

RESEARCH AND DEVELOPMENT FOR A  
SMALL COMMUNITY COMPREHENSIVE PLAN

by

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B. Arch., University of California - Berkeley, 1969

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A NON-THESIS PROJECT

submitted in partial fulfillment of the

requirements for the degree

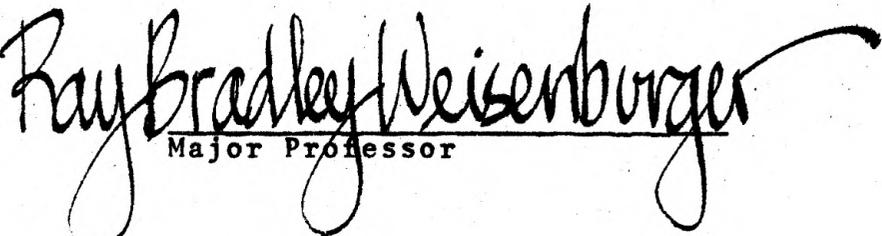
MASTER OF REGIONAL AND COMMUNITY PLANNING

Department of Regional and Community Planning

KANSAS STATE UNIVERSITY  
Manhattan, Kansas

1975

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## ACKNOWLEDGEMENTS

I am indebted to Prof. Ray B. Weisenburger, Dr. Phillip S. Althoff, and Prof. John O. Selfridge for their helpful comments and suggestions. I also wish to express my thanks to Dr. T. Ufere Torti who made it possible to bring this non-thesis project to its present form by his general counsel and assistance.

To my wife, Nancy, I gratefully acknowledge her sacrifices and encouragement throughout the entire period of my matriculation at Kansas State University.

## FOREWORD

This report consolidates the author's research and development planning activities conducted from October of 1973 to October of 1974 in Humboldt, Kansas. The overall purpose of this report is to establish a better understanding of the problems and issues confronting a small community comprehensive planning program. The specific objectives of the report are threefold: (1) to discuss the general concepts of planning and the small community comprehensive plan; (2) to develop a comprehensive plan for Humboldt using these general concepts as guidelines; and (3) to describe and analyze the Humboldt experience.

The report is presented in five major parts (four chapters and the appendix). Chapter I provides a clear, general definition of planning and identifies the planning process. Chapter II discusses the concepts and problems of comprehensive planning for a small community. Chapter III justifies the need for citizen participation in planning, identifies the major participants in the planning program, and defines their specific roles. Chapter IV is a case study of the development of the Humboldt plan. The appendix contains the officially adopted Humboldt plan as prepared by this author.

## C O N T E N T S

ACKNOWLEDGEMENTS	ii
FOREWORD	iii
I. PLANNING AND THE PLANNING PROCESS	1
What is Planning? 1	
The Planning Process 3	
Summary 8	
II. SMALL COMMUNITY COMPREHENSIVE PLAN	9
The Concept of Comprehensive Planning 10	
The Need for Comprehensive Planning 12	
Issues in Small Community Comprehensive Planning 15	
Implications of Comprehensive Plan Implementation 17	
Summary 19	
III. CITIZEN PARTICIPATION IN PLANNING	20
The Need for Citizen Participation 20	
Barriers to Effective Citizen Participation 22	
Methods for Citizen Participation 23	
The Roles of the Participants 26	
Summary 30	
IV. THE HUMBOLDT EXPERIENCE: A CASE STUDY	32
The Planning Area 32	
The Planning Program 34	
Elements of the Planning Program 36	
Responsibilities of the Principal Participants 41	
Development of the Plan 42	
Analysis of the Planning Program 51	
Conclusion: Some Suggested Guidelines 56	
APPENDIX	A-1
Comprehensive Plan: Humboldt, Kansas	
SELECTED BIBLIOGRAPHY	B-1

## Chapter I

### Planning and the Planning Process

#### WHAT IS PLANNING?

Planning as a profession is relatively young when compared with other, more established professions such as law, medicine, and engineering. The planning profession is still evolving and is rapidly expanding. The profession is experiencing great changes; new methods and techniques are being formulated and tested out, and they are being applied to the field.

The definition of planning has changed quite radically in recent years. Until the early 1960s, planning was generally recognized as an activity dealing only with the physical aspect of a city or region. Today, planning encompasses more than just city and regional planning. Other aspects of planning include such diverse endeavors as human resource planning, social service planning, economic planning, natural resource planning, business and corporate planning, military planning, and many others.

Due to the diverse specialities within the planning profession currently, the word "planning" denotes different connotations to different groups of people. Not even the theorists and practitioners within the profession can readily agree upon one specific, clear-cut definition!

The complexity of the functions of planning and the multiplicity of the specialities within the planning field have created many incompatible and contending definitions. Perhaps what is required is not a specific, clear-cut definition but a general definition--a definition that can link and generalize all the common elements of the planning profession.

An acceptable planning definition, according to John R. Seeley, "must be sufficiently definite to give guidance, but also sufficiently vague to allow flexibility in subsequent 'interpretation' (i.e., change under the guise of permanence)." 1/

The dictionary is usually a good, beginning source for locating definitions. In the *Standard College Dictionary*, the verb "to plan" is defined as "to form a scheme or method for doing, achieving, etc." 2/ This definition is far too vague and does not give any specific or definite guidance as suggested by Seeley. Under this definition, planning becomes a very common activity which anyone can perform. It does not carry any professional connotation. Alan A. Altshuler, a political scientist and planning theorist, defines planning as "simply the effort to infuse activity with consistency and conscious purpose." 3/ Again, Altshuler's definition is too simple and vague. He fails

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1/ John R. Seeley, "What is Planning? Definition and Strategy," *Journal of the American Institute of Planners*, Vol. XXVIII No. 2, May 1962, pp. 91-97.

2/ Funk and Wagnalls, *Standard College Dictionary*, (New York: Harcourt, Brace & World, Inc., 1966), p. 1032.

3/ Alan A. Altshuler, *The City Planning Process: A Political Analysis*, (Ithaca and London: Cornell University Press, 1970), p. 409.

to provide the definition with any professional character.

Planning, as defined by P. Davidoff and T. A. Reiner, is "a process for determining appropriate future action through a sequence of choices." <sup>4/</sup> According to this definition, the word "determining" is used in two senses: finding out and assuring. The word "action" is defined as the eventual outcome of planning efforts. Since the word "appropriate" implies, in general, a criterion for making decision regarding preferred states, it explicitly follows that planning incorporates a notion of goals. The word "action" embodies specifics, and, thus, poses the question of relating general ends and particular means. Therefore, the Davidoff-Reiner definition suggests that the concept of planning must be directed to problems of effectuation or implementation.

This definition is the most professional and explicit. It is sufficiently clear to provide general description, but also sufficiently vague to allow flexibility in future interpretation. For the purpose of this report, the Davidoff-Reiner concept of planning is recognized as a sufficient definition.

#### THE PLANNING PROCESS

Having established a definition of planning, the remainder of this chapter will focus on the planning process. According

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<sup>4/</sup> Paul Davidoff and Thomas A. Reiner, "A Choice Theory of Planning," *Journal of the American Institute of Planners*, Vol. XXVIII No. 2, May 1962, pp. 103-115.

to the *Standard College Dictionary*, the noun "process" is defined as "a course or method of operations in the production of something." 5/ Thus, the planning process, loosely defined, is a method of operations in planning.

In a pamphlet published by the American Institute of Planners (AIP) to promote a better public relations image, the planning process is identified as follows:

The usual steps in the process of planning are the analysis of problems, the identification of goals (general) and objectives (more specific), the design of alternative programs to reach the objectives, the evaluation of alternatives, the making of recommendations to those who make the decisions, and the monitoring of the effectiveness of programs once they are being carried out. 6/

In actual practice, however, the forementioned steps are not distinctly separated, and often several of them operate or function simultaneously. Each individual step, according to AIP, has its own requirements and tools which are appropriate to it. The six steps delineated by AIP are very clear and are self-explanatory.

M. R. Wolfe and R. D. Shinn also identify six theoretical procedural steps in process sequence which are common to both the design and planning professions. 7/ They are as follows:

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5/ Funk and Wagnalls, p. 1074.

6/ Ralph Hirsch, *The Challenge of Urban Planning*, (Washington: American Institute of Planners, 1970).

7/ M. R. Wolfe and R. D. Shinn, *Urban Design within the Comprehensive Planning Process*, (Seattle: University of Washington, 1970), p. 15.

- (1) Recognition Stage--survey, identification of problems, potentials and assumptions.
- (2) Specification Stage--formulating and ordering objectives, criteria, standards.
- (3) Proposal Stage--generation of alternatives.
- (4) Evaluation Stage--cost/benefit studies etc.
- (5) Decision Stage--deciding on a solution.
- (6) Effectuation Stage--refinement and testing, staging and implementation.

A careful examination of the above two planning process definitions reveals that they are almost identical. Figure 1 comparatively illustrates the six similar steps of the two planning process definitions. Except for semantic differences, steps one through four are identical in both cases. In step five, however, the AIP's definition indicates that the planner can only recommend the alternatives to the public, while Wolfe and Shinn, on the other hand, suggest that the designer or planner can actually select or decide on one of the alternatives with the assistance of his client or the general public. In the final step, the AIP's definition suggests that the planner can only monitor the final alternative, while Wolfe and Shinn suggest that the planner can either refine or actually implement the final alternative or design.

It should be noted that both planning processes are universally accepted and are currently in operation. Although both processes are similar, most planning theorists and practitioners agree that the Wolfe-Shinn planning process is superior in concept and much more practical in function.

Figure 1  
STEPS IN PLANNING PROCESS

STEP	AIP	WOLFE-SHINN
1	ANALYSIS OF PROBLEMS	RECOGNITION STAGE
2	IDENTIFICATION OF GOALS & OBJECTIVES	SPECIFICATION STAGE
3	DESIGN OF ALTERNATIVE PROGRAMS	PROPOSAL STAGE
4	EVALUATION OF ALTERNATIVES	EVALUATION STAGE
5	RECOMMENDATIONS	DECISION STAGE
6	MONITORING	EFFECTUATION STAGE

Ultimately, to be meaningful, planning must be a continuous process. As the noted planner John Dakin said,

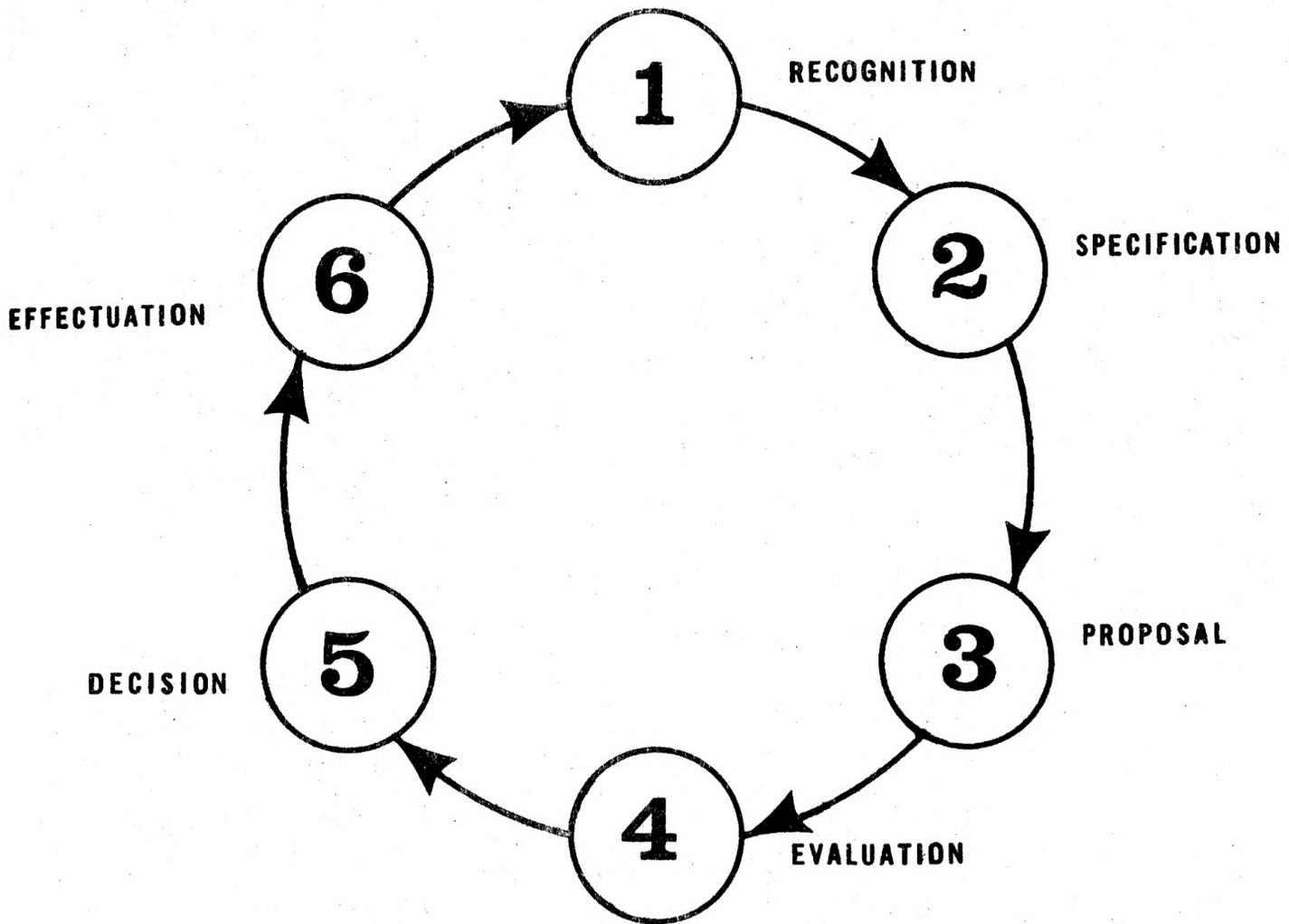
Planning . . . must be conceived as a self-regulating process of concept-action-modification-concept. It is in a measure a circular movement without end, in which the process continuously redefines the nature and form of the product, and the product modifies the process. 8/

Using the planning process defined by Wolfe and Shinn and Dakin's circular movement idea, Figure 2 graphically illustrates the combined planning process concept.

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8/ John Dakin, "An Evaluation of the 'Choice' Theory of Planning," *Journal of the American Institute of Planners*, Vol. XXIX No. 1, February 1963, pp. 19-27.

Figure 2  
PLANNING'S CIRCULAR MOVEMENT



## SUMMARY

The complexity of the functions of planning and the multiplicity of the specialities within the planning field require that the definition of planning be general and clear. It must link all the common elements of the planning profession. Planning, as defined in this chapter, is a process for determining appropriate future action through a sequence of choices.

To be meaningful, the planning process must be continuous. It must contain six basic stages:

- (1) Recognition Stage,
- (2) Specification Stage
- (3) Proposal Stage,
- (4) Evaluation Stage,
- (5) Decision Stage, and
- (6) Effectuation Stage.

## Chapter II

### Small Community Comprehensive Planning

As the preceding chapter has already indicated, the planning profession embraces a wide range of diversified subfields or specialities. Comprehensive planning for a small community of less than 5,000 persons is one of these subfields.

In the United States, planning comprehensively for a small community is a relatively new phenomenon. Unlike comprehensive city planning, which may be said to date from the City Beautiful movement of 1893, 9/ the origin of small community planning can only be traced back to 1940 when Tennessee's State Planning Commission established a local urban planning assistance program. 10/ Although the success of the Tennessee program provided the impetus for several other states to initiate limited local planning assistance to small communities in the late 1940s, interest on the federal level did not materialized until more than 20 years later when the Federal Government passed the Housing and Urban Development Act of 1969 and authorized the Secretary of HUD, in consultation with the Secretary of Agriculture, to provide planning grants to state planning agencies for

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9/ Blake McKelvey, *The City in American History*, (London: George Allen and Unwin Ltd., 1969), p. 73.

10/ Hammer, Greene, Siler Associates, *Comprehensive Planning Assistance in the Small Communities*, (Washington: Padco Inc., 1969), p. 2.

assistance to small communities in rural and other nonmetropolitan areas. 11/

### THE CONCEPT OF COMPREHENSIVE PLANNING

Any human settlement, be it a small community, city, or a large metropolitan region, is a complex and dynamic system comprised of many components. These components, representing a settlement's political, social, economic and physical characteristics, are often overlapping and interrelating-interacting. To have meaningful and effective planning, the components' functions, their interrelationships with each other, and their impacts on the total system must not only be defined, analyzed, and understood, but also molded into a single, cohesive system or program. Therefore, planning for a human settlement cannot be conducted fragmentarily; it must be performed comprehensively.

The American Institute of Planners and its Committee on Restatement Purposes developed a definition of comprehensive planning that is concerned with the ordering of physical, social, and economic relationships.

'Comprehensive planning' should be defined as the work of those who engage in efforts, within a delimited geographic area ranging from a neighborhood to an international region, to identify and order the physical, social and economic relationships implicit in development programs. Comprehensive

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11/ Title VI, Section 601, Housing and Urban Development Act of 1968.

planning may be for a government, a group of governments, or private organizations; the essence is that it (a) have an area dimension; (b) be directed toward determination and achievement of goals; and (c) formulate a development plan which orders effectively the physical, social, and economic relationships. 12/

The primary goal of comprehensive community planning is to balance and harmonize the physical, social, and economic features of a community in order to produce an environment which will become a desirable place to live, work, recreate, and raise a family. Comprehensive planning affords a community the opportunity to weigh the impact of one of its component functions off against another, to establish priorities and make tradeoffs between functions, and eventually, to arrive at a plan in which the various functions are mutually reinforcing and in which the components have been woven into a consistent and cohesive system.

One of the by-products of comprehensive planning activities is a comprehensive plan document. Arthur D. Little, Inc. has defined the comprehensive plan for a small community as:

The official statement of a municipal legislative body which sets forth its major policies concerning desirable future physical development; the published general plan document must include a single, unified general physical design for the community, and it must attempt to clarify the relationships between physical development policies and social and economic goals. 13/

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12/ Report by AIP Committee on Restatement of Institute Purposes, March 15, 1966, *AIP Newsletter*, April, 1966, p. 3.

13/ Arthur D. Little, Inc., *Local Planning: Performance and Expectations*, Report to the Department of Housing and Urban Development (September, 1967), p. 4.

A comprehensive plan is a synthesis of many elements. Albeit the elements of a comprehensive plan vary from community to community, in general, a comprehensive plan contains three basic elements: a land use plan, a traffic plan, and a community facilities plan. The land use plan is a guide to the general development of a community showing future desirable land use patterns for residential, commercial, industrial, park and open space, and other public and quasi-public areas. The traffic plan generally illustrates a proposed traffic circulation system, which meets the needs of pedestrians and vehicles of various types. The community facilities plan shows the desirable locations, sizes, and types of parks, schools, civic buildings and other significant public facilities within a community. 14/

#### THE NEED FOR COMPREHENSIVE PLANNING IN A SMALL COMMUNITY

Although comprehensive planning in small communities (populations of less than 5,000) and large cities (populations of more than 5,000) is of the same importance, since World War II, the problems and needs of large cities, especially metropolitan centers, have drawn attention away from this nation's small communities. Yet between 1950 and 1970, the number of small communities increased substantially. In 1950, there were 18,548 small communities in this country. By 1970, however, the number of

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14/ George T. C. Peng, *What, Why and How in Community Planning*, Community Planning Series, No. 3 (Topeka: Kansas Department of Economic Development, 1973), p. 9.

small communities jumped to 20,768, an increase of 2,220 communities in two decades. 15/

According to the U. S. 1970 Census, eight out of every ten places (human settlements) in this country have populations of less than 5,000 inhabitants. The Census also indicates that, in 1970, 62,652,000 persons or 30 percent of the total population resided in small communities. This large number of communities and their inhabitants cannot be ignored. Like a large city or a metropolitan center, a small community is confronted with problems and issues which can only be addressed (and may be resolved) through a comprehensive community planning program.

Problems and issues confronting a small community are diverse and numerous. A community that is growing rapidly must provide additional public facilities such as police and fire protection services, hospitals, schools, parks, streets, sewer and other utilities to accommodate its growing population efficiently and economically. A community that is relatively stable must maintain and preserve those public facilities and their attributes which contribute to a desirable living environment. A community that is declining in population must still provide public services to its inhabitants. In addition, this community must plan to readjust its changing role.

Comprehensive planning is the mark of good community sense. If properly utilized, a comprehensive planning program can

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15/ U. S., Bureau of the Census, *Statistical Abstract of the United States - 1972*, p. 17.

provide many benefits to a community:

(1) *Efficiency and Economy in Government*

By recognizing needs and demands and establishing priorities for various projects in advance of need, a community can maximize its financial and technical resources.

(2) *Improve Communication*

The comprehensive planning program can improve communication between the community's local officials, its citizens, and other governmental units by requiring local citizen participation at the initial stage of the planning program and encouraging cooperation and coordination among various programs and governments.

(3) *Provide Community Information to the Public*

A comprehensive planning program can gather vital data concerning the physical, social, economic and political aspects of a community. These data, when analyzed properly, can assist local officials and citizens in understanding the community's existing characteristics, identifying its pressing problems, and determining its future needs.

(4) *Establish Major Policies and Guidelines for Future Development*

A comprehensive planning program can assist a community in establishing major public policies and guidelines concerning desirable future development. Proper comprehensive planning efforts can prevent incompatible land uses, avoid costly mistakes, protect public health, promote public safety, and establish a desirable community living environment.

(5) *Recognize Community-Regional Relationship*

Through comprehensive planning, a small community can be made aware that it is a significant part of the fabric of a larger region. It will realize that many community problems and concerns recognize no political boundaries. These problems and concerns are overlapping and interrelating with other communities within the same region. Therefore, to deal effectively with these problems and concerns, a community must understand its dependency and relationship with the larger region and perform its planning activities accordingly.

(6) *Community Pride*

A successfully completed comprehensive plan will bring great satisfaction and pride to the entire community. The planning efforts will demonstrate that the community cares about itself and knows where it is going and how to get there. It will provide the residents of the community with a sense of proud identity.

#### ISSUES IN SMALL COMMUNITY COMPREHENSIVE PLANNING

Planning comprehensively for a small community generates some unique issues which are not present in a large city or metropolitan center. A small community, especially a rural one, is generally poor. Unlike a large city, it does not have sufficient municipal financial resources to improve its public facilities and community services. However, at the same time, a small community is in a much better position to implement its planning program than a large city. The smallness of a community offers

some unique advantages:

- (1) It is much easier for a small community to reach decisions or agreements on planning problems and issues than it is for a large city;
- (2) Costs for the acquisition and development of projects in a small community are much lower than similar projects in a large city; and
- (3) Although a small community may lack sufficient municipal funds to finance a planning project, it is still possible for the community to effectively implement the project by utilizing local initiative and talent.

Although effective planning requires expertise in administration and implementation, a small community often lacks this expertise because it cannot afford to employ qualified professionals. <sup>16/</sup> Also, professional opportunities in small community planning have not been attractive to the best young professionals entering practice; traditionally, planning at the city or metropolitan level which has required more sophisticated skills, has tended to attract the best talent.

Most elected officials of a small community are not paid; they hold other full-time occupations. Although many of these elected officials are highly motivated people, they do not possess

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<sup>16/</sup> William S. Bonner, "Planning Programs, Requirements, and Procedures for Nonurban Communities," A Recommendations Report Prepared for the U. S. Department of Housing and Urban Development, City Planning Division, Arkansas, September, 1969, Part I, pp. 9-10. (Mimeographed.)

the time, the training, or the understanding to deal effectively with their community's problems.

Data gathering for a small community is another major planning problem. Technical statistic data, both historic and current, which are required for trend projections and priority setting, are either limited in scope or completely non-existent. Another problem is that most small rural communities lack any type of community map. The lack of such basic, but vital information hinders the comprehensive planning efforts for a community.

It is evident that comprehensive planning for a small community is radically different than comprehensive planning for a large city or metropolitan center. Since a small community often lacks the financial resources (municipal), personnel, expertise, and technical statistic data to successfully conduct a standard comprehensive planning program, there is a dire need to establish a planning process or program which is tailored specially for a small community under 5,000 in population. The result of this special planning process or program should be a plan which is inexpensive to prepare, simple, short-range and action oriented, and easily implemented.

#### IMPLICATIONS OF COMPREHENSIVE PLAN IMPLEMENTATION

Although a successfully conducted comprehensive planning program can provide many benefits to a community, planning, as noted in the previous chapter, does not end with the development

of a comprehensive plan. On the contrary, planning is a continuous, long-term process. To be meaningful, the development of a comprehensive plan must be followed by a conscientious effort to implement such plan.

Plan implementation, however, requires the following commitments from a community:

(1) *Financial Commitment.* A community must be prepared to provide additional public funds to finance the various planning proposals outlined in a comprehensive plan. For example, expenditures would be required for the administration, acquisition, construction, replacement, and expansion of projects recommended in a plan.

(2) *Administrative Commitment.* Regardless of the financial capability of a community or the complexity of its plan proposals, additional administrative staff would be required to manage the comprehensive plan. Several staffing options are available to a community: it can hire a full-time planner as an employee of the community; it can retain a professional planning consultant to administer specific work projects; or it can use the self-help approach by distributing administrative tasks among the planning commission and other community agencies and departments.

(3) *Time Commitment.* Planning is time-consuming. Citizens and community leaders should be cognizant that since adopted proposals in a comprehensive plan usually require refinement before they can be implemented, the results of these proposals may not be evident for several years.

## SUMMARY

The fundamental goal of comprehensive planning is to produce a desirable community environment by balancing and harmonizing the physical, social, and economic features of a community. In this country, comprehensive planning for a small community is a relatively new phenomenon. Since World War II, the problems and needs of large cities have drawn attention away from this nation's small communities.

There is a need for comprehensive planning in a small community. Statistics obtained in 1970 indicate that eight out of every ten places in this country are small communities. These communities are confronted with problems and issues which can only be addressed through comprehensive community planning programs. However, since planning for a small community is radically different than planning for a large city, a planning program tailored to accommodate the special needs of a small community should be developed.

Planning does not cease with the preparation of a comprehensive plan. To be meaningful, a community must implement its adopted plan by committing its financial, administrative, and time resources.

## Chapter III

### Citizen Participation in Planning

Meaningful citizen participation during the entire planning process is the key to a successful comprehensive planning program. Although the term "citizen participation" is unfamiliar to most Americans, it is an old and very basic American value. Citizen participation or involvement has been a fundamental principle of American democracy since the end of the Revolutionary War. For example, the New England "town meetings" were one form of citizen participation.

Since "citizen participation" is variously defined, it is often misunderstood. In this report, citizen participation means the continuing process of citizen interaction and involvement in the planning, implementation, and evaluation of projects or programs which are initiated by governmental units. 17/

#### THE NEED FOR CITIZEN PARTICIPATION

Throughout history, the one basic function common to all governments has been the maintenance of an orderly life. Americans expect the government to be a servant of all of the people.

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17/ Jon A. Blubaugh and Others, *Human Resources Development: Capacity Building for Local Government* (Lawrence, Kansas: The University of Kansas, 1974), p. 73.

Basic government documents--namely, the Declaration of Independence and the United States Constitution--proclaim the beneficiaries as "We the People." The United States' political philosophy emphasizes government of the people, by the people and for the people.

Today the primary stress on government is that of public discontent which is caused by the lack of communications between the government and the people. When a small local government consists of a township or community of only a few hundred people, everyone knows his representative, mayor, or other official on a first name basis. However, when a local government encompasses up to more than one million people in a single region, personal contact is lost. This is a primary reason why citizen participation programs are utilized as means of exchanging information between government officials and citizens.

Recently, citizen participation has surfaced as a major issue in the planning activities of our communities. Although citizen participation can be a frustrating experience for all participants, it is necessary for the following reasons:

- (1) Citizens have the right to participate in decisions that affect their lives;
- (2) Citizens who live in an area have knowledge and insights about the problems and needs of their own community of which the planner or official may not be aware;
- (3) Not all citizens are represented adequately by elected officials--many citizens with minority opinions

- should have the opportunity to be heard also; and
- (4) Plans that are developed with citizen participation often have community support, increasing the chances of implementation. 18/

Thus, citizen participation is needed in planning to strengthen the democratic process and improve the quality and feasibility of a plan.

#### BARRIERS TO EFFECTIVE CITIZEN PARTICIPATION

From various experiences in model cities and urban renewal programs, numerous problems have surfaced which are considered to be major barriers to effective citizen participation. Some of the most common problems are listed below:

- (1) Since most citizens are uninformed and do not possess technical knowledge of planning matters, they are not capable of providing meaningful participation;
- (2) Citizen participation program usually arouses anti-social groups that are totally antagonistic toward any planning activities;
- (3) Citizen participation encourages locality-bound vested interests to obstruct and interfere with community-wide and areawide planning;
- (4) Citizen participation in the total planning process

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18/ Lillian F. Dean, "Community Involvement," *Regional Council Communications: A Guide to Issues and Techniques*, (Washington: National Association of Regional Councils, 1973), p. 23.

is slow and very time-consuming; and

- (5) Most citizens are apathetic with only a small percent of the eligible community members taking part in the citizen participation process.

While these problems are very real, they may be eliminated if advance thought or effort is given to a particular problem at hand. Citizen participation is never easy or automatic. A successful citizen participation program requires hard work, good organization, and an understanding of the citizenry of a community.

#### METHODS FOR CITIZEN PARTICIPATION

Meaningful citizen participation in a planning program depends largely on the method used to introduce citizen involvement into the planning process. Numerous methods for citizen participation are available, but each of these methods is probably more suited for certain situations than for others. Care must be taken in utilizing each one; no single method is the answer. Some of the most commonly used methods are listed below:

- (1) Citizen committees;
- (2) Town meetings;
- (3) Public hearings;
- (4) Survey and questionnaires;
- (5) Delphi mail questionnaires; and
- (6) Nominal group method.

Citizen committees are the most frequently used method for citizen participation. This method generally involves appointing a number of citizens to a forum or group of technical committees to act as citizen advisors to the community. The success or failure of this method rests on whether or not the appointed citizens truly represent the community interests.

Town meetings are, by definition, meetings held in the town at times and locations convenient to the citizens in the locality. Town meetings offer chances for community leaders to meet with citizens on their own "home ground." Citizens who may never attend a formal meeting may be interested in attending local meetings. It should be noted that citizens who attend town meetings do not necessarily represent all the people in a community. No matter how well-attended a meeting is, there are always citizens who will not attend. Thus, if this method is used as a technique for citizen input, it is necessary to consider the opinions of those citizens who do not attend town meetings.

Public hearings are official meetings held in official locations to hear citizen opinions rather than to present information to the public. These hearings which are usually required by law for certain planning activities may be considered opportunities for citizen participation. Since they are opportunities for obtaining reactions to a finished product such as a community comprehensive plan, they do not provide opportunities for participation in the formulation process.

Surveys and questionnaires are useful tools for obtaining citizen opinions, attitudes, and priorities. There are many different kinds of surveys and questionnaires which could be planned to fit a variety of situations. These two tools are especially useful when participants are busy or have difficulty attending meetings. However, surveys and questionnaires often result in one-way communication--from the citizens to community leaders. Citizens interviewed should be informed about other community activities and should have opportunities to participate more directly.

Delphi mail questionnaire is a process for resolving issues or problems where the participation of the citizens is very important. Through a series of four or more mail questionnaires, participants communicate with each other and work toward consensus on the problem. This method is useful in situations where participants are busy, there is a history of ineffective communication between participants, people have difficulty meeting together, and anonymity of response is desirable. However, this method should not be used for minority or low-income groups that might have difficulty in written communication.

The nominal group process is an effective technique for a small group of participants interested in idea generation and priority setting. This method could also be used for identifying problems, solution components, and issues that need to be solved. However, this method is not a replacement for careful research work on priority issues and ideas. The purpose of the nominal group session is to investigate and understand ideas

of all persons present on the subject in question. The method was developed from research that indicated that people think most creatively while working in silence, but in the presence of others. 19/

## THE ROLES OF THE PARTICIPANTS

Since the overall function of citizen participation is to increase the role of the citizen in the decision making process, a clarification of the roles of the participants will be most helpful in executing a successful citizen participation program. In any citizen participation program three participants can be identified: the citizens, the elected officials and the professionals.

### The Citizens' Role

To be effective, citizen participation must be positive as well as negative. Too often citizens will passionately fight a program they oppose, but will seldom actively support a program they advocate. Thus, it is necessary for citizens to express their views, both positive and negative, on issues which will ultimately affect their lives. Citizens must accept the responsibility of keeping themselves educated about critical problems

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19/ This method was developed by Andre L. Delbecq, Professor in the Graduate School of Business, University of Wisconsin at Madison.

and issues in their community and informed about proposals or plans made by the professionals or the elected officials. If information is not available on a particular issue which will affect their lives, the citizens should strongly request that the information be made available to them.

Citizens must attend public meetings, hearings or conferences and must voice their opinions freely. They should assist elected officials and professionals in formulating viable proposals. They should also give feedback to the alternatives presented in the planning process. And above all, they must listen with an open mind, for there exists much diversity of opinions among the citizens themselves.

#### The Elected Officials' Role

In any government, whether federal, state or local, the wisdom and effectiveness of decisions made by elected officials are determined by the effectiveness of the communications of those elected officials with the citizens whom they represent and with the staff and other professionals upon whom they rely for advice. It is the responsibility of the elected officials to keep their constituents informed about issues which will affect their constituents' lives.

A variety of means are available to keep citizens informed. Such possibilities include official newsletters, annual reports and miscellaneous publications, town or community meetings, public hearings, films and multi-media presentations to civic

groups, regularly scheduled television and radio programs, and newspaper articles. Of course, the selection of the various means will depend directly on the emphasis desired by the officials.

A major function of elected officials is to deal with disparities among citizens. Albeit professionals such as planners can forecast certain courses of action, offer alternatives and ask citizens for suggestions, they cannot reconcile basic disparities among citizens; this is the job of the elected officials in their political process.

Since public officials are elected to office to represent citizen interests, these elected officials should be the focal point of community involvement efforts. The elected officials must be aware of the needs and desires of their constituents. They must be aware that citizen groups might not necessarily represent the general public and that differences of opinions exist among citizens. Elected officials must also realize that average citizens may not be qualified to make intricate decisions, but that they are qualified to express their concerns and attitudes. If citizens feel that their elected officials are listening to their problems and are developing alternatives to meet their needs, they are much more likely to support whatever plans and policies that are finally proposed.

#### The Professionals' Role

The professionals, very often planners, also have responsi-

bilities in regard to citizen participation. It is the obligation of planners to inform citizens of issues which might affect their lives. Tools and techniques that should be utilized to keep citizens informed are similar to those suggested to be used by elected officials. Planners, however, must learn to speak and write the American English language. In many cases, some of the most important ideas, some of the most immediate issues that require public comment seem totally unclear and cloaked in technical terms and jargons which are unfamiliar to average citizens. Therefore, in communicating with the general public, the usage of technical terms and professional jargons should be avoided.

An effective communication approach requires that the advertising for public hearings should be broadened. Few citizens read the classified section of newspapers. In any matter affecting a particular neighborhood, information should go to community groups long in advance and should be posted in places such as churches, supermarkets, and laundromats. Meetings or hearings should be held in the affected neighborhoods and at times convenient to the citizens in those neighborhoods.

At the neighborhood and/or community level, planners should adopt the role of the community organizers who enter the local community and first assist it to organize itself, so that it may in turn be better able to solve its own problems as it defines them. In other words, planners must begin to define one of their roles as one of teaching and assisting people to plan their own community. In order to ensure a more effective and meaningful citizen participation program, planners should involve the

general public in the planning process before the normal hearings and community presentations. The work sessions which normally precede the formulation of plans and programs should be publicized in the same manner as hearings, again providing a broad opportunity for those most affected to be involved in the workings of the planning mechanism.

Planners also play the role of professional advisors to elected officials. Therefore, planners should establish a continuing line of communication with the local elected officials. They must gather and interpret information accurately. Above all, planners must present all available alternatives truthfully. No attempt should be made to conceal part of the facts or to deliberately mislead elected officials, for the elected officials must and should have all available information before making a decision.

#### SUMMARY

Citizen participation means the continuing process of citizen interaction and involvement in the planning, implementation, and evaluation of projects or programs which are initiated by governmental units. The overall purpose of citizen participation is to increase the role of the citizen in the decision-making process. It is an essential function of a democratic society.

Citizen participation activities are time-consuming and never automatic and easy. A successful citizen participation program requires time, money, understanding, hard effort, and

flexibility. It requires an openmindedness and respect for the opinions and ideas of others. Many techniques have been developed for improving the citizen participation process. However, care must be taken in using each one; no single method is the ultimate solution.

In order to have an effective citizen participation program, the roles of the participants must be clearly identified. In summary, it can be concluded that it is the planners who propose alternative solutions and conduct analyses, it is the citizens who voice their opinions about these plans and proposals, and it is the elected officials who decide on which plan or proposal best meets the needs and desires of the citizens.

## Chapter IV

### The Humboldt Experience: A Case Study

Using the principles and concepts discussed in the three previous chapters as general guidelines, the Humboldt experience offers an example of how a small community comprehensive planning program functions.

#### THE PLANNING AREA

Humboldt, situated in Allen County, is in Southeast Kansas. <sup>20/</sup> Built on the east bank of the Neosho River, the community is served directly by U. S. Highway 169 and two railroads, the Atchison, Topeka & Santa Fe and the Missouri Pacific. The community is approximately 58 miles southeast of Topeka, 105 miles northeast of Wichita, and 100 miles southwest of Kansas City, Missouri.

Humboldt is a small, rural community with an estimated 1974 population of only 2,300 persons. The community is very homogeneous since most of its residents are of German ancestry.

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<sup>20/</sup> The Southeast Region of Kansas contains over 5,000 square miles, representing about 6.5 percent of the state's total land area. The region includes nine counties and 67 incorporated municipalities. Its 1970 population was 190,299 persons, representing approximately 8.5 percent of the state's total population.

Although most of the community's residential homes and public buildings are aging, they are well-maintained. Overall, Humboldt is very pleasant and serene.

Located in an economically depressed region of the state, 21/ Humboldt, like many other rural communities in Kansas, is plagued with problems of steady out-migration, an aging population, downtown deterioration, unemployment, underemployment, and incompatible land uses. However, unlike other rural communities where the residents are apathetic, Humboldt's residents and community leaders are proud of their community and are concerned about their community's future.

This concern did not materialize suddenly. For many years Humboldt's citizens and community leaders had been discussing the need to develop a "master plan" or "land-use plan" as a general physical guide for the community's future development. Lacking local expertise to develop its own plan and financial resources to hire a private planning consultant, the community sought assistance from the State of Kansas.

After a series of negotiations between the community and the state, an agreement was reached in early October of 1973. It was decided that the Planning Division of the Kansas Department

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21/ The nine counties of Southeast Kansas--Allen, Bourbon, Cherokee, Crawford, Labette, Montgomery, Neosho, Wilson and Woodson--recorded lower figures in 1965 and 1969 for both average family and per capita income than the state as a whole.

of Economic Development at Topeka would assist Humboldt in the preparation of a comprehensive plan. 22/ The Planning Division assigned a planner (this author) to work specifically on this proposed planning program. It was estimated that this local planning assistance program would require approximately nine months to complete. As a state pilot program on local technical planning assistance, Humboldt would receive this planning service free of charge; the entire cost of the program would be financed by grants made available to the State of Kansas from the United States Department of Housing and Urban Development.

#### THE PLANNING PROGRAM

The overall purpose of the planning program was to develop a community comprehensive plan which would become an official document adopted by the City of Humboldt as a policy guide for decisions concerning the physical development of the community.

Based on initial discussions, the planner and community leaders agreed that the traditional city planning program could not be utilized in Humboldt. The smallness of the community,

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22/ Until the transfer of the state planning function to the Kansas Department of Administration in June of 1975, the Planning Division of the Kansas Department of Economic Development (KDED) had been authorized to conduct state planning since 1964. Prior to the reorganization, it was also the responsibility of the Planning Division of KDED to provide technical planning assistance to localities throughout the state.

the absence of comprehensive statistical and historical data, the lack of full-time, well-trained community officials and professionals, and limited community financial resources required a planning program tailored especially for Humboldt. Since no planning could be implemented without citizen input and support, the planner and community leaders also incorporated a meaningful citizen participation process within the planning program. The participation process would ultimately involve citizens in every aspect of the comprehensive community planning program--from setting goals and objectives to the formulation of the final plan document.

The ultimate result of the proposed Humboldt planning program would be a plan. The essential characteristics of this plan should be comprehensive, mini, general, and middle-range. "Comprehensive" meant that the plan should encompass all geographical parts of the community and all functional elements which bore on physical development. "Mini" meant that: (1) the plan should be designed for a community of less than 2,500 persons; (2) it should be reasonably inexpensive to prepare; and (3) when completed, it should constitute a valid instrument for plan implementation. "General" meant that the plan should summarize policies and proposals. "Middle-range" meant that the plan should look beyond the foreground of pressing, current issues to the perspective of problems and possibilities five to ten years in the future.

The scope of the planning program would include a series

of base studies and analyses which, when finalized, would develop into a small community comprehensive plan. Thus, in the framework of this concept, the small community comprehensive plan was a synthesis of all these component studies.

#### ELEMENTS OF THE PLANNING PROGRAM

Essentially, the Humboldt planning program would involve three major phases. Phase I would consist of general community organization for meaningful citizen participation, development of community goals and objectives, and inventory of existing conditions of Humboldt. Phase II would consist of analyses of existing conditions, formulation of planning standards, establishment of alternatives, and the development of a small community comprehensive plan through a series of component studies. Phase III would consist of the modification of the final plan, the publication and distribution of the plan, and the preparation and conducting of a public hearing for the plan.

Elements of the proposed Humboldt planning program would be the following:

##### Phase I

(1) *Community Organization.* The mayor with the approval of the city council would appoint a Citizens Advisory Committee consisting of representatives from various citizen and civic

groups and other persons interested in the development of the community for the purpose of assisting the planner and the Planning and Zoning Board in the formulation of the community comprehensive plan.

The planner would use the Citizens Advisory Committee and its meetings as an educational forum to instruct members of the Advisory Committee and the Planning and Zoning Board in modern methods of community and regional planning used to solve planning problems.

(2) *Goals and Objectives.* The planner would work with the Citizens Advisory Committee and the Planning and Zoning Board to develop goals and objectives for the future development of the community and its environs. The planner would prepare a general outline of planning program areas to serve as a basis for the identification, discussion, and development of goals and objectives.

(3) *Reconnaissance Survey.* The planner would undertake a reconnaissance survey to identify the physiographic characteristics of the community and its historical development including early settlement, special events, and other significant factors influencing the community's growth and/or decline.

(4) *Socio-Economic Study.* The planner would gather and analyze such basic data as generalized population characteristics and growth, employment profile and income levels, business and industrial activities, public utility services, governmental and community facilities, and other background information pertinent

to developing a small community comprehensive plan. These factors would be related to area and regional development as well as to local needs. A five-to-ten year population and labor force forecast would be prepared by the planner.

(5) *Reports.* Preliminary reports of the work done in the planning process during Phase I would be prepared for the Planning and Zoning Board. The planner would provide not less than 40 copies of each report to the City of Humboldt.

## Phase II

(6) *Existing Land-Use Survey.* A windshield survey of the existing land-use pattern of the community and its surrounding area would be conducted by the planner. The data compiled from this survey would be analyzed and presented in both graphic and narrative formats.

(7) *Major Street Analysis and Plan.* A survey of the planning area to determine the classifications and conditions of all streets would be conducted. This study would include an analysis of the existing street system, an identification of acceptable standards, and a recommendation of proposed improvements. This study would be presented in both graphic and narrative formats.

(8) *Housing Study.* The planner would define the various housing and housing related problems, examine the obstacles preventing or hindering solutions of these problems, set forth housing objectives for the community covering a five-to-ten year

period, identify previous planning activities related to housing, and spell out planning activities to be undertaken in the planning period.

This housing study would be coordinated with all of the planning activities taking place in the planning process and tailored to the legal and financial capabilities of Humboldt.

(9) *Community Facilities Survey.* An inventory of all existing public and quasi-public buildings and facilities would be conducted. Facilities that would be inventoried included community buildings, parks and playgrounds, and public utilities. This survey would also study their locations, sizes, service areas and general adequacy, and how they would be affected by future growth or decline.

(10) *General Land-Use Plan.* The community's goals and objectives, existing conditions, population, economic and housing data would be utilized in the preparation of the general land-use plan. The plan would indicate the middle-range land-use pattern (five-ten years) that would be most beneficial to the community. The plan would be presented in both graphic and narrative formats.

The graphic material would include a future land-use map. This map would show future land-use arrangements, including residential, commercial, industrial, and/or manufacturing, public and quasi-public areas. The narrative of the general land-use plan would include an evaluation of land-use needs, taking into consideration local goals and objectives, growth expectations,

and areas most feasible for services by water, sewer, drainage, and other public facilities. The narrative would also include development policies and standards and practices for future land-use consistent with local zoning and subdivision regulations.

(11) *Reports.* Preliminary reports of the work in the planning process during Phase II would be prepared for the Humboldt Planning and Zoning Board. The planner would provide not less than 40 copies of each study to the City of Humboldt.

### Phase III

(12) *Publication and Distribution of Plan.* Upon the successful completion of Phases I and II, the planner would assemble all the base studies into a draft comprehensive plan. The comprehensive plan would not be published until it has been reviewed by the Citizens Advisory Committee and the Humboldt Planning and Zoning Board. The planner would assist the City of Humboldt in the publication and distribution of the final plan report.

(13) *Public Hearing and Plan Adoption.* The planner would assist the Humboldt Planning and Zoning Board in preparing the public hearing for the small community comprehensive plan.

(14) *Plan Implementation.* After the comprehensive plan has been prepared, the planner would educate the community in the use of various planning tools to effectuate the community plan.

## RESPONSIBILITIES OF THE PRINCIPAL PARTICIPANTS

The principal participants of the Humboldt planning program would consist of the planner, members of the Planning and Zoning Board, and members of the Citizens Advisory Committee. Responsibilities of the three principal participants would be the following:

(1) *The Planner.* The planner would perform all work specified in the planning program. Also, the planner would act as the coordinator of the entire planning program and advisor to community leaders and citizens.

(2) *The Planning and Zoning Board.* The Planning and Zoning Board, composed of members appointed by the mayor, would provide the planner with all useful data and maps which were in its possession. The Planning and Zoning Board would guide the development of the planning process. It would review, analyze, and approve the data and methodology used in the formulation of the comprehensive plan. After detailed analysis of the data, alternate plans, and ramifications, the Planning and Zoning Board would be responsible for a plan selection and recommendation to the city council. It would have the final and continuing tasks of establishing procedures and assigning responsibilities designed to keep the plan and background data current.

(3) *The Citizens Advisory Committee.* The Humboldt Citizens Advisory Committee, composed of citizens representing a cross-section of residents of the planning area, would assist

the planner and the Planning and Zoning Board in the preparation of the comprehensive plan. The Advisory Committee would be actively involved in the entire planning process. It would assist in the development of goals and objectives, review planning standards, analyze plan alternatives, and recommend a final plan.

#### DEVELOPMENT OF THE PLAN

Humboldt's comprehensive plan required 12 months to complete. During this time period, a total of 14 meetings were conducted in the community. Following is a step by step description of how the community's comprehensive planning program was developed.

*Step 1.* On October 9, 1973, the planner was invited to explain the small community comprehensive planning program to elected officials and citizens at the regular council meeting in Humboldt. 23/ After the planner had explained the general planning concept, described the comprehensive planning program, and answered some general questions from the audience, the city council voted unanimously to participate in the small community comprehensive planning program.

At this time, the planner suggested to the city council that a successful plan must involve meaningful citizen participation in the entire planning process. Council members indicated that they would like to establish a Humboldt Citizens Advisory

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23/ "Humboldt to Change Mobile Home Charge," *Iola Register*, 9 October 1973.

Committee which would work closely with the planner and the Planning and Zoning Board in identifying problems and issues, formulating plan alternatives, and selecting solutions to Humboldt's future development. It was agreed that a Humboldt Citizens Advisory Committee would be created before the community's planning program commenced.

*Step 2.* In mid-December of 1973 the mayor, with the approval of the council, appointed an eleven-member, Humboldt Citizens Advisory Committee. These eleven members, consisting of seven men and four women, represented a cross-section of the community's residents in terms of both age categories and occupational types. For example, in the age categories, the youngest member was a 16-year-old high school student, while the oldest member was a 71-year-old retired businessman. The occupations of the members consisted of one high school student, two housewives, one farmer, three semi-skilled workers, three professionals, and one retiree.

While the community was organizing itself for the planning program, the planner conducted a reconnaissance study of the community. The purpose of the study was to develop an information base for the planner to understand why and how the community had developed, to determine its existing characteristics, to identify its problems and issues, and to assess its resources. As part of the study, the planner conducted a preliminary windshield survey of the community, interviewed various city officials and citizens, and gathered relevant data from the

city chamber of commerce, the city weekly newspaper, state agencies, the historical society, and the Kansas State University. This study provided a framework around which a planning program tailored to Humboldt's special needs would be prepared.

*Step 3.* The first joint meeting between the newly created Citizens Advisory Committee and the Planning and Zoning Board was scheduled on January 3, 1974. At this meeting the planner: (1) explained the general concepts of planning and the comprehensive plan; (2) defined the specific roles and responsibilities of the program's major participants; and (3) presented the specific work elements of the community's proposed comprehensive planning program.

One of the first actions taken by participants in the meeting was to elect a chairman and vice-chairman to represent the Advisory Committee. It was agreed unanimously that these elected officers would chair all future joint meetings. A tentative schedule of meeting dates for the entire planning program was also determined at this time.

*Step 4.* The planner conducted two meetings on January 21 and February 4 of 1974 to assist the joint committee in establishing a general direction for the community's future growth and development. 24/ Members of the joint committee were asked to identify major community problems and to establish a priority system to attack these problems. Community goals and objectives

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24/ "Group Undertakes Master City Plan," *Humboldt Union*, 24 January 1974.

were then developed and officially adopted by the committee members as instruments to eliminate these problems and prevent them from recurring. 25/

*Step 5.* When it was learned that Humboldt had no updated, reproducible base map, the planner, for a nominal fee, contracted with the Planning and Development Department of the Kansas Highway Commission to prepare two base maps, one at 200 scale and the other at 1,000 scale. The 200 scale map would be used for field work and public presentation. The 1,000 scale map would be used for the publication of the final, comprehensive plan report in a book format. Both base maps would be turned over to the community at the completion of the planning program.

*Step 6.* Geographical, climatic, and historical data for Humboldt and its environs were gathered by the planner. Sources for these data were quite limited. Geographical data were obtained from the Geography Department of Kansas State University, climatic data were obtained from the Kansas State Board of Agriculture, and historical data were obtained from the Allen County Historical Society.

After the planner had assembled these data into written and graphic forms, they were submitted to the members of the joint committee on February 18, 1974, for review and approval. 26/

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25/ Yuchuek Hsia, *Comprehensive Plan: Humboldt, Kansas*, (Topeka: Kansas Department of Economic Development, 1974), Chapter I.

26/ Hsia, Chapter II.

*Step 7.* The planner gathered existing and historical data on Humboldt's population and its social and economic characteristics. Since the United States Bureau of Census did not publish detailed data on small communities (under 2,500 population), such data were obtained from printout of the first count summary tapes of the 1970 census through the Institute for Social and Environmental Studies at the University of Kansas.

After the data on population characteristics were tabulated and analyzed, the planner prepared three projections or growth alternatives of Humboldt's population for the next ten years. Next, the planner examined the socio-economic characteristics of the community and translated these into narrative and graphic forms. Based on the growth alternatives, the planner also prepared three labor force projections for the community.

Two meetings were then utilized to present the planner's findings to the members of the joint committee. On March 18, 1974, the planner described the community's historic population trend, explained the current population characteristics, and presented three growth alternatives--the do-nothing-plan, the limited-growth-plan, and the concentrated-growth-plan. 27/ After an enthusiastic discussion of the growth alternatives, the joint committee selected the concentrated-growth-plan as its official growth policy.

At the meeting on April 10, 1974, the planner presented

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27/ Hsia, Chapter III.

the socio-economic profile of Humboldt to the joint committee. With some minor modifications, the socio-economic profile report was approved by the committee. 28/

*Step 8.* To obtain reliable data on the community's existing land-use, street conditions, public facilities, and housing characteristics, the planner conducted a series of windshield surveys in March and April of 1974. Data gathered during these surveys were carefully recorded on the newly updated Humboldt base maps.

*Step 9.* After existing land-use data from the previous reconnaissance survey and the recent windshield surveys were assembled and analyzed, the planner transformed these data into narrative and graphic forms. In a meeting scheduled on April 22, 1974, the planner submitted the existing land-use report to the joint committee for its review and approval. 29/

*Step 10.* Using data gathered from the windshield surveys and the City Clerk, the planner prepared a report on the street and thoroughfare system of the community. The report described the community's existing street conditions, analyzed its thoroughfare system, identified proper street standards, and recommended proposed improvements. This report was presented to the joint committee on April 29, 1974, for its consideration. 30/

*Step 11.* In this step the planner prepared two reports,

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28/ Hsia, Chapter IV.

29/ Hsia, Chapter V.

30/ Hsia, Chapter VI.

the housing report and the community facilities report. 31/ The preparation of the housing report was based on existing housing characteristics compiled from the U. S. Census of Housing and from the results of field surveys. Essentially, the housing report described current conditions, identified housing problems, projected future needs, and proposed a six-year action program.

The community facilities report was prepared from data assembled from windshield surveys, on site inspections, and interviews with city officials. The report presented an inventory of all public facilities in Humboldt; it analyzed their locations, sizes, service areas, and general adequacy.

The planner submitted these two reports to the joint committee on May 20, 1974, for its review and approval. 32/

*Step 12.* With the assistance of the planner and the director of the Southeast Kansas Regional Planning Commission, the city council on May 23, 1974, employed a development controls specialist from the neighboring city of Chanute to assist Humboldt in updating its zoning ordinance and zoning districts map. 33/ This work assignment was considered to be independent of the current comprehensive planning program. However, in order to ensure that the updated zoning ordinance would reflect the

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31/ Hsia, Chapters VII and VIII.

32/ "Advisory Board in Final Stretch," *Humboldt Union*, 22 May 1974.

33/ "Zoning Next Task to Confront City," *Humboldt Union*, 23 May 1974.

recommendations of the comprehensive plan, the specialist would monitor attentively the activities of the joint committee during the remaining comprehensive planning program period. To simplify the official adoption process, the completion date of the revised zoning ordinance was scheduled to coincide with that of the comprehensive plan.

*Step 13.* On June 3, 1974, the planner assisted the joint committee in establishing future land-use planning policies. These policies, derived from previously developed community goals and objectives, would be used as general guidelines to formulate the future land-use plan. 34/

At this same meeting the planner also submitted final draft copies of all reports and studies prepared up to this date to the joint committee for its review and approval.

*Step 14.* With the establishment of land-use planning policies by the joint committee, the planner began to prepare the last major remaining work element of the small community planning program--the general land-use plan. To ensure that recommendations outlined in this plan could be carried out, a special section on implementation and future planning efforts was also prepared at this time.

Upon completion of the land-use plan and the implementation section, the planner scheduled a meeting with the joint committee on June 24, 1974, to discuss these two topics and review the

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34/ Hsia, pp. 120-123.

final draft of the comprehensive plan. 35/ All suggested corrections and modifications of the comprehensive plan document were noted by the planner. By approving this final draft with these changes, the joint committee approved the plan for publication.

*Step 15.* The planner made all corrections and modifications of the final draft as instructed by the joint committee and sent the camera-ready manuscript to the state printing office for printing and binding. The state printing office was instructed to reproduce 300 copies of the comprehensive plan. While the document was being printed, the planner explained the public hearing and adoption procedure for the comprehensive plan to the chairman of the Humboldt Planning and Zoning Board.

*Step 16.* Upon the completion of the publication of the plan on August 15, 1974, the state printing office sent 25 copies to the Planning Division of the Kansas Department of Economic Development and 275 copies to the Humboldt Planning and Zoning Board. At about the same time, the development controls specialist revised the community's antiquated zoning ordinance and submitted 25 copies of this ordinance to the Planning and Zoning Board.

As part of the preparation for the adoption of the comprehensive plan and the revised zoning ordinance, the Secretary of the Humboldt Planning and Zoning Board distributed copies of these two documents to local residents and elected officials and filed a notice for public hearing with the community's newspaper.

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35/ Hsia, Chapters IX and X.

*Step 17.* The Chairman of the Planning and Zoning Board conducted a public hearing on September 12, 1974, to discuss the comprehensive plan and zoning ordinance. Approximately 75 to 100 residents and community leaders attended the public hearing. 36/

Since the plan was developed with good citizen participation and reflected the problems, needs, and opportunities of the community, and since the revised zoning ordinance was updated to assist the implementation of the plan, no objections were raised. Therefore, at the end of the hearing, the board voted unanimously to recommend these two documents to the city council as the official comprehensive plan and zoning ordinance for Humboldt.

*Step 18.* On October 14, 1974, councilmen at the regular meeting of the Humboldt City Council formally adopted the comprehensive plan and the revised zoning ordinance. 37/

#### ANALYSIS OF THE PLANNING PROGRAM

The Humboldt comprehensive planning program was a rewarding experience for the community. The success of this program was attributed to: (1) a practical plan tailored specially to the needs of the community; (2) a meaningful citizen participation

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36/ "Notice of Hearing," *Humboldt Union*, 22 August 1974.

37/ "Humboldt Zoning Ordinance Passed," *Iola Register*, 15 October 1974.

program; and (3) a concentrated effort to educate the community about general planning principles.

### A Practical Plan

Recognizing that most comprehensive plans have become standardized and are often not designed to deal with the real problems, issues, and opportunities of the community, the planner developed a comprehensive plan for Humboldt which focused on what the community realistically could implement in the near future, rather than on what it theoretically should implement eventually. For example, the Humboldt plan was designed to cover only a ten-year planning period. This middle-range plan was chosen because Humboldt did not have the resources to realistically warrant a standard 20-year planning period.

The emphasis of the entire Humboldt planning program was on practicality. Traditional elements of the comprehensive plan which did not apply to a small community situation were either dropped or modified. Under this concept, the Humboldt plan contained no capital improvements program, and the standard economic base study was modified into a socio-economic profile.

Only simple proposals that could be implemented within a ten-year period were recommended. The comprehensive plan contained no grandiose proposal. For example, during 1974 Humboldt had problems in the area of housing. Substandard and dilapidated housing units consisted of 35% of the total housing stock, and

the community could not meet the housing needs of low-income families and senior citizens. Instead of proposing immediate large scale housing clearance and construction of new low-income housing units, the housing plan for Humboldt proposed a gradual six-year community renewal program based on voluntary conservation and rehabilitation of sub-standard homes, spot clearance of dilapidated structures, and the eventual construction of new units. Another example would be the community's central business district (CBD) which was a weak and rapidly deteriorating focal point for Humboldt. Instead of proposing a new community shopping center located in another site, the general land-use plan suggested that the existing CBD should be expanded, redeveloped, and revitalized through a self-help program.

#### A Meaningful Participation Program

In general, most comprehensive plans are developed to reflect the consensus of existing, parochial power structures. Citizen participation in planning has been utilized for negative purposes. Essentially, it has been designed to garner support for plan approval and used to shield planning recommendations against public dissent.

Humboldt's citizen participation program, however, was developed not only to gain support and approval of plan proposals, but also to educate the local residents about planning concepts and techniques and to elicit views and recommendations of widely

representative citizen interests. To make the citizen participation program meaningful, Citizens Advisory Committee members and all other interested citizens were asked to attend and participate in all scheduled meetings between the planner and the Humboldt Planning and Zoning Board. To formalized these gatherings, a local citizen was elected to chair all future joint meetings and the City Clerk was asked to record minutes of the meetings. These joint meetings were used by the planner as regular work sessions to develop, discuss, and exchange ideas about the community comprehensive planning program among all participants.

These work sessions generated a lot of community enthusiasm for the program. Attendances at the 14 meetings/work sessions conducted during the 12-month planning period were good. Usually, an average meeting would attract about 30 citizens and community leaders. The local newspaper also assisted in perpetuating this community enthusiasm by covering and monitoring the activities of the planning program.

The Humboldt experience indicated that meaningful citizen participation was one of the major keys to a successful planning program. When the plan was finally completed, local residents identified it as "their" plan. After all, they helped develop it. This enthusiasm and public interest created a very favorable political climate for the community to adopt and implement the proposed plan.

## Community Planning Education

For many years, practitioners and theorists have cautioned that most comprehensive planning programs in the United States placed too much emphasis on the production of planning documents and not enough on the development of continuous planning efforts. This one-shot planning approach, they claimed, has limited the effectiveness of most comprehensive planning programs.

To ensure that Humboldt's program is not just another one-shot approach, the project planner devised an extensive community planning education program which was conducted concurrently with the comprehensive plan. Essentially, this education program consisted of a series of short planning lectures presented by the planner at the first ten minutes of every scheduled meeting or work session. The training program was designed to prepare elected officials and interested citizens for the task of maintaining an ongoing planning process after the adoption of the comprehensive plan.

Some identifiable results of the planning education effort are listed below:

- (1) It made local residents willing to plan beyond their community boundaries; it forced them to realize that their community is an integral part of the Southeast Kansas Region.
- (2) It convinced the community leaders that their antiquated zoning ordinance must be revised to conform

to the proposals and recommendations of the comprehensive plan.

- (3) It advised the community to establish a permanent committee which would have the responsibility of preparing a capital improvements program.
- (4) It encouraged the community to seek continuing technical planning assistance from both the Southeast Kansas Regional Planning Commission and the Kansas Department of Economic Development.
- (5) It committed the Planning and Zoning Board to review and update the comprehensive plan every five years.

#### CONCLUSION: SOME SUGGESTED GUIDELINES

Based on the successful Humboldt experience, it can be concluded that the following guidelines should be considered when conducting a small community comprehensive planning program.

- (1) *Develop a planning program tailored to the special needs of a small community.*

The standard comprehensive plan is just too expensive for a small community of under 5,000 in population. Such a plan is often too volumetric, technical, and complicated to effectively assist a small community. Also, such a plan is usually a long-range plan (20-year planning period) which is unrealistic in a small community which exists on a day-to-day basis.

A comprehensive plan for a small community should be inexpensive to prepare. The program should be directed toward identifying and focusing community attention on problem areas of immediate or potential concern and providing realistic guidelines for action.

- (2) *Design a realistic planning program that can be completed within a 12-month period.*

Based on the Humboldt experience, a regular, small community comprehensive planning program should not require more than 12 months to prepare. If the planning program drags on too long, local officials and citizens would tend to lose interest in the program.

- (3) *Broaden the scope of planning to include other areas.*

The traditional plan places too much emphasis on areas of physical planning and land-use controls. To be an effective tool, the small community comprehensive plan should embrace issues dealing with social, economic, and administrative planning.

- (4) *Establish a community planning education program.*

The Humboldt experience revealed that most local elected officials and residents had absolutely no knowledge about planning or planning concepts. The project planner must be prepared to educate the community about the general concepts of planning.

- (5) *Develop a meaningful citizen participation program.*

The project planner should develop a broad-based citizen participation program in which local residents are directly and actively involved with every aspect of the planning process.

The participation program should not be used as a legitimizing device to build support for the project planner's recommendations; it should be used to aid the project planner in defining public objectives and interests.

- (6) *Recognize that a community's historical land-use patterns and transportation systems are important factors which must be considered when preparing a comprehensive plan.*

Whenever possible, historical data concerning a community's land-use patterns and transportation systems should be gathered and analyzed. These data can assist the planner to understand how and why a community has developed, to identify its current characteristics, and to determine its future potentials.

- (7) *Appoint the editor of the local newspaper or his wife as a member of the citizens advisory committee.*

The local newspaper is one of the most effective communication tools in a small community. Appointing the editor or his wife as a member of the citizens advisory committee is one sure way of obtaining full newspaper coverage of the comprehensive planning program.

- (8) *Schedule meetings and work sessions regularly.*

In order to keep local residents and elected officials continuously involved with the planning program, meetings and work sessions should be scheduled regularly throughout the entire planning period. For the best result, meetings should not be scheduled more than three weeks apart.

*(9) Avoid the usage of planning jargon.*

When communicating with local officials and residents, use plain American English. Never use jargon. Planning jargon annoys and confuses local folks. The project planner must be able to communicate his ideas clearly and simply to local officials and residents of the community.

*(10) Do not overwhelm the community with too many professionals and specialists.*

In general, most local officials and residents of a small, rural community are highly suspicious of professionals, experts, and specialists from the big city. If other professionals are required during the course of a planning program, they should be introduced to the community only after careful consultation with local residents and community leaders.

Never introduce more than one professional to a community at any given meeting or work session; swarming a community with too many professionals would only irritate and confuse the community. The selection of a specialist for a small community should be based not only on his professional competency, but also on his ability to relate and communicate with local folks.

*(11) Develop a continuing planning program.*

A standard comprehensive planning program is usually product-oriented. It is a one-shot planning effort. To ensure that planning does not end with the completion of a comprehensive plan, the project planner must develop a continuing, self-supporting, and effective planning function at the community level.

**Appendix**

**Comprehensive Plan: Humboldt, Kansas**

# COMPREHENSIVE PLAN

## HUMBOLDT, KANSAS



PLANNING DIVISION, KANSAS DEPARTMENT OF ECONOMIC DEVELOPMENT



<b>BIBLIOGRAPHIC DATA SHEET</b>		1. Report No.	2.	3. Recipient's Accession No.
4. Title and Subtitle Comprehensive Plan: Humboldt, Kansas		5. Report Date June, 1974		6.
7. Author(s) Yuchuek Hsia, Project Planner		8. Performing Organization Rept. No.		
9. Performing Organization Name and Address Planning Division Kansas Department of Economic Development State Office Building Topeka, Kansas 66612		10. Project/Task/Work Unit No.		11. Contract/Grant No. CPA-KS-07-16-1013
12. Sponsoring Organization Name and Address Planning Division Kansas Department of Economic Development State Office Building Topeka, Kansas 66612		13. Type of Report & Period Covered FINAL		14.
15. Supplementary Notes This report was financed in part through a Comprehensive Planning Grant from the Department of Housing and Urban Development.				
16. Abstracts The purpose of this study is to develop a comprehensive plan which will become an official public document adopted by the City of Humboldt as a policy guide to decisions about the physical development of the community. The scope of this work contemplates a series of base studies and analyses which, when finalized, will develop into a comprehensive plan. This Comprehensive Plan includes the following planning elements: goals and objectives; geohistorical data; population analysis and projection; socio-economic profile; existing land use; streets and vehicular traffic analysis; initial housing element; community facilities, general land use plan, and implementation and future planning efforts.				
17. Key Words and Document Analysis. 17a. Descriptors Comprehensive Plan Goals and Objectives Geohistorical Sketch Population Analysis and Projection Socio-Economic Profile Existing Land Use Streets and Vehicular Traffic Analysis Initial Housing Element Community Facilities				
17b. Identifiers/Open-Ended Terms General Plan Master Plan				
17c. COSATI Field/Group				
18. Availability Statement City Clerk City Hall Humboldt, Kansas 66748		19. Security Class (This Report) UNCLASSIFIED		21. No. of Pages 161
		20. Security Class (This Page) UNCLASSIFIED		22. Price

COMPREHENSIVE PLAN  
HUMBOLDT, KANSAS

Prepared For The  
HUMBOLDT PLANNING AND ZONING BOARD

Prepared By  
PLANNING DIVISION  
KANSAS DEPARTMENT OF ECONOMIC DEVELOPMENT

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This report was financed in part through a Comprehensive Planning Grant from the Department of Housing and Urban Development.

June 1974

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June 25, 1974

To The Planning Commission Members Of Humboldt:

This Comprehensive Plan has been prepared during the past nine-month period through a Comprehensive Planning Grant from the Department of Housing and Urban Development. The City of Humboldt was one of two communities in Kansas participating in the preparation of a Plan as a guide for future development of the community.

This Comprehensive Plan is the result of a cooperative work effort between the City Planning Commission of Humboldt and the Planning Division of the Kansas Department of Economic Development. We appreciate the interest and cooperation of the Planning Commission, City Council Members, the Mayor, the Citizens Advisory Committee, and many other city officials and citizens who were involved in the planning process which made this Plan possible.

There are many suggestions and recommendations included in the Comprehensive Plan which will assist the officials of the community in making future governmental decisions. In view of this the Kansas Department of Economic Development urges that the planning process not stop with the submittal of this Plan, but continue, making revisions if necessary in order that the Plan can be used as a base upon which to direct the growth of Humboldt toward a successful economic and environmental community.

The personnel of KDED have enjoyed the opportunity to be of service to the City of Humboldt. If in the future the Kansas Department of Economic Development can be of further assistance it will be our pleasure.

Sincerely,

A handwritten signature in black ink, appearing to read "Yuchuek Hsia".

(Yuchuek Hsia  
Project Planner

Kansas Department of Economic  
Development

## TABLE OF CONTENTS

	<u>PAGE</u>
TITLE .....	i
CREDIT PAGE .....	ii
LETTER OF TRANSMITTAL .....	iii
TABLE OF CONTENTS .....	iv
FIGURES .....	viii
TABLES .....	ix
SUMMARY	
Residential .....	II
Commercial .....	II
Industrial .....	III
Public and Quasi-Public .....	III
The Thoroughfare Plan .....	III
Conservation Open Space .....	IV
Agricultural Land Use .....	IV
Sanitary Sewer and Water Systems .....	IV
Storm Drainage System .....	V
INTRODUCTION	
The Need For Comprehensive Planning .....	2
Purpose of the Study .....	2
The Planning Area .....	3
CHAPTER I - GOALS AND OBJECTIVES	
Housing .....	8
Employment .....	8
Recreation .....	9
Education .....	9
Health .....	10
Finance .....	10
Growth .....	11
Residential .....	12
Commercial .....	12
Industrial .....	13
Parks and Open Space .....	13

## TABLE OF CONTENTS (Continued)

PAGE

Street and Highway .....	14
Rail .....	14
Air .....	15
Public Safety .....	16
Health .....	16
Public Buildings .....	17
Water .....	18
Sewerage .....	19
Storm Drainage .....	20
Solid Waste .....	21
Energy .....	21

## CHAPTER II - GEOHISTORICAL SKETCH

Location .....	23
Physiography .....	23
Geology .....	23
Climate .....	27
Early History .....	27
Later History .....	29

## CHAPTER III - POPULATION ANALYSIS AND PROJECTION

Introduction .....	31
Historical Trends .....	32
Current Population Characteristics .....	33
Population Projections .....	36

## CHAPTER IV - SOCIO-ECONOMIC PROFILE

Introduction .....	46
Labor Force and Employment .....	46
Educational Status .....	51
Family Income .....	52
Bank Deposits .....	54
Community Fiscal Capacity .....	56

## CHAPTER V - EXISTING LAND USE

Introduction .....	60
Residential .....	60
Commercial .....	63
Industrial .....	63

## TABLE OF CONTENTS (Continued)

	<u>PAGE</u>
Public and Quasi-Public .....	64
Street and Highway Rights-Of-Way .....	64
Railroad Rights-Of-Way .....	64
Undeveloped Area .....	65
Existing Land Use in the Humboldt Area .....	66
 CHAPTER VI - STREETS AND VEHICULAR TRAFFIC ANALYSIS	
Introduction .....	71
Street Standards .....	71
Existing Street Classification .....	76
Existing Conditions .....	76
Recommendations and Proposed Improvement .....	79
 CHAPTER VII - INITIAL HOUSING ELEMENT	
Introduction .....	81
Existing Housing Characteristics .....	82
Projection of Housing Needs .....	92
Housing Plan .....	95
 CHAPTER VIII - COMMUNITY FACILITIES	
Introduction .....	101
Schools .....	101
Parks, Recreation and Open Space .....	105
City Hall .....	109
Medical Facilities .....	110
Post Office .....	111
Public Library .....	111
Community Museum .....	111
Refuse Collection and Disposal .....	112
Sewerage .....	112
Water .....	114
Gas, Electric and Telephone Service .....	114
 CHAPTER IX - GENERAL LAND USE PLAN	
Introduction .....	117
Factors Influencing the Plan .....	117
Land-Use Planning Policies .....	120
1985 Land Use Plan .....	123
Residential .....	124

## TABLE OF CONTENTS (Continued)

	<u>PAGE</u>
Commercial .....	128
Industrial .....	130
Public and Quasi-Public .....	131
The Thoroughfare Plan .....	132
Conservation Open Space .....	135
Agricultural Land Use .....	135
Sanitary Sewer System .....	135
Water Distribution System .....	137
Storm Drainage System .....	137

## CHAPTER X - IMPLEMENTATION AND FUTURE PLANNING EFFORTS

Plan Implementation .....	141
The Planning and Zoning Board .....	141
Capital Improvements Program .....	142
Sources of Project Financing .....	142
Zoning Ordinance .....	144
Subdivision Regulations .....	144
Housing Codes .....	144
Building Codes .....	145
Future Planning Efforts .....	145

## FIGURES

<u>FIGURE NUMBER</u>		<u>FOLLOWING PAGE</u>
1	HUMBOLDT PLANNING AREA .....	3
2	HUMBOLDT VICINITY MAP .....	23
3	PHYSIOGRAPHIC MAP OF KANSAS .....	25
4	HUMBOLDT POPULATION PROJECTIONS.....	37
5	TOTAL DEPOSITS 1963-1973 .....	54
6	1974 EXISTING LAND USE .....	60
7	EXISTING LAND USE, HUMBOLDT VICINITY..	67
8	STREET FUNCTIONS.....	71
9	STREET STANDARDS .....	73
10	EXISTING STREET NETWORK .....	74
11	EXISTING PAVEMENT TYPE AND CONDITION.	76
12	GENERAL 1974 HOUSING CONDITIONS.....	89
13	PROPOSED TREATMENT AREAS.....	97
14	EXISTING SEWER SYSTEM .....	112
15	EXISTING WATER SYSTEM .....	114
16	1985 GENERAL LAND USE PLAN.....	124
17	PROPOSED STREET NETWORK .....	132
18	PROPOSED SEWER SYSTEM .....	135
19	PROPOSED WATER SYSTEM.....	137

## TABLES

<u>TABLE NUMBER</u>		<u>PAGE</u>
1	PROXIMITY TO MAJOR CITIES AND TOWNS .....	25
2	HISTORICAL POPULATION TRENDS: HUMBOLDT AND ALLEN COUNTY, KANSAS - 1900 to 1970 .....	33
3	POPULATION BY AGE AND SEX .....	34
4	AGE COMPONENTS FOR 1950, 1960 AND 1970 .....	35
5	POPULATION BY AGE STRUCTURE: 1970-1985 .....	42
6	1970 LABOR FORCE CHARACTERISTICS .....	48
7	EMPLOYED PERSONS BY INDUSTRY .....	49
8	OCCUPATION DIVISIONS OF LABOR FORCE .....	50
9	LABOR FORCE PROJECTION, 1970-1985 .....	51
10	YEARS OF SCHOOL COMPLETED .....	52
11	FAMILY INCOME DISTRIBUTION .....	54
12	FISCAL CHARACTERISTICS, 1961-1973 .....	57
13	EXISTING LAND USE TABULATION .....	62
14	EXISTING LAND USE TABULATION: HUMBOLDT VICINITY, KANSAS - 1974 .....	69
15	TOTAL HOUSING UNITS: HUMBOLDT AND OTHER PLACES, 1960-1970 .....	83
16	COMPARISON OF 1970 HOUSING CHARACTERISTICS: HUMBOLDT AND OTHER PLACES .....	85
17	TRENDS IN OWNER, RENTER OCCUPIED AND VACANT HOUSING: HUMBOLDT AND OTHER PLACES, 1960-1970 .....	86
18	1974 HOUSING SURVEY FINDINGS .....	91

## TABLES (Continued)

<u>TABLE NUMBER</u>		<u>PAGE</u>
19	TOTAL DWELLING UNIT NEED.....	92
20	NEW HOUSING STARTS, 1964-1973.....	93
21	PUBLIC SCHOOL STANDARDS.....	104
22	STANDARDS FOR RECREATION AREAS.....	107
23	1985 LAND USE PROJECTIONS.....	126

# **SUMMARY**

## SUMMARY OF GENERAL LAND USE PLAN

Humboldt's general land use plan is the most important element of the entire planning program because the land use plan guides the future development of the community. The land use plan embodies recommendations as to how the overall community development should proceed in the future, recognizing past and present trends in physical and economical growth, desirable development standards and local community objectives.

Based on a maximum population of 3,200 persons for the target year 1985, land use projections were made for each type of land use for the community. It is projected that the community will have to provide about 253 additional acres of developed land.

### Residential

It is projected that the population of Humboldt will increase by 951 persons if the population reaches 3,200 persons by 1985. An additional 315 new dwelling units will be required to accommodate this increase in population.

It is estimated that 75 percent of all new units constructed will be for single-family uses and 25 percent will be for multi-family uses. Approximately 45 percent of the multi-family units will be mobile homes. To meet the projected need, there will be 38.5 net acres for single-family uses, 5 net acres for mobile uses, and 4.5 net acres for multi-family uses.

### Commercial

The Plan projects that an additional 13 acres of commercial land will

be required. Most of this new land will be used to redevelop and expand the existing CBD.

Further uncontrolled strip commercial development along existing U. S. Highway 169 is discouraged. It is recommended that development along existing U. S. Highway 169 be limited to extensive commercial development.

### Industrial

Humboldt has an abundance of sites which are ideal for industrial growth. Relocated U. S. Highway 169 and two railroads provide excellent transportation and freight services for the community.

Approximately 100 acres of land have been designated for industrial uses. These acres are located in the extreme northeast corner of the community and just west of the Atchison, Topeka & Santa Fe Railroad and in the southeast portion of the community along both sides of the Atchison, Topeka & Santa Fe Railroad. Some 313 acres of land is proposed to be held in industrial reserve.

### Public and Quasi-Public

It is estimated that some 29 additional acres will be required for public and quasi-public uses. To accommodate a population increase of 951 persons, the plan recommends the development of one new junior-senior high school, a new library, and a new neighborhood park.

### The Thoroughfare Plan

Humboldt's thoroughfare system remains mostly unchanged throughout the planning period. By 1980, however, U. S. Highway 169 will be relocated.

The "old" U.S. Highway will become a major south-north arterial. The proposed Kansas Highway 224 will become a major west-east highway for the community.

### Conservation Open Space

Not all of the community's land is suitable for development. Development in wrong locations can deplete ground water resources. They can alter the drainage pattern of the watershed and cause flooding, pollution, damage to buildings, increase costs for storm water control and upset the ecological balance.

Approximately 125 acres of land in Humboldt are recommended in the Plan as conservation open space. These areas should remain undeveloped and left in their natural state.

### Agricultural Land Uses

Approximately 24 acres are proposed for agricultural uses. These uses include non-farm residential and further conservation and preservation practices. Agriculture is not too extensively pursued in the remaining land, but the classification is intended to denote the lowest attainable residential density.

### Sanitary Sewer and Water Systems

Projected residential growth in Humboldt necessitates the extension of existing sewerage and water distribution systems. The proposed systems are illustrated in FIGURES 18 and 19 respectively.

## Storm Drainage System

The following storm drainage program is proposed:

1. Areas immediately adjacent to existing natural drainage ways such as streams and rivers should be protected so that urban development does not encroach upon these drainage ways and further increase the volume and intensity of storm water run-off.
2. In all new areas, open drainage ditches and easements along rear lot lines should be discouraged. Instead, drainage should be into the streets with curbs and gutters provided.
3. In developed areas, programs should be initiated to improve existing storm drainage systems. Future storm improvements should be coordinated with the street and thoroughfare improvements.

# INTRODUCTION

## INTRODUCTION

### THE NEED FOR COMPREHENSIVE PLANNING

Humboldt has a great deal of influence on the way in which its community develops. At every meeting of its legislative body, development decisions must be made concerning rezoning, street improvements, sites for public buildings, and so on. Albeit most planning activities are conducted by contractors, developers, real estate agents, businessmen, church and school boards, and individual citizens, the local government is the only body with an opportunity to coordinate all these planning activities and control the overall physical development pattern of the community.

Since Humboldt currently has no development plan, it needs some technical guidance in making these physical development decisions. It needs an instrument which establishes middle-range, general policies for the physical development of the community in a coordinated, unified manner, and which can be continually referred to in deciding upon the development issues which come up every day.

### PURPOSE OF THE STUDY

In essence, the purpose of this study is to develop a comprehensive plan which will become an official public document adopted by Humboldt as a policy guide to decisions about the physical development of the community. The essential characteristics of this plan are that it is comprehensive, general and middle-range. "Comprehensive" means that the plan encompasses all geographical parts of the community and all functional elements which bear on physical development. "General" means that the plan summarizes policies

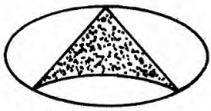
and proposals. "Middle-range" means that the plan looks beyond the foreground of pressing current issues to the perspective of problems and possibilities 5 to 10 years in the future. This comprehensive plan must be conceived and developed with meaningful citizen participation and be within the financial capability of the community.

The scope of the work contemplates a series of base studies and analyses which, when finalized, will develop into a comprehensive plan. Thus, in the framework of this concept, the comprehensive plan is a synthesis of all these component studies.

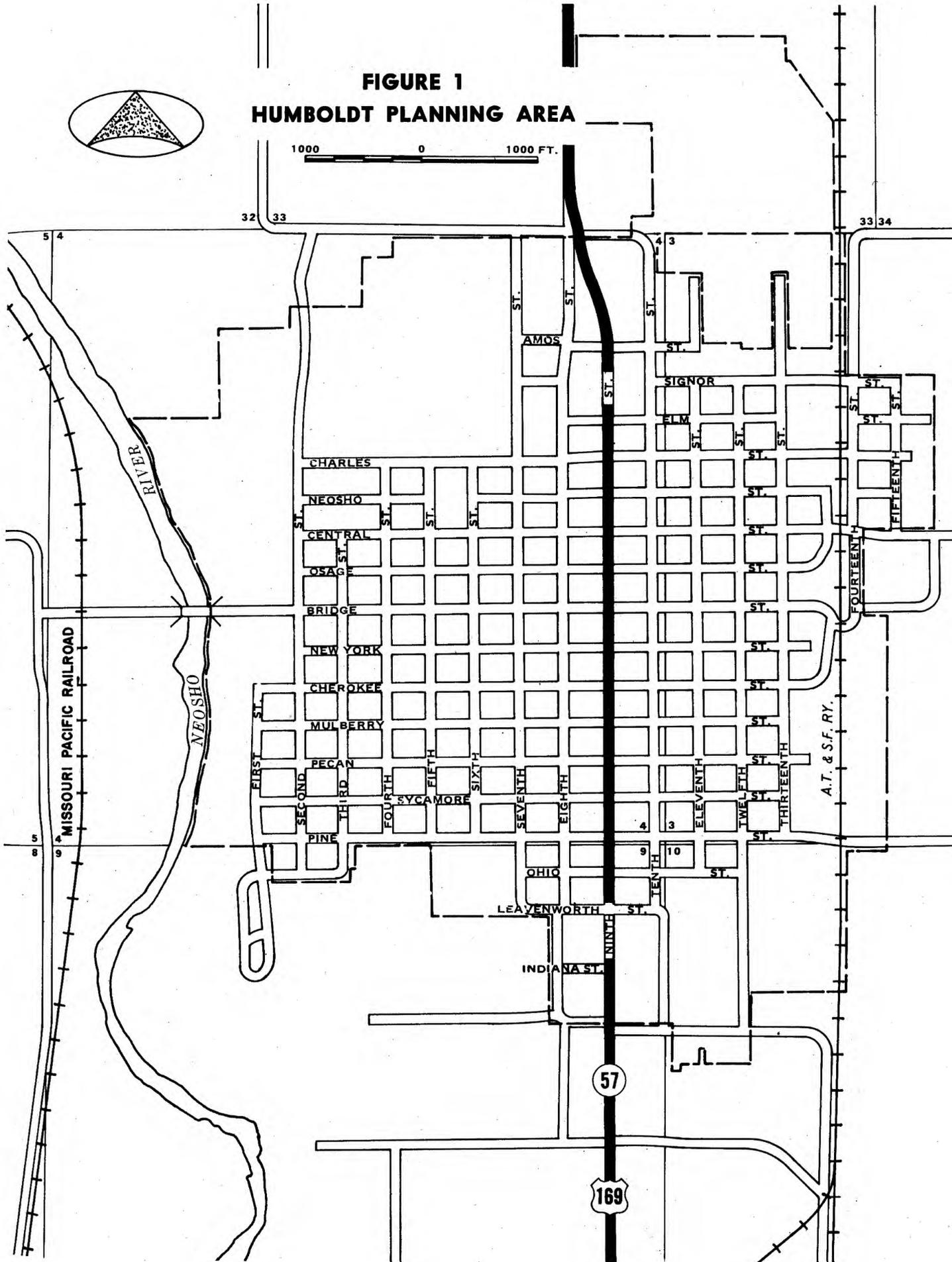
#### THE PLANNING AREA

Humboldt, situated in southeast Kansas, is a pleasant, rural community with a 1974 population of 2,300 persons. The area to be studied herein called the "planning area" includes all of that area lying within the corporate limits of the City of Humboldt, Kansas. The planning area is approximately 85 miles southeast of Topeka, 105 miles northeast of Wichita, and 100 miles southwest of Kansas City, Missouri. FIGURE 1 illustrates the general planning area.

**FIGURE 1**  
**HUMBOLDT PLANNING AREA**



1000 0 1000 FT.



# Chapter I

## GOALS AND OBJECTIVES

## GOALS AND OBJECTIVES

A comprehensive plan is a general guide to the future development of the community of Humboldt. It represents the expected land use requirements of all major categories---residential, commercial, industrial, public and quasi-public and a transportation network which ties them together into a harmonious whole. It represents a logical pattern of future development to insure the best possible physical and social environment for community living and the most economical use of the land.

The establishment of a comprehensive plan, however, is dependent upon the community's goals and objectives. In essence, goals and objectives are utilized to formulate official policies which guide the growth and development of Humboldt.

The term "goal" is defined as a long range achievement which generally requires coordinated efforts of various levels of government and the private sector. Goal achievement is viewed as the desired result of good planning. The term "objective" is defined as reality, something to attain. An objective is a short term goal with a measurable performance level.

Goals are categorized into five broad areas of community development:

1. Social, Economic and Government

- \* Housing
- \* Employment
- \* Recreation
- \* Education
- \* Health

- \* Finance
- \* Growth
- 2. Land Use
  - \* Residential
  - \* Commercial
  - \* Industrial
  - \* Parks & Open Space
- 3. Transportation
  - \* Street & Highway
  - \* Rail
  - \* Air
- 4. Community Facilities
  - \* Public Safety
  - \* Health
  - \* Public Buildings
- 5. Utilities
  - \* Water
  - \* Sewerage
  - \* Storm Drainage
  - \* Solid Waste
  - \* Energy

The following goals and objectives are recommended by the City Planning and Zoning Board and the Citizens Advisory Committee as a guide to future community development:

## SOCIAL, ECONOMIC AND GOVERNMENT

### HOUSING

#### Goal

To promote safe, sanitary and decent housing for all area residents.

#### Objectives

To promote thoroughly diversified housing at prices suitable to all income levels.

To plan and develop a better spatial relationship between living and working areas in the community.

To establish and enforce current codes applicable to housing.

To promote and encourage financial assistance from both public and private sectors.

### EMPLOYMENT

#### Goal

To promote employment opportunities for every resident in the community.

#### Objectives

To encourage an increase in the supply of jobs available to persons with varying skills.

To promote better access to places of work through proper locational relationships between places of residence and places of work.

To encourage development of education and training facilities to enable the individual to improve his employment potential.

To seek to attain full employment as defined by responsible governmental standards.

## RECREATION

### Goal

To encourage the provisions of varied healthful and accessible recreational opportunities.

### Objectives

To stimulate a variety of spectator and participating activities.

To ensure accessibility to and availability of varied activities to the greatest possible number of people of all age groups.

To encourage use of leisure time in creative, cultural and recreative ways.

To establish bicycle and hiking trails within the community.

## EDUCATION

### Goal

To provide a system of education conducive to individual motivation, self-improvement and awareness of individual responsibilities.

### Objectives

To increase the educational and training alternatives available for individual improvement of skills.

To make available education and training best suited to each individual's requirements for social functioning.

To encourage the development of and access to new schools consistent with present and future needs.

To utilize good design of educational facilities and to minimize conflicts with other land uses.

## HEALTH

### Goal

To promote the improvement of personal and environmental health.

### Objectives

To increase and improve facilities and training necessary for health related services.

To encourage the continuing support of existing health facilities.

To support guidelines for control and abatement of noise, water and air pollutants to the environment.

## FINANCE

### Goal

To promote efficient government operations to ensure an equitable return to consumer and business for their tax dollars.

### Objectives

To promote equitable tax assessment ratios.

To encourage new revenue resources.

To distribute resources justly.

To obtain the most efficient use of tax funds.

## GROWTH

### Goal

To promote and encourage desirable community growth.

### Objectives

To establish leadership in advertising and promoting community resources.

To encourage interest in community development by residents of the community.

To attract new industries that are environmentally compatible with the community.

Strive to strengthen and ensure the livelihood of the community's central business district.

To improve the physical appearance of the community as a whole.

## LAND USE

### RESIDENTIAL

#### Goal

To encourage a wide range of choice in residential living arrangements.

#### Objectives

To utilize good design in the development of residential structures and lands.

To insure that residential development and its surrounding land uses are compatible.

To provide easy access to and within residential development.

### COMMERCIAL

#### Goal

To provide for a properly located, coordinated, and well designed arrangement of commercial uses.

#### Objectives

To encourage governmental cooperation, coordination, and enforcement of regulations for community activities generated by the surrounding land uses.

To encourage private groups or citizens to maintain beauty by providing attractive sites and by minimizing nuisances.

To provide easy access to and within commercial developments.

## INDUSTRIAL

### Goal

To promote, preserve and enhance the desirability of industrial areas.

### Objectives

To utilize good design while maintaining efficiency and economy.

To ensure industrial areas compatible with and protected from the surrounding land uses.

To maintain beauty by providing attractive sites and by minimizing nuisances.

To encourage easy access to and within existing and future industrial areas.

To encourage private and government cooperation and coordination in attracting and locating industry which would best benefit the community.

## PARKS AND OPEN SPACE

### Goal

To provide a varied park system for all the people in the community to enjoy.

### Objectives

To develop parks and open spaces as a major part of the total land use with the idea of year-round multiple purpose use.

To beautify the planning area.

To provide easy access to and within existing and future parks and open spaces.

To continue re-evaluation of parks and open spaces to ensure that facilities are changed as needs change.

## TRANSPORTATION

### STREET AND HIGHWAY

#### Goal

To provide a street and highway network to meet the needs of existing and anticipated movement of people and goods.

#### Objectives

To encourage coordination with other transportation agencies to plan, construct and maintain the highway network.

To coordinate street and highway development so as to enhance overall community development.

To provide proper design of transportation facilities to ensure maximum safety.

To encourage interrelationship of streets and highways with other modes of transportation.

To secure adequate financing on a cooperative and coordinated basis.

To strive for equality of service to and from all parts of the community.

### RAIL

#### Goal

To encourage and promote a rail network which supports present and future movement of goods and people.

#### Objectives

To encourage the integration of rail with other modes of transportation.

To promote and encourage the efficient development and/or expansion of rail service to existing and future industrial land uses.

To encourage the maximum usage of rail lines.

To integrate rail facilities with the overall community development so as to increase safety and to enhance the environmental, sociological and aesthetic values.

## AIR

### Goal

To support area airport facilities so as to have a coordinated traffic flow within the region and an effective and efficient use of facilities.

### Objectives

To coordinate airport locations with existing and future transportation routes as well as land uses.

To develop a balanced system of transportation between air, land and water with people and goods.

## COMMUNITY FACILITIES

### PUBLIC SAFETY

#### Goal

To encourage adequate protection for the lives and properties of all individuals in the community.

#### Objectives

To develop cooperation and coordination of law, fire, and police.

To promote and utilize advanced technologies and innovations.

To locate police and fire facilities to adequately serve the entire community.

To develop public safety through public information programs.

To maintain respect and support for public safety.

### HEALTH

#### Goal

To support the development of the maintenance of adequate health services for all individuals in the community.

#### Objectives

To strive for the best in health care facilities and staffs.

To make the public aware of such facilities and staffs.

To ensure provision of preventive health programs.

To increase provision of adequate health care as needs arise.

## PUBLIC BUILDINGS

### Goal

To provide adequate and accessible public buildings for the housing of all governmental and community functions.

### Objectives

To encourage the multi-functional use and central location of public buildings within the community.

To coordinate and integrate location of public buildings with other development proposals.

UTILITIES

## WATER

Goal

To obtain a comprehensive water system for the community which will provide adequate supply with desirable quality standards.

Objectives

To identify areas of future growth, evaluate water needs and plan for water service in each service area.

To examine and determine future water sources.

To utilize state standards and policies as the design and criteria for existing water supplies.

To foster adequate financing for the community water system by encouraging Federal and State legislation and appropriations as necessary.

To establish short term priorities for water facilities improvements based on anticipated community growth and area requirements.

## SEWERAGE

### Goal

To obtain and maintain efficient sewerage system for the community.

### Objectives

To generally use watersheds as the basis for design of collection systems for waste water.

To recommend future expansion for adequate sewerage facilities, especially areas changing from rural to urban densities.

To require that public sanitary sewerage be provided in all existing and future developments approaching urban densities.

To recommend and promote the reservation of strategic locations to be used for treatment of waste waters.

To utilize state standards for optimum degree of sewage collection and treatment.

To relate construction of sewers to other utilities in the public streets.

To establish priorities for sewerage improvements based on community plans and needs.

## STORM DRAINAGE

### Goal

To minimize damages from storm flooding by providing storm drainage flood control measures and by utilizing flood plain areas in an efficient manner.

### Objectives

To provide reasonable minimum design criteria for storm drainage to be used in planning future developments approaching urban density.

To use drainage basins and not artificial boundaries as the prime criteria for establishing districts.

To determine areas prone to flooding and delineate them on appropriate topographic maps.

To consider alternative uses in flood plain areas such as parks and/or other low damage developments.

To prevent development which results in encroachment of water channels.

To establish priorities for storm water drainage improvements based on community plans and needs.

## SOLID WASTE

### Goal

To provide an effective solid waste system for the community.

### Objectives

To develop an adequate system of solid waste storage, collection, transportation, processing and disposal.

To cooperate with other governmental units to reserve and/or acquire necessary land for disposal facilities.

To adopt and enforce laws and regulations to require and ensure reliable and sanitary solid waste services by public and/or private operations.

## ENERGY

### Goal

To establish reliable and efficient energy supply that will provide quality service conducive to the general health, welfare and orderly development of the community.

### Objectives

To provide energy services in an orderly and efficient manner supportive of local planning for growth and development.

To achieve closer coordination and consolidation of existing and proposed facilities whenever feasible so as to optimize efficiency, economy, environmental quality, and visual attractiveness.

To cooperate to the maximum extent possible with all private companies involved with the supply of energy to the community in order to realize a mutually desirable pattern of development and visual quality throughout the community.

# Chapter II

## GEOHISTORICAL SKETCH

## GEOGRAPHIC SKETCH

### LOCATION

Humboldt, located in Southeast Kansas, is in Allen County. Situated on the east bank of the Neosho River, the community is served directly by U. S. Highway 169 and two railroads, the Atchison, Topeka & Santa Fe and the Missouri Pacific. FIGURE 2 illustrates the general location of Humboldt, and TABLE 1 describes Humboldt's proximity to major cities and other communities within the region.

### PHYSIOGRAPHY

Kansas is categorized into eleven physiographic regions: Ozark Plateau Province, Cherokee Plain, Chautauqua Hills, the Osage Cuestas, the Glaciated Region, the Flint Hills, the Great Bend Prairie, Wellington Plain, Red Hills, Smoky Hills, and the High Plains (See FIGURE 3). Humboldt is in the Osage Cuesta region, a hilly to rolling area consisting of a series of N. E. - S. W. irregular trending escarpments or ridgelike cuesta. Hills in this region are grassy pastures, but valleys are cultivated with the exception of narrow timber area along the streams.

### GEOLOGY

The Osage Cuesta region is underlain by Pennsylvanian rocks, units which range in thickness from less than one (1) foot to generally not more than twenty-five (25) feet. The rock units include various colored shales, light gray to brown limestones, and gray to brown sandstones.

Deposits of oil and gas are found in Allen County and limestone and clay are mined in the vicinity of Humboldt.



TABLE 1

## PROXIMITY TO MAJOR CITIES AND TOWNS

<u>CITY OR TOWN</u>	<u>1970 POPULATION</u>	<u>DIRECTION FROM HUMBOLDT</u>	<u>AIRLINE DISTANCE IN MILES FROM HUMBOLDT</u>	<u>MAJOR ATTRACTION OR INTEREST</u>
Chanute	10,341	South	10	Rural Trade Center
Iola	6,493	North	9	County Seat of Allen
Joplin, Missouri	39,256	Southeast	70	Minor Trade Center
Kansas City, Missouri-Kansas	1,101,787	Northeast	100	Commerce and Industrial Center
Lawrence	45,698	North	80	Kansas University
Manhattan	27,575	Northwest	115	Kansas State University
Topeka	132,108	Northwest	85	State Capital
Tulsa, Oklahoma	331,638	Southwest	130	Regional Trade Center
Wichita	389,352	Southwest	105	Commerce and Industrial Center



## CLIMATE

The average elevation of Humboldt is approximately 1,000 feet above sea level. The community generally experiences a mild climate with a medium temperature of 56.7° F. The summer months are hot and humid. Temperature extremes may rise to more than 100° F for a few days during most summers but fresh breezes and thunder showers periodically modify the temperatures. During the winter months, periodic severe weather prevails with short periods of extreme cold.

The normal annual precipitation is 37.6 inches. The average annual snowfall is approximately 15 inches. Corn, soft winter wheat, oats, hay crops, soybeans, and sorghums are the most suitable crops for this climate. The average length of the growing season is 196 days.

## HISTORICAL SKETCH

### EARLY HISTORY

In the first half of the nineteenth century prior to the arrival of white settlers, Southeast Kansas was mostly inhabited by Osage Indians who traversed along the Neosho River from camp ground to camp ground hunting for wild game and fish. The creation of the Kansas Territory out of the Nebraska Territory by the U. S. Congress in 1854 attracted many settlers to the region.

In the spring of 1857, a town association induced a German colony which consisted of Catholics and non-Catholics from Hartford, Connecticut to settle on the east bank of the Neosho River in Southeast Kansas. The

settlement was named Humboldt in honor of the great German naturalist and philosopher, Baron von Humboldt. J. A. Coffey, founder of Coffeyville, constructed the first log house in 1857 at the bank of the Neosho River. In 1858, Humboldt's first post office and school were built.

Humboldt grew very rapidly during 1858. The town became a busy trading post; it's first industries were lumbering and brickmaking. By the action of the Legislature, Humboldt became the county seat of Allen County until 1865 when the seat was moved to Iola.

From 1860 to 1866 the growth of Humboldt was impaired by drought, Civil War and locust plague. The drought of 1860 caused considerable hardship to residents of Humboldt. Food caravan pulled by oxen was sent from the East Coast to Humboldt to relieve hunger and starvation. During the early part of the Civil War in September and October of 1861, the town was sacked and burned by border guerilla bands loyal to the Confederacy. In 1866, locust invaded Humboldt and devoured all crops and vegetation.

After the locust invasion, Humboldt once again began to progress quite rapidly and a substantial number of buildings were constructed. Humboldt became a third class city in 1870 and a second class city in 1903. The Union Pacific Railroad (the M-K-T Railroad) and the Leavenworth, Lawrence & Galveston (the Santa Fe) initiated freight and passenger services to Humboldt in 1870. Although natural gas was discovered in Allen County in the early 1870's no substantial gas fields were drilled until 1893 in the vicinity of Humboldt.

## LATER HISTORY

The discovery of natural gas became the impetus to industrialize the town. Today in 1974, seven major industries are operating in Humboldt. Their products include commercial feeds, natural gas, cements, building bricks and tiles, newspaper and commercial publication, and transportation units.

Humboldt is the home of the Biblesta, a parade depicting Bible stories on the first Saturday in October of each year. No commercial or advertising floats are permitted in this parade, and all persons on floats must wear Biblical costume. Humboldt's Biblesta was originated in 1958 by Dr. Arthur Carlson who suggested the idea to the Chamber of Commerce. The Biblesta has become a community project ever since. Every year Humboldt's Biblesta attracts many tourists from all parts of the State.

In less than 115 years, Humboldt has evolved from a small, frontier German colony into a stable and growing community with a population of more than 2,300 people in 1974.

# Chapter III

## POPULATION ANALYSIS AND PROJECTION

## POPULATION ANALYSIS AND PROJECTION

### INTRODUCTION

Population analysis and projections are important elements of a comprehensive plan, as the increase or decrease of population is the basis for all planning decisions. Demographic data such as the size, distribution, structure and change of a community's population are determining factors for the type and level of required, future community services. A drastic increase in the number and percent of youngsters in the age group five to eighteen years would directly influence the planning of public school needs, facilities and construction programs. An increase in the number of senior citizens within the community would require more elderly housing units, health care programs, and recreational facilities.

Population change is governed by three factors: fertility, mortality, and mobility. Generally, fertility follows a predictable trend and varies by community according to the size, distribution, and structure of the population. A community with a low median age will have more births per 1,000 population than a community with a higher median age. Therefore, an increase in the average age of a population has a compounding effect to retard that population's growth. On the other hand, the mortality rate is a very stable ratio of the population. The current national mortality rate is 9.5 persons per 1,000 population per year and is anticipated to decline to 9.0 per 1,000 population by 1990.

Mobility or migration is affected by a variety of factors and consequently is the most variable and unpredictable factor in population

projection. Since migration cannot be averted, it becomes necessary to influence favorable migration trends. The attraction powers of a community are governed by natural and man-made resources, economic opportunities, climate, scenery, and other community amenities that make living more enjoyable. It is evident that the trend in population migration can be influenced by local incentive and action and is, therefore, to some extent a matter of local choice.

### HISTORICAL TRENDS

There are no population statistics available for Humboldt before the 1920 Census. In 1920, there were 2,525 persons living in the community. By 1970, however, the population had declined to 2,249, a total loss of 11 percent in 50 years. This amounts to 2.2 percent per decade although this community experienced minute gains in population between the period of 1920 to 1930 and 1940 to 1950.

TABLE 2 compares the historical population trend of Humboldt with that of Allen County. Albeit at a lower rate, Humboldt's declining population is consistent with that of the County's. The rural-urban population movement has been the primary factor for population decline. While Humboldt has come close to holding it's own in numbers of people, it has not been able to provide sufficient economic opportunities to attract the rural out-migrants to its community. As a result, the rural out-migrants have gone to places outside of Allen County and Southeast Kansas.

The overall population trend of the entire Southeast Kansas Region, comprising of nine counties including Allen, has been declining since 1920.

TABLE 2

HISTORICAL POPULATION TRENDS  
HUMBOLDT AND ALLEN COUNTY, KANSAS - 1900 TO 1970

<u>Year</u>	<u>Humboldt</u>	<u>Percent Change</u>	<u>Allen County</u>	<u>Percent Change</u>
1900	N. A.		19,507	
1910	N. A.		27,640	41.7%
1920	2,525		23,509	-14.9%
1930	2,558	1.3%	21,391	- 9.0%
1940	2,290	-10.5%	19,874	- 7.1%
1950	2,308	0.8%	18,187	- 8.5%
1960	2,285	- 1.0%	16,369	-10.0%
1970	2,249	- 1.6%	15,043	- 8.0%

Source: U. S. Bureau of the Census, 1920, 1930, 1940, 1950, 1960, 1970  
Kansas Statistical Abstract, 1972.

This decline has been evident not only in total population, but also in the younger age groups. Since 1920 Southeast Kansas has had at least a 5 percent loss of total population each decade; Allen County, however, has had at least a 7 percent loss of the total population since 1910. Considering the current national and state trends of increasing population, Humboldt's and Allen County's decreasing populations are alarming. Unless new economic opportunities are provided, the declining population trends for both Humboldt and the County will continue.

#### CURRENT POPULATION CHARACTERISTICS

Total population data must be analyzed by its component parts in order to determine the social and economic impact to be expected from

the various population levels. The 1970 Census reported that there were 2,249 persons residing in Humboldt. Of these 96.6 percent or 2,172 were white and 3.4 percent were classified as Negro or other ethnic origins. The Census also reported 59 persons or 3.5 percent of the total population lived in nursing homes. TABLE 3 shows the 1970 age and sex components of the Humboldt population, and TABLE 4 compares the community's age components for 1950, 1960 and 1970.

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TABLE 3  
POPULATION BY AGE AND SEX  
HUMBOLDT, KANSAS - 1970

<u>Age Groups</u>	<u>Male</u>	<u>Percent</u>	<u>Female</u>	<u>Percent</u>	<u>Total</u>	<u>Percent</u>
0 - 4	59	5.7%	70	5.8%	129	5.7%
5 - 19	308	30.0%	298	24.5%	606	26.9%
20 - 44	245	23.7%	275	22.6%	520	23.1%
45 - 64	233	22.6%	267	21.9%	500	22.2%
64 plus	187	18.0%	307	25.2%	494	22.1%
TOTAL	1,032	100.0%	1,217	100.0%	2,249	100.0%

Source: 1970 U. S. Bureau of the Census

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These age groupings are important because each indicates certain characteristics of the people which are relevant to the community planning effort.

The 0 - 4 age group can be used to determine future school needs arising from existing population. In Humboldt the 0 - 4 age group declined about 44 percent as a percentage of total population from the 1950 level

TABLE 4  
AGE COMPONENTS FOR 1950, 1960 AND 1970  
HUMBOLDT, KANSAS

<u>YEAR</u>	<u>0 - 4</u>	<u>5 - 19</u>	<u>20 - 44</u>	<u>45 - 64</u>	<u>65 Plus</u>	<u>TOTAL</u>
1950	232	517	666	538	355	2,308
1960	227	545	608	505	400	2,285
1970	129	606	520	500	494	2,249

and declined about 43 percent from the 1960 level. The declining trend of this age group indicates that local kindergarten enrollment will decline drastically for the next several school years. Out-migration of young married couples, the national trend toward lower birth rate and smaller families are the major reasons for this decline.

The 5 - 19 group includes those presently of school age and can be used to determine future higher education needs, future labor supply and future potential family creation. In Humboldt this age group has also become the largest component of the community with 27 percent. This increase indicates that the community will have a growing population and labor force if it can retain these young persons as permanent residents by providing more recreational facilities, better housing units and improved economic opportunities.

The 20 - 44 age group contains the younger portion of the labor force. It is this group which adds the necessary vitality and population growth to a community. For the past two decades, Humboldt's young labor force has lost 146 persons or 22 percent of the age group. The

declining population in this age group is unfortunate. This decline indicates that Humboldt is unable to retain its young adults. The 1970 Census registered 520 persons in this age group. With 23.1 percent of the total population, this age group is the second largest age component of the community.

The older portion of the potential labor force, ages 45 - 64, is an important indicator of the community's stability. If this age group is relatively stable or has experienced no drastic changes, it is a sign that the community is a good place to live. This is the case in Humboldt. The 45 - 64 age group population accounted for about 22.2 percent of the population in 1970. Although this age group has lost 38 persons in the past two decades, its proportion to the total population has remained relatively the same.

The retirement age population, those over 65, is a good indicator of how residents feel about their community. In Humboldt, the percentage share of retirement aged persons increased from 13 percent in 1960 to 24 percent in 1970. This shift was caused by 38 percent gain in total population in this age group. Both of these trends indicate that many people who have lived and worked in Humboldt stay there upon retirement. The recent increase in senior citizens necessitates the demand for more elderly housing, improved health care programs, and more diverse recreational facilities.

#### POPULATION PROJECTIONS

Although population projections provide a target for service facility

development and provide a parameter for preparation of spatial delineation of areas to be served, it is not critical to the planning process that population be achieved on a given year. It is important only that population projections be attainable and reasonably in line with growth trends and adopted public policies or proposed action programs.

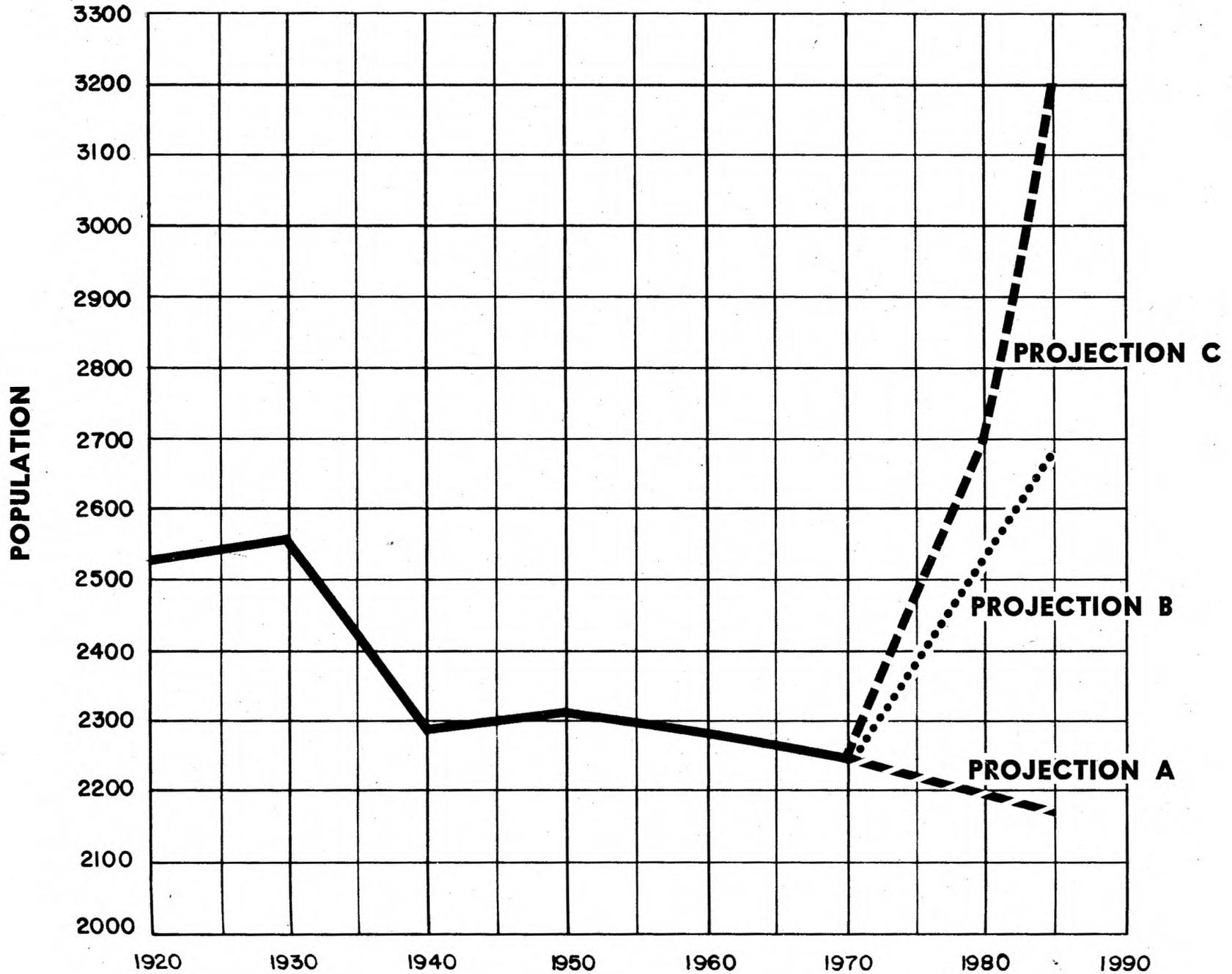
The population projections for Humboldt, Kansas were based upon the following general assumptions:

- (1) The current form of government and the political, economic and social organizations and institutions of the United States will remain substantially unchanged.
- (2) The United States will not participate in a major war within the next ten years.
- (3) There will be no economic boom or depression within the planning period.
- (4) The United States will continue to grow at a predictable rate without any population controls or planned parenthood incentives.
- (5) There will be no new discovery of natural resources which would affect the economy of Humboldt or the region.
- (6) There will be no natural or man-made disasters which would hinder the economy or growth of Humboldt or the region.

### Projection Methods

There are three general methods for conducting population projections for areas and communities: trend based methods, ratio methods, and component methods. The trend based methods assume that population growth follows natural laws and, therefore, can be expressed in mathematical or graphical form. The ratio methods assume that an area or community is usually closely related to, or affected by, economic

**FIGURE 4**  
**HUMBOLDT POPULATION PROJECTIONS**



and population changes in the economic region or section in which it locates. The component methods study separately several factors, such as birth, deaths, and migration which affect the future size of population. The general theory behind component analysis is that more accurate projections can be made using the rates of change of the individual component of the population than can be made using the rates of change for the population as a whole.

Three projections of Humboldt's future population were made using two of the three general methods. FIGURE 4 illustrates the three projections from 1970 to 1985.

#### Projection A

Projection A is forecasted on trend based methods, assuming that the declining population of Humboldt from 1950 to 1970 will continue into the planning period. Specifically, this projection is calculated by substituting data gathered from the 1950, 1960 and 1970 U. S. Census into parabolic equations. Projected population by age groups in five-year increments can also be obtained by using this parabolic exact fit projection.

Essentially, Projection A is a do-nothing-plan. It assumes that the city will not undertake any efforts to contain and/or reverse the out-migration trend; no official policies or action programs will be initiated to improve the local environment to provide for better economic, social and physical opportunities. Under this assumption, Humboldt's population will decline from 2,249 persons in 1970 to 2,170 in 1985.

### Projection B

By 1985 Humboldt's population will grow to about 2,680 persons, an increase of 431 persons from 1970. This projection, also utilizing trend based methods, assumes that the declining population trend for 1950 to 1970 will cease and that the community's population will increase at a slow annual rate of 1.183 percent throughout the planning period. This rate is based on preliminary data obtained from the Census of Agriculture which reported that between 1970 to 1973 Humboldt has experienced an average annual increase of 1.183 percent in population.

Projected age groupings can also be calculated by assuming that each age group will experience that same rate of growth as the total population. It should be noted that this technique does not account for variation in any of the demographic or socio-economic factors of population change.

Projection B represents a limited-growth-plan. It assumes that the community will encourage new commercial and residential development but will not undertake a major development effort. It also assumes that the community has no plan to annex new area within the planning period.

### Projection C

Projection C is based on component methods of population projection. Specifically, this projection utilizes the cohort survival method. It involves disaggregation of Humboldt's population into components of age and sex. For each population component the death, birth and migration patterns are analyzed and projected.

Projection C assumes that Humboldt will maintain a fertility and mortality rate similar to that of the United States between 1970 and 1985 (Series E, Current Population Reports, Series P-25, No. 477). This projection assumes that the community of Humboldt will initiate a concentrated-growth-plan to improve the overall environment of the community, stimulate the local economy, encourage commercial and residential development, and provide efficient and adequate public services.

To obtain the projected population of approximately 3,200 persons by 1985, the community is expected to effectively attract sufficient in-migration to offset population aging and to provide new natural increase.

#### Future Age Groups

As important as total population projections are for planning, the demographic breakdown of these projections is even more important. Humboldt needs this information to plan schools, parks and other public facilities. The change in population characteristics is important because it can be used to anticipate problems and opportunities before they occur. TABLE 5 illustrates and compares the population and demographic characteristics of the various projection series in five-year increments.

Projection A indicates that all age groups, excepting age groups 0 - 4 and 64 plus, will decline in population during the planning period. This loss of population is based on the assumption that Humboldt's declining trend will continue unabated. The increase of people in the age group 4 - 19 is temporary and will not have any significant effects on Humboldt since it is assumed in this projection that most people in this

TABLE 5

POPULATION BY AGE STRUCTURE  
HUMBOLDT, KANSAS - 1970-1985

<u>PROJECTION A - LOW</u>				
<u>Age Groups</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
0 - 4	129	63	48	35
5 - 19	606	649	694	720
20 - 44	520	465	402	327
45 - 64	500	490	481	468
64 plus	<u>494</u>	<u>558</u>	<u>575</u>	<u>620</u>
TOTAL	2,249	2,225	2,200	2,170
<u>PROJECTION B - MEDIUM</u>				
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
0 - 4	129	136	143	154
5 - 19	606	651	700	725
20 - 44	520	548	579	612
45 - 64	500	528	557	591
64 plus	<u>494</u>	<u>522</u>	<u>551</u>	<u>598</u>
TOTAL	2,249	2,385	2,530	2,680
<u>PROJECTION C - HIGH</u>				
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
0 - 4	129	164	180	300
5 - 19	606	660	710	742
20 - 44	520	620	773	1,008
45 - 64	500	505	530	605
64 plus	<u>494</u>	<u>501</u>	<u>507</u>	<u>545</u>
TOTAL	2,249	2,450	2,700	3,200

group will migrate to other places outside of the planning area in search for better economic opportunities once they complete their formal education. The increase of 126 persons in the 64 plus age group by 1985, however, will generate demand for additional low-cost housing units and other public services for senior citizens.

If Projection B is realized, Humboldt's demographic characteristics should not change drastically during the planning period. Although the total number of persons will increase by 431 by 1985, this future population will have characteristics similar to those of the current population. In other words, by 1985 the number of persons will increase but the relationship between age groups will change only slightly.

If Humboldt partakes in the concentrated-growth-plan, Projection C, the community will have a future population of 3,200 persons by approximately 1985. The demographic characteristics of this future population differ drastically from the current population.

The preschool-age group (0 - 4) will change from 129 persons in 1970 to 300 persons in 1985, an increase of about 133 percent. More kindergarten teachers and classrooms will be required to support this increase. The school-age group (5 - 9) is projected to increase 22 percent by 1985. This growth will provide the community with sufficient future labor supply. A 55 percent increase is projected for the age group 20 - 64. This increase is significant since persons within this age group generally control the largest share of the community's purchasing power. It is hoped that this increase will offset population aging and provide new natural increase.

Although increase in the 64 plus age group is projected for only 10 percent, the lowest in Projection C, low-cost housing facilities are still required to accommodate the increase.

# Chapter IV

## **SOCIO-ECONOMIC PROFILE**

## SOCIO-ECONOMIC PROFILE

### INTRODUCTION

The growth of a community is influenced by the socio-economic characteristics of the locality and the region. The availability of raw materials, proximity to markets and transportation, and adequate supply of capital investment and labor are the major factors that govern the economic prosperity of a community. This chapter will examine the socio-economic characteristics of Humboldt.

### LABOR FORCE AND EMPLOYMENT

The economic capacity of a community is generally reflected by its existing labor force and employment characteristics. In the past, natural resources have been the primary factors in attracting new industries. Currently, however, the size and type of the labor force a community has is receiving increasing emphasis. Thus, a trained and productive labor supply and adequate labor training facilities are of major importance to industries. A large labor force also creates a market for economic goods and services which in turn attracts market-oriented industries.

#### Labor Force

The civilian labor force, as defined in this study, is the number of persons over 14 years of age employed or who have recently sought employment. According to the 1970 Census, Humboldt had a labor force of 833 persons of which 507 were males and 326 were females. Compared to the total 1970 population 2,249 persons, this labor force figure yielded

a labor force participation rate of approximately 37.0 percent. Only 17 persons were unemployed or approximately 1.0 percent of the total population.

TABLE 6 shows the characteristics of the community's 1970 labor force. As anticipated, Humboldt's labor force was comprised predominantly of persons within the age group of 25 to 64 years old. With 610 persons, this age group accounted for approximately 73 percent of the entire labor force. The percentages of persons in age groups below 24 years old who were in the labor force were low, indicating that many persons in these age groups were still attending schools. Senior citizens accounted for about 5 percent of the labor force or 44 persons. This high percentage reflected the desire of retired persons to work as a means to combat rising cost.

### Employment

The 1970 Census indicated that 816 Humboldt residents were employed. TABLE 7 illustrates the breakdown of the community's work force and its relationship to the total economy. The three largest industry categories were manufacturing and transportation, retail trade, and services. These three industries employed 519 persons or approximately 64 percent of all the persons employed. The largest industry category was manufacturing and transportation which employed 231 persons or about 28 percent of the work force.

TABLE 6  
1970 LABOR FORCE CHARACTERISTICS  
HUMBOLDT, KANSAS

	<u>Number of Persons</u>	<u>Percent</u>
1970 Total Population	2,249	100.0%
Civilian Labor Force	833	37.0%
Employed	816	36.0%
Unemployed	17	1.0%
Not In Labor Force	1,416	63.0%
Under 14 Years Old	483	21.5%
14 Years Old And Over	933	41.5%
Residents of Nursing Homes	59	2.6%
Enrolled in School	246	11.0%
Others, Under 65 Years	241	10.7%
65 Years and Over	387	17.2%
Population In Labor Force	833	100.0%
14-15 Years	16	2.0%
16-17 Years	78	9.4%
18-19 Years	30	3.6%
20-21 Years	12	1.4%
22-24 Years	43	5.2%
25-34 Years	107	12.8%
35-44 Years	162	19.4%
45-64 Years	341	40.9%
65 and Over	44	5.3%

SOURCE: 1970 U. S. Bureau of the Census.

TABLE 7  
EMPLOYED PERSONS BY INDUSTRY  
HUMBOLDT, KANSAS

<u>Industry Category</u>	<u>Number of Persons</u>	<u>Percent</u>
Agriculture & Mining	9	1.0%
Construction	70	8.6%
Manufacturing	231	28.3%
Transportation & Communications	25	3.2%
Public Utilities	27	3.3%
Wholesale Trade	37	4.5%
Retail Trade	167	20.4%
Finance, Insurance & Real Estate	20	2.5%
Services	121	14.8%
Government	39	4.8%
Other	<u>70</u>	<u>8.6%</u>
TOTAL	816	100.0%

SOURCE: 1970 U. S. Bureau of the Census.

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The majority of the community's workers were either white collar or blue collar workers. Only 186 persons (23 percent) were farm workers and service workers. The white collar workers consisted of 42 percent of the employed persons. TABLE 8 shows the breakdown of the labor force into four occupation divisions.

#### Labor Force Projections

The labor supply is a function of both the size of the population and the age of that population. In other words, the labor force changes as population changes, and the rate of that change is affected by the number of people in specific age groups. The participation rate, the percentage

TABLE 8  
OCCUPATION DIVISIONS OF LABOR FORCE  
HUMBOLDT, KANSAS

<u>Occupation</u>	<u>Number of Workers</u>
White Collar	344
Blue Collar	286
Farm Workers	9
Service Workers	<u>177</u>
TOTAL	816

SOURCE: 1970 U. S. Bureau of the Census.

of population in the labor force, is a function of the number of people in each age group at a point in time and a function of habits and customs over time.

TABLE 9 shows three labor force projections for Humboldt. The low labor force projection was based on Projection A, the do-nothing-plan; the medium labor force projection was based on Projection B, the limited-growth-plan; and the high labor force projection was based on Projection C, the concentrated-growth-plan. All three labor force projections assumed that the participation rate of 37 percent will remain constant through 1985.

TABLE 9  
LABOR FORCE PROJECTION - 1970-1985  
HUMBOLDT, KANSAS

	<u>Low</u>	<u>Medium</u>	<u>High</u>
1970	833	833	833
1975	825	880	910
1980	815	935	1,010
1985	800	1,000	1,180

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### EDUCATIONAL STATUS

TABLE 10 shows the general educational level of persons 25 years old and over for Humboldt, Allen County and the State of Kansas. The 1970 educational status for Humboldt indicated a higher percent of the population with an eighth grade education or below than was the case for the State at large. The level of high school and college (1-3 years) education for Humboldt was higher than that of the County but slightly lower than that of the State. Again the percent of persons with four or more years of college in Humboldt was greater than that of the County but less than that of the State. TABLE 10 indicates that Humboldt had a reasonably high general level of education in 1970.

An industry's decision to locate in a community is influenced by many factors. One important factor is the level of education of a community's labor force. To attract new industries to Humboldt, therefore, the unskilled or uneducated workers, persons with eighth grade education or below, must obtain vocational training or other forms of higher education. Action programs should be initiated at the present to expand

and improve existing educational facilities to accommodate future needs in this category.

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TABLE 10

YEARS OF SCHOOL COMPLETED  
HUMBOLDT, ALLEN COUNTY AND KANSAS - 1970

	<u>Humboldt</u>		<u>Allen County</u>	<u>Kansas</u>
	Persons	Percent	Percent	Percent
No Schooling	0	0	0	0
Elementary				
1 to 4 years	53	3.7%	3.0%	1.6%
5 to 7 years	109	7.6%	8.9%	5.9%
8 years	343	24.0%	26.1%	16.1%
High School				
1 to 3 years	216	15.0%	18.4%	15.8%
4 years	410	28.8%	27.1%	35.8%
College				
1 to 3 years	182	12.8%	10.6%	12.7%
4 years or more	<u>113</u>	<u>8.0%</u>	<u>5.9%</u>	<u>11.4%</u>
TOTAL	1,426	100.0%	100.0%	100.0%

SOURCE: 1970 U. S. Bureau of the Census

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FAMILY INCOME

Family income is a variable index of the economic health of a community. Although the standard of living, efficiency of production and general level of economic activity are reflected in the income level, family income is not as accurate a measure of the economy as is population, employment of some of the other data previously indicated. This is due to the complexity of estimating family income and to the scarcity of available data, especially in a rural, agricultural community where many families own their own homes and consume their own produce.

Family income data presented in this study is useful mainly as a general indicator of Humboldt's economic well-being.

TABLE 11 summarizes and compares the income levels and median incomes of Humboldt, Allen County and the State of Kansas. In 1970, only 8.4 percent of all families in Humboldt received less than \$3,000 income. This percentage compared favorably with the respective percentages of Allen County, 15.9 percent and the State of Kansas, 10.7 percent. About 53.1 percent of the community's families received incomes between \$7,000 and \$14,999. This percentage exceeded those for the County and State. In general, Humboldt's 1970 family income levels were higher than those of Allen County but were slightly below those of Kansas.

The median income figure, the amount which divides the distribution into equal groups, one having incomes above the median and the other having incomes below the median, is considered to be the most representative figure when weighting the value of the economic structure. With \$7,760 Humboldt's 1970 median income was higher than that of Allen County but was below that of Kansas.

Two factors were responsible for the lower median income. First, since 54 percent of Humboldt's labor force belonged in the 16 to 44 age group, few families have reached their maximum earning capacity. Second, 58 percent of the labor force belonged in the blue collar, farm worker and service worker categories which paid only moderate wages and salaries.

TABLE 11  
FAMILY INCOME DISTRIBUTION  
HUMBOLDT, ALLEN COUNTY AND KANSAS

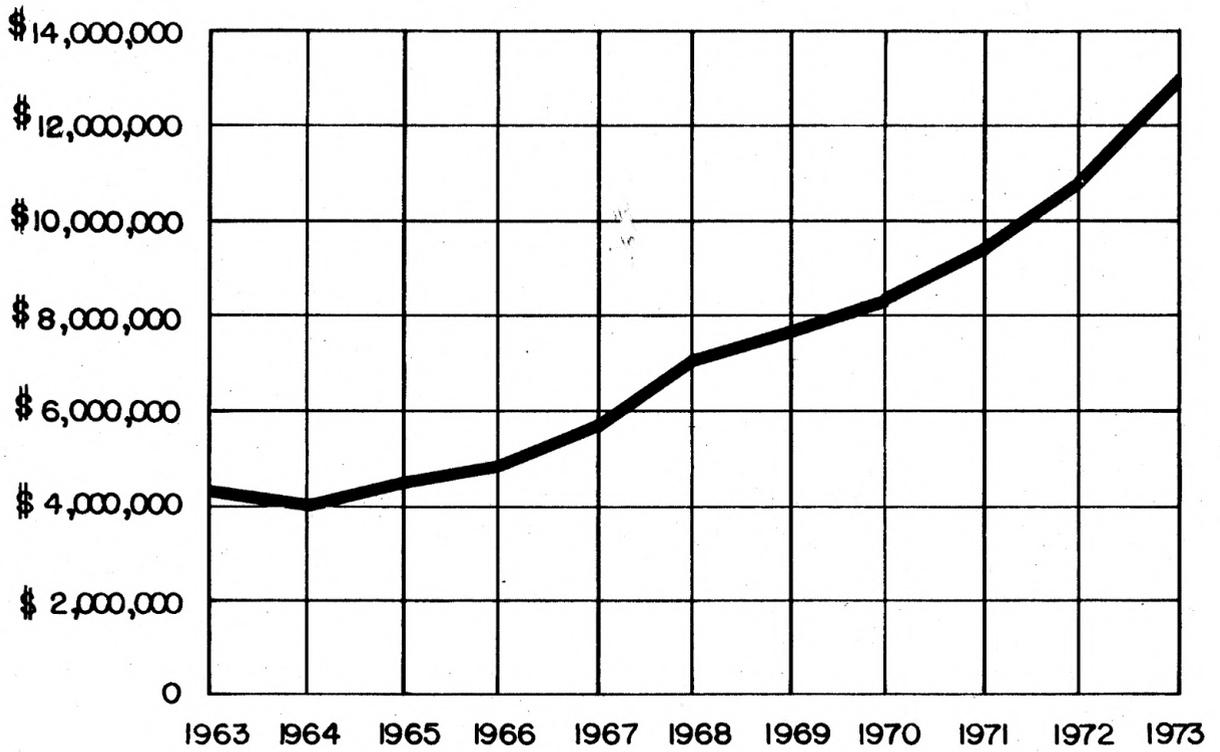
<u>Income Groups</u>	<u>Humboldt</u>	<u>Allen County</u>	<u>State of Kansas</u>
Less than \$ 1,000	1.0%	1.2%	2.3%
\$ 1,000 to \$ 1,999	3.3%	6.7%	3.3%
\$ 2,000 to \$ 2,999	4.1%	8.0%	5.1%
\$ 3,000 to \$ 3,999	13.1%	9.5%	5.6%
\$ 4,000 to \$ 4,999	9.6%	8.1%	6.0%
\$ 5,000 to \$ 5,999	5.3%	7.1%	6.9%
\$ 6,000 to \$ 6,999	5.0%	11.1%	7.6%
\$ 7,000 to \$ 7,999	11.1%	8.7%	8.1%
\$ 8,000 to \$ 8,999	10.4%	8.4%	7.9%
\$ 9,000 to \$ 9,999	8.4%	5.2%	7.0%
\$10,000 to \$14,999	23.2%	19.0%	24.6%
\$15,000 to \$24,999	4.5%	5.8%	12.0%
\$25,000 or more	<u>1.0%</u>	<u>1.2%</u>	<u>3.6%</u>
TOTAL	100.0%	100.0%	100.0%
Median Income	\$7,760	\$6,835	\$8,693

SOURCE: 1970 U. S. Bureau of the Census

### BANK DEPOSITS

Bank deposits are another indicator of the economic growth of a community. FIGURE 5 illustrates bank deposits from 1963 to 1973. According to the records of the Humboldt National Bank, total deposits have increased more than 168 percent since 1963. The bank's total at the end of 1973 was \$12,602,090.21.

**FIGURE 5**  
**TOTAL DEPOSITS 1963-1973**



## COMMUNITY FISCAL CAPACITY

The ability of a city to provide services is governed by its ability to raise money. Generally, there are two major sources of financing which are utilized. The first of these is the property tax which can be used to accommodate a community's current expenditures as well as short-term capital improvements. The second is the utilization of borrowing capacity which can be used for capital improvements only.

### Assessed Valuation

Humboldt's tax rate and bonding capacity are based on the assessed value of tangible property within the community. TABLE 12 illustrates the community's assessed valuation, tax rate, total indebtedness, and bonding capacity.

Although Humboldt's population has declined from 2,447 persons in 1961 to 2,330 persons in 1973, its assessed tangible valuation has increased from \$1,723,267 to \$2,808,089, an increase of 63 percent. This increase was attributed to higher assessed values for existing properties and new improvements, added revenues from new properties and structures, and inflation.

### City Tax Rate

TABLE 12 indicates that Humboldt's tax rate has increased from 21.18 mills in 1961 to 34.16 mills in 1973. This was a 61 percent increase in 13 years. Since the community has been losing population for the past four decades, the large increase in tax rate indicated that the community's operations and expenditures have not decreased proportionally

TABLE 12

## FISCAL CHARACTERISTICS 1961 - 1973

<u>YEAR</u>	<u>ASSESSED VALUATION</u>	<u>CITY TAX RATE IN MILLS</u>	<u>BONDING CAPACITY</u>	<u>TOTAL INDEBTEDNESS</u>
1961	\$1,723,267	21.18	\$430,817	\$141,400
1962	1,658,710	21.00	414,678	131,850
1963	1,622,710	21.84	405,678	116,248
1964	1,666,086	24.38	416,522	106,450
1965	1,780,978	24.21	445,245	191,300
1966	1,791,731	24.93	447,933	305,100
1967	2,234,560	22.27	558,640	319,253
1968	2,286,527	22.10	571,632	316,500
1969	2,270,082	23.35	567,520	294,000
1970	2,316,056	32.98	579,014	274,500
1971	2,525,694	30.36	631,424	251,000
1972	2,626,009	35.48	656,502	397,000
1973	2,808,089	34.16	702,022	384,500

SOURCE: Kansas Government Journal, January Issues, 1961 to 1973.

with the decrease in population. This indicates that Humboldt is now providing more services than it provided in 1963.

#### Bonding Capacity and Total Indebtedness

The bonding capacity or bonded debt limit is not uniform for all cities in Kansas. For Humboldt, a city of the second, the bonded debt limit generally cannot exceed 25 percent of assessed value. In 1973 the community's total indebtedness, bonded and other debts, accounted for only about 14 percent of assessed value. This indicated that the indebtedness was well within the capacity of the community's financial resources eventhough the total indebtedness has increased about 172 percent in 13 years, from \$141,400 in 1961 to \$384,500 in 1973.

# Chapter V

## EXISTING LAND USE

## EXISTING LAND USE

### INTRODUCTION

Before a comprehensive plan can be formulated for Humboldt, it is necessary to analyze the existing land use pattern in the city. This analysis is important because the knowledge of how the land is currently being used and an understanding of the forces that contribute to the present land use composition will facilitate the planning for the development of future land use in the locality.

Information regarding the existing land use was gathered by trained observers covering the city both on foot and by vehicle in January, 1974. During this time each parcel of land was systematically examined and its use recorded on a base map. Various physical features such as highways, the street systems, the topography and drainage courses that affect the existing land use pattern were also observed.

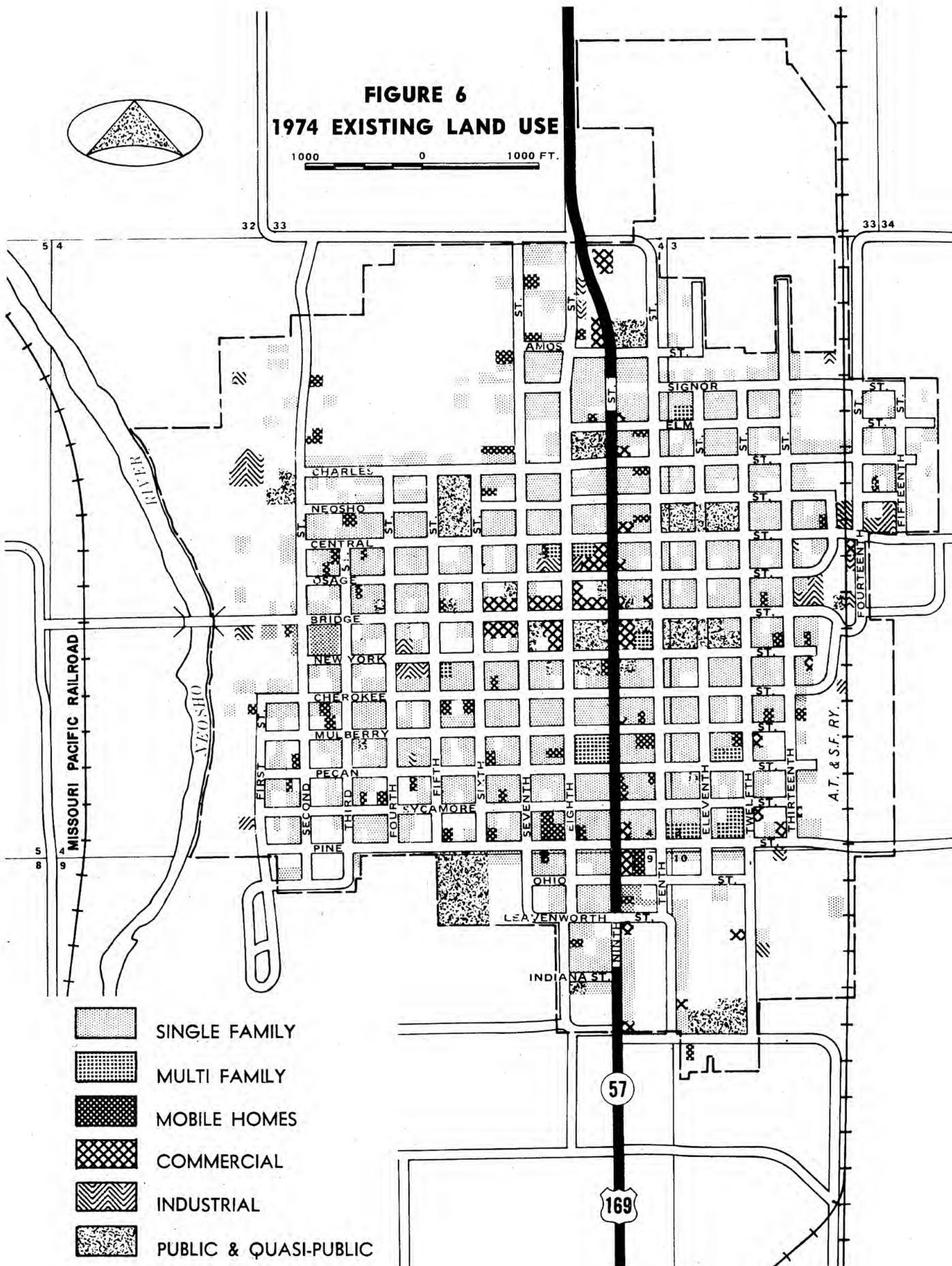
The existing land use pattern for Humboldt is shown on FIGURE 6. Also, Humboldt's existing land use is categorized by percentage to the entire city and to the developed area in TABLE 13 and discussed below.

### RESIDENTIAL

Land used for residential purposes accounts for approximately 198 acres, or about 41.4 percent of the total developed area, or only 22.5 percent of the entire city area. Although there are a number of two-family and multi-family residences in the community, Humboldt is basically a single-family residential community because about 183 acres of the total 198 acres are used for this purpose.

**FIGURE 6**  
**1974 EXISTING LAND USE**

1000 0 1000 FT.



-  SINGLE FAMILY
-  MULTI FAMILY
-  MOBILE HOMES
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC & QUASI-PUBLIC

TABLE 13

EXISTING LAND USE TABULATION  
HUMBOLDT, KANSAS - 1974

<u>LAND USE CATEGORY</u>	<u>AREA IN ACRES</u>	<u>PERCENT OF DEVELOPED AREA</u>	<u>PERCENT OF TOTAL AREA</u>
Single-Family	183.0	38.2%	20.8%
Multi-Family	6.0	1.3%	0.7%
Mobile Homes	<u>9.0</u>	<u>1.9%</u>	<u>1.0%</u>
Total Residential	198.0	41.4%	22.5%
Total Commercial	13.0	2.7%	1.6%
Total Industrial	10.0	2.1%	1.1%
Educational and Cultural	7.7	1.6%	0.9%
Churches and Fraternal	8.7	1.8%	1.0%
Governmental Services	1.3	0.3%	0.1%
Parks and Recreation	13.0	2.7%	1.5%
Other	<u>0.3</u>	<u>0.1%</u>	<u>0</u>
Total Public and Quasi-Public	31.0	6.5%	3.5%
Total Streets and Highway R/W	209.0	43.7%	23.7%
Total Railroad R/W	<u>17.0</u>	<u>3.6%</u>	<u>1.9%</u>
Total Developed Area	478.0	<u>100.0%</u>	54.3%
Total Undeveloped Area	<u>402</u>		<u>45.7%</u>
Total City Area	<u>880</u>		<u>100.0%</u>

Mobile homes are significant to Humboldt's existing land use pattern because there are about 105 mobile homes which comprise a total of nine acres, or about one percent of the entire city area.

### COMMERCIAL

Commercial land uses consist of three general types: automotive-oriented, professional office, and service and general retail. Of these three, automotive-oriented commercial has the largest area. As shown on TABLE 13, commercial land uses occupy an area of 13 acres, or approximately 2.7 percent of the total developed area, or only 1.6 percent of the entire city area. Most of these commercial land uses are located either along Bridge Street or along U.S. Highway 169.

### INDUSTRIAL

Industrial land uses are devoted primarily to manufacturing, warehouse and wholesale establishments. Although rail transportation is significant in the location of industrial areas, it is more desirable to acquire industrial sites that can use access by highways as well as by rail. Good accessibility is not only essential for the receipt of raw materials and the shipment of the finished product, but also for providing convenient access to the living areas for the industrial workers.

Industrial land uses in Humboldt amount to about 10 acres, or 2.1 percent of the developed area, or only 1.1 percent of the entire city area. As evident from TABLE 13, industrial designation of land use is extremely low in comparison with other major land uses. This is so because the two

major industries, the Monarch Cement Company and the Humboldt Brick & Tile Company, are located outside of the city limits.

### PUBLIC AND QUASI-PUBLIC

Public and quasi-public uses include public and private schools, churches and fraternal organizations, governmental services, libraries, parks, cemeteries and other related land uses. All together, these uses occupy 31 acres of land, or 6.5 percent of the total developed area, or 3.5 percent of the entire city area.

The amount of public and quasi-public land in Humboldt will increase as new areas of the city are developed.

### STREET AND HIGHWAY RIGHTS-OF-WAY

This classification includes all land devoted to highways, streets and alleys. The total is the difference between the sum of all land parcels and the total area of the community. It represents 43.7 percent of the developed area, or 209 acres. This classification has the largest land use because the community was developed on the square grid type of street system with short blocks. This street system utilized more land per acre for street rights-of-way than any other street patterns.

### RAILROAD RIGHTS-OF-WAY

Humboldt is served by two railroads which occupy an area of 17 acres, or about 3.6 percent of the total developed land, or 1.9 percent of the entire city area. The presence of these railroads will encourage further industrial development for the city, but their presence also creates a physical barrier

for through traffic and establishes problems of interrelating land uses on either side of the railroad rights-of-way.

### UNDEVELOPED AREA

Undeveloped area generally consists of agricultural land, timbered areas, flood plains and vacant land. Humboldt has approximately 402 acres of undeveloped land or about 45.7 percent of the total city area. In other words, developed land accounts for more than 54.3 percent of the total city area.

From the above analysis, it appears that Humboldt is not faced with problems of over-development or overcrowding at the present time. It is clear that the extensive undeveloped land areas in the city should be carefully controlled and guided in an effort to ensure that future development will prevent scattering of mixed land uses and that it will be consistent with established goals and objectives.

## EXISTING LAND USE IN THE HUMBOLDT VICINITY

A survey was also conducted in February of 1974 on an area which is currently within Humboldt's extraterritorial zoning control. This area, within a three-mile radius of Humboldt's boundaries, consists of approximately 20,357 acres of land and water. The existing land use pattern for Humboldt's surrounding area is illustrated on FIGURE 7. Existing land use is categorized by percentage to the entire three-mile radius area and to the developed area within the entire area (TABLE 14).

With 74.6 percent of the land undeveloped, the land use pattern in the surrounding area may be identified as primarily vacant. Residential uses occupy only 0.7 percent of the entire area. Two-family or multi-family dwelling units consist of only one acre. Commercial land uses are insignificant since they occupy only one acre or less than 0.1 percent of the entire area.

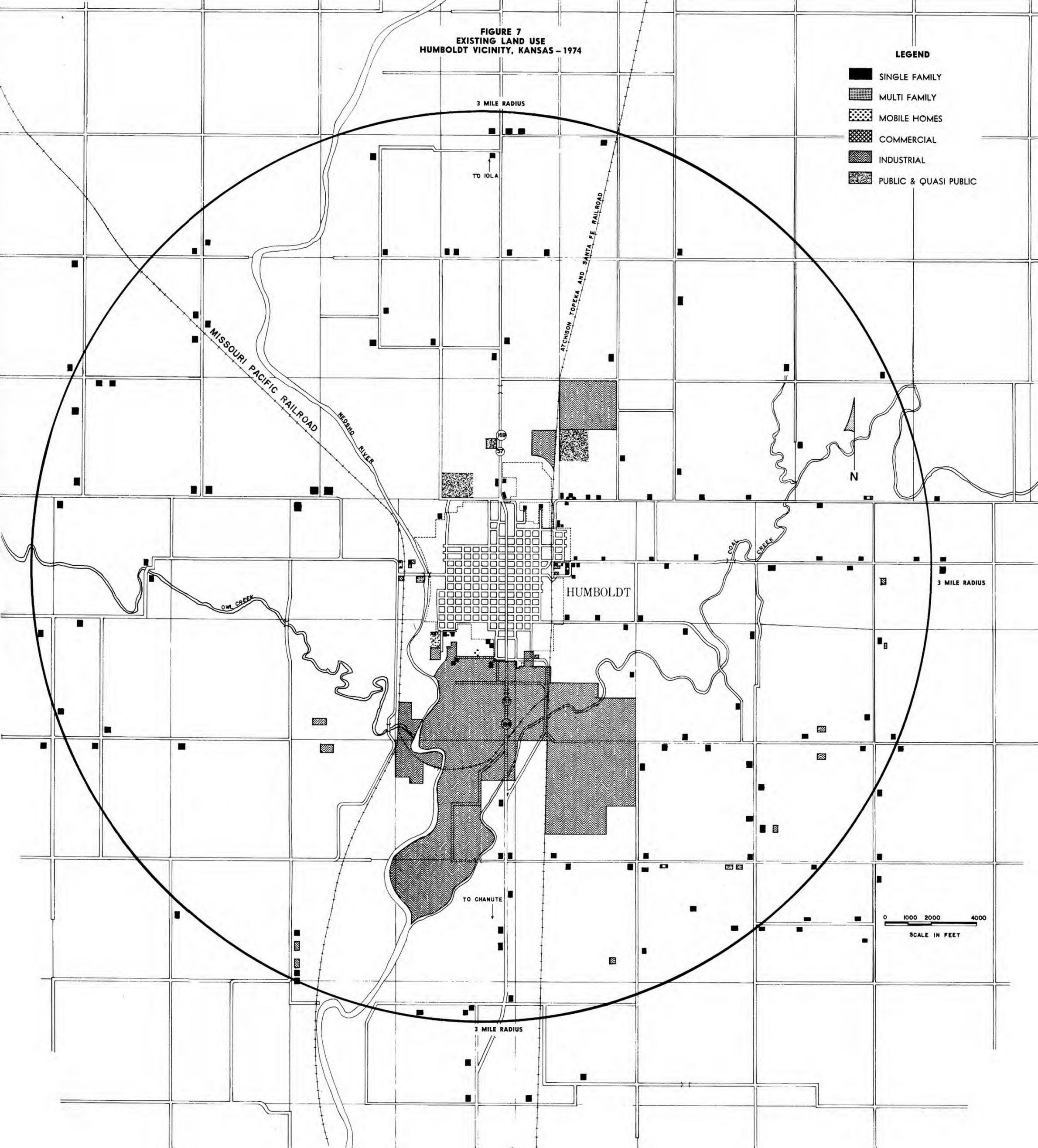
There are approximately 1,689 acres of land in industrial uses in the surrounding area. Industrial land uses consist of 32.7 percent of the developed area or about 8.3 percent of the entire area. It is anticipated that the demand for this type of use will greatly increase in the near future due to the availability of excellent industrial sites within this area.

Public and quasi-public uses occupy approximately 424 acres which constitute 8.2 percent of the developed area or 2.1 percent of the entire area. Total streets and highway rights-of-way occupy 2,821 or 13.9 percent of the entire area. This percentage is relatively low due to the fact that most of the current area is still undeveloped.

FIGURE 7  
EXISTING LAND USE  
HUMBOLDT VICINITY, KANSAS - 1974

LEGEND

-  SINGLE FAMILY
-  MULTI FAMILY
-  MOBILE HOMES
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC & QUASI PUBLIC



The rights-of-way of the two railroads occupy 193 acres of land or 0.9 percent of the entire area. These rail lines are important, and they will become more important to this area in conjunction with the community's policy to encourage industrial growth.

TABLE 14

EXISTING LAND USE TABULATION  
HUMBOLDT VICINITY, KANSAS - 1974

<u>LAND USE CATEGORY</u>	<u>AREA IN ACRES</u>	<u>PERCENT OF DEVELOPED AREA</u>	<u>PERCENT OF TOTAL AREA</u>
Single-Family	33.0	0.6%	0.2%
Multi-Family	1.0	0	0
Mobile Homes	<u>4.0</u>	<u>0.1%</u>	<u>0</u>
Total Residential	38.0	0.7%	0.2%
Total Commercial	1.0	0	0
Total Industrial	1,689.0	32.7%	8.3%
Educational and Cultural	0	0	0
Churches and Fraternal	0	0	0
Governmental Services	0	0	0
Parks and Recreation	36.0	0.7%	0.2%
Water	350.0	6.8%	1.7%
Other	<u>38.0</u>	<u>0.7%</u>	<u>0.2%</u>
Total Public and Quasi-Public	424.0	8.2%	2.1%
Total Streets and Highway R/W	2,821.0	54.7%	13.9%
Total Railroad R/W	<u>193.0</u>	<u>3.7%</u>	<u>0.9%</u>
Total Developed Area	5,166.0	<u>100.0%</u>	25.4%
Total Undeveloped Area	<u>15,191.0</u>		<u>74.6%</u>
Total 3-Mile Area	<u>20,357</u>		<u>100.0%</u>

# Chapter VI

## STREETS AND VEHICULAR TRAFFIC ANALYSIS

## STREETS AND VEHICULAR TRAFFIC ANALYSIS

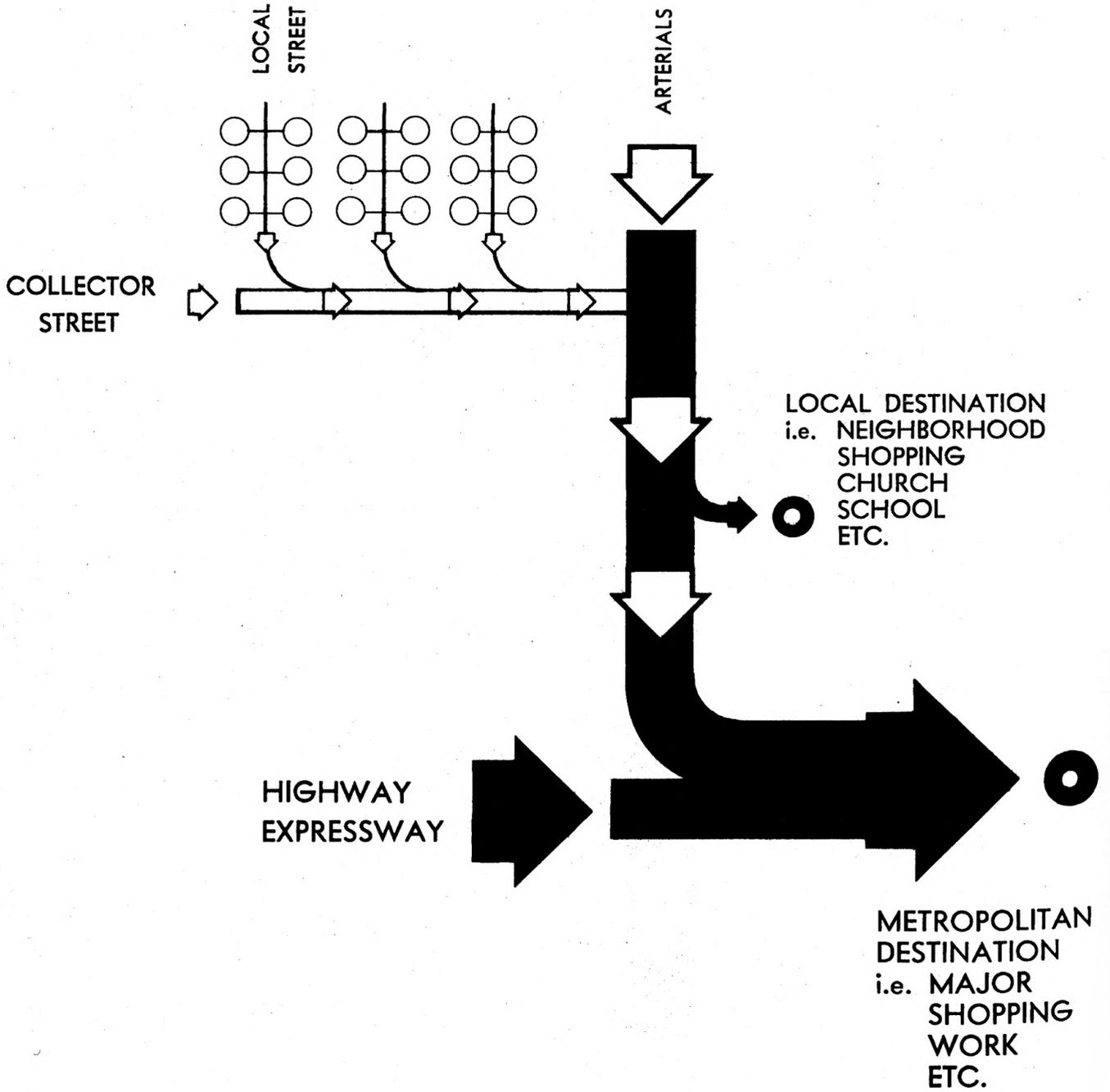
### INTRODUCTION

The street and thoroughfare system is one of the most important structural elements of any city and is a major determinant of the physical shape of the community. This system must be designed and developed as a complete and continuous network throughout a community as well as into the surrounding communities to assure satisfactory movements of people and goods into and within the city. It is also essential to plan thoroughfares in conjunction with land-use planning for a long-range period of time so that growth and development will be orderly. Planning for future facilities will provide rights-of-way and alignments of adequate size and location when they are needed without costly acquisition at a later date. Proper street classification and functions would assure the proper level of services for traffic movement and also the proper residential atmosphere. To attain this level of service, street standards setting forth the various functions should be adopted.

### STREET STANDARDS

Since streets and thoroughfares in any community today are the major transportation facilities, the development of an adequate street and thoroughfare system is most important. Street standards set forth the various functions that streets should perform. FIGURE 8 illustrates in a schematic way the function of well-designed street system. Streets

**FIGURE 8**  
**STREET FUNCTIONS**



generally are classified into four categories depending upon the function of the street.

1. Freeways and/or Expressways

These facilities carry the major flow of through traffic, both inter-regional and intra-regional. They usually are two to eight lanes in width capable of carrying large volumes of traffic at high speeds.

2. Arterial Streets

These streets are generally high volume carriers connecting principal traffic generation points within the community.

Arterial streets also connect with freeways and expressways.

The primary purpose is to move traffic, with serving abutting property a secondary purpose.

3. Collector Streets

These facilities gather traffic from local or residential streets and carry it to arterial streets and highways. Many collectors also serve adjacent property.

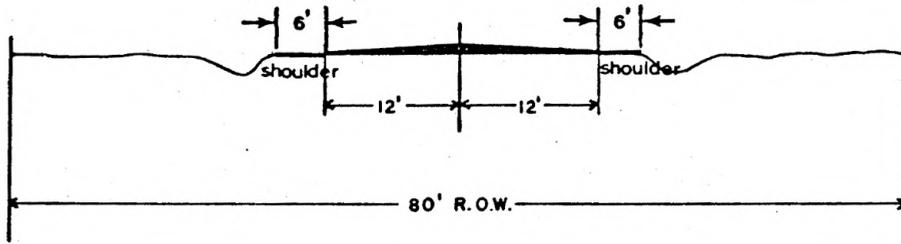
4. Local Streets

These streets provide access to individual properties and carry primarily intra-neighborhood traffic or traffic to or from the neighborhood onto higher classified streets.

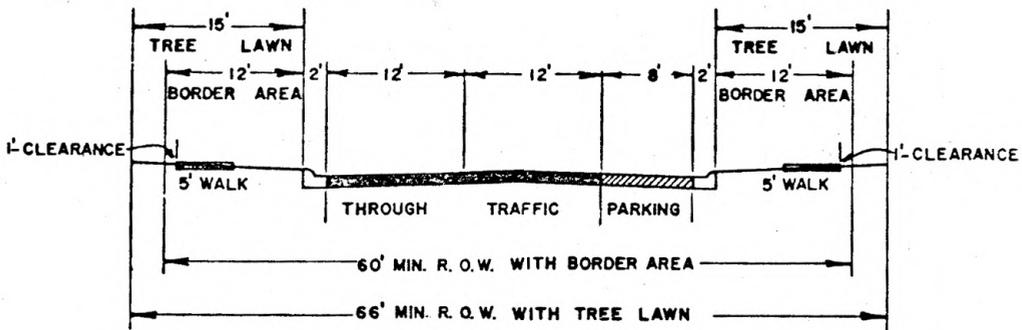
Recommended street standards for Humboldt are shown on FIGURE 9.

**FIGURE 9  
STREET STANDARDS**

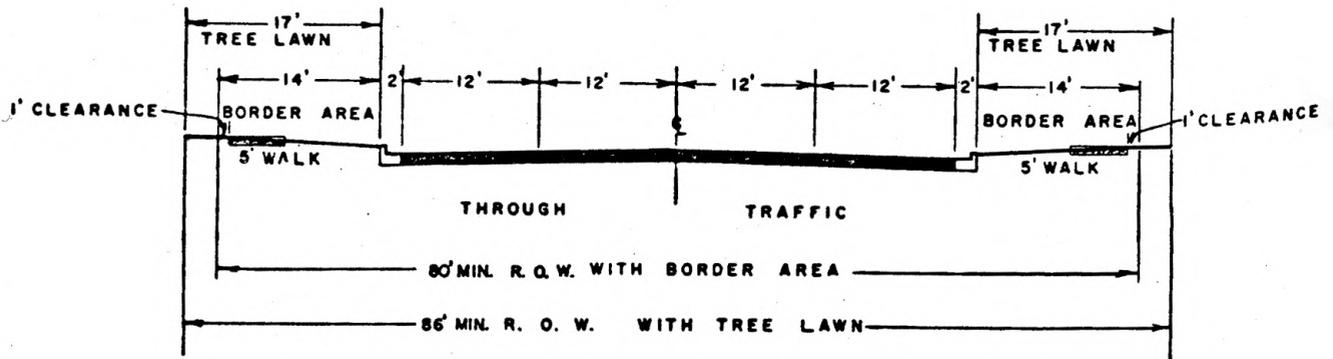
**LOCAL**



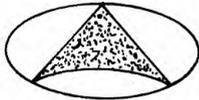
**COLLECTOR**



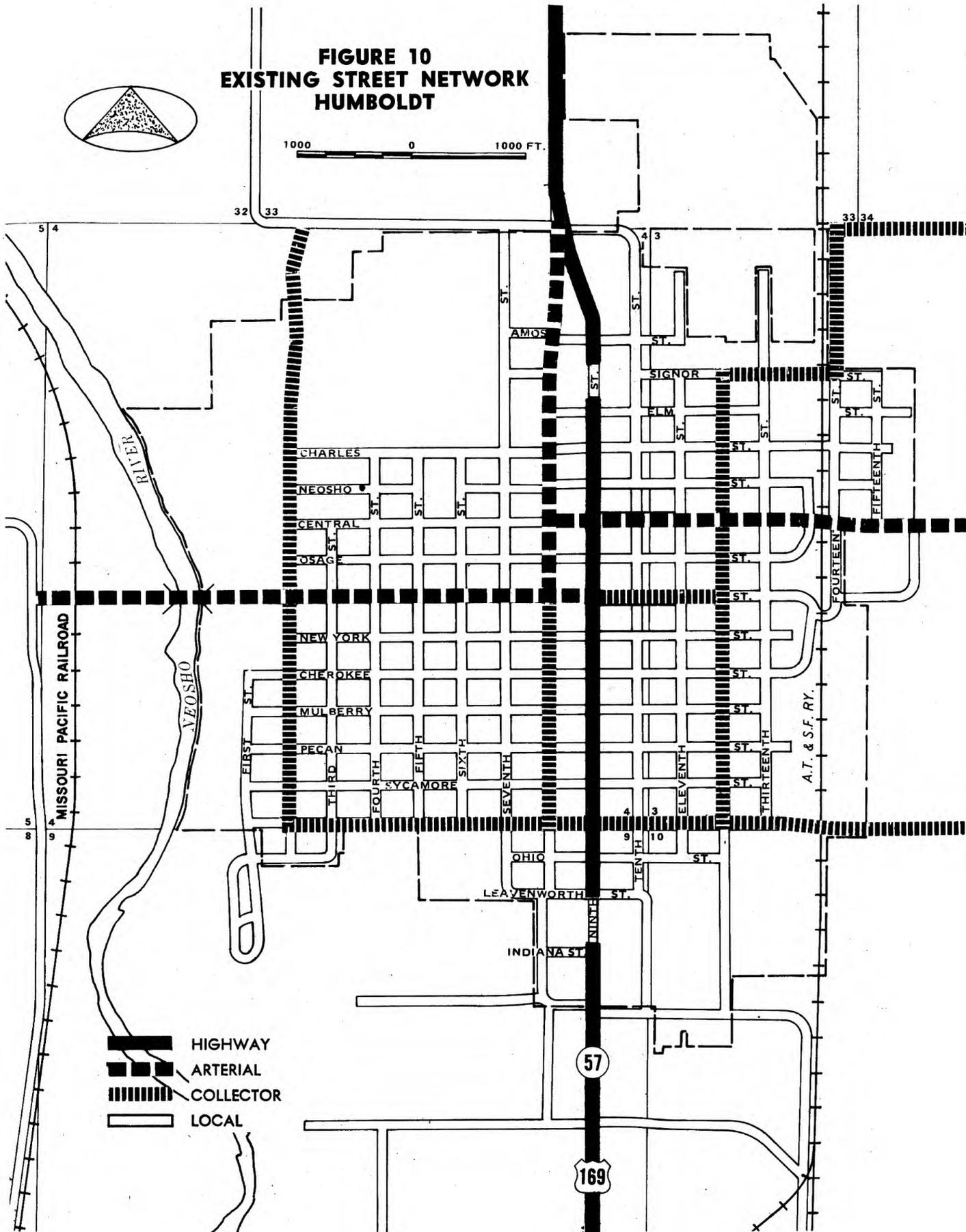
**ARTERIAL**



**FIGURE 10  
EXISTING STREET NETWORK  
HUMBOLDT**



1000 0 1000 FT.



-  HIGHWAY
-  ARTERIAL
-  COLLECTOR
-  LOCAL

57

169

## EXISTING STREET CLASSIFICATION

The highways, major and secondary arterials and collector streets are identified on FIGURE 10, "Existing Street Network." The classification of streets as arterials or collectors was influenced mainly by existing traffic volumes and the function of the facility. If the facility carried volumes completely through Humboldt, more emphasis was placed on classifying it as an arterial street. If the street served only a portion of Humboldt, the facility was placed in the collector category.

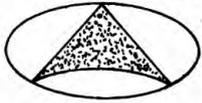
Humboldt is served by U. S. Highway 169 which handles the major volume of north-south traffic and by Bridge-Central Streets which carry the majority of the east-west traffic. Bridge and Central Streets are classified as arterials. Eighth Street, running a north-south direction, is also classified as an arterial street from Bridge Street to U. S. Highway 169.

Seven streets are classified as collectors: (1) Pine Street, from Second Street to East City Limit; (2) Bridge Street, from U. S. Highway 169 to Twelfth Street; (3) Signor Street, from Twelfth Street to Fourteenth Streets; (4) Eighth Street, from Pine Street to Bridge Street; (5) Second Street, from Pine Street to Gay Street; (6) Twelfth Street, from Pine to Signor Street; and (7) Fourteenth Street, from Signor to Northeast City Limit. All remaining streets in Humboldt are classified as local streets.

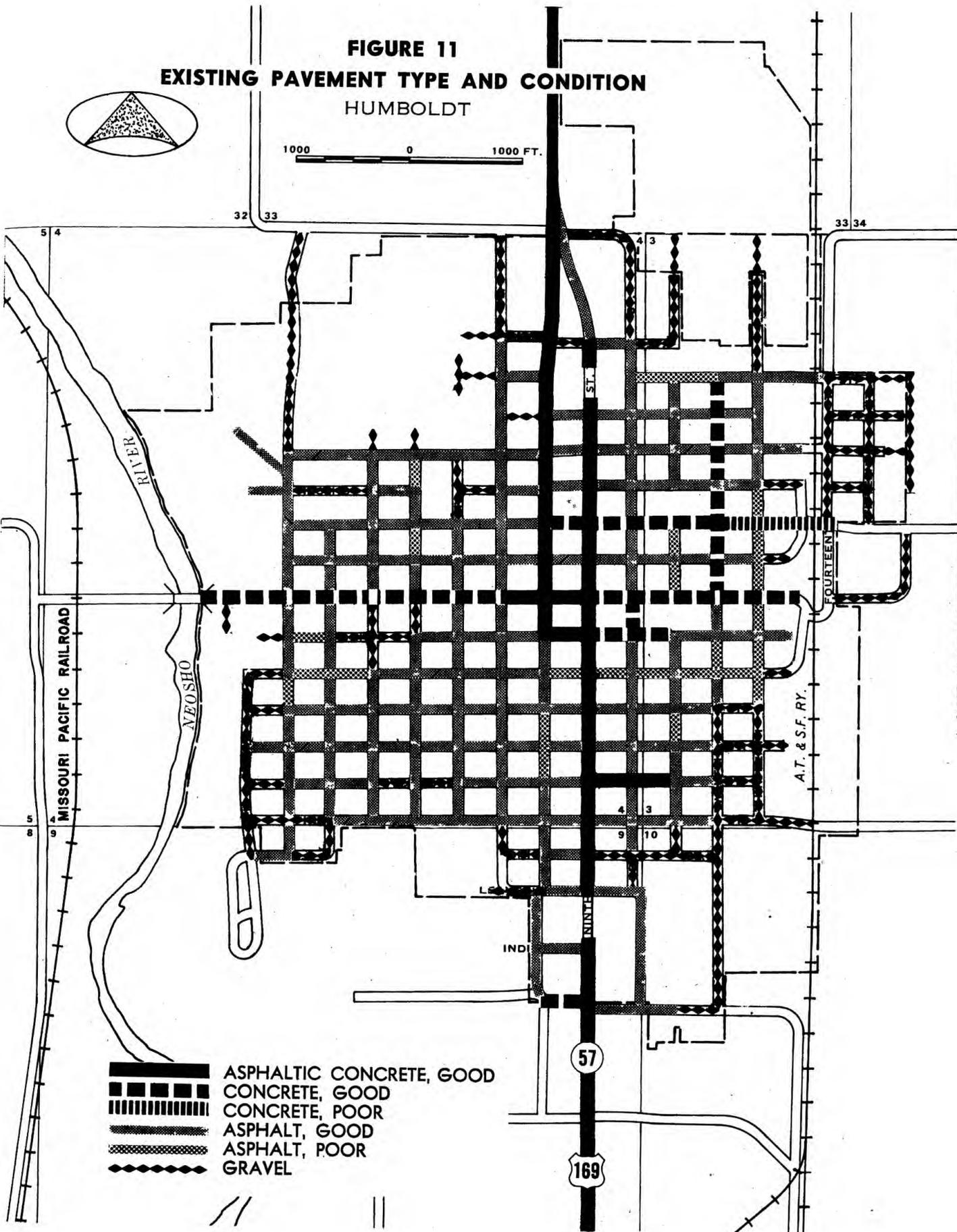
## EXISTING CONDITIONS

Humboldt has approximately 31 miles of roads of which 28 miles are paved roads and three miles are gravel or dirt roads. FIGURE 11,

**FIGURE 11**  
**EXISTING PAVEMENT TYPE AND CONDITION**  
**HUMBOLDT**



1000 0 1000 FT.



-  ASPHALTIC CONCRETE, GOOD
-  CONCRETE, GOOD
-  CONCRETE, POOR
-  ASPHALT, GOOD
-  ASPHALT, POOR
-  GRAVEL

"Existing Pavement Type and Condition," illustrates the general condition of Humboldt's streets. The existing streets vary as to the pavement type and quality. Generally, most streets are in good condition. However, several streets are unpaved and some paved streets are in desperate need of repair. While many of the streets are considered in "good" condition, they are oiled surfaces which require a high level of maintenance. The lack of curbing and guttering in most areas of Humboldt permits rapid breakdown at the surface edge. The extensive use of seal coating has both advantages and disadvantages. It is quite inexpensive to use and creates relatively little loss in street use during improvement. However, seal coating rarely reduces complaints on street conditions, since it is subject to rapid deterioration in surface quality. Regardless of the method of application, chuck holes often reappear within a couple of weeks, depending on traffic load and weather conditions. Its major advantage is that it does provide an all weather surface free of mud or dust. It should not, however, be considered as anything more than temporary surfacing.

Asphaltic concrete as well as portland cement concrete can be used as a permanent street surface. However, it should have shoulder protection, preferably concrete curb and guttering, for a longer life expectancy.

With a few exceptions, the basic street pattern of Humboldt is the typical grid system with four-way intersections. This rigid grid pattern has caused some streets to become cross-town traffic carriers, thereby raising the traffic volumes on these streets. Generally, the arterials

and collectors in Humboldt are narrow and congested due to parking on both sides of the street.

### RECOMMENDATIONS AND PROPOSED IMPROVEMENTS

The recommended street cross sections shown on FIGURE 9 are presented as general guides for the improvement of existing and new streets. The sections include the full range of street types applicable to Humboldt, from minor local street to arterial street. Dimensions given are for guidance in design of pavements, lane lining, and purchase of rights-of-way, but will be subject to modifications in order to suit a particular location.

It is recommended that all existing collector streets designated on FIGURE 10 should be improved and resurfaced when necessary. All streets which are in poor condition should be improved and resurfaced and all gravel and dirt roads should be paved when traffic volumes on these roads increase.

# **Chapter VII**

## **INITIAL HOUSING ELEMENT**

## INITIAL HOUSING ELEMENT

### INTRODUCTION

Since residential development occupies major portions of land use in a community, housing problems and solutions are of major importance. One of the major concerns of families looking for a community in which to reside is the character and quality of the residential neighborhoods of the community. A community that desires to grow and prosper must provide suitable residential development and take care to conserve existing housing and neighborhoods.

Therefore, this report which studies the housing conditions in Humboldt is necessary in preparation of a meaningful comprehensive plan for the community. In addition, the information contained in this report can also be used as an input to special studies on other related topics.

Housing conditions in Humboldt as well as in any other community are subject to deteriorate with age. As housing structures and the neighborhoods they form become older, changes that contribute to the deterioration of the home, the neighborhood and finally the entire community tend to occur.

Numerous causes for such changes include the following:

1. Age and obsolescence of housing structures, many times accelerated by lack of adequate maintenance.
2. Change in the type of occupancy and ownership such as converting large residential structures into several rented rooms or apartments.
3. Excessive crowding of buildings on the land, a result of poor official control and guidance.

4. Conversion of residential structures to other uses such as commercial and industrial.
5. Lack of adequate sanitary facilities.
6. Inadequate or unsafe plumbing, heating, or electrical facilities.
7. Unpleasant or unhealthy environmental factors such as odor, smoke, noise, and objectionable visual features.
8. Lack of sufficient public community facilities such as schools and parks.
9. Unsafe, congested, poorly designed, or otherwise deficient streets.

### EXISTING HOUSING CHARACTERISTICS

The analysis of existing housing characteristics presented in this Chapter is based on U. S. Census of Housing data and on the results of field surveys of the community.

Approximately 41.4 percent of the developed land within the community, about 198 acres, is devoted to housing or in residential use. Single-family houses consist of 92 percent of this acreage, while multi-family structures account for 3 percent. The remaining 5 percent (nine acres) is occupied by mobile homes.

According to 1970 Housing Census, Humboldt had a total of 857 housing units. This figure indicates a loss of only one housing unit in a ten-year period since there were 858 housing units in 1960. From the above analysis, it can be safely concluded that the community's housing stock has stabilized at 857 units within the ten-year period. Total housing stock for the county, however, has decreased by approximately 6 percent within the same time period. Comparative data on total housing units for other communities are shown in TABLE 15.

TABLE 15  
 TOTAL HOUSING UNITS  
 HUMBOLDT AND OTHER PLACES  
 1960-1970

<u>PLACE</u>	<u>1960</u>	<u>1970</u>	<u>Percent Change</u>
Chanute	3,924	4,069	3.7%
Humboldt	858	857	-0.1%
Iola	2,736	2,615	-4.4%
Wamego	896	929	3.7%
Yates Center	840	841	+0.1%
Allen County	6,263	5,884	-6.1%
State of Kansas	740,335	789,196	6.6%

SOURCE: U. S. Census of Housing, 1960, 1970

### Composition of Housing Stock

In 1970, of the total 857 housing units in Humboldt, 803 units (93.7%) were occupied and 54 units (6.3%) were vacant. In evaluating vacant units, it is important to note that the total vacant figure included units which were either abandoned or dilapidated and not suited for habitation. According to 1970 U.S. Census, available vacant units in Humboldt accounted for 20 units or only 2.3 percent of the total housing inventory. This low figure of vacant units obviously did not permit individuals or families an adequate selection in housing.

About 76 percent of the total housing units were owner-occupied. Rental units consisted of only 17.7 percent in 1970. The percentage of owner-occupied units was higher than that of county and state, which were 69.2 percent and 63.7 percent respectively. However, the percentage of rental units in Humboldt, 17.7%, was much lower than that of county and state, which were 21.1% and 28.5% respectively (TABLE 16).

The 1960-1970 trend in owner-occupied, rental and vacant housing units for Humboldt indicates that owner-occupied units are increasing while rental and vacant units are decreasing. This trend conforms generally with the trend for the county. Comparative data in housing for other communities are shown in TABLES 16 and 17.

### Median Values and Number of Rooms of Occupied Housing Units

The median value of owner-occupied housing units in Humboldt was \$7,300 compared with \$6,500 for Allen County and \$12,100 for the State of Kansas. The median number of rooms for all owner-occupied units was 5.3 in 1970. The size of housing is important in that it is a measurement of the

TABLE 16

COMPARISON OF 1970 HOUSING CHARACTERISTICS  
HUMBOLDT AND OTHER PLACES

<u>PLACE</u>	<u>TOTAL HOUSING UNITS</u>	<u>OCCUPIED BY</u>			<u>MEDIAN OWNER HOUSE VALUE</u>	<u>MEDIAN CONTRACT RENT</u>
		<u>OWNER</u>	<u>RENTER</u>	<u>VACANT</u>		
Chanute	4,069	<u>2,671</u> 65.6%	<u>1,147</u> 28.2%	<u>251</u> 6.2%	\$ 9,000.00	\$52.00
Humboldt	857	<u>651</u> 76.0%	<u>152</u> 17.7%	<u>54</u> 6.3%	\$ 7,300.00	\$48.00
Iola	2,615	<u>1,736</u> 66.4%	<u>681</u> 26.0%	<u>198</u> 7.6%	\$ 6,900.00	\$48.00
Wamego	929	<u>654</u> 70.4%	<u>248</u> 26.7%	<u>27</u> 2.9%	\$11,100.00	\$66.00
Yates Center	841	<u>570</u> 67.8%	<u>213</u> 25.3%	<u>58</u> 6.9%	\$ 7,700.00	\$47.00
Allen County	5,884	<u>4,073</u> 69.2%	<u>1,244</u> 21.1%	<u>567</u> 9.7%	\$ 6,500.00	\$46.00
State of Kansas	789,196	<u>502,585</u> 63.7%	<u>224,779</u> 28.5%	<u>61,832</u> 7.8%	\$12,100.00	\$75.00

SOURCE: 1970 U. S. Census of Housing

TABLE 17

TRENDS IN OWNER, RENTER OCCUPIED AND VACANT HOUSING  
HUMBOLDT AND OTHER PLACES  
1960 - 1970

PLACE	OWNER OCCUPIED			RENTER OCCUPIED			VACANT			% TOTAL POPULATION CHANGE
	1960	1970	% Change	1960	1970	% Change	1960	1970	% Change	
Chanute	2,574	2,673	3.8%	1,121	1,145	2.1%	229	251	9.6%	-4.7%
Humboldt	614	651	6.0%	177	152	-14.1%	67	54	-19.4%	-1.6%
Iola	1,724	1,736	0.7%	770	681	-11.6%	242	198	-18.2%	-5.7%
Wamego	526	654	24.3%	268	248	- 7.5%	102	27	-73.5%	+6.1%
Yates Center	570	570	0.0%	218	213	- 2.3%	52	58	11.5%	-5.4%
Allen County	4,049	4,073	0.6%	1,560	1,244	-20.3%	654	567	-13.3%	-8.1%
State of Kansas	463,350	502,585	8.5%	209,549	224,779	7.3%	67,436	61,832	- 8.3%	+3.1%

SOURCE: U. S. Census of Housing, 1960, 1970

adequacy of dwelling units to satisfy the requirements of families of various sizes and compositions.

The median contract rent for all occupied rental units in 1970 was \$48. This rent figure was slightly higher than the \$46 for the county but much lower than the \$75 for the state. The median number of rooms for all occupied rental units was 4.7. TABLE 16 compares various median values of housing units for different communities and places.

### Age of Housing

The relative age of housing in a community is one index of the immediate or long range need for remodeling and rehabilitation. An old community with a great number of old homes is more likely to be in need of an immediate rehabilitation program than is a community with new homes. About 55 percent of all housing units in Humboldt were constructed between 1920 to 1930. This indicates that more than half of the community homes are over 40 years of age. From the "windshield survey" it is found that many of these older structures may require rehabilitation to conform with the community's minimum housing standards.

### General Housing Conditions

General conditions of housing in Humboldt were determined during the land use survey conducted during January of 1974. The classification of structures was administered by the use of the "windshield survey" method, that is, by a survey team traveling all streets by auto and on foot recording from brief exterior observations of the general conditions of residential

structures. Since the conditions of the residential structures were based on exterior appearances, the results would tend to over-rate a number of structures which on the exterior appear sound but which might contain major deficiencies not visible in a cursory survey.

In the field survey, external residential conditions were classified into one of the following three categories:

#### Standard

Houses in this category are structurally sound and well-maintained. However, houses can contain some minor defects which are normally taken care of during the course of regular maintenance. Examples of minor defects include lack of paint, slight damage to porch or steps, loose shingles, and broken gutters or down spouts.

#### Substandard

Structures in this category need more repairs than would be provided in the course of regular maintenance. These structures must be rehabilitated if they are to meet acceptable standards. Generally, such structures are in a bad state of disrepair and contain such major structural defects as cracked foundations, sagging roof lines, damaged or deteriorating chimney, window frames rotting, and extensively damaged, rotting or missing siding and roofing.

#### Dilapidated

Structures in this category have passed the point of reasonable repair. Without a major expenditure of funds, often in excess of their total valuation, such structures cannot be reclaimed and generally

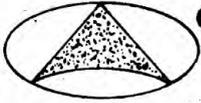
require a total clearance. These structures are aesthetically displeasing and are generally considered to be hazardous to the health, welfare and safety of the community.

General locations of substandard residential structures, dilapidated residential structures, and mobile homes are illustrated on FIGURE 12. TABLE 18, a tabulation of the findings of the 1974 housing survey of the community, indicates that there are a total of 870 residential structures of which 273 structures (31.4%) are substandard, 31 structures (3.6%) are dilapidated, and 105 units (12.0%) are mobile homes. Substandard and dilapidated residential structures consist of about 35 percent of the total housing stock in Humboldt. These substandard and dilapidated residential structures are not concentrated in any single area of the community; they are scattered all over the community.

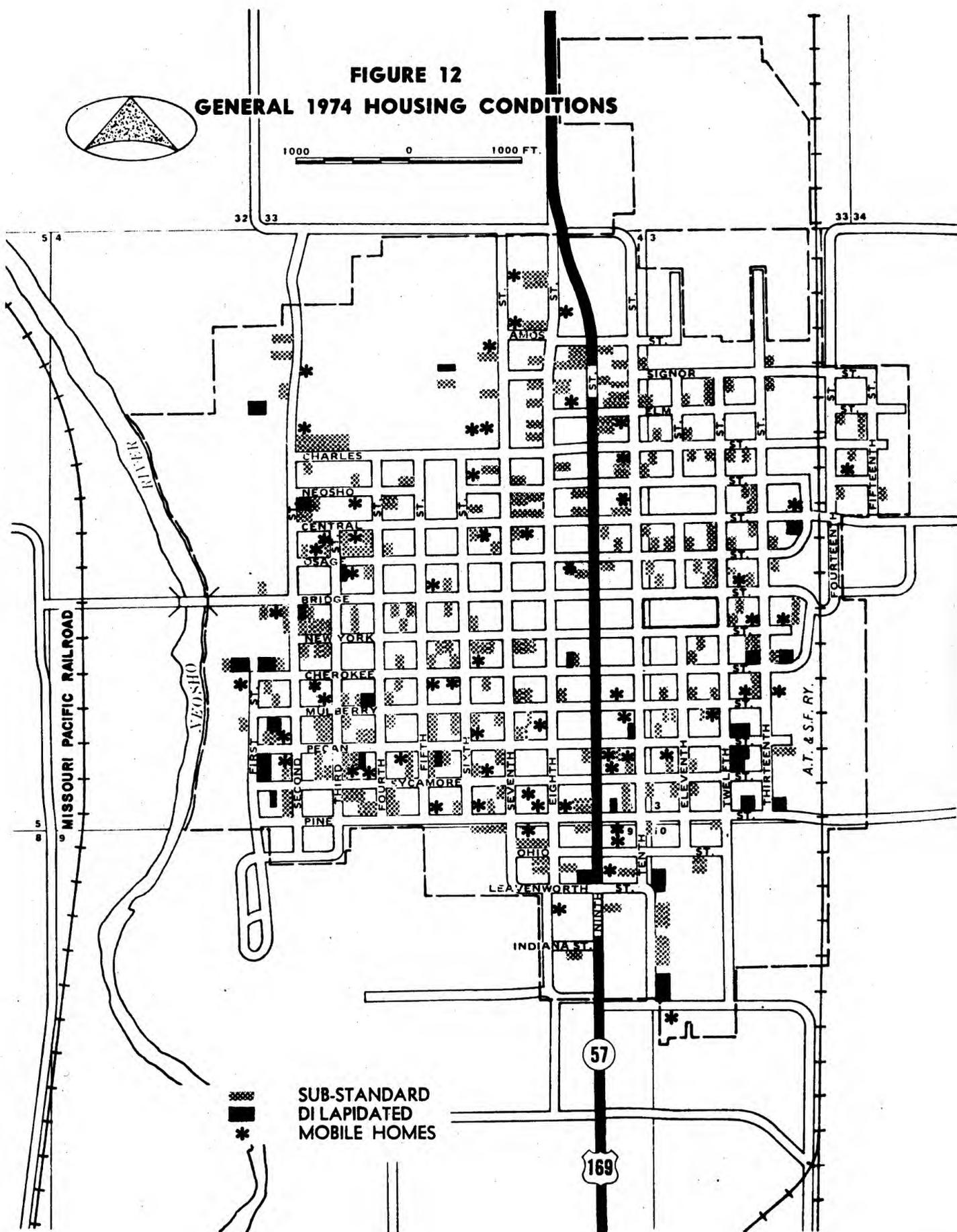
Although many of the substandard and dilapidated structures are quite old and may be too low in value to justify rehabilitation, a number of units can be conserved. But without early remedial action, blight and its associated social problems will continue to lower the quality of the community.

Humboldt is experiencing a phenomenon which is quite typical of the smaller communities in the midwest, and one which has a direct influence on the quality of housing. A significant number of elderly persons reside in single-family homes in the community. The problem is economic---many of these elderly persons lack the financial ability, and often the motivation, to maintain their property at an adequate community standard. Elderly persons may need the assistance of the community itself or that of service

**FIGURE 12  
GENERAL 1974 HOUSING CONDITIONS**



1000 0 1000 FT.



 SUB-STANDARD  
 DILAPIDATED  
 MOBILE HOMES

TABLE 18  
1974 HOUSING SURVEY FINDINGS

<u>HOUSING CONDITION</u>	<u>NUMBER OF STRUCTURES</u>	<u>PERCENT OF TOTAL INVENTORY</u>
Standard	461	53.0%
Substandard	273	31.4%
Dilapidated	31	3.6%
Mobile Homes	<u>105</u>	<u>12.0%</u>
TOTAL	870	100.0%

SOURCE: Windshield Survey, Kansas Department of Economic  
Development

organizations to help keep their property in good condition. Deterioration of the housing stock can become a detriment, not only to a pleasant environment but to the future growth of Humboldt.

Thus, the community should initiate action to forestall future deterioration in the existing residential areas. Such action may be initiated by one or more programs which provide financial aid through low-interest loans and other grants to the homeowner or through programs that provide assistance to the community itself.

### PROJECTION OF HOUSING NEEDS

The need for new housing is correlated to, and primarily dependent upon, the increase of population. Consequently, the population projection for Humboldt is especially important in estimating future housing demands. Information for this projection is derived from the study of the socio-economic profile, past trends in housing production and 1970 Census of Population for Allen County, and more specifically, the Humboldt vicinity. Based on Projection C, the high projection for Humboldt, it is estimated that approximately 315 new dwelling units will be needed by 1985. TABLE 19 presents a projection of the number of dwelling units needed to house the expected population by five-year increments through 1985.

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TABLE 19

TOTAL DWELLING UNIT NEED  
HUMBOLDT, KANSAS

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>
Dwelling Units	857	897	989	1,172
Population	2,249	2,450	2,700	3,200

Of the total 315 new dwelling units projected for 1985, 132 additional units are needed by 1980, and 183 more units are required by 1985. While the total number of new housing starts in the community for the past ten-year period was only 41 units or an average of 4.1 units per year, current housing construction activities in both Iola and Chanute indicate that future housing activity in the Humboldt vicinity is rapidly increasing. TABLE 20 depicts the housing construction trend in Humboldt for the past ten years.

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TABLE 20

NEW HOUSING STARTS 1964-1973  
HUMBOLDT, KANSAS

<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
10	5	1	2	1	5	6	1	4	5

SOURCE: City Clerk's Record, Humboldt

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Statistically the amount of land occupied by multi-family and mobile home units in Humboldt is quite small, but the trend over the past few years has been toward multi-family type of development (predominantly duplexes). This may be attributed to one or two basic factors. The first is a change in living habits occurring throughout the nation. Young individuals and young families are turning more and more to multi-family living for the amenities, services, mobility and the relative lower monthly costs. Many elderly persons are moving to multi-family units to escape the cost and upkeep

problems of the single-family home, made less attractive by the inability of many older persons to adequately care for their property.

The second basic factor contributing to the increase in multi-family living is the present high expense of homeownership, i. e., high interest rates on mortgages and rising construction costs. This situation tends to increase the cost of homeownership more directly than the cost of leasing in a duplex or multi-family apartment complex.

While currently only five percent of the dwellings today are multi-family, this type of housing will probably represent a substantial portion of new construction and could change the housing mix to three-fourths single-family and one-fourth multi-family construction. Based on the standard of an average of four dwelling units per acre for single-family, ten dwelling units per acre for multi-family, 2.73 persons per household, and a projected population of approximately 3,200, Humboldt will need an additional 68 acres for residential use by 1985. At the present time over 402 acres of land are undeveloped. Certainly not all of this land would be suitable to construction nor would it be suitable to residential development. Also, land is needed for the many other land uses. But it seems certain that the community can accommodate the projected population and housing growth. It should be noted here that although 315 dwelling units would accommodate the projected growth, development of units slightly ahead of demand provides a healthy vacancy rate - increasing the measure of choice and, thus, the attractiveness of Humboldt.

## HOUSING PLAN

The general housing characteristics in Humboldt have been discussed and analyzed in previous sections of this Chapter. In this Section, major housing problems will be identified and a six-year action program to solve the identified housing will be proposed.

### Major Housing Problems

As a result of background analyses and field investigations, a listing of major housing problems in Humboldt in the order of their importance can be compiled as follows:

1. Poor housing structures and mobile homes are scattered all over the community. Substandard and dilapidated residential structures consist of about 35 percent of the total housing stock. Mobile homes consist of 12 percent of the total housing stock.
2. There is an inadequate number of rental housing units available to those families needing and desiring such accommodation. The 1970 Census data revealed that there were 152 renter-occupied housing units in Humboldt. This represented only 17.7 percent of the total housing stock. There were only five vacant housing units available for rent. This number obviously cannot satisfy all families needing and desiring rental housing. A diversified range of rental housing types, including low and middle income apartments, should be encouraged.
3. Lending institutions, by and large, prefer to loan money to individuals and development concerns in large towns, rather than in small communities.
4. Qualified builders and craftsmen are becoming very hard to find in rural communities - they have moved to the urban areas and union wage scales.
5. The cost of building, due to the factors mentioned above, can be higher in a rural area because of decreasing demand and low volume.

## Housing Goal and Objectives

### Goal

To promote safe, sanitary and decent housing for all area residents.

### Objectives

To promote thoroughly diversified housing at prices suitable to all income levels.

To plan and develop a better spatial relationship between living and working areas in the community.

To establish and enforce current codes applicable to housing.

To promote and encourage financial assistance from both public and private sectors.

## Recommendations

As Humboldt grows, a better understanding of the conditions that can cause significant housing problems will be necessary along with further detailed study. In order to initiate action to achieve the previously mentioned goal and objectives, the following recommendations should be considered.

A community renewal program should be set up for the purpose of further identifying and delineating housing problem areas to establish priorities for improvement or treatment. It should be noted that the term community renewal should not be construed to mean solely Federally assisted redevelopment, which is only one form of renewal. Voluntary efforts on the part of concerned citizens and local officials to upgrade existing structures might be considered as another form of renewal. Also, the enforcement of existing ordinances, codes and other regulations coupled with the improvement of community facilities will encourage the stability of residential areas.

Proposed improvement or treatment of housing problem areas may be generally described as follows:

Conservation - Repairs of minor nature such as paint, new shingles, bracing, and other work not involving structural changes and not of such expense as to work a financial hardship on the average owner.

Rehabilitation - Major repairs and remodeling such as new foundation walls, new structural members, addition of a room, new siding and other work which will in most cases involve costs high in relation to value and require outside financial assistance in the form of loans.

Spot Clearance - The removal of existing structures because they are sufficiently dilapidated or obsolete as to be economically not feasible to rehabilitate.

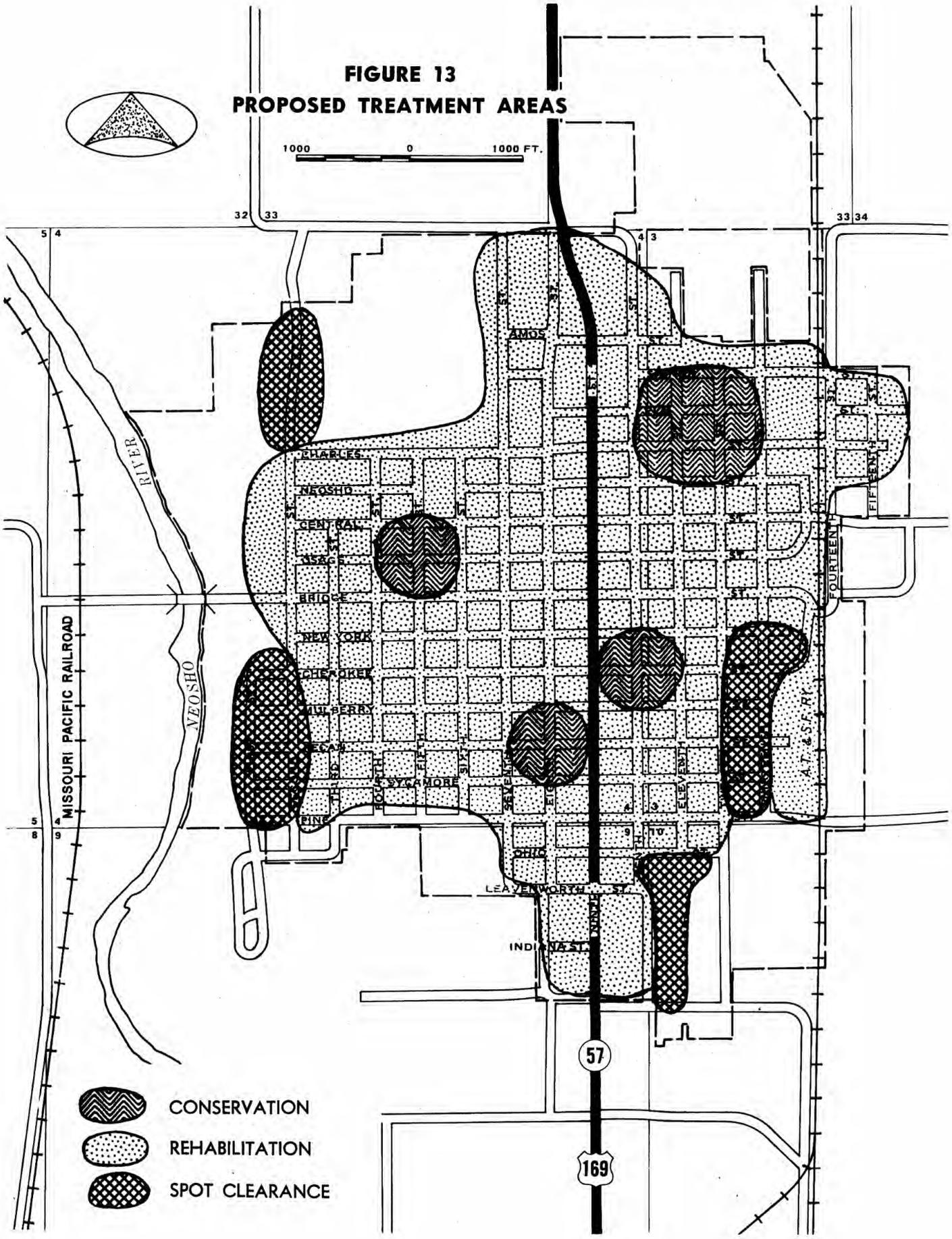
New Development - Construction of completely new housing will be required to accommodate future urban density growth.

Mobile Homes - Recognize mobile homes as a source of low- to moderate-income housing and strictly control their construction quality so that unsafe, unsanitary conditions and overcrowding can be avoided.

FIGURE 13 depicts various areas recommended for treatment in Humboldt. Only general areas are indicated. There may be minor variations within an area. For instance, the spot clearance portions of the plan only suggest a general area in which spot clearance and redevelopment should occur.

**FIGURE 13**  
**PROPOSED TREATMENT AREAS**

1000 0 1000 FT.



-  CONSERVATION
-  REHABILITATION
-  SPOT CLEARANCE

Organized community action programs should be encouraged which will help to improve and maintain the quality of living in all housing areas. These programs could be in the form of city sponsored beautification efforts, annual "clean-up and fix-up" campaigns, private neighborhood group activity, or any other activities that might be effective. In closing, it is important that the above recommendations be incorporated into long range plans so that attention may be continually drawn to the housing situation and compatible redevelopment can be brought about.

# **Chapter VIII**

## **COMMUNITY FACILITIES**

## COMMUNITY FACILITIES

### INTRODUCTION

Community facilities are those elements which serve the inhabitants of a community. In its broadest sense, the term "community facilities" includes churches, clubs, lodges, fair grounds and private recreational facilities as well as schools, parks, government administration buildings, fire and police stations, hospitals and clinics, libraries, and public utility facilities. Community facilities such as churches, clubs, lodges, fair grounds, private recreational facilities and other similar facilities will not be discussed in this report because they are generally not provided through the direct expenditure of public funds. However, it should be remembered that the contribution made by these private community facilities is important with regard to Humboldt's desirability as a place to live.

### SCHOOLS

Humboldt is served by Unified School District 258. The District currently has two elementary schools and one high school. The District has an assessed valuation of \$12,173,797 with a total mill levy of 23.54 during the 1973-74 period. The District's adopted budget is \$629,488.

Currently two public schools, Humboldt Elementary and Humboldt High School, serve students within the community. The total enrollment for these two schools is 734 students.

### Humboldt Elementary School

This school is located at 1100 Central Street and occupies approximately five acres. The school was built in 1963 with later additions in 1967 and 1969. It has 13 general classrooms, a cafeteria, and an auditorium. The average classroom has 900 square feet.

This school provides educational training from Kindergarten through the sixth grade. The present school enrollment is 340 pupils. A staff of 17 instructors and three other employees serve the school. The school has all-weather playground areas for sports and games. Off-street parking spaces are available on the school site.

### Humboldt High School

The High School is located at 1011 Bridge Street and occupies approximately three acres of land. The building was first constructed in 1925 with later additions in 1956 and 1966. This High School has one mobile classroom unit which has been in use for seven years. There are 21 general classrooms, cafeteria, and auditorium. The individual classrooms are quite small; the average classroom has only 600 square feet.

The school has a current enrollment of 394 pupils. It is operated by a staff of 21 teachers and three other school employees. The current educational program covers grades from seventh through the twelfth grade.

By 1975, the school building will be 50 years old. Although the building is structurally in fair condition, most classrooms are too small to permit the flexibility that a contemporary curriculum requires. As Humboldt grows

and the school enrollment increases, School District 258 will have to provide either improved or new school facilities to accommodate the anticipated increase.

### School Standards

While there are no specific rules governing the appropriate design of public schools, certain standards have evolved which are generally recognized by school administrators and planners. These standards are summarized in TABLE 21.

A school should be located close to the geographic center of the district it serves, except sometimes the center of population may be an offsetting factor. Children of elementary school age should not be required to walk farther than one-half to two-thirds of a mile to reach school, and it should not be necessary to provide transportation for elementary students who live within a community. Junior high school pupils should not be required to walk more than one to one and one-fourth miles. In the case of senior high students, walking is of little concern as most of them have access to private transportation.

### Classroom Capacities

Capacity of regular classrooms should not exceed 30 pupils in elementary grades and 28 pupils in junior high schools. Senior high schools require vocational and special classrooms, but classes should not exceed 25 pupils normally. Consideration should be given to teacher-pupil ratios to determine satisfactory classroom capacities.

TABLE 21

## PUBLIC SCHOOL STANDARDS

Type	Walking Distance (Radius)	Enrollment			Site Size
		Maximum	Optimum	Minimum	
Elementary	0.5 miles	1,000	750	300	5 acres + 1 acre/100 students
Junior High	1.5 miles	1,500	1,000	500	15 acres + 1 acre/100 students
Senior High	2.0 miles	3,000	2,000	1,000	25 acres + 1 acre/100 students
Combination Junior-Senior High	2.0 miles	3,000	2,000	1,000	25 acres + 1 acre/100 students

SOURCE: Mid-America Regional Council, Kansas City, Missouri.

### Joint School-Park Ownership

It is desirable to combine school facilities with recreational facilities. Such combinations as the elementary schools and neighborhood parks, and the junior or senior high schools with community parks will often result in the most economical use of a community's physical resources. Also, the combined facility can act as a cultural and social center for the neighborhood.

### PARKS, RECREATION AND OPEN SPACE

Parks, playgrounds and other open space serve as areas in which people carry on active and passive recreation. These activities include anything from a vigorous game of football to just sitting in the sun and talking with friends. Due to increasing incomes, increased population growth, additional leisure time and the increased mobility of the population, demands for recreational activities and the utilization of open space are becoming more and more a necessity rather than a luxury.

### Parks

Currently, Humboldt has four parks and two ball fields totaling 23 acres. Community Park, Humboldt's largest, is located on the southwest corner of the community. This park occupies approximately six acres of land and contains a shelter house, rest rooms, picnic tables and benches, and special children play areas. A second park, Riverside Park, occupies about four acres. Located on the west bank of the Neosho River, Riverside Park has picnic facilities and is an excellent place for fishing.

Cannon Park, located along Ninth between Elm and Charles Streets, contains approximately 1.7 acres. This park has a shelter house, rest rooms, two tennis courts, a softball field, and a large children play area complete with merry-go-round, slide, seesaws and swings. Picnic tables and benches are also available at this park. Located in the city square, along Ninth between Bridge and New York Streets is the fourth park. The City Square Park occupies approximately 1.7 acres and contains a large bandstand.

The Walter Johnson Athletic Field, located along Pine Street between Fifth and Sixth Streets, occupies approximately 6.5 acres. The athletic field was constructed in 1936. It has a large football field with bleachers on one side. A second ball field, George A. Sweatt Park, containing about three acres of land is located on the southeast corner of the community. This field is fenced on four sides and is very well maintained. The field is large enough to accommodate regular baseball games; grandstands are also provided for spectators.

### Recreation and Open Space

In addition to the parks and ball fields, Humboldt has one community swimming pool and a nine-hole public golf course. Humboldt Centennial Pool was constructed in 1957. It has a large pool for adults and a children's wading pool which is separate and fenced in. The pool has dressing areas and rest rooms. Parking area for about 14 cars is also provided. Humboldt's public golf course, a nine-hole sand green course, is located along Gay Street just north of the city boundary.

## Park Standards

Park standards may be used as guidelines in evaluating present facilities and also in estimating future park needs. For a community the size of Humboldt, four types of park facilities are applicable. These park types are listed in TABLE 22 and discussed below.

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TABLE 22  
STANDARDS FOR RECREATION AREAS ,

<u>Type of Area</u>	<u>Acres Per 1, 000 Population</u>	<u>Size of Site (Acres)</u>	
		<u>Ideal</u>	<u>Minimum</u>
Playground	1.5	4	
Neighborhood Park	2.0	14	5
Sub-Community	2.5	49	15
Community	5.0	99	50

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SOURCE: Mid-America Regional Council, Kansas City, Missouri.

The playground which varies in size from 1 lot to 4 acres is primarily intended for children. It is located for convenient access in high density areas and offers space for imaginative play opportunities not found in the home or small back yards. The facility is within convenient, safe walking distance from the majority of dwellings served.

The neighborhood park containing 5 to 14 acres of land is best located adjoining an elementary school in order to provide a recreation center that offers both indoor and outdoor activities. The neighborhood park is designed to serve all age groups.

The sub-community park contains 15 to 49 acres of land. This playfield or athletic field is designed to serve teenagers and adults with various types of recreational activities. The playfield should be centrally located serving several neighborhoods. Ideally, the facility should adjoin or be part of a high school complex utilizing a portion of the area as an athletic field for organized team sports and games.

The community park is a facility large enough to serve a group of neighborhoods. The park should include both indoor and outdoor activities and should meet the needs of all age groups. Very often a high school facility is combined.

Presently, the four parks and two ball fields in Humboldt satisfy the basic requirement for recreational facilities within the community. However, as the community continues to expand in land area and grow in population size, additional park and recreational facilities may be required.

### Cemetery

Mount Hope Cemetery, located just northeast of the city limits, is the only city-township operated cemetery. Currently, it has 40 acres of land of which a large portion is vacant and available for use. Several private cemeteries are located close to Humboldt. There is no foreseeable need for additional cemeteries.

## CITY HALL

Humboldt's city hall, located at the corner of Bridge and Seventh Street, is a one story building. The city hall houses the city clerk's office, a council room, mayor's office, the police department which includes a jail, city judge's office, the fire department, and a social security and welfare office.

Although the building recently has been remodeled and is structurally sound, its floor space is just barely adequate enough to accommodate all of the activities which are occurring there at the present time. Although there is no immediate plan to expand the city hall, it is anticipated that a new city hall might be required in the future.

## Fire and Police

The fire department is housed in city hall. It has space for two fire trucks, an office, and lounge area. The fire department is totally staffed by 18 volunteers which consist of a fire chief, an assistant, and 16 volunteer firemen. Existing equipment includes one 1972 750-gallon pumper truck and one 1964 750-gallon pumper.

At the present time, this fire department provides adequate fire protection for Humboldt. The community's fire protection service is rated by the National Board of Fire Underwriters (NBFU) as Class 7. To achieve Class 8 or lower a community must have an adequate water supply and water distribution system and that the area be within the boundaries of a municipality or district affording fire protection.

The police department is also located in the city hall. The personnel

in the department consists of a police chief and four full-time patrolmen. A reserve officer program has just recently been started. The department has two patrol cars in operation.

Established standards for police protection indicate that there should be 1.75 to 2.00 police personnel per 1,000 population. According to this standard and based on a population of 2,249 persons for 1970, Humboldt should have at least four full-time patrolmen; the community's five-man force should be able to provide adequate protection for the community.

#### MEDICAL FACILITIES

Although Humboldt has no comprehensive public health care facility, it has a privately owned emergency clinic hospital. The community in cooperation with the county operates an ambulance service which can transport patients to a hospital in either Iola or Chanute. The ambulance can reach either city within a ten-minute time. A privately owned ambulance service is also available to the residents of the community.

Humboldt has a community mental health center. The Center is a two-story structure with ten rooms. Located at Ninth Street and New York Street, it is staffed by seven professionals and four non-professionals. The Center was first established in 1962. Its purpose is to assist with marriage, individual, family, and school adjustment problems, or with emotional, mental, and nervous troubles. In 1973 the Center treated 3,389 patients.

## POST OFFICE

The United States Post Office is located at Eighth and New York Streets. This post office, built in 1962, is a three-room structure. It has an area for general public use, a large mail room or work area, and the postmaster's office. Loading and unloading facilities are adequate and there is enough parking spaces for the general public. Since the post office is operating efficiently there is no plan for expansion or changes.

## PUBLIC LIBRARY

Humboldt has a public library which is located on Ninth and Bridge Streets. The building was converted from a creamery to a library in 1940. It is one story, two-room library. The library has a sitting capacity of about 25 persons and 11,000 volumes of books. Although there is currently no plan to expand the existing library or construct a new one, it is recommended that a new library with improved facilities should be constructed in the future.

## COMMUNITY MUSEUM

The Humboldt Historical Society administers the community museum. This museum, located on the northwestern portion of the community and adjacent to the water plant, is a two-story, limestone structure. The structure is well over 100 years old and is considered to be a historical monument. The museum has five rooms and well over 3,000 historical items. The museum also has a storage building which is located about 40 feet south of the museum. This storage building is approximately 30 feet by 55 feet. It is one level and is structured of steel.

## REFUSE COLLECTION AND DISPOSAL

Humboldt has a city refuse collection system. The residential refuse collection service provides one pick-up per week per dwelling unit.

Commercial and industrial refuse is collected daily.

After collection, the refuse is transported to the city owned landfill site located just southwest of Humboldt. Although the landfill site now in operation is generally adequate, it will be closed down by the end of 1974. The present site will be reclaimed and converted into other more suitable uses. By early 1975, Allen County will operate a refuse collection and disposal service. The new landfill site is tentatively proposed to be located in the vicinity of LaHarpe.

## SEWERAGE

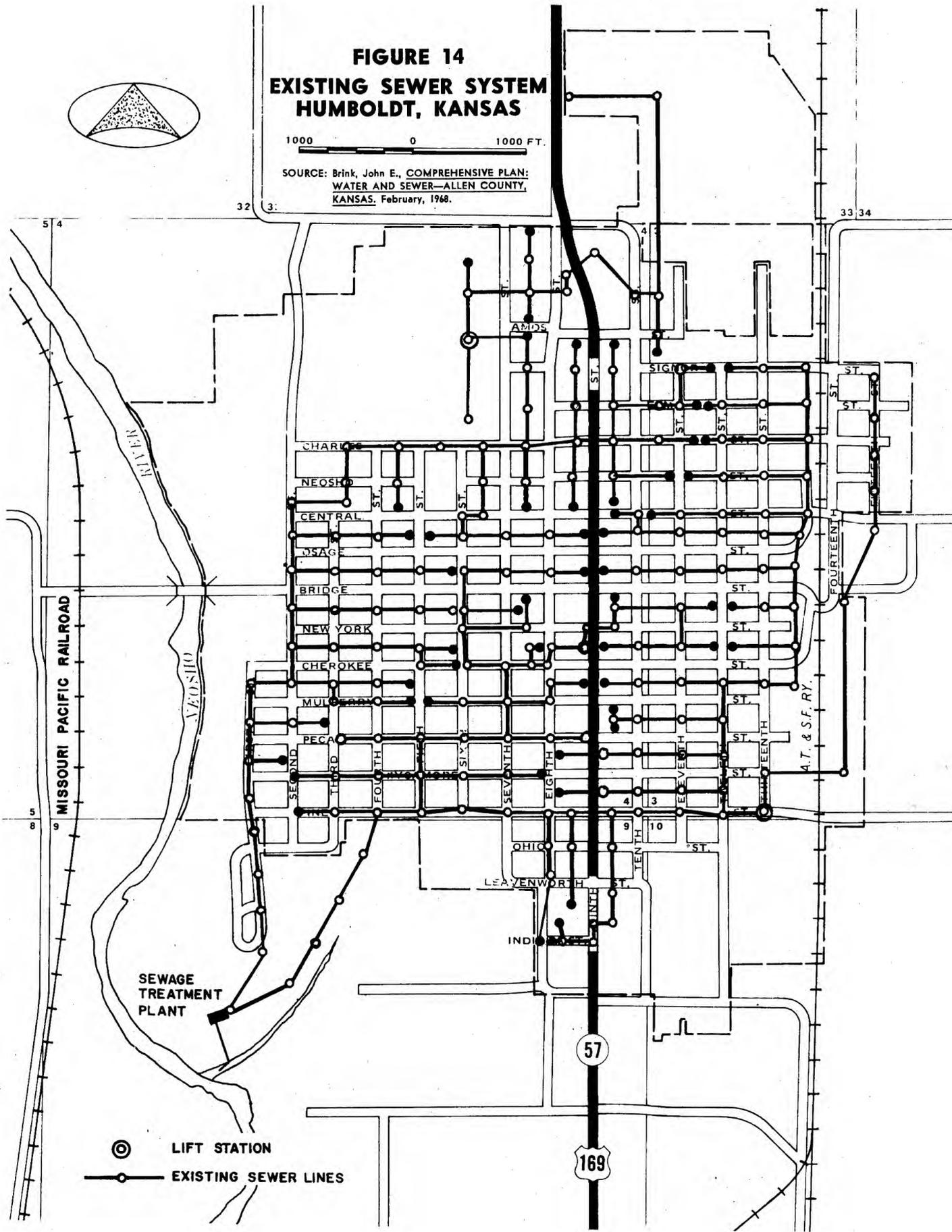
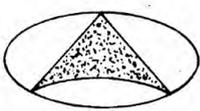
Sanitary sewers are municipally owned and operated. Most of the developed area in Humboldt have access to a central sewage collection system. FIGURE 14 illustrates the existing sewer system for the community and indicates the areas serviced by the system.

The existing sewage treatment plant is located just outside of the city limits in the southwest portion of town. This plant has a total capacity of one million gallons per day. The maximum demand has been 571,000 gallons per day. The current treatment system is adequate and can accommodate the projected population growth for 1985.

# FIGURE 14 EXISTING SEWER SYSTEM HUMBOLDT, KANSAS

1000 0 1000 FT.

SOURCE: Brink, John E., COMPREHENSIVE PLAN:  
WATER AND SEWER—ALLEN COUNTY,  
KANSAS. February, 1968.



⊙ LIFT STATION  
—○— EXISTING SEWER LINES

## WATER

FIGURE 15 illustrates Humboldt's existing water system. The community's municipal water supply is taken from the Neosho River on the west edge of Humboldt. The maximum pumping rate is one million gallons per day or 700 gallons per minute. The maximum demand has been 610,000 gallons per day. Two water towers provide combined storage capacity of 375,000 gallons.

## GAS, ELECTRIC AND TELEPHONE SERVICE

The utility services are provided by private utility companies. As Humboldt continues to grow, it is expected that these companies will be in a position to serve those needs. Each of the companies listed below has its own program of facility expansion, as demands warrant.

Natural Gas - Cities Service Pipeline Company

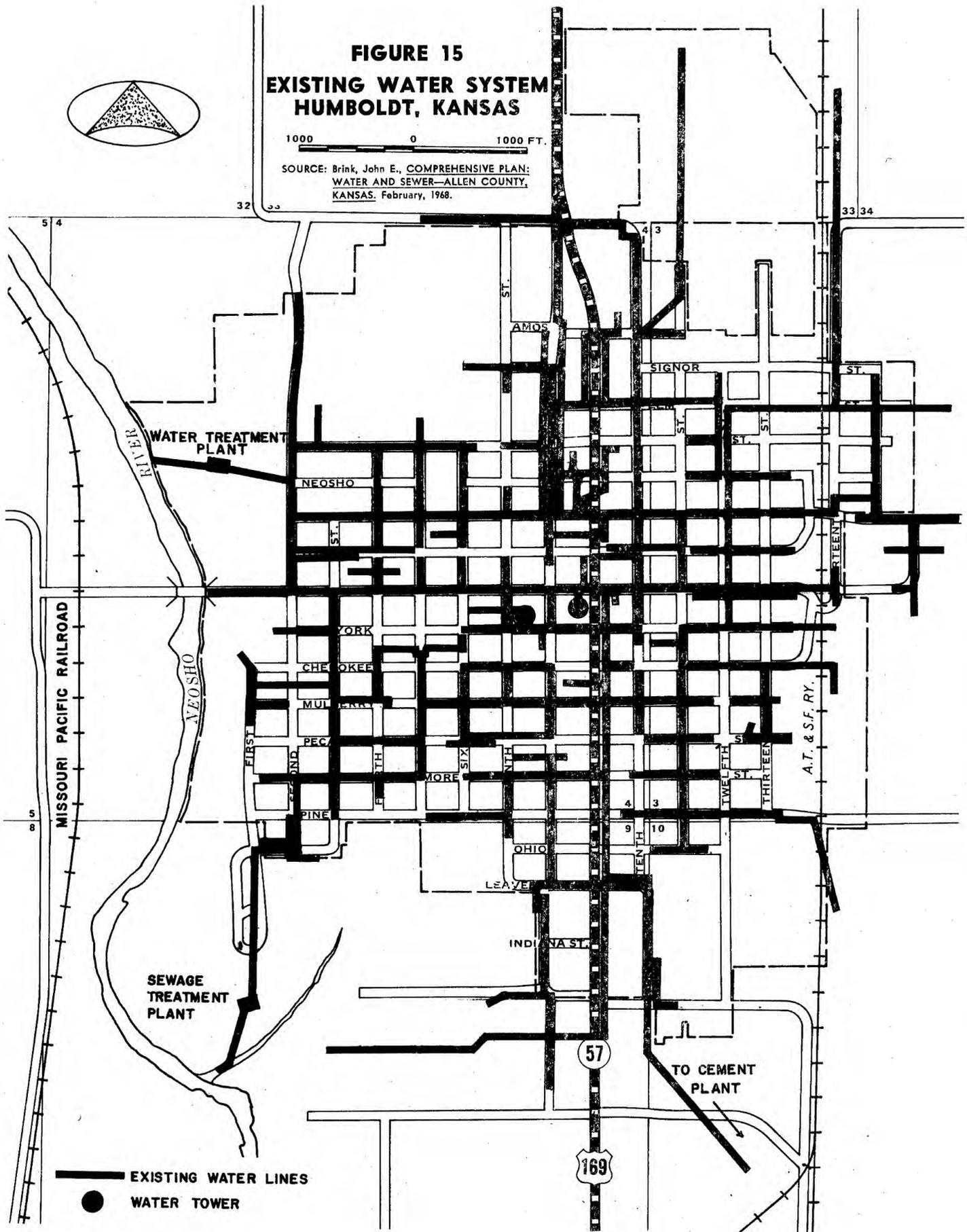
Electricity - Kansas Gas and Electric Company

Telephone - Southwestern Bell Telephone Company

# FIGURE 15 EXISTING WATER SYSTEM HUMBOLDT, KANSAS

1000 0 1000 FT.

SOURCE: Brink, John E., COMPREHENSIVE PLAN:  
WATER AND SEWER—ALLEN COUNTY,  
KANSAS. February, 1968.



**EXISTING WATER LINES**  
**WATER TOWER**

# Chapter IX

## GENERAL LAND USE PLAN

## GENERAL LAND USE PLAN

### INTRODUCTION

The general land use plan for Humboldt is the most important element of the entire comprehensive planning program because this land use plan guides the future development of the community. This plan represents the expected land use requirements of all major land uses, including residential, commercial, industrial, public and quasi-public and transportation network which ties them together into a harmonious whole. It reflects the information derived from various comprehensive planning elements. The land use plan presents a logical pattern of future development which will insure the best possible physical environment for community living and the most economical use of the land.

Essentially, the land use plan embodies recommendations as to how the overall community development should proceed in the future, recognizing past and present trends in physical and economical growth, desirable development standards and local community objectives.

### FACTORS INFLUENCING THE PLAN

Several major factors which will have tremendous influence on the future land use plan have been considered in the delineation of the pattern and intensity of future land uses. They are as follows:

#### Physical Growth Constraints

The Neosho River forms the western boundary of Humboldt, while its corporate limit on the south is coterminous with the property of the Monarch

Cement Company. Therefore, Humboldt's future expansion and development must be limited to the north and east of the current city limits.

### Special Flood Hazard Areas

Two areas within Humboldt, one located along the east bank of the Neosho River and the other located on the extremely northwest portion of the community, have been identified by the Federal Insurance Administration (FIA) of the Department of Housing and Urban Development (HUD) as special flood hazard areas and are subject to periodic flooding from the Neosho River. Unless proper flood control measures are utilized, development within these areas should be restricted only to those land uses that can sustain periodic flooding, cause minimum health hazards, and prevent property and structural damages. Examples of compatible land uses for the flood hazard areas are parks, recreational facilities, drive-in theaters, parking areas, and general farming.

### Vacant Land

Humboldt has approximately 402 acres of undeveloped or vacant land or about 45.7 percent of the total incorporated city area. Although vacant lots are scattered all over the entire community, most of these 402 acres of undeveloped land that are suitable for development are located in the eastern half of the community. Therefore, one of the major influences upon the future land use pattern will result from the development of this vacant land.

### Existing Deteriorating Areas

Substandard and dilapidated housing structures consist of approximately

35 percent of all residential structures. These structures are scattered all over the community but four areas of concentration do exist. These areas are generally (1) along Second Street from Charles Street to the north city limit, (2) on the southwest corner of the community, (3) immediately north of the George A. Sweatt Park and along Tenth Street from Tank Farm Road to Ohio Street, and (4) immediately west of the Atchison, Topeka, and Santa Fe Railroad and along Thirteenth Street from Pine Street to New York Street. These areas, which are considerably limited in number and size, offer some potential for redevelopment. With proper treatment, these areas can strengthen and enhance the overall development of the community.

#### Mobile Homes

In 1974, the community has approximately 105 mobile homes located in 60 sites. Mobile homes occupy about nine acres of land or two percent of the developed area. They consist of 12 percent of the total residential structures in Humboldt.

Mobile homes must be recognized as a major source of low- to moderate-income housing. Since mobile home is intended for residential use, an area lacking the qualities necessary for residential purposes should be considered unsuitable for mobile homes. However, mobile homes possess special characteristics which warrant careful control of their construction and proper planning of their location. They involve potential hazards to public health if not properly sited and supplied with utilities and sanitary facilities. Mobile homes scattered promiscuously throughout the residential area of Humboldt

might well stunt its growth and certainly stifle development of an area for residential purposes.

#### Existing Thoroughfare System

The existing thoroughfare system, which will remain mostly unchanged throughout the planning period (1974-1985), will have a significant influence upon the type and intensity of the use of adjoining land. Thoroughfares anticipated to exert the greatest influence are existing U.S. Highway 169, proposed U.S. Highway 169, proposed Kansas Highway 224 and Bridge Street.

#### Central Business District

Humboldt lacks an effective central business district because structural deterioration and blight exist in most of the commercial buildings along Bridge Street. Some of the commercial buildings have outlived their usefulness and should either be rehabilitated or replaced. Strip commercial has developed along U.S. Highway 169. The numerous curb cuts along U. S. Highway 169 have created hazardous intersections.

#### LAND-USE PLANNING POLICIES

An essential part of the Humboldt planning program is the identification and statement of planning policies with regard to future development of the community. These policy statements are used as general guidelines to formulate the future land use plan. These policies could also be used as official guidelines by the members of the Humboldt City Council and the Planning and Zoning Board. Policy statements enunciated in the following pages are derived from the goals and objectives of the community.

### Residential Land Development

- Allocate land for future population in a manner consistent with projected planning needs.
- Designate sites for residential uses which are free from extreme topographical or locational hazards.
- Join new residential development to presently developed areas to avoid the costly and undesirable consequences of scattered subdivisions.
- Provide the proper level of services (drainage, sewerage, fire and police protection, etc.) which is adequate to serve the potential needs of planned residential areas.
- Locate higher-density development in inlying locations with low-density development located in outlying locations adjacent to built-up areas where urban services are available.
- Prevent the development of those land-use activities within and in close proximity to residential areas which will produce potential nuisances and hazards in regard to smoke, noise, traffic generation, dust, air pollution and fire hazards.
- Provide adequate open space in and between planned residential areas and promote pleasing site arrangements in all residential areas.
- Protect residential areas from incompatible uses.

### Commercial Land Development

- Allocate land for commercial activities sufficient to support and serve the projected population.
- Designate sites for commercial uses which are free from extreme topographical or locational hazards.
- Properly relate commercial areas to those land use activities, services and facilities that will complement and enhance the economic stability of the areas.
- Improve the market for commercial goods and services by providing convenient access routes, adequate off-street parking and encouragement of well-designed close-in residential developments.

- Restrict strip commercial development along major highways and streets because of increased traffic congestion, reduction of land values to adjacent residential lands and the lack of control as where to terminate such strip developments.

#### Industrial Land Development

- Allocate land for industrial use in excess of projected needs in order to insure a good choice of sites and to permit low-density industrial development.
- Designate sites for industrial uses which are free from extreme topographical or locational hazards.
- Provide for the planned expansion and consolidation of existing industrial areas and the development of planned new industrial areas of a size and scale and intensity of development which will permit maximum economy and efficiency in the utilization of existing and proposed utility and service facilities.
- Locate industry in close proximity to other land uses which have similar levels of utility and service requirements.
- Protect and preserve industrial sites which are not yet ripe for development until such time when there is a need for these sites.
- Protect industrial sites from encroachment by non-industrial urban uses, especially residential.
- Insure the development of well-defined industrial areas, (e.g., industrial parks) with proper landscaping and architecturally pleasing site arrangement.

#### Public & Quasi-Public Development

- Reserve sites for public and quasi-public uses well in advance of urban development to insure economy in the site acquisition.
- Designate sites for public buildings that can accommodate expansion.
- Designate sites for public and quasi-public uses which are free from extreme topographical or locational hazards.
- Designate areas of the city unsuitable for growth, such as steep slopes, rock outcroppings, bluffs and flood plains as conservancy districts or left for open space.

### Street and Highway Development

- Use the design of the transportation network to shape the urban development of the city.
- Separate different or incompatible land-use areas by wide rights-of-way of major streets.
- Provide pedestrian walkways and sidewalks within neighborhoods along major streets where required for public safety.
- Provide convenient access to all developed or readily developable property in the area.

### 1985 LAND USE PLAN

Two major factors used in estimating future land use needs are population and economic projections. Since such factors as economic depressions, wars and local interest in promoting growth will influence the rate of population change, it can not be accurately estimated how large a community will be at a certain time. However, it can be assumed that if the population reaches a certain level, certain amounts of land will be required to accommodate that population.

As indicated in Chapter III, Population Analysis and Projection, Humboldt will experience a population of between 2,170 and 3,200 persons by 1985. These projections may be reached previous to or after 1985. In fact, land use demands will be directly related to the size of the population, not the target year of the projection. However, for projection purposes, a definite planning period and target year must be established.

Based on a maximum population of 3,200 persons, general land use projections were made for each type of land use for Humboldt. The various

land uses by category are illustrated graphically on FIGURE 16 and shown quantitatively in TABLE 23. To support a population of 3,200 persons, it is projected that the community will have to provide approximately 253 additional acres of developed land.

### Residential

Four categories of residential land uses are designated in the future land use plan:

1. Residential Reserve

Land in this category is expected to remain in agricultural cultivation or as general vacant land throughout the duration of this planning period (1974-1985), but it is anticipated that this land will be converted into residential development beyond 1985.

2. Single-Family Residential

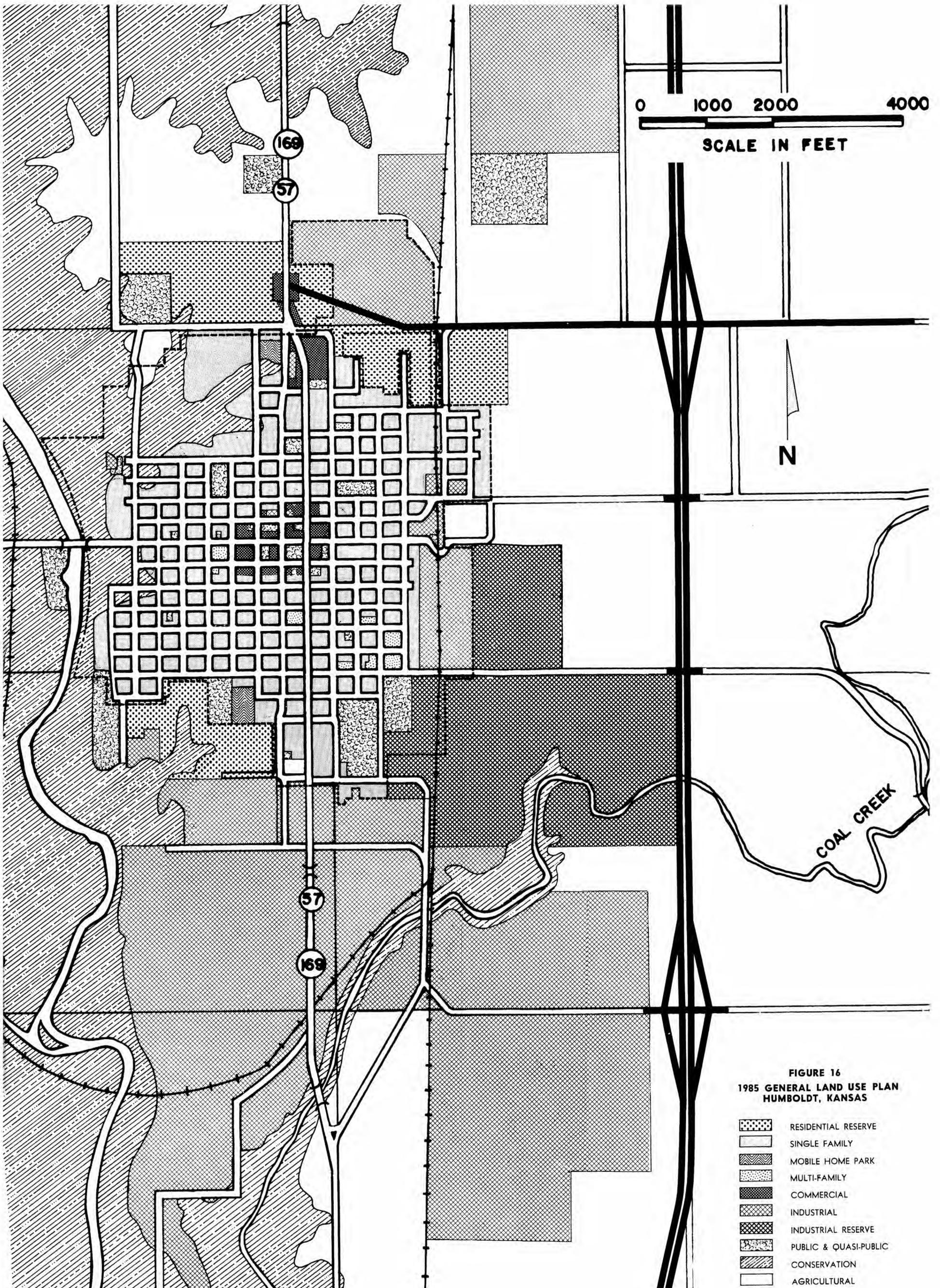
Land in this category is designated for large and detached single-family development. The average overall density is four dwelling units per acre or about 11 persons per acre.

3. Mobile Home Parks

Land in this category is designated for low density mobile home parks. The average overall density is seven dwelling units per acre or approximately 19 persons per acre.

4. Multi-Family Residential

Land in this category is designated for high density residential development. The average overall density is ten dwelling units per acre or 27 persons per acre.



**FIGURE 16**  
**1985 GENERAL LAND USE PLAN**  
**HUMBOLDT, KANSAS**

-  RESIDENTIAL RESERVE
-  SINGLE FAMILY
-  MOBILE HOME PARK
-  MULTI-FAMILY
-  COMMERCIAL
-  INDUSTRIAL
-  INDUSTRIAL RESERVE
-  PUBLIC & QUASI-PUBLIC
-  CONSERVATION
-  AGRICULTURAL

TABLE 23  
1985 LAND USE PROJECTIONS

Land Use	Existing Land Use	Additional Acres 1985	Total Acres 1985
Residential			
Single Family	187	58.5	245.5
Multi-Family	6	4.5	10.5
Mobile Homes	9	5.0	14.0
Commercial	13	13.0	26.0
Industrial	10	100.0	110.0
Public & Quasi-Public	27	29.0	56.0
Streets, Highways & Railroad R/W	226	43.0	269.0
Total Developed Area	478	253.0	731.0
Conservation Open Space	0	125.0	125.0
Agricultural & Vacant Land	402	--	24.0
Total Undeveloped Area	402	--	149.0
Total City Area	880	--	880.0

The population of Humboldt will increase by 951 persons if the population reaches 3,200 persons by 1985. Taking into consideration the 1970 dwelling units of 857 and assuming that there will be an average of 2.73 persons per dwelling unit, a total of 315 new dwelling units will be required to accommodate the increased population.

For projection purposes, it is estimated that 75 percent of all new units constructed will be for single-family uses and 25 percent will be for multi-family uses. It is also assumed that approximately 45 percent of the

multi-family dwelling units will be mobile homes. Of the total 315 dwelling units needed by 1985, 235 additional units are required for single-family uses, 35 additional units are required for mobile home uses, and 45 additional units are required for multi-family uses. It is also estimated that there will be a demand for an additional 38.5 net acres for single-family uses, 5 additional net acres for mobile home uses, and 4.5 additional net acres for multi-family uses resulting in a total of 68 net acres. The acreages discussed above are net acres and do not include any other land use.

Two locations, the unincorporated area on the northeast corner of the community just west of the Atchison, Topeka & Santa Fe Railroad and the area immediately south of the Humboldt Centennial Pool, are designated on the Plan for residential reserve. These areas will be used for future residential growth in the time period beyond 1985.

Future single-family residential growth is expected to occur throughout the community wherever vacant lots are available for development. However, three specific sites which will experience the heaviest growth are (1) in the area just north of Central Street and bounded by Thirteenth Street on the west, Signor Street on the north, and the city limit on the east, (2) in the area just south of Pine Street and bounded by Ninth Street on the west and Twelfth Street on the east, and (3) in the area just south of Gay Street and west of Seventh Street.

Future multi-family development is proposed (1) in the city block bounded by Bridge Street on the north, Sixth Street on the east, New York Street on the south, and Fifth Street on the west and (2) in the two-city block area bounded by Pecan Street on the north, Thirteenth Street on the east, Pine

Street on the south, and Twelfth Street on the west. A total of 4.5 acres is planned for multi-family residential development.

The Plan proposes two mobile home park sites totalling approximately five acres. These sites are located in an area just north of Amos Street and bounded by Eighth Street on the east and Seventh Street on the west and in an area just south of Pine Street and east of the Walter Johnson Athletic Field.

### Commercial

Commercial needs of Humboldt fall into two basic categories, namely, "intensive" and "extensive". Intensive commercial relates to shopping facilities normally associated with the central business district or the modern shopping center. The extensive commercial includes commercial establishments which require a much higher proportion of land area and which are more highway and automotive related than the shopping centers.

The Plan projects that an additional 13 acres of commercial land will be required by 1985. As indicated on FIGURE 16, most of this new land has been utilized to expand the existing Central Business District (CBD) in Humboldt. Currently the community has a weak CBD. Humboldt's CBD is confronted with the problems of incompatible mixed land uses, decaying commercial buildings, and vacant structures. Coupled with these problems is the increasing competition from the Iola and Chanute CBDs.

The degree to which existing CBD will survive and grow depends upon the ability of this community to strengthen its trade advantage and to minimize its disadvantages. The suggested functions of Humboldt CBD should be:

- \*To serve as the principal source in fulfilling the community's shopping needs.
- \*To provide the basic supply of both commercial and public entertainment services.
- \*To provide space for governmental and business office functions.
- \*To provide for cultural and aesthetic facilities and services.
- \*To provide for the social needs of the community such as club and organizational meeting facilities.
- \*To provide a focal point for drawing together those with common interests.

In order to expand, redevelop and revitalize the existing CBD, the Plan proposes that planned commercial establishments should be built within a fourteen-block area along Bridge Street from Tenth Street on the east to Sixth Street on the west and along Ninth Street from Cherokee Street on the south to Central Street on the north.

It is recommended that commercial development along existing U. S. Highway 169, north of Amos Street, be restricted to only extensive commercial development. Strip commercial development along the existing U. S. Highway 169, south of Amos Street and outside of the CBD area, should also be restricted because of inadequate off-street parking spaces and also because on-street parking would create traffic congestion.

Along with expansion of the existing CBD, deteriorating commercial buildings in this area should be rehabilitated and ground floor space modernized in order to make this commercial district more competitive and attractive to prospective shoppers. It is recommended that the facades of these buildings should be restored in such a manner to make them compatible with one another and to constitute unified, yet varied appearance.

Buildings should be repainted with established color scheme. This does not necessarily mean they should be all the same color, but harmonious enough to overcome the existing, chaotic appearance.

Commercial signs must fulfill their main purpose of identification and advertising, but they, like the colors of structures, should be part of a master scheme to enhance harmony and eliminate chaotic appearance.

Deteriorated sidewalks should be repaired or improved with strong consideration given to a decorative sidewalk material such as exposed aggregate concrete. Planting, such as small evergreen trees in pots or boxes, would create a pleasant atmosphere, but plant material should be carefully selected to suit the micro-climate of the Humboldt area.

### Industrial

Humboldt possesses several major assets which are vital in attracting industrial development. The community has an abundance of sites which are ideal for industrial development. Relocated U.S. Highway 169 provides excellent highway transportation for the community. Two railroads, the Atchison, Topeka & Santa Fe and the Missouri Pacific provide freight services to the area.

Future industrial development is proposed to be located at two sites within the community: the 70-acre area located in the extreme northeast corner of the community and just west of the Atchison, Topeka & Santa Fe Railroad, and the 30-acre area located in the southeast portion of the community along both sides of the Atchison, Topeka & Santa Fe Railroad. These two sites contain approximately 100 acres of industrial development

which, at an average employment density of eight employees per acre, is sufficient to accommodate a labor force of some 800 persons.

In addition to the two designated industrial sites, FIGURE 16 also illustrates that an area located on the extreme southeast corner of the community is proposed to be held in industrial reserve. This area contains approximately 313 acres. Only 28 acres of this land are presently within the city limits of Humboldt.

### Public and Quasi-Public

Public and quasi-public uses consist of those community facilities which provide for the basic needs of the citizens. These facilities generally include schools, parks, governmental services, utilities and other related uses.

Schools fulfill educational needs and have to be conveniently located in relation to the children they serve. Parks fulfill the recreational needs of people of all ages and should also be located convenient to the people they serve in direct relation to their purpose. Governmental facilities, however, are situated to function efficiently. Therefore, the services provided do not require the same relationship to the people as do schools and parks, but, nevertheless, they are an important consideration because they are more apt to serve rather than provide use.

It is estimated in the Plan that some 29 additional acres will be required for public and quasi-public uses. To accommodate a population increase of 951 persons, the Plan recommends the development of one new junior-senior high school, a new library, and a new neighborhood park.

It is anticipated that a new junior-senior high school will need to be constructed in the general area to the south of Ohio Street and along Tenth Street, during the latter part of the planning period. In order to support an optimum enrollment of 800 students, the new school site should contain at least 16 acres. It is also recommended that the George A. Sweatt Park be used in conjunction with the school. The combined use of park and school facilities will result in the most economical utilization of the community physical resources.

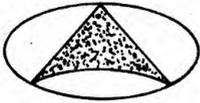
A new library is recommended for Humboldt. It is suggested that this library be located along Osage Street and just west of Eighth Street. The library should contain approximately one acre of land and have a minimum book stock of 25,000 volumes.

Based on a projected population of 3,200 persons for 1985 and recommended park standard of 11 acres per 1,000 population for urban type parks, 12 additional acres of park land will be required. The Plan proposes that a 12-acre neighborhood park be built in an area just south of Pine and immediately east of the proposed, new junior-senior high school. The proposed park is located on an ideal site. It could serve as a buffer zone between the residential area and the proposed industrial area, and its facilities could be used by the students of the school.

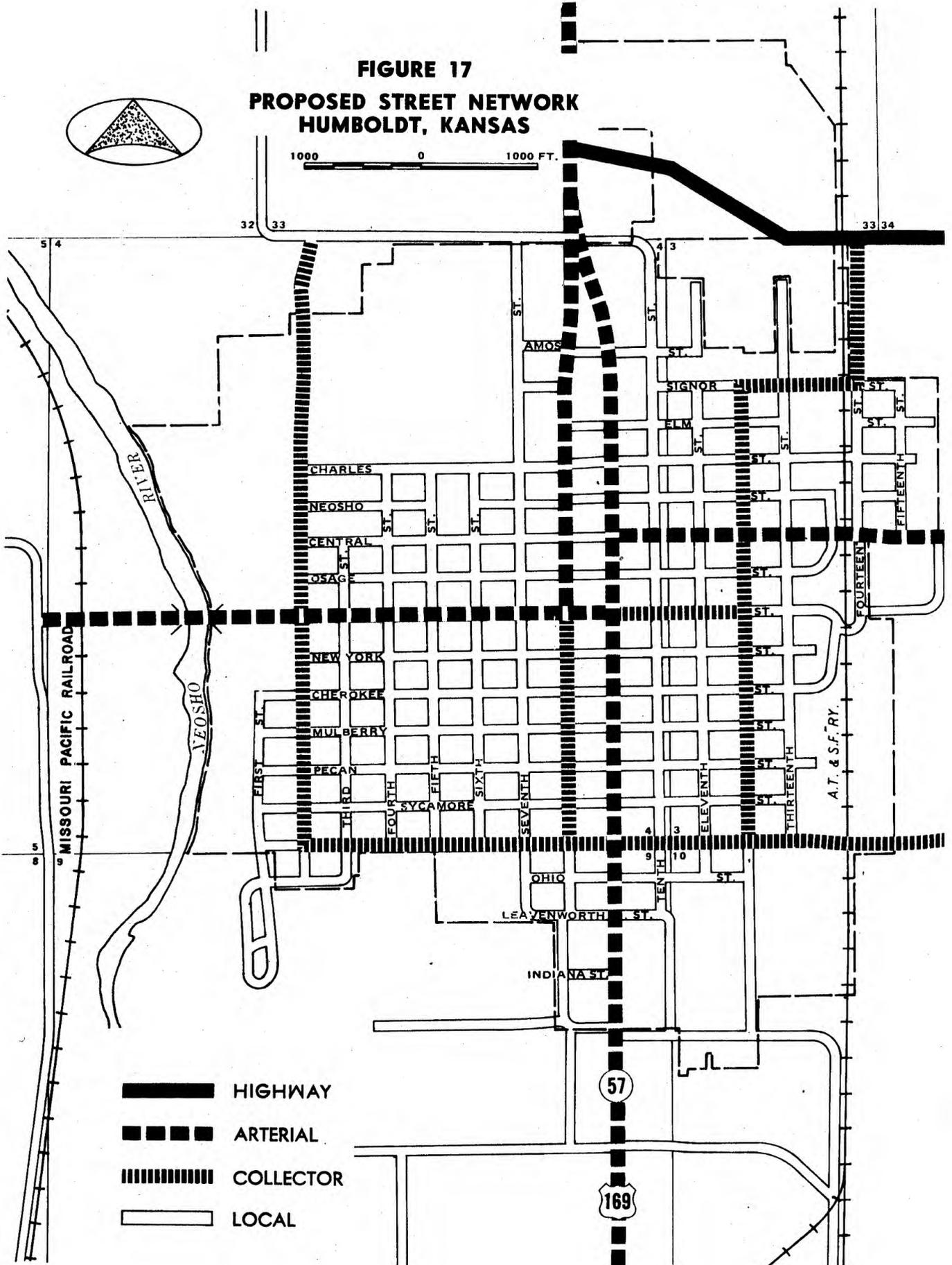
### The Thoroughfare Plan

FIGURE 17 illustrates graphically the future thoroughfare system for Humboldt. As indicated in FIGURE 17, the community's thoroughfare system remains mostly unchanged throughout the planning period.

**FIGURE 17**  
**PROPOSED STREET NETWORK**  
**HUMBOLDT, KANSAS**



1000 0 1000 FT.



-  HIGHWAY
-  ARTERIAL
-  COLLECTOR
-  LOCAL

By 1980, U.S. Highway 169 will be relocated approximately 7,000 feet east of its present site. The "old" U.S. Highway 169 will become a major south-north arterial. The proposed Kansas Highway 224 will become the major west-east highway for the community.

The proposed 1985 thoroughfare system is summarized as follows:

<u>Route</u>	<u>From</u>	<u>To</u>
<u>Highways</u>		
<u>West-East</u>		
K-224	Existing U.S. Highway 169	Relocated U.S. Highway 169
<u>Arterials</u>		
<u>South-North</u>		
Ninth Street	South City Limits	North City Limits
Eighth Street	Bridge Street	Ninth Street
<u>West-East</u>		
Bridge Street	West City Limits	Ninth Street
Central Street	Eighth Street	East City Limits
<u>Collectors</u>		
<u>West-East</u>		
Pine Street	Second Street	East City Limits
Signor Street	Twelfth Street	Fourteenth Street
Bridge Street	Ninth Street	Twelfth Street
<u>South-North</u>		
Second Street	Pine Street	Gay Street
Eighth Street	Pine Street	Bridge Street

<u>Route</u>	<u>From</u>	<u>To</u>
Twelfth Street	Pine Street	Signor Street
Fourteenth Street	Signor Street	North City Limits

### Conservation Open Space

Not all of the community's land is suitable for development. In most general cases, development should not occur in wetlands, flood plains, steep slopes, wooded areas and shorelines, high yield agricultural lands nor over vital mineral deposits. Developments in wrong locations can deplete ground water resources. They can alter the drainage pattern of the watershed and cause flooding, pollution, damage to buildings, increased costs for storm water control and upset the ecological balance.

Approximately 125 acres of land within the community are recommended in this Plan as conservation open space. It is strongly suggested that these areas should remain undeveloped and left in their natural state.

### Agricultural Land Use

The balance of the land in Humboldt, approximately 24 acres, is proposed for agricultural uses which include non-farm residential and further conservation and preservation practices related to watershed and drainage courses. Agriculture as such is not too extensively pursued in the remaining land, but the classification is intended to denote the lowest attainable residential density.

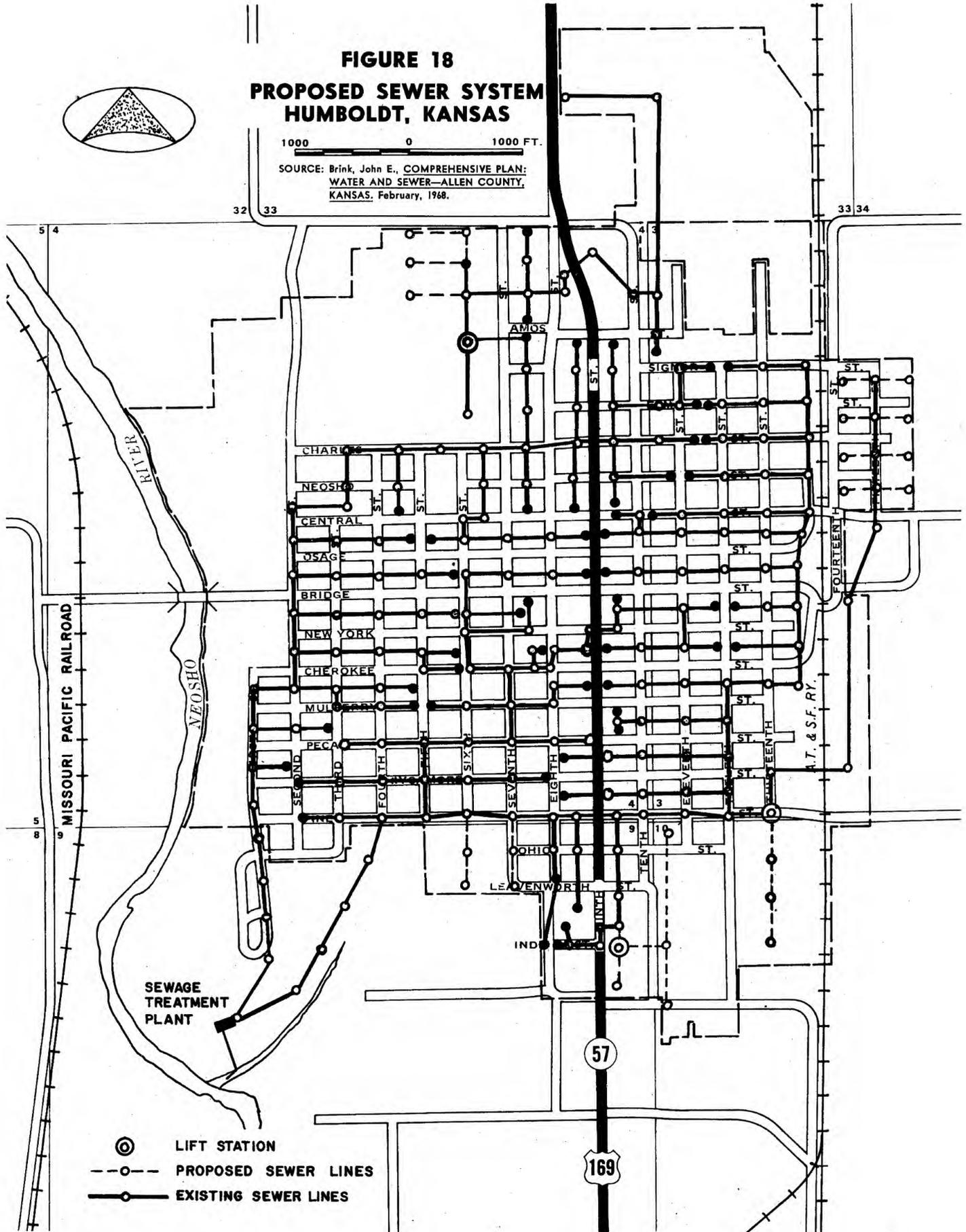
### Sanitary Sewer System

Projected residential growth in (1) the area just north of Central Street and bounded by Thirteenth Street on the west, Signor on the north, and the

# FIGURE 18 PROPOSED SEWER SYSTEM HUMBOLDT, KANSAS

1000 0 1000 FT.

SOURCE: Brink, John E., COMPREHENSIVE PLAN:  
WATER AND SEWER—ALLEN COUNTY,  
KANSAS, February, 1968.



city limit on the east, (2) the area just south of Pine and bounded by Ninth Street on the west and Twelfth Street on the east, and (3) the area just south of Gay Street and west of Seventh Street necessitates the extension of existing sewerage system. FIGURE 18 illustrates the proposed extension of sewerage system to accommodate the projected growth.

### Water Distribution System

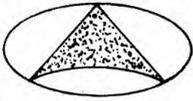
Since Humboldt's existing water distribution system covers most of the community, water mains are required in only four peripheral areas of the community. FIGURE 19 illustrates the proposed expansion of the water distribution system for Humboldt.

### Storm Drainage System

Humboldt's existing storm drainage system is inadequate because there is virtually no improved storm drainage system within the community. Presently, except for some limited areas, most of the storm water is carried by open ditches which become greatly enlarged as they approach the natural water course and are often unsightly and even dangerous. To solve this problem, the storm drainage program should be as follows:

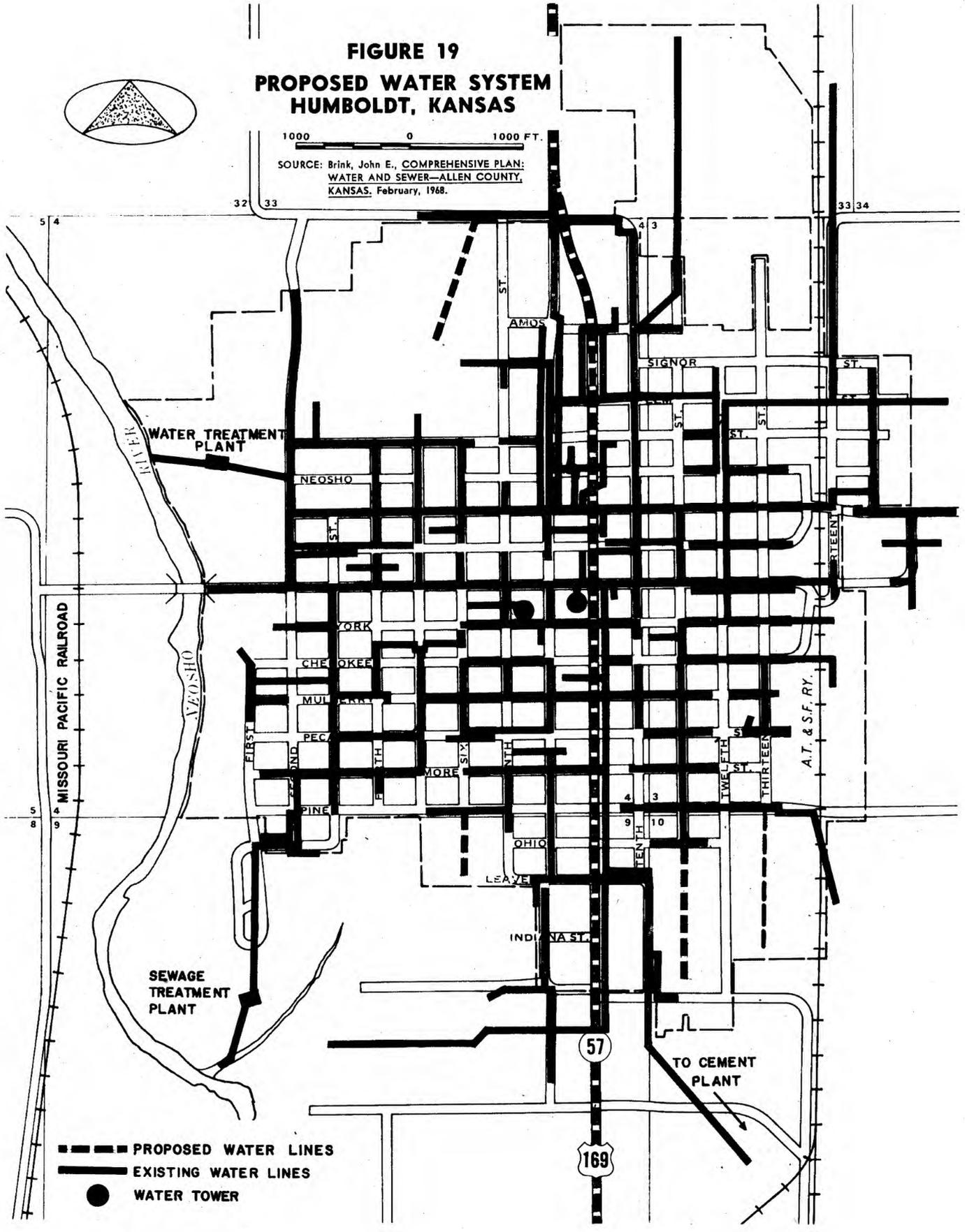
1. Areas immediately adjacent to existing natural drainage ways such as streams and rivers should be protected so that urban development does not encroach upon these drainage ways and further increase the volume and intensity of storm water run-off.
2. In all new areas, open drainage ditches and easements along

# FIGURE 19 PROPOSED WATER SYSTEM HUMBOLDT, KANSAS



1000      0      1000 FT.

SOURCE: Brink, John E., COMPREHENSIVE PLAN:  
WATER AND SEWER—ALLEN COUNTY,  
KANSAS, February, 1968.



- PROPOSED WATER LINES
- EXISTING WATER LINES
- WATER TOWER

rear lot lines should be discouraged. Instead, drainage should be into the streets with curbs and gutters provided.

3. In developed areas, programs should be initiated to improve existing storm drainage systems. Future storm improvements should be coordinated with the street and thoroughfare improvements.

# Chapter X

## **IMPLEMENTATION AND FUTURE PLANNING EFFORTS**

## IMPLEMENTATION AND FUTURE PLANNING EFFORTS

### PLAN IMPLEMENTATION

After a comprehensive plan has been prepared and adopted, the next step is for the community to implement the various proposals recommended in a plan. The purpose of this Chapter is to describe the nature and use of the tools the community can utilize in effectuating a plan. These are discussed by type, under appropriate headings, in the following sections of this Chapter.

#### The Planning and Zoning Board

The Planning and Zoning Board which has guided the community's planning efforts to this point is in itself one of the major means by which this Plan can be carried out successfully. The Board should be recognized as a permanent advisory part of the community's government. Its functions, in implementation, will be to keep constantly informed on the community's progress, to assist the Mayor and Council to study various aspects of the community, and to be a source of informed advice upon which the Mayor and Council may call freely.

The present members of the Board and the local residents who have assisted them through the planning period should be encouraged to remain active on the community's behalf. They now constitute a group that has acquired a considerable amount of technical skill in planning and they have an understanding of the planning process.

### Capital Improvements Program (CIP)

From among the members of the Citizens Advisory Committee who have been active in Humboldt's planning, a permanent committee should be established and given the responsibility to prepare a CIP and advise the Council on the inclusion in each year's budget of appropriate items from the Capital Improvements Program.

The Capital Improvements Program is a very important tool in implementing the Plan. The CIP includes expenditures for acquisitions, constructions, replacements and expansions of projects recommended in the future land use plan. A capital improvement is defined as a type of improvement which requires an expenditure exceeding \$3,000 and has a useful life expectancy of more than three years. It does not include the numerous minor public improvement projects and equipment purchases.

Capital improvement programming is basically an ongoing planning process, subject to continuing review and revision. Normally, a capital improvement budget (first year) and Capital Improvement Program (first year, plus the following four to fifteen years) should be prepared annually. Revisions and refinements should be made each year as appropriate.

The Capital Improvement Program and budget must deal with the question of how to finance the various plan proposals of the future land use plan.

### Sources of Project Financing

Humboldt has numerous sources of revenue available for the financing of capital improvement projects. These sources include monies from

property tax, utility taxes, fines, fees and licenses, gifts and trusts, special assessments, bond sales, and many others.

Albeit most capital improvement projects may be financed from the general fund, but in cases where large amounts of funds are needed for an extended period of time, it may be necessary to finance these capital improvement projects through the sale of bonds. Bonds, long-term promissory notes issued by the community, are either general obligation, that is payable by a general tax levy upon all taxable property within the community or revenue, that is payable from a revenue producing facility such as a waterworks.

Humboldt can also obtain funds to finance capital improvement projects from Federal and state governments. Monies are available either from annual budgets or from grants and loans of Federal and state agencies.

Several hundred types of grant and loan programs are available to local governmental agencies all over the country. Almost all of these are Federal programs as contrasted to state funded programs. Many of the Federal programs are primarily administered by state agencies (e. g., 701 planning). The use of grants and loans has increased significantly by cities in recent years as local revenue sources become less plentiful or attractive and the availability of Federal funds improved.

There are numerous sources of information on Federal aids. The most comprehensive and informative publication is the Catalog of Federal Domestic Assistance. This publication can be obtained from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402.

### Zoning Ordinance

One of the most important tools available to Humboldt in implementing the comprehensive plan is a zoning ordinance, under which the use of land can be controlled. Since the community is currently revising its existing zoning ordinance, proper measures should be taken to ensure that the revised zoning ordinance will conform to the proposals and recommendations of the Comprehensive Plan.

### Subdivision Regulations

The subdivision regulations provide continuity and insurance of orderly growth of the community in conformance with the comprehensive plan requirements. These regulations establish and prescribe standards for subdivision design including layout and dedication of streets, alleys and easements, extension of utilities, reservation of land for parks and schools and public improvement requirements as a condition to final plat approval. It is suggested that Humboldt's subdivision regulations should be reviewed and updated if necessary.

### Housing Codes

Housing codes are a relatively new planning regulatory tool. Thus, they serve a most important part in the implementation of a plan for community development. Housing codes regulate housing of every type and prescribe minimum conditions of space-per-occupant, sanitary facilities, lighting, heating, and all of the more important aspects of a dwelling unit. They are made applicable for all future housing as well as for all existing

housing. Properly enforced, housing codes can be effective in reducing the causes of blight.

### Building Codes

Building codes are an important tool to assure good community development. As a planning regulatory instrument, building codes establish standards and minimum requirements in all of the various details involved with the construction of buildings. To be effective, however, they must be vigorously enforced. They should be revised as necessary to keep abreast of changing construction methods and to allow builders and architects to use new building materials to better advantage. Building codes serve the important purpose of preventing construction that will be short lived, unsafe and unsanitary. They are utilized to minimize the many causes for deterioration and dilapidation.

### FUTURE PLANNING EFFORTS

Planning is a continuing process. A plan is of little value unless it is adopted and its proposals put into effect. Implementing a plan is largely an administrative process. Since cities are constantly changing, some parts of a plan may become outdated early in the planning period. It is for these reasons that planning must be a continuing process of review and updating to keep plans current and to make them more useful documents of evaluating and guiding community growth.

A continuing program involves keeping current data on land use, street system, traffic volumes and public facilities, and the development of Capital Improvements Program. It may also involve detailed programs for neighborhood rehabilitation, park plans, and central business district studies.

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