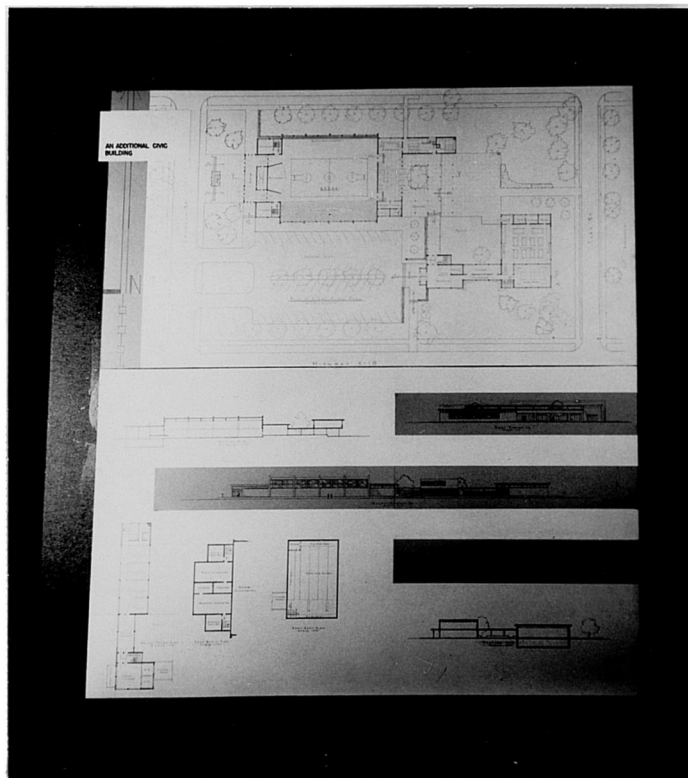


Fig. 8. Plans for a New Civic Building

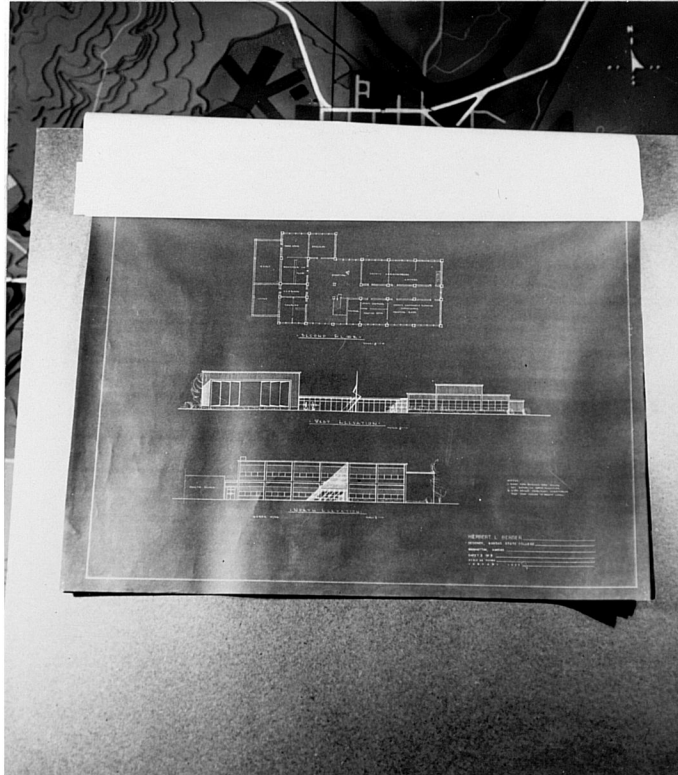


Fig. 9. Plans for a County Court House

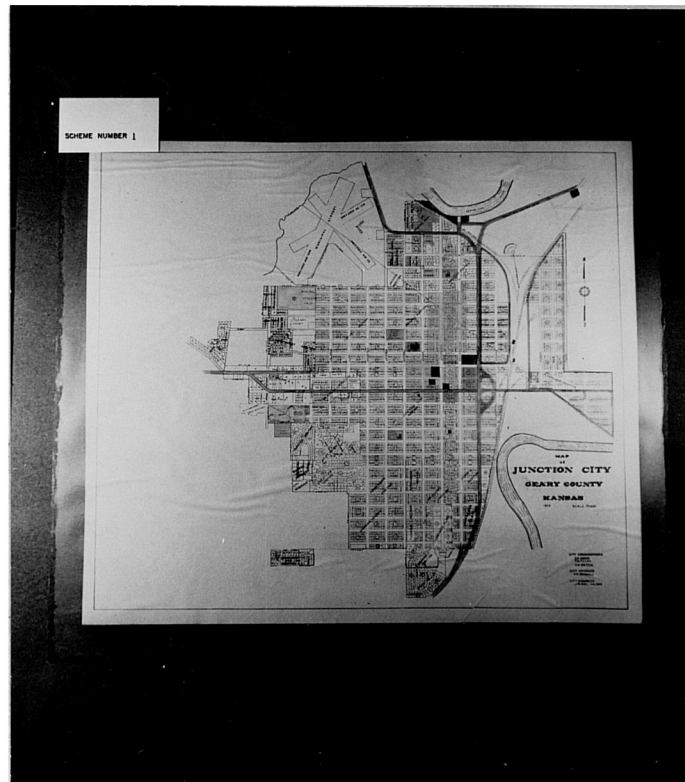


Fig. 10. Overlay showing Scheme 1

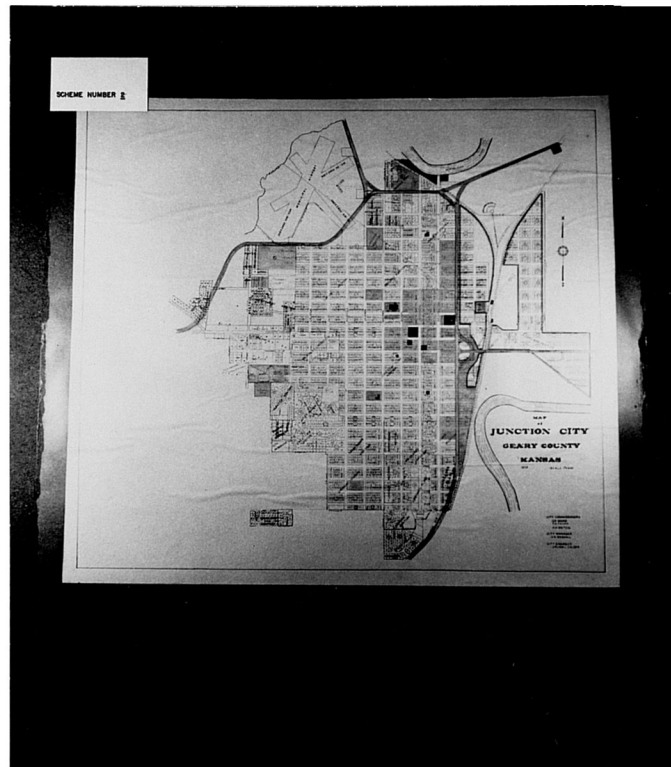


Fig. 11. Overlay showing Scheme 2

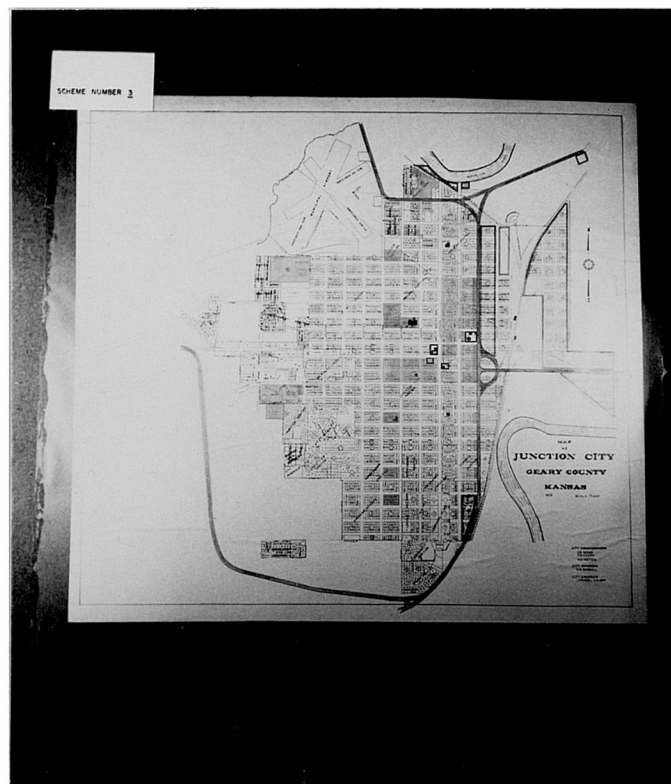


Fig. 12. Overlay showing Scheme 3



Fig. 13. Model of a Hotel

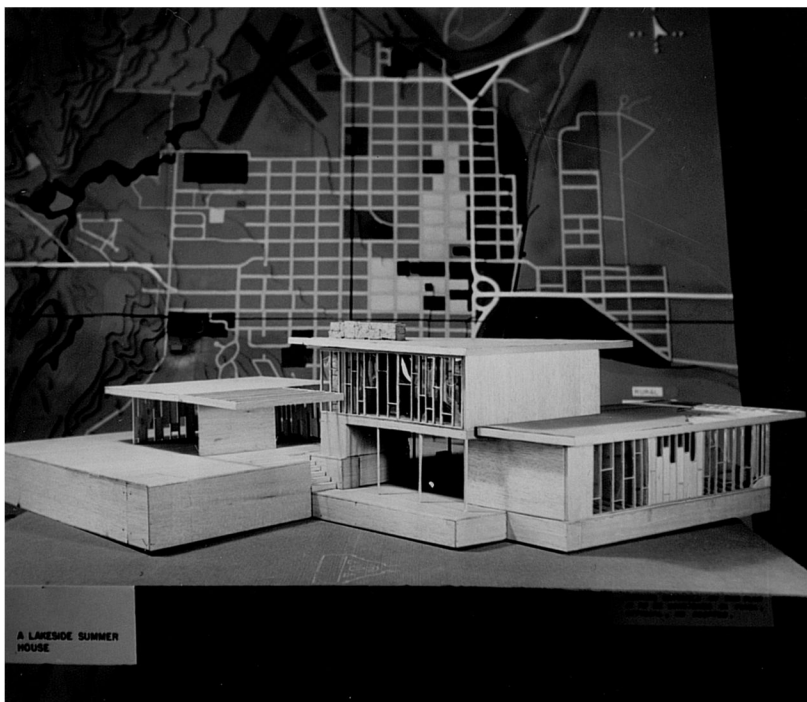


Fig. 14. Model of a House

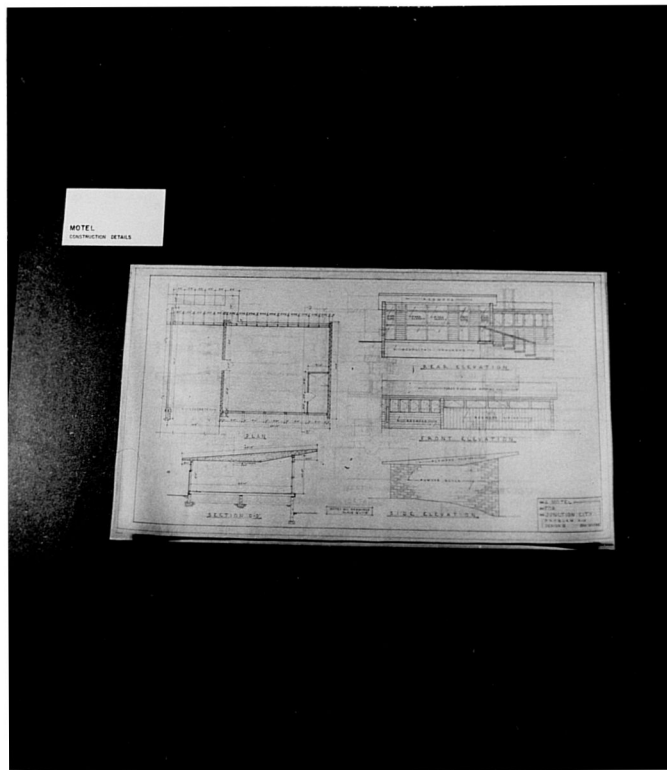


Fig. 15. Details of Construction of a Motel

## ACKNOWLEDGMENT

The writer wishes to express his appreciation to Professor Paul Weigel, head of the Department of Architecture and Allied Arts, who has encouraged him in his development of his study of comprehensive planning, for the suggestion on the organization of this thesis, and for his help and advice in those stages of study when various difficulties intervened. Further, he wishes to acknowledge the kind help of Professors Donald DeCou, A. D. Miller, and Paul Heppe, of the School of Arts and Sciences; and Professors Ronald Whiteley and J. C. Heintzelman, of the Department of Architecture and Allied Arts, with whom he worked.

There are many more who have contributed a great deal to the development of this outline plan: Mr. Harold Reaume, Secretary-manager of the Junction City Chamber of Commerce; Mr. Virgil Basgall, City Manager of Junction City; Mr. Russell Calder, City Engineer of Junction City; the members of the City and County Planning Commissions; the Junction City School Board; and, of course, the staff of the Junction City Union; Dean Harold Howe, former Mayor of Manhattan, and Mr. Barton Avery, City Manager, of Manhattan, were most helpful in giving advice and permission to use records of that city which were used in a study of zoning and Kansas zoning law.

Others who have helped are Miss Betty Jo Williamson, Mr. Leslie Appleby, Mr. Samuel Pine, Mr. Edwin Drimmel, and Mr. William Latenser, all students in the Department who did work for credit, but who did far more and excellent work than was required because of interest in the project.

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DEVELOPMENT OF AN OUTLINE COMPREHENSIVE  
PLAN FOR JUNCTION CITY, KANSAS

by

HOWELL EDWARD COBB

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AN ABSTRACT OF A THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

Department of Architecture and Allied Arts

KANSAS STATE COLLEGE  
OF AGRICULTURE AND APPLIED SCIENCE

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1954

## INTRODUCTION

In the late spring of 1952, Mr. Harold Reaume, secretary-manager of the Junction City Chamber of Commerce talked with the writer concerning the development of a study to determine whether or not there was need for comprehensive planning in that city. The idea was primarily put forward by the Chamber, but was also backed in principle by the City Commission and others. It was decided that the writer would make a study of comprehensive planning in that city as part of his graduate work, and that the City and Chamber of Commerce would jointly finance the preparation of a physical display which would become the property of the city, and which could be used to demonstrate the results of the project.

## PLANNING IN GENERAL

This section is devoted to an attempt to show that comprehensive planning should apply to any area which has been or is being developed, regardless of the economic force behind the development, since the principles of planning pertain to all efforts to make life better for the people who live in that area.

For centuries cities have grown and been planned or replanned, but it is only in the last few generations that new methods of transport and communication, and a world-wide, rapidly changing social order have caused a new outlook in planning and widening of the scope to include not only the physical development of the town and its region, but the whole social and economic structure of the locality.

There is sometimes an unfortunate misunderstanding, even among planners, that comprehensive planning should concern itself only with the highest level policy-making, but the writer has attempted to make clear that this high level planning is simply one phase of planning and that even the smallest locality, urban or rural, must play its part, and with the same thoughtful care, because it is this lowest unit in the planning scale which is usually faced with the final accomplishment of the plan.

#### THE OUTLINE COMPREHENSIVE PLAN FOR JUNCTION CITY

The outline plan was based, in all phases, on data available, an analysis of that data, and a plan growing out of the analysis. Numerous plans were suggested and some were developed to greater or lesser extent. There were three major schemes which embodied most of the ideas studied, but which were in themselves primarily different. These three were restudied and the better phases of all were combined to give a final scheme. It was found that the first and major problem in the city was a consideration of traffic and of controlling it so that the present crowded streets and overburdened intersections would not remain overloaded even under present conditions. If the city is to grow in population, the present situation could not begin to cope with future increase in traffic without major improvement. It was believed that by rezoning the central business district, stopping the westward flow of highway U. S. 40 traffic at the west end of the viaduct and forcing it into either a north or south direction, and permitting highway K-18 to filter into the city along Sixth, Seventh,

and Eighth Streets, that the major causes of congestion in the central district would be avoided, and that the great number of cars commuting to Fort Riley would filter North through the town and then East at about Seventeenth Street.

Plans were made for the central business district to move toward the West, and for residential areas to expand to the Northwest and Southwest, following the present trend.

#### THE DISPLAY OF THE OUTLINE COMPREHENSIVE PLAN

The physical display of the plan was based on material developed in the study presented in the form of photographs, maps, overlays, and models. The display is so designed that it can be knocked down for storage in a comparatively small area, and taken apart and reassembled by two men in a very short time. Set up, the display will fill a room twenty feet wide and thirty feet long. Photographs of all items used in the display are contained in this section of the thesis. Primarily these photographs are included for reference purposes and to make the display a matter of record.