

PHASE I

**COMPREHENSIVE
COMMUNITY PLAN**



February 1998

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**PHASE I
COMMUNITY
PLAN:**

The Phase I plan for the Hesston community is the first in a continuing series of steps toward up-dating and extension of the original long-range community development plan. Included in the first phase of the plan up-date effort is analysis of past and present demographic trends and projection of potential future population levels over the course of a future 20-year planning period. The study of population trends provides one of the means of scaling possible future growth and provides indications of future need for residential, commercial and industrial expansion including ancillary considerations such as streets, utilities and other community facilities.

Based on the results of the population study, the Phase I effort includes an up-dated land use element which revises and extends the earlier studies to incorporate newly emergent trends and directions in continuing development of the Hesston community. The Future Land Use Plan prepared as part of this process outlines areas of expected future community expansion by major land use category over the course of the next two decades.

Also prepared as a part of the Phase I Comprehensive Plan up-dating process is a revised zoning ordinance for the municipal zoning jurisdiction. The up-dated ordinance represents one of the important means to affect correlation between ideals outlined in the plan and actual development patterns.

These measures, in combination with the training workshop for planning commission members, provide the municipality with the information and tools to guide continuing physical development throughout the 20-year planning period and beyond.

TABLE OF CONTENTS

SECTION I - POPULATION

Introduction	1
Historic Population Patterns	1
Table 1 — Population of Kansas, Urban and Rural*	2
Table 2 — Historic Population Patterns, 1890 - 1990*, Harvey County, Kansas	3
Table 3 — Trends and Patterns in the Municipal Population, 1930 - 1990* City of Hesston, Kansas	4
Table 4 — City and County Population Patterns, 1930 - 1990*, Hesston - Harvey County, Kansas	5
General Population Characteristics.....	5
Table 5 — General Population Characteristics, 1970 - 1990* Harvey County, Kansas	5
Table 6 — Age Group Composition*, Harvey County, Kansas	6
Table 7 — General Population Characteristics, 1970-1990* City of Hesston, Kansas	7
Birth and Death Rates	8
Table 8 — Birth & Death Rates* for Selected Years, Harvey County, Kansas.....	8
Table 9 — Birth and Death Rates, 1982 - 1989*, City of Hesston, Kansas	9
Future Population Patterns	9
Table 10 — Population Forecast, 1995 - 2015, City of Hesston, Kansas.....	10
Summary	11

SECTION II - LAND USE

Introduction	12
Land Use Field Survey	12
Current Patterns of Urban Development.....	13
Existing Corporate Area Land Use	13
Table 11 — Existing Land Use Summary, Corporate Area Development Characteristics, 1996 City of Hesston, Kansas	13 and 14
Figure 1 — Existing Corporate Area Development, City of Hesston, Kansas, 1996	follows 14
Development Patterns in the Extraterritorial Study Area.....	15
Table 12 — Developed Land Use, Extraterritorial Study Area City of Hesston, Harvey County, Kansas	15
Figure 2 — Existing Rural Area Development Patterns, 1996 City of Hesston, Harvey County, Kansas	follows 15

Potential Future Development Trends	16
Land Use Forecast	16
Table 13 — Future Land Use Forecast*, City of Hesston, Kansas.....	follows 16
Community Development Ratios.....	17
Table 14 — Land Use Development Ratios*, City of Hesston and 25 Other Cities.....	17
Future Community Expansion Patterns.....	18
Figure 3 — Future Community Expansion Patterns, City of Hesston, Kansas	follows 18
Future Housing	18
New Business Potential	18
Industrial Expansion	18
Cultural, Entertainment, and Recreation.....	18
Transportation, Communications, and Utilities	18
Implementing the Land Use Plan.....	18
Summary	20

SECTION I

POPULATION

INTRODUCTION

Planning for urban growth is dependent, in part, upon a knowledge of the trends, composition and character of the resident population. An estimate of population provides a basis for planning water and sewer systems, schools, parks and recreation facilities, health facilities, libraries, police and fire protection systems, as well as all other considerations of continued community growth and development.

Estimating future population levels is difficult due to the uncertainty of many factors which tend to influence patterns of community growth or decline. Population growth occurs naturally when resident births exceed resident deaths, which is termed natural increase. The population may increase from immigration or people moving into the community or it may decrease from people leaving the community, which is termed out-migration. A natural decrease in population would occur if the death rate were to exceed the birth rate.

It is the purpose of this section of the comprehensive plan to explore historic population patterns; to assess current conditions and trends; and to estimate potential future conditions during a 20-year planning period reaching to the year 2015.

HISTORIC POPULATION PATTERNS

Population trends in state, county and local jurisdictions over the course of several decades provide an indication of social and economic change. Throughout the Midwest, as well as across the nation, the population has become increasingly urban in character, reflecting the diminished manpower requirement of modern farming practices. This has been especially true in states which experienced the massive and repeated waves of agriculturally oriented migrants during the latter portions of the 19th century. Concerning historic demographic trends, the following table illustrates numerical levels and urban-rural characteristics of the statewide population since the 1860's.

TABLE 1
POPULATION OF KANSAS, URBAN AND RURAL *

Census Year	State	Percent Change	Urban	Percent Change	Rural	Percent Change	Percent of Total	
							Urban	Rural
1860**	107,206	—	10,045	—	97,161	—	9.4	90.6
1880	364,339	239.9	51,870	416.4	312,529	221.7	14.2	85.8
1880	996,096	173.4	104,956	102.3	891,140	185.1	10.5	89.5
1890	1,428,108	43.4	269,539	156.8	1,158,569	30.0	18.9	81.1
1900	1,470,495	3.0	329,696	22.3	1,140,799	-1.5	22.4	77.6
1910	1,690,949	15.0	492,312	49.3	1,198,637	5.1	29.1	70.9
1920	1,769,257	4.6	616,485	25.2	1,152,772	-3.8	34.8	65.2
1930	1,880,999	6.3	729,834	18.4	1,151,165	-0.1	38.8	61.2
1940	1,801,028	-4.3	753,941	3.3	1,047,087	-9.0	41.9	58.1
1950***	1,905,299	5.8	993,220	31.7	912,079	-12.9	52.1	47.9
1960	2,178,611	14.3	1,328,741	33.8	849,870	-6.8	61.0	39.0
1970	2,246,578	3.1	1,484,870	11.8	761,708	-10.4	66.1	33.9
1980	2,363,679	5.2	1,575,899	6.1	787,780	3.4	66.7	33.3
1990	2,477,574	4.8	1,712,564	8.7	765,010	-2.9	69.1	30.9

* *Source: US Department of Commerce, Bureau of the Census*

** *Population of that part of Kansas Territory lying within present limits of the State*

*** *New Definition of urban area.*

The table shows that in 1860 the population was over 90-percent rural, but by 1990 the continuing trend toward urbanization had resulted in a state population which was only about 30-percent rural. The statistics also show that the urban population has expanded at a greater rate than the rural population in each decennial census period, except for the decade between 1870 and 1880 when the central plains were subject to settlement by massive waves of European immigrant farmers in response to the availability of cheap agricultural land.

Historic patterns and trends in the population of Harvey County are summarized in the following table:

TABLE 2
HISTORIC POPULATION PATTERNS, 1890 - 1990 *
Harvey County, Kansas

YEAR	POPULATION	NUMBER CHANGE	PERCENT CHANGE
1890	17,601	—	—
1900	17,591	-10	<0.1
1910	19,200	+1,609	+9.1
1920	20,744	+1,544	+8.0
1930	22,120	+1,376	+6.6
1940	21,712	-408	-1.8
1950	21,698	-14	<0.1
1960	25,865	+4,167	+19.2
1970	27,236	+1,371	+5.3
1980	30,531	+3,295	+12.1
1990	31,028	+497	+1.6

** Sources: US Department of Commerce, Bureau of the Census, Kansas Government Journal*

The statistics indicate that while the county has experienced a general pattern of increase throughout the 100-year statistical period, minor losses were recorded between 1890 and 1900, and again between 1930 and 1950. This pattern was more or less typical of most areas in Kansas, reflecting adverse weather patterns coupled with economic collapse which resulted in a massive exodus of population back toward the east. In this respect, the small losses recorded for Harvey County were insignificant compared to many other counties during these periods.

After World War II, the county population grew rapidly, recording over 19 percent increase between 1950 and 1960, plus more than 12 percent expansion during the decade of the 70's. And, although the rate slowed considerably, the population of Harvey County continued to enlarge during the 1980's, registering nearly 2 percent growth between 1980 and 1990.

A similar compilation of data for the City of Hesston is presented in the following table.

TABLE 3
TRENDS AND PATTERNS IN THE MUNICIPAL POPULATION, 1930 - 1990 *
City of Hesston, Kansas

YEAR	POPULATION	NUMBER CHANGE	PERCENT CHANGE
1930	526**	—	—
1940	403	-123	-23.4
1950	686	+283	+70.2
1960	1,103	+417	+60.8
1970	1,926	+823	+74.6
1980	3,013	-1,087	+56.4
1990	3,012	-1	<0.1

* Sources: US Department of Commerce, Bureau of the Census, Kansas Government Journal

** City of Hesston was incorporated in 1921.

The data indicates that population for the City of Hesston was first recorded by the decennial census of 1930, which registered a total of 526 persons. After a moderate loss during the 30's, the population began a four decade long expansion at double digit rates which resulted in a total expansion of 2,610 persons for an increase of over 647 percent between 1940 and 1980. Particularly strong expansion was experienced between 1940 and 1950, and again between 1960 and 1970 when increases were 60 to 70 percent per decade.

This strong increase was due in large part to the emergence and success of local industry, which was annually creating hundreds of new jobs during this period. A certain percent of the population increase was also due to the available job market in nearby cities such as Newton and Wichita which were within close commuting distance.

During the decade of the 80's, however, due to significant alterations in the local and regional job market, the population stabilized and remained virtually the same with the 1990 population of 3,012 being only one person less than the 3,013 recorded in 1980.

The trends and patterns highlight the importance of economic opportunity, and its impact upon migration, as the great factor in population shift. The significant expansions of the 60's and 70's were the direct result of strong net-immigration as many more persons moved in than left during these decades. In this context, the stagnant population level during the 80's reflects a condition of relative equilibrium where as many persons arrived as departed the community during the period, with no strong pattern of either net or out-migration. It is interesting to note, in this respect, that population growth for both the City of Hesston and Harvey County slowed during the 80's. The most recent evidence, however, suggests the probability of a shift toward additional growth for both the City and County during the first half of the 1990's.

Concerning City and County demographic patterns, the following table illustrates a comparison of the municipal population with that of Harvey County since 1930.

TABLE 4
CITY AND COUNTY POPULATION PATTERNS, 1930 - 1990 *
Hesston - Harvey County, Kansas

YEAR	CITY POPULATION	COUNTY POPULATION	CITY AS PERCENT OF COUNTY
1930	526	22,120	2.4
1940	403	21,712	1.9
1950	686	21,698	3.2
1960	1,103	25,865	4.3
1970	1,926	27,236	7.1
1980	3,013	30,531	9.9
1990	3,012	31,028	9.7

* *Sources: US Department of Commerce, Bureau of the Census*

The figures show that the City population has generally increased as a percentage of the overall county-wide total over the 60-year period represented in the table. Originally accounting for only about 2 percent from 1930 to 1940, the municipal population in recent trends has accounted for upwards of 10 percent of the total county population. These figures show that the City has been an increasing factor in both the county-wide and regional economy over most of the last half of the 20th century.

GENERAL POPULATION CHARACTERISTICS

A summary of general population characteristics for Harvey County for the 1970, 1980, and 1990 decennial census periods is outlined below:

TABLE 5
GENERAL POPULATION CHARACTERISTICS, 1970 - 1990 *
Harvey County, Kansas

	1970	1980	1990
Population	27,236	30,531	31,028
Percent Change	+5.3	+12.1	+1.6
Percent Black	1.6	1.6	1.8
Percent Spanish Origin	—	4.1	5.2
Percent Under 18 Years	32.3	26.4	26.4
Percent Under 18 to 64 Years	53.9	58.2	57.2
Median Age	30.6	31.1	34.7
Population in Group Quarters	1,321	1,923	1,642
Number of Households	8,756	10,947	11,581
Persons per Household	2.96	2.67	2.54

* *Source: US Department of Commerce, Bureau of the Census*

The tabulation shows that the total population of the county increased by nearly 14 percent between 1970 and 1990. Within this total, the non-white segment of the population also increased, but not in proportion to the overall population. In this respect, the apparent increase in the number of persons of Hispanic origin is at least partially due to the way information was collected for the census. In previous periods, to record Hispanic origin also required non-white status, although persons of Hispanic origin may actually be of any

race. When this was corrected for the 1980 and 1990 decennial periods, the numbers of persons of Hispanic origin registered a corresponding increase, although not all increase represented actual additional populations in the community.

The figures also show that the percentage of persons under age 18 declined between 1970 and 1980, but remained relatively stable between 1980 and 1990, while those aged 18 to 64 remained relatively stable, registering only a small increase between 1970 and 1980. There was, however, a marked and steady increase in the percentage of population aged 65 and over, growing from 13.8 percent of the population in 1970 to 16.4 percent in 1990. These figures, coupled with the increase in median age from 30.6 in 1970 to 34.7 in 1990, point to a general aging of the county-wide population, a process which will likely continue throughout the foreseeable future.

The figures also record that the population in group quarters, such as institutions, long-term health care facilities and similar quarters, has fluctuated up and down, but has averaged 5.5 percent of the county-wide total throughout the period.

Concerning households, the figures show that the numbers have steadily increased, growing from 8,756 households in 1970 to 11,581 households in 1990. However, during this same period, the number of persons per household declined from 2.96 in 1970 to 2.54 in 1990. These figures illustrate the effects of a low birth rate coupled with general aging of the resident population as noted above.

With respect to age group composition, the following table outlines a summary of available background information for the 1970, 1980 and 1990 decennial census periods.

TABLE 6
AGE GROUP COMPOSITION *
Harvey County, Kansas

POPULATION COMPONENT				PERCENT CHANGE
	1970	1980	1990	1970 - 1990
Total Population	27,236	30,531	31,028	+13.9
Under 5 Years	1,943	2,315	2,130	+9.6
5 - 14 Years	5,240	4,166	4,764	-9.1
15 - 24 Years	4,640	5,769	4,254	-8.3
25 - 34 Years	3,084	4,625	4,505	+46.1
35 - 44 Years	2,991	3,159	4,456	+49.0
45 - 54 Years	2,933	3,028	3,039	+3.6
55 - 64 Years	2,643	2,804	2,781	+5.2
65 Years and Over	3,762	4,665	5,099	+35.5

** Source: US Department of Commerce, Bureau of the Census*

The demographic data indicates that between 1970 and 1990 the population grew by nearly 19 percent overall. Within this total, the very young age group under 5 enlarged by nearly 10 percent, while those aged between 15 and 24 demonstrated marked decline, reflecting differing birth rates, but also reflecting the numbers of young people leaving the county in the immediate post-high school period.

In contrast, however, were the gains noted for the age groups between 25 and 44 which demonstrated significant enlargement out of proportion to the growth in the base population. These numbers are indicative of employment opportunity and reflect substantial net-immigration of populations in the age groups seeking jobs and economic security. While local job opportunity has been a strong element, the large job market in nearby Wichita/Sedgewick County coupled with the quality living environment available in Harvey County has also been a significant factor.

General population characteristics for the City of Hesston as recorded by the federal decennial census are outlined in the following table.

TABLE 7
GENERAL POPULATION CHARACTERISTICS, 1970 - 1990 *
City of Hesston, Kansas

POPULATION COMPONENT	1970	1980	1990	PERCENT CHANGE 1970 - 1990
All Persons	1,926	3,013	3,012	+56.4
Male	903	1,455	1,508	+67.0
Female	1,023	1,558	1,504	+47.0
Under 5 Years	—	192	180	—
5 to 14 Years	—	404	444	—
15 to 24 Years	—	904	687	—
25 - 24 Years	—	471	366	—
35 - 44 Years	—	258	440	—
45 - 54 Years	—	248	243	—
55 - 64 Years	—	183	197	—
65 Years and Over	195	353	455	+133.3
Median Age	22.5	25.1	30.4	+35.1
Number Non-white	29	77	146	+403.4
Numbers of Households	485	889	974	+100.8
Persons per Household	3.15	2.71	2.59	-17.8
Population in Group Quarters	398	605	486	+22.1

* *Source: US Department of Commerce, Bureau of the Census*

The data shows that while the population of the city enlarged by over 56 percent between 1970 and 1990, the number of persons aged 65 and over increased by over 133 percent in a pattern which is generally more or less typical of most urban fringe area communities. Usually such cities now contain significantly more retired persons than was previously the case in earlier census periods. The data also shows that over the period, the male component of the population increased by 67 percent while the female component enlarged by 47 percent.

Although the census does not offer detailed age specific information for communities under 2,000, as was the case in Hesston in 1970, a general range of age group data is available from 1980 and 1990. These numbers show that there have been both increases and decreases by age group, most of which are not significant with respect to establishing a definite pattern traceable to local conditions. Although there was very little change in the 5 to 14 year group, the 15 to 24 year element declined by 24 percent while the 25 to 34 year group declined by over 22 percent. The 35 to 44 year group, however, enlarged by over 70 percent between 1980 and 1990. Little change was recorded for the ages between 45 and 64. However, as was noted above, the population segment aged 65 and over enlarged by over 133 percent.

These figures tend to indicate a condition of relative stability with increasing numbers of retirees and others in the older age groups which has resulted in a general aging of the resident population. This indication is further substantiated by the median age which increased substantially over the period, although remaining below the overall county-wide figure in each of the three decennial census periods.

The table also shows that the number of households increased by slightly over 100 percent although the number of persons per household declined from 3.15 in 1970 to 2.59 in 1990. These figures again illustrate the effects of lower birth rates and increasing numbers of population in the older age brackets which have combined to result in generally smaller families with the numbers of housing units typically increasing at a

somewhat faster rate than the overall population. In some instances, where population numbers are relatively stable, it is possible to register substantial increase in dwelling unit numbers while the population count demonstrates continuing decline. In the case of Hesston, the population remained essentially the same between 1980 and 1990, but the number of households increased by about 10 percent. Unless there is a significant change in prevailing economic patterns, this trend may continue for at least the initial periods of the 20-year planning period.

BIRTH AND DEATH RATES

Although migration patterns are the primary determinant of short and long-range demographic change, the effects of natural increase, that is, the difference between births and deaths in the resident population, is also a factor. Birth and death rates for Harvey County are summarized in the following table.

TABLE 8
BIRTH & DEATH RATES *
FOR SELECTED YEARS
Harvey County, Kansas

Year	Live Births	Rate per 1,000 Population	Deaths	Rate per 1,000 Population	Natural Increase
1965	414	15.9	267	10.2	+147
1970	409	15.0	217	8.0	+192
1976	444	15.2	270	9.3	+174
1977	426	14.7	255	8.8	+171
1978	443	15.4	269	9.4	+174
1979	461	15.4	268	8.9	+193
1980	531	17.4	279	9.1	+252
1981	487	15.8	284	9.2	+203
1982	491	15.7	271	8.7	+220
1983	493	15.5	251	7.9	+242
1984	430	13.3	291	9.0	+139
1985	481	14.6	323	9.8	+158
1986	416	13.5	296	9.6	+120
1987	422	13.7	314	10.2	+108
1988	481	12.4	333	11.0	+148
1989	422	13.7	322	10.5	+100

** Source: Annual Summary of Vital Statistics, Kansas Department of Health & Environment, Selected Years*

The figures show that, county-wide, there has been a continuing natural increase with birth rates remaining somewhat higher than death rates throughout the period. The table does show however, that birth rates have declined from nearly 16 per thousand population in 1965 to less than 14 per thousand in 1989. Death rates, on the other hand, have generally increased from 8 to 9 per thousand population during the 70's to 10 to 11 per thousand in recent years. The result of this process has been a decline in the size of the natural increase from 150 to 200 per year during the 70's to 100 to 150 per year during the late 80's. Those figures are indicative of a generally aging population county-wide.

Birth and death rates for the City of Hesston are shown in the following table. Unlike the county, specific

information about numbers of births and deaths in the City population has only been available since 1982.

TABLE 9
BIRTH AND DEATH RATES, 1982 - 1989 *
City of Hesston, Kansas

Year	Live Births	Rate per 1,000 Population	Deaths	Rate per 1,000 Population	Natural Increase
1982	37	12.0	11	3.6	+26
1983	47	15.0	10	3.2	+37
1984	39	12.2	23	7.2	+16
1985	47	14.5	21	6.5	+26
1986	35	12.1	8	2.8	+27
1987	44	15.2	16	5.5	+28
1988	20	6.9	13	4.5	+7
1989	32	11.9	31	11.5	+1

** Source: Annual Summary of Vital Statistics, Kansas Department of Health & Environment, Selected Years*

Birth and death rates for the City demonstrate a similar pattern to that of the county, with a continuous increase for each of the statistical years. Also like the county, however, is the narrowing of the differences in the most recent years, with decreases in the birth rate and increases in the death rate. Overall, between 1982 and 1989 the birth rate averaged 12.5 per thousand population, while the death rate averaged 5.6 per thousand.

Also interesting to note is that the summary of birth and death rates for the City indicates a natural increase of 168 persons between 1982 and 1989, while the decennial census of 1990 recorded one less person in 1990 than had been recorded in 1980. These figures again reinforce the overriding importance of migration as the primary determinant of population growth or decline. In this respect, the figures outlined above suggest that the City was experiencing a pattern of mild net-out migration during most of the 1980's.

FUTURE POPULATION PATTERNS

Developed upon historic and current demographic trends coupled with judgment about possible future economic conditions and development trends, estimates of potential future population levels are prepared for use as a guide toward scaling the future community. As shown earlier, population growth or decline results from variable patterns of births, deaths and net migration, which are produced by emerging social and economic trends.

In this respect, the background investigations show that the primary element in local population change has been migration, although the net effect of natural increase has also been a positive factor throughout the period. As assumptions about future economic condition vary, there will be resultant alterations in migration patterns, with immediate effects upon long-range growth patterns in the community, although natural increase factors will continue to affect the total population as well.

Based on differing assumptions about future conditions, the following table outlines a series of short- and

long-term population forecasts, each a possibility during the planning period depending upon which set of assumptions ultimately prevails.

TABLE 10
POPULATION FORECAST, 1995 — 2015
City of Hesston, Kansas

Forecast	1990	1995	2000	2005	2010	2015
From 1985 Plan						
City Trend	3,786	4,695	5,822	7,219	—	—
Cohort 1	3,302	3,478	3,851	4,067	—	—
Cohort 2	3,631	4,318	4,865	5,656	—	—
Cohort 3	3,648	4,349	5,338	6,214	—	—
1995 Estimates						
City Trend *	3,012	4,406	6,444	9,424	13,782	24,223
City Trend **	3,012	3,458	3,970	4,557	5,223	6,009
Cohort 1	3,012	3,018	3,028	3,043	3,093	3,153
Cohort 2	3,012	3,042	3,127	3,252	3,397	3,547
Cohort 3	3,012	3,150	3,310	3,511	3,755	4,121
Cohort 4	3,012	3,156	3,454	3,956	4,742	5,665

* *Since 1930* ** *Since 1970*

The range of forecasts show that all of the estimates developed for the 1985 plan were optimistic, although cohort forecast number 1 was the nearest to the actual occurrence. The effects of the economic lethargy of the 1980's were not anticipated and the available historic demographic data all indicated uninterrupted and continuing population expansion. Since that time, the population of the City has stabilized with the decennial census of 1990 showing an actual loss of one person over the previous decade.

With the decade of the 80's factored in, the forecasts are more tempered, although the City trend line based on the entire population factor of the community would still predict a very strong expansion, due mainly to the several exceptionally large increases which occurred in previous decades. The trend line since 1970, with the decade of the 80's factored in, would predict a much slower expansion, with the City growing to just over 6,000 population by the year 2,015.

The most reliable forecasts, however, are the cohort projections because they are based on direct rates of net-migration and natural increase. Through this process, assumptions about the effects of changing economic conditions can be expressed as actual numbers of population moving in or out, with the effects of natural increase expressed in the form of actual births and deaths by year. In this manner it is possible to closely model the demographic impacts of a range of variable economic scenarios.

Within this process, each of the four cohort projections reflects increasingly favorable economic conditions during the 20-year planning period. Cohort No. 1 is based on continuation of existing conditions with average birth and death rates coupled with a pattern of net out-migration. Cohort No. 2 assumes birth rates of 13 to 14 per 1,000 population; death rates of 6 to 7 per 1,000; and mildly negative migration changing to mildly positive net-immigration in the last half of the period. Cohort No. 3 assumes high birth rates, low death rates and mildly positive migration throughout the 20-year period. This forecast assumes a general economic improvement beginning immediately.

Cohort forecast No. 4 is illustrative of the effects of a strong economic expansion in which numerous new job opportunities are being developed in the local and regional economy. The forecast is based on birth rates of 13 to 14.5 per thousand population; death rates of 5.5 to 7 per thousand; and moderate to strong net in-migration capable of adding from 6 to 200 new population per year on a continuing basis. This forecast,

while a real possibility, would be directly dependent upon a major industrial expansion similar to that which occurred during the 50's and 60's.

On balance, cohort forecasts 2 or 3 appear to be the most realistic, given present and foreseeable circumstances. Forecast number 1 assumes long-term continuation of economic stagnation, while number 4 is based on assumption of strong and continuing economic expansion throughout the period. Both assumptions appear unlikely.

SUMMARY

The demographic studies show that a wide range of future population patterns is possible, depending upon which economic assumptions ultimately prevail. Until the 1980's the City of Hesston demonstrated a continuing pattern of moderate to strong growth, however, this has slowed during the last decade resulting in no clear present pattern upon which to develop forecasts and projections. In this respect, however, the most recent indications are that some degree of growth is again occurring and it is likely that the overall population has experienced some degree of expansion during the first half of the 1990's.

Within this general observation, the forecasts developed above all assume that the City will continue to grow to some extent, but not at the stronger rates which appeared feasible in earlier planning studies.

As noted in earlier sections of the report, population forecasting is an inexact science made further difficult by the myriad of unpredictable influences which will impact personal choice about community of residence. For this reason it is especially important that monitoring and review of local and regional demographic trends become an integral facet of the continuing planning process. Where population patterns and change are regularly reviewed is part of the annual process of the Planning Commission. The forecasts can be kept viable and usable throughout the 20-year planning period and beyond.

SECTION II

LAND USE

INTRODUCTION

Of all the research elements giving form and directions to the Comprehensive Community Plan, none is of more importance than the study of current and future land use patterns. It is through the land use study that future areas of community expansion may be planned, each in harmony with already existing land use patterns, and within a recognition of the long-range need for streets, parks, and other community facilities which contribute to a quality living environment.

In this context, the land use study provides a detailed review of currently existing land use patterns within the present city boundary, and also within the extraterritorial rural study area outside the city, but within three-miles of the corporate limits. This information provides the basis for development of a long-range future land use plan for the community, which outlines potential future patterns of urban development for a 20-year period, or until the year 2015.

Toward these ends, the following sections outline the findings of the field research, estimate probable future requirements for community expansion, and suggest areas where these probable requirements can be most efficiently accommodated.

LAND USE FIELD SURVEY

In order to review and inventory existing patterns and types of current development in and around the Hesston community, a land use survey for the study area was completed in January 1996. The survey was conducted on the basis of a tract-by-tract inventory of all land included in the study area, with the resulting information assembled into data tables and outlined on area maps for inclusion in the Comprehensive Plan.

Because uses of land are numerous and diverse, for study purposes they are grouped into a series of classifications by related activity type. These classifications are in accordance with the groupings established by the Standard Industrial Coding Manual, published by the Federal Office of Management and Budget. These categories include:

Residential

- Single Family
- Two Family
- Multiple Family
- Manufactured Housing

Commercial

- Retail Trade
- Service Business

Industrial

- Light Industry
- Heavy Industry

Public and Quasi-Public

Transportation

Undeveloped Land and Water Areas

In addition to providing a means to classify and study existing land use patterns, the categories provide a framework for forecasting future land use patterns during the 20-year planning period.

CURRENT PATTERNS OF URBAN DEVELOPMENT

Present patterns of development inside the corporate boundary of the community have been heavily influenced by a major highway and railroad corridor and by the presence of the floodplain of Emma Creek on the southeastern flank. In more recent times, the presence of a divided median, 4-lane restricted access interstate highway corridor has further influenced municipal development patterns.

In its present configuration, the City features a central commercial area surrounded on the south, southeast, northeast, east and west by residential neighborhoods which are comprised of predominantly conventional single family housing. A large area of heavy industrial development occupies a sizable portion of the flank area on the northeast, while additional areas of industrial development occur along the railroad and highway corridor toward the southeast. On the far east and southeast, adjacent to the interstate corridor, urban development consists of areas of low density single family residential on three sides of a golf course which is situated along Emma Creek.

In addition to this traditional land use pattern, the City has very recently annexed a large church oriented recreation camp located east across the interstate highway. This annexation has substantially increased the area of the city through extension of the city boundary east by more than a mile. Although the camp property is within the city boundary, the tract is not immediately contiguous with the main part of the city, leaving a small intervening area between the two which was not annexed, and which is not inside the corporate area of the community.

EXISTING CORPORATE AREA LAND USE

Information gathered during the land use field survey and inventory of January 1996 for that portion of the study area inside the corporate boundary of the community is summarized by type, acreage, and percent of total in the following table

TABLE 11
EXISTING LAND USE SUMMARY
CORPORATE AREA DEVELOPMENT CHARACTERISTICS, 1996
City of Hesston, Kansas

LAND USE CATEGORY	ESTIMATED ACRES 1996	PERCENT OF DEVELOPED LAND	ACRES PER 100 POPULATION*
Residential			
Single-Family	227.0	15.9	7.1
Two-Family	5.2	0.5	0.2
Multi-Family	24.7	1.7	0.8
Manufactured Housing	24.9	1.7	0.8
Subtotal	281.8	19.8	9.3
Commercial			
Retail Trade	11.4	0.8	0.4
Services	21.1	1.5	0.7
Subtotal	32.5	8.3	1.1
Industrial (Manufacturing)			
Light Industry	9.6	0.7	0.3
Heavy Industry	333.3	23.43	11.1
Subtotal	342.9	24.1	11.4

LAND USE CATEGORY	ESTIMATED ACRES 1996	PERCENT OF DEVELOPED LAND	ACRES PER 100 POPULATION*
Transportation, Communications and Utilities			
Streets	258.6	18.2	8.6
Alleys	13.1	0.9	0.4
Railroads	18.4	1.3	0.6
Utilities	12.0	0.8	0.4
Subtotal	302.1	21.2	10.0
Cultural, Entertainment and Recreation			
Public & Quasi-Public	238.2	16.7	7.9
Parks & Recreation	225.8	15.9	7.5
Subtotal	464.0	32.6	15.4
TOTAL DEVELOPED LAND	1,423.3	100.0	47.2
Undeveloped Land	173.9	—	5.8
TOTAL INCORPORATED AREA	1,597.23	—	53.0

* Based on an estimated 1996 population of 3,016

The statistical summary shows that the Hesston community is generally similar in makeup to many other similarly sized cities, except that there are many more acres of land within the Industrial and Cultural, Entertainment and Recreational categories than would normally be expected. These differences are due to the presence of two large primary manufacturing plants plus a college campus, a large church camp and a sizable golf course, all of which are inside the corporate boundary of the city.

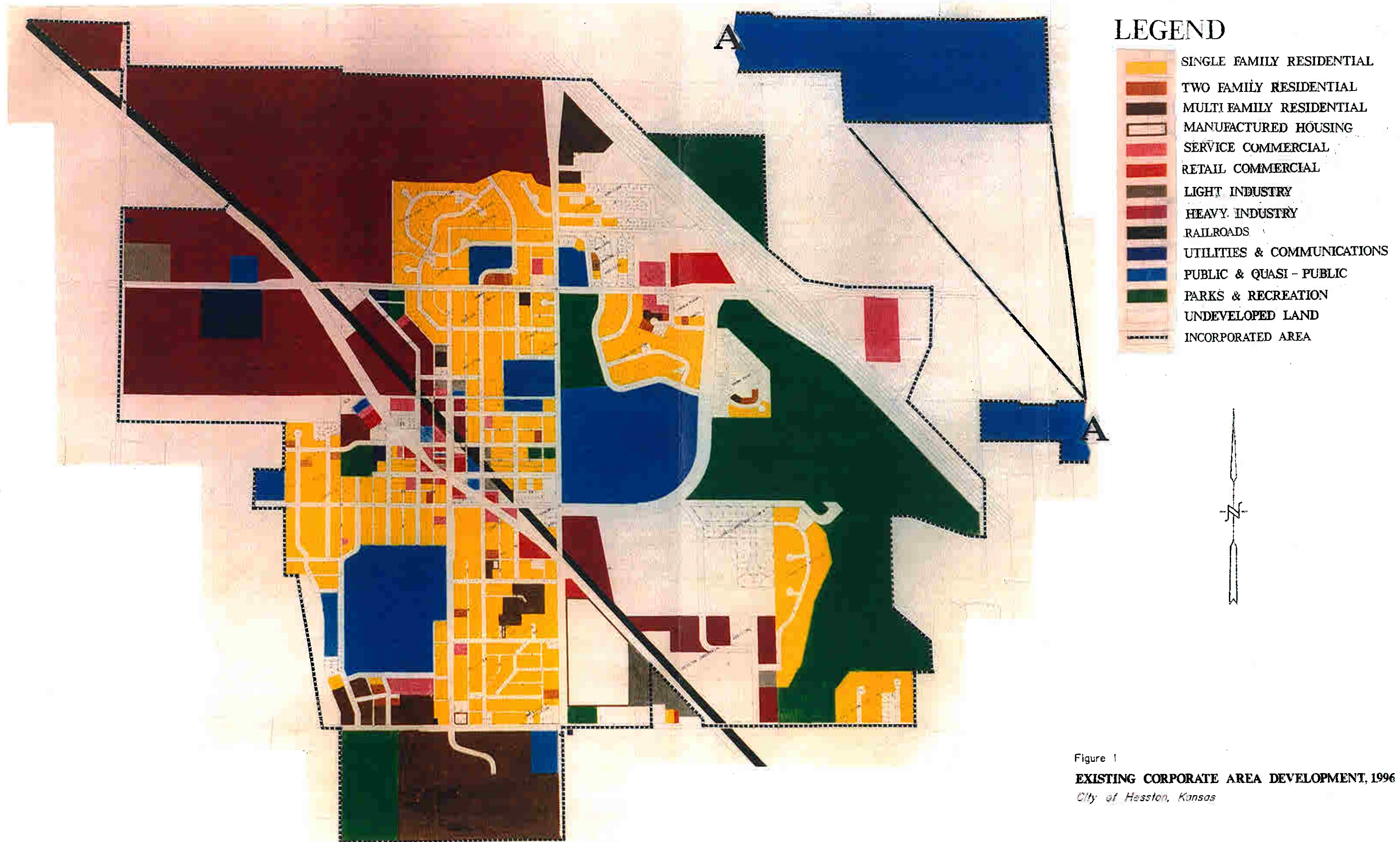
In this respect, the data table shows that the largest category of developed land use is the Cultural, Entertainment and Recreational grouping which occupies an estimated 464 acres of land which represents over 32 percent of all developed land within the city limits. The second largest user of land is the industrial classification, which is estimated to account for almost 343 acres of development, which represents over 24 percent of the developed acreage total.

Third in line is the Transportation, Communications and Utilities category which accounts for another 302.1 acres representing over 21 percent of the developed acreage total. Residential uses, including all forms and classifications of housing, were fourth in line, accounting for an estimated 281.8 acres of development representing about 20 percent of the developed land total.

The Commercial category, representing both retail sales and services, accounted for an estimated 32.5 acres of development, which represents 2.3 percent of the developed acreage total.

The table also outlines the estimated acres of development by category per 100 population. These figures are an indication of the relationship between the resident population and the extent of development necessary to sustain the population within the chosen lifestyle evident in the community. Because this relationship is relatively consistent, the acres per 100 population figures provide one of the dependable yardsticks for gauging potential future development requirements during the 20-year planning period.

Current (1996) patterns of development by category inside the corporate boundary of the community are illustrated graphically on the following figure.



DEVELOPMENT PATTERNS IN THE EXTRATERRITORIAL STUDY AREA

In like manner to the incorporated area of the city, the field survey also inventoried developed uses of land resources within 3-miles of the present corporate boundary of the community. A summary of the data developed from the field survey, which was conducted at the same time as the corporate area survey, is outlined in the following table.

TABLE 12
DEVELOPED LAND USE
EXTRATERRITORIAL STUDY AREA
City of Hesston, Harvey County, Kansas

CLASSIFICATION	ESTIMATED ACRES 1996	PERCENT OF DEVELOPED LAND	ACRES PER 100 POPULATION*
Residential			
Single-Family	507.8	25.8	85.1
Manufactured Housing	45.9	2.4	7.6
Subtotal	553.7	28.2	92.7
Commercial			
Retail Trade	6.4	0.3	1.1
Services	1.8	0.1	0.3
Subtotal	8.2	0.4	1.4
Industrial			
Heavy Industry	10.1	0.5	1.7
	ESTIMATED ACRES 1996	PERCENT OF DEVELOPED LAND	ACRES PER 100 POPULATION*
LAND USE CATEGORY			
Public & Quasi-Public	30.32	1.5	5.1
Utilities & Communications	29.4	1.5	4.9
Streets & Roads	1,268.1	64.5	212.4
Railroads	66.1	3.4	11.1
TOTAL STUDY LAND	1,965.9	100.0	329.3

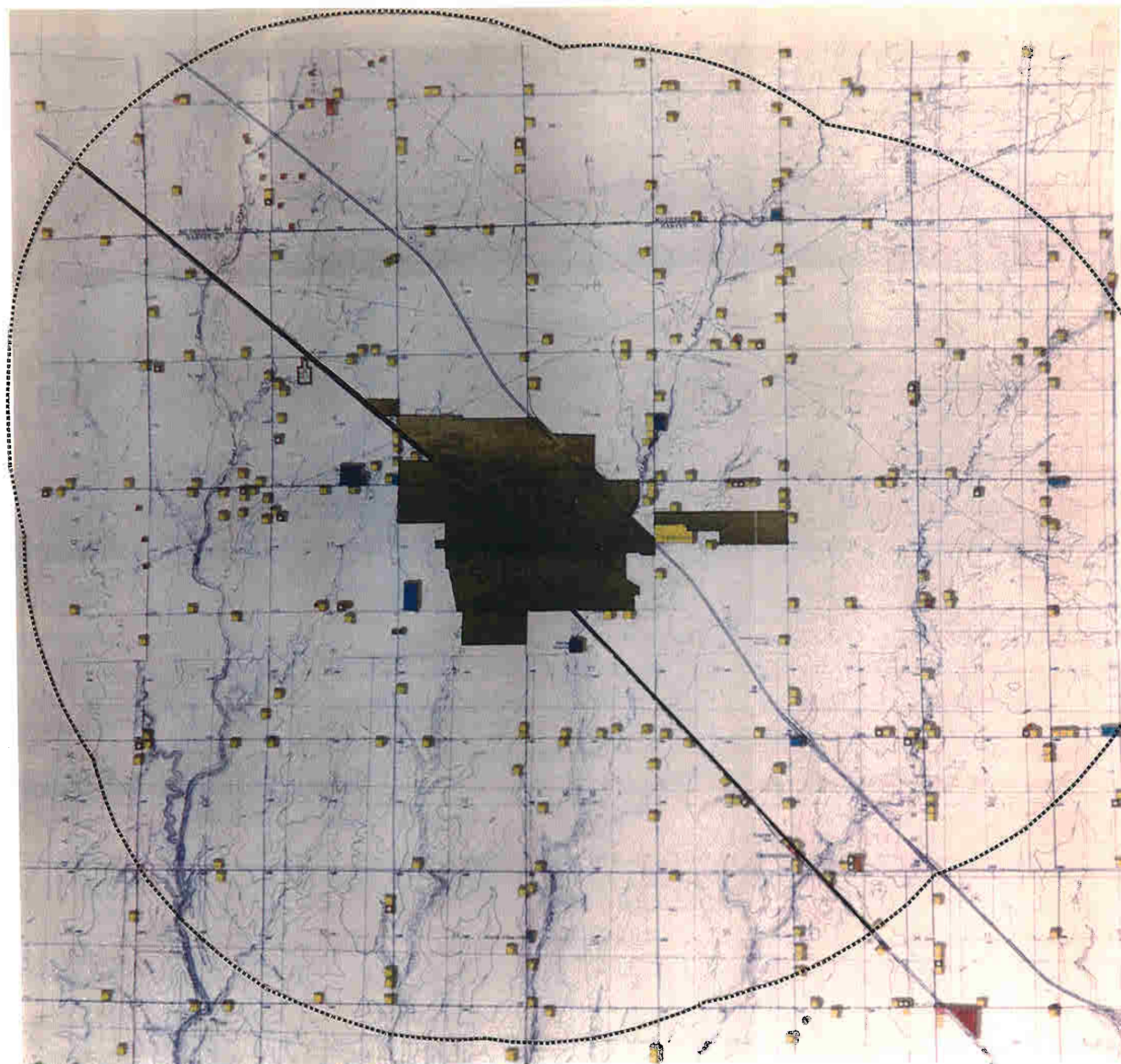
* Based on estimated 1996 population of 597

The data summary for the extraterritorial study area indicates a generally low density development throughout, but with substantial elements of residential expansion, amounting to between 500 and 600 acres of land. All other categories, except streets and roads, were present in only small amounts.

At the time of the field survey, there were an estimated 1,965.9 acres of development in the extraterritorial study area, about 65 percent of which was used for streets and roads. Residential development accounted for another 28 percent, while railroads accounted for an additional 3.4 percent. The other categories of developed land use each accounted for less than 2 percent of the study area total.

Rural area development patterns, as illustrated on the following figure, reflect a growing incidence of residential development, a growing percentage of which is represented by non-farm housing. In some instances, housing has been developed on relatively small lots approaching an urban standard. Most residential development at the present time, however, is represented by individual units on widely separated lots.

The rural area land use map also shows that there is a growing incidence of commercial and industrial business in the region, often developed in conjunction with the housing unit. All types of businesses were noted by the survey, from heavy industrial uses, to repair services and retail goods such as flowers, general merchandise and furniture.



LEGEND

- SINGLE FAMILY RESIDENTIAL
- MANUFACTURED HOUSING
- SERVICE COMMERCIAL
- RETAIL COMMERCIAL
- HEAVY INDUSTRY
- UTILITIES & COMMUNICATIONS
- PUBLIC & QUASI-PUBLIC
- RAILROADS
- THREE-MILE STUDY BOUNDARY



Figure 2
EXISTING RURAL AREA DEVELOPMENT, 1996
City of Hesston, Kansas

In general, the existing land use map indicates a moderate buildup of developed use throughout the study area. It will be important that such development be monitored for proper sanitation practices and other needs which are critical to maintenance of a safe and healthful life style. Notable in this regard are police and fire protection, utility services, maintenance of quality environmental standards, and proper building and drainage practices. These will be of particular concern in immediate flank areas of the community, where the field survey indicated a continuing buildup of non-farm development.

POTENTIAL FUTURE DEVELOPMENT TRENDS

Based on the earlier studies of natural features and environmental characteristics, future population trends, existing patterns of physical expansion and community development goals, a forecast of potential future land use characteristics can be prepared. The future land use forecast is one of the significant elements of the process of estimating the potential size and character of the future community. Within this overall scope, the land use forecast provides one of the basic indications of possible future need for housing, streets, parks, schools and all of the interrelated elements of community living. In this respect, the study of future land use characteristics helps to establish a general framework for long-range comprehensive planning.

LAND USE FORECAST

The land use forecast, based on the factors noted above, is grounded in the assumption that future development patterns will result from a range of social and economic factors similar to those responsible for recent expansion patterns. Developed within these guidelines, the following table contains a forecast of future land use requirements for the Hesston community through the 20-year planning period until the year 2015.

The forecast of future land use characteristics assumes continuation of generally low density development throughout, but with some alteration in the traditional pattern of industrial expansion. In this context, the forecast anticipates moderate to strong expansion in residential and commercial uses, with only modest additional expansion in industrial acreage. Overall, the forecast indicates potential demand for well over 300 acres of additional development in the years ahead, which represent nearly 23 percent increase above the current developed acreage.

Residential uses have the potential for over 50 percent increase by 2015, with up to 143 acres of new neighborhood development. Within the overall rates, particularly brisk expansion is expected in the multi-family and manufactured housing categories, but with continued strong demand for additional conventional housing.

Commercial uses are anticipated to demonstrate a particularly strong expansion as the highway interchange area and other available spaces are developed and redeveloped for a variety of retail and service businesses. This category has the potential for over 100 percent expansion during the planning period, with retail trade expected to evidence the greatest percentage increase, although all forms of commercial activity will continue to show modest to strong enlargement in both numbers of businesses and developed acreage requirements.

Industrial business is expected to demonstrate only modest enlargement due to the extent and character of current development. Overall, this category of land use could expand by over 40 acres, for an increase of up to 13 percent during the period. Within the category, light industrial activities appear to have the potential for greatest increase during the period, although both light and heavy industry have the potential for enlargement during the 20-year planning period.

Transportation, Communications and Utilities, as a category of land use, are among the ancillary types of development induced by expansions in the other categories. As the city expands, there will be continuing need for additional streets, water and sewer services, and similar utilities. Based on the forecasted community growth patterns, these uses, as a group, are expected to enlarge by about 30 percent during the planning period, with up to 90 acres of new development, most of which will be for streets and alleys. Also within this category the acreage devoted to railroads is expected to evidence some degree of decline over the period as operational patterns change and unneeded sidings and other trackage is removed from service.

TABLE 13
Future Land Use Forecast*
City of Hesston, Kansas

CATEGORY	EXISTING AREA IN ACRES	PERCENT OF TOTAL	DEVELOPED ACRES PER 100 POPULATION*	ACRES ADDED	TOTAL DEVELOPED ACRES 2015	PERCENT OF TOTAL	PERCENT INCREASE 1992-2015
Residential							
Single-Family	227.0	15.9	7.5	102.7	329.7	18.8	45.2
Two-Family	5.2	0.5	0.2	7.2	12.4	0.7	138.5
Multiple-Family	24.7	1.7	0.8	16.5	41.2	2.4	66.8
Manufactured Housing	24.9	1.7	0.8	16.3	41.2	2.4	65.5
Subtotal	281.8	19.8	9.3	142.7	424.5	24.3	50.6
Commercial							
Retail Trade	11.4	0.8	0.4	21.6	33.0	1.9	189.5
Services	21.1	1.5	0.7	11.8	32.9	1.9	55.9
Subtotal	32.5	2.3	1.1	33.4	65.9	3.8	102.8
Industrial (Manufacturing)							
Light Industry	9.6	0.7	0.3	6.9	16.5	0.9	71.9
Heavy Industry	333.3	23.4	11.1	37.6	370.9	21.3	11.3
Subtotal	342.9	24.1	11.4	44.5	387.4	22.2	13.0
Transportation, Communications & Utilities							
Streets & Alleys	271.7	19.1	9.0	82.7	354.4	20.3	30.4
Railroads	18.4	1.3	0.6	-1.9	16.5	0.9	-10.3
Utilities	12.0	0.8	0.1	3.1	6.2	0.7	29.8
Subtotal	302.1	21.2	10.0	89.4	391.5	22.4	29.6
Cultural, Entertainment, & Recreational							
Public & Quasi-Public	238.2	16.7	7.9	9.1	247.3	14.2	3.8
Parks & Recreation	225.8	15.9	7.5	4.9	230.7	13.2	2.2
Subtotal	225.8	32.6	15.4	14.0	478.0	27.4	3.0
TOTAL DEVELOPED LAND	1,423.3	100.0	47.2	324.0	1,747.3	100.0	22.8

Based on a 2015 target population of 4,121.

Cultural, Entertainment and Recreational uses are expected to experience only small increases in the near future due to the extent and quality of existing facilities. However, within the overall community expansion pattern there will be continued need for some additional amenities which will result in additional acreage. In this respect the land use forecast indicates the potential for up to 3 percent increase, or an additional 14 acres, for all purposes. Most of this increase is expected in the Public and Quasi-Public classification.

COMMUNITY DEVELOPMENT RATIOS

The land use ratios, that is, the acreage utilization figures per 100 population, developed in the land use forecast, are an expression of the physical space requirements of a given population base. Community planning and development experience has shown that cities across the country demonstrate remarkably similar trends with regard to use of land, due to common values, social views, and platting practices. For the purposes of comparison, the ratios developed for the Hesston community can be compared to other similar cities in the mid-states region. The figures shown in the following table outline a comparison of Hesston with 25 other cities located across the Midwest. The 25-city average has been assembled from actual land use research conducted by the consultant in each of the subject communities, thus assuring comparability of methodologies.

TABLE 14
Land Use Development Ratios *
City of Hesston and 25 Other Cities

USE TYPE	HESSTON 1996	HESSTON 2015	25-CITY AVERAGE
Single-Family Residential	7.5	8.0	6.4
Two-Family Residential	0.2	0.3	0.1
Multiple-Family Residential	0.8	1.0	0.2
Manufactured Housing	0.8	1.0	0.3
Retail Trade	0.4	0.8	0.6
Service Business	0.7	0.8	0.5
Light Industry	0.3	0.4	1.0
Heavy Industry	11.1	9.0	0.7
Public & Quasi-Public	7.9	6.0	2.7
Utilities & Communications	0.4	0.5	0.5
Parks & Recreation	7.5	5.6	1.2
Streets & Alleys	9.0	8.6	5.7
Railroads	0.6	0.4	1.1
TOTAL	47.2	42.4	21.0

* Acres per 100 population

The comparison illustrates a general similarity between development patterns in Hesston and the 25-City average. While many items of comparison are generally close, the comparison shows that overall development densities in Hesston are lower than the 25-City average, resulting in a higher per capita acreage. This is particularly noticeable in the residential categories, and in the figures for streets and alleys. One of the predictable effects of low density development is a higher per capita requirement for transportation, utilities and other services.

Other noticeable differences between Hesston and the 25-City average are in the heavy industrial, parks and recreation, and public & quasi-public categories, all of which are more extensively developed in Hesston. While well above the norm for similar cities, these apparent imbalances have resulted in more jobs, better payrolls and a higher quality of life than is typically available in many other similarly sized communities.

Due to the extent of current development and a continuing preference for low densities, it is probable that current community characteristics will continue without major alterations throughout the planning period.

FUTURE COMMUNITY EXPANSION PATTERNS

Developed from the forecast of future demand for developed uses of land and current community trends and growth patterns, the following figure illustrates potential future land use patterns toward the end of the 20-year planning period, if all of the anticipated influences occur essentially as expected. The plan illustrates potential development patterns inside as well as outside the present corporate boundary of the City and shows that a substantial enlargement in physical size is possible.

The plan anticipates a continuous process of in-filling currently vacant areas inside the City as well as a substantial expansion of urban uses into currently vacant land in adjacent fringe areas. Overall, additional expansion of urban uses is possible on all sides of the present City during the next two decades.

FUTURE HOUSING

Future housing expansion should occur as enlargements of existing residential neighborhoods, with particularly strong expansions likely on the western and southwestern flanks of the present community. Due to the presence of major transportation corridors, an extensive industrial base, and a large floodplain, these are the most easily developed areas and represent the primary locations for new neighborhood expansions.

NEW BUSINESS POTENTIAL

The land use forecast and the Future Land Use Plan show that continued expansions of commercial uses is a certainty during the planning period. Due to limited potential in the Central Business District, the bulk of new commercial acreage is expected to occur in the vicinity of the I-70 interchange, and to a lesser extent along Old 81, particularly toward the southeast. The Plan indicates that a substantial increase in the size of the interchange area commercial district is likely in the years ahead.

INDUSTRIAL EXPANSION

The City of Hesston has long enjoyed a large and well developed industrial base centered around agricultural machinery manufacture. The plan anticipates that this relationship will continue with future expansions of existing industries as well as establishment of new businesses.

It should be the policy of the community to continue to designate and establish areas appropriate for industrial expansion and to guide such expansion toward a planned growth with regard for transportation access and for extension of community services. Future industrial development should be encouraged in a manner which will minimize the potential for land use conflict in the future and adverse impacts to the surrounding community living environment.

CULTURAL, ENTERTAINMENT, AND RECREATION

These uses of land are essential to create and maintain a pleasing community environment, which provides for institutions, parks, and other public facilities. Demand for increases in these amenities will occur as a result of an expanding population base, and it should be the policy of the City to provide upgraded and additional facilities as the needs develop. It will be especially important to maintain a proper balance in newer and older portions of the City to help assure equitable access by all citizens in all areas of the community.

TRANSPORTATION, COMMUNICATIONS, AND UTILITIES

As the community grows and the expansions in the other categories of land use occur, there will be a corresponding and directly proportional demand for streets and alleys, utilities, and communications facilities to serve new neighborhood areas and growing commercial and industrial areas. Toward these ends, it should be the policy of the community to provide adequate street and extensions of municipal services to all developed areas. Sanitary sewer and water should be extended only into designated areas. Extensions should not be made where the availability of services will precipitate a scattered development in outlying areas.

IMPLEMENTING THE LAND USE PLAN

Implementing the direction and intent of the planning program is a continuing process carried out by the daily decisions of the government officials. The ultimate quality and utility of the future community will depend to a high degree on the policies, actions, and controls of the City in directing future growth and expansion toward development patterns which are consistent and in accordance with the present community and which will reflect an orderly and economical growth pattern. Implementation of a land use plan is



Figure 3
FUTURE COMMUNITY EXPANSION PATTERNS
City of Hesston, Kansas

facilitated through official development policies, application of zoning and subdivision regulations, application of appropriate environmental controls, and a sound policy of future annexation. Realization of the full scope and intent of future development guidelines is dependent upon close cooperation of both the public and private sectors to achieve a balanced and cohesive community which can continue to offer a healthful and quality living environment.

As successful implementation of the land use plan is dependent upon a continuing decision-making process, it is important that each decision reflect defined concepts, priorities, and directions. In order to facilitate these ends, it is helpful to establish a range of policy statements to supplement the based overall guidance available from the long-range land use plan and associated studies. Among the policies and guidelines appropriate to the decision-making process are the following:

Neighborhood Expansion. The City should promote quality design with due regard for functional adequacy, protection of the natural environment, and aesthetic improvement.

New development should be provided with streets, utilities, and drainage in accordance with acceptable public facility standards, and should be encouraged to allow adequate space for off-street parking of all associated vehicles.

Provisions for pedestrian circulation should be provided in locations where deemed advisable by the Planning Commission.

Commercial and Industrial Development. The City should provide a reasonable opportunity for continued enlargement of commercial and industrial uses consistent with identified growth patterns with due regard for land use compatibility and protection of the natural environment.

All commercial and industrial development should have available adequate utility services for such intensified needs plus fire protection. Proposals for commercial and industrial development should be accompanied by plans for general aesthetic improvement including landscape development and screening where the development will abut a residential area.

All development should be low-density with provisions for off-street parking and frontage roads where needed to avoid traffic congestion.

Environmental Quality. It should be the policy of the City to influence and guide long-range development toward compatible patterns with the object of limiting environmental impacts.

Proposals for future development should include storm water management plans where appropriate to help assure that downstream properties will not be adversely affected by the increased runoff.

All future development should be provided with adequate utility services meeting appropriate public facility design standards.

Advance Land Acquisition. The City should acquire land for playgrounds, neighborhood parks, and other open spaces in advance of need. Land reserved in this manner can, if reserved in appropriate areas, become the focal points for new residential neighborhoods.

Historic Preservation. A policy aimed at restoration and preservation of districts and structures having historical significance should be adopted. Buildings and districts treated in this manner have increased value and utility and contribute to community pride.

Annexation. Existing areas of urban development, as well as those which may emerge in the future, should be considered for annexation to the City when:

1. The fringe area is needed for continued orderly growth and the prosperity of the City.
2. Fringe lands are needed so that public service facilities, such as water and sewer systems, street extensions, and recreational facilities, may be planned and provided on a rational and economic basis.

3. Fringe areas need to be brought within and developed under City land use controls; planning, zoning, housing codes, and building regulations.
4. Fringe areas may be subject to City protective regulations and receive City police and fire services.
5. The fringe area may be subject to City health and sanitation regulations and receive these services.
6. Residents of the fringe areas are already benefiting from many of the services and facilities provided by the City and should bear their full share of the costs.

Code Enforcement. The City should continue an active policy of building code enforcement aimed at preservation of property values, providing safe and sanitary living accommodations, and providing community amenity.

City Beautification. It should be the policy of the City to continue to enhance the environment through tree planting programs and landscaping of all parks and public buildings and to encourage good landscaping on all private property.

These and other similar municipal policies and guidelines provide the framework for guiding future development toward established quality standards. In the future, the City should continue to refine and add policies and guidelines as necessary to keep pace with changing development practices and technologies.

SUMMARY

The background analyses of present and potential future land use patterns and development trends indicate that the City will likely experience a brisk expansion over the course of the 20-year planning period, resulting in increased demand for public services and amenities. In this respect, the Future Land Use Plan and associated recommendations provide one of the important resources in the effort to guide continuing community expansion toward an efficient and functional development pattern.

While the primary impetus for plan implementation must come from city government, full-range implementation will ultimately require the understanding and cooperation of all elements of the private sector as well. This coordination of governmental policies with the development actions of the private sector is one of the important responsibilities of the Planning Commission. Acting in its official capacity as technical advisor to the Governing Body, the Planning Commission can have a significant influence on long-range development patterns through the process of participating in the formulation of day-to-day policy actions and decisions. Ultimately, the course and effect of these actions will significantly impact the direction of the City, and will be an elemental ingredient in the effort to maintain a quality living environment for all citizens of the community, present and future.

