

**AN INVESTIGATION OF POSSIBLE SELF-HELP TECHNIQUES
FOR PLANNING OF SMALL COMMUNITIES**

by

JACK HOWARD GALBRAITH

**B. S. in Agriculture, Kansas State University, 1953
B. S. in Landscape Design, Kansas State University, 1960**

A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF REGIONAL PLANNING

Department of Architecture and Allied Arts

**KANSAS STATE UNIVERSITY
Manhattan, Kansas**

1962

2668
T4
1962
G35
C. 2
Documents

TABLE OF CONTENTS

| | |
|--|----|
| EXAMINATION OF PLANNING NEEDS AS THEY RELATE TO SMALL KANSAS COMMUNITIES | 1 |
| THE COMPREHENSIVE PLAN AND HOW IT BEST SERVES A COMMUNITY | 10 |
| THE AVAILABILITY OF PROFESSIONAL SERVICES TO SMALL KANSAS TOWNS | 16 |
| COMMUNITY ANALYSIS AND BASIC PLANNING STUDIES | 22 |
| Economic Base Study | 24 |
| Climate | 29 |
| History | 30 |
| Population | 33 |
| Existing Land Uses | 45 |
| Vacant Land Study | 54 |
| Building Condition Study | 57 |
| SPECIFICS TO BASIC PLANNING STUDIES | 61 |
| Projected Land Use | 62 |
| Street and Traffic Conditions | 63 |
| Traffic Circulation | 64 |
| Public Utilities | 65 |
| The Capital Improvements Program | 68 |
| Slum Clearance | 69 |
| Special Studies | 69 |
| Program Activation | 70 |
| AN INVESTIGATION INTO THE LEGAL TOOLS FOR CARRYING OUT A COMPREHENSIVE PLAN | 70 |
| Subdivision Controls | 81 |
| Federal Aid for Planning | 87 |

| | |
|--|-----|
| Public Assistance in Kansas | 92 |
| Organizing for Local Planning | 94 |
| Citizen Participation | 98 |
| Trends in Community Development | 100 |
| SEGMENTS OF A MASTER PLAN FOR MARYSVILLE, KANSAS | 102 |
| Publicity | 103 |
| History | 113 |
| Early History of Marysville, Kansas | 113 |
| Population Facts | 115 |
| Land Use Maps | 123 |
| Zoning | 124 |
| ACKNOWLEDGMENT | 132 |
| REFERENCES | 133 |
| APPENDIX | 138 |
| APPENDIX I | |
| General Statutes of Kansas Authorizing the Planning Commission . | 139 |
| APPENDIX II | |
| Recommended Library Material for the Local Planning Commission . | 144 |
| APPENDIX III | |
| The Marysville Flood Protection Project | 146 |
| APPENDIX IV | |
| Section 701 of the Federal Housing Act of 1954 as Amended . . . | 160 |
| APPENDIX V | |
| Kansas Senate Bill No. 337 | 163 |
| APPENDIX VI | |
| Land-Use Symbols for Rural Areas and Small Communities | 165 |
| APPENDIX VII | |
| Population Statistics for Marysville and Marshall County | 170 |
| APPENDIX VIII | |
| Press Notification of Public Hearing | 181 |

APPENDIX IX

Adopted Zoning Ordinance 182

APPENDIX X

Statistics, Marysville, Kansas 191

"Whether they like it or not, whether they know it or not; a collective responsibility rests upon the citizens of the present generation for making or marring their city's future."

Frederick Law Olmsted

EXAMINATION OF PLANNING NEEDS AS THEY RELATE TO SMALL KANSAS COMMUNITIES

The State of Kansas has many small communities. There are 617 incorporated municipalities in the state, of which only three are in the metropolitan class. Of the remainder, three are between 25,000 and 50,000, twenty are between 10,000 and 25,000, ten are between 5,000 and 10,000 and thirty-five are between 2,500 and 5,000.¹

The purpose of this thesis is to investigate methods and procedures which will best enable small municipalities of Kansas to become active in a planning program, with special emphasis on the extent of self-help which communities might use in their community analysis studies. The City of Marysville, Kansas has been observed and to some small degree assisted by the author as a test case to see what small communities can do for themselves in certain early phases of planning studies. The author recognizes the dangers of general conclusions drawn from single experiences. But, because Marysville has a population of 4,218, the findings in this one case study may have special relationship to the problems of the other 34 cities of Kansas in the 2,500 to 5,000 population class. Unless otherwise specified, all references to small towns in this study will be assumed to be primarily a reference to cities of this population range.

Most Kansas communities are approximately 100 years old; however, there are a few relatively new ones. The outlook for small communities depends upon the kind of towns they are. In the future some of these

¹Kansas Population - U. S. Census, 1960

communities can expect substantial growth, some will reach nearly constant population with little growth, and many face a decline in their population.

The small communities which can expect economic growth in the future tend to be those which either lie adjacent to larger population centers, or those towns which are isolated from larger areas but are dominating trade or governmental centers in their respective areas.¹

The county seats often are isolated from larger population centers but are continuing to occupy the dominating position in their trade areas, and government itself tends to be a significant growth factor for such communities.

At present, Kansas towns of 1,000 to 10,000 population claim 18 of every 100 Kansans while 43 out of every 100 Kansans now live in the larger cities and towns. The remaining 39 per cent live in 455 rural villages of less than 1,000 population or on farms. Since 1900 the population of towns of over 10,000 gained more than six times as fast as did the populations of towns from 1,000 to 10,000.² Approximately two-thirds of Kansas towns in the 1,000 to 10,000 population range gained in population in the last decade, but less than 30 per cent of these growing communities equaled or surpassed the 17.6 per cent growth rate of the nation for the last decade.

Many Kansas citizens point to relatively constant population totals in their localities and claim that their communities are stable. Communities are not stable; they either progress or they degenerate. Population age and capacity characteristics are changing even within these constant totals;

¹Gustav E. Larson, "Can Small Towns in Kansas Survive?" This was taken from an address given at the League of Kansas Municipalities, Wichita, Kansas September 20, 1960.

²Based on Advance Reports, 1960 Census of Population, Bureau of Census.

community facilities are deteriorating where there is no growth or change. A community boasting of a stable population is actually boasting of a deteriorating one where, more than likely, younger people are leaving for better opportunities elsewhere, to be replaced by retiring farmers.

The factor which seems to be the most important in determining which Kansas towns are growing and which are declining is their primary location. Of the 105 communities in the 1,000 - 10,000 class which gained in population from 1950 - 1960, 59 were near six major population centers, while 31 of the remaining 46 were county seats, each playing a dominant role in its trade area. The other 15 gainers were dominant in their isolated trade areas.¹

Of the 42 small towns in this under 10,000 group which declined in population, 35 were isolated from larger areas and located in areas of declining agricultural population. Eleven of these were dominant in their trade areas; however, they were located on side roads and the number of farms in the surrounding agricultural areas were decreasing.²

In the future we may expect small towns located near the larger population centers to have good potential for growth and expansion due to the industrial and commercial attraction of the larger centers. Although this will not happen in every case, it seems at present, that one problem facing these towns is that of preparing for at least the possibility of orderly growth.

¹Larson, op. cit., p. 2.

²Larson, op. cit., p. 2.

Most county seats have well established retail and other service trades. If the governmental unit remains or expands, these cities may be expected to continue to do well as they serve as administrative centers for government and retail and service centers for their trade areas.

Many small cities which once served as a trade center are suffering from modern highway and rapid transportation developments. Such systems have made it possible for the remaining farmers and townspeople to travel up to 100 miles or more to shop in larger towns which offer a greater selection of merchandise at competitive prices. Under such conditions the small town shopping areas fade and many businesses close.

Kansas would seem to be faced with continuing small community population decline. However, such prospects might be avoided in specific communities if local people look at what they have in the way of assets and liabilities and if they develop a program of planning and action for future improvement and to remedy weak conditions already in advanced stages. Kansas Statutes provide for the creation of city, county or regional planning commissions to give official status and organization for such studies and plans. At present 77 Kansas communities have planning commissions.¹ While some are inactive, many are involved in the problems of guiding the active growth of their communities or of trying to reverse decay or of salvaging or remaking the older portions of their communities into more usable forms.

City planning in its simplest terms has been defined as intelligent forethought applied to the development of the community. Planning involves careful foresight and the anticipation of future developments, the guidance

¹Directory of Kansas Public Officials, 1960. The League of Kansas Municipalities.

of the growth and change toward orderly, efficient and sightly development of communities and their environs. The success of planning depends to a considerable extent upon organization and techniques. Planning is the prerequisite not only of operations of the municipality itself, but of municipal regulation of private activity relating to the form, nature, and intensity of land use, zoning, subdivision regulations, the official map or other devices for protecting designated future street right-of-ways, and the housing codes or other forms of housing regulations. (Zoning is often mistaken for planning. There is a definite relationship between zoning and planning, but they are not the same. Zoning is an aid to making planning possible.)

The planning program for even small communities must be developed slowly and by sections or phases. These successive steps are checked with the public as they are developed and as they are coordinated gradually into one general, comprehensive plan. In small communities the local citizens, because of their long association with local conditions have a tendency to consider them as normal. However, once problems are pointed out, these local people tend to be more aware of the detailed characteristics of such problems than any non-resident could be and are generally in an excellent position to render assistance to those officially charged with the preparation of the planning studies.

What are the planning problems likely to be found in a small community? Sometimes small urban or rural places have the same kinds of practical problems needing planning solutions as have large cities. Among these are: (1) control of land use, (2) segregation of through and local or heavy and light traffic, (3) elimination of traffic bottlenecks and hazardous intersections, (4) provision of parking facilities, (5) methods of control of

fringe development, (6) the removal and prevention of blighted areas or substandard facilities, and (7) financial embarrassment due to extraordinary growth. More frequently, however, some of the problems of these small communities are in sharp contrast to those of large places: (8) lack of sufficient employment opportunities for even local young people, (9) an abnormal percentage of aged persons, (10) lack of basic amenities to attract industry, (11) limited financial resources, and (12) an ultra-conservative outlook toward change.

Since this particular thesis is concerned with small communities of over 2,500 population, the problems to be considered are primarily those associated with growth rather than with decline. For such cities which elect to become involved in city planning, some of the most important problems are:

1. Close personal relationships which means that most planning commission decisions will affect persons whom the commission know on a first name basis;
2. The inexperience of elected officials and of city administrative officials who should participate in the plan making, such as the city engineer, city clerk, city manager and the city attorney;
3. Inability to hire a permanent technical staff;
4. Possible sources of technical assistance through public or private agencies;
5. How to set up a planning commission, and how to determine its duties and areas of concern;
6. How to determine the basic nature of the problems facing the community;

7. How to discover what studies and plans are essential to this problem solving;

8. How to judge which basic studies are most important and which ones can be considered less urgent on a priority basis;

9. Determination of what can be done locally and what will require technical assistance from outside the community;

10. In what ways can the usefulness of planning be demonstrated to the public, and how can they themselves best assist in the preparation and execution of the plans;

11. How the press, radio, and other communication devices should be handled;

12. How the city plan will be coordinated with surrounding areas in the state and county;

13. The merits of a capital outlay program;

14. Limited financial resources.

There are other major categories of problems concerned with growth and expansion as well as with a loss of population in many Kansas towns. As far as growth-related factors are concerned, the people of many Kansas communities are especially familiar with shortages or other deficiencies in housing, with need for parking spaces in commercial areas and elsewhere, and with the inadequacies of our existing thoroughfare networks. A serious problem in many areas is the scattered and uncontrolled subdivision activity. Development is occurring past the vacant in-town areas, past the city limits, and into sections far beyond the reach of any feasible extension of the sewerage system. There are problems of roads being scraped out and lots planned so small that when they are developed there will be nothing more than one large cesspool with fields over-saturated.

The parking problem is, of course, only one aspect of the wider problem of transporting people and goods, but it tends to be the most insistent one in growing cities of all sizes. It is certainly a problem which is known to every person who has ever driven a car into a city to shop.

A special aspect of the parking problem is the possible effects of a lack of convenient parking spaces upon property values and on the volume of trade in the community business district. A survey of central business districts shows that these districts are showing a tendency to shrink, not only in assessed valuation, but also in physical area.¹ It cannot be denied that the present inaccessibility of many down-town centers is a strong deterrent to continued shopper patronage. With the growth of new commercial shopping centers adequately serviced with parking space, the merchants of the central business districts are beginning to request off-street parking facilities as top priority for any community improvement program.

The parking problem is increasing in many Kansas communities as there is a serious deficiency in down-town parking spaces. Private enterprise in remote cases has attempted to solve the problem of off-street parking, but high land costs, lack of available land, and the rapidly increasing intensity of the problem has prevented private owners from making more than a dent in the problem. There will be a continued rise in municipal owner parking facilities.

A city which plans to embark upon a city owned off-street parking project must look to the state enabling statutes as well as to its own financial policy before financing and acquisition of land can take place.

¹ "Municipal Provision of Parking Facilities", Planning Advisory Service, October, 1952, p. 4.

The city must analyze the parking need and in this way can decide to what extent the public as a whole will benefit from the newly furnished parking facilities. The city must decide whether the public as a whole is to pay for off-street parking or whether special beneficiaries should pay.

Another problem expressed by all communities interested in planning programs is the problem of finance. Many times the phrase is stated: "But where is the money coming from?" There is concern, not only for capital improvements financing, but also for financing the planning program itself.

Fortunately, recent events have greatly eased this financial problem. Due largely to the efforts of professional planners at Kansas State University, several new sources of professional and financial assistance have now become available to the cities of Kansas. Perhaps the most important of these new developments is the new availability of federal grants for long range comprehensive planning.

The Kansas Legislature, in 1961, established a State Planning Agency as recommended by Governor Anderson in his legislative message. The law became effective July 1, 1961. The new state agency, a division of the Kansas Industrial Development Commission, will administer funds made available under Section 701 of the Federal Housing Act of 1954 as amended. This agency will help cities, counties, and regional areas of under 50,000 population to become eligible for federal grants to assist in preparing comprehensive plans for the local community. Up to two-thirds of the cost of preparing these planning studies can be an outright grant by the federal government to the community through the State Planning Agency. Many cities and counties which have not previously had active planning programs can be expected to make application for these newly available funds and, consequently, a far higher percentage of

small towns now possess the financial potential for retaining professional planning assistance than was the case at the time this thesis was undertaken. Such problems and possibilities will be discussed at length in later sections of this study.

THE COMPREHENSIVE PLAN AND HOW IT BEST SERVES A COMMUNITY

To give reasonableness in planning action and to zoning, there must be an over-all plan. There must be big plans so that the little plans have meaning. There must be long-range objectives so that day-to-day actions will fit in and make sense over a period of years. Planning calls for determination by the community as to the kind of community it wants to be and involves a program of action for carrying out such desires. City plans are sometimes thought of as incentives for doing something over and above the usual level of municipal activity. While they do have this potential they also have another function of at least equal importance, that of making the "usual" activities more efficient and effective. Planning is essentially a function of the executive and legislative bodies of government, and they have separate but related responsibilities in the exercise of planning.

Planning must begin with knowledge and understanding of what the city is physically, economically, and socially. Then it must identify and appraise the forces bearing on the city and have some idea of trends, desires, and probabilities. After development and approval of the basic studies, analysis of problems, and detailed proposals for action have been made, the results are brought together into one coordinated document called the "Comprehensive Plan". This plan will differ according to the purpose for which it is prepared, the size and complexity of the community for which it is designed,

and the technical competence with which it is drafted. In any event, such a plan is not a final document. Rather, it is a starting point for continuing studies, expansion and revision.

The purpose of the plan is to propose an environment which meets the needs, desires and objectives of the people in the community as nearly as possible. The basic function of the comprehensive plan is to provide an outline for long term community growth and redevelopment. It provides a consistent framework within which individuals and public officials can make their own development decisions. The comprehensive community plan must provide for the harmonious and economical arrangement of land use, establish the location of transportation facilities, and locate and identify the necessary community facilities needed for the health, safety, convenience, and welfare of the people of the community. The planning commission uses the comprehensive plan to evaluate current community demands and requirements before making its recommendations on specific, immediate issues to the city or county governing body.

In simplest form the comprehensive plan concentrates on two basic ideas: (1) effective use of land throughout the area, and (2) needed services to the persons living throughout the area. However, the comprehensive plan should perform several major functions. The plan should serve (1) as a source of information, (2) as a program of correction, (3) as an estimate of the future, (4) as an indicator of goals, (5) as a device for coordination, (6) as a means for stimulating public interest and responsibility, and (7) as a guide to appropriate ways and means to carry out the plan.

A comprehensive plan may be concerned only with physical development within a community, or it may involve economic and social goals as well.

Where the official goals involve only physical facilities, as is commonly the case, there must be economic and social factors involved in the processes leading to solution. The preparation of a plan for physical development includes analysis of existing conditions and a determination of what present features are considered desirable to be retained and protected, and which ones should be proposed for change. Periodic modification of the plan to meet new conditions is necessary. Thus, the comprehensive plan is never a final plan; it is a reflection in physical terms of the community's ideals and objectives, and it should constantly change.

The basic elements of the plan for physical development include the major land uses - residential, commercial, and industrial; a plan for circulation of people and goods; a plan for major community facilities - recreation, schools, libraries, and fire stations; plans for public utilities and administrative and regulatory measures such as zoning and subdivision control regulations for carrying out the intent of the plan where private property is involved. The extent and detail to which these basic elements must be elaborated will depend on the size and complexity of the community.

A successful small-town planning program will be one in which the day-to-day actions of the municipal governing body reflects the various aspects of an over-all planning program, which in turn is based on policy decisions made by the legislative body with the assistance of the planning commission¹ on the basis of what the over-all community needs and wants.

The planning needs of any small community are distinctly the needs of that community. The growth patterns, economic position, historical background, traffic, population, and residential characteristics are distinct

¹"Planning Problems of Small Communities", Planning, 1954, p. 100.

to the community in question. Other distinct features are the aims, hopes, attitudes and future dreams of this community. A strong planning program must be developed within a framework of understanding of the local problems, local aims and desires, local historical background, the local economy, and other local factors of significance. No community is too small to plan, nor is it ever too late to start planning.

Another point to remember is that the local planning program, regardless of its professional merit, is only as effective as it is understood and supported by the local people. A comprehensive plan is a frequently revised policy statement. To be an effective policy it must be an understood policy. Zoning implements these policy statements; so effective zoning, too, depends on the community's understanding of the planning program, its objectives, goals, aims and purposes.

Five basic steps which initiate the planning process are: (1) determination of objectives and goals, (2) the survey stage, (3) the analysis and study phase, (4) the design stage, and (5) the task of achieving the plan.

The process is usually begun by the appointment of a planning commission. Active cooperation of public agencies, citizen groups and the local governing body is sought in order to insure understanding of the planning program as it develops. As technical studies are completed and phase studies are coordinated, preliminary hearings are held, the main proposals are reviewed, refinements and modifications are made, and finally, the full plan is adopted by the board.

Often when there is interest in planning in the local community, there is still a problem while selecting a planning commission of obtaining sufficient qualified personnel, both technicians and citizen members. Every effort

should be made to secure respected local people from various walks of life and various social groups in the town. In Kansas our statutes call for a planning commission of from 7 to 15 members and a zoning board of appeals of 3 to 7 members. In the Marysville case study an official commented that it would be impossible to fill all the positions of both a planning commission and a zoning board because all the willing people were already serving on other boards. Such beliefs raise a question as to whether the effective leadership of the town is really overworked or whether qualified people are being untapped because of their more withdrawn nature or because they are not part of the social group of those who control the local government. If there is truly a shortage of qualified persons willing to serve the community then it may be necessary to combine the function of the planning commission and zoning appeals in one board. In such a regrettable case, however, there will be a tendency for the immediate problems of zoning administration to push broader but more basic problems of long-range planning into the background.

The chairman of the planning commission should be a leader who can chair a meeting with authority, a leader who will stand and speak publicly in defense of the plan, a leader who will effectively win approval from the councilmen and a leader who can get the message across to the citizens in case their approval is necessary to get the council to act.

The newly formed planning commission should have in their possession copies of the General Statutes of Kansas of 1949 as amended, Chapter 12, Articles 701 through 706. This law is to be found in Appendix I of this thesis. A copy of Articles 716 through 721 which authorizes planning organization on a coordinated regional basis is also included (see Appendix I.)

These statutes state clearly the procedure for establishing a planning commission, membership, appointment, terms, and vacancies, meetings, powers and duties, plans and plat regulations, and budget and expenditures.

A necessary preliminary step in the creation of this planning commission is a preliminary appraisal of the nature and location of problems needing public action. Such investigation will disclose whether the needed control area calls for a city planning commission, a combined city-county regional board, or a city board with supplemental responsibilities for problems beyond the corporate limits of the municipality assigned by the county commissioners.

The planning commission is responsible for adopting and recommending to the City Council a long-range comprehensive plan to guide future physical development of the area and for recommending appropriate local regulations and procedures for carrying out such plans.

Planning commissions in small communities often ask: "What kind of a program can we adopt, and what kind of activities can we undertake so as to get a sound community development program underway?" Often they have limited funds or no budget at all and want to encourage citizen participation in the early planning studies as a device for getting work assistance as well as public support.

The commission's first responsibility is to make a thorough analysis of its community. Appraisal of the past, present, and the future is a necessary basis for preparation of a comprehensive plan to guide future development. Usually the first local concern is for the preparation of a zoning ordinance; however, it is important to stress that zoning acts only as a tool for comprehensive planning and that, unless an emergency situation exists which requires immediate control, zoning should be deferred until after a good start has been made on the plan itself.

During the time of initial plan making, and continuously thereafter, the planning commission acts as an advisory board over matters referred to it by the governing body and other agencies. Their duties according to the state statutes include reviewing and approving new land subdivisions and investigating and reporting upon proposed amendments to the zoning ordinance.

During the early months of initial community appraisal and comprehensive plan making more men will be needed than for later continuation and revision work. Following the completion of the comprehensive plan, the commission's activity will depend upon the nature of the community concerned. Commissions will differ greatly, according to experience and personnel in the amount of technical help and advice needed in making day to day decisions. Throughout the years following the passing of the comprehensive plan, the commission should re-examine the plan periodically, and, from time to time, make such changes in it as are necessary. Now and then the commission will be called upon to make detailed studies of individual plan projects.

THE AVAILABILITY OF PROFESSIONAL SERVICES TO SMALL KANSAS TOWNS

A very important dual question is that of how much technical help the planning commission must obtain to assist with various phases of the study, and how can such help be obtained within the limits of local financial resources?

It does not follow that, because a community is small, its problems are small or to be amateurishly solved. Professional guidance should be sought on at least the more technical aspects of the study. In most small communities it has been considered impractical and too costly to organize a resident planning staff to make initial studies and develop a comprehensive plan.

While some professionals might argue that no community can afford not to have professional assistance, experience has shown that few cities of under 20,000 are willing to budget for resident planning staffs unless non-local financial aid is involved. In any event, there will not be sufficient continuing work to keep a full-time planner busy after the initial phase studies in such small cities as we are studying here.

Three solutions to the problem of technical help that have been offered are (1) to combine the resources of two or more neighboring municipalities to employ a full-time planner or planning staff, or (2) to combine two or more adjacent governing groups, such as a city and county, for an enlarged regional basis for planning, or (3) to employ a consulting firm to make preliminary analyses and plans in a close working relationship with the local planning commission, and to supply necessary continuation services thereafter.

The planning consultant is a trained planner whose services are rendered to various municipalities for a professional fee. In cities where the resident planning staff is small or non-existent the consultant can be useful in undertaking the preparation of the comprehensive plan. However, the consultant's role should be supplementary to that of the planning staff where it exists. In too many instances, because such consultants have had questionable qualifications or were unfamiliar with local problems, communities have been left with an expensive plan which does not fit their community and with no one to implement it.

What can a community expect from a planning consultant? Very little, unless the community first knows what it is asking the consultant to do. The city must realize that, in the long run, the administration or carrying

out of the plan is a much bigger job than the plan preparation itself. The consultant selected must be both competent and conscientious to the basic needs of the community.

Trafton Bean, planning consultant with offices in Boulder, Colorado, offers some of the following as suggestions as to what a planning consultant should offer a community:¹

1. A method of solving planning problems. This includes subjects which are properly classified as planning - land use, central business district, schools, recreation, circulation, zoning, basic resource studies, subdivision, and other development regulations and capital improvement programming as well as urban renewal.
2. A background of planning education as well as experience. Standards are now recognized as a degree in planning, not just in a related field such as engineering or architecture, plus reasonable experience.
3. A strict policy of not doing private work in the same area where services are being rendered the governing body. This eliminates the necessity of deciding to accept a plat as a city advisor which the consultant has designed for a private subdivider within the city area.
4. Reasonable fee schedules. Be sure a realistic planning budget is adopted each year, and that a large expenditure one year is not expected to cover all needs for future years.
5. Willingness to sign a contract that can be cancelled. A competent consultant should prefer this type of contract as his work should speak for itself.

¹Robert L. Brunton, "The Community and the Planning Consultant", Planning, 1959, pp. 42-44.

6. Ability to adapt his services to local needs. Plans should be adapted to the particular community. What has worked well in other communities will not necessarily work well in the present needs.

7. Personal qualities and unquestioned ethics. Every recommendation from a consultant should be based on his best professional advice without regard for who may be involved.

8. A desire to gain public comment and an ability to work with people. A consultant should encourage public participation and should be able to work easily with a variety of groups and individuals.

9. A knowledge that consulting services should not end with the drafting of maps and writing reports. The technical advice offered is only as good as the implementation.

The community should look to the consultant, once selected, to provide his personal knowledge and experience on a continuing basis in assisting the community to develop its own plans. The consultant should not be a substitute for sound planning commission action and aggressive community participation. The experienced consultant will urge the community to develop its own qualified planning staff to work with him to provide continuing assistance to the community if this is at all possible. The consultant must help communities find the answers, not just sell them his answers.

Usually the planner of a small town whether he be employed as a resident staff or as a periodic consultant, will be an outsider, an expert. This may create special problems in close-knit small town situations. Small town leaders sometimes fear and distrust the outsider or the expert. If local people are not aware of any overwhelmingly complex problems in their local situation, they may feel that they know more about what to do than any

outsider could possibly know. The problem here is one of communications. Experience has shown that most small towns welcome the outside expert if they have become aware of local problems which are clearly beyond local capacity for solution.

One of the professional planner's responsibilities, particularly during the first steps of survey and analysis and plan preparation, is to work in such a manner that the planning commissioners themselves will learn the why and wherefore of these steps. If the commissioners understand the reasons for the procedures, they will be able to contribute to the preparation of the plan to such a point that a more realistic plan will result. But while valuable contributions should be expected from members of the planning commission, they cannot be expected to carry the full technical responsibility. There are few, if any, local persons with adequate leadership qualities and technical know-how who can see the plan through to accomplishment in most small cities. The typical planning commissioner will just not attend to his job the way he should. It is too much to expect most commissioners to do more than is required of them once a month at a meeting held for two hours on a Monday night. And, what good are plans if they are not completed nor put into effect?

In many Kansas towns a typical municipal staff includes the city clerk, a secretary, a public works foreman, and a town constable. Normally, they are overworked and underpaid and are not highly qualified for their traditional duties, much less those which may be placed upon them by the new planning program. These persons must be fully informed if the plan is to have a chance of success.

The inexperience of city administrative officials and staff can be partially overcome if the technical consultant will make their job easier for them by providing simplified forms and procedure sheets. Such forms can also advise the planning commission and zoning board of appeals on the procedure for conducting a hearing, and can supply reminders of considerations to be given before making a decision.

After the plan has been turned over to the governing body, the consultant's assistance will be needed constantly as the plan is put into effect because coordination of the various parts of the plan can become difficult. An especially difficult phase in most small towns is the implementing of those parts of the plan calling for enforcement of regulations such as zoning. To live together in a small community, the citizens must do business with each other, work together, and mingle socially. It is difficult to talk of fines and restrictions in this atmosphere.

A special problem that faces many of our small communities and the planners who may be involved is that of general apathy on the part of the citizens, the feeling that there aren't any serious problems in the first place, that what was good enough for grand-dad is good enough for today. A few may feel a need for zoning to keep out trailers. Others may be concerned with a stop light or industrial development or school conditions. However, few are taking a broad interest in their community. Few can see a plan beyond how it may affect a particular piece of property they may own. There are few organizations which will take an active part in planning unless special stimulation is applied. Here again is a special problem of communication and public education.

We can assume that because of the recently created State Planning Agency and because of the increased planning education activities of our universities, small towns will be increasingly exposed to the problems and possibilities of good planning. Professional planners will eventually be available to almost all the small towns in Kansas to assist them in their planning programs, thanks to recent federal aid legislation. But the ultimate responsibility for the success or failure of planning in any community must rest with its people and, particularly, with its responsible leadership. The planning commissioners, the private citizens, and the councilmen need to learn what planning is all about. The State Planning Agency has as one of its goals the building of small town planning programs for revitalizing such communities. The planning profession is building its available services as rapidly as possible within the state. But only the local community can make planning a success as far as its own needs are concerned.

COMMUNITY ANALYSIS AND BASIC PLANNING STUDIES

The community analysis and basic planning study phase of city planning is concerned with data collection and data processing in preparation for the future planning analysis. Involved here are studies of the economic base, climate, history, population, land use, vacant land, and the building conditions of the municipality. There is need to gather certain basic material about an area and the way in which it has developed before any real planning can begin. Often these early planning studies are termed as "preliminary reconnaissance" of the area and are preliminary to the detailed survey required in order to plan.

There are usually available for any area a number of statistics that will give a reasonably complete picture of conditions that exist. Such information will be scattered through many sources, some of them not readily apparent to inexperienced planners. Data can be found on the history, climate, population, employment, and other aspects of the area. In those communities electing to do a portion of the planning studies on a non-professional basis, one member of the planning commission might be assigned to the supervision of this data collection. He should have the help of a citizen committee or of an assigned public employee such as a clerk or secretary.

Major sources for such needed information can be found in the Federal Census, in the Kansas Agricultural Year Book, in the Kansas Government Journal, in various industrial development publications and in other locations to be mentioned throughout this thesis. Other valuable sources for both data and techniques include the state universities and the professional planners themselves. The American Junior Chamber of Commerce, along with the American Motors Corporation, has published a program for Community Development. The purpose of this brochure is to promote incentives among local chapters and members of the Jaycees and to encourage them to do community development work. This material is highly recommended for the planning commission to obtain for their library. (Note Recommended Library Material for the Local Planning Commission, Appendix II.)

The type and amount of needed data will vary from one community to another. Usually, the larger an area and its population, the more detailed the data should be. There are certain types of information that should be collected for each area, and other types that need not be considered at all in some areas.

It is important that the survey team be furnished with check lists which may be used as guides for their fact finding analysis. Most of the material needed has likely been published in some report or statistical source. After determining the data needed, it is necessary to know what has already been gathered or published, and from what sources the material is available.

Of first importance are studies of the structure and vitality of the community.

Economic Base Study

It is unlikely that any community analysis will ever be complete enough to answer all of the questions which might be raised in a community about its potential for growth and development. However, a solid foundation for answering most questions can be provided by a citizen group through a carefully developed economic base study. Such economic surveys have long been the responsibility of the planning agency. Making the economic forecast based on such data is a proper function of the planning agency. However, the gathering of material for a survey can be done by almost any competent group of citizens who have a thorough understanding of what they are to look for and where to find it. Committees of the local Chamber of Commerce are particularly suited to this type of work, providing, of course, that they remember the need is for fact and objectivity, not for propaganda and promotional material.

A knowledge of the structure and functioning of the urban economy is fundamental to all land use planning analysis. Studies of the economic basis for income producing activity hold the key to why a city exists in the

first place, and indicates how it has developed to where it is today and what its future prospects are. There are several approaches to the understanding of the urban economy. A study of national economic trends is important in projecting the long-range economic potential of the area being studied. If the community has a diversified economy it will have a particularly strong tendency to follow the national trends. Usually, the local pattern deviates from the national pattern, particularly where resources are limited and where the economy is built around one primary source of income such as agriculture. A regionally oriented economy is affected by other centers of activity in its immediate region and is ultimately linked to the national economy as a whole. Most small cities must be considered as inter-related segments of a regional economy.

The urban-centered approach to the analysis of the urban economy begins at home, but it seeks to explain the city's economic structure in terms of the goods and services it produces that are consumed outside the localized area of study. This concept holds that the basic industry, that is, industry producing goods and services which bring in money from outside sources, is the key to a city's economic strength, and this approach is receiving extensive application in city planning analysis.

In small city studies, investigations are necessary as to the extent that the city itself is a dominant urban center and the extent to which it is itself dominated by a larger city in the region. Failure by the community, either the small city itself or the larger region of which it is a part, to create new opportunities for employment will lead to economic stagnation or decline; therefore, the community must keep alert for new opportunities to develop its local and regional economy. The community must try to determine

its greatest potential for further growth and development, whether, for example, it is suited to being an industrial location or whether it is best suited to becoming a residential center in support of another primarily industrial center, and then it must attempt to find ways to achieve that local potential.

A group of local citizens can be appointed to conduct the necessary preliminary fact-finding studies pertaining to the economic conditions of the community. The Jaycee Community Development Series (see Appendix II) offers a source of questions to be answered about the economy. It is recommended that the survey group use these questions as a guide to their analysis.

Material of utmost importance for later economic analysis includes detailed studies on employment, labor skills and potential agricultural and industrial base, wholesale and retail trade, and additional base studies such as bank resources, postal receipts, and public utility data. Information on the local tax structure, on bonded indebtedness of all units of local government, on debt limits, and on real estate valuation are essential. The dominant industry in the area must be determined and its characteristics and stability given extra-careful scrutiny. Sources of untapped financial revenue, including federal aid programs, should be listed, along with pertinent information about such local potential.

In most smaller municipalities, employment may be categorized into chart and table form. Standard groupings of occupation are used by the U. S. Census in enumerating employment statistics. This group consists of: (1) professional, technical and kindred workers, (2) farmers and farm managers, (3) managers, officials and proprietors, excluding farm, (4) clerical

and kindred workers, (5) sales workers, (6) craftsmen, foremen and kindred workers, (7) operatives and kindred workers, (8) private household workers, (9) service workers, except private household, (10) farm laborers and foremen, and (11) laborers except farm and mine. Other classifications that must be recorded are unemployed, retired, and commuters to other communities. Years of available information will vary according to sources, but a sufficient period of time to establish definite trends should be included in the compilations. Three periods of time, 1940, 1950 and 1960 would be appropriate periods when using census materials.

Agriculture studies are a necessary part of the economic studies of all cities in Kansas because of the importance that enterprise has in the state and local economy. The Bureau of Census is made on a county-wide basis, and extractions of this information will be valuable to the local community. Farm labor is difficult to determine because of unpaid family members; however, the survey group should concern their studies with the full-time paid workers and owner operators. Some estimate should be made of the proportion of various kinds of farm products sold within the area and those exported from the local area, as well as of the distances to the market area and the existing or potential sizes of such market areas.

The industrial analysis should include detailed breakdowns as to the types of local industry and whether their goods are exported outside of the region, or are primarily for the immediate area. Kansas State University has been of special assistance to dozens of Kansas communities in this particular phase. Dwight Nesmith, Associate Professor in the Division of Engineering and Industrial Services, has conducted detailed community industrial surveys for over 100 Kansas communities since 1950. He assisted the Chamber of

Commerce of Marysville, our case study community, in such a study in 1953. Recently this Chamber of Commerce group has re-analyzed the industrial potential of the Marysville community and has prepared for publication a complete analysis of industrial sites along with air photographs of facilities designated for industrial uses (see Appendix X).

Wholesale trade in a community may be broken down into wholesale areas and location of establishments. Major purchasers of supplies or goods can be plotted on a map and a general outline area drawn within which most of the purchasers from that wholesaler will be included.

Retail businesses should be listed under major categories such as:

- (1) food stores, (2) eating and drinking places, (3) general merchandise, (4) apparel and accessories, (5) furniture and appliances, (6) automotive, (7) gas stations, (8) lumber, building material, farm equipment and hardware, (9) drug stores, and (10) other retail.

Where suburban shopping areas exist in a city, special studies should be made to determine sales comparisons between these facilities and those of the central business district. Later these studies might expand to include parking and traffic counts, and number of customers and their place of residence. All such studies, if possible, should be made for at least three time periods covering a number of years so that trends as well as facts can be established. Because of the natural reluctance of merchants to release such private information to fellow citizens in the community, some trusted outside assistance may be necessary on this phase of the study. Information available from the Bureau of Business Research at the University of Kansas can be of special help in the preparation of this phase of the economic base study.

The studies of public utilities for the economic base section of the plan should be a general resume, showing capacities and use statistics for water, sewage, and other public utilities, whether publicly owned or under private franchise, for several years. Any major plans for future expansion, present reserve capacities, indebtedness, and potential federal assistance for needed expansion should be noted.

A statement of the financial conditions of the government should be made, showing revenue sources, expenditures, and an indication of the local indebtedness of all units of local government, including the independent school district. Bank resources, postal receipts, and transportation facilities should be subjected to special study which will prove of value in evaluating the community.

Since few small communities can afford to hire outside consultants to conduct all of their fact-finding studies, a local group may be established and provided with necessary procedural information to conduct the local economic studies necessary for future forecasting. Experienced professional assistance should be obtained if at all possible, however, for the task of projecting and interpreting such data. The local group which collects the data should work in the closest possible collaboration with the planning commission and with the planning consultant. Properly programmed, cooperative efforts can be used to make the most of limited resources for study purposes.

Climate

Although local people may not at first understand the necessity of climate characteristics data, such material, developed on the basis of comparison to other regions, is an essential part of a planning study. It might

be considered as part of the economic base, or it might be developed as an independent section of the total report. Such information is essential in making predictions of economic growth potential and in determining other limitations in specific physical design. Extremely heavy snowfalls would discourage the development of commercial and industrial uses in the area if these facilities required good year-round trucking. A characteristic of hot summers requiring the expense of air conditioning would discourage some manufacturers from locating here; a characteristic of mild sunny weather would encourage others. The length of the local growing season for various crops is an important climatic factor in knowing why certain crops can increase the economy while others cannot survive.

Climate data will have only limited effect on the detailed physical planning of most areas in Kansas. It is invariably a factor industries consider in the location of new plants. Tourist trade depends in large measure upon the type of climate an area will have. Climate affects many aspects of geography and the economy of an area, including such things as human comfort, health, soil, livestock production, insect infestation, plant diseases and other factors of man's life. Any climatic factors which seemingly have an influence on the community should be analyzed in the report. Excellent sources for such information include Kansas State University, the U. S. Weather Bureau, and the Kansas Industrial Development Commission.

History

Why a community developed where it did and how it developed in detail are important to know. Such facts will assist in understanding or determining the future course such a community is likely to follow in the future. Facts

pertaining to the early settlement are also of special educational value in presentations to the public. The future of every community will have definite relationship to its past. Although the economy of many communities has altered, its past evolution is an important factor for growth predictions. The nationality and characteristics of early settlers helps to give reasons behind the town location, layout, parks, squares and other aspects of early growth. A comparison of early photographs of the first developments with present day conditions will prove most enlightening. Important facts to investigate include:

Date of first settlement;

Individuals responsible for early development, and their personal backgrounds;

Reason for selection of site;

Nationality and location of previous residence of early-day townspeople;

Original economic basis for existence of the community;

Dates of early annexations and subdivisions;

Economic factors causing growth effects in the area;

Dates of fires, floods, and public facilities installations;

Early transportation routes as well as existing highways, rail, air or bus lines.

It is important to know when a plan was drawn for the first streets. Along with this, recordings of additional subdivisions will prove useful in the study of growth and annexation. The location and cause of any catastrophe such as major fires or floods may point to areas needing clearance from fire hazard or areas that should be protected against flood damage. Although some of these early dates will be hard to find, this data will prove valuable in determining future courses to follow.

Geological or geographical information such as location of streams, rivers and lakes, their normal levels, depths and surface area, or the location of natural resources in the vicinity will be helpful in later studies. Investigation of the water supply or potential supply is important in determining possible industrial uses.

Photos and maps are important in any analysis. Historical photos for comparison with modern photos will aid in projecting over-all views. Maps showing influential geographic factors such as excessive slopes, floodable land and location of streams and rivers are important to any base map. Topographical maps are often difficult to find; however, they prove most valuable in projecting new development areas if they show slopes at five or ten foot intervals. Sources of this historical data may be found in local or state libraries. The State Historical Society often is very helpful in seeking early photos and early history. Local newspaper files will certainly give valuable information on dates and early development. Maps of all descriptions can be obtained from the State Highway Department, U. S. Corps of Engineers, U. S. Geological Survey, as well as local city or county engineers.

If the planning commission decides such fact-finding should be done locally, it might solicit assistance from local citizens and community groups to work on this part of the community analysis. Interested high school students might write an excellent history of their community if supervised by their history and English teachers.

Population

To the foundation studies of economic activity and historical data must be added an analysis of the existing population and its characteristics.

The purpose of planning is to provide a desirable physical environment for the people who live in the area being developed. Therefore, it is necessary to anticipate how many people will be living in that area during given future years, what needs and resources they will have, what age, sex, and other characteristics they will have, and how they will need to utilize the land to fulfill their private and public needs.

The planner is generally concerned with two types of population studies; current population estimates and projections of future growth or decline.

The population survey should begin with collection of information about the growth since the city was founded, the present composition as to age and sex, and the density or number and location of people within various sections of the city today.

The study of population is called demography and deals with the birth and death rates, the movement and distribution of people, and other variables such as age, sex, occupation, religion, educational attainment, and family composition and income. Thus the population analyst is concerned with sets of figures for three time periods representing the past, the present and the future.

Often it is difficult to obtain population data from the census records if the town is under one thousand in population. However, the court house assessment records are a local source of population data. Certainly it is difficult to find many useful breakdowns of labor force and retail trade or manufacturing industry in most small cities. If time is available, a census

may be conducted by the local citizens with the assistance of the planner. The work can be done quickly, and the results are most useful.

Information necessary to analyze the past population includes: community growth by census years, growth by age brackets and sex proportion by census years, school population by available census years, annexation factors in growth and other available information such as employment rates for past years.

The present population must be examined in order to bring the official population count up to date. This is accomplished by examining the present estimated population, and population density, composition, age, birth and death rates, income, schooling, and the number and size of families. Known decreases in population due to housing demolitions and factory closings need to be also taken into consideration. Current population estimates serve a variety of purposes in local government administration.

The planner is particularly interested in current population estimates. They are an essential basis for developing long-range forecasts of population and for determining whether periodic revisions in the projected growth pattern are necessary.

Even though our national population is steadily increasing each year, there are many American communities that are losing population. The people living in such communities must adjust to this changing situation. Many communities are responding to the fact of population decline by seeking out and acting upon ways of reversing the trend and setting the community back on the path of growth. Others, not viewing the population decline with alarm, are stressing the quality of living rather than quantity of community residents in their community. Nevertheless, new businesses are not apt to locate in a community faced with continuing population loss, and the young people are likely to set their sights on goals outside such a community.

Even the professionally trained city planner normally lacks the ability to carry out a complete range of demographic studies; however, he must be prepared to execute several types of investigations. Chief among concerns in preparing for land use planning are studies concerned with (1) estimating the current population, (2) population forecast, and (3) analysis of the composition and distribution of population. The Bureau of Census, in their periodic releases, Current Population Reports, provides estimates of current national and state population to supplement local data.

In making current estimates, it is necessary to consider major events that may have affected the normal growth trends of the local population. These major events include annexation, new residential development, large industrial or commercial expansion, and the presence of military activity in the area.

In order to compare the community at different periods, the birth and death rates must be used. A birth rate shows the number of live births per thousand people in a given year; a death rate shows the number of deaths per thousand people for a particular year. These are referred to as "crude" rates since they include children and elderly persons.

In Kansas there is considerable movement from one community to another as well as within the community. Questions about migrants that are of special interest are: (1) Where do the migrants come from? (2) What are their characteristics? (3) Why did they move? Frequently people move between communities of the same general nature. Presently there is a more pronounced shift, however, from rural communities to urban centers. Although the American farm population is now less than one-sixth of the total U. S. population, migration off the farm will continue to be a strong contributing factor to the growth or decline of the small community.

Migrants are most commonly found in the 15 to 34 year age group. In general, migrants are better educated than the non-migrants they have left or among whom they settle. Migratory farm workers, however, are exceptions since they do not settle down and since their educational levels are low. But those newcomers who seek to become members of a definite community do tend to fit this pattern.¹

Usually people move in order to better themselves. Mere dissatisfaction with one's situation is not in itself sufficient cause for migration as a rule. Usually there is information as to better opportunities elsewhere as well as the desire to change or to improve one's present situation.

Through annexation, cities increase the number of inhabitants by annexing the territory lying adjacent to the city. Anyone using population figures for a given area such as a community must be sure that the figures all relate to the same geographic base and that what seems to be growth is not merely the accretion of new territories together with their residents.

Only when the total number of people in a community is broken down into special grouping does the true importance of population analysis become evident. Common ways of making these divisions include sex ratio and age composition. One of the important facts to know about a community is the sex ratio, the number of men to each 100 women. Such information will help establish the existing and potential labor force and its characteristics, school and housing trends, and many other vital facts.

Age composition is determined by dividing up the population into age groupings based on five year intervals. Knowing how many youngsters there are

¹Irwin T. Sanders, The Community, p. 26.

under five, how many between five and nine years, and how many ten to fourteen will help in predicting the structure of the population five or ten years hence. Planning for the educational needs of the children must be done in large part in these terms of age distribution. There is a tendency for rural communities, which proportionally have many children and older people, to lose those inhabitants in the production age group to other areas of better employment. This means that these rural communities must educate the young and care for the old without the benefit of the relatively larger working force found in the cities - and the financial capacities they represent.

Other important factors which the planner must analyze before forecasting into the future include: (1) race composition, (2) marital status, (3) nationality and language, (4) religious groupings, (5) educational composition, (6) rural-urban distribution, and (7) occupation distribution. These factors can be collected in the small community with the help of citizen groups.

With this group of methods, estimates of current population can be derived by reference to observed trends which are found to bear a close relationship to population change and for which current data are available. When using ratio procedures to adjust the last census figures forward to the present and into the future, vital statistics, school enrollment, listings in city directories, numbers of electric meters or water meters, telephone installations, dwelling unit counts from land-use surveys, and lists of registered voters as well as other data may be employed.

The existing distribution of the local population can be summarized on a population density map indicating the average residential or lot area used by each family on a block by block basis. This map will show graphically the areas in which the residents live and the number of persons in each block or section.

After a population analysis has been made, a survey team may easily prepare such a population density map by using the county assessor's books to determine the location of the residence. On the base map the distribution of persons can easily be shown by placing a dot representing a given number of persons. In smaller cities, familiarity with local conditions may allow some simplification of these procedures.

Estimates of the distribution of the future total population among the various neighborhoods have obvious implications for the study of residential areas and their needed community facilities. Likewise, estimates of the residential distribution of school-age children will provide guides as to where schools should be located and how the estimated total land requirements should be allocated to the different parts of the city. The application of the existing population density studies will later assist the planner in projecting probable future density patterns.

The population analysis is a tool used by the planner for solving many planning problems. "Population" includes much more than mere numbers of people. The planner needs to know what kind of people dwell in the planning area, the type of life they lead or would like to lead, how long they will live on the average, and the length of time they are apt to live in the particular area. There is a need for data concerning what kinds of people will replace them when they move out, how many children they are likely to have, and the percentage of these children that will most likely remain in the local community. The more carefully such data is collected and projected, the more valid the projected basis for comprehensive planning will be.

Many communities have installed facilities which were unnecessary because estimates of future population were faulty; others have only belatedly

installed facilities which were vitally needed for the future population. In the past sewer trunk systems have been built only to have to be later replaced because the population either doubled or tripled that forecast for the area. Other examples of bad planning because of faulty population knowledge can be found where schools have been constructed where the population is aging rather than being replaced by young, child-bearing families. Narrow streets have had to be widened at great expense because of unplanned-for traffic increases. On the other hand, land often has been overly zoned for commercial purposes in the expectation of a vast increase in population which did not materialize resulting in scattered, unhealthy business development and a high rate of business failure. Many communities have been plagued by prematurely subdivided land, forcing expensive utility extensions.

The planner must be cognizant of the many different socio-economic groups presently located in a community. The groups may have differing population habits, differing population reproduction and death rates, as well as different attitudes about getting married, when to have children, and how many to have.

There are many generalizations which show differences in population habits. It is known that the size of the family tends to vary inversely with income and education; farm families are larger than city ones, and most foreign-born people have, in the past had more children than native-born people. These generalizations may not always apply as can be noted by the increased family size in some professional groups and those in higher income categories in recent years.

Perhaps the most important population study for planning purposes is the population forecast. Knowledge of current population estimates and studies of

the past and present composition and distribution of population are essential as a point of beginning in planning analysis and in the continuing task of revising and detailing features of the resulting plans. The population forecast is a most basic planning tool.

Population forecasts of an area are constantly sought by business, industry, government and individuals in order to make adequate plans for the future. Though estimates of future population are sought, it is important to remember that demographers are reluctant to engage in work in small, lightly populated areas because of the problem of forecast inaccuracies. They acknowledge the needs of city planners and recognize the dilemma, expressing hope that in time research will develop more specific guides for forecasting the population of small areas than now exist.¹

The accurate projection of population in small areas, such as a county or city of 5,000 population, is a much more difficult task than is a population projection in a metropolitan area. Some unforeseen event or influential factor such as a single factory relocation can drastically change the prospects for a small community, whereas the same unexpected change would be a minor element in a metropolitan total. For example, in a population analysis conducted for Burlingame, Kansas, it was noted that their population decreased during one year from 2,054 to 1,538 as a result of local mines closing down.

There are several methods used in forecasting population. The forecaster must choose one or the combination most applicable to the community, based on his past experience. The accuracy of different methods may vary greatly. There is some agreement that the longer, the forecast period, the smaller the area

¹Jacob S. Siegel, "Forecasting the Population of Small Areas", Land Economics, February, 1953.

for which projections are made, and the more rapid the growth that occurs during the forecast period, the less accurate the results are likely to be. Mathematical methods, used in early attempts to project population, involve the charting of past and present population data, the determination of trends, and the projection of these present population trends into the future. Mathematical projections can be made by projecting the average numerical population increase per past decade into the future. This projection assumes the continuation of the amount of population change observed in what is defined as the base period, the period from which the projection is started, through successive equal intervals of time. Still another system is the geometric projection which looks at population changes in terms of percentage changes rather than numerical changes.

A projected curve of past growth is the simplest method for a quick estimate of future growth trends, provided there has been a steady population increase in the area. Graphic projections involve plotting on a graph the known past population figures and projecting this graph by connecting the initial and final points and extending in a straight line. Another more meaningful way is to plot the past growth on semi-logarithmic paper and project the curve into future years.

Irrespective of what original assumptions might have been made, the planner must carefully determine the area for which he actually is planning. If, for instance, it is contemplated that an area will be greatly expanded in size during the period of forecast, then the present population of the expanded area should be taken into account as a starting point for projections. A comparison of the population of any area with the larger units of which it is a part, such as a county or the state, is always necessary when making forecasts.

A next step in analysis is setting a date to which population estimates are to be projected. Generally the smaller the area to be covered, the shorter should be the time of attempted projection. It seems advisable to restrict projections to a relatively short period of time, perhaps ten or twenty years into the future. However, since decisions must be made for facilities and services which may have a "life" longer than ten or twenty years, it may be necessary to compute population projections for a longer period. The greater inaccuracies in these longer projections will be periodically checked and adjusted during later years of the continuing planning process.

The professional planner is not interested merely in how many people will be in an area in 1970 or in the year 2000. He needs to know what kind of people they will be, in terms of age, sex, race and income. He needs to know what in-migration and out-migration will have been involved in the process of change. Census data gives information on age, race, and sex characteristics and characteristics of the labor force. But, a major defect of census figures is that, since the census is taken only every ten years, the data decreases in accuracy later in the decade. A comparison can be made of current population data with that of previous decades by using local annual census data. This information is available in local county seats and is of great value for annual comparisons.

Three factors which account for all change in population statistics and which the planner must take into consideration are: (1) fertility and mortality, (2) in and out-migration, and (3) annexation of territory. There are a number of measurements of birth rates. One of the most widely used is the "crude birth rate" or the number of live babies born in any one year per thousand of the total population. A refinement of this is the number of births per thousand

women of child-bearing ages (15-49). The "fertility rate" is the number of children under five years of age per thousand women of child-bearing age.

Mortality rates are usually expressed as the number of deaths per thousand persons in the population for any one year. Sometimes mortality rates are expressed in ratios of deaths to the number of persons in different age groups of the population.

A major source of population change is migration. One of the chief causes for migration into or out of an area is the presence or absence of job opportunities. The planner must evaluate the employment situation for future years in his community in order to make any assumptions about future migration. Common causes for migration can be found among such factors as the existence of better economic opportunities, milder climate or better living conditions or housing in another community, or other factors such as individual health, educational opportunities, and retirement possibilities.

Another major population projection method has been labelled analytic because emphasis is placed on reasons why population numbers and characteristics change. This method involves discovery of the factors that influence present and past population increases and decreases as a basis for projections into the future. Projections are often made based on relationship to known growth in other areas with similarities to the community being studied. The relative rate of past growth in the community and in the region which surrounds it is a most common method of comparison. A graph can be made showing the relationship of growth that the particular area bears in comparison to its economic region, to the state and to the nation. With such information, state, regional, or national figures can be used as a basis for local projections.

A reliable method of population prediction is one which projects net migration and natural growth. It is most accurate for periods of time not exceeding twenty years and in areas where natural growth is expected to be the main source of change. The direction, composition, and approximate volume of net migration in or out of the area must be determined. Later factors that have influenced the migration must be ascertained.

The most accurate and also the most time-consuming method of projecting the natural increase in a locality is the "Cohort-survival" technique. In general, this is obtained by adding the survivors of babies born to former residents and to newcomers during the period. Thus, accurate projections can be made for total population and also for each age group within the population. A detailed example of this method can be obtained from the American Society of Planning Officials report called Population Forecasting, Information Report No. 17, August, 1950.

It must be remembered that there are many varied factors influencing birth and death rates and migration rates. Yet, accuracy is essential since much of the master plan will be based on such projections. Even the professional planner may seek the aid of a demographer especially trained in the technical study of population, and he should work closely with the demographer to constantly relate planning considerations to statistical manipulations. Local planning commissions can do much of the preliminary data collection for population analysis and forecasting themselves. But, experienced professional assistance in at least the projection and forecast phase of work is essential.

Population projections, like master plans, must be revised quite frequently to maximize accuracy and validity. In a community of 100,000 persons, an estimate of 4,000 too many children of school age could cause disastrous

results in the construction of community facilities. Any work involving the future must involve guesswork. But the planner can at least use enlightened guesses if he is aware of the many complex interacting forces that influence future population numbers, composition, and place of residence.

Existing Land Uses

Another foundation study, along with the investigations of economic base and population characteristics, is that of existing land uses. Citizens of the local community might conduct such a study for themselves. Interpreting and projecting such studies, however, demand trained assistance.

Land-use studies are designed to provide basic data on land characteristics and the various activities that presently occupy land in the planning area. The existing land uses of a city, along with the population densities and other characteristics involved with such uses, serve as a guide for the planning and projecting of major streets, schools, recreation facilities, and for zoning. Land-use data is used in analyzing the current pattern of urban land use and serves as the framework for formulating the long-range land-use plan.

The community is a complex organism, constantly changing in a variety of ways to meet new needs and conditions. As the community grows older its physical parts become obsolete and should be rebuilt. Thus planning requires both knowledge of the broad characteristics of the urban pattern and quantitative analysis of the space devoted to each type of land use in the specific locality.

A simplified guide of survey methods and procedures for conducting a land-use survey for counties, districts, and small municipalities should be prepared for the survey team. Included should be detailed instructions for making land-

use survey maps, materials needed, land-use analysis guides, and a list of land-use classification categories.

This section will describe a technique of land use investigation used in Marysville, Kansas as since revised by the author with special reference to situations commonly found in small cities in Kansas. It has been designed for use by the local planning commission so that they may better understand the methods normally used by the professional planner. In the Marysville case, an earlier version was used as a do-it-yourself guide to enable the planning commission to conduct its own studies. The author made a number of procedural suggestions during the course of the Marysville study and believes that the resulting opportunities for observation of the success or failure of various techniques as applied by amateurs has substantially improved this report.

Since maps provide one of the best media for recording and summarizing data descriptive of the urban setting, it is wise for the planning commission to review its mapping needs in preparation for the land-use study. The following discussion is particularly applicable for the smaller community where resources are limited or in the community where planning is a newly established function.

Land-use planning analyses call for a variety of maps which provide a basic description of the physical layout of the urban area and also provide a base for plotting and analyzing information assembled in surveys.

In the preparation for a land-use survey the planner makes use of an assortment of maps, depending somewhat on what may be available from the city and county. A good base map can usually be obtained from the city engineer or the city clerk; however, a planner should be prepared either to make or

revise the map of the city. A good base map or maps should show all existing roads, streets and highways, railroads, public utilities and principal lands in public and semi-public ownership such as schools, cemeteries, airports, parks, and reservations. Ponds, lakes, waterways, as well as old river beds should also be indicated. The base map should have sufficient detail to identify individual lots, as well as individual property ownership. This usually requires additional preparation of the maps by checking with the county clerk's office, but time will be saved when locating the termination of one land use and the beginning of another.

Where available, engineering maps at scale 300 to 500 feet per inch can be excellent for final recording of information. A somewhat larger scale for field work sheets, particularly in congested areas, may simplify note-taking. In the Marysville study, good maps at one inch equals 300 feet were available. These were blown up to double size for field sheets.

For accuracy in the field, it is suggested that the survey team use colored pencils for quick color-code markings. A black lead pencil for notes will be needed, as well as a hand sharpener. Additional useful items include erasers, a straight edge and a clip board. It is also recommended that each section of the base map be placed on a piece of heavy cardboard to hold the map or map segment flat for marking.

Aerial photos or mosaics may also serve as excellent references during the land-use survey. For ease of reading, key streets and municipal boundaries should be identified on such photos. Most areas have been photographed from the air at some time by an aerial photo organization or by a government agency. The Marysville city clerk's office came to the rescue as they provided the survey team with the latest aerial photo, taken by the Corps of Engineers in 1959.

Property tax maps, topography maps and other types of maps, where available, can also be of great help. One particularly useful map type, the Sanborn Map, was unfortunately unavailable in Marysville. The Sanborn Map Company has developed maps and atlases for many communities in the United States. These maps are plotted on uniform size sheets at a scale of one inch to either fifty or one hundred feet.¹ These maps show streets, blocks, lot lines, structures, railroad tracks, and other features of the landscape. The materials used for construction, use, height, shape, and other characteristics of each structure are designated by various conventions. The Sanborn Map Company maintains a nation-wide service which enters corrections at frequent intervals.

Before a system of land-use map classification can be adopted, much thought and study must go into the detail and form of such a system. A system too narrowly conceived can handicap a planning agency's general program, and once a classification system has been adopted, later corrective changes can create many problems.

Although there is considerable uniformity in the classification systems to be found from one city to another, there is no universally recognized standard classification employed in the United States. Fewer classes are generally needed in small communities than are required in large urban centers. Within cities of similar size there may be some variation in land use categories necessary to bring out special classes of uses peculiar to one city. Since land-use patterns vary from community to community, the classification system adopted by a planning agency should correspond to the types of land-use existing in the planning area.

¹William Applebaum, Readings in Urban Geography, p. 270.

In the study of urban land-uses, we are concerned with surface utilization; therefore, all land in the study area must be considered to be developed, vacant, or water area. Developed areas include all those which are used for purposes that are recognized as urban in character, whether public or private, and whether devoted to an open use such as parks or playgrounds, or to a site use such as residential, industrial, or commercial. Agriculture and vacant land is that not presently in an urban use even though it is potentially available for development. Thus for our purposes, agricultural land is considered vacant land. Water areas include natural and artificial bodies of water and are only classified as a use when within a park or recreational area.

Urban land may be categorized into these generalized land uses: residential, commercial, industrial, parks and recreation centers, public or quasi-public facilities, railroads, and vacant or agricultural lands.¹

In residential uses the single-family (SF) dwelling is a detached structure used for residence by one family or household alone. The two-family (2F) dwelling units include such structures as a duplex essentially designed for two families. Multiple-family (MF) dwellings include tenements, apartments, residential hotels and dwellings which house three or more families. A special residential classification may be needed for trailer courts.

Commercial uses include all land and building wherein trade or business is conducted. Local (neighborhood) businesses (LB) are those business activities associated with residential neighborhoods and frequently visited by the housewife. Home activities (HB) are generally classified as local business but are usually located in the home. These require special attention

¹Local Planning Administration, p. 98.

and handling in a zoning ordinance. Offices (OB) should include all offices of a professional and business nature. The general business (GB) includes all other businesses that require a large area of service in order to prosper. Intensive businesses (IB) are all those commercial uses that are associated with recreation and highway uses. These include theaters, pool halls, roller rinks, bowling alleys, golf driving ranges, and private golf courses.

Industry is divided into two types, light and heavy. These terms are in common usage to distinguish unobjectionable industrial processes from those which are considered as objectionable. Light industrial (LM) areas include all warehouses and any light use which is not a significant problem to neighboring properties because of danger of fire, smoke, noise, odors, or traffic congestion. The heavy industries (HM) are all industrial activities which may be of dangerous or nuisance producing character.

Public and quasi-public uses include city property, airports, public and private schools, churches and cemeteries, and other institutional property. For rural areas and small municipalities a smaller number of colors will be used, one for public and another for quasi-public. Symbols that might be used for public uses are schools (E, JH, or HS), public administration buildings (A), libraries (L), parks (P), hospitals (H); for quasi-public uses churches (CH), private schools (PS), clubs (C), and colleges or universities (U).¹

In rural areas agricultural land can be generally classified either as crop land (AC) or primarily for livestock production (AL). Land indicated as vacant (V), will be that land in no apparent use. A note will usually need to be made as to the condition of the vacant land, such as flat, swampy, or wooded.

¹Making a Land Use Survey, 1959, Colorado State Planning Division, p. 4.

The land use survey is designed to provide basic data on land characteristics in the planning area. The land-use survey and its analysis are essential tools in the preparation of the long-range, land-use plan. Depending on the size of the community, the time available, and the qualifications of the survey team, the actual land-use survey can be accomplished either on foot or by automobile - "windshield inspection".

As with all research, the land-use survey should be planned and programmed in advance. The purpose of the survey should be identified, and the amount of information and the degree of detail should be agreed upon. Further, the survey technique should be agreed upon and should be presented in graphic form for ease of reference in the field work.

Prior to the field investigation, a careful examination of existing sources of data should be made to avoid unnecessary duplication of effort. Preliminary work should include information as to street and lot lines, and such data as can be secured from city clerk files, insurance atlases, real estate atlases, and aerial photographs.

For most small communities, the "windshield" inspection survey is the simplest type and is quite adequate for major portions of the town. If an automobile is used, at least two persons are required. One should do the driving while the other records the observations. In scattered areas and residential districts, windshield inspection is quite satisfactory. In areas of mixed land use and in the central business district, the survey should be done on foot.

When all foregoing advance preparations are completed, including any necessary publicity of the survey which will prepare the way for the workers, the survey may be started. Each team has the necessary maps, pencils, and classification of uses which were determined prior to the survey.

In each lot is designated the land use corresponding to the field legend. If the lot is occupied by a single family, then an (SF) is written in the lot. If the lot has a neighborhood grocery store, then it is indicated as (LB). Should the lot have a two-story structure housing a family and a general retail business, it is considered a mixed use; a diagonal line is drawn through the lot and the half abutting the street is designated with the principal first floor use, the other with the second floor use. When the property is vacant it is marked with a (V). In the case of farms, however, the farm residence and the more intensely used home may be classified as (AC).

After each day's work is completed the survey team should record on the map the date and their names. When all the areas of the town have been surveyed, the land use data is transferred to the final map. Usually the final map is prepared in vivid colors to emphasize each of the separate uses as well as the over-all pattern. The field sheets are retained for reference and record purposes.

While color symbolism may not be as precise as letter identification, color maps can give a more useful over-all picture of city conditions than can the alternative method. To achieve this pictorial presentation the color symbolism should relate to the type of use: agricultural or vacant land should be left blank, low-intensity uses such as residences should be light (in the yellow-orange range), commercial will show as red, industrial uses will be indicated by darker, more obnoxious colors, parks should be green, and special problems such as bad traffic generators should have special identification for pinpointing. A detailed list of suggested colors is found in Appendix VI of this report.

The final land-use map emphasizes each classification or type of use of land in color or by an appropriate symbol representing a particular use classification. Where the entire lot is devoted to one type of land use, the entire area in that single ownership is a solid color. Where a lot is devoted to more than one use, the lot should be split and corresponding colors used. Home business or industrial uses are indicated by a spot of color within the appropriate residential color for the entire lot. As a general rule, show the first story use only and omit indication of any of the upper-story uses on the final map. Where a small structure is erected on open land, indicate by a dot of color of convenient size. Outdoor advertising signs are indicated with a short bar in an otherwise vacant lot. Single house trailers in rear yards or residential land or vacant lots, may be indicated by a rectangle of color for trailers.

Upon completion, the existing land use map should be entirely colored except for vacant land areas. The map provides a visual guide of just how the land is being used presently. It should indicate a pattern which has already developed in the municipality. The map can be used to determine commercial markets, to locate institutions such as churches and schools, and for the drawing of a future or ultimate land-use plan projection which envisions the municipality's future land use as the planning commissioners think it ought to be.

The work of assembling and summarizing land-use data as described represents a considerable expenditure of time and funds. Every effort should be made to maintain this basic tool in up-to-date form so as to avoid a repetition of this operation in the immediate future. This is easily accomplished in communities that have building inspectors or requiring building or

occupancy permits. Each month the records of the city clerk's or building inspector's office can be checked and the necessary changes or additions made. In cities not requiring these permits, some changes will go undetected. In this case, it will be necessary to make periodic field checks to record all new construction and its use.

Vacant Land Study

There is usually a large proportion of the area within the corporate limits of small municipalities that is vacant, recently annexed parcels, land that has never been developed or land which has become vacated. Often a large part of the vacant land is used for agricultural purposes and may consist of excessively steep or low land which, under older standards, was not considered suitable for subdivision. It can be seen, by the land use map, that the central part of Marysville is intensively developed with little vacant property available for new schools, parks, and other development. This intense development has its advantages in that the greatest possible use is made of streets and utility systems.

The purpose for classifying vacant land is to determine its suitability for various forms of urban development; for industrial, residential, recreational and other classes or land use. The vacant land study identifies the potential of vacant and open land for development, taking into account the topographic features and the presence or absence of such man-made improvements as streets and drainage facilities, accessibility to railroads and other transportation facilities and the existence or availability of public utilities such as water and sewerage systems.

A simplified system of vacant land classification must be developed to reveal the suitability of vacant land for major uses. The topographic and drainage characteristics will indicate whether the land can be built upon. Land which has a slope of less than five per cent is adequate for most uses, including industrial sites. Vacant land designated for residential uses should have water supply, adequate means of sewage disposal, and proximity to schools, playgrounds, and neighborhood shopping. Later in the land use planning stage other factors are taken into account, such as the availability of the property for development, the land value structure, and cost-revenue considerations.

The terrain and drainage characteristics are usually determined by the use of topographic maps and aerial photographs which provide a suitable basis for estimating the terrain characteristics of the large open areas and the rural fringe section of the community. The field survey is generally confined to the classification of vacant lots scattered throughout the built-up portion of the urban area.

Vacant land is usually classified according to the ease in which it can be developed. The simplest system of classifying vacant land is to categorize it either as prime or marginal land. Lots and areas judged suitable for building use are classed as prime for urban development. Other areas judged unsuitable for building without extensive preparation or modification of the terrain are defined as marginal land. Generally marginal land is too low, marshy or subject to flooding, or it is too steep to be suitable for building. Prime land is all other land suitable for building as determined by the economics of the local community.

Making the preliminary evaluation of the topographic capabilities of vacant land is relatively simple. During the land-use survey, the scattered lots and small parcels within the built-up portion of the community are tentatively listed as to whether they are prime or marginal. The actual notation used in plotting the land classification of field sheets can be a simple VP for vacant prime and VM for vacant marginal.

At the conclusion of the field survey and after the land-use map has been prepared, this preliminary classification of vacant land can be extended to the large undeveloped tracts and open land in the fringe areas. The first presentation can easily be made by tracing over the land-use map. All vacant lots classified in the field are outlined and their appropriate classification noted from the field sheets, and then the larger portions of vacant land on the fringe areas are also classified using topographic maps. Special investigations will be necessary in outlining lands subject to periodic flooding. The end product of this land classification operation is a graphic representation of buildable and unbuildable areas, prime and marginal land.

The vacant land data is presented in map form somewhat like the land use presentation. The map is called a land capabilities map and the map looks somewhat like a photographic negative. All the areas in urban use are designated in black and a system of cross hatching, using Zip-A-Tone, overlaying the white areas will show definite distinction between the prime vacant land and the marginal vacant land.

The resulting presentation, while providing a reasonably complete picture of vacant areas, does not show areas which are available for urban use. Other supplementary investigations will be necessary to show if the property owners are willing to release their property for urban development, whether there is

a clear title, and whether property is held in trust or restricted as to future use by covenants. It is conceivable that "unavailable" property will become of such vital importance to a sound growth and expansion of the urban center that the power of eminent domain will have to be invoked to obtain a piece of property for the use indicated in the comprehensive plan. However, in many small communities, because of the close relationship of most citizens, there is a tendency to refrain from using the power of eminent domain. These communities would rather pay a greater price than to use such a power.

Building Condition Study

An analysis of the building conditions is needed to determine which parts of the community are so far deteriorated that they need to be cleared and redeveloped or improved by the remedial treatment of rehabilitation and conservation. The examination of a community's residential, commercial, and industrial areas can be obtained from a survey of structural conditions; however, there is an important need for professional analysis of the community building needs that will later be required for further studies.

In the preliminary studies which the community conducts on its own, a survey team of local citizens can conduct a "windshield" survey from a slow moving automobile. This information can be recorded on a base map of the community showing the outline of the buildings. Full building condition studies are based on the individual structural unit basis and include items on deterioration, maintenance and state of repair, safety and sanitation factors, degree of crowding, structural material, and building height. Obviously, such detailed information is not possible with the "windshield survey" technique. However, such a preliminary study can identify the buildings or neighborhoods where more detailed investigations are needed.

Factors of blight in business, wholesale, and industrial areas are more difficult for the local citizen to evaluate than are residential problems. However, the field survey will provide information on vacancies and general structural conditions which provide a crude basis for classifying these areas for various forms of treatment.

What are the items the survey team must look for? It will have to judge on the basis of what it sees during the windshield survey. The investigators must decide on the condition of the building from an exterior observation. It is impossible for them to see all the bad features which make a unit dilapidated. Some deficiencies, such as enclosed beams which are rusted, or, if wood, termite ridden or rotted, could be revealed only by an on-the-spot inspection.

A dwelling unit may be classified as dilapidated if it has serious deficiencies, is rundown or neglected, or is of inadequate original construction so that the unit does not provide adequate shelter or protection against the elements. A dwelling unit should be reported as substandard if it is below the general accepted minimum standard for housing (by local standards) and needs to be torn down, extensively repaired or rebuilt. Suggested standards and criteria for such determination can be obtained from the U. S. Public Health Administration.

The type of deficiencies to look for relate to weather tightness, the extent of disrepair, hazards to physical safety of the occupants, inadequate or makeshift construction, lack of electricity or inside plumbing, or overcrowding.

In many of the units classified as sub-standard, a number of deficiencies will be noted. In some cases, however, a single deficiency will be critical

enough to warrant classifying the unit as sub-standard. A sagging wall or roof indicates the lack of proper support and the unsound condition of the structure as a whole. Other units may have a combination of minor deficiencies in sufficient number and extent to justify classifying the unit as substandard.

Buildings may be classified as in fair condition when they are noted to be in need of minor repair such as needing paint or re-roofing.

In appraising the condition of a house, consider accessory buildings only if used as part of the living quarters. Usually a shed can be ignored if used for storage or other nonresidential purposes. However, such conditions may detract from the general appearance of the lot and the neighborhood. Such buildings often will cause the lot to be classified as in need of minor repair. Units may be considered substandard even though they appear in good condition from the front. Buildings in questionable areas should be appraised from the rear as well as from the front.

In preparing the Building Condition Map, preliminary structural standards must be discussed with the survey team. All buildings should be classified in one of three categories. Good structural condition describes those buildings which from casual exterior examination have sound and adequate foundations, exterior walls and roof, and have had the benefit of good maintenance. Buildings in fair structural condition are those which are of sound structure but which require such repairs as re-roofing, re-painting and a minimum of light repair to become totally standard buildings. Buildings with totally deteriorated outside walls or roof and dilapidated foundation are to be classified as poor. Usually buildings in this group have depreciated beyond the point of economic usefulness and should be demolished and the land cleared for redevelopment.

Prior to the field mapping, the location boundaries of the lines delimiting parcels or lots of land should be checked. These should be sketched in at the approximate limits of each property unit. A map showing the placement of buildings on each lot will be of great benefit. If this map is not available in the community, then each building should be sketched on its lot. Here it is important to check any overlap of the property line and to note inadequate front, side, and rear yard setbacks.

Usually it is advisable for the building condition analysis to be taken separate from the land use. However, an experienced survey team might record all the necessary information from one windshield survey. The following list will be of benefit to the survey team in their field coding method.

1st entry - Land Use

Single Family (SF)
General Business (GB)
Light Industry (LM)
Public (P)

2nd entry - Number of stories in the structure

3rd entry - Initial in letters indicating the type of construction

f - frame
b - brick
p - plaster
x - others (specify)

4th entry - Structural defects

P - poor: sinking foundation, sagging roof, walls out of plumb or rotted, loose or missing materials
F - fair: needs painting, roofing or material replacement
G - good: none of the above defects noted

Example: A two-family home, two stories, frame construction in poor condition would be recorded as:
2F2fP

After the completion of the field works, a map is prepared showing the condition of buildings in the community. This map will indicate those areas which are substandard and badly in need of repair. This map will provide a picture of buildings and their conditions which will be of use later in the preparation of the comprehensive plan.

The building condition survey can easily be conducted by a group of local citizens; however, careful observation is necessary to note conditions that are substandard. A factor of key importance is to have the same survey team conduct the entire study. If two or more teams are used there will be conflicts in interpretation and classification.

SPECIFICS TO BASIC PLANNING STUDIES

To the foundation studies of economy, population, and land use must be added studies that are specific to a particular aspect of planning, such as traffic analysis in relation to street planning, public utilities and any special problems such as, for example, a flood protection project which has been authorized by the Corps of Engineers for Marysville.

A community should establish as a guide a generalized concept (present and projected) of the pattern of the major land-use functions of the community and of the distribution of population in relation thereto. This pattern, together with major channels of movement, major thoroughfares and other transportation routes, makes up the basic structure of the community. Into this structure are fitted systems of physical facilities providing a variety of utilities and educational, social and cultural services.

Projected Land Use

The future land-use plan shows what land, and how much of it, is likely to be necessary for various uses. This plan indicates the location and amount of land to be used for residential, commercial, industrial, transportation, and public purposes. The land-use plan should make clear present uses which are to be retained and those which are to be changed, indicating the future desired use.

Fundamental to the projected land-use plan is the appraisal of population characteristics and trends on which to base future population densities within the community. In addition an understanding of the economic factors which influence community growth and development is basic to determining the areas of land which should be allocated to various categories of uses.

A fully developed land-use plan shows the location and area for the following uses:

1. Residential
2. Commercial
3. Industrial
4. Schools
5. Cultural - libraries and museums
6. Open areas - parks and recreation
7. Hospital and health centers
8. Welfare centers
9. Public buildings and institutions
10. Transportation

A carefully developed projected land-use plan is based on the economic forces which affect the community, the economic characteristics of the community itself, the community's potential for economic growth, its population characteristics and trends, and locally established criteria for establishing space requirements for various types of uses.

Although essential to any ultimate master plan, projection-type studies were, in general, not attempted by the Marysville Planning Commission during the author's periods of assistance and observation. It is, therefore, impossible in this report to evaluate the ability of even one group in doing such projection work on a self-help basis.

This is not to say, however, that such projection or prediction phases could be completely ignored in the limited land use and zoning studies which were attempted during the author's involvement. The development of even a simplified zoning map involves assumptions as to the expected and desirable growth or change in the community. There were numerous discussions of such future needs which helped to give basis for the zoning district map and, also, to impress upon the planning commission the need for further study and more adequate projections as a basis for future refinement and revision of the zoning regulations.

Street and Traffic Conditions

Traffic planning is a complex problem requiring professional assistance. It is doubtful if local efforts can significantly reduce the essential costs of such studies. However, a survey of existing street conditions can easily be conducted by a citizen group using the windshield survey, and such an investigation will be of value to the comprehensive planning effort.

A map should be prepared for the planning commission showing the type of surface, condition of each street, and the presence of curb and guttering. Standards can easily be set up for use on the following specifications:

- (a) Type of surface: May be classified as concrete, bituminous, brick, oil penetration, gravel, and unsurfaced (sand or dirt).
- (b) Street conditions:
 - Poor - unfinished surface, presence of potholes or settlement.
 - Fair - presence of cracks or surface spalling of material.
 - Good - none of the above defects noted.
- (c) Curb or gutter: Either present or absent.

The city clerk of Marysville prepared the street condition map using a color legend for the different types of material used in street construction. Where there was a presence of curb and guttering a heavy ink line was placed on the street line. The use of letters (P - poor, F - fair, and G - good) for street conditions was placed in each block.

After an explanation of what information was necessary for the street condition study, the Marysville city clerk drafted a street condition plan based on his knowledge and a survey. This diagram was drafted using the above-mentioned legend and later was reproduced for the planning commission.

Traffic Circulation

Such a plan shows the location and types of all routes (existing and projected) required for the efficient movement of people and goods into, about, and through the locality. This plan should also show the terminal facilities provided in relation to the circulation network including automobile parking facilities. The circulation plan shows:

1. Major thoroughfare systems
2. Transit systems
3. Railroad systems
4. Airports
5. Defense and military routes

This plan can become the basis for a program of improvement of streets and highways as it includes a complete and continuing analysis of local street pattern and travel needs. It will suggest ways to reduce or eliminate adverse traffic conditions in residential areas.

Although the Marysville Planning Commission made no effort to do a circulation plan of professional quality during the period of this observation, it did find that an investigation of at least the existing circulation patterns was essential to any zoning study.

Public Utilities

Public services are supplied a community in response to existing and prospective patterns of urban development. The need for these services must be anticipated and provided for in close coordination with changes in land use and future plans. The planning commission has the responsibility of relating the demand of such facilities, as generated by land use, to existing or needed supply of utilities and services.

The planning commission should secure utility maps showing the areas served by water and sewerage systems for their use throughout their planning studies. These maps are usually available in the office of the city clerk or the city engineer. Usually there are detailed engineering studies on public utilities which may prove of value to the planning commission.

Other maps which will be of use to the planning commission are those which show the existing electrical and telephone lines. Another map which will be of use is the gas service system. Usually all of this material can be secured from the city clerk or from the local utility companies.

The projected plan for public utilities designated the areas served by the present systems and the areas where facilities are to be retained or extended. This plan shows the location for new utilities and the proposed extension of water, sewer, power, and other public utilities, including the location of utility plants, and waste disposal facilities. While a local community may be able to make some evaluation of its existing public utilities and their adequacy, it would be foolhardy for it to attempt any projection of such needs without qualified engineering help.

One of the finest opportunities to express the civic pride of a community is through the adequate provision for, and the careful planning and maintenance of the public properties in the city. Attractive and adequate public buildings and well-maintained schools, parks, and playgrounds indicate the interest and pride of the citizens in their community. They make a city a desirable place in which to live, and they make that community a more attractive spot for possible industrial location.

One of the largest governmental problems today and one of the most important aspects of planning is to provide adequate schools. Proper planning through coordination of subdivision location, character and growth, school location and capital improvement budgeting, can greatly reduce the expense of school construction and administration, and at the same time it can provide the growing community with the proper school facilities.

Another factor of key importance is the community recreation program that is offered to the citizens. Areas for public recreation are no longer considered luxuries; rather, they are necessary if the city is to provide recreation for its citizens. These facilities should be of several types, serving all age groups with both active and passive recreation. These areas include the neighborhood playgrounds up to and including the large playfield.

Marysville is presently served by two fire stations. They are, however, so close together that they operate almost as one station. The adequacy of fire defenses in a town directly affects the classification of the city and its resultant fire insurance rates. The driving distance and time from the stations to the most distant points of the city are two of the considerations which affect the efficiency of the system and should, therefore, be parts of the comprehensive plan.

Additional maps should be prepared on community facilities, to assist in the accumulation of pertinent data about existing conditions in the community. After the land-use map has been prepared, the same survey team can also draft maps showing present community facilities. A map with existing fire stations and fire hydrants can be prepared simply and quickly. Areas presently used by schools, parks, and other recreational areas can easily be colored on a community facilities plan.

This preparation of community information is time consuming and often costly. When a community becomes actively engaged in planning studies, local interested citizens can accumulate and prepare in usable map form many of the community facts which will be of great value to the planning commission and the planner in their preparation of the community comprehensive plan, thus reducing the total costs involved.

The plan for community facilities shows the locations and types of schools, parks, playgrounds, health, public safety and similar public facilities, and the location of governmental administrative buildings and facilities. The plan should identify the existing facilities to be retained, those which are to be altered, modified, or expanded, and those which are to be constructed. The community facilities plan does not show when new buildings should be provided or how they should be financed. That information is part of the capital improvement budget which should be considered as a separate instrument of good government. The public facilities plan is closely related to the land-use plan, and sometimes they are consolidated. The plan for facilities should include:

1. Open areas
2. Educational and cultural facilities
3. Health facilities
4. Welfare services
5. Religious institutions
6. Public buildings

The Capital Improvements Program

The program for public improvement identifies those projects from the master plan which are proposed to be undertaken in the immediate future and the approximate time and cost estimates for those projects. This program should also include the necessary study of the financial resources of the community and the local, state, and federal resources which can be utilized in buildings and public improvements proposed at the dates for which they are scheduled.

To implement the public improvements program, the local governing body must appropriate each year the money required to construct the improvements scheduled for that period. The public improvement program should include:

1. Identification of the projects according to priority.
2. Estimation of the cost to be allocated or expended for each project.
3. An analysis and statement of the sources of revenue for financing the program.
4. A schedule of projects for the immediate year and for several years thereafter.

Slum Clearance

The over-all slum clearance and redevelopment program, where included in the master plan, indicates a priority preference for undertaking the clearance and redevelopment of blighted areas identified in the land-use plan. It should also include, as far as practical, general financial estimates and schedules for slum clearance, housing, and redevelopment projects.

Special Studies

Individual communities often have special problems which are unique to their locality. Marysville, for example, has experienced major flooding over a large portion of the city limits. The Corps of Engineers has conducted comprehensive flood protection studies and has made recommendations to the local governing body. A summary of those proposals as they might be involved in comprehensive planning is included as Appendix III of this report.

Program Activation

One of the most important steps to take after the comprehensive plan has been presented to the community and the governing body by the planning commission is to adopt the plan as the official guide for the future growth of the community. This is accomplished by the governing body upon recommendation of the Planning Commission. From time to time the plan will need to be corrected, revised, and amended. For this reason it may be desirable to keep the plan as an "unofficial" document which can be revised with ease and without the formality of regulatory change. In any event, the plan should be prominently displayed, and constantly referred to as a guide for solution to problems of zoning, subdivision, location of public areas or buildings, utilities extensions, and street improvement.

The community comprehensive plan and an up-to-date zoning ordinance are key tools to assure orderly growth of the community. Other elements such as subdivision regulations, capital budgets and housing codes may be necessary for a well-rounded program but planning and zoning are the priority steps. The numerous decisions facing the governing body would be far easier to make in most present-day communities if some plan for future growth were readily available as a guide. The cost of making such a plan is small compared to the mistakes often made in communities where growth or change comes by chance rather than by a guide.

AN INVESTIGATION INTO THE LEGAL TOOLS FOR CARRYING OUT A COMPREHENSIVE PLAN

In order for the comprehensive community plan to be successful there must be legal tools for carrying out its intent where private property is involved. Zoning and subdivision regulations are two such tools.

Zoning ordinances and regulations are local controls that are passed by the county commission or by the governing bodies of cities. Zoning may be used in coping with certain kinds of land use problems and in attaining certain community objectives. Zoning may be used to protect existing values or to foster the development of new values, or to do both. The character of each zoning ordinance is necessarily influenced by the master plan that it helps to carry out. It is shaped also by the state enabling law that grants the zoning powers. Zoning is the means for insuring that land uses of the community are properly situated in relation to one another. Zoning is the division of a city, town, county, or part of a county into a number of use districts or zones. These zones involve the grouping of various uses of land and buildings that are harmonious one with another together. Zones can be labeled as agriculture, residential, commercial, or industrial, and may be abbreviated to "A", "R", "C", or "I".

"Zoning is probably the single most important legal device available for carrying out the land-use plan of a community."¹ The power to zone arises from the police powers of the state as delegated to the locality. This means that each requirement in the zoning ordinance must have some appropriate relationship to the public health, safety, morals, or general welfare.

Every good zoning ordinance and plan should:

1. Protect land uses from the injurious effects of objectionable adjacent land uses.
2. Conserve and promote the development of natural resources such as agriculture, waterways, and mining areas.

¹Local Planning Administration, p. 306.

3. Prevent against blight and property depreciation.
4. Lessen street congestion and accidents.
5. Assure proper safety devices against fire and other dangers.
6. Promote general health and welfare.
7. Provide adequate light and air.
8. Prevent land overcrowding.
9. Help provide a guide for planning such public facilities as transportation, water, sewerage, schools, parks, and similar needs.
10. Secure safety from flood by assuring adequate drainage ways.¹

Planning and zoning are closely related, but the two should not be confused. In a general way, planning embraces zoning and zoning may not entirely exclude planning. However, they do not cover identical fields of activity. Zoning is a regulatory technique available to the community for assuring that the plan is carried out.

Wherever zoning is initiated, there are those who will object. The initial fear of zoning is usually based on unfounded ideas that it will confiscate property, regulate crops, require that a person tear down what he already has built, or bring other woes on the community. Zoning does none of these things, nor can zoning legally be used for such purposes.

Usually zoning does not affect what has been built in the past. Uses that exist at the time the ordinance goes into effect become known as "non-conforming" uses when they are not a permitted use in the district in which they are located. In most ordinances these uses are permitted to continue indefinitely. There are uses excepted from this usual provision for continuance

¹Zoning, an Introductory Guide, Colorado State Planning Division, p. 2.

of non-conforming uses such as signs, billboards and junk yards which are often allowed to continue for only a few years.

In many rural areas, farmers have the misconception that zoning places regulation on crops and the amount of animals that they may have. Within the corporate limits of cities such regulations may be part of a zoning ordinance; in unincorporated areas state law forbids the regulation of agricultural uses or accessory structures. Thus, in farming areas, only those uses which might reasonably be defined as non-agricultural are subject to zoning controls.

In preparing rural people toward the acceptance of zoning before the actual ordinance and map are introduced, it is advisable that the advantages and limitations of zoning be explained completely to the county commissioners. Likewise, it is advisable to point out the support that such rural magazines as the Farm Journal have given to rural zoning. Farmers tend to accept articles such as "Want One of These Blotting Your Farm?"¹ as factual evidence as to what zoning is doing for rural areas throughout the United States.

Erling D. Solbert lists the following as important accomplishments for zoning of rural areas. Zoning has:

1. Prevented wasteful and costly haphazard suburban growth.
2. Reduced the cost of providing essential public services.
3. Prevented rural areas from becoming the dumping grounds for land uses that are not wanted elsewhere.
4. Prevented a mixture of conflicting land uses that depress property values and the tax base.
5. Helped to make communities better places in which to live, work, and play.

¹Richard C. Davis. "Want One of These Blotting Your Farm?" This was taken from reprinted material from the Farm Journal, December, 1958.

6. Made communities more attractive to industry looking for places to expand.
7. Lessened traffic congestion and promoted safety on highways.
8. Prevented residential development in unsuitable areas.
9. Preserved and protected areas of natural and scenic beauty.
10. Helped avoid hampering restrictions on agriculture because of preventable urban-agricultural conflicts.
11. Helped keep productive farming areas in agriculture until needed for other uses.
12. Prevented an unfair shifting of public construction and service costs to farmer taxpayers.
13. Protected the economic base of local agricultural processing, service, and marketing firms and industries.
14. Helped to prod lands that are unsuited for agriculture into more profitable forest and recreational uses.
15. Prevented individuals from wasting time, money and energy trying to make a living farming land unsuited to agriculture.
16. Reserve the more fertile land areas for farming purposes.¹

In too many instances the governing body of a community has decided it wants to have zoning and has delegated a local official to draw up an ordinance. Usually when this happens, an ordinance from some other state or perhaps from an area of similar size is chosen and copied. A map is drawn to show the various districts and after everyone has made sure his particular lot is zoned the way he wants it, the ordinance and map are made official. The ordinance and map are then placed on file and forgotten.

Another example of rapid preparation of a zoning ordinance is that drawn up by the Perry, Kansas city council at a special meeting to forbid a trailer

¹Erling D. Solbert, "Principles of Rural Land Zoning". This was taken from a published address given at the Biltmore Hotel, New York City, December 27-30, 1960.

park from being constructed in a residential district. After a land use plan was prepared by the planning commission, the city council hurriedly adopted the plan as a zoning map and hastily drew up a zoning ordinance. No public hearing was held and the ordinance was said to become effective at date of publication. A short time later the ordinance was declared illegal by the district court.

These procedures are neither proper nor legal, and do more harm than good. They encourage suspicion of zoning and disrespect for local authority. Mistakes such as these may be avoided if the community is informed on the procedures and merits of planning and zoning. Technical assistance should be obtained from someone familiar with details of zoning methods. The local attorney must be involved in the study so that compliance with all necessary procedures will be assured. The ordinance should be tailored to the particular area and the map should be based upon a plan for the future growth of the area. Zoning patterns should be general and not on a lot to lot basis. Such practice is called "spot zoning" and may be declared invalid by the courts. After adoption the ordinance and map should be continually kept up to date to achieve the end results of the comprehensive plan.

Zoning does not provide a plan of development for future neighborhood and communities. Zoning can only implement the plan of development for future neighborhoods and communities as conceived by the planning commission in its master plan.

Zoning cannot properly stand alone as it is an integral part of the planning process. Since zoning has preceded comprehensive planning in almost every municipality and county throughout the country where ordinances are in effect, its success has been limited. Its administration has been necessarily

arbitrary and often conflicting because no proper basis for revision exists in such cases. Planning itself is an immature science which has followed rather than led. Too often, like zoning, it has been a tool of selfish interests and unimaginative leaders.

Our cities are filled with districts which are predominantly single family use which have been zoned a less restricted use at the demand of property owners or others with the clear intention of allowing a change in use which might be more profitable to the owner but detrimental to all others concerned. This practice is not in the best interest of the community as a whole. Even when those responsible have the best interests of the community at heart, without a comprehensive plan for the community's future development, zoning becomes spotty, ineffective and its influences for the general welfare are almost indecernible.

In too many cities there is evidence of the pseudo-professional city planning practitioner who has, for a fee, gone into the local community, drawn up a street plan, prepared a semblance of a zoning ordinance, and then moved on, leaving the community satisfied that it has been planned and believing it to be able to administer the zoning ordinance as prepared, forevermore. This older type of planning is dying out and the larger communities are setting up permanent planning staffs which prepare master plans and attempt to administer them on a continuing basis through proper zoning.

Through zoning the planner can not only protect areas which should be protected because of their already inherent good qualities, but he can also use it for the protection of areas which may require protection in the future.

In order to avoid the mistakes made by many communities when developing zoning the following suggestions should be carefully understood.

1. Contact the State Planning Agency, the State University, or a professional planning consultant for advice and procedures. Arrange a special visit to discuss problems which can be expected.
2. Review the nature of the local problems to see if a city, county, or regional approach is the logical approach to solution.
3. Be sure that the city or county attorney and engineer are involved in the studies.
4. Appoint a planning commission in accordance with the appropriate sections of the State Statutes.
5. Set up a program of procedures including the preparing of a land-use map of existing uses.
6. The zoning ordinance should be prepared by the planning commission with the assistance of a professional if at all possible.
7. The zoning map should be worked out by the planning commission with the help of the consultant. The zoning text and land-use map should carefully be examined when working on the zoning map.
8. Advertise the proposed zoning ordinance and set a date for a public hearing. Newspaper articles during the development stage of the ordinance should be used to explain to the people the purpose of the studies being conducted.
9. After the hearing, the planning commission should make any further changes which seem appropriate and recommend adoption of the ordinance by the governing body.
10. The governing body should adopt the ordinance, with or without further change as it sees fit.
11. After the ordinance is adopted, a Board of Zoning Appeals should be appointed to enforce the zoning ordinance.

One of the most common reasons for Kansas communities getting involved in planning and zoning is the desire for industrial development. Zoning can either help or hinder such growth.

In 1950 a group was formed called the National Industrial Zoning Committee (NIZC). Their first duty was to issue a pamphlet, "Principles of Industrial Zoning". The pamphlet was distributed to planning commissioners, professional

planners, and city councilmen, as a guide for use when adopting or revising zoning ordinances.

A need was stressed in this pamphlet for a reclassification of industries based on modern manufacturing processes. It was suggested that industries be classified on their external effect. Zoning districts could be described by listing the measurable limits of noise, odor, smoke, vibration and glare, and would be permitted for any industrial use in that particular district, but the use would not be listed by name. These limiting measurements were called "performance standards".

Some of the newest industrial districts are planned, restricted, park-like developments. These industrial districts, often referred to as industrial parks, are the result of plants seeking sites that have more space, less congestion and enough room for expansion. The reason for their success is that they provide a favorable environment for certain types of manufacturing plants. The districts are well placed with respect to transportation, and improvements are installed by the developer.

These planned industrial districts may be described as tracts of land which are subdivided and developed according to a comprehensive plan for the use of a community of industries. The plan includes detailed provisions for streets, rail lead tracts, and utilities, either installed before the sites are sold or otherwise assured to prospective occupants.

Industrial park districts as well as the more conventional types of industrial districts will be needed in most communities with any real industrial potential, regardless of community size. Performance standard type regulations for such districts, however, should be used with caution in small communities where professionally qualified persons are unavailable for their administration and interpretation.

The zoning map and the zoning regulations should be developed simultaneously. In communities where a planning consultant has been hired, he will develop the text in accordance with his opinions and experience as to the requirements of the area. If the planning commission and the city attorney tackle the job themselves, it will help to use zoning regulations from other areas of similar size and type for preliminary guidance. Here it is best to secure a recommended model zoning ordinance that is up to date and which has been worked up by some competent organization such as the state university, the state planning agency or a professional planning society.

When altering an ordinance to fit a certain area, some of the considerations to take into account are:

1. Which of the uses found in the model are also applicable to the area to which they are being adapted?
2. What additional uses are found in the area which are not listed in the model?
3. What peculiarities in space requirements, such as lot width, yard setbacks, building heights, parking requirements, or in sign and billboard regulation, should be incorporated into the zoning text?
4. Are the word definitions used in the model all found in the text and are there additional words used in the text that should be added to the definition list?¹

There are zoning ordinances written without a section on definitions. Nevertheless, there is a need for properly worded definitions in the ordinance. Poor definitions can lead to confusion and may lead to defeat of the ordinance.

¹Zoning / an Introductory Guide, Colorado State Planning Division, p. 12.

Definitions are put into ordinances to clarify and simplify the meaning of the ordinance. Any single definition can usually be interpreted as performing three functions. These functions are:

- a. to simplify the meaning
- b. to give the meaning a technical term
- c. to eliminate ambiguity.¹

It is standard practice in most ordinances to use one word as a proper substitute for several words. This eliminates useless wording through the ordinance and shortens the ordinance. A common example would be to use the word commission when referring to the city planning commission of the City of Marysville. Each time "the commission" is used it eliminates seven words.

There are many terms that require a technical definition. Zoning has been a source for many new special terms and many technical meanings for common terms. A technical term found in many ordinances is non-conforming use. This is often defined as the use of a building or of land that does not conform to the regulations as to use for the district in which it is situated.

To eliminate ambiguity there is a definite need to develop a clear meaning to a single definition and eliminate the many definitions that can be associated with the same word. The word "family", for example, has five acceptable definitions as listed in the Kansas Engineering Experiment Station Bulletin on Zoning.²

There will be many other considerations that should be discussed and agreed upon by the planning commission before the final draft of the zoning ordinance

¹"Zoning Ordinance Definitions", Planning Advisory Service, March, 1955, p. 2.

²Murlin R. Hodgell, Zoning, p. 34.

can be submitted to the governing body of the city. They cannot hope to anticipate and solve all problems associated with zoning in these study sessions, but the better the assistance they receive the more competent their resulting recommendations will be.

Subdivision Controls

One of the important tools in developing the physical framework of a community is the control of the subdivision of land through subdivision regulations. "Subdivision" as defined by the Kansas Statutes is "the division of a lot, plat, or parcel of land into two or more lots, sites, or other divisions of land for the purpose, whether immediate or future, of sale or building development".

Subdivision control is a legal and administrative tool for guiding land development. When vacant land is divided into lots and provided with streets and utilities, the municipality receives the system of development which it must live with in the future. Proper regulation of land subdivision, together, with zoning, are of fundamental importance in carrying out the comprehensive plan. Such regulations used in combination are designed to provide for the proper and economical arrangement of streets, for adequate and convenient open spaces, for traffic, utilities, access of fire fighting equipment, recreation, light, and air, for the avoidance of congestion of population, including minimum width and area of lots, and for adequate provision of water, drainage, sewer, and other sanitary facilities. Subdivision control is exercised by the city and is intended to incorporate each proposed land development into a logical system of community development.

There is much literature on design aspects and methods of practicing subdivision control. A recommended reference for the planning commission is "Suggested Land Subdivision Regulations", published by the Housing and Home Finance Agency. This bulletin discusses some of the most frequently asked questions regarding subdivision control, and it outlines the needed administrative procedures.

The Kansas enabling acts permit municipalities to exercise jurisdiction over subdivisions for three miles beyond the corporate limits. The adjacent territorial control is an attempt to recognize the close relationship of the fringe areas to the city. The fringe areas depend on the city for services, and for economic, social and educational facilities. The city is interested in orderly development for the adjacent area as well as within its boundaries to protect the well-being of its inhabitants.

Many communities are often faced with requests by property owners for subdivision of land which often is not suitable for subdivision at that time. The land may be unsuitable for development because of lack of proper drainage, lack of essential utilities or for other reasons. Another factor in many smaller communities is the abundance of vacant or partially improved land or prematurely subdivided areas which provide a drain on the resources of the community.

It is important to develop "standards of acceptability" to which subdivisions must conform. The regulations should include minimum requirements for all subdivisions and the procedure to be followed by the subdivider and planning commission in the review and approval of subdivisions. The following procedure is acceptable for most cities.

1. The subdivider gathers information data on existing conditions, and discusses his ideas with the planning commission or planning director, based on the subdivision regulations of the community.
2. The subdivider submits a preliminary plan in sketch form to the planning commission for review.
3. The planning commission appraises the preliminary plat in terms of the community's master plan, zoning and subdivision regulations.
4. Agreement is reached on the adequacy of the improvements proposed in the subdivision and how they are to be financed. The planning commission approves the preliminary plat along with an application for conditional approval.
5. The subdivider submits a final plat to the planning commission for approval. If it is favorable and passed by the city council as well as the planning commission, the plat may then be recorded.

An important purpose of the subdivision regulations is the coordination of the future street pattern of the community. The arrangement, character, width, grade, and location of all streets should conform with the community's comprehensive plan. There should be specifications for local streets providing access to lots. The location of streets should be arranged so as to discourage their being used for short cuts between major thoroughfares.

Many communities are troubled with owners of large lots selling off portions of their lots for buildings. Usually this is not in violation of a subdivision regulation. However, this practice may be controlled by a zoning ordinance, if either part of the lot is below the standards established for the use and district by the zoning ordinance.

Marysville has a different but related problem. It was platted with lots of 44 feet in width. If these narrow existing lots are to be re-subdivided, without street or alley dedication involved, a metes and bounds descriptions or a partial lot description is all that is necessary. In this case a subdivision plat need not be filed. A purchaser of property will have

a description of his property which may refer to a particular lot and parts of additional lots.

One of the most difficult aspects of land subdivision is the provision for open spaces. Accessible parks, playgrounds, and schools are a necessity to good living environment. At present in Kansas there are being developed hundreds of acres of residential subdivisions containing no more open space than that which is required for streets and setback requirements in private yards.

In the United States many of our cities are demolishing slums while they are allowing residential development in areas totally lacking in the environmental features which result in wholesome and enduring neighborhoods. One noticeable characteristic of most slums is the inadequate park and playground space. Once subdivisions and development have taken place, it is virtually impossible for the city to provide open space without demolishing buildings or completely redeveloping the area.

In developing a comprehensive plan it is desirable, using standard acreage of land per person, to locate parks within a reasonable distance from all residential areas. As the city expands land may be acquired where needed, for parks, recreation, and school use. In many states, cities and counties have incorporated in their subdivision regulations a suggestion or requirement concerning land for public purposes.

The question usually is asked, "How much land?" In the grid pattern subdivision from 20 to 25 per cent of the land area may be expected to go into streets. If another 10 to 15 per cent is added to this acreage for public open space, the amount of land intended for public use becomes a

sizeable percentage. Usually the open space is described as space for parks, schools or recreation areas. A common subdivision regulation practice in Kansas at present is the ambiguous statement that the subdivider should provide "adequate" or "suitable" sites for parks, playgrounds, and other public areas. Once a test case is placed before the courts to further define such words, it is likely that a definite percentage can be stated.

Recreation purposes constitute the most common type of use for which open space is dedicated. Usually these include parks, playgrounds, playfields, and play lots.

The law regarding the compulsory dedication of streets is well-established; however, the legal status of compulsory dedication of other areas for public use is uncertain. At present it cannot be said that there is any clear judicial basis for determining whether or not provisions for public open space requirements are enforceable. In the future verdicts will probably depend on reasonableness of the requirements, whether it is based on a comprehensive plan, and the attitude of the courts in the state in which the case arises.

Many developers have found that parks have increased the sale value of nearby lots. In many instances the cost of the land for public open spaces has been offset by the enhanced value which resulted to the development as a whole.

The Federal Housing Administration's procedure is to establish a ruling on how much of the land, depending on the size of the subdivision, should be devoted to parks and recreation. The amount of land that should be dedicated is determined and certification required. The remaining land is then evaluated on the basis of the established F.H.A. system.

It must be remembered that demands made on the developer cannot be arbitrary or unfair. Although a portion of the cost of public open spaces can be absorbed in the cost of the lots, there is a vague maximum beyond which the subdivider should not be expected to contribute. In the future provisions may stipulate that open space be acquired through contribution by the subdivider and should be located by means of a comprehensive plan which provides for community acquisition of the excess over his fair share.

Under the powers to regulate (police powers) there can be charged fees for filing, checking and recording plats, and for field inspection of the subdivision. The purpose of the fee is to help pay the cost of police power regulation. Subdivision fees must be reasonable. They should be limited to the cost of approving the plat, making the necessary inspections, and any other governmental action necessary for approval. The fee charged need not be exactly equal to the cost.

Subdivision fees should be established by ordinance rather than by resolution. The fee should be a definite amount established on a legal measure. It must not be left to the unrestricted discretion of city officials.

The simplest fee to administer and collect is a flat or lump sum fee. Regardless of the size of the plat, or any unusual expenses incurred, the fee is constant. The flat fee must be based on the amount of work necessary by the city government in checking plats and subdivisions. The cost of complete and adequate inspection should not be underestimated.

Subdivision regulations are not required to be adopted by the legislative body as a city ordinance. The Kansas State Statutes, 1949, 12-705 do, however, specify procedures which the planning commission must follow before it can adopt the regulations.

Federal Aid for Planning

Section 701 of the 1954 National Housing Act, as amended, (Appendix IV), provides for Urban Planning Assistance Grants to State Planning Agencies to facilitate comprehensive planning for urban development. Federal assistance is also offered areas designated under provisions of Senate Bill 1, 87th Congress - "Area Development Act". These federal laws provide for federal grants covering up to seventy-five per cent of the estimated cost of the planning work, with the local area providing the non-federal portion of the technical cost. No portion of any grant may be used for the preparation of the plans for specific public works.

The Federal Housing Act of 1954, as amended, seeks to "assist state and local governments in solving planning problems resulting from increasing concentration of population in metropolitan and other areas, including smaller communities; facilitate comprehensive planning for urban development by state and local governments on a continuing basis; and to encourage state and local governments to establish and develop planning staffs".¹

Areas benefiting from the Urban Planning Assistance Program include nearly all urban areas; however, procedures differ for places of less than 50,000 population and for those of 50,000 or more.

In general, Federal grants are made available to communities of less than 50,000 population through the designated State Planning Agency. Such an agency administers planning assistance to the local communities.

¹Housing and Home Finance Agency. The Urban Planning Assistance Program, p. 3.

Metropolitan areas of 50,000 population and more may receive federal grants through the State Planning Agency, or an official metropolitan or regional planning agency authorized to perform planning in the area may apply directly to Washington for grants. Grants are also available for state and interstate comprehensive planning and for planning in disaster areas and areas feeling the impact of a federal installation.

Local communities under 50,000 population apply directly to their State Planning Agency, which in turn makes application to the Housing and Home Administration. Planning work is eligible for federal grants-in-aid if it contributed to the preparation or revision of comprehensive plans for the physical growth, development or renewal of an eligible planning area.

Planning that is eligible includes:

1. A comprehensive urban plan or elements of such a plan which includes land-use plans, thoroughfare plans, community facilities plan and a public improvements plan.
2. Surveys and studies necessary to the development of a comprehensive plan, which includes population and economic studies, and surveys necessary for preparing maps.
3. Formulation of zoning and subdivision regulations.
4. A neighborhood analysis study for the purpose of identifying the extent of blight.
5. The replanning of areas destroyed or damaged by disasters.
6. Surveys, including aerial photographs and preparation of base maps.

The Kansas Legislature in 1961 established a State Planning Agency under Senate Bill No. 337, (Appendix V) as recommended by Governor Anderson in his legislative message. This enables cities, counties, and regional areas under 50,000 population to become eligible for grants to prepare comprehensive plans. Up to seventy-five per cent of the cost for preparing these plans will be an

outright grant by the federal government to the State Planning Agency. Kansas can expect many cities and counties to make application for these funds. Within one month after this new agency was activated in November, 1961 more than 20 communities had applied for "701" assistance. Kansas communities desiring additional information should contact the State Planning Agency or the Center for Community Planning Services, Kansas State University.

Urban renewal is another federal aid which can be a major tool with which to attack problems of community deterioration. The objectives of the Federal Urban Renewal Program are the elimination and prevention of blight, and the provision of standard dwelling units set within a physical environment that are quiet, healthy, safe, convenient, and attractive. This program may also include acquisition of land, site clearance, installation of streets, parks, and other improvements and disposition of acquired land for uses in accordance with the urban renewal plan.

Urban growth occurs through two processes: (1) expansion through the development of vacant land; and (2) physical renewal through improvement or replacement of existing land uses. The term, "urban renewal", is used to refer to the planned regeneration of built up areas through an integrated program of redeveloping, rehabilitation, conservation, and reclamation.

Blight exists where deterioration has set in or where any other factors of use or misuse are adversely affecting property values or the value of a property to the community as a whole. Symptoms of blight include:

1. A substantial percentage of structures in an area in need of major repairs or deficient in plumbing and/or heating facilities.
2. Over-crowding of structures on the land.

3. Over-crowding of people within residential structures.
4. Narrow, congested, unsafe or otherwise deficient streets.
5. Inadequate municipal services and community facilities.
6. Mixtures of incompatible land uses.

It is important to remember that although most blight exists in older areas, blight may occur in newly developed areas due to the misuse of properties through conflicting uses, overcrowding, neglect, or poor original construction. The incompatible mixing of new residential, commercial or industrial development through lack of or poor quality of planning and zoning can also create urban blight.

The cost of municipal services, on a per capita basis, are always higher in blighted areas than in stable community areas. The combined costs of crime, juvenile delinquency, police and fire protection, health and other services are much higher in blighted areas. Whether federal assistance is contemplated or not, the physical condition of each area of a community should be checked for the protection of its citizens and the area's tax base.

The first step of the local community for participation in an Urban Renewal program is to begin work on the "Program for Community Improvement" (formerly called the "workable program") which is the prerequisite to qualification for urban renewal. This program involves facing up to the community-wide problems of growth decay and the improvement of such essential objectives as:

1. Codes and ordinances.
2. A comprehensive community plan.
3. Neighborhood analysis.

4. Administrative organization
5. Financing.
6. Housing for displaced persons.
7. Citizen participation.

The "PCI" is the community's own blueprint for local action to eliminate slums, prevent blight, and protect sound neighborhoods. These seven basic points of community action together comprise a full-scale community program to attack the problems of urban decay.

When a community has demonstrated that it wants to fight blight, there are many assistance programs provided by the federal government.

1. Loans and grants to pay the bulk of the net cost of clearing slum areas or replacing blighted areas for rehabilitation. The net project cost is generally the difference between all costs of a project and the proceeds from disposition of the land.
2. Special F.H.A. mortgage insurance (Section 220) to share the risk of private investment in the rebuilding and rehabilitation of replanned urban renewal areas.
3. Special F.H.A. mortgage insurance (Section 221) for low cost, private housing, new or rehabilitated, for displaced families.
4. Special assistance for general planning for experimental approaches to urban renewal (demonstration grants), and technical and professional help on the community's particular urban renewal problems.

When the Plan for Community Improvement is developed and officially approved by the locality, it is submitted to the H.H.F.A. Regional Office for review and then it is sent to the U. S. Housing Administrator who certifies his approval, if it meets all legal requirements. The original certification is for one year. Thereafter, the community must show that it is diligently carrying out its plan for community betterment in order to obtain recertification each year and maintain its eligibility for federal urban renewal aids.

Any community with an approved "PCI" in effect can then apply for any of the particular types of federal assistance previously mentioned to help carry out its program objectives for community improvement.

Public Assistance in Kansas

There is a great need for long-term technical planning assistance for smaller communities which are faced with planning problems, which lack the knowledge for solving them, and which lack the financial capacity for obtaining needed assistance. This problem has been especially acute in recent years. The new "701" assistance programs will greatly help this situation but will by no means solve all problems. Experienced private consultants report that, even with "701" aid, many communities of under 2,500 cannot afford private professional aid, or private consultants find that they cannot afford to do work under the conditions which exist in such communities.

Many universities are presently engaged in service programs concentrating specifically on local planning. These universities offer training programs for students in planning and offer service programs that are set up to help certain types of communities with local planning problems.

Students in planning need to study communities on a first-hand basis as part of their training. Only thus can they learn the problems of coping with the attitudes of governments and citizens. Often the product of such student work is discussed with local officials, but, in such situations, all studies and conclusions must be under the control of the professors rather than of local officials and there definitely should not be any indication that the report is a professional plan which solves any local problems.

At present there seems to be much concern on how far student projects can go without interfering with the work of private consultants. This is best avoided by selecting projects for student problems which are not acceptable for professional planners. Actually, the problem is over-emphasized in such expressions of concern. As has been pointed out, even federal aid does not make it profitable or feasible for private professionals to assist many small communities needing help. Even in larger cities, certain types of student studies can stimulate interest in planning, thus creating fine opportunities for private consulting firms. Such a sequence has occurred time and again in Kansas.

The 1951 issue of Planning states, "It appears that a majority of the schools and particularly those in state-supported institutions offer services, accept payment for expenses, and manage at the same time to stimulate interest in getting a professional job done."¹ In most states the planning schools in one way or another serve as a focal point of planning in their region. Faculty members give talks on planning to a variety of groups, and they organize conferences and institutes. One of their prime purposes is to assist communities in finding qualified planning personnel.

Kansas State University has activated a curriculum that leads to a Master of Regional Planning degree. The university has accepted the responsibility for the academic training of professional city and regional planners as well as making courses in planning available to students in professions related to regional planning. Through the Division of Engineering and Industrial Services, the University is moving forward in cultivating wider utilization of professional planning techniques particularly in the field

¹Planning, 1951, p. 108.

of industrial development. Likewise, the Center for Community Planning Services has activated a program in planning education by furnishing educational publications and by sending representatives to communities for public meetings to explain the importance of planning and to assist in the activation of planning programs.

Every local community needs to keep itself up to date on the planning problems facing it and the tools available for solution. Help in accomplishing this should include:

1. The encouragement of national and state agencies to disseminate general material on planning and zoning.
2. The cultivation of local press interests and the encouragement of editorials on planning and zoning.
3. The organization of informative programs for civic clubs, fraternal groups, and other organizations.
4. The education of planning board members and other officials to the fact that they represent the interests of the entire community and not just those of the boisterous minority.
5. A thorough public and official understanding of the merits of planning proposals with an attempt at anticipating the possible objections and criticisms that will be raised.
6. A policy of making federal funds available only after active local planning programs are well-started.

Some of these procedures can only be handled by non-local sources. In all cases, planning involves coordination and cooperation between various units of government.

Organizing for Local Planning

The civic-minded citizen of a typical small Kansas town is proud of his community, and with good reason. However, his well-justified pride does not

prevent him from observing that his city is changing and generating new needs.

Communities should ask themselves "What would we rather pay for - shaping the future or fixing up the past? Good planning may cost a few thousand dollars while poor planning may cost many thousands of dollars in the long run through slum clearance, creation of parks and playgrounds in already built-up areas, straightening out congested traffic routes, replacement of obsolete facilities, and renewal of blighted areas. The real question then is not whether a community can afford to plan for its future but rather, whether it can afford not to plan.

The expression "community planning" is often interpreted as a narrow-in-scope, temporary activity leading only to adoption of a zoning ordinance, or recommendations on the most urgent problems facing the community. Even where an official planning commission has been in existence for many years, there is frequently an under-evaluation of what a planning program can mean to a community. Such "planning" is reluctant, apologetic, and negative in form. It misses the positive and beneficial potential of the function, becoming instead a "red tape" nuisance.

Community planning is a relatively new function of government, particularly in Kansas. We have much to learn to make it truly effective. However, there has been sufficient experience to demonstrate the potential value of the planning process in even the smallest cities.

The problems of community development and redevelopment are an increasing challenge throughout the state. Kansas communities are beginning to realize that good community planning not only involves the proper utilization of land but, to a major extent, must concern itself with nonphysical objectives as

well. It must aim for a community with a sound economic base, a community with effective services, a community where the society is reasonably free from tensions and discord and where it operates according to democratic principles. All such objectives are inter-related. To ignore one is to make all impossible.

So far in most Kansas communities there has been too little regard given to development of over-all plans, and too much emphasis placed upon considering one problem at a time. It is easy to recall strong community support for single community projects without consideration of the inter-relation between problems.

The local planning commission should be composed of a representative group because its decisions will affect all of the people in the community. Procedures for setting up such a commission are described in the Kansas Statutes (See Appendix I). The commission should not contain a preponderance of any single group or occupation. No matter what their professional background the individual appointees must be distinguished by devotion to the community interest, broadmindedness, tolerance of opposing viewpoints, and an ability to understand and deal with difficult problems.

A necessary factor in the appointment of a planning commission is that the persons appointed have a genuine interest in the development of the area. The members of the commission should be men and women of varied interests and professions and should not be persons who will direct financial interest in the zoning of particular areas.

The citizens who serve on this unpaid commission must devote long hours to difficult work for which they will receive no tangible reward. An able person, however, will most certainly recognize the tremendous challenge of such work and the significant opportunity it offers for important community service.

There is a need for every local commission to keep itself up to date on problems. This can be done only if (1) the individual members of the local agency are sufficiently interested to exert the necessary effort and (2) the information is available in a form that can be distributed.

The public confidence and acceptance of planning cannot be expected without adequate knowledge of how and why planning decisions are reached. Newspapers and other media are beginning to rouse themselves to the task of responsible reporting on such critical issues as urban renewal and planning. Most citizens do not need secondary sources to remind them of congestion, dirt, crime, decay, and ugliness that is present in their communities, but they may need information to create an awareness of ways such problems can be corrected.

The notion that a planning agency is concerned with the interest of the public is sometimes hard to prove. The inconsistencies of haphazard efforts sometimes reinforce local apathy or suspicion. Often city officials view planning or zoning as a necessary evil rather than as a constructive force in building a better community. Planning commissions must adopt broad policies to guide them in making specific decisions if those decisions are to be consistent with one another. Even where such policies do exist, they may not be applied equally to all situations.

The public quickly becomes sold on planning when planning demonstrates it works to the public good and can be relied upon to protect both the public interest and private investments which are based in good faith upon the planning program.

Officials of small cities and their adjoining townships and counties need to meet together and plan together to deal with challenges that affect all.

Fortunately for such units of local Kansas government, there is a broad category of permissive legislation in the statutes which enables such co-operative planning to go forward on an official basis. Fortunate, too, is the fact that this legislation has been drawn with sufficient flexibility to meet varying local situations and needs. By providing independent local governments with a means to come together to work toward a solution of mutual problems, planning ultimately strengthens local government and eliminates the necessity of some higher level of government stepping in to solve local problems.

Good planning neither begins nor ends with the governing body although that group has ultimate responsibility for its success. The governing body has the power to encourage planning or to destroy it. The planning staff and planning commission basically serve as assistants to the governing body. The planning staff or consultant provides technical advice to the planning commission which makes recommendations to the governing body.

Traditionally, Americans (and particularly Midwesterners) do not sit back and leave problems to the initiative of the government. Neighborhood get-together committees meet, councils are formed, meetings are staged, public officials or other persons of influence are called upon, and things begin to happen. In times of crisis, leaders emerge. When danger arises, the people respond in united action. If the substance of the problem is made clear, they roll up their sleeves and prepare to work.

Citizen Participation

Planning involves making decisions affecting the whole form and character of the community and the manner of life of its people. This calls for citizen

participation in the formulation of the objectives that the community sets for itself and establishes as guides for what its government and its people will do.

There are several kinds of citizen participation in a variety of activities that can affect planning either beneficially or detrimentally.

To be successful be sure that:

1. Information about planning is available for general distribution.
2. There is general understanding and support of planning by civic minded groups such as the Chamber of Commerce, Parent-Teacher Associations, and the League of Women Voters.
3. There is opportunity for action on specific planning proposals by neighborhood groups.
4. A strong community leader who makes some specific contribution in the general field of planning is given good publicity.
5. There is citizen initiative in getting projects started in planning.

It has been suggested, for example, that in addition to the legally required open hearing required on a zoning ordinance, there should be area meetings for consultation with the people of the community. Such consultation could best be done in the form of neighborhood group meetings for the purpose of discussing planning proposals which have been or are being formulated. Discussions with the aid of land-use maps, traffic flow diagrams, property value charts, building development proposals, and projections of population changes should result in a zoning ordinance which would have strong community support.

There are several things local citizen groups can do to promote good planning. They can assist in interpreting the thinking of the general public in the community to the planning board. They can make surveys, and tabulations

of material. They can assist in informing the people of the community as to the purpose and methods of planning in general. Finally they can insist on the provision of adequate funds for the planning commission and staff to do its work.

Trends in Community Development

In the future we can expect great changes from the laissez faire attitudes toward community growth as they have existed in the past. The federal government has moved in on the urban problem with many programs, particularly with financial incentive legislation in areas of urban renewal, redevelopment and rehabilitation; hospitals, schools, and housing; and water supply and sanitation.

Kansas has now supplemented these programs by establishing a state planning agency. However, it has a long way to develop before Kansas communities know it exists.

There is a great need for professional personnel in planning. At present Kansas has available only a small fraction of the professionally prepared personnel to cover present urban responsibilities at the local, state and federal levels. Since only a few are being educated and placed in government and private agencies with public concerns, the situation will grow worse unless measures are taken.

Young men and women in our high schools and colleges should be made aware of the interesting and rewarding careers in urban planning and administration, and of the educational opportunities to prepare for such work.

Now that Kansas State University has activated a curriculum leading to a Master of Regional Planning degree, Kansas communities can look forward to

the day when professionally trained planners will be available in reasonable numbers to staff planning organizations at the local level. However, to graduate a sufficient number of planners for Kansas will take many years. Until such time, Kansas communities must draw heavily from other schools.

In the light of the shortage of professional planners in Kansas, the state must look temporarily to other means of providing the immediate needed assistance that communities are requiring. Areas of greatest importance are: (1) creation of public understanding of the process and goals of city and regional planning, (2) developing professional skills in regional planning and related fields wherever a base for such skills can be found, and (3) continued servicing of planning agencies in the region, including research to develop better planning methods. An agency of the state may have to accept the responsibility for helping small communities to obtain professional planning advisory assistance on a part-time basis as a means of overcoming current deficiencies. When not actually present in the community a planner should be available by telephone or letter for consultation. In this way officials of the community can be encouraged to think of the planner as their staff working with them to arrive at decisions regarding community problems.

The key to successful planning is education. Education of public officials and citizens alike is necessary for success. It is the responsibility of the planning commission to see that local leaders are informed so that they in turn can explain and sell planning to their community.

Once the governing body is sold on planning then day-to-day and long-range planning will be easier. Too often the effects of planning can be destroyed by an uninformed governmental body acting on a proposal without first exploring its effects.

The problems of adjustment to the needs of the future in our cities would be alarming if it were not for the often-demonstrated capacity of civic-minded citizens to face and solve problems which at first seem insurmountable. Together, they can do much to make the community better, in all respects, than it has ever before been. They can do so by facing the facts of what has been going on, by understanding why; then by organizing and carrying out a tailor-made program to cope with local problems.

Planning can be of tremendous value for all communities. But if planning is to work for citizens in small communities, then these local citizens must work for planning.

SEGMENTS OF A MASTER PLAN FOR MARYSVILLE, KANSAS

In 1960 the City of Marysville, Kansas contacted the Center for Community Planning Services at Kansas State University. They wanted to begin planning for their city on a self-help basis. They asked the University to assist them in procedures for appointing a planning commission which would in turn pursue planning studies and develop a zoning ordinance.

Professor Donald White from the Center for Community Planning Services met and discussed with local officials the legal procedures for forming a planning commission. In the latter part of November, 1960, the mayor appointed a planning commission consisting of nine men. Prof. White and the author agreed to advise this planning commission in their local efforts at community analysis and zoning ordinance study. At the November meeting the author agreed to meet with the planning commission at regular monthly meetings to discuss problems, procedures and planning recommendations with them. This, in turn, gave him the opportunity to observe their efforts in self-help planning as part of his graduate thesis studies.

During these monthly meetings prepared material from the Center for Community Planning Services frequently was passed out and discussed. Areas of discussion during the first meetings included the formation of the planning commission, population studies, land use, zoning, and federal assistance opportunities. Following the completion of the existing land-use map, areas of discussion included traffic problems on local streets and highways, recreation needs, school locations, and public facilities.

During the very first meeting it became apparent that there was misunderstanding about the organization of the planning commission, particularly in respect to the use of a planning staff or the hiring of an outside consultant. An organizational chart was constructed for the purpose of describing the system of relationships of the planning organization. The chief purpose was to secure a clear understanding of the organizational plan and where the planning commission and planning consultant effectively fit into the organization. The chart prepared for the planning commission is shown as Plate I.

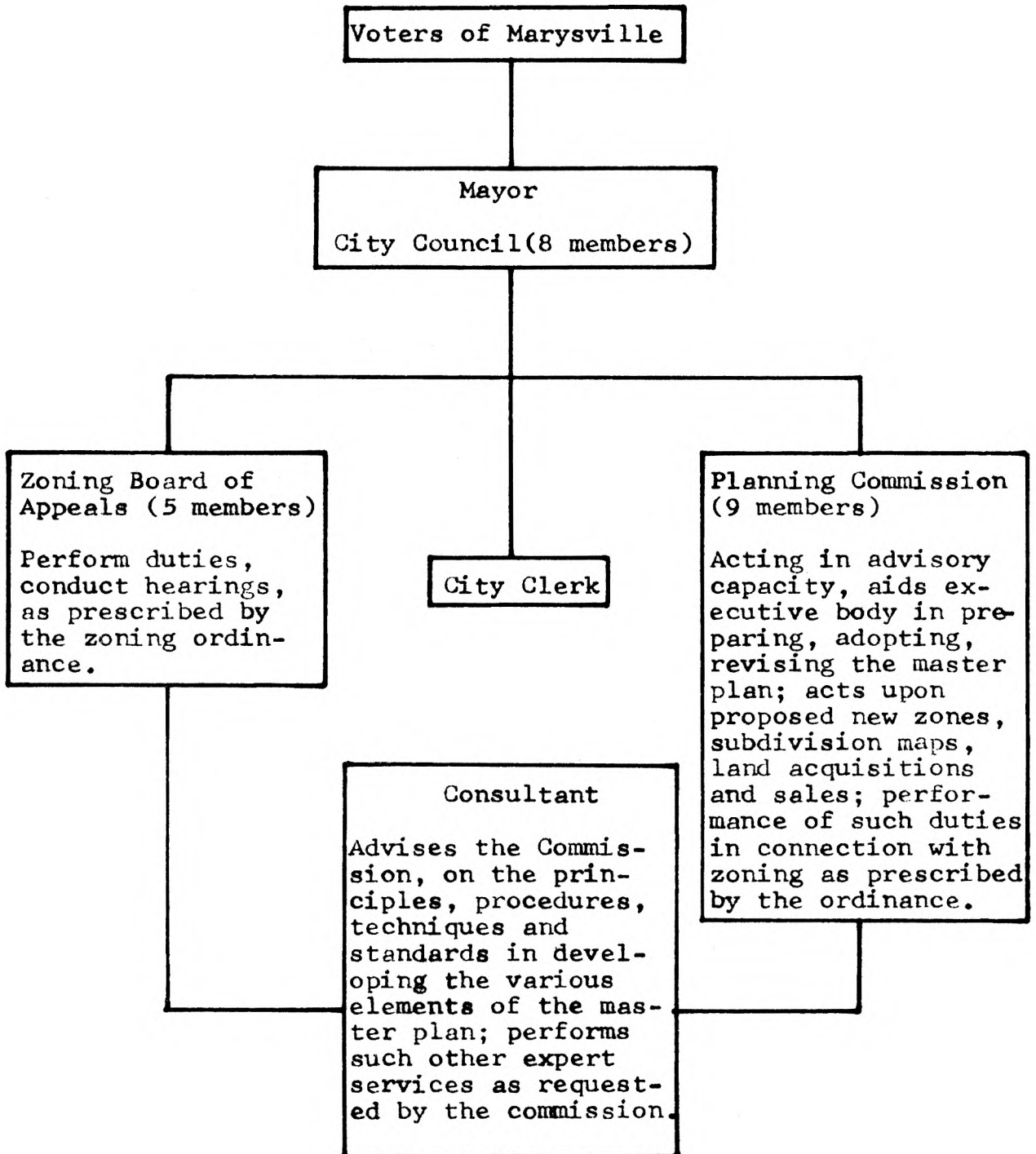
Publicity

An important concern for any planner and planning commission is how to have their proposals and programs reported fully, accurately, and clearly. Planners should be interested in how to arrange for presentation of planning news by the press in a way that will gain the fullest understanding of the program and win for it the widest support. In the beginning of the planning program a representative of the planning commission should seek out the local editor and reporters to explain what is being done at the monthly meetings and to encourage reporter coverage. A good editor and a good planner are

EXPLANATION OF PLATE I

This organizational chart was constructed for the Marysville Planning Commission to graphically portray the structural organization along with a statement of function and duties.

PLATE I

Marysville, Kansas, Planning Commission
Organization Chart

both aiming at the same thing, a better community, and it may be up to the planner to initiate an effective working alliance.

This question of good public relations was given special attention by the author in the Marysville case. Although the local editors gave excellent cooperation, the problem of accuracy when reporting unfamiliar items became apparent at an early date. As just one example of this difficulty the author was variously described in local articles as a staff member of Kansas State University and as a representative of the State Planning Agency. (See Plates III and IV.)

If the community has more than one paper it is unwise to play favorites. As in the Marysville case, material was made available to both local newspapers. If a time element is involved, releases should be marked so that there is an even break for both papers. It is not necessary to give the editor a well-prepared "hand-out".

In Marysville the first self-help project was the development of a map of existing land uses. At the start of this study the procedure of using local citizens for data collection was explained to the editors of both newspapers. At a later date the two newspapers were notified of the completion of the land-use study and were asked to take pictures of the resulting maps, the local work group and the planning commissioners who developed them. Plates II, III, and IV are examples of newspaper coverage and community interest stories written by the two local newspapers in Marysville on this and other topics.

EXPLANATION OF PLATE II

These are examples of newspaper coverage in the early planning phase of the Marysville study.

PLATE II

MARSHALL COUNTY NEWS, MARYSVILLE, KANSAS

THURSDAY, NOVEMBER 17, 1960

**CITY PLANNING
COMMITTEE
MOVES FAST**

Members of the newly appointed city planning committee lost no time in getting into action after approval by the city council Monday night.

The men met with Professor Donald White of K-State Wednesday night to be briefed on the work that lies ahead of them. Choosing a chairman and other organizational work will be done at a meeting Friday morning, at the Peoples Building and Loan office.

Members of the commission include: Herb Houtz, Bill Strange, Arnold Nehrig, Dr. J. A. Beveridge, Jack Miller, Ron Marples, Wayne Baker, Frank Boss and Robert Shipman.

MARSHALL COUNTY NEWS, MARYSVILLE, KANSAS

THURSDAY, NOVEMBER 24, 1960

**STRANGE IS
ZONING GROUP
CHAIRMAN**

Bill D. Strange was chosen chairman, with Herb Houtz vice chairman and Ron Marples secretary as Marysville's community planning committee held its official organizational meeting Friday.

The committee will study zoning of the city and make its recommendations to the city council. A many-months task lies ahead, as every facet of zoning will be investigated before final recommendations are made.

EXPLANATION OF PLATE III

Following the completion of the land-use survey, the editor of the Marshall County News wrote this article for local community interest. In the picture are members of the survey team.



USE OF EACH BLOCK IN MARYSVILLE now, is the subject of mapping being done for the city planning commission. A zoning ordinance will be drawn up after studies now going on are complete. Shown in the picture from the left are H. F. Porter; Bill D. Strange, chairman of the commission; J. L. Jacobson, and Jack Galbraith of K-State.

Land use survey near completion

The map showing existing land use, the first step in preparing the long-range comprehensive planning for Marysville, is now 90 per cent complete, Jack H. Galbraith of K-State University told members of the Marysville planning commission Tuesday night.

Galbraith is a member of a team of KSU specialists forming the center for community planning services of the division of engineering and industrial services. The group helps local communities in utilizing local resources to solve long range planning problems. Dwight Nesmith, associate professor in the division of engineering, conducted a community industrial survey for the Chamber of Commerce here in 1953.

The land use survey, the first project undertaken by the recently formed planning commission headed by Bill D. Strange, is being supervised by Galbraith who is a graduate research assistant in regional and city planning at the university.

Galbraith is doing special research on basic planning studies that cities between 2,500 and 5,000 can do with a minimum of professional assistance.

The planning commission is presently gathering data for a general plan. This information will be inter-related by Galbraith to form a comprehensive guide for the physical development of the locality as a whole.

The various sections include land use, thoroughfares, community facilities planning, a public improvements program, a zoning ordinance and map, and subdivision regulations.

The county commissioners will be invited to meet with the committee soon, to coordinate planning for areas adjacent to Marysville.

Members of the planning commission, in addition to Chairman Strange, are Arnold Nehrig, Dr. Beveridge, Robert Shipman, Ron Marples, Frank Boss, Wayne Baker, Herb Houtz and Jack Miller.

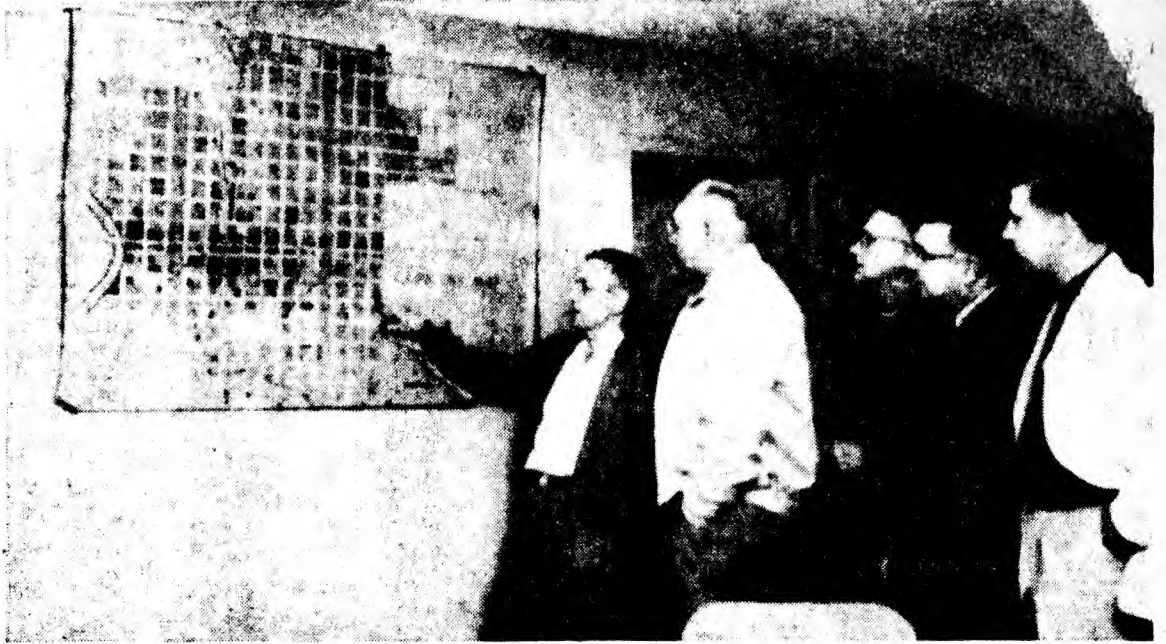
Working on the land-use map are H. F. Porter, J. L. Jacobson, Roland Von Riesen and Francis Hogan.

EXPLANATION OF PLATE IV

The editor of the Marysville Advocate took this picture at a regular monthly meeting of the planning commission to inform the community of the progress that was being made on the land-use studies.

MARYSVILLE ADVOCATE

FEBRUARY 23, 1961



LOOKING AHEAD—These Marysville men are studying a land use map of the city being prepared preparatory to establishment of a city zoning ordinance here. The dark shades of the map show the business district, and the scattered ones

are tenement houses, churches, and other buildings. Shown left to right are: Herb Houtz, Wayne Baker, Jack Miller, Vern Jeter, and Robert Shipman.

Plan For Instruction . . .

County Commissioners Invited Here For Meet On Land Use Plan

Marshall county commissioners are being invited to attend a joint meeting with the Marysville Land use committee next month as plans progress for a zoning ordinance here.

Decision was made at a meeting here Monday night in which Jack Galbraith, Manhattan, representative of the state planning agency, explained the land use planning report being worked out by J. L. Jacobson, chairman, H. F. Porter, Roland von Riesen and Francis Hogan.

Bill Strange heads the zoning committee, being named by the city council.

Purpose of the session with the county commissioners will be to acquaint them with the zoning program now gaining in popularity across the nation, Galbraith said.

The committee in charge of land use plans now is studying out the land use plan for the city. This includes future community land needs, showing by location and extent areas to be used for residential, commercial, industrial and public purposes.

Also being considered is the thoroughfare plan providing for a system of major streets, existing and proposed, distinguishing between limited access, primary and second thoroughfares.

Community facilities also appear in the plan showing location and type of present and proposed schools, recreation areas, and other public facilities.

The plan also identifies and recommends priorities for future public improvements needed to meet objectives established in other plan elements.

Regulations also would be established by ordinance, and zone districts set which govern the use of land and the location, height, use and land coverage of the buildings.

Standard of land development would be developed by requiring adequate lots, sizes and arrangement, utilities, and street improvements and guide development to conform with the comprehensive plan.

It was explained that through cooperation of the county with the city, the plan can be made workable, as well as more beneficial to all citizens involved.

After the complete comprehensive land use plan is eventually worked then the plans are turned over to the zoning group for action, Galbraith said.

Attending the meeting were: Herb Houtz, Dr. J. A. Beveridge, Frank Boss, Jack Miller, Vern Jeter, Arnold Nehrig, Wayne Baker, and Ron Marples.

History

At the monthly meeting in January 1961, the planning commission was given a brief history of Marysville which was prepared as background material by the author. While such a study would not necessarily have a high priority in a self-help study and could unquestionably have been prepared in greater detail by a local person, the author took the initiative on it as a matter of personal interest. It also proved of interest to members of the planning commission even though its value to planning was not particularly evident in these early stages of study.

Early History of Marysville, Kansas

Marysville, Kansas is the county seat of Marshall County and a city of the second class. It is located in the western portion of Marshall County which is in the northernmost tier of counties adjoining the State of Nebraska, and is the fourth county west of the Missouri-Kansas border. The elevation is 1,150 feet above sea level. The city is served by the Union Pacific Railroad and is located at the junction of U. S. Highway 36 and U. S. Highway 77. In 1960 Marshall County ranked 33rd among the 105 counties in Kansas in population and 35th in sales tax collection. This compares with being ranked 27th in population in 1950 and 30th in tax collections.

In the spring of 1851 Frank J. Marshall established a ferry across the Big Blue River at the present site of the City of Marysville. This crossing was named "Independence Ford", from the trail that led from Independence, Missouri, which was at that time the leading depot of the fur trade. The settlement which followed was named Marshall's Ferry and was later known as

"Palmetto" and Marysville, the later name being in honor of Marshall's wife Mary. Marshall constructed a few log cabins and established a general store and blacksmith's shop.

In the spring of 1856, the Palmetto Town Company was organized in Atchison with eighty-four members composed of southern men with southern tendencies. The Palmetto Colony filed upon and laid out a town site of three hundred and twenty acres, adjacent to the town site previously laid off and entered as a pre-emption claim by Marshall. The colony named the town in honor of the "Palmetto" state and entered it as such at the land office September 25, 1858. For some time the name "Palmetto" was used on official proceedings. In the early maps of Kansas, the name "Palmetto" appeared but Marysville was left out although Marysville was the name of the post office and the established county of justice for Marshall County.

The Marysville Town Colony originated in Western Missouri. This company bought up 100 shares of the "Palmetto" stock, and caused an addition of three hundred and twenty acres to be laid off on the north half of Section 33, Township 2, Range 7.

The pro-slavery town of "Palmetto" was considered to be separate and there was early friction between it and Marysville. This friction was forgotten after Marysville was named the county seat in 1854 and the first post office in Kansas was established there. A steam sawmill was built in 1857 and in 1861 the city was incorporated. A bridge was built across the Blue River at that point in 1869 and Marysville became a city of the third class in 1871.

¹A. T. Andreas, History of the State of Kansas, pp.917-921.

Population Facts

An accumulation of population facts, Appendix VII, was collected for the planning commission of Marysville. Such material should be gathered by or for small town planning commissions in the beginning of their planning studies. This material will guide the commission in determining necessary population studies. Population data was obtained for Marysville and Marshall County from the Biennial Report of the State Board of Agriculture, V6-V45, and also from the 1950 Census of Population, Vol. II, Characteristics of the Population, Part 16, Kansas. The 1960 Census was not available at that time.

Additional information for 1961 was gathered from local sources. In 1961 county assessor field books had the latest information as to age-sex ratios and family size. This information was easy to obtain but took considerable time to assemble. Two men, one working as recorder while the other read the data, could easily obtain the needed information to design the sex-age ratio pyramid for 1961.

The procedure used for gathering information used in the age and sex comparison was to record the data from the assessor field books onto recording sheets which later could be analyzed and the information drafted into a sex-age pyramid. For this study a sheet of paper was divided down the center and spaces lined off for recording data thusly:

| <u>Per Cent</u> | <u>Number of</u> <u>Males</u> | <u>Age</u> <u>Group</u> | <u>Number of</u> <u>Females</u> | <u>Per Cent</u> |
|-----------------|----------------------------------|----------------------------|------------------------------------|-----------------|
| | | 75-+ | | |
| | | 70-74 | | |
| | | 65-69 | | |
| | | 60-64 | | |
| | | 55-59 | | |
| | | 50-54 | | |
| | | 45-49 | | |

| <u>Per Cent</u> | <u>Number of</u> <u>Males</u> | <u>Age</u> <u>Group</u> | <u>Number of</u> <u>Females</u> | <u>Per Cent</u> |
|-----------------|----------------------------------|----------------------------|------------------------------------|-----------------|
| | | 40-44 | | |
| | | 35-39 | | |
| | | 30-34 | | |
| | | 25-29 | | |
| | | 20-24 | | |
| | | 15-19 | | |
| | | 10-14 | | |
| | | 5-9 | | |
| | | 0-4 | | |

The completed age and sex comparison for 1950 in Marysville is shown on Plate V. The city is compared with Marshall County, Kansas and the United States. This information was obtained from the 1950 Census of Population for Kansas. A comparison also is made in the sex-age ratio of Marysville for 1950 and 1961. (See Plate VI). The 1961 material was obtained from the county census books, Marshall County seat in Marysville.

An explanation of the graph showing comparison between Marysville and Marshall County is shown from the year 1860 to 1960. (See Plate VII). However, for Marysville the early population information was not complete and accurate records did not begin until the year 1880. The graph shows a five year study of Marysville from 1880 to 1960.

Marysville, unlike many Kansas communities, has steadily increased in population. But Marshall County has decreased. This is not a healthy situation for Marysville because much of the trade territory population is being lost. But, this condition is typical of a nation-wide trend of farm people moving off the farms to settle and retire in farm communities and in larger cities.

The types of population investigations described here are relatively simple to develop. Yet, they required close supervision by the author at all stages. It is doubtful if such studies - or follow-up population projections -

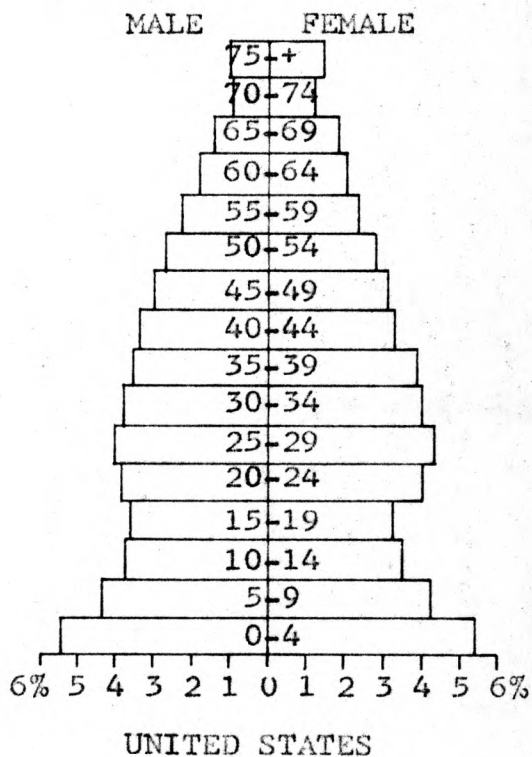
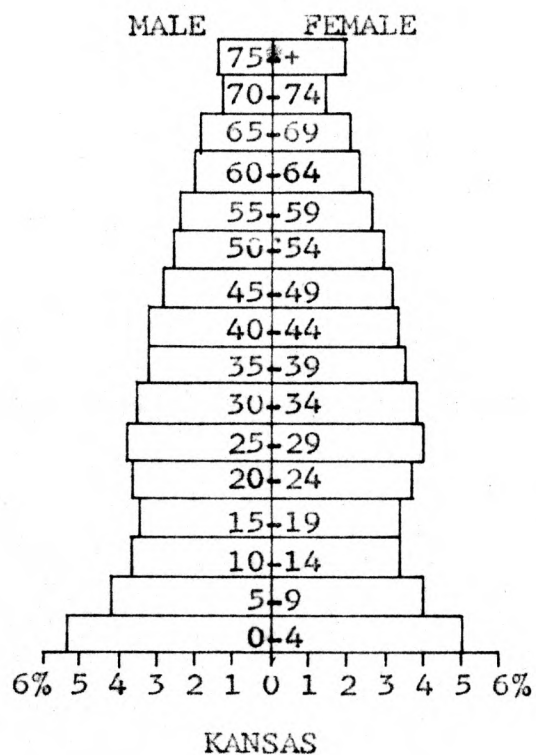
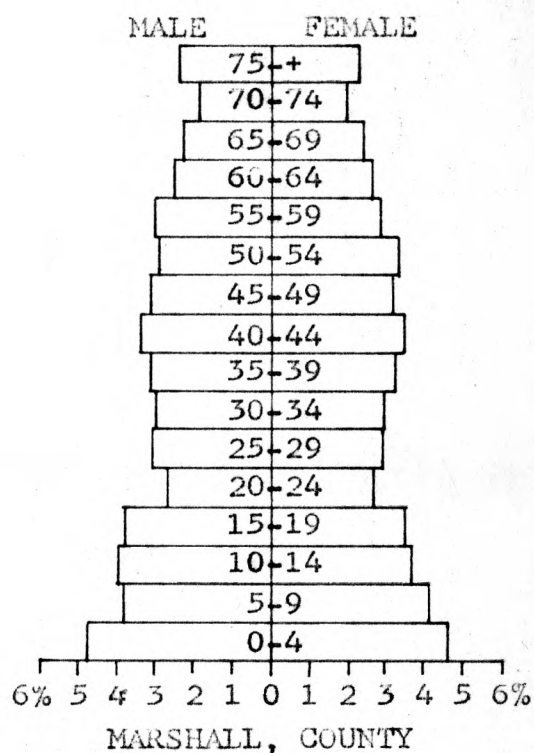
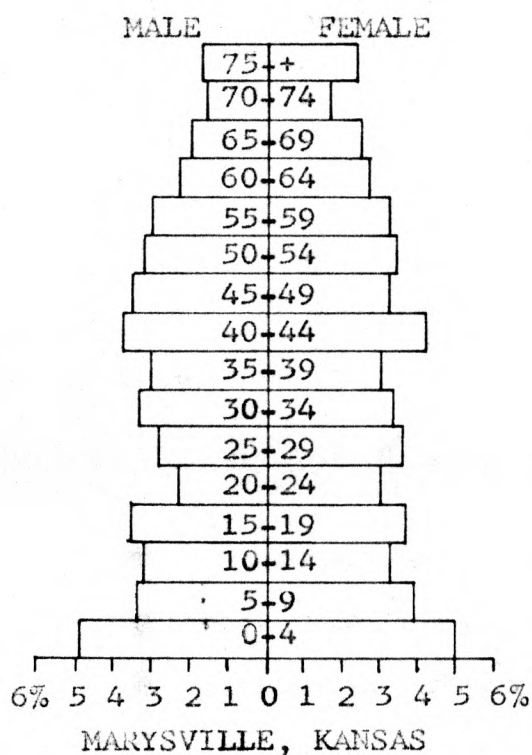
EXPLANATION OF PLATE V

Plate V is a bar graph presentation of the sex-age comparison of Marysville for 1950 compared with Marshall County, the State of Kansas, and the United States.

PLATE V

POPULATION COMPOSITION

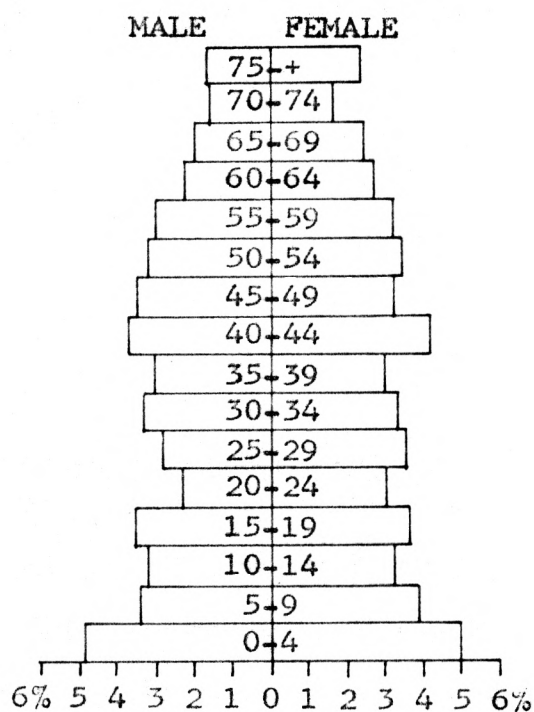
1950 Census



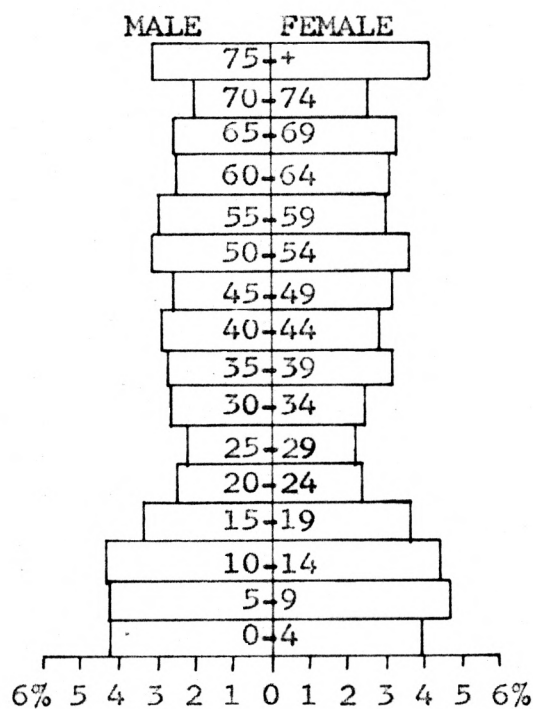
EXPLANATION OF PLATE VI

Plate VI compares the sex-age ratio of
Marysville for 1950 and 1961.

PLATE VI
POPULATION COMPOSITION
MARYSVILLE, KANSAS



1950



1961

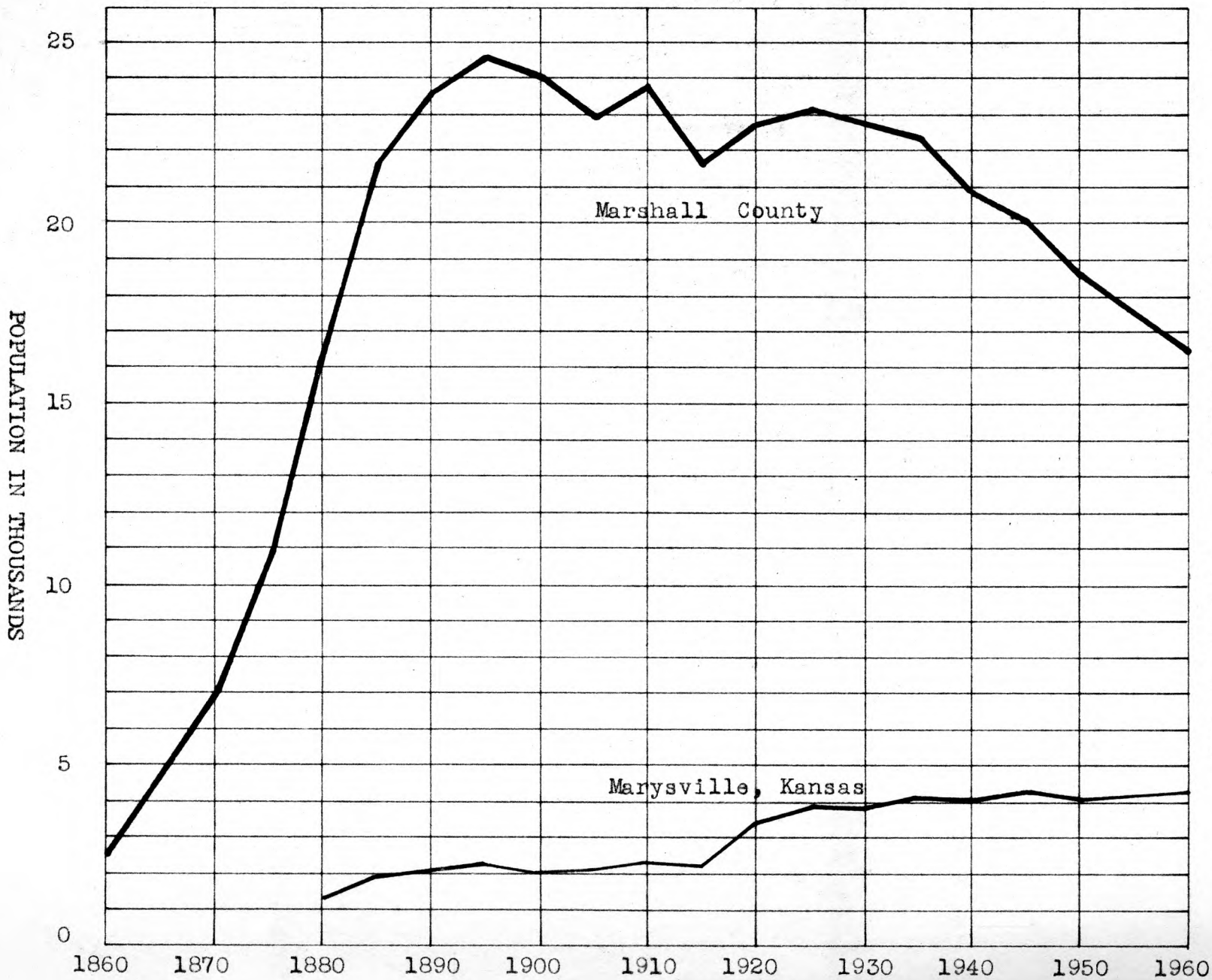
EXPLANATION OF PLATE VII

Plate VII compares population growth and decline for both Marysville and Marshall County. Accurate records for Marysville began in 1880.

POPULATION COMPARISON

Marysville, Kansas

Marshall County



should be considered as appropriate for self-help studies unless more adequate guidance manuals are made available.

Land-Use Maps

The first project the planning commission itself attempted to conduct locally was that of preparing two existing land-use maps, one for the City of Marysville and one for the land use in the three mile adjacent area. This survey began in January, 1961. Rather than attempting to do the investigation themselves as the Wamego Planning Board had done in 1959, the planning commission hired a four man survey team and supervised them in the preparation of maps for the designated areas. The team was instructed in time-saving land-use symbols for use in field notation, and they were supplied with enlarged maps and other necessary equipment for conducting the survey. Land-use symbols and abbreviations of classifications which were used are in Appendix VII.

As an initial step the team used the provided base maps to check and change any necessary existing property lines with property records in the County Clerk's office. They did a good job on correcting the property lines and also wrote the name of the property owner in each city lot. The purpose of the enlarged maps was to provide space for the necessary field notes while conducting the survey. Even so, with the addition of each property owner's name, the field sheets became crowded.

The land-use survey procedure had been explained to the team at a monthly planning commission meeting. The author went with them during the first day of the survey. After brief assistance they soon were conducting their own field work in pairs. In the beginning the team had difficulty in orienting themselves on the map and at one time they were making field notes on the map

four blocks from their position. Later that day the group met and began placing the field data on the final land-use map. This work went rapidly with few apparent mistakes. After completion, the local newspapers took pictures of the team working on the maps to stimulate community interest in the over-all project.

Throughout the following months of studies the land-use maps were checked and found to be quite accurate. Problems which seemed to bother the group involved certain land use classifications such as private old-folks homes, local businesses and home business construction shops. But these questions seemed to work themselves out satisfactorily.

We might conclude from this experience that a local survey team can do an accurate job of conducting a land-use study if they are informed as to what they are attempting to do and given the necessary material to conduct the field study. One change might well be made in conducting such a study in a small community. Instead of using two survey teams as in Marysville it would be better to take a few days longer and work with one team. This may not decrease errors, but errors made by one team can be noted and corrected easier than those made by two teams. The finished maps were very acceptable and after the few mistakes were corrected, the maps proved most useful in the zoning studies.

Zoning

Marysville's initial contact with the Center for Community Planning Services at Kansas State University was a request for help in developing a zoning ordinance. Throughout the six months of the author's involvement the planning commission was working on a zoning ordinance without first

going into the necessary comprehensive plan. The only maps that were prepared during this time were the existing land-use maps, and diagrams of street conditions, public utilities, and existing public facilities. During these months a preliminary draft of a zoning ordinance was prepared and discussed, revised and discussed and revised again. (See Appendix IX). These studies were based on model ordinances and manuals on zoning procedure which were collected from various sources.

During the preliminary draft of the Marysville zoning ordinance, it was suggested that areas of large single family dwellings be zoned for two or more family use. There were two reasons for this; first, apartment shortages, and secondly, the difficulty of present day small families in maintaining such large structures as single-family residences.

An analysis of these older areas was made, keeping in mind adequate protection from fire, adequate light and ventilation, and safe and sanitary facilities for cooking and bathing. These are usually matters regulated by health and housing standards and regulations; however, certain aspects of such problems can be controlled by zoning and planning. The effect of increased population density on existing facilities such as schools, playgrounds, shopping, utilities, as well as added traffic congestion on streets was examined. Such facilities might be adequate for the present single family area, but by zoning the area for two or more families, these facilities might be overstrained. The retaining of the appearance and attractiveness of the single-family residential area was another factor considered. But, by itself, this is not enough of a basis for zoning.

Once it was determined that the existing community facilities in Marysville were able to carry the burden of the additional population densities

then the area of big old houses was zoned for two-family or multi-family use. Such older homes are now permitted to be remodeled into apartments as long as certain specified minimum requirements are met. Reasonably low densities can still be maintained by requiring minimum square feet of lot or floor area per family, thus preventing overcrowding.

Commercial areas in Marysville were the source of many headaches for the zoning study group. Marysville has a large central business district which provides a variety of retail sales and service establishments. This district draws customers from all over the city as well as neighboring counties and could, therefore, be defined as a regional shopping center.

There is also an outlying commercial area east of the city limits on both sides of U. S. Highway 36. This area consists of service stations, truck stops, bowling alley, drive-in theater as well as private clubs and construction offices.

The land-use map shows a scattering of neighborhood businesses throughout the city; however, these are not grouped and are mostly small and in need of repair.

The preliminary draft of the zoning ordinance made a distinction between the central business district and the neighborhood shops. Later the planning commission agreed that the zone for the general commercial district should be kept but due to the scattered neighborhood shops this zone was omitted. It was also decided that there was a definite need to restrict the commercial development along Highway 36. A limited use commercial zone was designed for the strict purpose of regulating the commercial development along the highway.

It was agreed to zone two locations for restricted light industrial districts in Marysville. These districts were adjacent to railroad spurs

and near highways. These areas are more or less a catch-all for all industrial uses presently in the city.

Two areas were designated for heavy industrial uses outside the city limits. These, likewise, are to be near railroad spurs. Since the city has no power to zone beyond the city limits these heavy industrial districts can only be developed with full cooperation from the county commissioners. At the time the City of Marysville adopted a zoning ordinance the County Commissioners had not given the city the authority to zone the three mile area adjacent to the city limits. Verbal approval was given by the County Commissioners that, when and if, a planned industrial park is justified, it would be located on one of several sites designated as desirable for such a use.

After the preliminary draft was fairly well agreed upon a sub-committee was named to develop the zoning map. It was believed that, by having the members of the planning commission develop the map, they in turn would have a better understanding of the ordinance and could defend it with authority. The author noted in the ensuing meetings of this sub-committee that each member had definite ideas about what areas should be zoned for particular uses. Members owning certain properties were quick to point out what they thought their land should be zoned for. This problem of personal financial involvement in decisions is an especially touchy one in small communities.

When the sub-committee presented their findings to the group the most discouraging part was their strip zoning of both Highway 77 to the south and U. S. Highway 36 to the east for commercial uses. This proposal also spot zoned neighborhood commercial areas and conflicting uses separated only by streets rather than by alleys, property lines or natural barriers. Several

major changes were made by the full planning commission and at a later meeting the ordinance and maps were approved by the planning commission. One month later the ordinance and maps were presented and discussed before the city council and the county commissioners. These groups analyzed the ordinances and finally approved them after proper public hearing on September 5, 1961 (see Appendix VIII). The ordinance was first published in the official local newspaper on Thursday, October 12, 1961 (see Appendix IX).

Following the approval of the zoning regulations by the planning commission and at least thirty days prior to the public hearing the governing body is required by law to publish the map and ordinance in a newspaper having general circulation in the area. Usually, a summation of the proposals, plus information as to where details can be checked, is sufficient for publication. It is advisable to display a colored zoning map and details of the text where anyone can see them. Where opposition is expected, this method of selling zoning is very effective.

A public hearing has been defined as a legal smoothing of feelings of those who desire to make their objections known.¹ Often, public hearings are attended by only a few persons who wish to raise objections either by submitting their proposal in writing or by making an oral presentation of such objections. These persons tend to be most interested in community affairs and are not necessarily uninformed or uncooperative persons. In any event the hearing is an excellent opportunity to discuss problems with this group.

¹Albert C. Drake, "Conducting the Public Hearing", Planning, 1949, p. 87.

1. Allay their suspicions. They should be reminded that the commission is made up of citizens and workers serving without pay who are working for them to make a better city.
2. Illustrate the problems involved in planning the orderly growth of the areas involved and the reasons for arriving at the solutions as proposed.
3. Help them feel that they are at liberty to appear before the commission at any time to present their problems or to bring up any matter in which they are involved and needing help.
4. It is always necessary, when dealing with this group, to convince them that graft has absolutely no place in your actions.

If public hearings are well done they will tend to be less and less attended in a community because of the confidence that the people will have gained in what the planning commission is doing.

Following the hearing the zoning text and maps are ready for final passage in the manner prescribed by law if the governing body approves of them. It is important to remember that the procedures of the statutes must be closely followed. Zoning regulations have been invalidated because of illegal methods of passage.

At present many small communities are concerned with assistance only for zoning. They do not understand that good zoning must be based on careful planning. They believe that zoning will solve all of their problems. When this is the case, it becomes necessary to inform local leaders about planning and zoning. There are several publications which would be helpful to any such community.

A series of publications written by Erling D. Solberg, Agriculture Economist, can be obtained by writing the U. S. Government Printing Office, Washington 25, D. C. These include:

"Rural Zoning in the United States"

"What can be Accomplished through Zoning"

"Principles of Rural Land Zoning"

"Zoning to Protect Agriculture"

"Shaping New Measures for Reserving Open Space"

"Reserving Open Space for the Future"

Two other publications on the subject include:

"Zoning", Dr. Murlin R. Hodgell
Kansas Engineering Experiment Station Bulletin 84
Kansas State University, Manhattan, Kansas

"Model Zoning Ordinance", American Society of Planning
Officials
1313 East 60th Street
Chicago 37, Illinois (\$2.00)

Included in Appendix IX is the adopted zoning ordinance for Marysville. This ordinance was written, rewritten and revised to fit Marysville and the three mile area surrounding the city limits. It is not recommended that this ordinance be a model for all small communities in Kansas; however, there are sections which should fit many similar communities with a minimum amount of revision.

Throughout the months the author was involved with the Marysville planning commission, they were repeatedly informed as to the procedure and purpose of comprehensive planning. Even so, one member, after the planning commission had completed the zoning ordinance, asked if this were not the end of the commission and its duties. Actually, of course, Marysville's leaders are just beginning. They have no master plan for future growth and even the zoning ordinance can hardly be effective without an overall plan for guidance in its administration. A definite need for a subdivision regulation now exists

as there are several sites being proposed for new residential development. They should now begin to work on their comprehensive planning program. After this is accomplished frequent revisions of both the plan and the zoning ordinance will be necessary.

Substituting Marysville into the quote from Olmsted, "the collective responsibility rests upon the present generation of Marysville citizens for making or marring their city's future."

ACKNOWLEDGMENT

I wish to express my gratitude to those whose assistance made this thesis possible. To the City of Marysville, Kansas, the Planning Commission and the City Council goes my special regard for their keen interest in beginning a planning program. In addition, I greatly acknowledge the assistance of the City Clerk, Jay Funk, who contributed a wealth of data for this research.

I extend my deepest appreciation to Dr. Murlin R. Hodgell, Professor of Architecture and City Planning, Kansas State University, Manhattan, Kansas, whose sincere devotion to the planning field has made the planning curriculum at Kansas State successful, and I extend my thanks for his academic guidance during my graduate work and the preparation of this thesis.

This thesis is dedicated to my wife, who has given much of her time, and all of the financial support through her teaching these past two years. It is to her that most of the credit must be given for the successful completion of this work.

REFERENCES

Books

- Andreas, A. T. History of the State of Kansas. Chicago: Culver, Page, Hoyne & Co., 1883.
- Breese, Gerald W. and Dorothy E. Whiteman. An Approach to Urban Planning. Princeton: Princeton University Press, 1955.
- Chapin, Francis Stuart, Jr. Urban Land Use Planning. New York: Harper and Brothers, 1957.
- Duncan, Otis D. Social Characteristics of Urban and Rural Communities.
- Gallion, Arthur B. The Urban Pattern. Princeton: D. Van Nostrand Company, Inc., 1958.
- Greer, Guy. Your City Tomorrow. New York: Macmillan Company, 1947.
- Haar, Charles M. Land Use Planning. Boston-Toronto: Little, Brown and Company, 1959.
- Hoyt, Homer, Harland Bartholomew, and William Applebaum. "Urban Land-Use Survey and Mapping Techniques". Readings in Urban Geography. Chicago: The University of Chicago Press, 1959.
- McLean, Mary, editor. Local Planning Administration. Third edition. Chicago: The International City Manager's Association, 1959.
- Sanders, Irwin T. The Community. New York: The Ronald Press Company, 1958.
- Warren, Roland L. Studying Your Community. Russell Sage Foundation, 1955.
- Webster, Donald H. Urban Planning and Municipal Public Policy. New York: Harper & Brothers, 1958.

Periodicals, Journals, Publications of Professional Organizations

- American Public Health Association. Planning the Neighborhood. Chicago: Public Administration Service, 1960.
- Bair, Fred H. Jr., and Ernest R. Bartley. The Text of a Model Zoning Ordinance. Chicago: American Society of Planning Officials, 1960.
- Balanced Community Development. Washington: Chamber of Commerce of the United States, 1960.

Black, Russel Van Nest. "Staffing Small Town Planning Commissions." Planning. Chicago: American Society of Planning Officials, 1952.

Brunton, Robert L. "The Community and the Planning Consultant". Planning. Chicago: American Society of Planning Officials, 1959.

Carmichael, Fitzhugh L., Director. How to Make and Use Local Housing Surveys. Housing and Home Finance Agency. Washington: Government Printing Office, 1954.

Chapin, F. Stuart, Jr. "Planning Problems in Small Communities". Planning. Chicago: American Society of Planning Officials, 1948.

City Planning and Urban Development. Washington: Chamber of Commerce of the United States, 1952.

Community Analysis - Foundation for Decision Making. Washington: Chamber of Commerce of the United States, 1960.

"Community Development Series I - VII".

- I. Balanced Community Development
- II. Community Analysis
- III. Comprehensive Planning
- IV. Planning Urban Renewal Projects
- V. Modernizing Local Government
- VI. Financing Community Development
- VII. Community Leadership

Washington: Chamber of Commerce of the United States, 1960.

Dauids, Richard C. "Want One of These Blotting Your Farm". Farm Journal December, 1958.

Drake, Albert L. "Conducting the Public Hearing". Planning. Chicago: American Society of Planning Officials, 1949.

Feiss, Carl. "Zoning as a Positive Instrument of Planning". Planning. Chicago: American Society of Planning Officials, 1941.

Information Report No. 10. Planning Advisors Service. Chicago: American Society of Planning Officials, 1950.

Jaycee Community Development. Tulsa: U.S. Junior Chamber of Commerce and American Motors Corp., 1960.

"Kansas Newsmen Look at Planning". Kansas Government Journal. Topeka: The League of Kansas Municipalities, 1961.

Lash, N. H. "Small Town Planning Problems". Planning. Chicago: American Society of Planning Officials, 1955.

Miller, Harold V. Mr. Planning Commissioner. Public Administration Service, 1954.

Milne, Edward J. "Public Relations in Planning". Planning. Chicago: American Society of Planning Officials, 1949.

"Municipal Provision of Parking Facilities". Planning Advisors Service. Chicago: American Society of Planning Officials, 1954.

Osgood, Harry N., Director. A B Citizens in Urban Renewal. Chicago: Urban Renewal Division of Sears, Roebuck & Co., 1959.

Parker, John A. "Aids to Local Planning". Planning. Chicago: American Society of Planning Officials, 1951.

"Population Forecasting". Planning Advisors Service. Chicago: American Society of Planning Officials, 1950.

Urban Development Guidebook. Washington: Chamber of Commerce of the United States, 1955.

Utilities and Facilities for New Residential Development. Technical Bulletin No. 27. Washington: Urban Land Institute, 1955.

Wilkens, E. B. Mapping for Planning. Publication No. 101. Chicago: Public Administration Service, 1948.

Wise, Harold F. "Planning Problems in Small Communities". Planning. Chicago: American Society of Planning Officials, 1954.

Government and State Bulletins

Biennial Reports of Kansas State Board of Agriculture, Vols. VI - XLIV, 1872 - 1959.

"Characteristics of the Population". Census of Population - Kansas, 1950. Washington: U.S. Government Printing Office, 1952.

Colorado State Planning Division. Basic Data for Planning. Denver: State Office Building, 1960.

_____. County Planning. Denver: State Office Building, 1959.

_____. Elements in the Community General Plan. Denver: State Office Building, 1959.

_____. Making a Land Use Survey. Denver: State Office Building, 1959.

- Colorado State Planning Division. Subdivision Standards. Denver: State Office Building, 1957.
- _____. The Board of Zoning Adjustments. Denver: State Office Building, 1960.
- _____. The Preliminary Reconnaissance. Denver: State Office Building, 1959.
- _____. Urban Renewal. Denver: State Office Building, 1960.
- _____. Zoning - An Introductory Guide. Denver: State Office Building, 1959.
- Graham, F. P. An Introduction to City Planning. Kansas Engineering Experiment Station Bulletin No. 76. Manhattan: Kansas State University, 1955.
- Housing and Home Finance Agency. Detailed Summary of the Housing Act of 1956. Washington: U.S. Govt. Printing Office, 1956.
- _____. Federal Laws Authorizing Assistance to Urban Renewal. Washington: U. S. Govt. Printing Office, 1959.
- _____. How to Make and Use Local Housing Surveys. Washington: U. S. Govt. Printing Office, 1954.
- _____. Program for Community Improvement. Washington: U. S. Govt. Office, 1960.
- _____. Suggested Land Subdivision Regulations. Washington: U. S. Printing Office, 1957.
- _____. The Urban Planning Assistance Program. Washington: U. S. Govt. Printing Office, 1960.
- _____. The Workable Program. Washington: U.S. Govt. Printing Office, 1960.
- Hodgell, Murlin R. Zoning. Kansas Engineering Experiment Station, Bulletin 84. Manhattan: Kansas State University Press, 1958.
- Pierce, Doris. Forms of City Government in Kansas. Citizens Pamphlet Series, No. 21. Lawrence: Government Research Center, 1957.
- Reeder, W. W. Know Your Community. Cornell Extension Bulletin, 982.
- Rohrer, Wayne C. A Century of Migration of the Kansas Population. Economics and Sociology Report No. 1. Manhattan: Kansas State University, 1961.

Sixteenth Census of the United States, 1940. Volume IV. Washington: U. S. Govt. Printing Office, 1943.

Solberg, Erling D. Principles of Rural Zoning. United States Dept. of Agriculture. Washington: Agriculture Research Service, 1960.

_____. Reserving Open Space for the Future. United States Dept. of Agriculture. Washington: Agriculture Research Service, 1960.

_____. Rural Zoning in the United States. United States Dept. of Agriculture Information Bulletin No. 59. Washington: Govt. Printing Office, 1952.

_____. Shaping New Measures for Reserving Open Space. U. S. Dept. of Agriculture. Washington: Agriculture Research Service, 1960.

_____. What Can be Accomplished Through Zoning. U. S. Dept. of Agriculture. Washington: Agriculture Research Service, 1960.

_____. Zoning to Protect Agriculture. United States Dept. of Agriculture. Washington: Agriculture Research Service, 1960.

Newspapers

"Land-Use Survey Near Completion". News item. Marshall County News, February 23, 1961.

"County Commissioners Invited Here for Meet on Land-Use Plan". News item. Marysville Advocate, February 23, 1961.

APPENDIX

APPENDIX I

General Statutes of Kansas Authorizing the Planning Commission

These articles are from the General Statutes of Kansas and clearly define the planning commission's composition and authority. The following articles make up the general city statutes on planning and zoning. Cities of the first class and county planning commissions are controlled by additional laws:

12-701. Creation of commission; change in number. The governing body of any city may by ordinance create a city planning commission for such city, and may thereafter by ordinance change the number of members of such commission.

12-702. Membership; appointment; terms; vacancies. Such city planning commission shall consist of not less than seven or more than fifteen taxpayers of which number two members shall reside outside of but within three miles of the corporate limits of said city, but the remaining members shall be residents of such city, to be appointed by the mayor by and with the consent of the council or board of commissioners. The members of the commission first appointed shall serve respectively for terms of one year, two years and three years. Thereafter members shall be appointed for terms of three years each. Vacancies shall be filled by appointment for the unexpired term only. Members of the commission shall serve without compensation for their service.

12-703. Meetings, chairman; record. The members of the city planning commission shall meet at least once a month at such time and place as they may fix by resolution. They shall select one of their number as chairman and one as vice-chairman who shall serve one year and until their successor has been selected. Special meetings may be called at any time by the chairman or in his absence by the vice-chairman. A majority of the commission shall constitute a quorum for the transaction of business. The commission shall cause a proper record to be kept of its proceedings.

12-704. Powers and duties of commission. The powers and duties of the commission shall be to make plans and maps of the whole or any portion of such municipality, and of any land outside of the municipality, which in the opinion of the commission bears relation to the planning of the municipality, and to make changes in such plans or maps when it deems same advisable. Such maps

or plans shall show the commission's recommendations for new streets, alleys, ways, viaducts, bridges, subways, parkways, parks, playgrounds, or any other public ground or public improvements; and the removal, relocation, widening or extension of such public works then existing with a view to the systematic planning of the municipality, the commission may make recommendations to the governing body concerning the location of streets, transportation and communication facilities, public buildings and grounds. Whenever the commission shall have made and agreed upon a plan for the development of the municipality or any portion thereof, such plan or plans shall be submitted to the governing body for their consideration and action.

12-705. Plans and plats; regulations. All plans, plats or replats of lands laid out in building lots and the streets, alleys or other portions of the same intended to be dedicated for public use, or for the use of purchasers or owners of the lots fronting thereon or adjacent thereto, the plans and descriptions of all streets, alleys or public ways intended to be deeded or dedicated for public use, or for the use of purchasers or owners of the land fronting thereon or adjacent thereto which is not intended to be platted into lots or other designated tracts and located within the city limits of a city in which a city planning commission has been or may hereafter be created, or any addition or plan of streets or public ways located outside the city limits, provided such territory is within same county in which said city is located and entirely or in part within three miles of the nearest point on the city limits of any such city, shall be submitted to the city planning commission for their consideration, and their recommendation shall then be submitted to the governing body of such city for their official consideration and action. And no such plat or replat or dedication or deed of street or public way shall be filed with the register of deeds as provided by law until such plat or replat or dedication or deed shall have endorsed on it the fact that it has first been submitted to the city planning commission and by the city planning commission to the governing body of such city and by such governing body duly approved. Before exercising the powers referred to above, the city planning commission shall adopt regulations governing the subdivision of land within its jurisdiction. Such regulations may provide for the proper area of streets in relation to other existing or planned streets and to the mapped plan for adequate and convenient open spaces for traffic, utilities, access of fire-fighting apparatus, recreation, light, and air, and for the avoidance of congestion of population, including minimum width and area of lots.

12-706. Budget of expenditures. On or before the first Monday in August of each year the said city planning commission shall submit to the governing body of such city its budget of expenditures for the ensuing fiscal year, itemizing the expenses and amounts and the purpose. The city commission shall thereupon consider said budget and make such allowances to the said city planning commission as it shall deem proper and shall add the same to the general budget of such city; provided, that any city having not exercised any power by virtue of Chapter 99, Session Laws of 1921, may for the exercise of such planning commission for the year 1923, the governing body may appropriate the balance of any funds of such city not necessary for the purpose appropriated without being deemed in violation of any provisions of the law relating to the city budget.¹

Joint Co-Operation in Area Planning

12-716. Area Planning by certain political subdivisions; joint commission, powers. Any two or more cities or counties or other political subdivisions having adjoining planning jurisdictions, or any county and city or cities within or adjacent to the county, may jointly co-operate in the exercise and performance of planning powers, duties and functions as provided by state law for cities and counties.

When two or more of such cities and counties shall by ordinance, resolution, rule or order, adopt such joint planning co-operation, there shall be established a joint planning commission for the metropolitan area or region comprising the area coterminous with the areas of planning jurisdiction of the cities or counties cooperating jointly. Such a joint planning agency for the metropolitan area or region may be empowered to carry into effect such provisions of state law relating to planning which are authorized for such joining cities or counties and which each may under existing laws separately exercise and perform. Any other public authority or agency which operates within, wholly or in part, the area covered by this joint planning co-operation may likewise join with the co-operating cities or counties in co-operative planning through resolution of its governing board or commission.

12-717. Same; purpose of metropolitan or regional commission; plans and recommendations. The general purpose of a metropolitan or regional planning commission shall be to make those studies and plans for the development of the metropolitan area or region that will guide the unified development of the area, that will eliminate planning duplication and promote economy and efficiency in the co-ordinated development of the area and the general welfare and prosperity of

¹General Statutes of Kansas, Chapter 12, Articles 701 through 706, 1949 as amended.

its people. The metropolitan or regional commission shall make a plan or plans for development of the area, which may include, but shall not be limited to, recommendations for principal highways, bridges, airports, parks and recreational areas, schools and public institutions, and public utilities. Any metropolitan or regional plan so developed shall be based on studies of physical, social, economic, and governmental conditions and trends. The plans and its recommendations may in whole or in part be adopted by the governing bodies of the co-operating cities and counties as the general plans of such cities and counties. The metropolitan or regional planning commission may also assist the cities and counties within its area of jurisdiction in carrying out any regional plan or plans developed by the commission, and the metropolitan or regional planning commission may also assist any planning commission, board or agency of the co-operating cities or counties in the preparation or effectuation of local plans and planning consistent with the program of the metropolitan or regional planning agency.

12-718. Same; membership of commission; qualifications; terms of agreement. The co-operating cities and counties which join to create a metropolitan or regional planning commission shall through joint agreement determine the number and qualifications of the members of the commission: PROVIDED, a majority of the members of the metropolitan or regional planning commission shall hold no other public office except appointive membership on a city or other planning commission or board. The joint agreement shall also provide for the manner of co-operation and the means and methods of the operation and functioning of the metropolitan or regional planning commission, including the employment of a director of planning and such staff and consultants as it may require, the proportionate share of costs and expenses, the purchase of property and materials for the use of the commission. The joint agreement may also allow for the addition of other public bodies to the co-operative arrangement.

12-719. Same; funds for commission. A metropolitan or regional planning commission established under the provisions of this act is authorized to receive for its own uses and purposes any funds or moneys from any participating city or county, from the state or federal government, and from any other source any other funds including bequests, gifts, donations or contributions. The participating cities and counties or other public bodies are authorized to appropriate funds for the expenses and costs required by the commission in the performance of its purposes and functions.

12-720. Same; duties and functions of counties, cities, local agencies and regional planning commission. Nothing in this act shall be so construed to remove or limit the powers of the

co-operating cities and counties as provided by state law. All legislative power with respect to zoning and other planning legislation shall remain with the governing body of the co-operating cities and counties. Each participating city or county may continue to have its own planning commission or board but may under the joint agreement and in the interests of economy and efficiency and in the interest of uniform standards and procedures, request the metropolitan or regional planning commission to assume duties and functions of local planning agencies in whole or in part. The metropolitan or regional planning commission shall have the duty and function of promoting public interest and understanding of the economic and social necessity for long-term co-ordinated planning for the metropolitan or regional area but its official recommendations shall be made to the governing bodies of the co-operating cities or counties.

12-721. Same; invalidity in part. If any provision of this act or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or application of the act which can be given effect without the invalid provision or application, and to this end the provisions of this act are declared to be severable.¹

¹General Statutes of Kansas, Chapter 12, Articles 716 through 721, 1949 as amended.

APPENDIX II

Recommended Library Material
for the Local Planning Commission

These reference materials are excellent sources for information in planning. It is important that the local planning commission begin a library after they are organized.

"Community Development Series"

- I. Balanced Community Development
- II. Community Analysis
- III. Comprehensive Planning
- IV. Planning Urban Renewal Projects
- V. Modernizing Local Government
- VI. Financing Community Development
- VII. Community Leadership

Individual copies can be purchased for 50¢ each. The set of seven can be purchased for \$3.00. Order from:

Construction & Civic Development Department
Chamber of Commerce of the United States
1615 H. Street, N. W.
Washington 6, D. C.

Jaycee Community Development. Co-sponsored by the U. S. Junior Chamber of Commerce and American Motors Corporation. Order from:

U. S. Junior Chamber of Commerce
Boulder Park, Box 7
Tulsa 2, Oklahoma

No charge

Local Planning Administration. Published for the institute for training in Municipal Administration. Order from:

The International City Manager's Association
1313 East 60th Street
Chicago, Illinois

Price: \$7.50

Mapping for Planning. E. B. Wilkens. Publication No. 101. Order from:

Public Administration Service
1313 East 60th Street
Chicago 37, Illinois

Price: \$1.00

Mr. Planning Commissioner. Harold V. Miller. Order from:
Public Administration Service
1313 East 60th Street
Chicago 37, Illinois Price: \$1.00

The Text of a Model Zoning Ordinance. Fred H. Bair, Jr. and
Ernest R. Bartley. Order from:
American Society of Planning Officials
1313 East 60th Street
Chicago 37, Illinois Price: \$2.00

Suggested Land Subdivision Regulations. Housing and Home Finance
Agency. Order from:
Superintendent of Documents
U. S. Government Printing Office
Washington 25, D. C. Price: 50¢

Zoning. Murlin R. Hodgell. Order from:
Kansas Engineering Experiment Station
Bulletin 84
Kansas State University
Manhattan, Kansas At present, out of print

Citizens in Urban Renewal. Order from:
Urban Renewal Division of
Sears, Roebuck & Company
925 S. Homan Avenue
Chicago 7, Illinois Single copies - no charge
Additional copies - 25¢

APPENDIX III

The Marysville Flood Protection Project

A Flood Protection Levee
Marysville, Kansas

Introduction

The Kansas River Basin has long been menaced by both floods and drought. In 1936 a federal program of local flood protection works and flood control reservoirs was initiated, which has been supplemented by the Flood Control Acts of subsequent years.

In July 1951, a flood catastrophe created new concepts as to the requirements for adequate flood protection and investigations were authorized to review the existing plans in view of the 1951 experience.

Many potential projects, multiple-purpose reservoirs and local flood protection projects have been considered during these studies and eliminated, at least for the foreseeable future, because of their economic infeasibility.

However, the Marysville, Kansas flood protection project was authorized in 1954 and as yet final plans have not been approved because of lack of cooperation and enthusiasm shown by the city.

The purpose of this report is to summarize all factors pertaining to this project, gather data into one report of all aspects leading up to a probable solution, and to accept or reject the proposed levee which is the solution offered by the Corps of Engineers.

Quote from the Water Resources Development, U. S. Army Corps of Engineers in Kansas, Southwestern Division, January 1959.

"Marysville, on the left bank of the Big Blue River about 80 miles above its mouth and on the right bank of Spring Creek near its mouth, experienced major floods in 1903 and 1941, as well as lesser floods which have blocked highway connections. In June 1941, approximately 104 city blocks were flooded, representing about 50 per cent of the business area and 25 per cent of the residential area. As authorized in 1954 as a unit of the Kansas River Basin plan, the Marysville project would provide for about two miles of levee along the south and west boundaries of the city, improvement of Spring Creek channel, and a pumping plant.

"Some renewed activity on the part of local interests toward cooperating with required local assurances in this project was in evidence in late 1958. The 1958 estimate of cost of this project is \$394,000 Federal and \$91,000 non-federal."

Important Facts of the Marysville, Kansas Flood Protection Levee

1. Marysville is a community of 4,212 inhabitants. The river flows directly through the western sections of the city. Federal highway 36, a main east-west transportation artery in the Midwest crosses the river at this point. Flooding of the river disrupts the flow of important transportation facilities.
2. Marysville experienced major floods in 1903 and 1941 as well as lesser floods which have blocked highway connections.
3. The flood stage in Marysville is 1,145 feet. The record floods of 1903 and 1941 reached 1,154.6 feet and 1,156.5 feet respectively.
4. In 1941 approximately 104 city blocks were flooded, representing about 50 per cent of the business area and 25 per cent of the residential area.
5. The Marysville project was authorized by Congress in 1954 as a part of the comprehensive flood protection plan for the Kansas River Basin.
6. On October 23, 1957 the governing body of the city adopted a resolution in which they cited the willingness of the city to put to the vote of the people as required by law the question of issuing bonds for the city's share in constructing the project.
7. Planning funds for the Marysville project were allotted in fiscal year 1960 and these funds were available shortly after July 1, 1959.
8. In early fall of 1959, meetings were held with the city council in Marysville, at which time requirements of local cooperation and preliminary plans of the project were thoroughly discussed.

9. In November 1959 the city was notified by letter of the requirements of local cooperation and requested to furnish the required assurance for sponsorship of the project. This requirements must be undertaken before detailed planning can be completed.
10. The usual requirements of local cooperation as described in the Flood Control Act of 22 June 1936, as amended, are applicable for Marysville. This provides that no money appropriated under the foregoing authorization can be expended for construction until a responsible local sponsoring agency has given assurance satisfactory to the Secretary of the Army that it will:
 - (1) provide without cost to the United States all lands, easements, and rights-of-way necessary for the construction of the project;
 - (2) hold and save the United States free from damages due to the construction works;
 - (3) maintain and operate all the works after completion in accordance with regulations prescribed by the Secretary of the Army.

The authorizing legislation contains the provision that authorization for any project requiring local cooperation shall expire five years from the date on which local interests are notified in writing of the assurances satisfactory to the Secretary of the Army are furnished within that period.
11. Also, the city must perform certain tasks in the preliminary stages of planning, such as a compilation of ownership maps, estimates of the city's portion of the project cost, determination of the method of financing city's cost, etc. Data was supplied to assist the city in getting started in these actions and at the same time the Corps started detailed studies for the design of the project. This work continued until about May 1960, although the city had not taken action toward furnishing the assurances.
12. In early June of 1960 a letter was forwarded to Mayor Weigers which referred to former meetings and correspondence relative to the city completing its action toward furnishing its assurance for sponsorship. It was also pointed out that no reply had been received to the previous correspondence and that the planning and design of the project by the government had progressed to the stage where further useful work could not be accomplished without assurance of the city of its sponsorship. In order to determine the Government's position with respect to further useful work, an expression of the city's intention to proceed or not to proceed with sponsorship of the project was requested. No reply has been received.
13. In January 1961, the Corps Wrote Mayor Wiegers stating that no reply had been received and requested advice concerning the official position of the city in regard to fulfilling the requirements of local cooperation. The Corps also stated that the Government could

not schedule any further work on the Marysville project until the city takes affirmative action towards furnishing these assurances. The Corps further pointed out that project authorization would expire in November, 1964 unless satisfactory assurances were received prior to that time. No reply has been received.

14. Also in January a Planning Commission was appointed. This commission, consisting of nine members, has been conducting studies in land use, population, long range master planning, and on April 15, 1961, the first draft of a zoning ordinance was read. However, before a comprehensive plan can be completed along with a zoning ordinance and subdivision regulations, a decision must be reached as to the outcome of this proposed flood protection program.
15. I requested that Colonel A. P. Rollins, Jr. be written by the chairman of the planning commission to bring the commission up to date on the program.
16. Recently Herb Houtz, a member of the planning commission was elected Mayor. Mr. Houtz has been progressive in working in the planning commission and it is hoped that some decisions will be made in the near future as to the outcome of this flood protection project.

Analysis of Costs

The Marysville project has been authorized and the planning includes levees, channel improvement, bridge alteration and a pumping station. This levee will protect the residential, commercial and industrial areas in the western sections of the city from damaging floods. This can be noted on the general plan map.

Approved cost estimates and annual costs:

| <u>Local Protection</u> | <u>1960 Approved Cost Estimates</u> | | <u>Annual Maintenance and Operation Cost</u> |
|-------------------------|---|-------------------------|--|
| Marysville, Kansas | Federal \$737,000 | Non-Federal \$98,000 | Non-Federal \$2,900 |

Quote from Water Resources Development in Kansas:

"As authorized in 1954 as a unit of the Kansas River Basin plan, the Marysville project would provide for about 2.9 miles of levee along the south and west boundaries of the city, and improvement of Spring Creek channel. The 1960 estimate of cost of this project is \$737,000 federal and \$98,000 non-federal."

The flood protection levee on the proposed location will require the acquisition of approximately 125 acres of right-of-way, easements and borrow areas. The total estimation of the non-federal costs for the completed project is \$98,000.

The city will be required to maintain the levee after completion. This maintenance will consist of mowing the slopes, maintaining the surfacing on top of the levee, periodic inspection and operation of all flood gates, and the operation of a flood pump. The annual maintenance and operation cost as listed by the Review Report on the Kansas River is estimated at \$2,900. This estimation includes the providing for a sinking fund to take care of replacement of flood pump parts.

Estimates

Estimates on work to be financed by the City of Marysville were estimated by the Corps of Engineers for their benefit costs studies and it was understood that this estimate was not to be used by Marysville for a bond election figure.

City's costs include:

1. City's cost of changing city owned utilities
2. Cost of road and street changes
3. Right-of-way, easements, borrow areas
4. Separation damages
5. Certificates of title and abstracts
6. Appraisal costs
7. Legal, court, election costs
8. Engineering costs @ 15%
9. Contingencies @ 20%

The estimated cost for survey and staking of right-of-way is based on the Corps of Engineers staking the final centerline of the proposed levee and the city tying the right-of-way to existing land and property lines and then preparing descriptions of and surveying for the land required for the improvements.

The city pays all costs of necessary alteration and/or reconstruction of such items as highways, streets, sidewalks, railroad lines, buildings, utilities, and other publicly or privately owned property facilities.

It was necessary to request additional information from the Corps by letter. However, the information was delayed and a call was placed to a Mr. Gough on May 12, 1961 in the offices in Kansas City.

Items discussed and information received included:

1. The flood of 1941 damaged sixty (60) business establishments, 381 residences as well as streets and parks. The city's water works was out of commission for two (2) days, and all train service was out for one (1) week.
2. Breakdown of the Corps estimates of the non-federal costs were stressed definitely not to be used by the city for a bond election. These include:

| | |
|--|---------------|
| Right-of-way, easements, borrow areas | \$44,000 |
| Relocation, surfacing, sewers, power lines | 27,000 |
| Engineering, administration @ 15% | 14,000 |
| Contingencies @ 20% | <u>13,000</u> |
| | \$98,000 |

3. Annual Maintenance

| | |
|--|-------------------------|
| Mowing and necessary grading | \$100 per year per mile |
| Replacement of parts over a 50 year period | \$ 50 per year |
4. Damage to Marysville in 1941

| | |
|-------|---------------|
| June | \$ 77,900 |
| Sept. | <u>32,100</u> |
| | \$110,000 |

From the Review Report on the Kansas River, these losses were listed for the 1951 flood whose elevation did not reach that of the greater flood in 1941.

| | |
|---------------------------------------|--------------|
| Business | \$ 5,000 |
| Residential | 27,000 |
| Public property | 25,000 |
| Transportation, utilities and others* | <u>2,000</u> |
| | \$59,000 |

*Others includes damage to existing flood control works and agricultural losses within urban areas.

City's Cost of Changing City Owned Utilities

The following list was compiled with the aid of cost estimates obtained from the Kansas State Engineering Department.

| <u>Item</u> | <u>Description</u> | <u>Quantity</u> | <u>Unit Price</u> | <u>Cost</u> |
|-------------|--|-----------------|-------------------|-----------------|
| 1. | Replace 16" VCP with CIP under levee to sewage treatment plant | 1,400' | \$12 | \$16,800 |
| 2. | Trench and backfill | 1,400' | 2 | 2,800 |
| 3. | Relocation of 2" water line | 150' | 2 | 300 |
| | | | | <u>\$19,900</u> |

Cost of Road and Street Changes

| <u>Item</u> | <u>Description</u> | <u>Quantity</u> | <u>Unit Price</u> | <u>Cost</u> |
|-------------|---------------------------------|-----------------|-------------------|-----------------|
| 1. | Grading preparation of road bed | 4 | \$200 | \$ 800 |
| 2. | Gravel surfacing | 600 cu/yds | \$2.25 | <u>1,350</u> |
| | | | | <u>\$ 2,150</u> |

Statistics

Parts of these statistics were taken from a map showing the proposed levee alignment, right-of-way widths, borrow areas, utility lines which was sent to the City of Marysville in March, 1960.

| | |
|---|-------------------------|
| Borrow areas and temporary easements | <u>Approximate</u> |
| 2.9 miles of levee @ 5,280' per mile | 75 acres |
| | 15,312' length of levee |
| Width of R/W = 8-10 times height | |
| Approximate average height | 12' |
| Average width | 120' |
| Right-of-way | 50 acres |
| Right-of-way under existing levee | 12 acres |
| Approximate acres of street right-of-way | 10 acres |
| Borrow areas and temporary easements | |
| 75 acres @ \$100 per acre | \$7,500 |
| Levee right-of-way 400 acres @ \$300 per acre | \$12,000 |

Approximate

Separation damages

2,000
\$21,500*

*These figures were obtained with the assistance of Arlyn Kraemer, Realtor, Marysville, Kansas.

The following are approximate estimates of the city's cost of this project.

Approximate

| | |
|--|---------------|
| Right-of-way, easements, borrow areas | \$25,000 |
| Separation damages | 1,500 |
| Reconstruction of city owned utilities | 20,000 |
| Cost of street & road changes | 2,150 |
| Certificates of title & abstracts | 1,000 |
| Appraisal costs | 500 |
| Legal, election, court costs | 2,000 |
| Engineering & administration @ 15% | 7,500 |
| Contingencies @ 20% | <u>10,000</u> |
| Total | \$69,650 |

The most important benefit received by the citizens of Marysville is the annual benefit of flood protection. There is no evidence that merchants have moved out of the city because of lack of flood protection. There is evidence that new businesses have moved into the flood plain area.

Other benefits are considered as indirect benefits. These include:

1. Create industrial sites for a more prosperous city
2. Create a cleaner city without floods
3. Decreases human anguish, loss of life, disease
4. Creates jobs for the construction of the levee
5. Raises the valuation of property
6. Encourage growth in western part of Marysville

It is desirable to have MC = MR

Approximate

| | |
|---|-----------------|
| First cost = cost of city's share | \$70,000 |
| Annual costs | |
| Interest | 2,800 |
| Operation, maintenance | 1,000 |
| Replacement of equipment | 50 |
| Economic loss (cost of the risk annually) | <u>\$10,300</u> |

It is the opinion of this researcher that the estimates of flood damage of 1941 were low considering the number of homes and businesses affected, as well as damage to public property.

At present costs, such a flood would cost considerably more than the cost of damage estimated by the Corps following the flood of 1941.

There are now 385 residences and 66 businesses in the flood area. It is estimated that a flood today of such magnitude would cause the following damage results.

| ITEM | UNIT DAMAGE | DAMAGE |
|------------------|-------------|---------------|
| 385 residences | \$300 | \$155,500 |
| 68 businesses | 500 | 34,000 |
| Public utilities | | <u>25,000</u> |
| | Total | \$214,500 |

Concerning residences this is an average estimate of damage mostly to basements, foundations and yards. Likewise with businesses the cost is an average of replacement of fixtures, loss of goods, and stoppage of business.

Benefit/Cost

Economic Loss

| | |
|------------------|-----------|
| Fifty year flood | \$215,000 |
| Ten year flood | 60,000 |

n = 50 years

i = 4%

Annual maintenance 1,500

First cost - cost of city's share 70,000

$$70,000 (\text{crf} - i\% - n) + 1500 =$$

$$70,000 (\text{crf} - 4\% - 50) + 1500 =$$

$$70,000 (.04655) + 1500 =$$

$$3258.50 + 1500 = \underline{4,758.50} \text{ Annual cost for providing the project.}$$

$$215,000 \times \frac{1}{50} = \$4,300 \text{ Annual cost of not providing the program for a 50 year flood.}$$

$$60,000 \times \frac{1}{10} = \$6,000 \text{ Annual cost of not providing the program for a 10 year flood}$$

Total \$10,300 Cost of risk annually

$$\frac{\text{Annual Benefits}}{\text{Annual Costs}} = \frac{10,300}{4,758} = 2.17$$

.....

Using the Corps of Engineers figures

| | |
|--------------------|----------|
| Annual maintenance | \$ 2,900 |
| City's cost | 98,000 |

Damage to Marysville 1941
 Damage to Marysville 1951

\$110,000
 59,000

$$90,000 (\text{crf} - 4\% - 50) + 2,900 =$$

$$98,000 (.04655) + 2,900 =$$

$$4561.90 + 2,900 = 7461.90 \quad \text{Annual cost of providing the project}$$

$$110,000 \times \frac{1}{50} = 2,200 \quad \text{Annual cost of not providing the program for a 50 year period.}$$

$$59,000 \times \frac{1}{10} = 5,900 \quad \text{Annual cost of not providing the program for a 10 year period.}$$

Total \$8,100

$$\frac{\text{Annual Benefits}}{\text{Annual Costs}} = \frac{8,100}{7,462} = 1.08$$

The Importance of Planning for Flood Protection

The formation of public policy with respect to flood-damage prevention can be aided greatly by the evaluation of relevant factors through the planning process. Basically there are three steps which should be taken in planning for flood-damage prevention:

1. Isolation and identification of the factors which govern flood damage.
2. Evaluation of these factors as they relate to present development and plans for future community expansion.
3. Formulation of programs leading to satisfactory adjustment to flood conditions.

Major emphasis has been placed upon the construction of protective works and land-use regulations, while relocation and urban renewal procedures have been utilized to a lesser extent. Moore states that in nearly every instance of attempts to reduce flood damage, only one method has been utilized. There has not been enough thought given to the complementary advantages of a combination of measures which could be applied to the solution of a given flood problem.

Every possible method of solution should be given consideration. If this is done, programs can be formulated which are comprehensive in nature, all of the methods of reducing flood damage can be coordinated.

Land-use planning with respect to flood-hazard areas has two primary objectives:

1. To bring about the most effective use of the flood plain consistent with over-all community development.
2. To promote the health and safety of the present occupants of land subject to flooding.

Planning for the future utilization of land involves an evaluation of both flood and land-use factors. Basic land-use considerations are thus tempered by the implications of the risks involved by the occupancy of hazardous areas.

It is only through the planning process that the economic, social and public interest determinants of land use can be considered and related to flood hazards. Before any program to mitigate flood damage can be formulated, full consideration of future development, feasibility of existing uses, and the possible need to redevelop certain areas must be given to flood-hazard areas.

In re-planning flood-hazard areas, the same considerations should govern the selection of recommended re-uses as those which are applied to the development of vacant land. These include uses which can properly utilize the resources of the stream and flood plain; uses which are not subject to extensive flood damage; and uses which are compatible with developments in adjacent areas.

Both a system of land classification and a procedure for evaluating development of flood-hazard areas should be presented. The latter can be

utilized in analyzing existing development in flood-hazard areas. Both can be utilized in re-use planning.

The feasibility of including vacant flood-plain land in plans for future community development depends in part upon whether a given use of land is highly susceptible to flood damage. It becomes a matter of choosing between alternative locations for given uses; balancing the advantages and risks of flood-plain occupancy with the availability of suitable sites elsewhere.

Industrial development of flood-hazard areas should be limited to certain types of industry and to areas beyond the limits of the flood-way. Such industries include pulp and textile mills or chemical and metal-processing plants which require large quantities of water and discharge great amounts of effluent.

Certain commercial activities are being increasingly oriented to drive-in customers. As such, they have become open-type uses to a great extent. That is, structural floor areas are small with respect to total site requirements. Examples of these uses which could be located in flood-hazard areas are commercial recreation facilities, parking lots and structurally-open parking garages, drive-in theaters and used car lots.

Increasing urbanization has resulted in a lack of open space in many areas. The need for park and recreation areas convenient to the people for leisure time activities is likely to increase in the future. Flood-plain land can be left as natural parks or developed as golf courses, picnic areas and even stadium areas.

The application of zoning provisions to flood-hazard areas should be a part of the comprehensive zoning regulations for the community. Zoning can be most effectively applied to flood-hazard areas to:

1. avert potential damage by restricting the future utilization of vacant land;
2. limit the intensification of uses in already built-up areas;
3. limit the repair and reconstruction of damage or destroyed structures after a flood is experienced.

Subdivision regulations can be effectively applied to prevent the construction of residences within a flood-hazard area. Where the regulations establish reasonable standards to protect against a menace to health and safety, they can be expected to be upheld by the courts.

Urban Renewal has not been utilized to its utmost as a means of damage prevention. Urban renewal provides a feasible method of changing land use in hazard areas; it is an effective procedure for achieving protection from future floods; and the immediate action taken by the federal government indicates that such program can be implemented soon enough to meet emergency needs.

In Marysville, a critical consideration in the implementation of a flood-damage prevention program is obtaining public understanding of the nature and magnitude of a local flood problem and the reasons for proposed action. The effectiveness of a program depends not only upon the proper technical determination, but also upon the acceptance of these proposals by the people affected. The attitudes and desires of the people can and should have a great deal of bearing upon the elements to be incorporated in a program.

Marysville cannot afford to continue neglecting their responsibilities for taking remedial action. The total cost in the end is bound to be considerably greater than the cost of carrying out proper-land-use adjustments as quickly as possible.

Summary

The Benefit/Cost ratio indicates that it is economically feasible for the City of Marysville to furnish assurance of sponsorship to the Corps of Engineers. It is advised that the city take action and investigate the items the Corps has requested and furnish the information as soon as possible.

On the completion of the Tuttle Creek Reservoir, there are arguments to the effect that flood waters will be slowed to the extent that waters will flood this section of Marysville more often than at present.

It is the opinion of this report that the city should provide assurance to the Corps for this project.

However, there is a justified need for the continuance of proper land use planning in this area along with an adequate zoning ordinance and subdivision regulations.

APPENDIX IV

Section 701 of the Federal Housing
Act of 1954 as AmendedJune 30, 1961
Pub. Law 87-70

"Sec. 701. (a) In order to assist State and local governments in solving planning problems resulting from increasing concentration of population in metropolitan and other urban areas, including smaller communities, to facilitate comprehensive planning for urban development, including coordinated transportation systems, on a continuing basis by such governments; and to encourage such governments to establish and improve planning staffs, the Administration is authorized to make planning grants to ---;

The Administrator shall encourage cooperation in preparing and carrying out plans among all interested municipalities, political subdivisions, public agencies, and other parties in order to achieve coordinated development of entire areas. To the maximum extent feasible, pertinent plans and studies already made for areas shall be utilized so as to avoid unnecessary repetition of effort and expense. Planning which may be assisted under this section includes the preparation of comprehensive urban transportation surveys, studies, and plans to aid in solving problems of traffic congestion, facilitating the circulation of people and goods in metropolitan and other urban areas and reducing transportation needs. Funds available under this section shall be in addition to and may be used jointly with funds available for planning surveys and investigations under the Federally aided programs, and nothing contained in this section shall be construed as affecting the authority of the Secretary of Commerce under section 307 of title 23, United States Code.

"(1) State planning agencies, or (in States where no such planning agency exists) to agencies or instrumentalities of State government designated by the Governor of the State and acceptable to the Administrator as capable of carrying out the planning functions contemplated by this section, for the provision of planning assistance to (A) cities, other municipalities, and counties having a population of less than 50,000 according to the latest decennial census, (B) any group of adjacent communities, either incorporated or unincorporated, having a total population of less than 50,000 according to the latest decennial census and having common or related urban planning problems resulting from rapid urbanization, and (C) cities, other municipalities, and counties referred to in paragraph (3) of this subsection and areas referred to in paragraph (4) of this subsection;

"(2) official State, metropolitan, and regional planning agencies, or other agencies and instrumentalities designated by the Governor (or Governors in the case of interstate planning) and acceptable to the Administrator;

"(3) cities, other municipalities, and counties which have suffered substantial damage as a result of a catastrophe which the President, pursuant to section 2(a) of 'An Act to authorize Federal assistance to States and local governments in major disasters, and for other purposes', has determined to be a major disaster;

"(4) to official governmental planning agencies for areas where rapid urbanization has resulted or is expected to result from the establishment or rapid and substantial expansion of a Federal installation; and

"(5) State planning agencies for State and interstate comprehensive planning (as defined in subsection (d) and for research and coordination activity related thereto.

Planning assisted under this section shall, to the maximum extent feasible, cover entire urban areas having common or related urban development problems.

"(b) A grant made under this section shall not exceed two thirds of the estimated cost of the work for which the grant is made. All grants made under this section shall be subject to terms and conditions prescribed by the Administrator. No portion of any grant made under this section shall be used for the preparation of plans for specific public works. The administrator is authorized, notwithstanding the provisions of section 3648 of the Revised Statutes, as amended, to make advanced of progress payments on account of any planning grant made under this section. There is, hereby, authorized to be appropriated not exceeding \$75,000,000 to carry out the purposes of this section, and any amounts to be appropriated shall remain available until expended.

"(c) The Administrator is authorized, in areas embracing several municipalities or other political subdivisions, to encourage planning on a unified metropolitan basis and to provide technical assistance for such planning and the solution of problems relating thereto.

"(d) It is the further intent of this section to encourage comprehensive planning, including transportation planning, for States, cities, counties, metropolitan areas, and urban regions and the establishment and development of the organizational units needed therefor. The Administration is authorized to provide technical assistance to State and local governments and their agencies and instrumentalities undertaking such planning and, by contract or otherwise, to make studies and publish information on related problems. In extending financial assistance under this section, the Administrator may require such assurances as he deems adequate that the appropriate State and local agencies are making reasonable progress in the development of the elements of comprehensive planning. Comprehensive planning, as used in this section, includes the following, to the extent directly related to urban needs: (1) preparation, as a guide for long-range development, of general

physical plans with respect to the pattern and intensity of land use and the provision of public facilities, including transportation facilities; together with long-range fiscal plans for such development; (2) programming of capital improvements based on a determination of relative urgency, together with definitive financing plans for the improvements to be constructed in the earlier years of the program; (3) coordination of all related plans of the departments or subdivisions of the government concerned; (4) inter-governmental coordination of all related planned activities among the State and local governmental agencies concerned; and (5) preparation of regulatory and administrative measures in support of the foregoing.

"(e) In the exercise of his function of encouraging comprehensive planning by the states, the Administrator shall consult with those officials of the Federal Government responsible for the administration of programs of Federal assistance to the states and municipalities for various categories of public facilities.

"(f) The consent of Congress is hereby given to any two or more States to enter into agreements or compacts, not in conflict with any law of the United States, for cooperative efforts and mutual assistance in the comprehensive planning for the physical growth and development of interstate, metropolitan or other urban areas, and to establish such agencies, joint or otherwise, as they may deem desirable for making effective such agreements and compacts."

APPENDIX V

Kansas Senate Bill No. 337

(as amended)

By Committee on Federal and State Affairs

AN ACT relating to state and local planning; providing for the creation of a planning division under the jurisdiction of the industrial development commission, authorizing the division to receive and administer federal planning grants, providing for the receipt of funds from county, city, metropolitan and regional agencies making application for such federal planning grants, establishing a planning advisory committee to promote co-ordination of planning activities and advise the commission.

Be it enacted by the Legislature of the State of Kansas:

Section 1. To insure the economic and orderly development of the state there is hereby established under the jurisdiction of the Kansas Industrial Development Commission a division to be known as the division of planning, which division shall act as an administrative, promotional, advisory and coordination agency in matters pertaining to community planning. This division shall consist of a director of the division of planning, as the executive officer of such division, and such other assistants and employees as the commission deems necessary to carry out the purposes of this act, to be appointed by the director of the Kansas industrial development commission subject to the provisions of the Kansas civil service act.

Section 2. The planning division is hereby designated as the official state planning agency and is hereby authorized and empowered to: (a) apply for, receive, administer, and utilize any grants or other financial assistance that the federal government under Section 701 of the federal housing act of 1954 as amended and other public or private sources shall make available for the purposes of this act; (b) contract with federal, state, or other public agencies and with qualified private persons or agencies and exercise such other powers as may be necessary to accomplish the purposes of this act; (c) receive funds from any county, city or official metropolitan or regional planning agency established under the provisions of sections 12-716 to 12-721 both sections inclusive of the General Statutes Supplement of 1959 receiving financial assistance for planning work provided for in this act; and (d) advise, confer, co-operate with and assist local governments, planning commissions, agencies, officials, civic and other groups and citizens in matters relating to planning and to encourage the development of comprehensive community planning programs.

Section 3. It shall further be the purpose of this division to promote the co-ordination and integration of the activities of state departments and other public and private agencies and associations affecting the orderly physical growth of the state and its communities. For this purpose and to

advise the commission on the development and administration of the provisions of this act, the governor shall establish an advisory planning committee. Said committee shall consist of seven (7) members as may be designated by the governor, to serve at his pleasure. The members of such committee shall receive no compensation.

Section 4. This act shall take effect and be in force from and after its publication in the statute book.

APPENDIX VI

Land-Use Symbols for Rural Areas and Small Communities

The suggested color legend is devised to be readily legible at a glance. It has been worked out after considerable study and successfully applied in the land-use studies of municipalities.¹ Other combinations of colors are recommended and used for such studies; some are overly complex for the simplified type of land study suggested here.

Color Legend for Field Study.

| | Prismacolor Numbers | Zip-A-Tone Numbers |
|--|------------------------|-----------------------|
| I. Residential | | |
| A. Single family (SF) | 915 Lemon Yellow | 3 |
| B. Two family (2F) | 917 Yellow Orange | 41 |
| C. Multi-family (MF) | 943 Burnt Ochre | 85 |
| D. Boarding and rooming houses (BH); motels, tourist homes, and trailer courts (T); hotels (H) | 931 Purple | 56 |
| II. Business and Commercial | | |
| A. Local (neighborhood business (LB) | 929 Pink | 22 |
| B. Offices (OB) | 921 Vermilion Red | 52 |
| C. General business (GB) | 923 Scarlet Lake | 24 |
| D. Intensive business (IB); theaters, bowling alleys, golf driving range, and other recreational uses | 925 Crimson Lake | 97 |

¹ Mapping for Planning, 1948. Publication No. 101, Publication Administration Service, p. 9-11.

| | Prismacolor Numbers | Zip-A-Tone Numbers |
|---|------------------------|-----------------------|
| III. Industrial | | |
| A. Light industry (LM) | 937 Light Gray | 54 |
| B. Heavy Industry (HM) | 935 Black | 7 |
| IV. Public and Quasi-public | | |
| A. Public (P) | 910 True Green | 77 |
| 1. Schools (E, JH, HS) | | |
| 2. Public Administration buildings (A) | | |
| 3. Libraries (L) | | |
| 4. Parks (P) | | |
| 5. Hospitals (H) | | |
| B. Quasi-public (QP) | 903 True Blue | 92 |
| 1. Churches (CH) | | |
| 2. Private schools (PS) | | |
| 3. Clubs (C) | | |
| 4. Colleges & universities (U) | | |
| V. Agricultural | 912 Apple Green | AA |
| A. Crop land (AC) | | |
| B. Livestock (AL) | | |
| VI. Vacant Land (V) | no color | plain |

Abbreviations of Classifications of Land Uses¹

| | | | |
|------------------------------|----|-------------------------------|----|
| Abstractors | OB | Boat Mfg | HM |
| Academy, Riding | AL | Bookbinders | LM |
| Acid Mfg | HM | Bottled Gas, Storage & Dis- | |
| Acoustical Material Mfg. | HM | tribution | HM |
| Acoustical Material Storage | HM | Bowling Alleys | IB |
| Adjusters | OB | Brick Kilns | HM |
| Advertising Display Mfg | LM | Brick Storage | LM |
| Agricultural Implements | | Building Contractors | |
| Distribution & Display | GB | Equipment & Material | |
| Manufacturing | HM | Storage | LM |
| Repair & Service | LM | Building Contractors' | |
| Sales | GB | Offices | OB |
| Airports - Public | P | Building Materials, Wholesale | |
| Ambulance Service Office | GB | and Storage | LM |
| Animal Boarding | LM | Butane Distributors | HM |
| Animal Hospitals | LM | Butter & Cheese Mfg | HM |
| Antiques, Sales | GB | Cabinet makers | LM |
| Appraisers | OB | Cafes (Restaurants only) | GB |
| Architects | OB | Camera Shop | GB |
| Assembly Halls | QP | Carpenters' Shops and Power | |
| Associations, Clubs & Lodges | | Woodworking | LM |
| (private) | QP | Cement Mfg | HM |
| Asylums - Private | QP | Cement Storage | LM |
| Asylums - Public | P | Cemeteries | QP |
| Athletic Fields - City | | Chemicals & Drugs Mfg | HM |
| Property | QP | Chicken Farm | AL |
| Auditorium - Public | P | Child Care Center & Play | |
| Automobiles | | School | QP |
| Garages, Public | IB | Clay Products Mfg | HM |
| Outdoor Sales Lots | IB | Clubs, Private, Social or | |
| Parts & Supplied (new) | GB | Fraternal | QP |
| Parts & Supplies (used) | LM | Cold Storage | LM |
| Service Station | IB | College, Private | QP |
| Storage-Dead (Warehouse) | LM | College, Public | P |
| Baby Shops | GB | Community Centers | QP |
| Banks & Trust Companies | OB | Country Clubs | QP |
| Baseball Park-Public | P | Courthouse | P |
| Beauty Shops | LB | Crop Dusting Equipment Yards | LM |
| Beer Parlors | IB | Dairies, Distributing | LM |
| Beverages, Bottling | LM | Dairies, Retail Sales of | |
| Bible Institute | QP | Products | LB |
| Blacksmiths | LM | Dairy Farm | AL |
| Blue Printing | GB | Dance Hall | IB |
| Boat Club | QP | Dentists | OB |

¹Ibid., p. 15-25.

| | | | |
|------------------------------|----|------------------------------|----|
| Department Stores | GB | Golf Practice Driving Range | IB |
| Diaper Supply Service | LM | Grain Elevator | HM |
| Disposal Plants (Sewage) | P | Grocers, Retail | LB |
| Doctors' Offices | OB | Grocers, Warehouse | LM |
| Dog & Cat Hospitals | LM | Grocers, Wholesale | LM |
| Dress Shop, Sales | GB | Hairdressing | LB |
| Drilling Company Equipment | | Hardware, Retail Sales, New | |
| Yards | LM | & Used | GB |
| Drive-in Markets | LB | Homes, Old Age, Charitable | |
| Drive-in Restaurants | IB | Institutions | QP |
| Drive-in Theaters | IB | Homes, Old Age, Public | P |
| Driving Range, Golf | IB | Hospitals, Private | QP |
| Drugs, Mfg. | HM | Hospitals, Public | P |
| Drugs, Retail Sales | LB | Hotels | H |
| Dry Cleaning Establishment | | House Wreckers | LM |
| Bulk Processing | LM | Ice, Mfg. | HM |
| Dumps | HM | Ice Cream Shops | LB |
| Electric Light & Power Com- | | Jails | P |
| panies, Office & Billing | OB | Jewelers, Retail Sales, | |
| Electric Light & Power Com- | | Custom Mfg. | GB |
| panies, Yards | LM | Laundries, Collecting Shops | LB |
| Elevators, Grain | HM | Laundries, Processing | LM |
| Embalming Establishment | IB | Laundries, Self-Service | LB |
| Employment Agencies | OB | Libraries, Public | P |
| Fairgrounds | IB | Liquor, Package Stores | GB |
| Fat Rendering | HM | Livestock, Slaughter | HM |
| Federal Offices | P | Lumber, Storage Yard | LM |
| Feed (grains), Manufacture & | | Milk Bottling Plant | LM |
| Processing | HM | Mills, Flour & Grain | HM |
| Feed, Retail, Distribution | | Millwork, Sales & Storage | LM |
| and Sales Office | GB | Motels | T |
| Feed, Wholesale & Storage | LM | Motion Picture Theaters | IB |
| Fertilizers, Processed, | | Motor Freight Co. Warehouses | LM |
| Storage only | LM | News Stands | LB |
| Filling Station, Gasoline | IB | Night Clubs | IB |
| Fire Station | P | Nut Shop | GB |
| Florists, Greenhouses & | | Outdoor Theaters, Commercial | IB |
| Nurseries | AC | Painters' Equipment & Sup- | |
| Florists, Sales | LB | plies Shops, Wholesale & | |
| Fraternity Houses | QP | Storage | LM |
| Funeral Directors | IB | Paper Storage | LM |
| Funeral Parlors, Homes | IB | Parish House | QP |
| Furniture, Sales | GB | Parking Lots | IB |
| Furniture, Wholesale & | | Parks, Amusement, Private | IB |
| Storage | LM | Parks, Public | P |
| Garage, Repair | IB | Pharmacy | LB |
| Golf, Miniature | IB | Pipe Coverings, Contractors' | |
| Golf Clubs, Private | QP | Shops | LM |
| Golf Course, Public | P | | |

Pipe Fittings, Storage &
Wholesale

Radio Repair Shop

Residence, One family

Residence, three or more
families

Residence, two-family

Restaurants

Roadside, Sales Stand, Food
& Drink

Sand & Gravel, Processing &
Storage

Sawmill

LM

LM

SF

MF

2F

GB

IB

HM

HM

Septic Tanks, Servicing &
Cleaning Equipment Yard

Swimming Pools, Public

Theaters

Tombstones, Sales & Display

Tractors, Retail Sales,
Display

Trailer Camps & Courts

Veterinarians, Clinics

Veterinarians, Office only

Warehouses

Welding Shop

HM

P

IB

IB

GB

T

LM

OB

LM

LM

APPENDIX VII

Population Statistics for Marysville and Marshall County

Population Data
Marysville, Kansas - (1950)

1950 Census of Population, Vol. II, Characteristics of the Population, Part
16 - Kansas, United States Government Printing Office, Washington 25, D. C.

| <u>Age Group</u> | <u>Number of Males</u> | <u>Per Cent</u> | <u>Number of Females</u> | <u>Per Cent</u> |
|------------------|------------------------|-----------------|--------------------------|-----------------|
| 75+ | 66 | 1.70 | 89 | 2.30 |
| 70-74 | 62 | 1.61 | 61 | 1.57 |
| 65-69 | 79 | 2.04 | 93 | 2.40 |
| 60-64 | 90 | 2.32 | 101 | 2.61 |
| 55-59 | 118 | 3.05 | 123 | 3.18 |
| 50-54 | 126 | 3.26 | 130 | 3.36 |
| 45-49 | 137 | 3.55 | 122 | 3.16 |
| 40-44 | 145 | 3.75 | 157 | 4.07 |
| 35-39 | 118 | 3.05 | 152 | 3.94 |
| 30-34 | 131 | 3.39 | 128 | 3.31 |
| 25-29 | 110 | 2.84 | 136 | 3.52 |
| 20-24 | 92 | 2.37 | 116 | 3.00 |
| 15-19 | 136 | 3.52 | 139 | 3.60 |
| 10-14 | 124 | 3.21 | 124 | 3.21 |
| 5-9 | 132 | 3.42 | 147 | 3.81 |
| 0-4 | <u>192</u> | <u>4.96</u> | <u>190</u> | <u>4.92</u> |
| | 1,858 | 48.04 | 2,008 | 51.96 |
| | | | <u>1,858</u> | <u>48.04</u> |
| | | | 3,866 | 100.00 |

Population Data
Marysville, Kansas - (1961)

This data was abstracted from the 1961 county assessor records in the
Marshall County Courthouse.

| <u>Age Group</u> | <u>Number of Males</u> | <u>Per Cent</u> | <u>Number of Females</u> | <u>Per Cent</u> |
|------------------|------------------------|-----------------|--------------------------|-----------------|
| 75+ | 128 | 3.12 | 171 | 4.15 |
| 70-74 | 83 | 2.01 | 104 | 2.53 |
| 65-69 | 104 | 2.53 | 137 | 3.33 |
| 60-64 | 102 | 2.47 | 127 | 3.09 |
| 55-59 | 123 | 2.98 | 124 | 3.01 |
| 50-54 | 126 | 3.06 | 148 | 3.59 |
| 45-49 | 105 | 2.56 | 128 | 3.12 |
| 40-44 | 117 | 2.85 | 115 | 2.79 |
| 35-39 | 113 | 2.74 | 129 | 3.15 |
| 30-34 | 110 | 2.67 | 99 | 2.40 |
| 25-29 | 87 | 2.12 | 90 | 2.19 |
| 20-24 | 103 | 2.50 | 97 | 2.35 |
| 15-19 | 138 | 3.36 | 148 | 3.59 |
| 10-14 | 180 | 4.37 | 180 | 4.37 |
| 5-9 | 175 | 4.25 | 189 | 4.60 |
| 0-4 | <u>176</u> | <u>4.27</u> | <u>160</u> | <u>3.88</u> |
| | 1,970 | 47.86 | 2,146 | 52.14 |
| | | | <u>1,970</u> | <u>47.86</u> |
| | | | 4,116 | 100.00 |

Family Size Statistics
Marysville, Kansas - (1961)

| <u>Size of Family</u> | <u>Number of Families</u> | <u>Total</u> | <u>Per Cent</u> |
|---------------------------|-------------------------------|--------------|-----------------|
| 1 | 519 | 519 | 31.59 |
| 2 | 508 | 1,016 | 30.90 |
| 3 | 222 | 666 | 13.51 |
| 4 | 196 | 784 | 11.93 |
| 5 | 111 | 555 | 6.76 |
| 6 | 57 | 342 | 3.47 |
| 7 | 15 | 105 | .92 |
| 8 | 9 | 72 | .55 |
| 9 | 4 | 36 | .25 |
| 10 | 1 | 10 | .06 |
| 11 | 1 | 11 | .06 |
| | <hr/> | <hr/> | <hr/> |
| | 1,643 | 4,116 | 100.00 |

Population Data
Marshall County, Kansas - (1950)

| <u>Age Group</u> | <u>Number of Males</u> | <u>Per Cent</u> | <u>Number of Females</u> | <u>Per Cent</u> |
|------------------|------------------------|-----------------|--------------------------|-----------------|
| 75+ | 444 | 2.48 | 418 | 2.33 |
| 70-74 | 354 | 1.97 | 356 | 1.98 |
| 65-69 | 423 | 2.35 | 421 | 2.35 |
| 60-64 | 462 | 2.57 | 464 | 2.59 |
| 55-59 | 552 | 3.08 | 518 | 2.89 |
| 50-54 | 547 | 3.05 | 574 | 3.20 |
| 45-49 | 563 | 3.14 | 562 | 3.14 |
| 40-44 | 617 | 3.44 | 615 | 3.43 |
| 35-39 | 570 | 3.18 | 572 | 3.19 |
| 30-34 | 542 | 3.02 | 529 | 2.95 |
| 25-29 | 546 | 3.05 | 522 | 2.91 |
| 20-24 | 488 | 2.72 | 481 | 2.68 |
| 15-19 | 678 | 3.79 | 631 | 3.52 |
| 10-14 | 716 | 4.00 | 659 | 3.68 |
| 5-9 | 686 | 3.83 | 740 | 4.13 |
| 0-4 | <u>856</u> | <u>4.78</u> | <u>820</u> | <u>4.58</u> |
| | 9,004 | 50.45 | 8,882 | 49.55 |
| | | | <u>9,004</u> | <u>50.45</u> |
| | | | 17,886 | 100.00 |

Population Data for Marysville, Marshall County, Kansas
Biennial Report of the State Board of Agriculture, V6-V45

| <u>Year</u> | <u>Marysville</u> | <u>Marshall County</u> |
|-------------|-------------------|----------------------------|
| 1860 | | 2,280 |
| 1870 | | 6,901 |
| 1875 | | 10,822 |
| 1878 | | 12,270 |
| 1880 | 1,249 | 16,135 |
| 1881 | 1,353 | 16,583 |
| 1882 | 1,500 | 17,318 |
| 1883 | 2,034 | 20,013 |
| 1884 | 2,381 | 21,452 |
| 1885 | 1,932 | 21,532 |
| 1886 | 2,252 | 22,974 |
| 1887 | 2,726 | 23,788 |
| 1888 | 2,809 | 23,020 |
| 1889 | 3,142 | 24,372 |
| 1890 | 2,038 | 23,634 |
| 1891 | 1,915 | 23,225 |
| 1892 | 2,031 | 23,759 |
| 1893 | 2,198 | 23,319 |
| 1894 | 2,256 | 25,141 |
| 1895 | 2,297 | 24,567 |
| 1896 | 2,212 | 24,142 |
| 1897 | 2,268 | 25,045 |
| 1898 | 2,059 | 24,753 |
| 1899 | 2,069 | 24,321 |
| 1900 | 2,077 | 24,005 |
| 1901 | 2,061 | 23,735 |
| 1902 | 2,000 | 23,149 |
| 1903 | 2,049 | 23,851 |
| 1904 | 2,072 | 23,497 |
| 1905 | 2,094 | 22,972 |
| 1906 | 2,103 | 23,697 |
| 1907 | 2,127 | 23,551 |
| 1908 | 2,100 | 23,725 |
| 1909 | 2,110 | 23,757 |
| 1910 | 2,326 | 23,885 |
| 1911 | 2,290 | 22,959 |
| 1912 | 2,048 | 22,461 |
| 1913 | 2,253 | 22,633 |
| 1914 | 2,262 | 21,881 |
| 1915 | 2,166 | 21,757 |
| 1916 | 2,171 | 21,991 |
| 1917 | 2,200 | 22,135 |
| 1918 | 2,309 | 21,883 |
| 1919 | 3,051 | 22,233 |
| 1920 | 3,401 | 22,748 |

| <u>Year</u> | <u>Marysville</u> | <u>Marshall County</u> |
|-------------|-------------------|----------------------------|
| 1921 | 3,391 | 22,467 |
| 1922 | 3,328 | 22,650 |
| 1923 | 3,790 | 22,266 |
| 1924 | 4,246 | 23,228 |
| 1925 | 3,946 | 23,112 |
| 1926 | 4,044 | 22,960 |
| 1927 | 4,112 | 22,990 |
| 1928 | 4,304 | 22,924 |
| 1929 | 4,306 | 23,075 |
| 1930 | 3,970 | 22,853 |
| 1931 | 4,028 | 22,471 |
| 1932 | 3,957 | 22,437 |
| 1933 | 3,857 | 22,716 |
| 1934 | 4,065 | 22,883 |
| 1935 | 4,064 | 22,317 |
| 1936 | 4,201 | 22,543 |
| 1937 | 4,281 | 22,168 |
| 1938 | 3,927 | 21,084 |
| 1939 | 4,147 | 21,367 |
| 1940 | 4,086 | 20,874 |
| 1941 | 3,992 | 20,601 |
| 1942 | 4,064 | 20,332 |
| 1943 | 4,136 | 20,264 |
| 1944 | 4,335 | 20,145 |
| 1945 | 4,321 | 20,066 |
| 1946 | 4,377 | 19,620 |
| 1947 | 4,266 | 19,235 |
| 1948 | 4,174 | 18,807 |
| 1949 | 4,098 | 18,696 |
| 1950 | 4,022 | 18,633 |
| 1951 | 4,136 | 18,552 |
| 1952 | 4,071 | 18,302 |
| 1953 | 4,131 | 18,014 |
| 1954 | 4,113 | 17,758 |
| 1955 | 4,120 | 17,559 |
| 1956 | 4,087 | 17,204 |
| 1957 | 4,147 | 16,858 |
| 1958 | 4,095 | 16,553 |
| 1959 | 4,101 | 16,384 |
| 1960 | 4,212 | 16,562 |
| 1961 | 4,218 | 16,397 |

Employment Statistics
1950 Census
Marysville, Kansas

| | <u>Males</u> | <u>Females</u> |
|---------------------------------|--------------|----------------|
| Labor Force | 1,113 | 401 |
| Civilian labor force | 1,112 | 401 |
| Employed | 1,089 | 397 |
| Private wage and salary workers | 765 | 268 |
| Government workers | 91 | 71 |
| Self-employed workers | 229 | 50 |
| Unpaid family workers | 4 | 8 |
| Unemployed | 23 | 4 |
| Not in labor force | 318 | 1,168 |
| Male 14 years old and over | 1,431 | |
| Female 14 years old and over | | 1,569 |

Employment Statistics
1950 Census
Marysville, Kansas

| <u>Major Occupation Group</u> | <u>Males</u> | <u>Females</u> |
|--|--------------|----------------|
| Male employed | 1,089 | |
| Female employed | | 397 |
| Professional, technical & kindred workers | 78 | 54 |
| Farmers and farm managers | 8 | 2 |
| Managers, officials and proprietors, except farm | 184 | 31 |
| Clerical and kindred workers | 81 | 111 |
| Sales workers | 112 | 50 |
| Craftsmen, foremen and kindred workers | 308 | 1 |
| Operatives and kindred workers | 175 | 36 |
| Private household workers | 1 | 20 |
| Service workers, except private household | 54 | 78 |
| Farm laborers and foremen | 7 | 2 |
| Laborers, except farm and mine | 71 | 1 |
| Occupations not reported | 10 | 11 |

Employment Statistics
1950 Census
Marysville, Kansas

| <u>Major Industrial Group</u> | <u>Males</u> | <u>Females</u> |
|---|--------------|----------------|
| Male employed | 1,089 | |
| Female employed | | 397 |
| Agriculture, forestry, fisheries | 22 | 8 |
| Mining | 5 | -- |
| Construction | 110 | 4 |
| Manufacturing | 62 | 21 |
| Transportation, communication and other public utilities | 352 | 36 |
| Wholesale and retail trade | 292 | 135 |
| Finance, insurance and real estate | 25 | 25 |
| Business and repair services | 40 | 1 |
| Personal services | 40 | 53 |
| Entertainment and recreation services | 15 | 5 |
| Professional and related services | 54 | 72 |
| Public administration | 63 | 25 |
| Industry not reported | 9 | 12 |

Income in 1949

| | |
|---|----------------|
| Total Families and Unrelated Individuals | 1,405 |
| Less than \$500 | 205 |
| \$ 500 to \$ 999 | 125 |
| \$1,000 to \$1,499 | 90 |
| \$1,500 to \$1,999 | 100 |
| \$2,000 to \$2,499 | 95 |
| \$2,500 to \$2,999 | 110 |
| \$3,000 to \$3,499 | 150 |
| \$3,500 to \$3,999 | 130 |
| \$4,000 to \$4,499 | 85 |
| \$4,500 to \$4,999 | 60 |
| \$5,000 to \$5,999 | 90 |
| \$6,000 to \$6,999 | 30 |
| \$7,000 to \$9,999 | 35 |
| \$10,000 and over | 35 |
| Income not reported | 65 |
| Median Income | \$2,650 |

Population Statistics
1960 Census
Marysville, Kansas
Marshall County

| | : % increase: | % | : | % | : | % | : | % | : | Fertility |
|------------------------|---------------|---------|---|---------|---|---------|---|--------|---|-----------|
| | : 1950 to | : Non- | : | under | : | 18 to | : | 65 and | : | ratio |
| | : 1960 | : white | : | 18 yrs. | : | 64 yrs. | : | over | : | |
| Marysville 4,143 | 7.2 | 0 | | 31.1 | | 52.0 | | 16.8 | | 463 |
| Marshall Co. 15,598 | -13.0 | 0.1 | | 32.5 | | 50.5 | | 17.1 | | 510 |

| | 14 years old and over | | 18 yrs. old and over | Households | |
|-----------------------|--------------------------|---------------------|----------------------------|------------|---------------------------|
| | Male % married | Female % married | % male | Number | % increase 1950 - 1960 |
| Marysville cont. | 75.5 | 64.3 | 46.1 | 1,451 | 11.8 |
| Marshall Co. Cont. | 70.2 | 67.1 | 48.7 | 5,263 | - 9.4 |

| | Population per household | Population in Group Quarters | |
|-----------------------|-----------------------------|------------------------------|------------|
| | | Number | % of Total |
| Marysville cont. | 2.79 | 95 | 2.3 |
| Marshall Co. cont. | 2.94 | 100 | 0.6 |

APPENDIX VIII

Press Notification of Public Hearing

(First published in The Marysville Advocate, Thursday, August 31, 1961.)

ORDINANCE NO. 836

AN ORDINANCE PROVIDING FOR RECOMMENDATION BY THE CITY PLANNING COMMISSION OF THE CITY OF MARYSVILLE, KANSAS, TO THE CITY COUNCIL OF SAID CITY, OF A ZONING PLAN AND PROVIDING FOR PUBLIC HEARING THEREON.

WHEREAS, by Ordinance No. 818, enacted on October 10, 1960, and duly published as provided by law, the City Council of the City of Marysville, Kansas, created a Planning Commission for the City of Marysville, Kansas in accordance with Sections 12-701 to 12-706, inclusive, of General Statutes of Kansas, of 1949; and

WHEREAS, said Planning Commission, has completed a tentative plan for zoning in said city; NOW THEREFORE,

BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF MARYSVILLE, KANSAS:

Section 1. That the City Planning Commission of the City of Marysville, Kansas, is hereby directed to submit a tentative report recommending to the City Council of said city, boundaries of certain zones or districts into which said city shall be divided for the regulation and restriction of the location of trades and industries and repair of buildings

designed for specific uses, the uses of land within each such district or zone, and other regulations and restrictions incident thereto.

Section 2. That such tentative report shall be submitted to said City Council, on the 11th day of September, 1961.

Section 3. That said Planning Commission is hereby directed to hold a public hearing before said Planning Commission at City Hall, 716 Broadway, Marysville, Kansas, on September 18, 1961, commencing at 7:30 o'clock P.M.

Section 4. That said Planning Commission is hereby directed to give public notice of the time and place of such hearing by notice, published in a newspaper of general circulation in the City of Marysville, Kansas, such notice to be published at least 3 days before the date of said hearing.

Section 5. That said Planning Commission shall make a final report and file same with the said City Council on or before September 25th, 1961.

Section 6. This ordinance shall take effect and be in force from and after its publication in the official city paper.

PASSED, this 28th day of August, 1961.

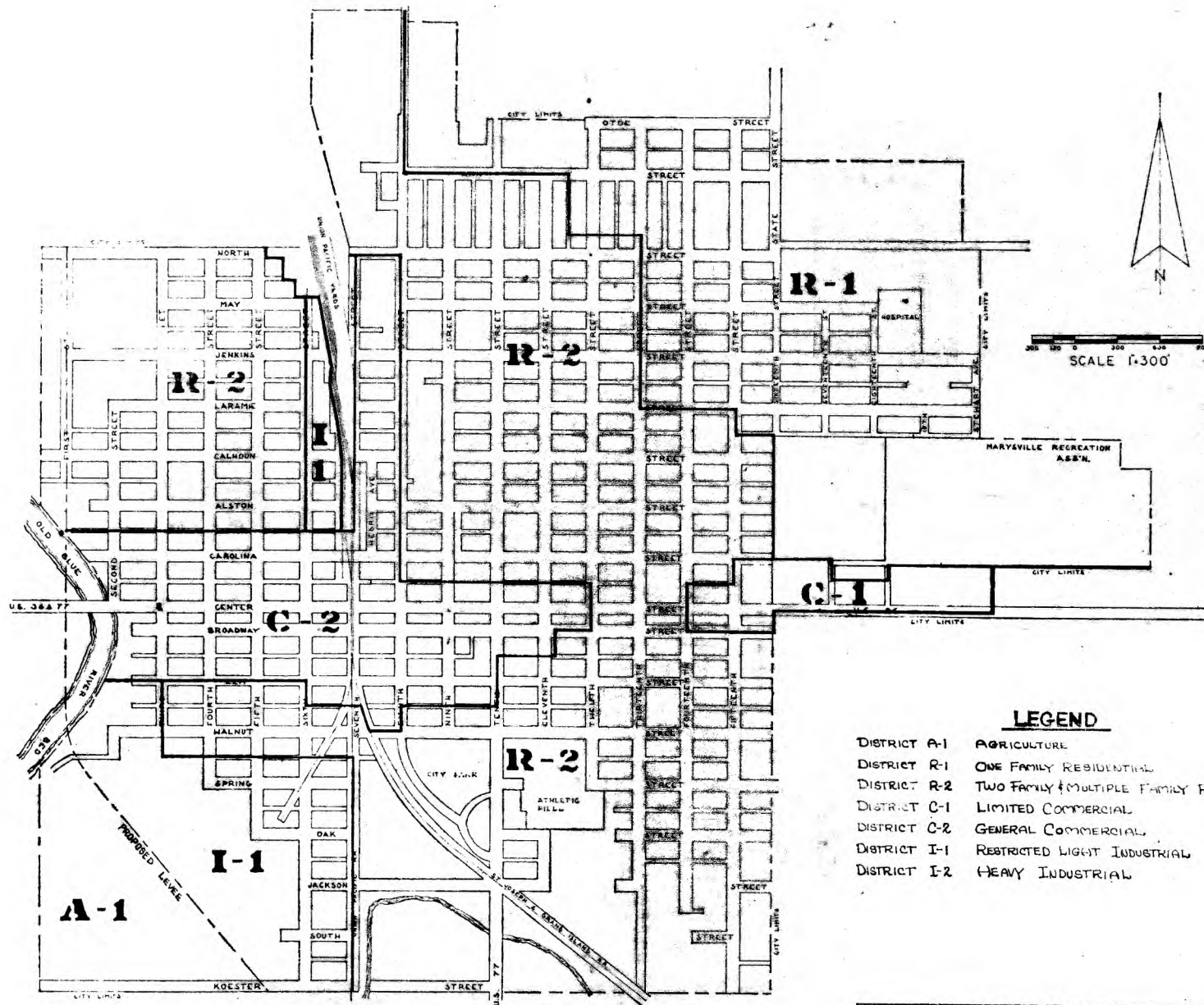
H. E. HOUTZ
Mayor

ATTEST:
Jay M. Funk,
City Clerk,
(Seal)

6911

APPENDIX IX

Adopted Zoning Ordinance



LEGEND

- DISTRICT A-1 AGRICULTURE
- DISTRICT R-1 ONE FAMILY RESIDENTIAL
- DISTRICT R-2 TWO FAMILY & MULTIPLE FAMILY RES.
- DISTRICT C-1 LIMITED COMMERCIAL
- DISTRICT C-2 GENERAL COMMERCIAL
- DISTRICT I-1 RESTRICTED LIGHT INDUSTRIAL
- DISTRICT I-2 HEAVY INDUSTRIAL

MARYSVILLE KANSAS

ZONING MAP
 For MARYSVILLE, KANSAS
 ADOPTED
 SEPTEMBER 25, 1961

(First published in The Marysville Advocate, Thursday, October 12, 1961.)

ORDINANCE NO. 840

AN ORDINANCE REGULATING AND RESTRICTING THE LOCATION, CONSTRUCTION, AND USE OF BUILDINGS, STRUCTURES AND THE USE OF LAND WITHIN THE CITY OF MARYSVILLE, KANSAS, FOR THE PURPOSE OF DIVIDING THE CITY INTO DISTRICTS IN ACCORDANCE WITH A ZONING MAP PURSUANT TO CHAPTER 12-701 TO AND INCLUDING 12-721 OF THE GENERAL STATUTES OF KANSAS, 1949, AND AMENDMENTS THERETO.

WHEREAS, it is deemed necessary and expedient in order to promote the health, safety, morals, comfort and general welfare; to conserve and protect property and property values; to secure proper use of land; to facilitate adequate and economical public improvements and services; and to lessen or avoid congestion on the public streets; that the following regulations and zones are imposed on the City of Marysville, Kansas; NOW THEREFORE

BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF MARYSVILLE, KANSAS:

Section 1. **SHORT TITLE.** This ordinance shall be known and may be cited as "The Marysville, Kansas, Zoning Ordinance."

Section 2. **ESTABLISHMENT OF ZONES.** The following zones and regulations are hereby imposed within the incorporated limits of said City:

- | | | |
|---------------|-----|---|
| Agricultural: | A-1 | Agriculture District |
| Residential: | R-1 | One Family District |
| | R-2 | Two Family and Multiple Family District |
| Commercial: | C-1 | Limited Commercial District |
| | C-2 | General Commercial District |
| Industrial: | I-1 | Restricted Light Industrial District |
| | I-2 | Heavy Industrial District |

said districts are bounded and defined as shown on the map entitled "Zoning Map for Marysville, Kansas" adopted September 25, 1961, and certified by the City Clerk, which accompanies and which, with all explanatory matter thereon, is hereby made a part of this ordinance.

The zoning map shall be kept and maintained by the City Clerk and shall be available for inspection and examination by members of the public at all reasonable

times as any other public record.

Section 3. RULES FOR INTERPRETATION OF DISTRICT BOUNDARIES.

A. Where uncertainty exists with respect to the boundaries of any of the aforesaid districts, the following rules shall apply:

1. Where district boundaries on the zoning map are indicated as approximately following the center lines of streets, highways, or railroads, such boundaries shall be deemed to be located at such midpoints.

2. Where district boundaries are so indicated that they approximately follow lot lines or section lines, such lines shall be construed to be said boundaries.

3. Where the boundary of a district follows a stream, lake or other body of water, said boundary line shall be deemed to be at the limit of the jurisdiction of the City of Marysville unless otherwise indicated.

B. Except as provided, it shall be unlawful to use any land or building for any purpose other than is permitted in the district in which such land or building is located. The lawful use of land or buildings existing at the time of the passage of this ordinance, although such does not conform to structure or portion thereof, which is or hereafter becomes vacant and remains unoccupied for a continuous period of one (1) year shall not thereafter be occupied except by the uses which conform to the use regulations of the district in which it is located.

C. If twenty-five (25) percent or more of the houses fronting on any existing or platted street within any tract have observed an average setback line of greater than twenty-five (25) feet, and no building varies more than ten (10) feet from this average setback line, then no building shall be erected closer to the existing or platted street than the minimum setback so established by the existing buildings; but, this regulation shall not require a front yard of a greater depth than forty (40) feet.

D. The provisions of this ordinance shall be held to be

minimum requirements in the public interest and are not intended to interfere with or abrogate or annul any easement, covenant or agreement between parties. Where this ordinance imposes a greater restriction, the provisions shall control.

Section 4. **DEFINITIONS.** For the purpose of this ordinance, certain terms and words are hereby defined as follows:

The words "used for" includes "designed for" and vice versa; words used in the present tense include the future; words in the singular number include the plural number and vice versa; the word "building" includes the word "structure"; the word "dwelling" includes the word "residence"; the word "lot" includes the word "plot" and the word "shall" is mandatory and not directory.

ACCESSORY BUILDING: A building customarily incidental and subordinate to the main building and located on the same lot with the main building.

ACCESSORY USE: A use incidental to the principal use of a building. In buildings restricted for residential use, an office used for family occupations and workshops not conducted for compensation shall be deemed accessory uses.

AGRICULTURAL USE: The growing of crops in the open and the raising of such stock and poultry as are incidental to the acreage farmed, provided however, that such land shall consist of at least ten (10) acres in one parcel or in contiguous parcels under common ownership or operation. The feeding or disposal of community or collected garbage shall not be deemed an agricultural use, nor shall the raising of fur-bearing animals, riding academies, livery or boarding stables or dog kennels be so considered.

AGRICULTURAL USES, ACCESSORY: Those structures or equipment which are normally required in the operation of agricultural uses. No more than two (2) dwellings on each farm shall be classed as agricultural accessory uses except by specific approval of the Board of Appeals. The Zoning Board of Appeals shall determine all question of fact in such instances.

ALTERATIONS: As applied to a building or structure, means a change or rearrangement in the structural parts or in the exit facilities, or an enlargement, whether by extending on a side or by increasing in height, or the moving from one location or position to another.

APARTMENT HOUSE: A building arranged, intended or designed

to be occupied by three or more families living independently of each other.

AREA, BUILDING: The total of areas taken on a horizontal plane at the main grade level of the principal building and all accessory buildings exclusive of uncovered porches, terraces and steps.

AREA, NET SITE: The total area within the property lines excluding external streets.

BASEMENT: A story partly or wholly underground. For purposes of height measurement, a basement shall be counted as a story where more than one-half of its height is above the average level of the adjoining ground.

BILLBOARD OR SIGNBOARD: Any sign or advertisement used as an outdoor display for the purpose of making anything known, the origin or point of sale of which is remote from said display.

BUILDING, FRONT LINE OF: The line of that face of the building nearest the front line of the lot. This face includes sunparlors and covered porches whether enclosed or unenclosed but does not include steps.

BUILDING, PRINCIPAL: A building in which is conducted the main or principal use of the lot on which said building is situated.

COMPREHENSIVE PLAN: A long-range master plan for area development, including studies of land use, traffic volume and flow, schools, parks, public buildings and other public facilities.

COVERAGE: That percentage of the plot or lot area covered by the building area.

DOG KENNEL: The keeping of more than three (3) dogs that are more than six (6) months old.

DUMP: A lot or land or part thereof used primarily for the disposal by abandonment, dumping, burial, burning, or any other means and for whatever purpose of garbage, sewage, trash, refuse, junk, discarded machinery, vehicles or parts thereof, or waste material of any kind.

DWELLING: A building or portion thereof designed exclusively for residential occupancy, including one family and two families, but not including hotels, boarding and rooming houses.

DWELLING, ONE FAMILY: A detached building designed exclusively for occupancy by one (1) family.

DWELLING, TWO FAMILY: A building designed exclusively for occupancy by two (2) families living independently of each other, including a duplex, one dwelling unit above the other, or a semi-detached dwelling (one dwelling unit beside the other).

DWELLING, MULTIPLE FAMILY: A building or portion of a building designed for or occupied

by three or more families living independently of each other.

FILLING STATION, PUBLIC GASOLINE: Any area of land, including any structure or structures thereon that is or are used or designed to be used for the supply of gasoline or oil or other fuel (not including petroleum gases) for the propulsion of vehicles.

FRONTAGE: All the property fronting on one (1) side of a street between the two nearest intersecting streets, or other natural barriers.

GARAGE, PUBLIC: Any garage not a private garage, and which is used for storage, repair, rental, servicing or supplying of gasoline or oil to motor vehicles.

HOME OCCUPATION: Any occupation, profession, or craft carried on by the occupants of a dwelling incidental to the use of the premises as a residence, in connection with which there is no outside display. Home occupations shall include, in general, personal services when performed by a resident employing no other persons than the immediate family for regular pay.

HOTEL: Any building or portion thereof which contains guest rooms, which are designed or intended to be used, let or hired out for occupancy by, or which are occupied by ten (10) or more individuals for compensation, whether it be paid directly or indirectly.

HOSPITAL: A building used for the diagnosis, treatment or other care of human ailments, unless otherwise specified.

HOUSE TRAILER: See Mobile Home.

JUNK YARD: A lot, land or structure, or part thereof, used primarily for the collecting, storage and sale of waste paper, rags, scrap metal or discarded material, or for the collecting, dismantling, storage and salvaging of machinery or vehicles not in running condition, and for the sale of parts thereof.

LOADING SPACE: An off-street space or berth on the same lot with a building, or contiguous to a group of buildings, for the temporary parking of a commercial vehicle while loading or unloading merchandise or materials, and which abuts upon a street or other appropriate means of access.

LOT: Land occupied or to be occupied by a building, or unit group of buildings, and accessory buildings, together with such yards and lot area as are required by this ordinance, and having its principal frontage upon a street, or a place approved by the Commission.

LOT, CORNER: A lot, or portion thereof, not greater than one hundred (100) feet in width

and situated at the intersection of two (2) or more streets, having an angle of intersection of not more than 135 degrees.

LOT DEPTH: The horizontal distance between the front and rear lot lines, measured along the median between the two side lot lines.

LOT WIDTH: The horizontal distance between the side lot lines, measured at right angles to the lot depth at the front building setback line.

MOBILE HOME: A movable living unit designed for year-round occupancy, sometimes termed a trailer home.

MOBILE HOME AREA: Any area, tract or site or plot of land whereupon a minimum of ten (10) mobile homes as herein defined are placed, located or maintained or intended to be placed, located, or maintained, for dwelling purposes only and upon a permanent or semi-permanent basis.

MOBILE HOME SPACE: A plot of ground within a mobile home community or park which is designed for and designated as the

location for only one automobile and one mobile home and not used for any other purposes whatsoever other than the customary accessory uses thereof.

MOTEL: A group of buildings including either separate cabins of a row of cabins or rooms which:

- contain individual sleeping accommodations for transient occupancy, and
- have individual entrances.

MOTOR VEHICLE REPAIR SHOP: A building, or portion of a building, arranged, intended or designed to be used for making repairs to motor vehicles.

NON-CONFORMING USE: A building, structure or use of land existing at the time of enactment of this ordinance, and which does not conform to the regulations of the district or zone in which it is situated.

PARKING SPACE, OFF-STREET: An off-street parking space shall comprise not less than 180 square feet of parking stall plus necessary maneuvering space.

PLAT: A map, plan or a layout of a (city, township, section or subdivision) indicating the location and boundaries of individual properties.

SANITARY SEWER SYSTEM: A municipal sewer system or a non-municipal sewage disposal system of a type approved by the City Health Officer.

SIGN: Any words, numerals, figures, devices, designs or trade marks by which anything is made known, such as are used to designate an individual, a firm, profession, business or a commodity and

which are visible from any public street or air.

STORY: That portion of a building included between the surface of any floor and the surface of the next floor above it, or, if there is no floor above it, then the space between such floor and ceiling next above it.

STREET: A public thoroughfare, thirty (30) feet or more in width. For the purposes of this ordinance, the word "street" shall include the words "road," "highways" and "boulevard".

STREET LINE: The legal line between street right-of-way and abutting property.

STRUCTURE: Anything constructed or erected, which requires location on the ground or attached to something having a location on the ground.

TOURIST CAMP: Land used or intended to be used by campers or for trailers, tents, or movable dwellings; two or more trailers, whether parked or supported by donations, shall constitute a tourist camp.

TOURIST HOME: A building in which board or rooms, or both, are offered to the traveling public for compensation, and open to transient guest, in contra-distinction to a hotel, boarding or rooming house.

TRAILER: A vehicle or residence on wheels, skids or rollers without motive power, designed to be used for human habitation or for carrying persons or property, including a trailer coach or house trailer.

TRAILER HOUSE: See Mobile Home.

USE: The purpose for which land or a building is arranged, designed or intended, or for which either land or a building is or may be occupied or maintained.

YARD: An open space other than a court on the same lot with a building or group of buildings, which open space lies between the building or group of buildings and the nearest lot line and is unoccupied and unobstructed from the ground upward.

YARD, REAR: A yard extending across the full width of the lot between the nearest rear main building and the rear lot lines. The depth of the required rear yard shall be measured horizontally from the nearest part of a main building toward the nearest point of the rear lot lines.

YARD, SIDE: A yard between a main building and the side lot line, extending from the front yard, or front lot lines, where no front yard is required, to the rear yard. The width of the required side yard shall be measured horizontally from the nearest point of the side lot line toward the nearest part of the main building.

YARD, FRONT: A yard extending across the full width of the lot, the depth of which is the minimum horizontal distance between the front lot line and a line parallel thereto on the lot.

Section 5. APPLICATION OF REGULATIONS. Except as hereinafter provided:

1. No building or land shall hereafter be used or occupied and no building or part thereof shall be erected, moved or altered unless in conformity with the regulations herein specified for the district in which it is located.
2. No building shall hereafter be erected or altered
 - a. To exceed the height;
 - b. To accommodate or house a greater number of families;
 - c. To occupy a greater percentage of lot area, or
 - d. To have narrower or smaller rear yards, front yards, side yards, inner or outer courts
 than is specified herein for the district in which such building is located.
3. No part of a yard or other open space required about any building for the purpose of complying with the provisions of this ordinance shall be included as a part of a yard or other open space similarly required for another building.

Section 6. AGRICULTURAL DISTRICT. The following uses shall apply in all A-1 Agricultural Districts:

A. GENERAL DESCRIPTION:

This district is intended to provide a location for the land situated on the fringe of the urban area, that is used for agricultural purposes, but will be undergoing urbanization in the foreseeable future. Therefore the agricultural uses and activities should not be detrimental to urban land uses. It is not intended that this district provide a location for a lower standard of residential, commercial, or industrial development than is authorized in other districts. The types of uses, area and intensity of use of land which is authorized in this district is designed to encourage and protect any agricultural uses until urbanization is warranted and the appropriate changes in district classification are made.

B. USES PERMITTED:

1. Agricultural uses and their accessory structures, as defined in Section 4. No building permits shall be required for such structures.

2. Farmhouses, to the extent they qualify as agricultural accessory uses.

C. CONDITIONAL USES: The following uses may be approved by the Zoning Board of Appeals, subject to such conditions and safeguards as they may deem appropriate.

1. Churches or similar places of worship, with accessory structures.
2. Public Schools and institutions of higher learning.
3. Public parks, public playgrounds, and recreational areas operated by membership organizations for the benefit of their members and not for gain.
4. A cemetery, airport, camp, hospital, sanitarium, correctional institution or institution for the insane.
5. Rodeo or Fairgrounds.
6. Dog Kennels.
7. Athletic Fields.

Section 7. RESIDENTIAL DISTRICTS. R-1 Districts. One family residential districts. The following uses shall apply in all R-1 Districts:

A. USES PERMITTED:

1. One family dwellings, but not including trailer houses or mobile homes.
2. Public schools and institutions of higher education, public libraries, municipal buildings.
3. Public parks, public playgrounds.
4. Philanthropic or eleemosynary institutions other than camp, hospital, sanitarium, correctional institution or institutions for the insane.
5. Customary home occupations, provided that there shall be no external evidence of such occupations except a small announcement or professional sign not over two (2) square feet in area.
6. Church or public building bulletin board not exceeding thirty (30) square feet in area, and temporary signs not exceeding six (6) square feet in area pertaining to the lease, hire or sale of the building or premises where the sign is located.
7. Temporary building for uses incidental to construction work, which buildings shall be immediately adjacent to said construction work and which buildings shall be removed upon completion or abandonment of the construction work.
8. Other customary accessory uses and buildings, provided such uses are incidental

to the principal use and do not include any activity commonly conducted as a business. Any accessory building shall be located on the same lot with the principal building.

B. BUILDING HEIGHT: No building shall be erected or enlarged to exceed two and one-half (2½) stories, excluding basement, or thirty-five (35) feet.

C. REQUIRED LOT AREA: Every lot shall have a width of not less than sixty-five (65) feet and an area of not less than the following:

1. Single family dwelling, not served by sanitary sewer system. One (1) acre, unless City Health Officer approves less area, but in no case less than 7,500 square feet.
2. Single family dwelling, served by sanitary sewer system or with approval of the City Health Officer: 7,500 square feet.
3. All other uses: Area and system as approved by the City Health Officer and Zoning Board of Appeals.

D. PERCENTAGE OF LOT COVERAGE: All buildings, including accessory buildings, shall not cover more than thirty (30) percent of the area of the lot. Detached accessory buildings, not used as dwellings, can be located in a rear yard and shall have clearance of at least five (5) feet from side to rear lot lines. An accessory building attached in any structural manner to the principal structure must conform to the side and rear yard requirements for principal structures.

E. YARD REQUIRED: Each lot shall have front, side and rear yards not less than the depth or width following:

1. Front Yard depth: Twenty-five (25) feet.
2. Side Yard width: Not less than six (6) feet but sum of two side yards shall be not less than sixteen (16) feet.
3. Rear Yard depth: Twenty-five (25) feet.

F. PARKING REGULATIONS: Whenever a structure is erected or converted or the use changed to any one of the following uses, there shall be provided off-street parking in accordance with the following minimums:

Off-Street Spaces Required: Dwelling, one space per family; Elementary Schools, one space per teacher, plus a satisfactory off-street loading area; High Schools, ten

spaces per teacher; Churches, one space for each five persons for which seating capacity is provided.

R-2 District. Two Family and Multi-Family Residential District. The following regulations shall apply to all R-2 Districts.

A. USES PERMITTED:

1. All uses permitted in R-1 Districts.
2. Two family dwellings.
3. Multiple - family dwelling, apartment house.
4. Rooming or boarding house.
5. Institution of an educational, philanthropic or eleemosynary nature.

B. USES PERMITTED ON REVIEW:

1. Child care center.
2. Nursing home or home for the aged.
3. Mobile Home Community, subject to the regulations cited in Section 10.

C. BUILDING HEIGHT LIMIT: Three stories but not exceeding forty (40) feet.

D. REQUIRED LOT AREA:

1. Each one-family dwelling shall be located on a lot of the same area and width as required in R-1 Districts.
2. Each two-family dwelling shall be located on a lot having an area of at least seven thousand five hundred (7,500) square feet and an average width of at least seventy-five (75) feet.
3. Each multi-family dwelling shall be located on a lot having an area of not less than two thousand five hundred (2,500) square feet for each family housed therein and an average width of at least seventy-five (75) feet.

E. PERCENTAGE OF LOT COVERAGE: All buildings including accessory buildings shall not cover more than forty (40) percent of the area of the lot.

F. YARDS OF THE FOLLOWING MINIMUM DEPTHS SHALL BE PROVIDED:

1. Front Yard: Twenty-five (25) feet.
2. Side Yards: Eight (8) feet or one third (⅓) the height of the building, whichever is the greater.
3. Rear Yard: For main building, there shall be a rear yard of not less than twenty (20) feet.

G. DISTANCE BETWEEN BUILDINGS ON SAME PLOT: No principal building shall be closer to any other principal building than the average of the heights of said buildings.

H. PARKING REGULATIONS: Off-Street Spaces Required: Dwelling, one space per family; Elementary School, one space per teacher plus a satisfactory off-street loading area; High School, ten spaces per teacher; Churches, one space for each five persons for which seating capacity is provided; Hospitals and Rest Homes, one space for each five (5) patients or members at capacity, and shall provide satisfactory off-street loading facilities.

Section 8. COMMERCIAL DISTRICTS. The following shall apply to all C-1 Limited Commercial Districts.

GENERAL DESCRIPTION. This limited-use business district recognizes the special needs of modern day motor shopping. It is intended to accommodate those functions which are closely associated with automobile usage. It does not include those business uses which are better suited to pedestrian shopping centers.

A. USES PERMITTED:

1. Drive in bank.
2. Drive in laundry or cleaners.
3. Drive in restaurant or carry out service.
4. Gasoline station.
5. Other uses of a character similar to those listed above and not in conflict with the basic intent of this section as authorized by the Zoning Board of Appeals.

B. USES PERMITTED ON REVIEW: The following uses are permitted upon approval of the Zoning Board of Appeals and subject to such conditions as they may deem appropriate to insure conformity to the intent of the ordinance.

1. Drive in theater.
2. Amusement places, miniature golf range.
3. Motels.

C. BUILDING HEIGHT LIMIT: No building shall exceed thirty-five (35) feet or two and one-half (2½) stories in height.

D. REQUIRED LOT AREA:

1. Served by a sanitary system: (7,500) square feet.
2. Not served by sanitary system: Area shall be approved in writing by City Health Officer, which approval shall be filed with the appropriate authority before a building permit shall be issued.

E. PERCENTAGE OF LOT COVERAGE: All buildings including accessory buildings shall not cover more than forty (40) percent of the lot.

F. YARDS REQUIRED:

1. Front Yard: All buildings shall set back not less than 25 feet from the street right-of-way or 65 feet from the center line of the street, whichever is greater.
2. Side Yard: On the side of a lot adjoining a residential district there shall be a side yard of not less than fifteen (15) feet. In all other cases side yards will be required only where and as the Zoning Board deems them necessary to meet the other requirements of this ordinance.
3. Rear Yard: Where a building is to be serviced from the rear, there shall be provided an alleyway, service court, rear yard or combination thereof not less than thirty (30) feet in width.

G. PARKING REGULATIONS: Appropriate parking space according to the Zoning Board of Appeals but in no case less than:

1. Commercial establishments: One parking or service space for each 75 square feet of retail floor space.
2. Amusement or recreation: One parking space for each fifty (50) square feet of floor area used for assembly or recreation in the building.

H. LOADING ZONE: Adequate off-street space for loading, unloading, and servicing of the use shall be provided on the lot.

C-2 District. General Commercial Districts. The following regulations shall apply to all C-2 Districts.

GENERAL DESCRIPTION: This commercial district is intended for the conduct of personal and business services and the general retail business of the community. Persons living in the community and in the surrounding trade territory require direct and frequent access. Traffic generated by the uses will be primarily passenger vehicles required for stocking and delivery of retail goods.

A. USES PERMITTED:

1. All uses permitted in any residential district subject to all the provisions specified for such residential districts.
2. Hardware and household appliances sales and repair stores.
3. Clothing and accessory goods stores.
4. Furniture and home furnishing stores.
5. Gift and book stores.
6. Jewelry and watch repair

stores.

7. Sporting goods and photo supply stores.
8. Variety stores.
9. Financial institutions.
10. Public recreation and assembly halls, including clubs, lodges, bowling alleys, theaters, billiard or pool parlors.
11. Hotels, motels and tourist homes.
12. Newspaper plants and printing shops.
13. Automobile service stations, provided storage tanks are underground.
14. Accessory wholesale and service uses necessary to convenience of general public subject to conditions deemed appropriate by Zoning Board of Appeals to insure conformity to the intent of the ordinance.
15. Any other store or shop for retail trade or for rendering personal, professional or business service which does not produce more noise, odor, dust, vibration, blast or traffic than those enumerated above.

B. BUILDING HEIGHT LIMIT:

No building shall be erected or enlarged to exceed four (4) stories, excluding basement, or sixty (60) feet.

C. AREA REGULATIONS: There are no specific front or side yard requirements for uses other than dwellings.**D. LOADING ZONE:** Same as C-1 Districts.

Section 9. INDUSTRIAL DISTRICTS. The following shall apply to all I-1 Restricted Light Industrial Districts.

GENERAL DESCRIPTION: This industrial district is intended primarily for production and assembly plants that are conducted so the noise, odor, dust, and glare of such operation is completely confined within an enclosed building. These industries may require direct access to rail, air or street transportation routes; however, the size and volume of the raw materials and finished products involved should not produce the volume of freight generated by the uses of the heavy industrial district. Buildings in this district should be architecturally attractive and surrounded by landscaped yards.

A. USES PROHIBITED:

1. Those uses are prohibited which may be obnoxious or offensive by reason of emission of odor, dust, smoke, gas or noise.
2. Schools, hospitals, churches, dwellings or other similar uses which, in the judg-

ment of the Board of Appeals, would be injurious to the industrial character of the zone.

B. USES PERMITTED:

1. Assembly of electrical and mechanical appliances, instruments, devices and the like.
2. Vehicle finishing, repair and the like.
3. Building material production, storage and sales uses.
4. Food distribution and storage plants.
5. Construction and agricultural equipment distribution.
6. Transportation storage and trucking yards.
7. Agricultural feed and grain storage and sales.
8. Laundry, cleaning and dyeing works.
9. Sheet metal, plumbing and blacksmith shops.
10. Wholesale business, storage warehouses and the like.
11. Other uses of the same general character as those listed above which conform to restrictions on noise, odor, or other obnoxious uses deemed appropriate by the Zoning Board of Appeals.

C. Within the Restricted Light Industrial District, no building, structure, or premises shall be used and no building, or structure shall be erected or altered until and unless the following conditions have been complied with. There shall have been filed with the City Planning Commission a written application for approval of a contemplated use within said district, which application shall be accompanied with the following information.

- a. A plot plan indicating the location of present and proposed buildings, driveways, parking lots and other necessary uses.
- b. Preliminary architectural plans for the proposed building or buildings.
- c. An estimate of the maximum number of employees contemplated for the proposed development and the number of shifts during which they would work.
- d. Any other information the City Planning Commission may need to adequately consider the effect that the proposed uses may have upon their environment and on the cost of providing municipal services to the area. All sewage disposal systems must be ap-

proved by the City Health Officer before a building permit is issued.

D. AREA REQUIREMENTS.

1. The building coverage will not exceed thirty (30) percent of the area of the site.
2. **Front Yards:** All buildings shall set back from the street right-of-way line to provide a front yard having not less than twenty-five (25) feet in depth.
3. **Side Yard:** When adjacent to a residential district a forty (40) foot side yard width is required.
4. **Rear Yard:** No building shall be located closer than twenty-five (25) feet to the rear lot line.

E. HEIGHT REGULATIONS: No building shall exceed forty (40) feet in height, except as cited in Section 10-C.

F. OFF - STREET PARKING AND LOADING FACILITIES: Surfaced and properly drained off-street parking and loading facilities shall be provided in amounts sufficient to meet the needs of all persons associated with the development, either as employees, customers, suppliers or visitors.

G. STORAGE OF MATERIALS AND EQUIPMENT: All materials and equipment used in connection with the use shall be enclosed with a building or structural screen.

I-2 Heavy Industrial District.

GENERAL DESCRIPTION: This industrial district is intended to provide for heavy industrial uses not otherwise provided for in the districts established by this ordinance. The intensity of uses permitted in this district makes it desirable that they be separated from residential and commercial uses whenever possible.

A. USES: A building or premises may be used for any purpose not otherwise prohibited by law except that no residences, motels, or other places of habitation involving permanent structure are permitted nor shall schools, churches or hospitals be permitted; provided, however, that no building permit will be issued for any of the following uses until and unless the location of such use shall have been approved by the Zoning Board of Appeals:

1. Acid manufacture.
2. Cement, lime, gypsum, or plaster of paris manufacture.
3. Explosives, manufacture or wholesale storage.
4. Gas manufacture.

5. Petroleum or its products, refining of.
6. Wholesale or bulk storage of gasoline, propane or butane, or other petroleum products.
7. Automobile salvage or junk yard.
8. Building materials salvage yard.
9. Junk or salvage yard of any kind.
10. Public or private refuse dumps; landfills.
11. Scrap metal storage yard.
12. Any other uses similar in character to the above.

Property and buildings in the I-2 District when used for the above purposes shall have the uses thereon conducted in such a manner that all operations, display or storage of material shall be screened by ornamental fences, walls, and/or permanent evergreen planting that it cannot be seen from a public street.

B. AREA REQUIREMENTS:

1. **Front and Side Yards:** Same as I-1 District.
2. **Rear Yard:** When a building is to be serviced from the rear there shall be provided an alleyway, service court, rear yard of not less than twenty-five (25) feet in width to provide for maneuver of service vehicles.

C. HEIGHT REGULATIONS: Same as I-1 District.

D. PARKING AND LOADING REGULATIONS: Same as I-1 District.

Section 10. SUPPLEMENTARY REGULATIONS. The provisions of this ordinance shall be subject to the exceptions, additions or modifications provided by the following regulations.

A. USES:

1. **Advertising billboards or signs:** No billboards or signs shall be permitted in any residential district, except as provided for in Section 7. Billboards and signboards will be permitted in commercial and industrial district when utilized to advertise business on lot upon which sign is located subject to the following requirements:
 - a. **Size:** Not more than twenty (20) feet high or thirty (30) feet long.
 - b. **Set back:** Signs or signboards shall not be located as to constitute a hazard to traffic. All questions of fact relating to set-back of or locations of sign or signboards shall be de-

termined by the Zoning Board of Appeals.

c. **Maintenance:** Kept properly painted, supported and cleaned.

d. **Permits:** Obtained from the City Clerk at charge of one (\$1) dollar for each one hundred (100) square feet or less.

2. **Accessory Buildings:** Accessory buildings shall be subject to the following requirements:

a. They shall not be located nearer the front lot line than the main building.

b. The minimum distance from any property line shall be five (5) feet, except as otherwise provided.

3. **Public Buildings and Utilities:** These uses may be permitted in any district subject to such protective restrictions deemed necessary by the City Council.

4. **Dwellings on Small Lots:** Notwithstanding the limitations imposed by any other provisions of this ordinance, the erection of a dwelling shall be permitted on any lot (except a lot in an industrial district) subdivided or under separate ownership prior to approval of this ordinance, provided all requirements except lot size are met.

5. **Mobile Homes and Tourist Camps:** Mobile home areas may be permitted in R-2 Multiple - Family Districts by the Zoning Board of Appeals after a public hearing and subject to the following provisions:

- a. Preparation of a plan based on proper drainage, access roads, utility distribution systems, playground area and sanitary facilities.
- b. Provision of a minimum of fifteen hundred (1,500) square feet of space for each unit.
- c. Provision of one off-street parking space for each unit.
- d. Adequate screening to adjacent residential areas as deemed adequate by the Zoning Board of Appeals.
- e. An area not to include provisions for less than ten (10) mobile home units.

B. FLOOD PLAINS: Notwithstanding the regulations contained in any part of this or-

dinance, no use other than an agricultural use, public park or parkway and public street or highway will be permitted in any zone designated on the zoning map as a flood plain area unless adequate measures are taken to protect the use from flood damage. These measures will be subject to approval of the Zoning Board of Appeals.

C. HEIGHT:

1. The following structures will be permitted above height limits specified in other part of this ordinance: Tanks, church spires, skylights, steeples, flagpoles, chimneys, air conditioner tower, ventilating fans, and other appurtenances not used for human habitation or that are chiefly ornamental in nature.
2. Exceptions, Airport Hazard Districts: Notwithstanding the regulations contained in any part of this ordinance, no exception to the height limit shall be permitted in any district with which is combined an airport hazard district, except to the extent that the maximum height limit specified in such airport hazard district exceeds the height limit specified in the use district.

- D. AREA:** Visibility at Intersections: On a corner lot in any residence district no fence, wall, hedge or other structure or planting more than two and one-half (2½) feet in height shall be erected, placed or maintained within the triangular area formed by the intersecting street lines and a straight line joining said street lines at points which are thirty (30) feet distant from the point of intersection, measured along said street lines.

Section 11. NON-CONFORMING BUILDINGS AND USES: A lawful non-conforming building or structure existing at the time of the adoption of this ordinance may be continued and maintained except as otherwise provided in this section:

1. Unsafe structures. Any structure or portion thereof declared unsafe by a proper authority may be restored to a safe condition.
2. Building Vacancy. Non-conforming. A non-conforming building, structure, or portion thereof, which is or hereafter becomes vacant and remains

unoccupied for a continuous period of one (1) year shall not thereafter be occupied except by the uses which conform to the use regulations of the district in which it is located.

3. Alterations. A non-conforming building may not be reconstructed or structurally altered during its life to an extent exceeding in aggregate cost fifty (50) percent of the value of the building unless said building is changed to a conforming state.
4. Restoration. No building damaged by fire or other causes to the extent of more than seventy-five (75) percent of its value shall be repaired or rebuilt except in conformity with the regulations of this ordinance.
5. Changes. Once changed to a conforming use no building or land shall be permitted to revert to a non-conforming use.
6. Displacement. No non-conforming use shall be extended to displace a conforming use.

Section 12. BOARD OF APPEALS.

A. CREATION, APPOINTMENT AND ORGANIZATION:

1. A Board of Zoning Appeals, consisting of five members, shall be appointed by the City Council. At least one member of the Board of Appeals shall be a member of the City Planning Commission. Until such time as a separate Board of Appeals has been appointed, the City Planning Commission shall have full powers to function as a Board of Appeals in their jurisdictions.
2. Members first appointed shall serve respective terms of one, two and three years, divided as equally as possible between members. Thereafter, members shall be appointed for terms of three (3) years each. Vacancies shall be filled by appointment for the unexpired term.
3. Members shall serve without compensation.
4. The Board shall elect a chairman from its membership, shall appoint a secretary, and shall prescribe rules for the conduct of its affairs.

B. POWERS AND DUTIES: The Zoning Board of Appeals shall have the powers and

duties prescribed by law and by this ordinance including interpretation and the issuance of special permits and variances subject to the following conditions.

1. To decide the interpretation of any provision of this ordinance, including determination of the exact location of any district boundary.
2. To issue special permits for the uses for which this ordinance requires the obtaining of such permits from the Zoning Board of Appeals.
3. No variance in the strict application of any provision of this ordinance shall be granted by the Zoning Board of Appeals unless it finds:
 - a. The exception or variance desired arises from a condition not ordinarily found in the same zoning district;
 - b. The granting of the exception or variance will not unduly or adversely affect the rights of adjacent property owners;
 - c. The exception or variance desired is not against the public interest.
4. Written application for the approval of the variance and/or the issuance of special permits shall be filed with the board upon forms and in a manner prescribed by the board to include a filing fee as prescribed by the City Council.

Section 13. BUILDING PERMIT:

1. A building permit shall be required by the City Council for construction and use of a building, hereafter erected or structurally altered; change in use of existing building to more restrictive use; change in use of vacant land; and any change of a non-conforming use.
2. Written application for a building permit shall be made to the City Council or their designated officer upon forms and in a manner prescribed by the Council or their officer. This application shall include size and location of lot, size and location of building proposed or existing on lot, dimensions of all yards and adequate grades and elevations to establish proper placement of buildings, sewage dis-

positional systems and property drainage.

3. The building permit shall be issued within ten (10) days from date of inspection of lot or building for compliance with all provisions of this ordinance. In the event that a permit is denied, the applicant shall be notified in writing within ten (10) days of such inspection and/or denial, and may appeal to the Board of Zoning Appeals in the manner prescribed by law and this ordinance. A building permit shall not be issued when such use would be in violation of any provision of this ordinance. A fee of two (\$2) dollars for residential use and ten (\$10) dollars for other uses shall be payable to the City Treasurer for costs of proceedings.

Section 14. PENALTY CLAUSE.

Any person, firm or corporation, whether as owner, lessee, principal, agent, employee, or otherwise, who violates any of the provisions of this ordinance or permits any such violation or fails to comply with any of the requirements thereof, or who erects, constructs, reconstructs, alters, enlarges, converts, moves, or uses any building

or uses any land in violation of any detailed statements or plans submitted by him and approved under the provisions of this ordinance, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine not to exceed two hundred dollars (\$200.00) for each offense with each days violation constituting a separate offense.

Section 15. AMENDMENTS. The City Council may amend, supplement or change the boundaries or regulations contained in this ordinance provided such change is first submitted to the City Planning Commission for study, that not less than thirty (30) days notice of such proposed change is published in the official newspaper of the city and a hearing granted to any person interested at the time and place specified in such notice.

In the event that an amendment is protested by the owners of twenty (20) percent of the frontage proposed to be altered, or of the frontage immediately to the rear thereof, or of the frontage directly opposite the frontage proposed to be changed, or if the City Planning Commission recommends against the change, then such amendment shall not become effective except by the favorable vote of 80 percent of the members of the governing body.

No new zoning district may be created to contain an area of less than four (4) acres. The four acres need not be under common ownership.

Section 16. VALIDITY CLAUSE. If any section or provision of this ordinance shall be determined unconstitutional or invalid, this judgment shall not affect the validity of the ordinance as a whole or any other part other than the part judged invalid.

Section 17. This ordinance shall be supplemental only to Ordinances Numbered 305, 306, 445, 465 and 793, and only such parts, if any, of said ordinances which are in conflict herewith are hereby repealed.

Section 18. All other ordinances, or parts of ordinances which are in conflict are hereby repealed.

Section 19. Ordinance No. 813 is hereby repealed.

Section 20. This ordinance shall be in force and take effect from and after its publication in the official city paper.

PASSED this 25th day of September, 1961.

H. E. Houtz
Mayor

ATTEST:
Jay M. Funk
City Clerk
(SEAL)

7811

APPENDIX X

**Statistics
Marysville, Kansas**

This brochure was published by the Marysville Chamber of Commerce to inform those industries which are interested in locating in small towns.



THIS IS MARYSVILLE, KANSAS FROM THE AIR . . .

Looking East, with U. S. 77 joining east-west U. S. Highway 36 in foreground.

INSIDE, IS MARYSVILLE

“From The Ground”

Packed with down-to-earth facts to help you decide where to locate.

Marysville Chamber of Commerce

FOREWORD

The committee had the money to dazzle you with four-color process printing and all the lures of modern selling technique.

Instead, being business men, they decided to try to anticipate your questions about Marysville and answer them.

You'll find the result, concisely told on succeeding pages. You will have additional questions; ask them and you will receive a personalized answer.

Those who live in Marysville know it is pleasant; know the "business atmosphere" is good; know you and your plant will be welcomed by our community of friendly neighbors.

We also know there is much competition among small cities for industry, but we feel we can fill your needs with the best of them. We are not in the business of paying anyone to locate here, but our welcome and cooperation will pay you for making the move.

The sincerity of our invitation to you can best be proved upon further investigation on your part. We are at your command; may we supply more information?

STATISTICS

MARYSVILLE, KANSAS

1950 Bank Debits \$56,450,000.00

1960 Bank Debits \$76,230,000.00

Mayor-Council form of government; six full time police; 20 full time city employees; volunteer fire company with 20 full time city firemen; F. A. A. approved Municipal Airport; city library; two newspapers, one weekly, the other bi-weekly; and one radio station.

LOCATION

Marysville is a city of 4,500 people, located in the Blue River Valley in north central Kansas, 150 miles northwest of Kansas City; 110 miles northwest of Topeka; 70 miles south of Lincoln, Nebraska; 55 miles north of Manhattan; and 130 miles southwest of Omaha, Nebraska. The Big Blue River borders the city on the west. Marysville is in the heart of a rich agricultural area. Farm income is almost double the national farm average.

TRANSPORTATION

There is one major railroad serving the city. This being a division point and freight center of the Union Pacific. Marysville has three truck lines serving the area. There is 24 hour taxi service.

SCHOOLS, CHURCHES, HOSPITAL

There is one Class A high school, two public elementary schools, and one parochial elementary school. There is a \$750,000 bond issue approved for the construction of a junior high school adjacent to the present high school. Nine churches of all denominations and a new 36 bed hospital.

LABOR AVAILABLE

MEN

| CLASSIFICATION | No. | AGE | | | | | | EDUCATION | |
|----------------|-----|-------|-------|-------|-------|-------|-------|-----------|--------|
| | | 18-25 | 26-30 | 31-35 | 36-40 | 41-45 | 46-up | 1-8 | 9th up |
| Unskilled | | 54 | 2 | 10 | 14 | 19 | 52 | 58 | 93 |
| Semi-skilled | | 6 | 6 | 5 | 3 | 5 | 7 | 9 | 23 |
| Skilled | | 2 | 1 | 2 | 2 | 1 | 5 | 2 | 11 |
| Totals | | 62 | 9 | 17 | 19 | 25 | 64 | 69 | 127 |

WAGES EXPECTED

| | \$1.00-1.25 | \$1.26-1.50 | \$1.51-1.75 | \$1.76-up |
|--------------|-------------|-------------|-------------|-----------|
| Unskilled | 74 | 46 | 12 | 19 |
| Semi-skilled | 12 | 10 | 4 | 6 |
| Skilled | 2 | 1 | 0 | 10 |
| Totals | 88 | 57 | 16 | 35 |

DISTANCE WILLING TO TRAVEL

| | Immed. Area | 5-10 Miles | 11-15 Miles | 16-20 Miles | Over 20 Miles |
|--------|-------------|------------|-------------|-------------|---------------|
| | 35 | 24 | 19 | 17 | 56 |
| | 11 | 6 | 6 | 2 | 7 |
| | 5 | 0 | 4 | 1 | 3 |
| Totals | 51 | 30 | 29 | 20 | 66 |

WOMEN

| CLASSIFICATION | No. | AGE | | | | | | EDUCATION | |
|----------------|-----|-------|-------|-------|-------|-------|-------|-----------|--------|
| | | 18-25 | 26-30 | 31-35 | 36-40 | 41-45 | 46-up | 1-8 | 9th up |
| Unskilled | | 30 | 8 | 13 | 16 | 22 | 74 | 45 | 118 |
| Semi-skilled | | 2 | 2 | 0 | 4 | 7 | 8 | 6 | 18 |
| Skilled | | 2 | 1 | 2 | 5 | 4 | 11 | 4 | 20 |
| Totals | | 34 | 11 | 15 | 25 | 33 | 93 | 55 | 156 |

WAGES EXPECTED

| | \$1.00-1.25 | \$1.26-1.50 | \$1.51-1.75 | \$1.76-up |
|--------------|-------------|-------------|-------------|-----------|
| Unskilled | 125 | 34 | 4 | 0 |
| Semi-skilled | 17 | 5 | 0 | 0 |
| Skilled | 22 | 2 | 2 | 0 |
| Totals | 164 | 41 | 6 | 0 |

DISTANCE WILLING TO TRAVEL

| | Immed. Area | 5-10 Miles | 11-15 Miles | 16-20 Miles | Over 20 Miles |
|--------|-------------|------------|-------------|-------------|---------------|
| | 43 | 30 | 27 | 21 | 42 |
| | 0 | 0 | 4 | 0 | 7 |
| | 15 | 2 | 4 | 1 | 3 |
| Totals | 58 | 32 | 35 | 22 | 52 |

WATER

MARYSVILLE WATER SUPPLY

Marysville city water is supplied from two pumps located at the Blue River bridge, one-fourth mile west of Marysville, with a combined pumping capacity of 1,300 gallons per minute. During 1954 and 1955 the City of Marysville spent \$43,000.00 for a 250,000 gallon elevated storage tank, \$105,000.00 for improvements to the distribution system and \$130,000.00 for a new water treatment plant making the Marysville water supply system one of the finest in the Midwest. The City has never been forced to curtail the use of water by its customers due to lack of supply. Temperature of the water varies from 40 to 70 degrees at the plant during the year and is pumped into the mains at pressures of 105 to 120 pounds per square inch.

AVERAGE CONTENTS

TAP WATER*

| | |
|---|---------------|
| Total hardness, as CaCO ₃ | 178.00 p.p.m. |
| Total alkalinity as CaCO ₃ | 114.00 p.p.m. |
| Iron | 0.15 p.p.m. |
| Manganese | 0.00 p.p.m. |
| Calcium | 56.00 p.p.m. |
| Magnesium | 9.40 p.p.m. |
| Sodium | 29.00 p.p.m. |
| Silica | 13.00 p.p.m. |
| Total Solids | 290.00 p.p.m. |
| Turbidity | Less than one |
| Color | Clear |
| pH | 7.8 |

*Analysis made by Sanitary Engineer Laboratory, Kansas State Board of Health, Topeka, Kansas

WATER RATES PER MONTH

| |
|--|
| \$1.50 for 2,500 gallons, minimum |
| .60 per 1,000 gallons up to 10,000 gallons |
| .55 per next 5,000 gallons |
| .50 per next 5,000 gallons |
| .45 per next 5,000 gallons |
| .40 per next 5,000 gallons |
| .35 per next 5,000 gallons |
| .30 per next 5,000 gallons |
| .20 per 1,000 gallons over 40,000 gallons |

RAIL TRANSPORTATION

The main freight line of the Union Pacific Railroad bisects Marysville, Kansas, and being a division point, fast rail service is provided from four directions. Marysville is on the main freight line between Kansas City, Topeka, and Omaha from which we receive several fast freights each day. In addition we have overnight carload service from St. Joseph, Missouri, Lincoln, Beatrice and Omaha, Nebraska. The fastest carload freight service possible is provided by the Union Pacific to and from Pacific Coast points, particularly the Pacific Northwest.

Our less-than-carload freight is handled by Union Pacific fast freight trucks in conjunction with rail service from which we receive overnight service from Kansas City, Topeka, St. Joseph, Beatrice, Lincoln, and Omaha and other nearby cities. The incoming freight trucks arrive here early in the morning and the freight is usually delivered by 10 or 11 A. M. Outbound less than carload freight usually leaves here by 8:30 A. M. in the four directions and in addition a carload merchandise car is forwarded to Kansas City each evening by rail.

Spur track leading to industries can be provided if desired. It is suggested that you write to Union Pacific or the Chamber of Commerce for specific information on rates and sites.

The following are first class rates to and from major points for comparison:

| From Marysville To | First Class Rate | Delivery |
|---------------------------------|------------------|------------|
| Chicago Illinois | 3.43 | Third day |
| Kansas City, Missouri | 1.86 | Next day |
| Topeka, Kansas | 1.28 | Next day |
| Omaha, Nebraska | 1.81 | Next day |
| Lincoln, Nebraska | 1.48 | Next day |
| St. Joseph, Missouri | 1.63 | Next day |
| St. Louis, Missouri | 2.96 | Third day |
| Tulsa, Oklahoma | 2.66 | Third day |
| Los Angeles, California | 8.07 | Fifth day |
| San Francisco, California | 8.07 | Fifth day |
| Denver, Colorado | 3.23 | Fourth day |
| Dallas, Texas | 3.50 | Fifth day |
| Boston, Massachusetts | 6.28 | Sixth day |
| Salt Lake City, Utah | 5.33 | Fifth day |
| New York, New York | 6.01 | Fifth day |
| St. Paul-Minneapolis, Minnesota | 3.16 | Fourth day |

HIGHWAY TRANSPORTATION

Two transcontinental highways intersect in Marysville; U. S. 77, runs north and south from Winnipeg, Canada, to Matamoros, Mexico. U. S. 36 runs east and west, from Indianapolis, Indiana, to Denver, Colorado.

Motor carriers with dock facilities in Marysville are the Santa Fe Trail Transportation Co. with terminals in Omaha, Nebr., Kansas City, Mo.; Wichita, Kans.; St. Joseph, Mo.; Denver, Colo.; and Los Angeles, Calif.

The Mid-America Truck Lines with major terminals at St. Joseph, Kansas City, Chicago and Omaha.

There is daily service in and out of Marysville to all terminals and points by motor carriers.

From Marysville, Kansas, to the following points:

| | |
|----------------------|--------------------------|
| Kansas City | Overnight |
| St. Joseph | Overnight |
| Topeka | Overnight |
| Omaha | Overnight |
| Lincoln | Overnight |
| Chicago | Second morning via Omaha |
| Wichita | Second morning |
| Tulsa | Third morning |
| St. Louis | Third morning |
| Denver | Fourth morning |
| Dallas | Fourth morning |
| Los Angeles | Sixth morning |
| Louisville, Ky. | Sixth morning |
| San Francisco | Seventh day |
| New York | Seventh day |

(Delivery time is that which one or more carriers can ordinarily make deliveries)

AIR MAIL

| Leave | | Arrive |
|------------|------------------|-------------|
| 9:30 A. M. | Kansas City, Mo. | 7:00 P. M. |
| 2:40 P. M. | Kansas City, Mo. | 9:25 P. M. |
| 4:20 P. M. | Kansas City, Mo. | 9:25 P. M. |
| 5:00 P. M. | Omaha, Nebr. | 10:30 P. M. |
| 6:10 P. M. | Kansas City, Mo. | 11:10 P. M. |
| 8:20 P. M. | Omaha, Nebr. | 1:08 A. M. |

Kansas City and Omaha connect with all points in the U. S.

ORDINARY MAIL

4:05 A. M.
 9:30 A. M.
 2:40 P. M.
 3:40 P. M.
 4:20 P. M.
 5:00 P. M.
 6:10 P. M.
 7:00 P. M..
 8:20 P. M.

AIRPORT FACILITIES

LANDING STRIPS:

2300 ft. x 300 ft. turf landing strip NNW - SSE
 2700 ft. x 300 ft. turf landing strip NNE - SSW

ELEVATION:

1285 ft.

LIGHTING:

NNW - SSE landing strip lighted all night

FUEL:

90 Octane

LOCATION FROM CITY:

.5 mile east north east

Seven private planes are regularly hangared at the field which is owned and operated by the City of Marysville.

THE KANSAS POWER AND LIGHT COMPANY

Entire Territory

(Schedule GL-3 Revised, replacing schedule GL-3, Filed September 2, 1959)

GENERAL SERVICE — LARGE

AVAILABILITY:

This schedule is available to customers using the Company's service for purposes not included in the availability provisions of Company's Residence Service Rates, who contract for a demand of not less than ten (10) kilowatts.

CHARACTER OF SERVICE:

Sixty cycle, alternating current at the voltage and phase of Company's established distribution system most available to the location of customer. Service to a customer at one location may, at the option of the Company, be measured by more than one meter, in which case the readings of the several meters shall be combined for billing purposes.

NET MONTHLY RATE:

A. Demand Charge:

| | |
|-------------------------------------|---------------|
| First 50 KW of Billing Demand | \$2.20 per KW |
| Next 150 KW of Billing Demand | \$1.70 per KW |
| Excess KW of Billing Demand | \$1.20 per KW |

B. Energy Charge:

| | |
|-------------------------|--------------|
| First 500 KWHs | 3.0c per KWH |
| Next 1,500 KWHs | 2.0c per KWH |
| Next 8,000 KWHs | 1.3c per KWH |
| Next 90,000 KWHs | 1.0c per KWH |
| Next 400,000 KWHs | .9c per KWH |
| Excess KWHs | .8c per KWH |

C. Minimum Monthly Bill:

The minimum monthly bill shall be fifty cents (\$.50) per kilowatt of contract demand as stated in Customer's Service contract, but in no case shall it be less than \$22.00 (the demand charge on ten (10) kilowatts); provided, that should the Customer exceed such contract demand during six (6) months or more of any yearly period, then a new contract demand shall be determined and used as the basis for the minimum monthly bill for the next yearly contract period.

DETERMINATION OF BILLING DEMAND:

Kansas Power & Light, Page 2

Demand shall be determined by measurement, and the billing demand shall be the highest demand indicated during any 30 minute period during the month.

Where service hereunder is supplied through more than one meter at one location, the highest demand indicated by each meter shall be added together and the total used for billing purposes.

If Customer's power factor is found by test to be less than 80% lagging, the demand for billing purposes shall be the measure demand increased by 1% for each 1% by which the power factor is less than 80%.

ELECTRIC SPACE HEATING SERVICE:

If the Customer has permanently installed and uses as the primary source of heat for the space to be heated, three (3) kilowatts or more of electric space heating equipment and has so informed the Company in writing, Customer's billing demand shall be adjusted each month during the winter heating season, that is seven (7) consecutive months beginning with bills dated on and after November 12, by eliminating therefrom the demand occasioned by space heating equipment, determined in accordance with the following schedule:

November dated bills, 25% of KW installed heating capacity
 December dated bills 40% of KW installed heating capacity
 January dated bills 60% of KW installed heating capacity
 February dated bills, 60% of KW installed heating capacity
 March dated bills, 60% of KW installed heating capacity
 April dated bills, 40% of KW installed heating capacity
 May dated bills, 25% of KW installed heating capacity

Such installed capacity of electric space heating equipment shall not exceed that which is necessary for Customer's heating requirements.

Company shall have the right of inspection as to installed KW capacity. And use of the said equipment.

FUEL COST ADJUSTMENT:

For each 1c that the average cost of fuel to the Company in one month exceeds 17c or is less than 15c per million BTU, the energy charge per KWH shall be increased or decreased, as the case may be, by that fraction of a cent which results from the application of the following formula:

$$\frac{\text{BTU per KWH Output}}{1,000,000 \text{ BTU}} \times 1c$$

The cost of fuel as used herein shall be the cost as burned in Company's generating stations, which shall include storage and handling costs and the net cost of removing refuse.

PAYMENT:

Bills will be rendered NET, bearing the last date upon which net payment may be made, namely, 10 days after date distributed. When payment is made after that date, 2% will be added to the net amount of the bill.

CONTRACT:

Customer shall execute Company's standard form of contract for one year or more, designating therein the amount of power being contracted for.

THE KANSAS POWER AND LIGHT COMPANY

NATURAL GAS

Natural gas is furnished by The Kansas Power and Light Company, an investor owned utility. Natural gas is available in unlimited quantity for industrial use.

GENERAL GAS SERVICE—Schedule GG-6-54

NET MONTHLY CHARGE:

| | | |
|--------|----------------|-----------------------|
| First | 1,000 Cu. Ft. | \$1.25 per M. Cu. Ft. |
| Next | 19,000 Cu. Ft. | .52 per M. Cu. Ft. |
| Next | 80,000 Cu. Ft. | .43 per M. Cu. Ft. |
| Excess | Cu. Ft. | .35 per M. Cu. Ft. |

Minimum charge per meter installed \$1.25 per month

INTERRUPTIBLE GAS SCHEDULE

Schedule LCG-1-54

AVAILABILITY:

This schedule is available to commercial or industrial customers adjacent to Company's mains who contract for natural gas on an interruptible basis for a period of not less than one year.

NET MONTHLY CHARGE:

| | | |
|--------|-------------------|-----------------------|
| First | 1,000,000 Cu. Ft. | \$1.25 per M. Cu. Ft. |
| Next | 6,000,000 Cu. Ft. | .23 per M. Cu. Ft. |
| Excess | Cu. Ft. | .21 per M. Cu. Ft. |

Minimum Bill \$50.00

PRESSURE BASE:

A cubic foot of gas for billing purposes is defined as that quantity of gas which fills one cubic foot of space at an absolute pressure of 14.65 pounds per square inch at an assumed temperature of 60 degrees Fahrenheit. It is assumed that the gas delivered obeys Boyle's Law and that atmospheric pressure is 14.4 pounds per square inch and that the flowing temperature of the gas in the meter is 60 degrees Fahrenheit.

PAYMENT:

Bills will be made out and distributed at monthly intervals. Bills will be rendered net, bearing the last date on which net payment is due, namely, 10 days after date distributed, 2% is to be added to the net amount when paid after the last date upon which net bill may be paid.

RECREATIONAL ACTIVITIES

Baseball Park
Basketball Courts
Bowling Leagues
Golf Course
Hunting and Fishing
Junior American Legion Baseball
Junior A. A. U. Swim Meets
Movie Theatre
New Bowling Alley
Outdoor Drive-In Theatre
Picnic Grounds with Playground Equipment
Public Swimming Pool
Pony League Baseball
Skating Rink

Skeet Shooting Ground
Sleigh Riding for Children
Summer Concerts
Summer Recreation Program (Professional Guidance)
Softball League
Tennis Courts
Two Ballrooms for Dancing (Name Bands)
Two Large Parks
Water Skiing and Boating
Winter Concerts (Professional)
Winter Outdoor Skating Pond
Midget League Baseball

ORGANIZATIONS

African Violet Society
Altar Society, St Gregory's Church
American Legion and Auxiliary
Atheneum Club
Missionary Society
Business and Professional Women's Club
Catholic Youth Club
Chamber of Commerce
Community Memorial Hospital Auxiliary
D. A. V. and Auxiliary
Daughters of Isabella
Exemplar Chapter of Beta Sigma Phi
Knights of Columbus
4-H Clubs
Friendship Circle
Beta Sigma Phi
Hilda Chapter Order of Eastern Star
Junior Jaycees
Just-a-Mere
Kiwanis
Legion of the Moose
Lions
Literary Searchlight
Marshall County Chapter for Retarded Children
Marshall County Camera Club
Mrs. Jaycees
Marysville Education Association
Marysville Garden Club

Marysville Study Club
Masonic Lodge AF & AM
Masonic York Rite Bodies
Ministerial Association
Moose Club
Navy Mothers Club
National Guard (Kansas)
Nemar Shrine Club
Newcomers Club
Odd Fellows Lodge
Parent Teachers Association
Postscript Club
Phi Omega Pi
Rainbow for Girls
Rebekah
Rotary
Royal Neighbors of America
Safety Council
Scouts (Boy and Girl)
St. Paul Women's Guild
United Women's Organization
UP Jr. Oldtimers and Auxiliary
UP Oldtimers and Auxiliary
Women's Civic Improvement Council
VFW and Auxiliary
Women's Guild (Evangelical Church)
Women of the Moose
Women's Society of Christian Service

MAJOR INDUSTRIES

MARYSVILLE, KANSAS

| | | |
|---|-----------------------------|-------------------------------|
| MARYSVILLE STOCK YARDS U. P. Yards | Ray Thornburrow Manager | Cattle Feeding |
| UNION PACIFIC RAILROAD | B. E. Jaynes Trainmaster | Transportation |
| GROSSHANS-PETERSEN, INC. Route 3 | Norman Petersen Owner | Heavy Construction |
| HALL BROS. CONSTRUCTION CO. 203 Calhoun | Hall Brothers Owners | Heavy Construction |
| SOUTHWESTERN BELL TELEPHONE CO. 901 Elm | Floyd Little Manager | Communications |
| MARYSVILLE GRAIN, INC. Route 2 | Hugo Kickhaefer Manager | Manufacturing Feed |
| KANSAS POWER & LIGHT CO. 704 Broadway | Les Olm Manager | Utilities |
| WASSENBERG BOTTLING CO. 604 Center | Carl Wassenberg Manager | Pepsi-Cola bottlers |
| BURGER FERTILIZER CO. U. P. Yards | Leon Burger Owner | Fertilizer |
| COCA-COLA BOTTLING CO. 301 North 6th | Ted Peterson Manager | Coca-Cola bottlers |
| KINNISON STEEL BUILDING SERVICE Route 3 | Rollie Kinnison Owner | Steel Buidings |
| BEST WALL GYPSUM CO. Rural Route | Dave Peart Manager | Gypsum Products, Wallboard |
| BLUE VALLEY TELEPHONE CO., INC. 308 Center | Carl Meeker Manager | Consolidated lines |

1960 TAX LEVY FOR MARYSVILLE, KANSAS AND CERTAIN ADJOINING AREAS

Methods used in arriving at assessed valuations used by tax officials:

| | |
|-------------------------------|---|
| Real Estate | 25% of actual value |
| Inventories | 30% of actual value |
| Machinery and Equipment | 30% of value with allowable depreciation annually thereafter |
| Furniture and Fixtures | 30% of value with allowable depreciation annually thereafter |

The Marysville Industrial Site is located in School District No. 4.

SCHOOL DISTRICT NO. 4 (CITY)

| | |
|--|-------|
| City of Marysville | 24.80 |
| School District No. 4 | |
| General | 16.06 |
| Building Fund | 1.89 |
| Marshall County | 17.34 |
| State of Kansas | 1.75 |
| Total tax per \$1,000 assessed valuation | 61.84 |

SCHOOL DISTRICT NO. 4 (RURAL)

| | |
|--|-------|
| School District No. 4 | |
| General | 16.06 |
| Building Fund | 1.89 |
| Marshall County | 17.34 |
| State of Kansas | 1.75 |
| Marysville Township | 4.80 |
| Total tax per \$1,000 assessed valuation | 41.84 |

There is a State Income Tax and a 2½% Sales Tax in Kansas. Unemployment Compensation rate is \$42.00 weekly, with a maximum of 26 weeks. The minimum employment is the total of 4.



Available

And suitable for a variety of uses.

20,000 square feet of buildings for lease or sale.

Penty of room on same site for further expansion. Numerous other locations.

The buildings shown above are owned by 80 local stockholders in the Marysville Industrial Development Corporation.

**AN INVESTIGATION OF POSSIBLE SELF-HELP TECHNIQUES
FOR PLANNING OF SMALL COMMUNITIES**

by

JACK HOWARD GALBRAITH

**B. S. in Agriculture, Kansas State University, 1953
B. S. in Landscape Design, Kansas State University, 1960**

**AN ABSTRACT OF
A MASTER'S THESIS**

submitted in partial fulfillment of the

requirements for the degree

MASTER OF REGIONAL PLANNING

Department of Architecture and Allied Arts

**KANSAS STATE UNIVERSITY
Manhattan, Kansas**

1962

The State of Kansas has 617 incorporated municipalities, 581 of which are below 5,000 in population. Many of these small urban and rural communities have the same kinds of practical problems needing planning solutions as have large cities.

The purpose of this thesis is to investigate methods and procedures which will best enable small municipalities of Kansas to become active in a planning program with special emphasis on the extent of self-help which communities might use in their community analysis studies.

In 1960 the City of Marysville, Kansas contacted the Center for Community Planning Services at Kansas State University. They wanted to begin planning on a self-help basis and asked the University to assist them in appointing a planning commission to engage in planning studies and develop a zoning ordinance. Marysville (1961 population of 4,218) has been observed and to some small degree assisted by the author as a test case to see what small communities can do for themselves in certain early phases of planning studies. Recognizing the dangers of general conclusions drawn from single experiences, it is believed that the findings in one case study may have special relationship to the problems of the other 34 cities of Kansas in the 2,500 to 5,000 population class.

The author, under professional guidance from the University, met with the planning commission at regular monthly meetings and discussed problems, procedures and planning recommendations. A preliminary draft of a zoning ordinance was discussed, and after many revisions and the required public hearing the ordinance was adopted on September 25, 1961.

Participating local citizen groups can perform a great service to their community in fact-finding in the area of community analysis and basic planning studies. These groups can be of particular value in gathering data on economic base statistics, population, land use, history, building and street conditions, and in areas of specifics to basic planning studies.

Community planning is a relatively new function of government, particularly in Kansas. Unfortunately, too many small communities are concerned with assistance only for zoning. They do not understand that good zoning must be based on careful planning. However, there has been sufficient experience to demonstrate the potential value of planning processes in even the smallest cities.

We can assume that because of federal aid legislation, the recently created State Planning Agency, and the increased planning education activities in our state universities, small towns will be increasingly exposed to the problems and possibilities of good planning.

Professional planners will eventually be available to almost all the small towns in Kansas; however, only the planning commissioners, the councilmen and the private citizens can make planning a success as far as the community's needs are concerned.