

SMALL TOWN COMPREHENSIVE PLANNING
A PRACTICAL GUIDE

by

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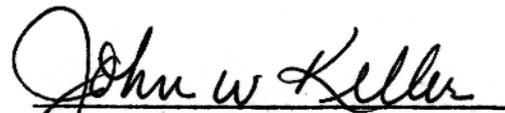

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CHAPTER 1

INTRODUCTION

COMPREHENSIVE PLANNING

"A comprehensive plan is an official public document adopted by a local government as a policy guide to decisions about the physical development of the community."¹ The basic concept of city planning dates back to the B.C. centuries, and the type of comprehensive plan common today came into existence more than a half century ago.² Throughout much of its history, comprehensive planning has been considered primarily as a function serving relatively large urban areas, and most of the descriptive literature on how to prepare plans has been so oriented.

It is now generally recognized, however, that comprehensive planning is often just as applicable and necessary in small towns as it is in larger cities. According to the East Texas Council of Governments, "planning in small communities and large urban areas is of the same importance, even though the complexity of planning may be greater in the larger urban areas."³ Some indicators even suggest that planning is needed more in non-urban areas. For example, many small Kansas towns have a recent history of population loss, low per capita incomes, and poor housing conditions. "Nearly 60 percent of the bad housing in the United States is found in

nonmetropolitan areas, even though less than a third of the people live there."⁴ All of these elements can, and should, be addressed by comprehensive planning. In order to operate efficiently and effectively, small towns, even those with stable or declining populations, should address themselves in a comprehensive manner to the questions of preserving a satisfying living environment, adjusting to changing conditions, and initiating needed changes.⁵

PURPOSE OF THE PROJECT

This report recognizes and assumes that a need exists for comprehensive planning in small Kansas communities. No further attempt is made, therefore, to justify such planning efforts. Instead, this report is intended to provide helpful guidelines for the accomplishment of such plans.

While the overall format of this report suggests a how-to intent, it is not attempted herein to describe the application of planning theory, nor is it attempted to provide complete and thorough beginning-to-end plan development guidelines. Rather, an attempt is made only to emphasize some practical concepts and helpful hints that can generally be applied when planning for small communities. Due to this limited intent, it is recommended that this report be used in combination with a more detailed guide. Specifically recommended is "Mini-Plan Guidelines" by the K.S.U. Center for Regional and Community Planning.⁶

Although an effort is made to develop this report in an easily understandable manner, it is not intended to serve as a do it

yourself format for small towns. Instead, it should be considered as a guide to a coordinated planning effort of a small town technically assisted by a planning professional.

The terms "small town", "small city", and "small community" are used throughout this report, and are meant to be interpreted as interchangeable references to incorporated cities with less than 2500 population. This population size was chosen mainly because this is a breaking point for considerable U.S. Census information. As an illustration of the applicability of this report, it should be noted that of the 625 incorporated cities in Kansas, 527 or 84% have populations less than 2500.⁷

COMPREHENSIVE PLAN EXAMPLE

As an example of a small town plan prepared basically according to the proposed guidelines, the Inman, Kansas Comprehensive Development Plan⁸ is included as Appendix C. This Plan was selected not only because Inman exemplifies a typical small Kansas town with a population less than 2500, but also because the author of this report was directly responsible for the preparation of all but the last chapter of that document.

¹Alan Black, "The Comprehensive Plan", in Principles and Practice of Urban Planning, ed. by William I. Goodman and Eric C. Freund (Fourth Edition; Washington, D.C.: International City Managers' Association, 1968), p. 349.

²Ibid., pp. 351-2.

³East Texas Council of Governments, Report of the Council, An Introduction and Guide to the Small Community Planning Program of the East Texas Council of Governments (Kilgore, Texas: ETCOG, not dated).

⁴Clay L. Cochran, "The Single-Family Slum", Planning Magazine, Volume 39, Number 7, August, 1973, p. 10.

⁵Northern Natural Gas Company, Planning Primer (Omaha, Nebraska: Northern Natural Gas Company, 1964), p. 4.

⁶Kansas State University, Center for Regional and Community Planning, Mini-Plan Guidelines: A Manual for Doing a Mini-Comprehensive Plan for Cities Less Than 3,000 People (prepared for Kansas Department of Economic Development, Planning Division, May, 1974).

⁷League of Kansas Municipalities, Information for Kansas Officials--1977 County and City Populations and County Tangible Valuations (Topeka, Kansas: League of Kansas Municipalities, November, 1977).

⁸Foster & Associates, Inman, Kansas Comprehensive Development Plan (Report prepared for the Inman City Planning Commission, April, 1977).

CHAPTER 2

PRELIMINARY STEPS TO PLAN PREPARATION

When preparing a comprehensive plan, it is important to remember that the plan itself is only a part of the planning process. Just as there are definite implementation tasks which must take place after the plan is prepared, there are also important factors which should be addressed prior to actually initiating the plan's preparation. Proper consideration for such preliminary planning steps can sometimes greatly enhance the efficiency of plan preparation and the chances for successful plan implementation.

PLANNING COMMISSION

An important primary consideration is the city's planning commission. It is not all that unusual for a small town to decide to prepare a plan when it does not even have a planning commission, and it is almost common to find that if a planning commission does exist, it has not been established nor its membership appointed according to the State Statutes.¹ It is also common to find that a small town planning commission has been virtually non-functional, thus it may have very little experience working with planning programs.

Since the planning commission is the authorized agency under

State Statute to prepare, adopt, and maintain a comprehensive plan², it is advisable that it be organized on a firm legal foundation, and that its members be generally knowledgeable of the planning process. This statement suggests two actions: (1) Check that the planning commission is organized according to State Statutes; and (2) Provide the members with some type of training regarding the concepts of planning and their duties as planning commissioners.

The first action can be taken by checking the planning commission's records of establishment and appointments with the applicable statutes, K.S.A. 12-701 and 12-702. If there are any discrepancies, the commission should be re-formed (or formed in the case of a new planning commission) in conformance with the statute requirements.

The second action, that of education, can be taken by a number of different methods. The easiest and generally the least expensive way is to acquire copies of available planning education literature and distribute it to the planning commissioners. Such literature is available through various sources, including the Kansas State University Extension and the League of Kansas Municipalities. A partial listing of available literature is included as Appendix A. Another alternative for planning commission education is to have the members attend a seminar on planning, or conduct a training session specifically for the commission.

Ideally, use of all of these training procedures in a community would probably be most effective. Due to cost limitations, however,

this is generally not feasible for small towns. A possible combination often practical within the town's time and budget constraints is to acquire and distribute planning literature to the planning commission members, then devote part of a planning commission meeting to the description and discussion of this literature.

SCOPE OF PLAN ELEMENTS

In the following chapter of this report, several different topics or elements usually contained in comprehensive plans are described. While many plans address all of these elements, it is not necessary that every community's plan include every element. Furthermore, there is considerable latitude within each element regarding the extent of analysis. For example, one town may want a detailed analysis of each of its community facilities and services, while another may want to address each facility and service only to the extent that it might affect or be affected by projected growth.

While guides are available suggesting the contents and format for a comprehensive plan, it should be remembered that these are, in most cases, only guides, not firm requirements. The scope of each plan and the degree to which each plan element is addressed should be based on each individual community's planning needs and interests. When a plan contains extensive sections not directly pertinent to a community's planning concerns, it can sometimes jeopardize the entire plan's functional useability. In other words, the really meaningful points might be lost in a mass of less important information.

Another reason for carefully considering the scope of plan needed prior to its preparation is cost. By addressing elements only to the extent practical for each city's individual planning needs, the affordability of planning programs for many small towns can be enhanced.

DELINEATION OF THE PLANNING AREA

Cities are authorized by Kansas State Statute to implement extra-territorial zoning and subdivision controls in the area within three miles of the city limits.³ For this reason, a three-mile planning area is often designated in comprehensive plans to provide the legal basis for such extra-territorial regulations.

The concepts of extra-territorial planning is indeed a sound one. It provides necessary recognition for the fact that a city affects and is affected by its surrounding area, and also for the fact that today's outside rural area may tomorrow be a neighborhood in the city.

A point to be considered, however, is that a three-mile planning area may not be, and usually is not necessary. The statutory designation of a three-mile area is intended as a maximum limit. Generally, something less than this limit is more suitable for small town planning and more consistent with the actual development potential of the community.

As a general rule, delineation of the planning area should be based on easily identifiable limits, for example, a road or river.

Such boundaries are much more conducive to practical application and description than are limits expressed as radius lines.

The planning area delineation should be realistic in terms of the community's future development potential and not go unnecessarily beyond. For one reason, a larger planning area can increase the costs of plan preparation and implementation. A more important reason, however, is that including unnecessary rural area in the city's planning area may cause undue negative reaction to the planning process. Rural area residents generally feel that they are not a part of the city, and that they should be governed by county officials. If they feel they are being submitted unjustly to city controls, their criticism and protest can sometimes jeopardize a plan's chances for successful adoption and implementation.

CITIZEN ATTITUDES

The success of comprehensive planning in a small town is dependent to a great extent on how well the plan reflects knowledge and understanding of the public interest. To gain that knowledge, an initial step in the planning process should be to gather information regarding citizen attitudes and opinions. The solicitation of such information could actually be considered a part of plan preparation rather than a preliminary step. However, since such information can be applicable to all elements of a plan, it is addressed in this chapter.

The most common way to obtain information of this nature is by a citizen questionnaire. Examples of data which can be collected

through a questionnaire are referred to throughout the following chapter, and a sample questionnaire used in the Inman, Kansas planning program is provided as Appendix B.

In general, a citizen questionnaire can be utilized not only to gather ideas on community attitudes, but also as a means of gathering data unavailable through other sources. For example, questions regarding housing, economic conditions, and family characteristics might be purposeful to the plan. Other questions might be intended to check or update data that is available through other sources.

It is important when using a questionnaire as a data source that there is adequate distribution and return to enable conclusions with statistical validity. In small towns, this requirement can often be accomplished by distributing and collecting questionnaires through the planning commission or a local civic group. With volunteer support of this nature, it is usually possible to get very good participation, thus enabling reliable statistics. For example, the questionnaire in Inman, Kansas was distributed through the Inman City Planning Commission to nearly every household in the city, and the rate of return was 58 percent.

Another method for collecting community attitude information is through interviews of local citizens. Such interviews are especially effective when used as a follow-up to a community questionnaire, for they enable more in-depth questions and discussion.

OTHER PRELIMINARY STEPS

Other preliminary steps to a comprehensive plan include collection of available secondary data and preparation of a planning area base map. While some mention is made of these topics within the following chapter, they are not specifically addressed herein because they are adequately discussed in other reports.

¹Legal requirements for the creation, membership, and conduct of a city planning commission are provided in Kansas State Statutes 12-701, 702, and 703. These and other statutes related to planning are included and outlined by the League of Kansas Municipalities in Kansas Planning Laws and Procedural Guide Outline (Topeka, Kansas: League of Kansas Municipalities, 1976).

²Ibid., p. 39 (K.S.A. 12-704).

³Ibid., pp. 41, 48 (K.S.A. 12-705, 12-715b).

CHAPTER 3
ELEMENTS OF
THE COMPREHENSIVE PLAN

In this chapter, several elements commonly found in comprehensive plans are described. This is not intended to be a complete list of all potential planning elements, nor is it intended to suggest that every plan should address each of these elements.

It should be noted again that the following descriptions of plan elements are not step-by-step guidelines. Rather, the emphasis is on describing some practical factors generally applicable in small town planning programs.

INTRODUCTION TO THE PLAN

Introductory sections to reports are sometimes seen as nothing more than a way to get the report started--a compilation of miscellaneous filler. This should not be the case in a comprehensive plan, for the introduction to a plan can be very purposeful to its understanding and eventual implementation.

The introduction should provide a brief description of what the document is, what the planning process is, and the purpose and potential uses of the comprehensive plan itself. Providing such information at the front can set the tone of the report, thus enabling a better understanding of the following plan elements and

their basic intent. In addition, the inclusion of this information within the plan itself provides a continuing source of planning education for planning commissioners and other readers and users. This can be especially helpful when training commissioners or a commission which has been inactive.

Related to this educational section should be a description of the legal basis for community planning in Kansas. This will serve to let all readers know that the city is empowered by the State to prepare a comprehensive plan, thus possibly precluding some basic misunderstandings regarding the city's authority and intent.

The city's history of planning should also be briefly addressed. For example, answers should be provided to such questions as "How long has the city had a planning commission?" "Is this the city's first comprehensive plan, or is it an update of a previous plan?"

After describing the general purpose of the plan, its legal basis, etc., some more specific parameters of the plan should be addressed. The planning area should be delineated both in text and graphically. (Suggestions to guide the selection of a planning area are provided in Chapter 1 of this report.) The planning period to be covered by the plan should also be described.

GOALS FOR PLANNING

The determination of planning goals is a very important step in the planning process. It can provide direction not only for the development of the plan, but also for on-going decision-making on matters of planning concern.

Because the determination of goals is an initial part of preparing a plan, it can serve the valuable function of further educating planning commission members. It can serve to initiate thinking about what they want their community to be and how planning can be utilized to attain those goals. It is essential, of course, that the goals are fully understood and supported by the planning commission, since it will be expected to use them to guide future actions.

In addition to working closely with the planning commission, a citizen questionnaire (see Chapter 2) can be very helpful in setting goals. Analysis of the questionnaire's results can show what areas are of most concern to the local residents, and the goals should be oriented to addressing those concerns.

Many of the goals in comprehensive plans are general in nature, and don't vary greatly from town to town. For example, a typical planning goal might be "to avoid unnecessary, scattered urban sprawl," or "to maintain the quality of the housing inventory". Such goals are purposeful in that they provide documentation of general planning concepts as local policies. However, they should be supplemented with goals addressed to specific planning concerns in each particular city. If goals of a specific nature are not included, it may be difficult for the planning commissioners and other local residents to identify with or relate to the goals statement.

HISTORICAL DEVELOPMENT

An account of a community's historical development can be purposeful to planning by providing insight and understanding of why and how the community came about. It can sometimes suggest development trends, thus providing a better understanding not only of the existing community character, but also future development potential. Another potential function of this plan element is to provide historical information which can be used in future reports, specifically for environmental impact surveys and documents.

One of the greatest contributions of the historical section, however, is more oriented to the planning commission than the plan itself. Many times in small towns, the planning commissioners may be reluctant to participate in discussion of items relating to plan development, for they are unsure of their knowledge in these areas. The community's history, however, is a topic that most local persons generally feel comfortable with and will discuss. This topic can, therefore, be used when meeting with the planning commission to stimulate discussion and get the individual commission members involved. This involvement will then sometimes carry over into the discussion of other planning topics.

The actual text of the historical section can and should be provided by a planning commission member or other local resident. There is usually at least one person in each town who is well-qualified to provide such a narrative. It is important, however, that this local author be directed to emphasize facts related to the community's development. If such guidance is not provided, the

narrative will likely be filled with historical trivia such as famous persons who visited the town, or the time a certain outlaw robbed the local bank. While such facts are interesting and may be important events in the community's history, they are not the types of development facts important to the plan.

An example of a historical development fact very significant to planning is provided in the Harper, Kansas Comprehensive Plan.¹ The historical account in that plan explains that a tornado destroyed much of the original CBD about the turn of the century. Rather than rebuild at that location, the CBD was relocated two blocks away. The effects of this move are still felt in the community's development, for the old CBD area is now a mixture of old commercial buildings, vacant land, and residential units.

GEOGRAPHICAL LOCATION

An initial part of the plan should be to identify the geographical location of the city and its relationship to the surrounding area. This serves two basic purposes: (1) It locates the city for potential readers not familiar with the area; and (2) It recognizes that geographical location is a factor that can strongly influence development patterns and trends.

The second point is especially significant in small Kansas towns. For example, there are several small communities near Wichita, the state's largest city. These communities are greatly affected by their proximity to the metropolitan area, and often take on the character of bedroom communities. In such cases, the

community's growth as well as the character of that growth is greatly dependent upon the development trends in Wichita.

An opposite example of geographical influence common in many rural parts of the state is when a small community serves as the center for a relatively large surrounding area. Other examples of geographical factors which can sometimes be very significant include proximity to major highways and the presence of lakes or regional recreation areas.

POPULATION

A basic element in the planning process is an analysis of population characteristics and a projection of potential future population levels. Such analysis and projections provide the basis for determining a community's needs, both existing and future, with respect to community facilities, land use, and other areas of planning concern.

The best information available regarding existing population characteristics is through the U.S. Census of Population. Detailed data for cities under 2,500 is not published, but is available through the University of Kansas Institute for Social and Environmental Services. The major shortcoming with the U.S. Census data is that it can become outdated between census periods. This will not be as significant a problem after 1980, for the U.S. Census Bureau will then begin taking the census every five years rather than ten.

For small town planning purposes, the most useful of the census

data available are generally those categories regarding age-sex composition. By showing median age, age-sex distribution (by way of a population pyramid), and dependency ratios, a community can see which age groups may have special needs that should be addressed in the plan. For example, a high proportion of elderly residents may suggest a need for an elderly housing project or a senior citizens' activities center. Furthermore, by making some basic assumptions regarding migration, potential future needs of specific age groups can also be estimated.

Statistics regarding the city's population characteristics are better understood and more meaningful when presented in a comparative manner. For example, the city should be compared to the county, region, state, and/or U.S. If the information is readily available, it is also often worthwhile to compare the city with other surrounding cities. Such comparisons sometimes provide valuable insight regarding the city's character.

In addition to composition characteristics, past and existing population levels should be analyzed in order to determine historical trends in population change. Past U.S. Census data should be used in the analysis of long-range trends, and yearly population estimates published by the League of Kansas Municipalities² can be used to show recent trends since 1970. Other potential sources for existing population estimates are local utility and telephone companies, which often keep such data through their metering records. Historical population data of this nature is not only significant as a description of what is and what has been, but also because

it provides the basis for projecting potential future population trends.

Developing accurate population projections for small towns is usually more difficult than for larger communities, because smaller towns are much more susceptible to the factors affecting population change. For example, one new industry employing 100 people could have a substantial growth impact on a town of 2,500 population, but would have a relatively slight impact on a city of 25,000. Variability of this type can occur for a number of reasons, and is difficult to project in small towns. In larger communities, however, such changes tend to occur more frequently, thus smoothing out the overall impact on population growth.

Because of this susceptibility to the factors affecting population change, it is generally not worthwhile to prepare complex projections such as cohort-survival. More simplistic projection methodologies are usually adequate and much less costly.

Many small towns have a long-range population history of no growth or even a declining population level. Projections based solely on such historical data will naturally show a continuation of these trends. However, the community may have recently adopted some type of growth-encouragement program, or in some cases, there may be some new definite indicators that growth will occur. In such cases, a population projection based on these positive growth factors and attitudes may be appropriate. It should be noted in the plan, however, that the projection is based on some set of assumed conditions or actions; and that if these assumed conditions

don't come about, the community will likely continue according to historical population trend.

ECONOMIC ANALYSIS

Comprehensive planning has sometimes been mistakenly interpreted as an economic development or industrial attraction program. While such programs can be interrelated to one extent with the comprehensive planning process, a typical economic section in a small community's plan need not be nearly as extensive as a document intended to guide an economic development program.

"There are no reliable secondary information sources that are readily available on economics for small communities. . . ." ³

Furthermore, that data which might be available is generally subject to being outdated because of potential rapid changes in economic factors. For these reasons, it is often best to base much of the economic analysis on primary research of current conditions. Here again is an example of it being feasible to collect data for a small community that would probably be too costly to collect in a larger urban area.

One category of economic data which can be gathered relatively easily in most small towns is the local industrial composition and employment. This information can be presented as a list of all the major industries in the communities, i.e., usually those employing more than five or ten workers. In addition the product or activity associated with each industry and the number of employees at each

should be shown. This information alone can provide a basic overview of the industrial segment of the local economy.

The community questionnaire can be utilized to gather some economic information, and is especially helpful in determining what commercial services and products are lacking in the town. For example, the questionnaire distributed in Inman (see Appendix B) showed that a shoe store was in demand. While such information may be used only as a means of better understanding the local economy, it can also sometimes be used as evidence of demand when a community is trying to attract commercial development.

Depending upon the detail of analysis desired for the community, there are several other categories and methods of analyzing economic data for small towns. Mini-Plan Guidelines, a report previously noted, contains a detailed description for such categories purposeful to small town plans.

PHYSICAL FEATURES

While community planning efforts are often directed to effecting change, there are some factors which generally cannot be feasibly changed, and this should be recognized as given conditions. Physical features such as soils, topography, and flood plain area are such given factors, and should be addressed in the plan because of their potential to affect land use and development activities.

In some cases, these features can provide positive incentives for specific types of development. Conversely, in many cases they provide definite barriers or limitations to development potential.

Soils information for most small Kansas towns is available through the Soil Survey reports prepared for counties by the U.S. Soil Conservation Service. These reports delineate soil types and conditions pertinent to different types of development, and thus can be used to determine what parts of the town or surrounding planning area have soil conditions most suitable for urban types of development.

Topography maps are available through the U.S. Geological Survey. While this information is usually general in nature, more detailed topographic mapping and information is sometimes available through engineering reports prepared for the community. The main objective of this section in the plan should be to identify what parts of the city or planning area are or are not suitable for building purposes and/or providing services.

If flood plain area exists within the community, delineation of the flood-prone area is usually available through maps prepared by Federal Insurance Administration. While this is a definite limitation for urban development, flood-prone area can be a functional part of the city's land use pattern by providing open space and park area. In addition, such areas can often be used as buffers between different land use types.

LAND USE

The "Land Use" element of the comprehensive plan is often considered the most important part of the plan, because it provides the legal basis for the implementation of zoning regulations:

"Before any city shall create any zone or district or regulate or restrict the use of buildings or land therein the planning commission shall make or cause to be made surveys and studies of past and present uses of property, or if the city shall have adopted a land use plan as a part of the city's comprehensive plan, such recommendations shall be based thereon."⁴

It is not uncommon in small Kansas communities that the impetus to prepare a plan develops only after it is discovered that such is needed to legally implement zoning. While the planner should emphasize throughout the planning process that the comprehensive plan is much more than a basis for zoning, he should also recognize the importance of this element to the local community.

The basic components of the land use element are an analysis of existing land use patterns and a projection of a desirable pattern of future land use. The essence of the existing land use analysis is some type of survey of existing land uses. While various methods for gathering such data are utilized, the most accurate, most current, and, in most small town situations, the most economical method is a lot-by-lot field survey. In communities under 2,500 population, such information can usually be gathered (along with other field survey data regarding other elements, e.g., housing conditions) in a single day.

When conducting the land use field survey, a common practice is to designate several functional land use categories prior to the survey, then to enter notations on the survey map according to a code (usually numbers, letters, or colors) based on those classifications. Such a coding system is usually necessary in larger urban

areas in order to complete a survey in a reasonable and affordable amount of time. In small communities, however, a more detailed survey can be taken with only slight extra effort and time. For example, instead of noting "retail commercial", note "shoe store", "clothing store", or "grocery store". Instead of noting "light industrial", note the name and type of industry.

A field survey of this detail is feasible in small communities when it might not be in larger cities, and presents several potential advantages. It reduces or eliminates the chances of misinterpreting coded survey data at a later date, and probably results in a better understanding of the city's existing land use situation. Furthermore, by not designating land use categories until after the survey, the categories can be chosen according to what is actually present in the city.

The most important advantage, however, is that by the planner knowing the little things about the city's existing land uses, he is more likely to gain the confidence and cooperation of the planning commission. This is especially true when the planner is not a resident of the immediate area. This may seem like a small point of psychology, but it can make a significant impact on the planner/planning commission relationship, this potentially impacting the success of the planning program.

After the analysis of existing land use and consideration for the various development influences described in other chapters of the plan, a desirable arrangement of future land use should be projected. The basic purpose of such a projection is to provide a

guide for future development to occur in a manner compatible with existing land uses and capable of being provided urban services in an economically efficient manner. This naturally involves study of and consideration for the interrelationships between the various factors of community development, e.g., land use, transportation and community facilities and services.

An important point in projecting future land use for small towns is that it be realistically based on the community's development potential as suggested by its population projection. If this point is not emphasized, a future land use plan might be endorsed that designates an excessive amount of land for urban development. This can sometimes lead to inefficient, scattered development, and can also risk offending surrounding owners of agricultural land by prematurely designating their properties for urban development.

HOUSING

Although "Housing" has been a required element of 701 funded comprehensive plans since 1974, it is an element often left out of plans financed through other means. In small towns, housing is often a major, if not primary concern, thus it should usually be included in the planning program. As an example of the importance of housing, it should be noted that residential areas are nearly always the largest users of developed urban land in a city, and are a major source for a community's tax revenues. In addition, an adequate housing supply directly affects a community's ability to attract new businesses.

A major source for housing information is the Census of Housing prepared by the U.S. Census Bureau. The census included many housing categories useful for planning purposes. A problem with this data, as with the Census of Population, is that it becomes outdated between census periods. This fact should be noted whenever using the data. In spite of this shortcoming, the information is still useful, especially as a basis for comparing a city's housing characteristics with other cities, the county, and/or the state.

A field survey of the city's housing can provide very useful information on the condition of the local housing inventory. It can also be used as a means of updating many categories of census data, e.g., number of single-family units, multiple-family units, and mobile homes. Such information is purposeful not only because it is current, but also because it can be compared with the most recent census data to show the latest trends in local housing development.

A housing condition survey of this type can be performed in small towns as a part of an overall field survey which might also include gather land use information. By this method and at the small town scale, such a survey can be accomplished at a reasonable expense within the comprehensive planning process. In larger communities, however, such a detail of analysis is often not as feasible.

Another valuable information source can be the community questionnaire. With the proper questions (see Appendix B) this tool can be very helpful in understanding local opinions of housing

adequacy, problem areas, and needs. While these opinions would be representative of local housing users, a few interviews with local business people involved in housing market could be very helpful in getting the supplier's perspective.

After analyzing the city's housing characteristics and local opinions on housing, a statement should be made as to what the existing housing problems are and what the projected housing needs could be. As a final part of the housing section, recommendations should be made on how to resolve the problems and meet the future needs. This should include a brief description of Federal housing programs which might be suitable and helpful to the city's housing situation.

COMMUNITY FACILITIES

This element is one subject to considerable variability in the degree of analysis according to the specific needs of each community, thus it can significantly affect the total cost of the plan. Some communities may need and want an in-depth analysis of each community facility and service, complete with recommendations for improvements. At the other extreme, some communities may feel that they already have adequate knowledge of their facilities and services, thus they may wish to address this element only in a brief (inexpensive) manner.

As a general rule, a community's facilities and services should be addressed at least to the extent that they might affect or be affected by projected growth and development. This involves, as a

minimum, specific consideration for utility services such as sewer and water, and the capabilities of these systems to serve projected growth areas. It also suggests consideration for any new neighborhood facilities which might be required by projected growth. Because of the typical small size of communities under 2,500 population, the only neighborhood facility likely to be required might be a neighborhood park. Other facilities commonly provided on a neighborhood basis in larger cities, e.g., elementary schools and fire stations, are usually provided on a community-wide basis in small towns.

Because of the potential costs associated with detailed analysis of community facilities and services, it is necessary to seek out and utilize secondary information sources as much as possible. Otherwise, the cost of this element alone could raise the cost of a comprehensive plan to a level unaffordable to many small towns. Examples of potential information sources include engineering reports on sewer, water, and drainage systems; school planning reports; and reports prepared on a county, regional, or state basis for such topics as parks and recreation, libraries, and solid waste disposal.

Another valuable information source can be the community questionnaire. Local opinion as expressed through a questionnaire can provide a good indication of which facilities and services are operating at a locally satisfactory level and which ones are in need of improvement. Such information can often be more meaningful than how the community's facilities compare to recommended standards.

In most small towns there is generally one person who knows certain facilities and services very well. This person is usually the city engineer, superintendent of utilities, or public works director. He can often supply practical information not available in reports and may be the single most valuable information source for this element of the plan. In addition, this person is also usually responsible for local streets, thus he can provide information necessary for the Transportation element of the plan.

TRANSPORTATION

The major concern in this element of the plan is the city's street or circulation system. In most small towns, there is generally very little information available about the street system. A field survey of street conditions is, therefore, usually needed. In addition to rating each street in general categories (i.e., good, fair, or poor condition) it is also good to note the type of street. This is especially true in some small towns, because there may be a large proportion of dirt or gravel streets. Another factor which should be noted is the presence or absence of curb and gutter.

In addition to the city streets, consideration should also be given to those through routes which serve to interconnect the city with the surrounding rural area and other centers. These routes often are the major streets in a small town, e.g., the highway through the city is also the city's Main Street. Traffic counts data on such routes is usually available through the State Department of Transportation.

A major component of this element should be a proposed functional street system. This should involve interrelated consideration for the existing street system as well as other elements of the plan, especially future land use and community facilities. As a general rule, only three categories or functional classifications are needed in most small towns: arterial, collector, and local streets. In larger urban areas, additional classifications are often necessary, e.g., major collector and minor arterial. This section should include a description of the purpose and function of each type of street, as well as recommended standards for right-of-way and street width to guide future development.

Most small Kansas towns have been developed with a gridiron street system and have never utilized more modern design concepts such as cul-de-sacs, T-intersections, longer blocks, and curvilinear streets. As an "educational sidelight" to the plan, it is often worthwhile to generally describe such concepts and their potential advantages over a gridiron system.

As previously noted, the major concern of this element is the street system. However, transportation facilities can also be addressed, including railroad service, bus service, truck and express service, airport, and the local sidewalk system. With the exception of the sidewalk system and airport topics, which sometimes are specific concerns of the plan and may require detail of consideration, these other topics should usually be only generally described.

PLAN IMPLEMENTATION METHODS

The intent of this section of the plan should not necessarily be to prepare plan implementation tools, but instead to describe the various tools and methods which are available for the community's use. Thus, this section can essentially be an educational text, providing direction for the city's future planning actions, specifically those actions which would serve to implement the recommendations of the plan. Logically, this section is generally the last in a plan, thus emphasizing the fact that the planning process does not end with the completion of the plan.

The potential plan implementation tools to be described are several, and should include zoning regulations, subdivision regulations, capital improvement programming, environmental and construction codes, annexation policies, and more detailed planning such as neighborhood or project plans. When such tools are already available in the city, they should be described in terms of their adequacy to carry out the plan's recommendations. The discussion of such tools should be concluded with recommendations on which the city should develop, update, or consider in the future.

In addition to implementation tools, other factors involved in plan implementation should be addressed. The most important of these is to describe the future role and responsibilities of the planning commission. If the planning commission is not aware or not knowledgeable of its continuing responsibilities, the plan may end up on the shelf without hope of being adequately implemented.

¹Foster & Associates, Harper, Kansas Comprehensive Development

Plan (Report prepared for the Harper City Planning Commission, May, 1975), p. 2-8.

²Population estimates are published annually by the League of Kansas Municipalities in Information for Kansas Officials--County and City Populations and County Tangible Valuations (Topeka, Kansas: League of Kansas Municipalities).

³K.S.U. Center for Regional and Community Planning, Mini-Plan Guidelines, op. cit., p. 45.

⁴League of Kansas Municipalities, Kansas Planning Laws, op. cit., p. 44 (K.S.A. 12-708).

APPENDIX A

COMMUNITY PLANNING
EDUCATIONAL LITERATURE

COMMUNITY PLANNING
EDUCATIONAL LITERATURE

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APPENDIX B

COMMUNITY QUESTIONNAIRE EXAMPLE

COMMUNITY QUESTIONNAIRE

To the Residents of Inman:

The City has underway the preparation of a Comprehensive Development Plan which includes the surrounding Planning Area. Among other benefits, it will provide a guideline for decision-making on land use, community facilities and transportation. So that we may have the benefit of your thinking for the Plan, would you please fill out and return this questionnaire? Please be assured that your responses are confidential and no identification is requested. Summaries of the results will be published in the Plan. Your interest and cooperation will be appreciated.

The Inman City Planning Commission

1. In what general area of town do you live? E. of Walnut and So. of Center
 No. of Center St. So. of Morgan W. of Walnut between Morgan & Center

2. If you moved to Inman since January 1, 1970, what were the major reasons you moved here? (Check more than one if appropriate.)

- | | |
|--|--|
| a. <u> </u> To live in a smaller town | e. <u> </u> Near to relatives and friends |
| b. <u> </u> To be close to work | f. <u> </u> To retire |
| c. <u> </u> Economical place to live | g. <u> </u> Good housing available |
| d. <u> </u> Good schools available | Other reason: _____ |

3. To assist in determining general travel patterns and effect upon the economy, please indicate the location of employment for persons in your household: Other (Specify):

- a. Inman b. McPherson c. Hutchinson d. _____

4. Where does your household do most of its shopping for the following items:

| | <u> </u> Inman | <u> </u> Hutchinson | <u> </u> McPherson | <u> </u> Elsewhere (Give Name /of City) |
|--------------|-----------------|----------------------|---------------------|---|
| - Groceries | _____ | _____ | _____ | _____ |
| - Drugs | _____ | _____ | _____ | _____ |
| - Clothing | _____ | _____ | _____ | _____ |
| - Furniture | _____ | _____ | _____ | _____ |
| - Appliances | _____ | _____ | _____ | _____ |
| - Hardware | _____ | _____ | _____ | _____ |

5. If you generally shop outside of Inman for the items listed above, please indicate reasons why you do: a. Items unavailable in Inman
b. Wider selection of goods c. Price is better d. Convenient to place of work e. Other: _____

6. If you feel there is a need for more stores and services in Inman, check those which you feel are needed:

- | | | | |
|----------------------|------------------------|--------------------------|--------------------------|
| a. <u> </u> Doctor | e. <u> </u> Furniture | i. <u> </u> Restaurant | m. <u> </u> Cleaners |
| b. <u> </u> Dentist | f. <u> </u> Clothing | j. <u> </u> Motel | n. <u> </u> Barber Shop |
| c. <u> </u> Grocery | g. <u> </u> Appliance | k. <u> </u> Auto Repair | o. <u> </u> Beauty Shop |
| d. <u> </u> Drug | h. <u> </u> Hardware | l. <u> </u> Shoe Repair | |

Specify other than above: _____

7. What is your experience in finding a parking space in the central business district of Inman? a. Difficult to find a space
b. Occasionally a problem c. Generally easy to find

8. How would you rate the following community facilities and services in Inman?

| | <u> </u> Adequate | <u> </u> Inadequate | <u> </u> Don't Know |
|------------------------------|--------------------|----------------------|----------------------|
| School Facilities | _____ | _____ | _____ |
| Parks and Recreation Areas | _____ | _____ | _____ |
| Recreation Programs | _____ | _____ | _____ |
| City Building | _____ | _____ | _____ |
| Library | _____ | _____ | _____ |
| Museum or Historical Society | _____ | _____ | _____ |
| Storm Drainage System | _____ | _____ | _____ |
| Sewage Disposal System | _____ | _____ | _____ |
| Water Supply System | _____ | _____ | _____ |
| Fire Protection | _____ | _____ | _____ |
| Police Protection | _____ | _____ | _____ |
| Health Services | _____ | _____ | _____ |
| Ambulance Service | _____ | _____ | _____ |
| Refuse Disposal | _____ | _____ | _____ |

9. To what degree do you feel the following items are problems in Inman?

| Problem: | Serious | Minor | No Problem |
|---|---------|-------|------------|
| Poorly Maintained Housing | _____ | _____ | _____ |
| Dilapidated Structures | _____ | _____ | _____ |
| Unkept Vacant Lots | _____ | _____ | _____ |
| Unightly Outdoor Storage | _____ | _____ | _____ |
| Poor Drainage | _____ | _____ | _____ |
| Appearance of the Central Business District | _____ | _____ | _____ |
| Other (Specify): _____ | _____ | _____ | _____ |

10. How would you rate the following items in Inman?

| | Adequate | Inadequate | Don't Know |
|----------------------------------|----------|------------|------------|
| Industrial Development Sites | _____ | _____ | _____ |
| Industrial Development Promotion | _____ | _____ | _____ |
| Job and Business Opportunities | _____ | _____ | _____ |
| Housing Availability | _____ | _____ | _____ |
| Housing for the Elderly | _____ | _____ | _____ |
| Housing for Low Income Families | _____ | _____ | _____ |
| Apartment Units | _____ | _____ | _____ |
| Mobile Home Parks | _____ | _____ | _____ |
| Street Construction | _____ | _____ | _____ |
| Street Maintenance and Cleaning | _____ | _____ | _____ |
| Street Lighting | _____ | _____ | _____ |
| Traffic Signs and Signals | _____ | _____ | _____ |
| Sidewalks | _____ | _____ | _____ |
| City Tax Levy | _____ | _____ | _____ |
| School Tax Levy | _____ | _____ | _____ |

11. What do you think Inman's population will be in 20 years?
 a. ___Higher b. ___Lower c. ___Same

12. What do you want Inman's population to be in 20 years?
 a. ___Higher b. ___Lower c. ___Same

13. Which one of the following types of economic development do you feel would most benefit Inman?
 a. ___Heavy Industry c. ___Wholesale Trade e. ___Service Businesses
 b. ___Light Industry d. ___Retail Trade f. Other (Specify) _____

14. Do you feel that the City should encourage the construction of public housing units? _____ (Yes or No).
 If yes, for the elderly? _____ for low-income families? _____

15. As a concept of growth, do you favor policies that would encourage development in and adjacent to the City? _____ and/or scattered in the outlying area? _____ (Yes or No).

16. In what direction do you feel that the City should grow? _____

17. What things would you like to see done to make Inman a better community in which to live and work? _____

APPENDIX C

COMPREHENSIVE PLAN EXAMPLE

**COMPREHENSIVE
DEVELOPMENT
PLAN**

1977-1995

**INMAN AREA
KANSAS**

INMAN CITY PLANNING COMMISSION

| | | | | | |
|--|--|---------------|----|--|--|
| BIBLIOGRAPHIC DATA SHEET | | 1. Report No. | 2. | 3. Recipient's Accession No. | |
| 4. Title and Subtitle Comprehensive Development Plan: 1977-1995 for Inman, Kansas | | | | 5. Report Date April 1977 | |
| 7. Author(s) C. Bickley Foster, AIP and Tim House | | | | 8. Performing Organization Rept. No. | |
| 9. Performing Organization Name and Address FOSTER & ASSOCIATES Planning Consultants 2818 North Edwards Ave. Wichita, Kansas 67204 | | | | 10. Project/Task/Work Unit No. | |
| | | | | 11. Contract/Grant No. | |
| 12. Sponsoring Organization Name and Address Kansas Department of Administration Division of Planning & Research Mills Building Topeka, Kansas 66612 | | | | 13. Type of Report & Period Covered Mid-State Regional Planning Commission P. O. Box 963 McPherson, Kansas 67460 Final | |
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| 16. Abstracts This report analyzes the regional influences, history, physical features, population, economy, and housing of the City of Inman as a background for the Plan. After establishing goals for the Planning Area, plan proposals have been made for future land use, transportation and community facilities. Suggested plan implementation methods are included. | | | | | |
| 17. Key Words and Document Analysis. 17a. Descriptors City of Inman, Kansas Comprehensive Development Plan | | | | | |
| 17b. Identifiers/Open-Ended Terms Population Characteristics and Projection; Economic Conditions; Housing Analysis; Physical Features; Land Use Pattern; Community Facilities; Transportation; Plan Implementation | | | | | |
| 17c. COSATI Field/Group | | | | | |
| 18. Availability Statement Inman City Clerk Inman City Office Inman, KS. 67546 | | | | 19. Security Class (This Report) UNCLASSIFIED | |
| Nat'l. Tech. Inf. Service 2285 Port Royal Road Springfield, VA. 22151 | | | | 21. No. of Pages 86 | |
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| | | | | 22. Price | |

City of Inman
INMAN, KANSAS 67546

OFFICIAL PLAN ADOPTION

This document entitled, Comprehensive Development Plan-Inman Area, Kansas is an official Plan of the City of Inman, Kansas for the Planning Period 1977-1995. Following an officially advertised public hearing held on May 17, 1977, this document was approved by a Resolution of the Inman City Planning Commission on May 17, 1977, and certified copies submitted to the Inman City Council and other legislative and administrative agencies affected thereby for their recommendations. Having received such recommendations after at least a 60-day waiting period, this document was reconsidered and finally adopted by Resolution of the Inman City Planning Commission on July 18, 1977 for the Planning Area comprised of the City of Inman and the surrounding vicinity as delineated herein.

Adelyn C. Daitels Chairman
Inman City Planning Commission

ATTEST:

Rosie Kanelson Secretary
Inman City Planning Commission

Approved by the Inman City Council on July 28, 1977.

COMPREHENSIVE DEVELOPMENT PLAN

for the

INMAN AREA, KANSAS

1977 - 1995

prepared for the

INMAN CITY PLANNING COMMISSION

authorized by the

INMAN CITY COUNCIL

in cooperation with

Mid-State
Regional Planning Commission
McPherson, Kansas

technical assistance by

Foster & Associates
Planning Consultants
Wichita, Kansas

April 1977

The preparation of this document was financially aided through a Comprehensive Planning Assistance Program grant from the U.S. Department of Housing and Urban Development. This program is administered in Kansas by the Division of State Planning and Research, Department of Administration, in cooperation with the Mid-State Regional Planning Commission. Matching funds have been provided by the City of Inman.

INMAN CITY COUNCIL

Adolf W. Neufeld, Mayor
George H. Plett*, President

Pete F. Ediger LaVerne D. Neufeld
Larry Larson Mrs. Martha Wiens

*Position filled by Jerry Stubby
at April 1977 election.

Garry Hostetler, City Clerk
Robert F. Stover, City Attorney

INMAN CITY PLANNING COMMISSION

Adolyn C. Bartels, Chairman

Ike T. Friesen, Mrs. Rosie Kornelson,
Vice-Chairman Secretary

Eddie Froese Wilbur Martens
Kenneth Froese Wilbur R. Wiens

Mid-State Regional Planning Commission
Kenneth F. Glover, Executive Director

Planning Consultants

Foster & Associates
C. Bickley Foster, Planner-in-Charge
Tim House, Community Planner

ACKNOWLEDGEMENTS

In 1974 the Inman City Council established the Inman City Planning Commission and appointed its seven members. Efforts were initiated to seek funding for the preparation of this Comprehensive Development Plan. In addition to the matching funds provided for this project by the City, an added financial grant in November 1976 from Federal Comprehensive Planning Assistance funds of the U. S. Department of Housing and Urban Development was made available through the Division of State Planning and Research in the Kansas Department of Administration. This grant was administered through the Mid-State Regional Planning Commission, the office of which is located in McPherson. Supervising Representative for the contractual arrangements was Kenneth F. Glover, Executive Director of Mid-State RPC. The staff of M-S RPC also assisted the project by providing data for various topics noted in this Plan. Foster & Associates, Planning Consultants of Wichita, Kansas, was selected to assist the City Planning Commission in the preparation of this Plan.

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Charles A. Gibson, Superintendent, U.S.D. #448; school facilities information.

Melvin Ferguson, McPherson County Engineer; base map and rural highway system.

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Rosie Kornelson, Planning Commission member; distribution and collection of Community Survey.

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Chapter 1

PURPOSE, REGIONAL INFLUENCE, HISTORY AND GOALS

THE DEVELOPMENT PLAN. . . .

This Plan document constitutes the Comprehensive Development Plan of the Inman Area for the period 1977-1995. When formally adopted, it becomes the official Plan of the City of Inman, Kansas. The "Inman Planning Area" which was studied in order to prepare the Plan comprises an area both inside and surrounding the City. By studying both areas, this takes into account the fact that the City's activities affect the area around it and in turn are affected by it. A delineation of the Planning Area is illustrated and described in a subsequent section of this chapter.

While recognizing the inherent limitations of financing, time and the availability of data on any plan preparation, there is an attempt herein to view the Planning Area in a "comprehensive" manner. This approach strives to interrelate a broad range of individual "functions" to the overall relationship of land use, transportation and community facilities. For example, the location of a park as a community facility is related to the land use it serves and to the transportation system it operates upon. The fact that a comprehensive plan addresses both short and long-range planning situations causes it to be specific in some matters and more general in others. In either case, a plan should provide overall direction to a given planning problem which will then need to be considered and studied in greater detail and a decision made based on the current conditions at that point in time.

References will periodically be made to the "Planning Period" which is the 18-year period from 1977-1995. This period appears to be the practical limits for forecasting possible future situations and needs. In some cases, longer periods of planning are considered necessary such as for water supplies and natural open space areas with some unique qualities. These probably should be viewed in terms of needs over a 50-year period. Some references are made to the "near future" which implies a period something less than five years. A basic issue is to consider whether an existing facility will last throughout the "Planning Period" or need to be modified or replaced in some way due to the population projections.

Use of Plan

The City's Comprehensive Plan document has many uses. The following general ones are noted now and others are referred to throughout the text and particularly in the chapter on Plan Implementation:

- To compile information and provide Plan proposals on which City officials can base on-going short-range decisions within the context of long-range planning.
- To serve as a legal basis for the City's Zoning Regulations and for use in the continuing review of zoning cases in the City and as a basis for preparing new zoning regulations.
- To provide a legal basis for the preparation and adoption of Subdivision Regulations and the review and approval of plats based on growth policies and the availability of services.
- To provide information and a guide for private developers towards common goals for the overall development of the Inman Area.
- To coordinate and establish a working relationship between the City and other cities, McPherson County, the Mid-State Region, and the State of Kansas on various plan proposals.
- To assist the City in selecting and applying for State and Federal grant programs.

Legal Basis

Kansas statutes provide for a broad interpretation of what constitutes a plan. According to the City Planning Laws in K.S.A. 12-704, the Planning Commission *"is hereby authorized to make or cause to be made a comprehensive plan for the development of such city and any unincorporated territory lying outside of the city but within the county in which such city is located, which in the opinion of the commission forms the total community of which the city is a part."*

The plan "shall" consider *". . .comprehensive surveys and studies of past and present conditions and trends. . .relative to population, economic conditions, land use, natural resources, transportation, public facilities, and. . .include any other element deemed necessary to the comprehensive plan. . .and. . .shall show the commission's recommendations for the development or redevelopment. . ."* of the planning area.

After completion, a plan may be adopted by resolution of the Planning Commission as a whole or in parts following an advertised public hearing and a 60-day comment period. It *". . .shall constitute the basis or guide for public action to insure a coordinated and harmonious development or redevelopment which will best promote the health, safety, morals, order, convenience, prosperity and general welfare as well as a wise and efficient expenditure of public funds."* Note again that a plan is a "guide" and actual imple-

mentation can take place only through further legal action and policy decisions within the democratic process of local government and other agencies. Amendments to the plan are made by the same procedures as for the original adoption.

Planning Process

Planning is a decision-making process which is expressed in the form of a plan through a series of physical, social, and economic goals or policy statements or plan proposals with the broad objective of attaining a better living environment. In other terms, planning involves the application of hindsight to correct the mistakes of the past, seeks ways to preserve the best of the present, and uses foresight to cope with the technological problems of the future. Effective planning should be farsighted, but nevertheless realistic in terms of the existing area resources and potential capabilities. It should be adaptable to changing community needs and opportunities. The success of comprehensive planning depends on a knowledge and understanding of the public interest. Such interest when expressed in a plan must still gain approval through the democratic processes.

In more specific terms, the purpose of planning is to help guide the use of land in an orderly fashion which would minimize the conflicts between the various users of land and to provide accompanying public services in an efficient manner. With the rising cost of such services and the increasing emphasis upon improving the quality of the environment, there is a significant need for and responsibility upon government now and in the future to provide services in an economical way. Most physical facilities follow rather than lead development to the extent that compromises in the locations of public services affect the efficiency and, thus, the cost for services on a long-range basis. To prevent such situations, the process of planning is a means of making better short-range decisions by relating them to a long-range plan.

Planning as a process consists of inventorying and then analyzing the existing conditions of an area, establishing goals and setting standards, projecting future needs, deciding upon alternative solutions to problems, preparing the comprehensive development plan document, and selecting methods of implementing the plan. Throughout the process, officials and citizens should be involved to the maximum extent feasible, have access to the plan materials, and have a method of communicating an input of their ideas and reactions. To the extent possible, this process has been followed in the preparation of this Comprehensive Plan for the Inman Area.

THE PLANNING AREA. . . .

For purposes of this Plan document, the "Planning Area" referred to herein and sometimes called the "Inman Area" comprises the entire City limits of Inman, Kansas plus the unincorporated area in the surrounding four sections, i.e., sections 8, 9, 16 and 17 of Superior Township. In addition, 300 feet in all directions outside these sections is also included in the Planning Area. The total Planning Area is delineated in Figure 1-A and consists of 4.47 square miles or about 2,859 acres. Of this total, about 250 acres are located within the City limits.

REGIONAL INFLUENCE. . . .

With the fast modes of communication and transportation today, planning for an area must take into account the significance of "the region" which affects it. Such a region varies in size depending upon physical, socioeconomic and/or governmental situations. The most notable links within a region are usually physical in nature. For example, the underground water supply which provides water to one part of a region might be greatly affected in quantity and quality by the need for water in another part. Highways, bridges, railroads, and airports all provide links within a region and beyond. These features coupled with modern transportation vehicles have led to the increased mobility of people, thus broadening their area of influence for economic, social and cultural functions.

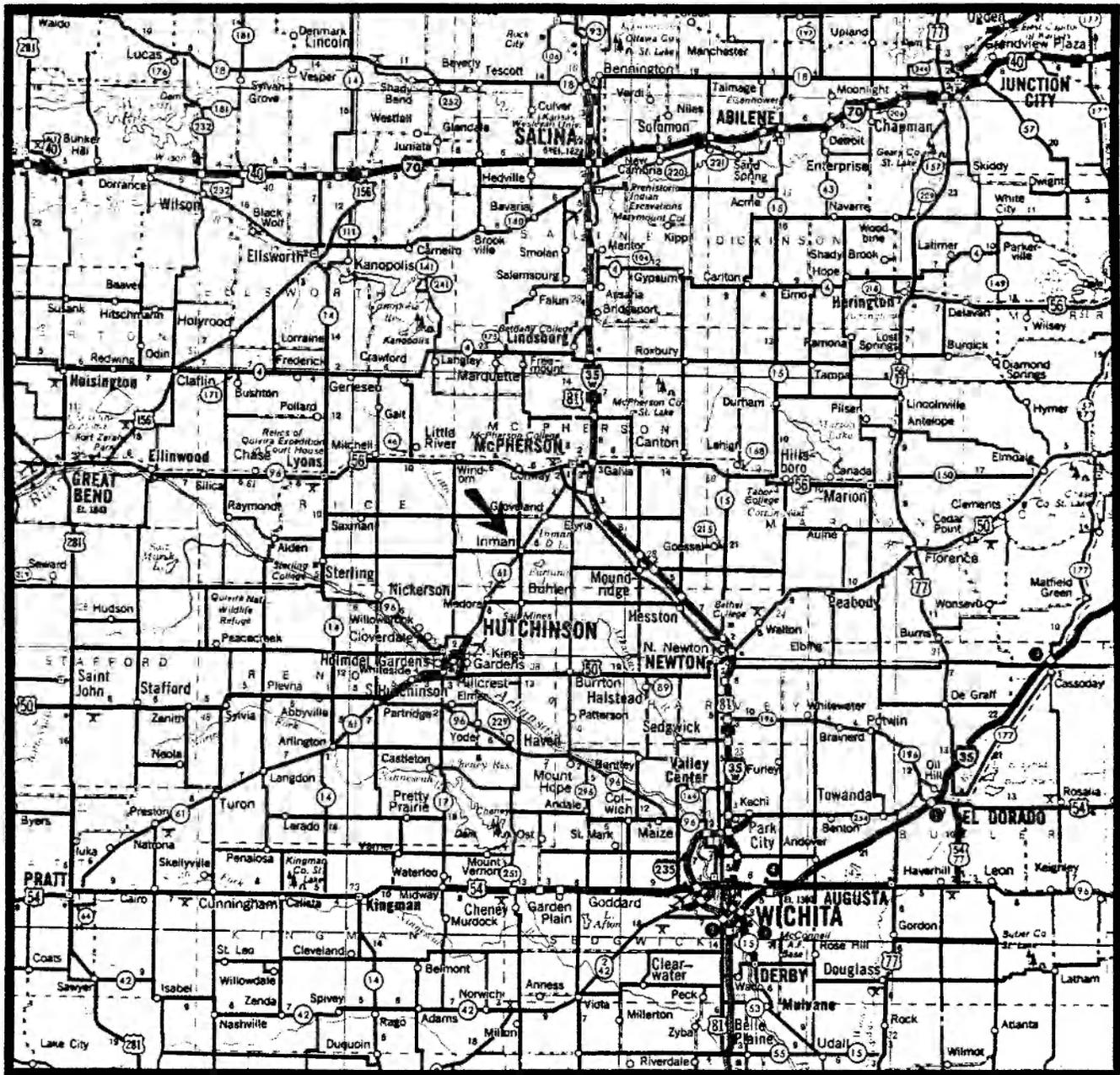
Activities within an area are also influenced by the communication network in and around it in the form of television, radio and newspapers. People are often motivated to shop and attend sports and cultural events in those areas from which such communications originate. The convenience of the telephone system as a means of communication for social, economic and emergency purposes influences ones area of contacts and activities.

Location

The Inman Area is located in the southwest part of McPherson County near the center of the State. K-61 Highway joins the City with McPherson to the northeast (11 miles) and Hutchinson to the southwest (14 miles). Other Kansas cities and their highway mileage from Inman are:

| | | | | | |
|------------|---------|---------|----------|-------------|----------|
| Buhler | 6 miles | Newton | 31 miles | Great Bend | 63 miles |
| Moundridge | 16 " | Salina | 46 " | Topeka | 163 " |
| Hesston | 24 " | Wichita | 57 " | Kansas City | 233 " |

FIGURE 1-B. REGIONAL LOCATION OF INMAN AREA



As shown on the Regional Location map, Figure 1-B, Inman's location provides easy access to several regional recreation areas, including Cheney Reservoir (33 miles), Kanopolis Reservoir (34 miles), Marion Reservoir (44 miles), Maxwell Game Reserve (30 miles), Quivira National Wildlife Refuge (45 miles), and Cheyenne Bottoms (62 miles).

Communication

The Continental Telephone Company of Kansas provides modern telephone service to the City, including toll free service to the surrounding area and cities of Buhler, Conway, and Windom. A local newspaper, the Inman Review, is published weekly, and three other papers, the Wichita Eagle and Beacon, the Hutchinson News, and the McPherson Sentinel, are available daily in the City.

Television reception in Inman is excellent. All three national networks plus a public broadcasting station are available from stations in Wichita and Hutchinson. Many AM and FM radio stations can also be received.

Regional Planning and Development

The economics of using natural and man-made resources on a scale that all persons may enjoy a better quality of living makes it necessary to provide many public and private services and facilities on a regional basis. This is true in such examples as highways, airports, reservoirs, parks, libraries, health and social welfare. Inman is apparently aware of the importance of "economies of scale" in providing various services and facilities, for it participates both directly as a city and indirectly through the Board of County Commissioners in a number of regional organizations. References will be made periodically in this document to such regional activity. Inman is included in the Southeast Central Region 04 of the Planning and Development Regions of Kansas. This is further divided into Sub-Region 044 which comprises the counties of McPherson, Reno and Rice. The latter is known as the Mid-State Region. For regional planning purposes, Inman is a member city of the Mid-State Regional Planning Commission which comprises Sub-Region 044.

HISTORICAL DEVELOPMENT. . . .

The history of a community has a substantial effect upon its future. The extent of prior social, economic and physical activities serve to undergird the accomplishments of today which make Inman a "liveable" community.

The following account of Inman's history was prepared by Adolyn Bartels, Chairman of the City Planning Commission and President of the Bank of Inman. Research for the period 1856-1900 was compiled in a college term paper by Harlan D. Luty, a local resident.

The earliest official document of this area of Kansas is the journal of the original survey of McPherson County, which began in 1856 and was completed ten years later, establishing township boundaries. Settlers be-

gan to move into the area in the early 1870s, and within five years, much of the township was dotted with homesteads. Superior Township was officially organized January 13, 1874 and the Superior Post Office officially designated the following year.

In 1886 surveyors for the Chicago, Kansas & Nebraska Railroad (a branch of the Rock Island) announced plans to build a railroad from McPherson to Hutchinson with the possibility of passage through Superior Township. A public meeting was held to decide upon the location for a depot, and the citizens decided on an area in the middle of the survey which was on the highest elevation in the township.

Later that year the C.K.&N. Town Company was formed and it was generally believed that the Rock Island was supporting the company financially. The company immediately purchased 40 acres of land close to the proposed depot, which included the right-of-way surveyed and platted by the Rock Island. The company selected the name Aiken for the plat, then sold a large percentage of the lots to the Kansas Town & Land Company, which in turn sold them to individuals. The first building was erected in 1887, a small store selling tobacco, candy and hard cider. Superior post office was moved to Aiken in 1887, but retained the name Superior. A celebration on July 4, 1887 was Aiken's first initiation as a railroad town.

On February 2, 1889 the McPherson County District Court ordered that the name of the town of Aiken, situated in Superior Township, be changed to Inman. The post office was officially changed to Inman two months later. Inman was probably named after Lake Inman located three miles east of town, and some early residents believed the lake was originally named by Major Henry W. Inman, an officer and writer who passed through the area in the 1880s. A newspaper, the Inman Review, began operation January 1, 1891 and the Bank of Inman was organized in 1893. Both businesses continue to operate today. On April 4, 1894 the McPherson County Commissioners declared that Inman, with a population of 320 persons, was officially incorporated as a city of the third class.

In 1879 the Superior Cemetery Association was organized and a cemetery established in the present central business district. In 1887, following the purchase of the land by C.K.&N. Town Company, the cemetery was moved to the present location, one mile north of the City. It is now operated as the Inman Municipal Cemetery, along with a second cemetery one mile south of town.

The first civic improvement was a wooden water tower, for fire protection only, which was erected in 1894. Within two years a fire engine and an alarm had been purchased. A steel tower replaced the wooden one in 1911, and in 1936 wells were drilled east of town to provide drinking water for the residents. A volunteer Fire Department was organized in 1931.

An elementary school with 35 pupils was established in 1888, and ten years later a high school was organized with 13 students. In 1919 a Rural High School District was organized.

By 1902 Inman was noted for its good sidewalks and well graded streets. Telephone service reached Inman in 1900 and in 1906 business persons organized the Inman Mutual Telephone Company, which eventually expanded to the rural area surrounding the City. This was later sold to the Mid-Kansas Telephone Company, and is now part of the Continental System.

The erection of the Superior Township Hall provided office space and storage for township records, and also provided Inman with its first auditorium. This became the center of local activities and was used for band concerts, school and community plays, debates, and local dances. Traveling vaudeville troops also stopped to perform here, due to the location and excellent transportation facilities. In addition to the railroad, K-17, a hard-surfaced highway linking McPherson and Hutchinson, passed through the central business district. By this time bus service was also available. The Township Hall later housed the Inman Community Library, which was organized in 1942 through the efforts of seven women representing three local women's clubs. This became the Inman City Library in 1964.

Electricity reached the town in 1916 via overhead lines from Hutchinson. Natural gas was first available in 1931.

The City Council ordered curb and gutter installed on all Inman streets in 1947, and immediately upon completion, the City employees began a program of surfacing streets. A City Park was established, and in the 1960s an additional 40 acres was acquired for use as a sanitary landfill, lagoon-type sewer system, and additional park area. A new 300,000 gallon water tower was also built and new water lines were installed to support the service area.

Inman has continued to grow and prosper with reasonable consideration for all its residents. A quote from a 1902 edition of the McPherson Republican could well apply today: "The citizens of Inman are not trying in any way to boom the city, and are only looking for well-intentioned people who are seeking a permanent home and business in one of the best and most substantial of the small towns in the great State of Kansas."

Historical Preservation

Recognition and preservation of historical events and places should be part of the planning process. To assist communities in the State, an inventory of Kansas historic, architectural, archeological, and cultural resources was begun in 1969 by the Kansas State Historical Society. The Historic Sites Survey staff used guidelines established by the National Register Office under the National Historic Preservation Act of 1966. In Inman, the I.O.O.F. Hall still located at Main Street and East Center has been designated on the list of historic sites.

Nationally there is a current wave of renewed interest in both preserving structures of historical significance and

remodeling older buildings for "adaptive uses." Partly, the latter efforts have been initiated as a cost saving measure in a period of high construction costs. Preserving interesting historical structures in Inman as a reference point to the past could be a worthy activity of the overall city planning effort.

COMMUNITY SURVEY. . . .

In order to provide a local opinion source of information, the Inman City Planning Commission conducted a Community Survey in January-February 1977. Of the 280 questionnaires distributed, there were 162 responses for an excellent return rate of 58%. The Survey has supplied both information and an evaluation of how residents view conditions in the present City and what their desires and goals would be for the future. Periodically, these responses are referred to in this Plan as supportive data on related subjects.

GOALS. . . .

The determination of planning goals is considered a very important step in the planning process. Such goals take into account not only the physical needs of a community, but also relate to social, economic and governmental considerations. From these goals, it is possible to establish overall policy guidelines which can be used to formulate the contents of the comprehensive plan and to facilitate the decision making process of government.

By setting goals, it makes it more possible to determine priorities when various activities compete for money, time and manpower. With the priority of goals established, better coordination of effort and resources becomes possible. This is true not only in the interrelationship of one governmental body to another, but the relationship between private enterprise, property ownership and governmental activities. If the goals and priorities of any one agency or individual are not in accord with an overall project, there is usually a lowering of efficiency and an increase in cost and time in achieving the final results. Goals, therefore, can provide a method of establishing efficient working relationships and often make difficult tasks achievable.

Various goals and objectives are contained throughout this Plan document; however, it is desirable to determine some overall community goals which establish basic principles to guide the preparation of the Plan. Such general goals are listed on the following pages:

Population

- Strive to maintain a consistent population growth rate of about 2% annually.
- Seek to attract more young families to the community in order to offset the aging population trend.

Economy

- Encourage the maintenance and further development of a diversified local economic base of industries, retail businesses, and services.

Housing

- Encourage programs to protect and maintain the quality of the local housing inventory.
- Encourage the construction of a variety of dwelling types (single-family, duplexes, multi-family, etc.) in appropriate locations so that the various housing needs of the existing and projected local population might better be met.
- Recognize the use of mobile homes as a solution to the housing problem for many people.

Land Use

- Continue to concentrate the City's development so as to avoid scattered "urban sprawl."
- Seek to preserve good farm land from the intrusion of unnecessary non-farm uses which detract from the productivity and amenities of the rural area.
- Preserve the identifiable character and quality of the residential neighborhoods from the intrusion of incompatible land uses, unnecessary through traffic, and distractive environmental features.
- Continue the practice of locating mobile homes in mobile home parks, and encourage the continued development of well-designed mobile home parks.
- Encourage commercial development to locate in the central business district.
- Designate adequate and appropriate areas to accommodate future industrial development.

Transportation

- Examine the overall street system to classify and delineate the purpose, location, standards, and method of financing for arterial, collector, and local streets.
- Develop a continuing program for sidewalk construction and maintenance.
- Explore the various possibilities for providing a local taxi service.

Community Facilities

- Work with USD #448 in determining the school facility needs and an acceptable program for meeting those needs.
- Explore the feasibility of providing full-time local police protection.
- Consider the need and feasibility of having a locally based ambulance service.
- Continue to expand the water and sewer systems as needed to accommodate community growth.

Plan Implementation

- Adopt new zoning regulations to guide future developmental activities according to the Future Land Use Plan.
- Adopt extraterritorial subdivision regulations to assure that future community growth is harmonious and makes provision for all necessary facilities.
- Study the various types of construction and health codes available and adopt those needed to protect the quality of the community's environment.

Chapter 2

POPULATION AND ECONOMY

POPULATION CHARACTERISTICS. . . .

A basic and primary step in the planning process is a careful analysis of the characteristics of the people living in the Planning Area. Such analysis, coupled with future population projections, provides a necessary basis for determining a community's needs, both existing and future, with respect to public facilities, land use, and other areas of planning concern.

As the people help to shape development and other activities in the Planning Area, its physical, social, and economic characteristics likewise affect the characteristics of the people. By recognizing such interrelationships, a community is able to more effectively develop policies and programs which will encourage favorable characteristics and redirect or minimize unfavorable trends.

Population Trends

The City of Inman has experienced a generally steady, moderate population growth throughout its history. Table 2-A statistically shows the City's growth from 1950 to 1970. Its rate of increase in each of those decades was greater than the corresponding rates for McPherson County and the State. For the 20-year period, Inman's growth of 35.9% was proportionally greater than any other city's in the County.

Table 2-A. POPULATION TRENDS: 1950-1970

| | 1950 | Percent Increase 1950-1960 | 1960 | Percent Increase 1960-1970 | 1970 | Net % Increase 1950-1970 |
|---------------------|-----------|----------------------------------|-----------|----------------------------------|-----------|--------------------------------|
| Inman | 615 | 18.5 | 729 | 14.7 | 836 | 35.9 |
| McPherson County | 23,670 | 2.6 | 24,285 | 2.0 | 24,778 | 4.7 |
| Kansas | 1,905,299 | 14.3 | 2,178,611 | 3.2 | 2,249,071 | 18.0 |

Source: U. S. Census of Population.

U. S. Census data such as that shown in Table 2-A has been collected only once every ten years, and thus has the shortcoming of not always indicating the most recent trends. In order to provide more current population information,

yearly data as reported by the County Assessor is also used in this chapter. It should be recognized, however, that because of differences in definitions and collection methods, this data sometimes does not lend itself to valid comparisons with U. S. Census data.

The 1970 Census shows a population of 836 in Inman. County Assessor's population figures, as reported to the State Board of Agriculture and published in the Kansas Government Journal, for each year since are:

| <u>1971</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> |
|-------------|-------------|-------------|-------------|-------------|-------------|
| 788 | 818 | 821 | 957 | 959 | 990 |

This yearly data indicates that since 1970, the City has grown at an even faster rate than in the previous two decades. Average annual growth was about 1.8% from 1950 to 1970, and about 3.1% from 1970 to 1976. However, it should be noted that most of the City's growth since 1970 occurred during one year, 1973. A single year's increase of that proportion tends to skew an average upward over a short term.

Components of Change

There are three basic components of change in the population of an area--births, deaths, and migration. The net difference between births and deaths is the natural increase or decrease in the population. The difference between the natural increase or decrease and the overall change in population is the net in- or out-migration.

While data concerning Inman's births, deaths, and migration is not readily available, such data is available for McPherson County. The County's birth rate (births per 1,000 population) has dropped from 28.0 in 1960 to 14.4 in 1970 and 12.9 in 1975.⁽¹⁾ This declining birth rate is consistent with State and national trends.

The County is still experiencing a natural population increase, i.e., more births than deaths, but recent statistics show that from 1970 through 1975, the average annual births in the County (307) exceeded the average annual deaths (265) by only 42. Inman's proportional share of this natural increase would be only one or two persons yearly. Since the City's total average increase during this time period was about 26 people yearly, it must be assumed that nearly all of this growth has been due to in-migration.

⁽¹⁾ Figures for 1970 and 1975 calculated by Mid-State Regional Planning Commission staff from reports on Vital Statistics provided by Kansas State Department of Health.

To determine the reasons behind the City's in-migration trend, the Community Survey asked, "Why did you move to Inman?" Most of the responses were related to small town advantages. The single reason given the most, however, was "to retire". The addition of retirement age families has probably contributed significantly to the City's relatively elderly age distribution.

Age-Sex Distribution

One of the most informative population characteristics for planning purposes is the age-sex distribution. Figure 2-A graphically shows Inman's age-sex distribution as compared to those of McPherson County and Kansas. The most significant variances between the City's distribution and those of the County and State are higher proportions in the age groups over 65 and lower proportions in the age groups under 25. Both characteristics indicate that Inman has a relatively older population. This fact is further verified by the median ages, according to the 1970 U. S. Census, of 39.2 years for Inman, 31.4 years for McPherson County, and 28.7 years for the State.

Analysis of the County Assessor's 1976 age-sex statistics for the City reveals basically the same characteristics of distribution. In fact, the 1976 data shows an even lower proportion in the under 25 age groups and a greater proportion in the 65 and older age groups. The median age according to the 1976 data is 39.9 years.

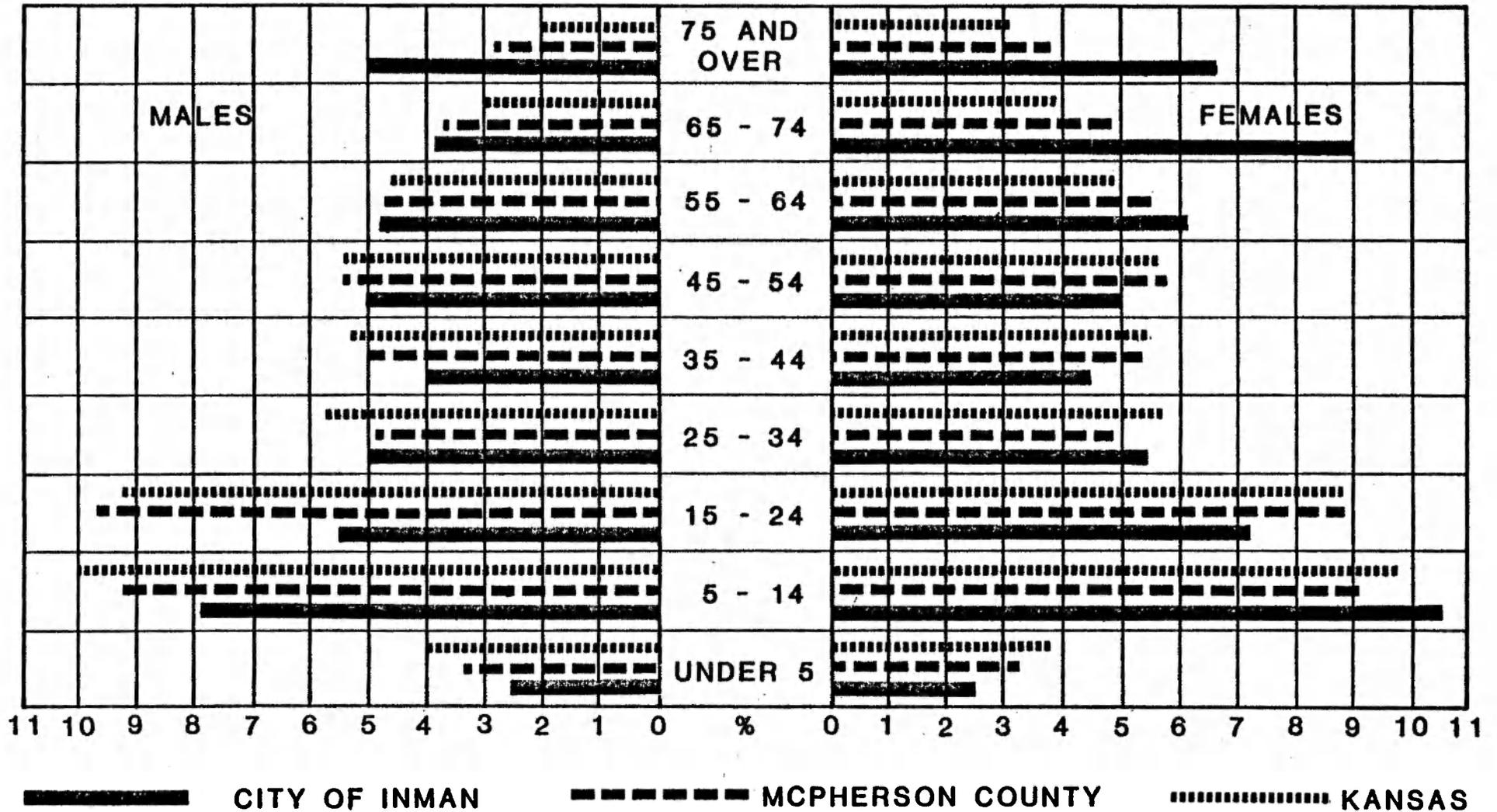
Also noteworthy is the fact that the 1970 Census shows 56.7% of the City's population to be females. Although there are usually more females than males, this percentage is considerably higher than those of the U. S. (51.3%), the State (51.0%), and McPherson County (51.5%). The 1976 County Assessor's data also indicates a high female proportion for the City (55.4%). Figure 2-A shows the most significant excess of females over males to be in the elderly age groups.

Dependency Ratio

Another means of comparing age distributions is dependency ratios. In principle, a dependency ratio is the number of persons not economically active compared to those who are economically active. A high dependency ratio usually indicates a greater burden placed on proportionately fewer persons to raise the tax monies necessary to provide and support community facilities and services. Consequently, a lower ratio suggests that a community is economically stronger in this respect.

Table 2-B shows that according to 1970 Census data, Inman's dependency ratio is 112.7. This means, theoretically,

FIGURE 2-A . AGE-SEX DISTRIBUTION BY PERCENT: 1970



SOURCE: 1970 U.S. CENSUS OF POPULATION

that there is more than one economically inactive person for each one who is active. This is a considerably higher ratio than those for McPherson County (84.1) and the State (82.1). It is significant to note that the City's high elderly ratio is due in part to Pleasant View Home, which has 87 elderly residents.

Table 2-B. DEPENDENCY RATIOS⁽¹⁾

| | <u>Child</u> | <u>Aged</u> | <u>Total</u> |
|--------------------------|--------------|-------------|--------------|
| Inman 1976 | 46.7 | 54.9 | 101.6 |
| Inman 1970 | 60.8 | 51.9 | 112.7 |
| McPherson County 1970 | 56.7 | 27.4 | 84.1 |
| Kansas 1970 | 60.5 | 21.6 | 82.1 |

(1) Dependency ratio is defined as the number of children (0-17 years old) and aged (65 years and older) per 100 persons in the economically active age group (18-64 years).

Source: U. S. Census of Population, 1970;
McPherson County Assessor, 1976.

Also shown in Table 2-B are the 1976 dependency ratios for Inman according to the County Assessor's data. As previously noted, comparisons between U. S. Census and County Assessor's data are subject to certain limitations. Assuming, however, that the dependency ratios shown in the Table can be validly compared, then the total dependency ratio for 1976 decreased to 101.6, which is still more than a one-to-one ratio. This decrease has been due to a considerable decline in the child ratio while the aged ratio increased slightly. The continuation of such a trend into the future could have a considerable influence on the kinds of community facilities and services needed in that it will statistically affect school enrollments, change the character of recreation needs, and possibly reduce the interest in passing bond issues and increases in taxes. The long-range effect can lessen the attractiveness of the community for younger families unless facilities and services can be maintained.

Other Population Characteristics

- The City's racial composition is nearly all white. Of the 836 total population noted by the 1970 Census, 834 or 99.8% were white.

- The land use survey taken in December 1976 noted 35 dwellings outside the City but within the Planning Area. According to the 1970 U. S. Census, the median number of persons per dwelling unit in rural McPherson County is 2.5. Using these figures it can be estimated that about 88 persons live in that part of the Planning Area outside the City.

POPULATION PROJECTIONS. . . .

Effective planning in Inman or any other community should be based on feasible projections of population throughout the planning period. Failure to anticipate future populations, and hence their needs, may result in either inadequate or surplus services and facilities, either of which can be costly to the public in several ways. Properly anticipating future population levels increases the likelihood that a community will be able to provide the kinds of services and facilities in sufficient quantities at the time and in the places they are most needed.

Projection of the population through the Planning Period is possible by assuming certain behavior on the part of the various components of population change. Such projections are not predictions in the sense that they foretell future population changes. Rather, they state what population changes would occur if certain other circumstances and conditions were to exist. The validity and accuracy of any projections are dependent upon whether the assumed conditions actually exist throughout the period of the projection.

Projections for smaller populations are usually more difficult than for larger populations. The principal reason is that a smaller population is much more susceptible to variability in the factors affecting population change. An obvious example is a small community which might reasonably expect a moderate population increase over a twenty year period. Such a community might include, for the sake of illustration, four small industrial firms of about the same size. If a fifth firm of comparable size were to locate within the community, the industrial jobs available would increase by as much as 25%. As new workers and their families moved to the community filling the employment needs, the population could increase substantially in a very short period of time, thus invalidating the projection for a moderate population increase. A similar but opposite effect would result if one of the firms were to leave the community. Variability of this type can easily occur for a number of reasons. However, in larger communities and regions, such changes tend to occur more frequently and tend to "smooth out" the overall impact.

Various studies conducted for the County or the Mid-State Region in recent years have included population pro-

jections for Inman. Two such projections are shown in Table 2-C. Projection A, taken from the County's "Comprehensive Plan for Water and Sewer Development" of 1972, is based on the assumption that Inman will receive its proportional share of the growth projected for Kansas during the period 1971-1990. Projection B is from the Mid-State Regional Planning Commission's "Population and Economic Report" of 1976, and is based on past and present trends of population factors in the City.

Table 2-C. POPULATION PROJECTIONS FOR INMAN

| <u>Projection</u> | <u>1970</u> | <u>1975</u> | <u>1980</u> | <u>1985</u> | <u>1990</u> | <u>1995</u> |
|-------------------|-------------|--------------------|-------------|-------------|-------------|-------------|
| A | 836 | 875 | 920 | 967 | 1,011 | -- |
| B | 836 | 874 | 912 | 950 | 988 | 1,026 |
| C | -- | 959 ⁽¹⁾ | 1,072 | 1,183 | 1,306 | 1,442 |

(1) Actual 1975 population according to McPherson County Assessor.

Sources: Projection A -- McPherson County Comprehensive Plan for Water and Sewer Development, 1972.

Projection B -- Population and Economic Report for the Mid-State Region, 1976.

Projection C -- Based on a desired annual growth rate of two percent projected from the 1976 population of 990.

Assuming the County Assessor's estimate of the City's 1976 population (990) is reasonably accurate, then both Projections A and B appear to be low. A third projection has, therefore, been developed and is included in Table 2-C. Projection C is not based on a disaggregate analysis of population factors such as birth, fertility, mortality, and migration rates, but is instead based on a desired annual growth rate of two percent. This is about the same rate of growth as incurred by the City during the period 1940-1976, and would result in a 1995 population of 1,442.

Such a growth rate generally reflects the thinking of the majority of the City's residents as determined by the Community Survey. According to the survey, 68% of the local residents "want" the City to grow, and 85% "think" it will grow. Part of the effort to achieve a population growth should involve attracting proportionally more young families with children to offset the existing particularly high percentage of older residents. Such a policy would better balance the use of community facilities, improve the tax base,

and contribute to an on-going population increase after this Planning Period. While this objective will not be easy to achieve due to the continuing decline in birth rates both nationally and in Kansas, the policy is nevertheless an important and necessary one in order to undergird the total community planning effort.

ECONOMIC ANALYSIS. . . .

The nature of the economy of any community or area is a highly influential determinant of its potential growth and development. It is important, therefore, that development efforts in the Inman Area be based on an understanding of local characteristics so that continuing economic development can be undertaken in a manner consistent with and facilitative of the physical and social development of the community.

This section is intended to analyze the economic trends which have and are taking place as well as assess their possible effect upon the future economy and what approaches might be needed in economic development efforts to implement this Plan. Because Inman's population is less than 2,500, no specific economic statistics for the City are made available by the U. S. Bureau of the Census either in the 1970 Census of Population or the 1972 Economic Censuses. This major limitation for some information categories has been overcome through the use of other government sources or by local data collection. For other categories, however, U. S. Census information for rural McPherson County, which includes all cities less than 2,500 in population, is the best data available and has thus been utilized under the assumption that it provides an approximate indication of the local situation. Statistics for Kansas and for the Mid-State Region have also been presented in some cases for the purpose of providing comparative analysis.

EMPLOYMENT. . . .

Labor Force

The rate of participation in the labor force is an important economic factor, for it shows how many of an area's residents are engaged in economically productive activity. The data needed to calculate this rate is not available for Inman, but Table 2-D shows the respective rates for McPherson County, the Mid-State Region, and the State for 1970.

Of the County's population 16 years and older, 75.9% of the males and 40.7% of the females participate in the labor force. Both figures compare favorably with those of the Mid-State Region and Kansas.

Table 2-D. LABOR FORCE: 1970

| | <u>McPherson County</u> | <u>Mid-State Region</u> | <u>Kansas</u> |
|----------------------------------|-----------------------------|-----------------------------|---------------|
| MALE, 16 years and over | 8,611 | 33,161 | 763,814 |
| Labor force | 6,537 | 25,145 | 592,251 |
| Percent of total | 75.9 | 75.8 | 77.5 |
| Civilian labor force | 6,514 | 25,074 | 556,895 |
| Not in labor force | 2,074 | 8,016 | 171,563 |
| Under 65 years ¹ | 281 | 1,449 | 33,952 |
| 65 years and over ¹ | 912 | 3,572 | 71,816 |
| FEMALE, 16 years and over | 9,455 | 36,992 | 820,099 |
| Labor force | 3,845 | 14,651 | 330,277 |
| Percent of total | 40.7 | 39.6 | 40.3 |
| Civilian labor force | 3,845 | 14,651 | 329,729 |
| Not in labor force | 5,610 | 22,341 | 489,822 |
| Under 65 years ¹ | 3,133 | 13,046 | 295,589 |
| 65 years and over ¹ | 1,675 | 11,588 | 125,249 |

¹ Does not include persons not in labor force who are either inmates of an institution or enrolled in school.

Source: 1970 U. S. Census of Population

Table 2-E. OCCUPATION BY PERCENTAGE: 1970

| | <u>McPherson County</u> | <u>Mid-State Region</u> | <u>Kansas Non- metropolitan</u> | <u>Kansas Total</u> |
|---|-----------------------------|-----------------------------|-------------------------------------|-------------------------|
| TOTAL EMPLOYED, 16 years old and older | 10,102 | 38,488 | 478,969 | 852,313 |
| Professional, technical, and kindred workers | 11.8 | 12.0 | 12.5 | 14.3 |
| Managers and adminis- trators, except farm | 8.8 | 10.4 | 9.2 | 9.4 |
| Sales workers | 6.0 | 7.0 | 6.3 | 7.5 |
| Clerical and kindred workers | 14.5 | 14.6 | 13.7 | 16.3 |
| Craftsmen, foremen, and kindred workers | 13.9 | 13.7 | 12.9 | 13.3 |
| Operatives, except transport | 12.3 | 11.9 | 9.5 | 9.7 |
| Transport equipment operatives | 3.2 | 3.1 | 3.6 | 3.5 |
| Laborers, except farm | 4.0 | 4.3 | 4.3 | 4.2 |
| Farmers and farm managers | 8.9 | 6.7 | 10.8 | 6.4 |
| Farm laborers and farm foremen | 2.4 | 1.8 | 2.9 | 1.8 |
| Service workers, except private household | 12.4 | 12.4 | 12.7 | 12.0 |
| Private household workers | 1.8 | 2.0 | 1.6 | 1.3 |
| | <u>100.0</u> | <u>100.0</u> | <u>100.0</u> | <u>100.0</u> |

Source: 1970 U. S. Census of Population

Assuming that Inman's labor participation rates most closely correspond to McPherson County's, then it can be estimated the City's 1970 civilian labor force consisted of about 207 males and 146 females.

Occupations

An analysis of the occupation types of the employed persons in an area often provides a basic illustration of the nature of its economy. There is no specific data available regarding Inman's occupation distribution, thus statistics for McPherson County, the Mid-State Region, and the State are again utilized to provide an assumed approximate indication of the local situation.

The statistics in Table 2-E indicate that the County is more industrialized than much of non-metropolitan Kansas but not as much as Kansas as a whole. Compared to the Mid-State Region, non-metropolitan Kansas, and Kansas, the County generally had in 1970 proportionately fewer employed persons classified as professional, technical and kindred workers, as nonfarm managers and administrators, as sales workers, as transport equipment operatives, and as nonfarm laborers. On the other hand, the County had proportionately more craftsmen, foremen, and kindred workers; and non-transport operatives as well as private household workers. At the same time, the proportion of persons employed directly on farms was less than that for non-metropolitan Kansas but more than for all of Kansas.

Employment by Industry

Further insight into the nature of a local economic situation can usually be gained through a study of labor force proportions employed by the various types of businesses and industries. According to 1970 U. S. Census data, a significant feature of McPherson County's labor force distribution is that only 17.2% of the workers are involved in wholesale or retail trade. This is considerably less than the corresponding figures for the Mid-State Region (24.0%) and Kansas (21.8%). Also noteworthy is the fact that 20.7% of the County's workers are employed in the manufacturing industry, higher than the proportions for the Region (19.6%) and the State (17.4%).

PERSONAL INCOME. . . .

Table 2-F shows that incomes for families and unrelated individuals in the rural nonfarm parts of McPherson County (this category includes Inman) are considerably lower than for the entire State, but higher than for non-metropolitan Kansas. The per capita income, however, is lower in rural nonfarm McPherson County than in non-metropolitan Kansas and the entire State.

Table 2-F. INCOME STATISTICS: 1969

| | McPherson ⁽¹⁾ County Rural Nonfarm <u>Population</u> | <u>Non-metropolitan Kansas</u> | <u>Kansas</u> |
|---|--|------------------------------------|---------------|
| All families and unrelated individuals | | | |
| Median Income | \$6,274 | \$5,603 | \$6,785 |
| Mean Income | \$6,864 | \$6,844 | \$8,106 |
| Per Capita Income | \$2,380 | \$2,616 | \$2,945 |

(1) By definition of the U. S. Bureau of Census, "rural" includes all cities less than 2,500 in population.

Source: U. S. Census of Population, 1970.

Private nonfarm sources provide 69.1% of all personal income in McPherson County. Another 14.0% represents farm income, with the remainder being government income disbursements of 16.9%.

Wage Rates

Wage rates are, of course, a major factor in determining many family incomes. The "Kansas Wage Survey, 1975-76," which was prepared by the Employment Security Division of the Kansas Department of Labor, lists 28 different job occupations and the average wage rate for each. This data is available on a statewide and regional basis with the Inman Area included in a 12-county region in north central Kansas. For 19 of the job classifications, this region has a lower average wage range than does the entire State. The wage ranges of six of the job classifications are the same as the State, and only three occupations have higher wage ranges in the region than in the State.

According to interviews conducted with Inman business persons in early 1975, beginning unskilled laborers in the City generally have hourly earnings ranging from \$2.00 to \$3.50. Skilled laborers make \$3.00 to \$6.00 hourly, usually closer to \$5.00. Salaries for jobs requiring education above the high school level are usually between \$8,800 and \$13,000 per year.

PRODUCTIVE ACTIVITY. . . .

Agriculture

As with most Kansas communities, Inman's economy is greatly affected by the agricultural activity in the surrounding area. According to the Kansas State Board of Agriculture, recent trends in McPherson County are a decreasing number of farms and decreasing acreage harvested. Despite the acreage decline, the total value of field crops has continued to increase, part of which should be attributed to inflation. The total value of the County's field crops for 1973 was \$47,603,900. This represents 1.7% of the value for the entire State. The total value of livestock and poultry products in the County was \$23,404,120 in 1973, 1.4% of the State's value.

Manufacturing

The level of manufacturing in McPherson County has increased significantly in recent years. According to the U. S. Census of Manufacturers, the number of firms in the County increased 46.7% between 1967 and 1972 to a total of 44 compared to only a 18.4% increase for the Mid-State Region. Similarly, payroll for all employees more than doubled to a total of \$14,800,000 in 1972.

Table 2-G lists the industrial firms located in the Inman Area. Not all of the firms listed are actually manufacturing businesses, but each is basically of an industrial nature. This list may not include every industrial type business in the area, but it is sufficiently comprehensive to provide an accurate indication of the local industrial base. In addition to the two major employers, which are manufacturers of flour and frozen dough, it is significant to note that three construction companies are based in the area. The eleven businesses listed have a total local employment of 138, approximately 20% of which are females. Other major local employers include Pleasant View Home and U.S.D. #448.

Retail Trade

The dollar value of retail trade in McPherson County has increased sharply in recent years. For the three fiscal years 1972-1975, sales tax collections in the County increased 69.7% to \$2,270,055. This percentage increase is considerably greater than the State increase of 44.9% during the same period.

While the county-wide retail picture appears healthy, statistics from the 1972 U. S. Census of Business indicate that 71.5% of the total County sales occur in McPherson City, which has only about 44% of the County's population. This suggests not only that McPherson is the retail center of the County, but also that the smaller cities in the County, in-

Table 2-G. INDUSTRIAL FIRMS IN THE INMAN AREA

| <u>Firm</u> | <u>Product or Activity</u> | <u>Estimated Local Employees</u> |
|--------------------------------------|----------------------------------|--|
| Eddie's Bake-N-Serve | Manufactures frozen dough | 25 |
| Buhler Mills, Inc. | Makes flour | 40 |
| Chase Grain Co., Inc. | Grain elevator | 5 |
| Mid-Kansas Co-op Fertilizer Plant | Blends fertilizer | 5 |
| Jost & Wiens Construction | Building construction | 12 |
| Friesen Builders | Housing construction | 7 |
| Goertzen Builders | Housing construction | 14 |
| Penner's Earthmoving | Earthmoving | 10 |
| Penner's Feed & Supply | Trucking firm | 4 |
| Inman Irrigation, Inc. | Installs irrigation equipment | 11 |
| Home Insulation Co. | Home insulating | 5 |

Source: Interviews by Inman City Planning Commission,
January 1977.

cluding Inman, are achieving far less than their proportional share of retail activity.

The Community Survey verifies that many Inman residents shop in McPherson, and even more shop in Hutchinson. Reasons given for shopping outside of Inman were mainly that certain items are unavailable locally, a wider selection of goods is available elsewhere, and better prices in other cities.

Another question in the Community Survey asked specifically, "What stores and services are needed in Inman?" In order of the number of responses, the most needed stores or services are: (1) dentist, (2) shoe shop, (3) drug store, (4) restaurant, and (5) clothing store.

Banking

Local banking activity has generally been healthy in recent years. This fact is illustrated by Table 2-H, which shows the recent growth in annual assets, deposits, and loans of the City's only financial institution. From 1970 to 1976, total assets increased by 126%, total deposits increased by 122%, and total loans increased by 185%. The ratio of total loans to total deposits increased from 42% in 1970 to about 54% in 1976.

Table 2-H. BANKING ACTIVITY IN INMAN

| Year as of December 31 | Total (in thousands) | | |
|---------------------------|-------------------------|----------|---------|
| | Assets | Deposits | Loans |
| 1970 | \$3,009 | \$2,704 | \$1,133 |
| 1971 | 3,398 | 3,017 | 1,338 |
| 1972 | 4,061 | 3,670 | 1,582 |
| 1973 | 5,126 | 4,612 | 1,916 |
| 1974 | 5,820 | 5,233 | 2,418 |
| 1975 | 6,125 | 5,438 | 2,616 |
| 1976 | 6,804 | 6,016 | 3,229 |

Source: Bank of Inman, January 1977.

It is obvious that the inflation in recent years probably accounts for a considerable portion of these increases. Nevertheless, it appears that banking activity is a strong segment in the City's economy and can be an important asset to the area's future economic development.

ECONOMIC POLICIES. . . .

Based on the foregoing analysis and other related elements of this Plan, the following policies should be pursued in order to strengthen and enhance local economic conditions:

- Identify and establish a working relationship with regional, State, and federal groups which provide technical services and/or funding assistance for economic development programs.
- Recognize the appropriate relationship and mutually supportive effort needed between the City government and local private groups, for example, Inman Industrial, Inc., to promote and coordinate economic development activities.
- Encourage the maintenance and further development of a diversified local economic base of industries, retail businesses, and services.
- Encourage the maintenance and strengthening of the central business district (CBD) and its collective ability to provide a complete range of goods and services.
- Promote projects to maintain the appearance and viability of the CBD.

- Strive to attract those types of retail and service businesses which are needed, but not presently available locally.
- Explore ideas for local retention of the retail trade now being lost to other business centers, e.g., Hutchinson and McPherson.
- Designate adequate amounts of land for industrial development, suitable both in terms of access and potential for physical development.
- Strive to attract and promote the types of light industrial development which will strengthen the local economic base without detracting from the quality of the community's environment.
- Support the development of adequate vocational-technical training to insure that persons obtain the necessary job-related skills to assume productive roles in the local economy.
- Encourage the viability of the agricultural and agribusiness activity in and around the City.

Chapter 3

HOUSING ANALYSIS

One of Inman's strongest points is the overall quality of its existing housing inventory, and one of the highest priorities for local planning efforts should be to maintain this high quality while increasing the quantity of the City's housing. Illustrating these points is the Community Survey which shows that 86% of the respondents felt that local housing quality was no problem or only a minor problem. However, 61% felt that the availability of housing in the City was inadequate.

The importance of housing to the City can be more clearly realized when one considers the facts that residential areas are the largest users of developed urban land and are a major source for a community's tax revenues. The economic importance of housing is not confined to the tax structure, for a healthy housing market benefits many businesses, including homebuilders, realtors, bankers, lumberyards, and others. Through the "multiplier effect," the exchange of money for these housing supplies and services enhances the area's total economic environment. In addition, an adequate housing supply increases the ability to attract new businesses and their employees.

For a family, the home is its largest single investment and with its surroundings a source of great influence upon family development and happiness. While a nice house does not guarantee a suitable home life, the lack of proper facilities can be a deterrent to desirable life styles. Houses that lack play space or have unsanitary conditions are a drawback to proper child development. Elderly persons who have houses which are difficult to maintain experience financial concerns and physical discomfort. Young, single and married persons view the lack of desirable housing accommodations as a reason to migrate to another community.

Responsibility for maintaining the good housing situation in the City should be assumed by both public and private interests, and should be done on a continuing basis. This chapter analyzes housing conditions and trends and suggests ways in which desirable housing goals might be attained.

SUMMARY OF HOUSING STATISTICS. . . .

This section provides a statistical summary and description of housing characteristics within the City as compiled from the 1970 U. S. Census of Housing. No comparable data is available for that portion of the Planning Area outside the City limits. While this Census data is very useful, it has

some limitations which should be recognized. The principal disadvantage is that such information has been collected only every ten years, thus the present data is now seven years old and in some cases outdated. This is especially true for financial characteristics. Furthermore, the data was collected from a sample mail survey of 5 to 15% of the housing units, which for a small area indicates considerable statistical limitations. Some data is not published for cities under 2,500, therefore, a computer printout was purchased for Inman from the census data center at the University of Kansas and used for this housing summary.

As noted in the chapter on Population, the City's racial composition is virtually all white. Housing characteristics as related to race are, therefore, not included in the following data.

Housing Characteristics

- Serving the City's 1970 population of 836 were 314 total housing units.
- 245 of the total units or 78.0% were owner-occupied, while only 53 units or 21.6% were renter-occupied. This is a considerably higher proportion of owner-occupied units than for the County (68.4%), the Mid-State Region (66.5%), or the State (63.7%). Consequently, the ratio of renter-occupied units is less for the City than for the County, Region, or State.
- Only 16 units or 5.1% of the total were vacant, and only six of these were available for sale or rent. Of the remaining ten vacant units, it is likely that several were not in good marketable condition.
- 292 or 93.0% of the total units were single-family structures, 17 units were in multiple-family structures, and five were mobile homes. Compared to the County, Region, and State, the City has proportionally fewer multiple-family units and mobile homes.
- Of the multiple-family structures, none have more than four units.
- 308 or 98.1% of the total 314 units had complete kitchen and plumbing facilities as defined by the U. S. Census, thus indicating basically modern living conditions.
- Of the 245 owner-occupied units, 30 units or 12.2% were valued at less than \$5,000, and only 16 units or 6.5% were valued \$20,000 or greater. The median value was \$11,746, which is the highest median of any city in the County except for McPherson, and is only slightly less than the State median value of \$12,100.

- Of the 53 renter-occupied units, only five had monthly rental values of \$80 or more. The median rental value was \$55, which is generally comparable to other cities in the County except for McPherson, but somewhat lower than the corresponding medians for the County (\$64) and the State (\$75).
- The median number of rooms for all occupied and vacant housing in the City was 4.7.
- The median number of persons per occupied unit was 1.7, and 177 or 59.4% of the occupied units had only one or two persons.
- The average household size, i.e., the total population divided by the number of occupied units, was 2.8, which is generally comparable with other cities in the County.
- Only seven of the 298 occupied units had persons-to-room ratios greater than 1.00, therefore, overcrowded housing is practically nonexistent in the City.

A further point to be made about the City's housing utilization characteristics is that there are very few small housing units to accommodate the several small families. According to nationally accepted standards regarding housing needs, a one-person household normally needs a one or two-room dwelling, and a two-person household needs a three-room unit. In 1970, there were 68 one-person households and only one housing unit with two rooms or less. There were 109 two-person households, but only 26 three-room dwellings. These statistics seem to indicate a distinct need for some smaller housing units in the City, e.g., efficiency apartments or one-bedroom units.

RECENT HOUSING INFORMATION AND DEVELOPMENT. . . .

While the most detailed housing data available is from the 1970 Census as presented in the previous section, some more current information is available from various other sources. Comparison of this newer data with the 1970 Census statistics is purposeful in providing an indication of recent local housing trends. Because of different data collection procedures, however, the validity of exact comparisons is questionable.

The Mid-State Regional Planning Commission has prepared a brief summary of Inman's housing statistics according to the County Assessor's 1976 data. According to this information, there were 344 households (occupied housing units) not in group quarters. This represents an increase of 46 over the 298 occupied units noted by the 1970 Census. There was

an increase of one and two-person households from 177 in 1970 to 209 in 1976. Of the 85 one-person households, 55 have occupants age 65 or older. The average household size after subtracting group quarters was 2.63 in 1976, slightly down from the 2.8 average in 1970.

A field survey conducted by Foster & Associates in December 1976 noted three mobile home parks, one of which contains only one mobile home. The other two parks had three and 16 mobile homes, thus there was a total of 20 mobile homes in the City. This represents an increase of 15 over the five mobile homes noted by the 1970 Census. This substantial increase in mobile homes is a very significant local housing trend, as is also the fact that virtually all mobile homes in the City except one are located in mobile home parks.

The field survey also noted multiple-family structures and found there to be very few in the City. Only three duplexes and two three-family structures were noted.

The most significant recent developments in the local housing market have been (1) the mobile home park development in the southwest part of town, and (2) the addition of several new single-family houses in the east and southeast. An average of five or six houses have been built each year for the past few years, and local builders estimate that at least six more new homes will probably be built in the coming year.

Housing vacancy statistics are subject to considerable fluctuation over time. In a town the size of Inman, however, a reasonably accurate determination of housing vacancy can be made by knowledgeable local residents. A local realtor estimates that as of January 1977, there are only two vacant houses and two vacant mobile homes for sale. Two apartments are also vacant and available for rent.

Housing Outside the City

The field survey previously mentioned included the Planning Area outside the City. A total of 35 dwelling units were noted, none of which were mobile homes. The majority of these units are farmhouses, but several others appear to be non-farm rural houses.

HOUSING CONDITIONS SURVEY. . . .

Housing conditions information for Inman has been provided by the Mid-State Regional Planning Commission, which conducted a visual survey of exterior housing conditions in the Region in the summer of 1975. Although the survey was conducted according to the specific criteria described later, there is still a certain degree of subjective interpretation

involved. Another consideration is that exterior conditions are not always reflective of interior conditions. Despite these limitations, which are common to any survey of this nature, this data is very useful in assessing the overall quality of the local housing inventory and to note trends and areas that may need particular attention.

Each house, including mobile homes, was evaluated according to the following criteria:

Excellent -- This condition means that the unit has no visible exterior defects and appears to have solid construction.

Substandard Minor (Fair) -- This condition means that this unit also has solid construction but has slight defects which could normally be corrected in regular maintenance, i.e., cracked, peeling or missing paint, cracked steps, cracked window panes, etc.

Substandard Major (Poor) -- This condition reflects a unit of solid construction also, but it has defects which need more than normal maintenance in order to make this structure safe and healthy for occupancy. Such defects include porches and steps with major damage, missing windows, damaged walls, roof or chimney, cracked foundation, or foundations bending due to expansive soils. These buildings are generally feasible for redevelopment or rehabilitation.

Dilapidated -- This type of housing unit no longer provides safe and adequate shelter and has major defects that make rehabilitation infeasible. The original construction could have been solid but because of maintenance neglect and age, the structure now contains major defects such as tilting walls, sagging foundations, collapsed section, collapsed chimneys, excessive wall or roof damage. Also, any structure of poor construction such as shacks, tarpaper houses, or other similar conditions are rated as dilapidated because of their general lack of safety (many being fire hazards) and totally infeasible for rehabilitation.

The survey conducted by the Regional Planning Commission rated 337 housing units in the City. The field survey conducted by Foster & Associates in December 1976 observed an additional 19 units, most of which were either newly constructed houses in the southeast part of the City or new mobile homes in the southwest. These additional units are included in the figures shown in Table 3-A on the next page. The table shows Inman's housing conditions to be very good, with only 16% of the units having any visible exterior defects. There are no dilapidated units and only five with major defects. The City's 84% standard housing compares favorably with McPherson County's corresponding proportion of 81.2%, and is considerably higher than the proportion of standard housing in the entire Region, i.e., 71.7%.

Table 3-A. INMAN HOUSING CONDITIONS

| | <u>Number of Units</u> | <u>% of Total</u> |
|-------------------|----------------------------|-----------------------|
| Excellent | 299 | 84.0 |
| Substandard Minor | 52 | 14.6 |
| Substandard Major | 5 | 1.4 |
| Dilapidated | <u>0</u> | <u>0</u> |
| Total | 356 | 100.0% |

Source: Field Survey by M-SRPC, July and August 1975. Revised by Foster & Associates field survey, December 1976.

Although no dilapidated dwellings were observed by the survey, at least one non-dwelling structure located in a residential area was noted in a badly deteriorated state. With this exception and a few cases of improper storage of materials on residential lots, environmental conditions throughout the City are generally very good.

CONSTRUCTION, HEALTH, AND PLANNING CODES. . . .

Besides an appeal to private initiative, one of the best ways that Inman can maintain and improve the quality of its housing inventory is through the adoption and enforcement of construction, health, and planning codes. Their overall purpose and legal basis for enforcement is to protect the health, safety, property and general welfare of the individual and his community. This purpose is achieved by setting standards for materials and/or performance; establishing the administration for approving permits, licenses, cases, or plats; and creating enforcement procedures for inspection and appeals.

Some of the benefits to housing offered by the adoption of such codes are:

- Housing constructed to code standards provides the buyer with some minimum safeguards to protect his investment and provides a better chance of more years of productive service.
- It is extremely difficult, if not impossible, to maintain the value of a house if through the lack of codes or their enforcement the neighborhood is permitted to deteriorate.

- The City's tax base is strongly dependent upon the assessed valuation of housing. Unless the quality of construction is built into them initially and maintained, the tax base is slowly eroded.
- Codes serve to reduce the effects of blight, and their effective enforcement can also be used to rehabilitate blighted areas.
- Insurance rates are lower where codes are effective in reducing hazards both in the home and neighborhood.
- A community's ability to attract and hold desirable employers and productive workers is often related to the overall general appearance and "liveability" of a community.

Types of Codes

No one code covers all the features of construction, health and planning activities. To efficiently protect the health, safety, and welfare of the public and the individual, each of a number of codes should play a role. A list of the most useful of these codes and a brief description of each follows:

BUILDING CODES govern the construction requirements for all types of buildings by regulating their design, methods of construction, quality of materials, types of use, degree of occupancy, site location factors, and certain equipment required for their construction and operation.

ELECTRICAL CODES safeguard persons, buildings, and their contents from hazards arising from the use of electricity in new and remodeled structures.

PLUMBING CODES are responsible for regulating both sanitary sewer and fresh water carrying systems.

MECHANICAL CODES serve to protect individuals and property by controlling the design, construction, installation, quality of materials, location, operation, and maintenance of heating, ventilating, cooling, refrigeration systems, incinerators, and other heat producing equipment.

FIRE PREVENTION CODES prescribe regulations for safeguarding life and property from the hazards of fire and explosion.

HOUSING CODES are concerned with the quality of the residential environment and affect the upkeep and maintenance of existing buildings.

MOBILE HOME ORDINANCES cover such items as water, sewer, drainage, and street facilities in mobile home parks, as well as service areas, density, open spaces and recreational areas, refuse disposal and utilities. Such ordinances cannot control the actual location of mobile homes since this can only be accomplished by a zoning ordinance.

SANITATION CODES regulate a wide range of health concerns including sewage disposal, abandoned vehicles, pest control, and environmental features in and around buildings that often lead to health hazards and blighting conditions.

SUBDIVISION AND ZONING REGULATIONS differ from the other codes described herein in many ways, including their procedures for preparation, adoption, and administration. While their general purposes are much broader than those of the other codes, they can have significant effects upon the housing itself and the pattern of residential development. Subdivision regulations are designed to ensure the harmonious development of residential areas and other land uses; to provide for the necessary facilities and utilities and their proper location; and to determine an appropriate design for lots and streets. Zoning is used to regulate the location and use of buildings and the uses of land for residential and other uses; set standards for building size and height and extent of lot coverage; conserve and protect property values; and to facilitate the adequate provision of community facilities and utilities.

Model Codes

There are a number of national organizations which have prepared and keep up-to-date "model" codes for regulating construction standards and procedures. Because of their particular local functions, there are only national "guidelines" for mobile home parks. These may be obtained from the U. S. Departments of Housing and Urban Development and Health, Education and Welfare. The Kansas State Department of Health and Environment can provide assistance on sanitation codes.

A major difference between locally prepared codes and national ones is that the former are often "specification" codes which describe in detail exactly what materials are to be used, the size and spacing of units, and the methods of assembly. The national codes prescribe the objective to be accomplished and allow broad leeway to the designers in selecting the materials and methods that achieve the required results, thus they are considered to be "performance" codes.

Other advantages of model codes include:

- They provide relatively simple yet adequate standards for construction.

- They are available at less cost than the probable expense of drafting a local code.
- They are free from local prejudices.
- They can reflect more expertise and are more capable of keeping abreast of construction technology.
- They are uniform in content, and, therefore, builders, architects, engineers, etc., find it convenient to work with codes with which they are most familiar.
- They are prepared by national code organizations who are available to provide technical assistance on the more complex building plans.
- They are more acceptable to Federal agencies where a community is undertaking Federally funded housing projects.

Existing and Recommended Codes

Of the various construction, health, and planning codes and regulations just described, Inman has the following:

Building Code - National Building Code, 1967
 Electrical Code - National Building Code, 1967
 Plumbing Code - National Building Code, 1967
 Zoning Regulations - Locally prepared
 Mobile Home Ordinance - Locally prepared.

The City also has a locally prepared code dealing with the abatement of dangerous structures. While the City's existing codes include the basic ones necessary to insure a minimum quality standard for housing construction, the revisions and additions suggested herein would provide a more complete, updated, and coordinated set of codes.

While there are various national model codes available, the "Uniform Codes" prepared by the International Conference of Building Officials (ICBO) appears to be the best suited for Inman. The State of Kansas now uses the Uniform Codes, having switched from the National Building Code, and more cities in Kansas have also begun using the Uniform Codes. Another advantage is that the Uniform Codes have recently updated editions (1976), and provide annual supplement publications concerning current topics between editions. For example, the 1977 supplement contains a section on "energy." Yet another advantage is that ICBO has a regional office nearby in Kansas City through which technical assistance can be provided on special projects.

The following Uniform Codes, which are all 1976 editions, should be considered for adoption by the City:

- Uniform Building Code
- Uniform Fire Code
- Uniform Mechanical Code
- Uniform Housing Code

These codes are all available through:

- International Conference of Building Officials
Midwest Regional Office
6738 N. W. Tower Drive
Kansas City, Missouri 64151

Companion codes of the Uniform Codes package which should also be considered for adoption are:

- National Electrical Code (1975)
National Fire Protection Association
470 Atlantic Avenue
Boston, Massachusetts 02210
- Uniform Plumbing Code (1976)
International Assoc. of Plumbing & Mechanical Officials
5032 Alhambra Avenue
Los Angeles, California 90032

ICBO also has a Uniform Code for the Abatement of Dangerous Buildings. The City should consider the need for adopting this code versus the advantages of keeping the existing "dangerous structures code" which was locally prepared. It may be that the existing code, if properly enforced, would be more suitable for the City's needs.

As noted elsewhere in this Plan, new zoning and subdivision regulations are being prepared jointly with the Plan. The City's existing mobile home ordinance is also in need of revision in order to assure a high quality standard of future mobile home park development. Depending upon the detail of standards desired, many such standards can be included in new zoning regulations.

A problem common to most small cities is who will be responsible for code enforcement. Since many cities cannot afford a full-time trained employee whose sole responsibility is code enforcement, the job is often added to the duties of an existing city employee. Other alternatives include hiring someone on a part-time basis or sharing the expense of a full-time trained employee with other cities or the County.

HOUSING PROBLEMS AND BARRIERS. . . .

The several factors involved in a local housing situation create a complex framework for the determination of policies and solutions to housing problems. It is, therefore, often facilitative to a housing analysis to define the basic housing problems and how they pose barriers to solutions.

Inman's housing problems are generally not quality-related. This is verified by the statistics and housing conditions survey previously described. The basic problem in the City is instead a shortage of housing in relation to the demand. This not only affects the existing housing market, but also suggests limitations for accommodating future growth. Another concern is maintaining the high quality of the present housing inventory. More specific housing problems affecting Inman include:

- Limited housing choices throughout the cycle of family life and new life styles.
- Lack of adequate dwellings for low-income people and the special needs of the elderly.
- Lack and limited selection of rental properties.
- Level of rents are comparatively low and discourage the construction of modern rental units and new homes.
- Tight market for buying houses has caused an overpricing beyond the normal inflation rate.
- Lack of sufficient codes to cause the repair of deteriorating dwelling units and lack of enforcement to remove dilapidated structures.

HOUSING WORK PROGRAM. . . .

In view of the importance of housing to the existing City and its potential future development, it is proposed that a continuing Housing Work Program be initiated. This project should be a coordinated community effort involving the City and other private and public groups. The Planning Commission could function as overseer of the program, and special committees could be appointed as needed to study specific topics. The main function of the program should be to evaluate and make coordinated recommendations to the City Council or other applicable organizations for carrying out the items outlined below, as well as others possible:

1. Investigate the possibility of meeting the housing needs of elderly citizens with some type of public housing project.
2. Continually review the changing federal housing programs and funding available to determine if such efforts are eligible and warranted in Inman.
3. Provide a convenient method of informing the public concerning eligibility of financial assistance.

4. Evaluate the list of construction, health and planning codes as described in a preceeding section and adopt those codes needed to improve and maintain the quality of housing.
5. Initiate a continuing program to remove or rehabilitate dilapidated structures.
6. Through the use of certain codes and a public relations effort, eliminate those environmental factors which negatively affect housing conditions.
7. Through a continuing information program, promote a public awareness of the importance attached to maintaining the quality and quantity of housing through a working relationship of government and private initiative.
8. Promote annual "spring clean-up", or "clean-up, paint-up, fix-up" programs as a joint public and private effort to improve environmental conditions and the appearance of structures.
9. Promote periodic public presentations and exhibits which would stimulate interest in building and remodeling.
10. Work with the Mid-State Regional Planning Commission and other agencies in the region and at the State level on mutually supportive housing projects.
11. Encourage the construction of more multiple-family and rental dwelling units.
12. Encourage the continued development of "good" mobile home parks.
13. Evaluate and extend the Housing Work Program on a continuing basis as needed to meet housing goals.

Chapter 4

LAND USE PATTERNS AND DEVELOPMENT INFLUENCES

A land use plan element provides information concerning the distribution patterns and interrelationships of existing land uses and the potential of a city and its surrounding area for future development. Other elements of the comprehensive plan (e.g., community facilities and transportation) are directly dependent upon the findings and proposals of the land use plan and, therefore, it is considered to be a basic and critical component of the planning process.

Besides functioning as a coordinating aid for other planning elements, much coordination is necessary within the land use element itself. Development patterns should consider and strive for compatibility with an area's physiographic conditions as well as between the various types of land use.

While a land use plan itself serves the purpose of being an influencing factor in guiding development, when prepared as part of a comprehensive plan it also provides the necessary legal foundation for the implementation tools of zoning and subdivision regulations.

EXISTING LAND USE. . . .

Although the use of land does change and can be changed over the years, it can often be a very slow process. Existing land use patterns should, therefore, be recognized and accepted as a basis for the realistic projection of future land usage. To achieve an inventory of existing land use, a field survey classifying each parcel of land in the Planning Area by its type of use was conducted in December 1976.

Land Use Classifications

The following land use classifications were used in the survey to describe the land in the Inman Area:

VACANT AND AGRICULTURAL - Undeveloped land that is available for development and all land used only for agricultural purposes, i.e., growing crops or raising livestock.

RESIDENTIAL - Land devoted to either single-family or multiple-family residential structures.

MOBILE HOME PARK - Land upon which two or more mobile homes serving as residential units are located.

PUBLIC AND SEMI-PUBLIC - Land devoted to schools, parks, and other governmental uses such as public administration buildings, and institutional or fraternal uses such as churches, cemeteries, lodge halls, and service organizations.

COMMERCIAL - Land and buildings wherein commercial activities of either a merchandising, service oriented, or professional nature are conducted for profit.

INDUSTRIAL - Land and buildings used for manufacturing and storage processes.

Survey Results

The land use patterns observed by the survey are illustrated in Figure 4-A, and the total acreage for each land use category has been calculated for that part of the area within the City limits and is presented in Table 4-A. A display size map of the Planning Area's existing land use has also been prepared and is available for information purposes at the City Hall.

Table 4-A. EXISTING LAND USE IN INMAN

| | <u>Acres</u> | <u>% of Developed Area</u> | <u>% of Total Area</u> |
|-----------------------|--------------|------------------------------------|--------------------------------|
| Residential | 81.2 | 38.0 | 32.6 |
| Mobile Home Parks | 2.3 | 1.1 | 0.9 |
| Public & Semi-Public | 35.5 | 16.6 | 14.2 |
| Commercial | 3.4 | 1.6 | 1.4 |
| Industrial | 8.4 | 3.9 | 3.4 |
| Transportation R-O-W | <u>82.9</u> | <u>38.8</u> | <u>33.3</u> |
| TOTAL DEVELOPED LAND | 213.7 | 100.0 | 85.8 |
| Vacant & Agricultural | <u>35.4</u> | | <u>14.2</u> |
| TOTAL CITY | 249.1 | | 100.0 |

Source: Field Survey by Foster & Associates,
December 1976.

Residential

Residential land uses other than mobile home parks occupy 81.2 acres or 38.0% of the developed land in the City. Single-

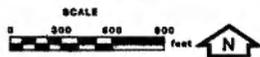
FIGURE 4-A

EXISTING LAND USE

-  VACANT & AGRICULTURAL
-  RESIDENTIAL
-  MOBILE HOME PARK
-  PUBLIC & SEMI-PUBLIC
-  COMMERCIAL
-  INDUSTRIAL

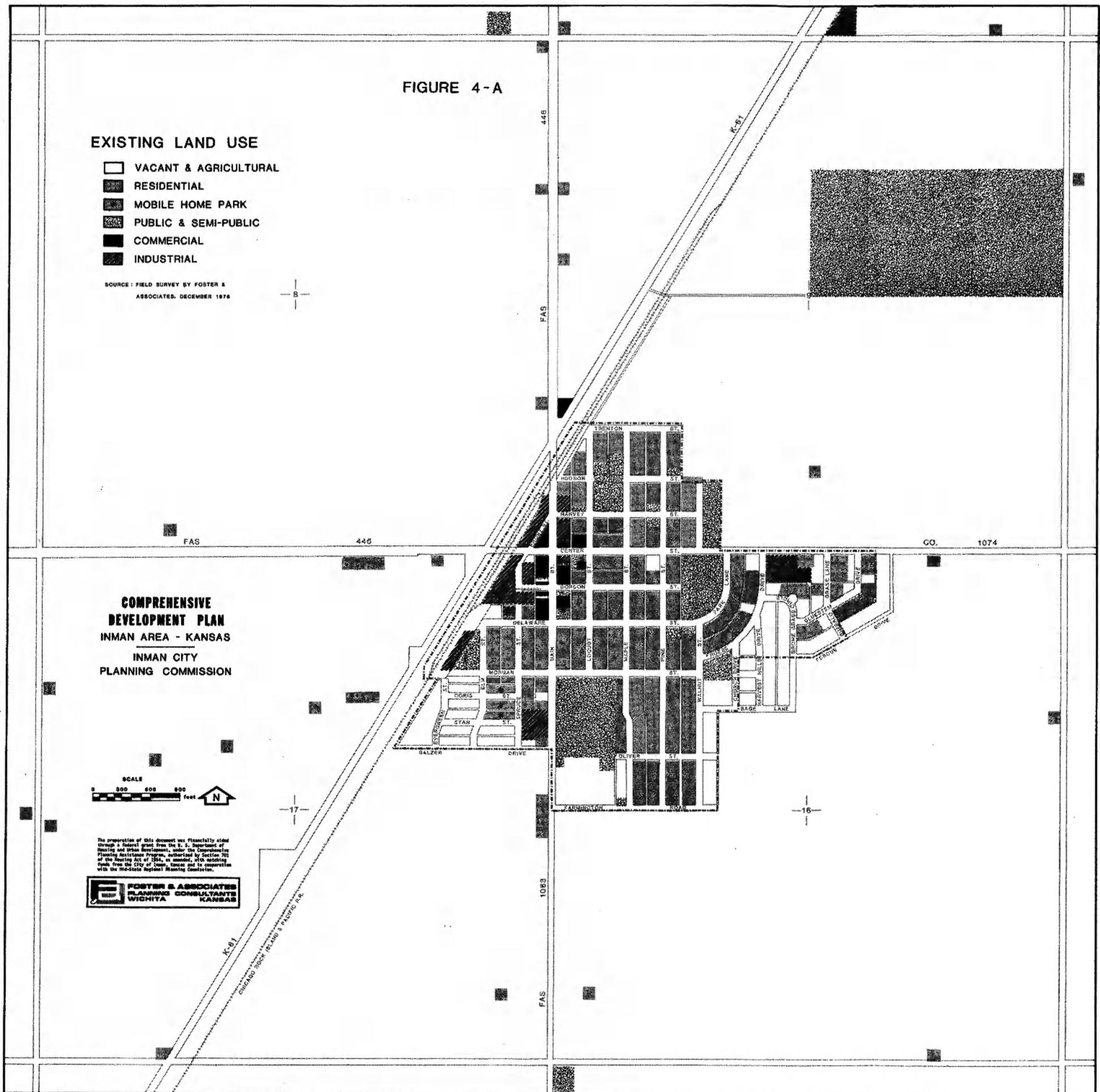
SOURCE: FIELD SURVEY BY FOSTER &
ASSOCIATES, DECEMBER 1976

**COMPREHENSIVE
DEVELOPMENT PLAN**
INMAN AREA - KANSAS
INMAN CITY
PLANNING COMMISSION



The preparation of this document was financially aided through a Federal grant from the U. S. Department of Housing and Urban Development, under the Comprehensive Planning Assistance Program, authorized by Section 702 of the Housing Act of 1964, as amended, with matching funds from the City of Inman, Kansas and in cooperation with the Mid-State Regional Planning Commission.

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family conventional housing accounts for nearly all of this residential acreage, for only three duplexes and two three-unit structures were noted by the survey. The three duplexes and one of the three-unit structures are located around the mobile home park in the southwest part of town.

The most recent local residential development trend has been new single-family housing in the southeast and far east parts of the City. Several good lots in these areas are still available, and recent subdivision will provide even more developable residential lots.

Mobile Home Parks

There are three mobile home parks occupying a combined total of 2.5 acres, slightly more than one percent of the developed land in the City. The two smaller parks have only one and three mobile homes. They are both located near the central business district. The other park is located in the southwest part of town and contains 16 units. Additional space for further mobile home park development has already been platted in this area.

Public and Semi-Public

Public and semi-public land uses occupy 35.5 acres or 16.6% of the developed land in the City. The largest public uses are the Grade School in the north part of town, the High School in the south, and the City Park. Among the semi-public uses are the Pleasant View Nursing Home and four churches.

Commercial

Commercial businesses in Inman occupy 3.4 acres, only 1.6% of the City's developed area. All of these commercial uses are located in the central business district or CBD. Inman's CBD can be basically delineated as the Main Street frontage between Harvey and Delaware Streets including the half block fronting Spruce Street between Center and Gordon plus those lots fronting Center Street between Main and Locust. The CBD is defined as such because of its "downtown" location and distinctive characteristics, i.e., concentrated business uses, limited or no off-street parking, and no building setback requirements. Also located within the CBD as delineated are several non-commercial uses, including several public buildings, small industrial uses, and a small mobile home park.

Industrial

Industrial land uses in the City occupy 8.4 acres, 3.9% of the developed area. Most of these uses are located along the railroad at the City's western edge or around the CBD,

and with the exception of the grain elevators and their related uses, most are of a "light" industrial nature. Of those industrial uses located in the peripheral parts of the City, only one is a manufacturing business. The others are basically equipment storage sites.

Transportation Rights-of-Way

A total of 82.9 acres in the City are devoted to transportation rights-of-way. This figure, which includes railroads, streets, and unopened "paper" streets, represents 38.8% of the City's developed area.

The standard r-o-w width for the City's streets is 70', but Main and Center have 80' r-o-w. Most of the City has been platted with a gridiron street system. The newer parts of town, however, have been platted with more modern design features, i.e., longer blocks, T-intersections, cul-de-sacs, and curvilinear streets. These features enable a more efficient overall use of land in addition to creating a safer traffic pattern.

Vacant and Agricultural

There are 35.4 acres in the City which are either vacant or used agriculturally. This represents only 14.2% of all the land inside the City limits. Nearly all of this vacant land is in the peripheral parts of town, specifically in the east, southeast, and southwest, and will probably be developed as the City grows. Except for these outlying areas, there are very few vacant lots in the City. This lack of vacant lots is good, for it indicates a more efficient use of existing City facilities such as streets, water, and sewer lines, as well as a more efficient overall development pattern.

Land Use Outside the City

The entire Inman Planning Area as delineated by this Plan encompasses 4.47 square miles, with less than one-half of one square mile inside the City limits. Most of the Planning Area outside the City is used for agricultural purposes, but Figure 4-A shows that there are also several other land uses in this unincorporated area.

The most prominent non-agricultural use outside the City is the 80-acre site northeast of town upon which is located the City's sanitary landfill, sewage lagoon system, and recreation area. Other public uses outside are the two City cemeteries which are located to the north and south of town.

The only commercial use outside the City is a drive-in restaurant located immediately north of town along K-61 Highway. The only industrial use is the Mid-Kansas Co-op ferti-

lizer plant which is located adjacent to the railroad at the northern edge of the Planning Area.

A total of 35 residential units are located in the Area outside the City. The majority of these dwellings are farmhouses, but several non-farm dwellings were also noted by the field survey. As shown in Figure 4-A, the heaviest concentration of these rural residential units is in Section 17 to the southwest of town.

PHYSICAL DEVELOPMENT INFLUENCES. . . .

The land use and development activities of an area are affected by and to some extent dependent upon its physical features and natural resources. These features sometimes form avenues encouraging the development of particular land uses, but they can also sometimes restrict development possibilities and limit directions available for urban growth. Consideration should be given to the physical features in a Planning Area so that developmental policies and guidelines can be established which maximize their advantages and minimize their disadvantages. Such policies are necessary to guide land use and urban growth in an economically efficient and aesthetically pleasing manner.

In the following sections a general picture is presented of the Inman Area's physical features and their implications for future development of various land uses. The Development Influences map, Figure 4-C, presented later in this chapter, graphically summarizes this information.

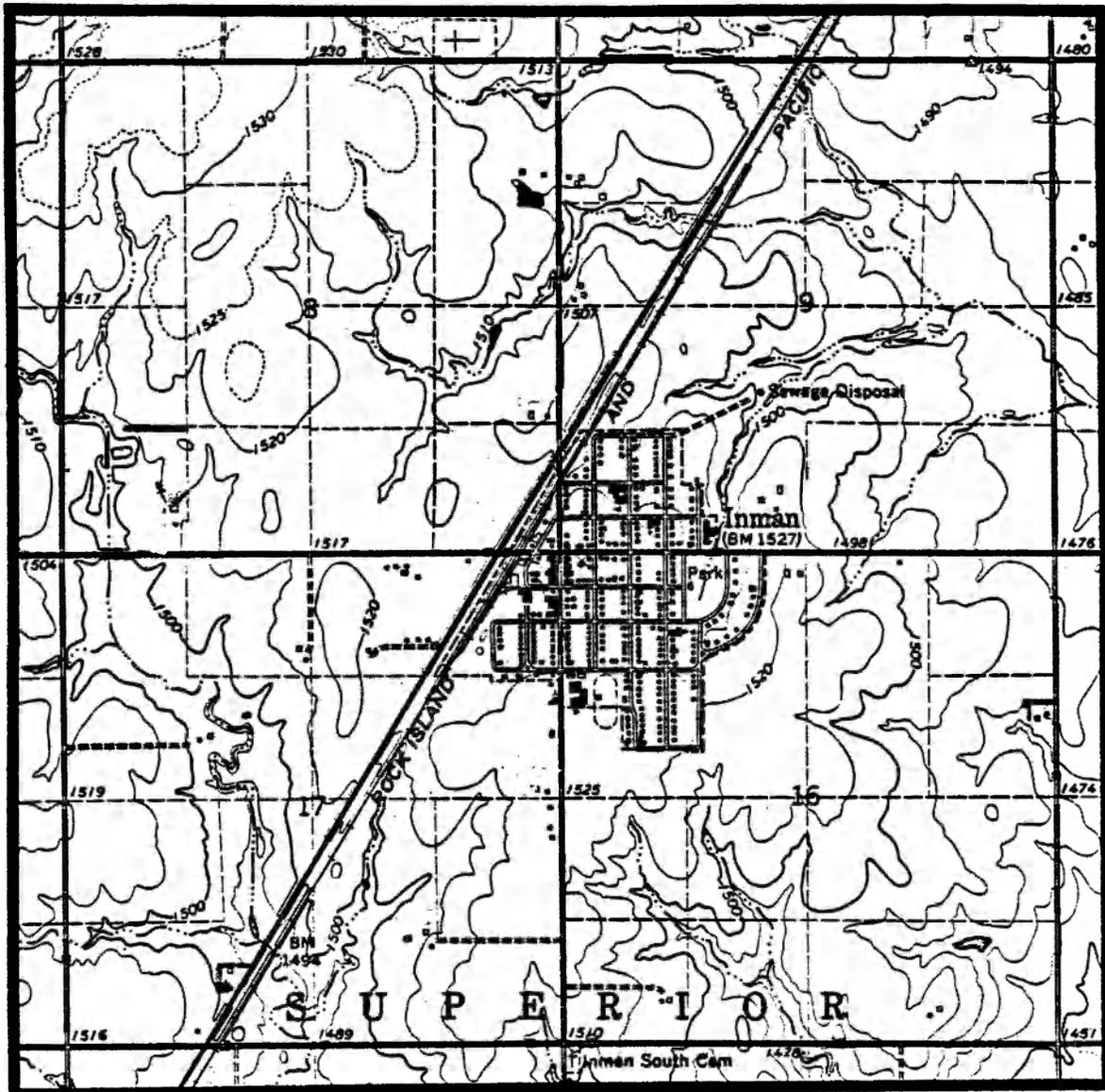
Soil Conditions

Soil is an expendable resource and, therefore, should be protected from activities and uses detrimental to its condition. Conversely, many soil types can negatively affect certain land use activities. Efficient land use planning in urban as well as rural areas should recognize and consider the potential positive and negative interrelationships between the soil and the way it is used.

According to information provided by the McPherson County Office of the U. S. Soil Conservation Service, the Inman Planning Area consists basically of two soil types--Crete and Smolan. Both of the soils have surface layers 10"-12" thick. The Crete surface is silt loam and the Smolan surface is silty clay loam.

Because of slow percolation, both soils have severe limitations for septic tank absorption, but only slight limitations for sewage lagoons. They also have high shrink-swell potential, which can cause damage to paved streets and building foundations and basements.

FIGURE 4-B. TOPOGRAPHY AND DRAINAGE BASINS



SOURCE: U.S. GEOLOGICAL SURVEY, 1965.

1 INCH = 2000 FEET

Topography and Drainage

Topography and the resulting drainage systems are important factors in determining land capability for both rural and urban uses. They influence the location and design of many public facilities, including sewage treatment plants, water treatment plants, and storm drainage systems. They also can influence specific land use patterns, for different types of uses favor different terrains.

Figure 4-B shows the Inman Area's topography and drainage basins. The City is located at the top of a slight hill and has never been damaged by flooding. Runoff is generally quick and well-routed.

Because of the drainage basin extending into the City Park area from the northeast, Inman has been designated as flood-prone by the Federal Insurance Administration of the U. S. Department of Housing and Urban Development. The only land affected inside the City limits is the City Park, thus the City decided not to participate in the Federal flood insurance program.

Climate

McPherson County's sub-humid continental climate is characterized by a wide range of temperatures, moderate precipitation, relatively high wind velocity, and rapid rates of evaporation. The change from season to season is usually rapid, and the weather is subject to both high intensity storms of short duration and extended periods of below normal rainfall. Climatic conditions are generally well suited for the production of many farm crops.

The average growing season (frost-free period) is 185 days. The annual average temperature is about 56 degrees, with extremes ranging from a January average of 30.1 degrees to a July average of 80.7 degrees. Average annual rainfall is about 29 inches, but yearly rainfall as well as precipitation distribution within a year are highly variable. The prevailing wind direction is generally from the south-southwest.

Man-Made Physical Features

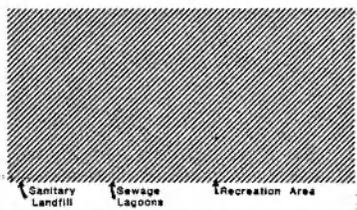
In addition to the growth influencing factors imposed by nature, many man-made physical features are especially capable of providing either avenues or barriers for different types of development. For example, the sewage lagoons and sanitary landfill to the northeast of the City discourage residential development in that direction. Cemeteries sometimes also serve as development barriers, but the two Inman cemeteries are at the extreme edges of the Planning Area and, therefore, are not likely to influence urban development during the Planning Period.

An area's transportation facilities are often among its most prominent development influences. Highways generally serve as avenues for many types of commercial and industrial development, but as barriers for other types of urban development. Railroads are also usually considered avenues for industrial development, but barriers for other types of urban uses. The parallel combination of K-61 Highway and the railroad along the west and northwest edge of the City has provided a definite barrier to further growth of the City in those directions. It limits development to using only one side of each avenue of transportation.

FIGURE 4-C

DEVELOPMENT INFLUENCES

-  EXISTING DEVELOPED AREA
-  MAJOR ROAD
-  RAILROAD



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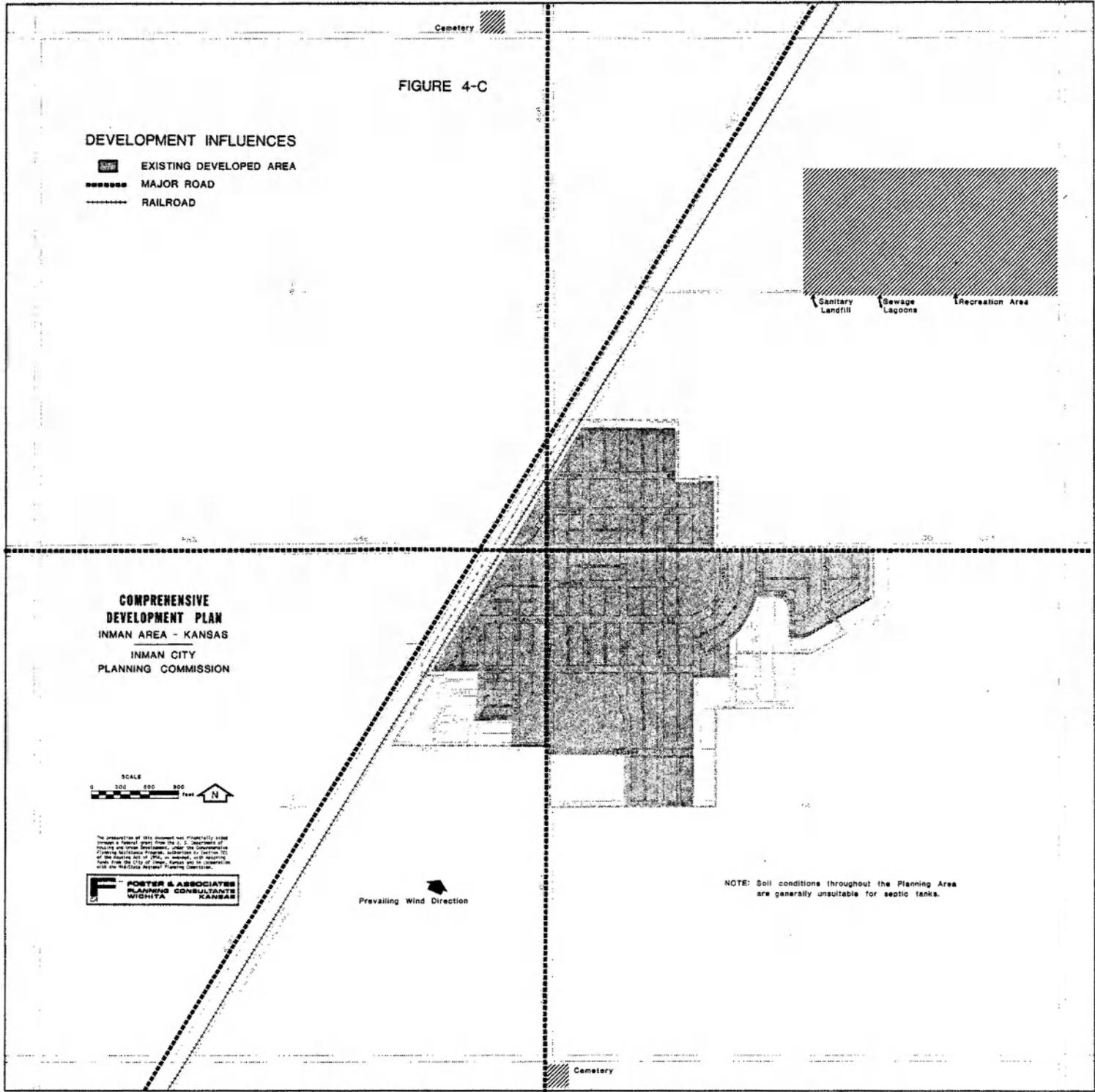


The preparation of this document was financially aided through a Federal grant from the U. S. Department of Housing and Urban Development, under the Comprehensive Planning Assistance Program, authorized by Section 101 of the Housing Act of 1961, as amended, and operating funds from the City of Inman. Funds are to cooperate with the National Housing Planning Commission.

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Prevailing Wind Direction

NOTE: Soil conditions throughout the Planning Area are generally unsuitable for septic tanks.



FUTURE LAND USE. . . .

The purpose of this section is basically to project an efficient and compatible arrangement of land uses for the future development of the Inman Area. Such a projection must consider a number of factors, including physical features and their respective development influences, the preliminary statement of goals, population projections, existing land use patterns and service potentials, community attitudes, and proposed development projects.

It should be remembered when studying this Plan that the Planning Period covered is approximately the next two decades, from its adoption until 1995. This is often considered to be the maximum period for which comprehensive planning elements such as land use can be prepared with reasonable chance of foreseeing the possible needs. A graphic illustration of the Future Land Use pattern as projected for the Inman Area is shown in Figure 4-D.

There is a need to maintain some flexibility in a Future Land Use Plan. The Planning Commission may, therefore, from time to time make minor adjustments in the delineated boundaries based on more detailed current data, but in keeping with the overall concepts for the development of the particular area. It should also be noted that designation of an area for a certain type of land use does not necessarily mean that the area be developed exclusively for that use. It should instead be considered as a designation of land use character and predominant type. For example, some commercial uses might be completely compatible with the character of an industrial area.

Residential

According to the "desired" population projection, 452 people will be added to the City during the Planning Period. Assuming an average household size of 2.8 persons, this means an additional 162 housing units. If development averages three dwellings per acre, then about 54 acres will be needed for residential development during the Planning Period. Approximately 15 more acres would be needed for residential streets.

As shown in Figure 4-D, the primary residential growth area is projected to be to the southeast. There is enough vacant land in the designated southeast growth area to accommodate all of the projected growth. A second growth area is designated to the northeast, however, in order to offer an alternative location.

Except for the perimeter areas of town, there are very few vacant lots to absorb future growth. Development should be encouraged on those that are available, however, in order

to further increase the efficiency of use of existing City facilities such as streets and water and sewer lines. It is important that these vacant lots be filled in before a significant span of time discourages the construction of newer dwellings among older types.

The City should continue its policy of allowing mobile homes only in mobile home parks. As previously noted, there is space for further mobile home park development or expansion in the southwest part of town. Mobile home parks should generally be located on the edge of rather than within single-family residential areas. Often one or more sides can be adjacent to non-single-family land uses. Because of their heavier density and resulting traffic, it is desirable to locate them on or near collector or arterial streets.

A guiding policy often advocated in determining locations for multiple-family dwelling units is that they be developed in the residential area surrounding the CBD. Such locations not only promote easy access to shopping facilities for the elderly who often reside in such units, but the streets around the CBD are usually more capable of handling the increased traffic associated with multiple-family units than are the residential streets in a more remote area.

Commercial

The projected growth of the City during the Planning Period is not enough to require the development of neighborhood shopping facilities. Future commercial development should, therefore, continue to be located in the CBD. The commercial area shown in Figure 4-D allows some space for the perimeter growth of the CBD, specifically to the north along Main Street. Further commercial development could also occur within the existing CBD, for it presently contains several non-commercial uses which could cease to exist during the Planning Period.

Internal CBD growth rather than perimeter development should be the primary emphasis, for a CBD with a compact shape offers many advantages, e.g., cumulative attraction and one-stop shopping, for both the businesses and the shopping community. Future development activities in the CBD should recognize the advantages of promoting an attractive and identifiable character within the area. Such actions can often be profitable both economically and aesthetically. An initial step in a program of this nature could be to form a CBD businessmen's organization. This group could then direct various development projects, e.g., a unified store front renovation and sign program, landscaping and other beautification projects, sales promotion activities or special event days.

Industrial

As previously noted, most of the City's existing industrial land uses are located along the railroad at the City's western edge. This area as delineated in Figure 4-D includes enough space to accommodate some further industrial development or expansion. Any large area industrial development, however, should probably occur in the growth area designated just north of town. This site has a number of desirable qualities, including convenient railroad and highway access and location near a main sewage line. The area would, in fact, be ideal for the future development of an industrial park. Various Federal programs are available to assist in funding the construction of roads and utilities for such areas.

Open Space and Agricultural

That part of the Planning Area outside the City should continue to be used mainly for agricultural purposes. Urban types of development should be discouraged in the outer area for they affect the productivity and amenities of the rural area. In general, the soil capability is designated as Class II. This is a good, fertile soil and constitutes the major soil capability classification in the County covering 40% of the land area. Preservation of such desirable farmland is very significant to the long-range economic viability of the Inman Area. When managed properly, the soil is a reusable resource and the most important natural resource of the Area. The supply of food and fiber will be a continuing and rising need in world markets and agriculture should be viewed as the "highest and best use" for the land around Inman.

Efforts should also be made to preserve "open space" areas such as woodlands, shelter belts, and areas along streams. Many environmental benefits are gained by retaining such areas in their natural state.

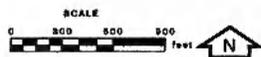
The technical resources of the McPherson County Conservation District, the U. S. Soil Conservation Service and the U.S.D.A. Cooperative Extension Service can be called upon to guide agricultural development in a manner compatible with the land, water and other natural resources.

FIGURE 4-D

FUTURE LAND USE

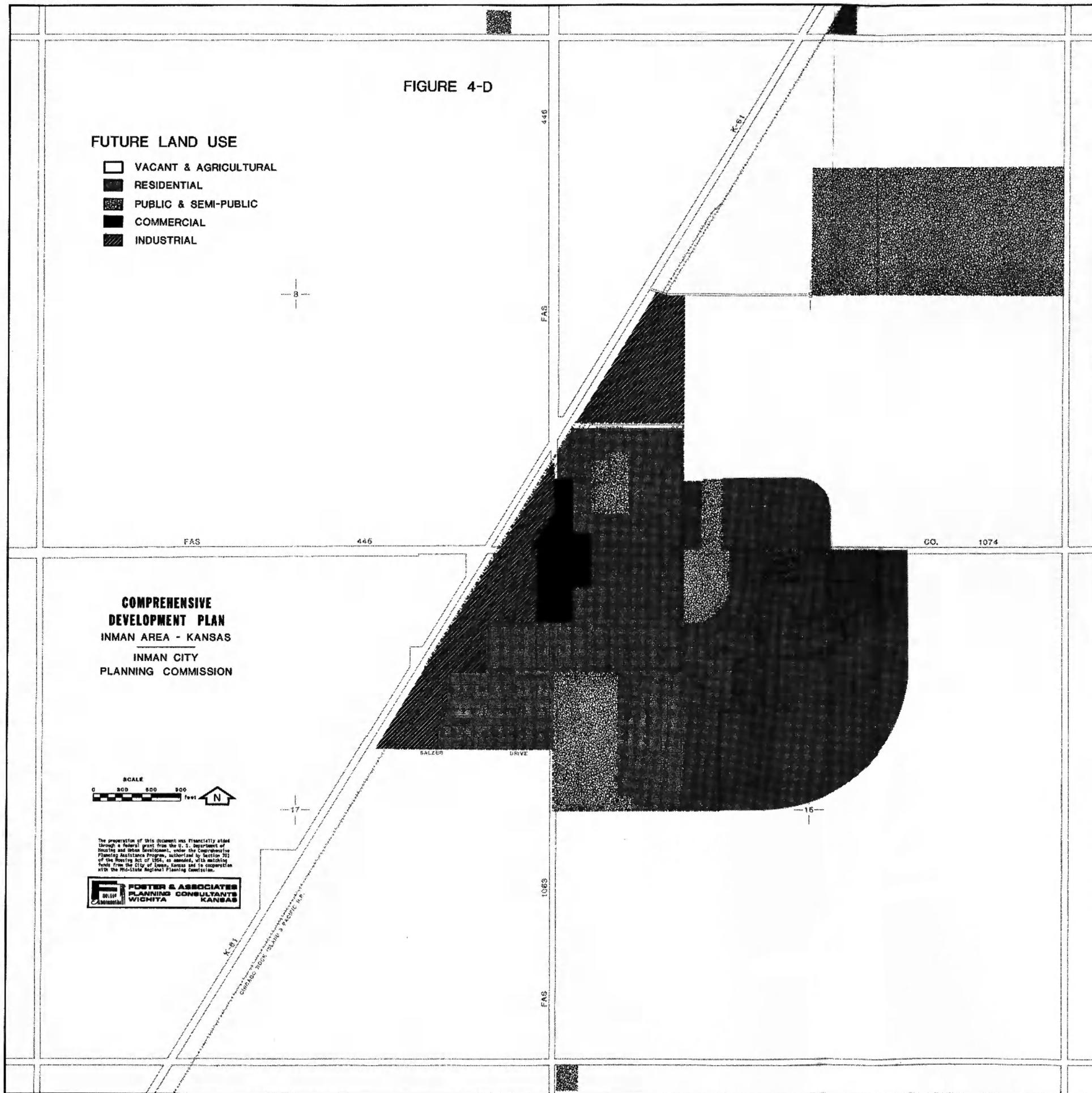
-  VACANT & AGRICULTURAL
-  RESIDENTIAL
-  PUBLIC & SEMI-PUBLIC
-  COMMERCIAL
-  INDUSTRIAL

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Chapter 5

TRANSPORTATION

TRANSPORTATION SYSTEM. . . .

The development of an urban area is dependent to a large degree upon the ability of its transportation system to move people and commodities. In planning, emphasis should be placed upon the development of the total transportation system, and consideration should be given to all economically feasible modes of transport. A factor which has recently gained increased significance in the analysis of the various transportation methods is energy resources and consumption. The relationships of transportation planning to the Area's land use patterns and community facilities should also be recognized. This chapter analyzes several different transportation methods which either are or could be major components of the transportation system for the Inman Area.

HIGHWAYS AND ROADS OUTSIDE THE CITY. . . .

While Inman's street system is a major concern of this chapter, the importance of those roads outside the City should also be noted. They serve to interconnect the City with its surrounding rural areas and other population centers, thereby greatly affecting the City and its residents both economically and socially.

K-61 Highway, which runs diagonally just outside and parallel to the City's western border, is easily the most important road through the Planning Area. It provides a direct link to McPherson (11 miles to the northeast) and Hutchinson (14 miles to the southwest). It also serves as a corridor for travel from the north-central part of the State to southwest Kansas.

The four mile-line roads which intersect at Main and Center Streets in the City are all paved and are either Federal Aid Secondary (F.A.S.) routes or County roads. F.A.S. 446 extends to the west and north from this intersection, and F.A.S. 1063 extends to the south providing a direct link to Buhler. Extending east from Inman is County Road 1074, which leads to Moundridge.

Providing access from K-61 Highway to the City's landfill and recreation area northeast of town is a 16' unpaved roadway located along the northern side of the half-section line. This road is owned and maintained by the City. Intersecting this road on the east side of the railroad tracks is another unpaved roadway, which extends parallel to the rail-

road from Locust Street in the City. This was originally a railroad access road, but is now used mainly as a link to the City's landfill and recreation area. Maintenance of the road is provided by the City as needed.

There is presently no formal arrangement between the City and the Rock Island Railroad authorizing public use of this access road. However, in view of the potential traffic which may be generated by the landfill and recreation area, the possibility of attaining such an agreement should be considered.

EXISTING STREET SYSTEM. . . .

As noted in the previous chapter, most of the older parts of town have been platted and developed with a gridiron street system. However, the newer parts of the City, particularly in the south and east, have been developed with more modern street design features, e.g., T-intersections, longer blocks, curvilinear streets, and cul-de-sacs. The continued use of these and other modern design features should be encouraged in future subdivisions in order to increase traffic safety and promote a more efficient land use pattern.

Approximately 11.6 miles of open streets presently serve the City, and 11.1 miles or 96% of these streets are paved. Pavement conditions throughout the City are generally good. The 0.5 miles of unpaved streets consists of three half-block dead-ends and a few periphery streets, specifically:

Elm Street from Delaware to Stan,
Spruce Street from Stan to Balzer Drive,
Balzer Drive from Spruce to Main, and
Walnut from Oliver to Farmington Road.

Some of these streets already have curb and gutter, and most will probably be paved as development of those areas continues.

The extent of street paving can be attributed to a project initiated in 1947 to curb and gutter the entire street system. Two years later the process of paving all unpaved streets began. Streets have generally been constructed with a 70' right-of-way and a 38' roadway, except for Main and Center, which have 48' roadways and 80' right-of way.

FUNCTIONAL STREET CLASSIFICATIONS. . . .

A functional urban street system can be divided into three main categories: arterial, collector, and local streets. In a functional system, each type of street serves a different

purpose, thus requiring different design and right-of-way widths. To avoid over-design and cost, the street is related to the amount and type of usage expected. Such a system directs traffic to where it can best be served and reduces through traffic in residential areas. The right-of-way standards designated below provide space not only for the paved street area, but also for curbs, sidewalks, utilities, signs and planting strips.

Arterial streets serve major movements of traffic through and within the urban area, and they serve as a city's primary links to the State and Federal highway system. It is necessary that they be planned with a wide r-o-w, a desirable standard being 80' with a maximum roadway of 48'. This provides room for four 12' lanes with curb and gutter when fully needed.

Collector streets collect traffic from the many local streets and feed it into the arterial streets. They serve to connect neighborhoods and to provide access to facilities such as schools and parks. A desirable standard for collectors would be a 70' r-o-w with a 38' paved area to accommodate two 11' moving lanes and two 8' parking areas.

Local streets are used to serve abutting properties mainly in residential areas. Through traffic on them should be discouraged and a liberal use of loop streets, cul-de-sacs, and T-intersections be encouraged to provide safety and privacy to the neighborhoods. A common standard for local streets is a 60' r-o-w with a 30' paved area. Inman, however, has expressed a desire to continue developing its local streets with a 70' r-o-w and a 38' roadway.

These standards are applicable to the urbanizing portion in and adjacent to the City. Various other standards may apply in the rural area depending upon County or State design standards.

Proposed Street System

The functional street system proposed in this section and illustrated in Figure 5-A includes existing City streets, existing streets and roads which are either partially or completely outside the City's current boundaries, and projected new streets which will likely become necessary to meet future land use and travel needs during the Planning Period. Other projections of this Plan, i.e., population and land use, are, therefore, basic considerations in the analysis of Inman's future street needs.

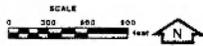
The proposed system of arterials and collectors is shown in Figure 5-A, and includes the following streets:

FIGURE 5-A

PROPOSED URBAN STREET AND RURAL HIGHWAY SYSTEM

- | | |
|--------------|--------------------|
| URBAN | RURAL |
| Arterial | Principal Arterial |
| Collector | Major Collector |
| Local | Local |

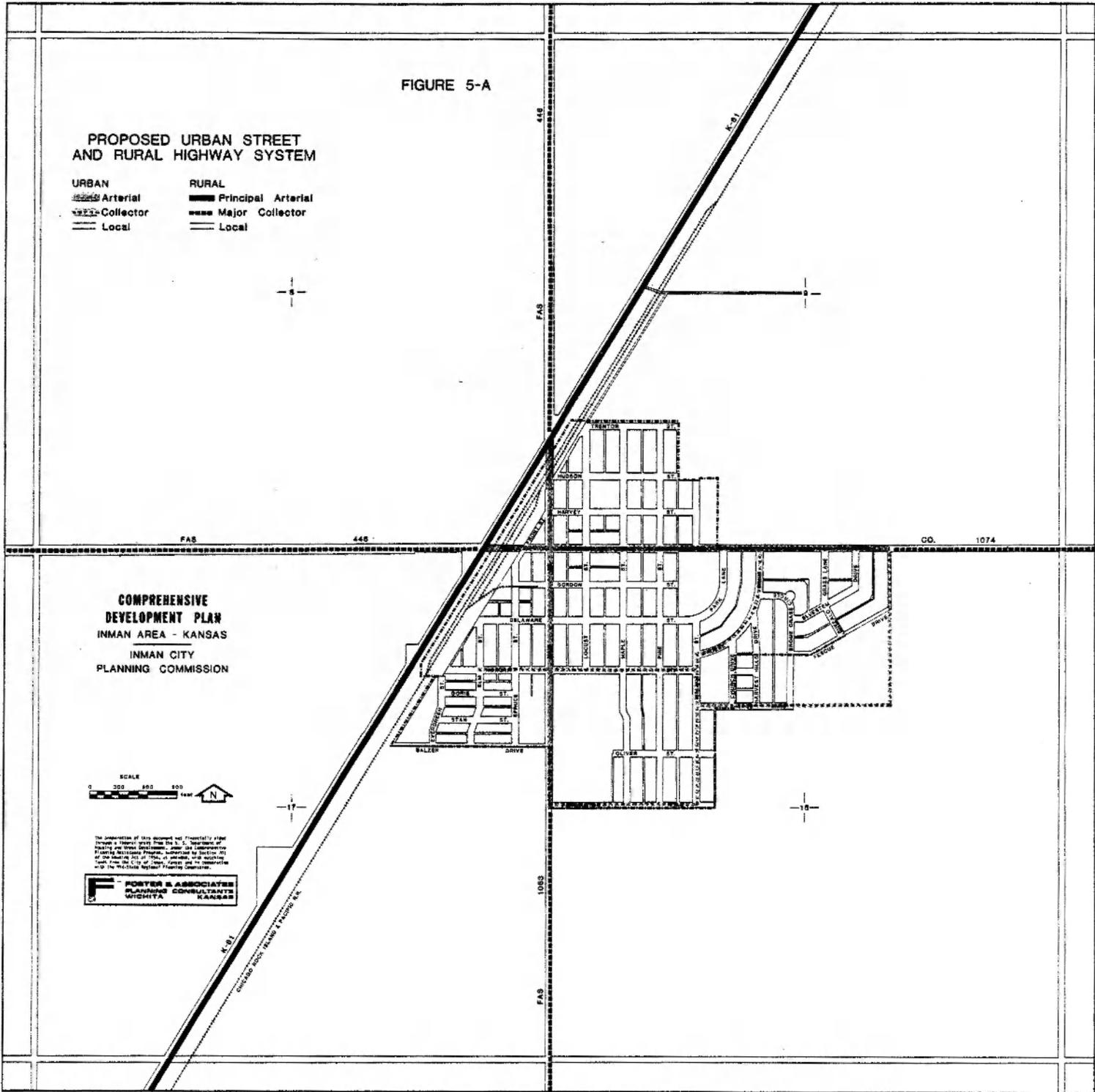
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BY THE CITY OF INMAN, KANSAS
PLANNING COMMISSION

PORTER & ASSOCIATES
PLANNERS CONSULTANTS
MICHIGAN



| <u>Arterials</u> | <u>Collectors</u> | |
|------------------|-------------------|---|
| • Main Street | • Morgan Street | • Froese Drive |
| • Center Street | • Walnut Street | • Sage Lane |
| | • Farmington Road | • Fescue Drive (to inter-connection with Sage Lane) |

Streets not designated as arterials or collectors should be considered as "local" streets primarily serving adjacent properties. While no streets are now shown north of the City, future industrial development in that area will likely necessitate some street development, possibly a collector.

Installation of traffic signs should be based upon the functional street system. That is, in the determination of right-of-way at intersections, priority should be given to arterials, then collectors. Future street improvement projects should also give priority to those streets functioning as either arterials or collectors.

It appears that most of the streets proposed as arterials and collectors already meet their respective recommended standards for roadway and r-o-w widths. Several of the existing streets proposed as "local" streets are actually wider than the recommended standard. While this wider roadway does enable more convenient traffic movement, the potential savings for maintenance by reducing the width of future local streets to the previously suggested standards should be considered.

Functional Classification Outside the City

The concept of functionally classifying roads is not only used for urban streets, but also for rural highways and roads. As defined by the Federal Highway Administration, the functional categories for a rural highway system are: principal arterial, minor arterial, major collector, minor collector, and local road. The basic difference between these categories is their relative emphasis on the functions of traffic movement and providing access to abutting property. For example, the major function of principal arterials is traffic movement, while the major function of local roads is to provide access to rural residences and adjacent land.

The functional classification of McPherson County's highway system was determined jointly by the County, the Mid-State Regional Planning Commission, and the Kansas Department of Transportation, and was made in conjunction with the National Highway Functional Classification and Needs Study (1970-1990). Roads in the Inman Area are classified as follows:

| | | | |
|---------|----------------------|----------|-------------------|
| K-61 | - principal arterial | FAS 1063 | - major collector |
| FAS 446 | - major collector | Co. 1074 | - major collector |

All other roads in the Area are classified as "local" roads.

Parking

A community's parking facilities is an interrelated concern of its circulation system. The basic purpose of streets is to move traffic and secondly to park vehicles. On-street parking should be used for periodic parking and not all day use for employees or extended business or leisure time pursuits. In recognition of this point, proper amounts of off-street parking should be required for larger institutional commercial, industrial and public uses. Such requirements can be made of private developments through zoning regulations. Public facilities where large numbers of people congregate should serve as examples in providing appropriate off-street parking areas as needed.

OTHER TRANSPORTATION METHODS. . . .

Railroad

A main line of the Chicago, Rock Island, and Pacific Railroad serves the City and provides full-time agency service. Trains run six days a week, averaging three trains daily in each direction. Scheduled stops are at Inman, McPherson and Herington to the northeast, and Hutchinson and Pratt to the southwest. Connections are possible to almost any point in the U. S. served by rail.

Planning for rail systems can best be undertaken on a large scale level. The Kansas Department of Transportation is now studying the entire railroad system. It would be prudent for Inman to maintain a watchful concern as to how such a study might affect the present level of service.

Airport

The nearest airport to Inman is the McPherson Airport, which is financed jointly by the City of McPherson and the County. The main runway is a 4200' paved surface and provides General Utility Airport capacity. An Airport Master Plan was completed in 1974 which proposed a 6,000' runway with other improvements. This is under study now by the Joint Airport Advisory Board and contingent upon local and Federal funding.

The nearest airport providing passenger service is at Hutchinson, where Air Midwest offers scheduled flights to points in Kansas and Colorado, including the cities of Wichita, Kansas City, and Denver. Scheduled flights throughout the nation are available at Wichita Mid-Continent Airport, which is an official port of entry.

Truck and Express Service

Graves Truck Line, Dugan Truck Line, and Rock Island Motor Transit provide truck service to Inman. United Parcel Service (UPS) and Exhibitors Film Delivery and Service, Inc. (EFD) also serve the City. Banker's Dispatch Service delivers bank supplies, doctors supplies, film and computerized school data.

Bus Service

Intercity bus service by Continental Trailways is available in Hutchinson and McPherson. A mini-bus transportation service is available to the elderly citizens of McPherson County, including Inman and all other cities in the County. This service is administered by the McPherson County Council on Aging. It provides intercity transportation service within the County and also conducts special trips outside the County.

Taxi Service

There is no local taxi service in Inman, and the City is probably too small to be profitable for such a business. However, the high proportion of elderly population suggests that there may be a need for some type of local rides service.

Such a service could be provided by the City or on a volunteer basis by local civic or church groups. Local merchants might be interested in partially financing such a project, for it should make the downtown area more accessible for additional shoppers. Some Federal funding is available to encourage such projects.

Motorcycles and Bicycles

Motorcycles have often been thought of only in terms of recreation, but more and more people are discovering their advantages as vehicles for transportation. The most obvious advantage is that they can be purchased, operated, and maintained at a significantly lower expense than can most cars. They also require less fuel to operate and thus, aid in the conservation of energy resources. Variations on concepts in motorcycle and three-wheel designs indicate that they might become more useful in the future for the performance of various tasks, e.g., shopping.

The increasing use of motorcycles warrants the consideration of their specific needs in transportation planning, especially with respect to parking. Because they require less space to park than do automobiles, plans for parking areas should make provision for specific motorcycle parking spaces.

Bicycling is another means of transportation which has recently regained considerable popularity throughout the country. Among the benefits offered by biking are physical exercise, elimination of fuel expense, and no air pollution. It is an especially suitable means for local transportation in Inman because most points within the town are within easy biking distance. To accommodate bike riders, parking shelters or bike racks should be provided at centers of activity. If increased bike usage warrants, the designation of bike routes or bike lanes should be considered.

Sidewalks

With the increasing costs of mechanical transportation, pedestrianism has become a more attractive alternative. The several individual and environmental advantages of walking as a mode of travel, coupled with the fact that most points within the City are within easy walking distance, suggest that this could become a more important part of the City's future transportation system. As its popularity increases, so will the need for sidewalks.

The City already has a fairly complete sidewalk system except in the newer residential additions in the outlying parts of town. Many of the walks in the older part of town, however, are in deteriorating condition.

In the Community Survey two questions were asked concerning sidewalks. They were: (1) "Should all property owners be required to provide a frontage sidewalk on their property?", and (2) "Should the City government require defective sidewalks to be repaired or replaced?" Responses were strongly in the affirmative, as 79% and 89% voted "yes" for the two questions, respectively. This apparently indicates a community desire for a program to add or replace sidewalks wherever needed in the City.

The most economical way to construct sidewalks is in conjunction with street paving and construction. Through subdivision regulations sidewalks could be required in each new subdivision.

Chapter 6

COMMUNITY FACILITIES

COMMUNITY FACILITY PLANNING. . . .

Although private enterprise can and does provide for many of the services in a community, there are others that are more identified as being supported and administered by public funds. This chapter evaluates the community facility needs that are or may be supported by public or quasi-public funds in Inman. The extent to which such facilities are available often reflects the degree and quality of urban life that may be anticipated. Not too many years ago, government provided only the basic necessities for health and safety. Today, technical and social changes have given people higher incomes and more leisure time so that an increase in the demand for community facilities has occurred. Modern industries seek out those communities which can not only provide them with the land and utilities for their factories, but have the facilities that give their employees the amenities of the "good life." This makes for a lower ratio of turnover in employment and more satisfied employees. The availability of good facilities, particularly those relating to leisure time activities, often makes the difference whether a quality industry with higher salary ranges moves to a community.

An important part of planning for the location of community facilities is determining the relationship of service areas to land use, streets, and natural features. There are optimum locations for each facility to maximize their efficiency and economy in serving the public. It is very important to not only plan far ahead for their location, but to acquire sites in advance of need that may otherwise be preempted for other purposes. Zoning cases and subdivision plats should be reviewed in light of the need for easements, rights-of-way, or land acquisition appropriate for public facilities.

Existing community facilities and proposed needs as described below are summarized on the map of Community Facilities, Figure 6-A, at the end of this chapter.

PARKS, RECREATION, AND OPEN SPACE. . . .

Parks and recreation areas provide space for passive and active recreational opportunities for all age groups, and have long been associated with the physical, emotional, cultural, educational and economic well-being of individuals and communities. It is a service provided at all levels of government and is today considered to be more of a necessity than a luxury.

Existing Facilities

There are presently two park areas serving Inman. City Park is located in the eastern part of town and occupies about 5.5 acres. Facilities at the park include playground equipment, picnic shelters and tables, and a small pond used for ice skating in the winter.

The Inman Recreation Area is located on a 40-acre site about one-half mile northeast of the City. Its facilities include a motorcycle track, playground equipment, ball field, picnic shelters and open space. A small lake is presently being developed on the site.

In addition to these City-owned parks, some school recreational facilities are also available for public use. These include a baseball field and tennis courts. The high school gymnasium is also often made available for supervised activities.

The Inman Recreation Commission sponsors competitive sports activities for all ages as well as special activities for senior citizens and children. It also sponsors swimming lessons, which are conducted in McPherson.

Three miles south of the City is a nine-hole sand greens golf course, which is controlled by the Midway Golf Association. About three miles east of town is Lake Inman, a 140-acre lake area popular for boating, fishing, and waterfowl hunting. Nearby regional recreational facilities are shown in Figure 1-B, and include Cheney Reservoir (33 miles), Kanopolis Reservoir (34 miles), Marion Reservoir (44 miles), Maxwell Game Reserve (30 miles), Quivira National Wildlife Refuge (45 miles), and Cheyenne Bottoms (62 miles).

Future needs

A "rule-of-thumb" standard often used in evaluating a community's total recreation area is one acre per 100 people. By this measure, Inman's existing 45.5 recreational acres should be more than sufficient to serve through the Planning Period. This is apparently the local opinion also, for 87% of those responding to the Community Survey felt that the City's parks and recreation areas were adequate.

A possible recreation addition suggested several times in responses to the Community Survey is a swimming pool. Federal grant programs are available for the development of swimming pools and other such recreation facilities. A potential long-range project which has been considered is development of a nine-hole golf course at the 40-acre Recreation Area. Such a project could require the acquisition of additional land.

EDUCATIONAL FACILITIES⁽¹⁾

Unified School District #448 is based in Inman and serves an area of about 140 square miles around the City. Total enrollment for grades K-12 as of November 1976 was 484. There are four operating school buildings in the District. Plainview School serves grade 1, and Countryside Elementary serves grades 2 and 4. Both of these schools are located outside the Inman Planning Area.

Inman Elementary is located on a five-acre site in the north part of town and serves grades K, 3 and 5-8. The school was opened in 1954, and library and locker space were added in 1969. A mobile classroom was added in 1976. The 13 classrooms average about 700 square feet. The school's enrollment as of November 1976 was 222 students. Its operating capacity without the mobile classroom is 279.

Inman High School is located on a ten-acre site in the south part of town and serves grades 9-12. The main building was constructed in 1927. Later additions have included a separate vocational agriculture building constructed in 1962. The school contains 13 classrooms, several of which are inadequate in size. The enrollment of 149 in November 1976 is considerably less than the building capacity of 280 students.

Facility Needs

Enrollment projections from the previously noted study indicate slight enrollment increases locally through the 1980-81 school year. However, projections conducted by the District Administration itself suggest that enrollments may decline for the next few years. Regardless of the future trend, there are some definite school facility improvements needed.

The general recommendations made by the facilities study are:

1. Modernize the original High School building.
2. Construct an addition to the High School.
3. Transfer grades 7, 8 and possibly 6 from the Elementary School to the High School.
4. Close Countryside and Plainview schools and transfer their grades to the Inman Elementary School.

(1) Much of the information presented in this section is from a 1976 study of the School District's facilities prepared by G. Kent Stewart, Educational Facility Planning Consultant. This study was conducted in coordination with the Board of Education and a Local Citizens Committee.

A tentative cost for the modernization and expansion program at the High School was estimated in March 1976 to be about \$655,000. It should be noted, however, that this figure may not include all improvements needed and is already a year old. For the purposes of this Plan report, this estimate is meant only to offer an idea of the potential magnitude of the proposed improvement project.

LIBRARY. . . .

The Inman City Library is open eight hours weekly and is located at 202 South Main in a brick building formerly used by the Mid-Kansas Telephone Company. The Library uses only the main floor, which has about 700 square feet. It is carpeted, and lighting, heating, and air conditioning are all adequate.

Available at the Library are a book collection of about 7,000 volumes, 20 periodical titles, and some non-book materials such as records and cassettes. A summer reading program is conducted for grade school children. Other materials and special services are available through the Library's membership in the South Central Kansas Regional Library System, which is based in Hutchinson.

In conclusion, the Inman Library is small, crowded, and contains fewer books than recommended by the Public Library Association. However, it is in good condition and provides a service sometimes completely lacking in small cities. Response to the Community Survey suggests that most local residents believe the Library to be adequate.

CITY OFFICE. . . .

The City Office is located at 101 East Gordon in the basement of the Library building. It consists of a meeting room and office space for the City Clerk and police.

The building itself is in generally good structural condition, and the space allowed for the City Office, although small, is sufficient for the present level of municipal services. According to the Community Survey, citizens seem to feel that the City Office is meeting the need. If the level of services, however, is expanded during the Planning Period, more office space will probably become needed.

LAW ENFORCEMENT. . . .

The Inman Police Department consists of one part-time patrolman and one part-time deputy. Office space is provided at the City Office. Jail facilities and dispatching service

are provided by the County Sheriff's office. The one patrol car is a 1976 vehicle, and special equipment includes a radar gun.

Response to the Community Survey indicates that one of the most critical needs in the City is for full-time police protection. The feasibility of providing this service should receive priority consideration by local officials. The possibility of coordinating the service through the County Sheriff's office should also be considered.

FIRE PROTECTION. . . .

McPherson County Fire District No. 5 is based in Inman and serves the City plus a surrounding area of nearly 150 square miles. The 22 volunteer firemen are divided into separate companies for City and rural service. Fire-fighting equipment and vehicles are kept in the City in a seven-bay building which was constructed in 1974. This building, which was financed with no-fund warrants, is in excellent shape and should serve adequately throughout the Planning Period.

For the purpose of assisting in the development of fire insurance rates, the Insurance Services Office of Kansas classifies municipalities according to their fire defenses and physical conditions. Inman's present classification is seven, which is good in comparison to other similar size cities in the State.

The fire department owns and uses six vehicles: a 1968 pumper, a 1961 pumper, a 1954 tanker, a 1959 panel truck (squad car), and two 1952 jeeps. The squad car is already in need of replacement, and the age of the other vehicles suggests that some of them might also require replacement during the Planning Period.

HEALTH FACILITIES. . . .

There are no hospitals in Inman, but several are available in nearby cities. McPherson, Hutchinson, Moundridge and Halstead all have hospitals and are within 30 miles, and specialized hospital care is available through a number of facilities in Wichita only 57 miles away.

Two doctors provide service in Inman on alternating days. Other medical manpower in the City include six RNs and several LPNs and nurses' aides.

Pleasant View Home, located in the east part of town, is an 87-bed facility licensed as an intermediate nursing

care home. It was constructed in 1964 with an addition in 1973. Its staff of about 60 includes two RNs and 4 LPNs. The home is presently full and has a waiting list. It is considering the possibility of future expansion. Such facilities not only meet a need for nursing care, but provide an economic benefit to the City and employ female labor in particular.

There is no local ambulance service except for that provided from nearby cities, i.e., McPherson or Buhler. Only about one-third of those responding to the Community Survey felt that this outside service was adequate. The possibilities and alternatives for providing some type of local based ambulance service should be considered.

WATER SYSTEM. . . .

The source of the City's water supply is two wells located about two miles east of town. These wells are 90' deep, and each can pump 600 gpm. The transmission line between the wells and the City is 6" and 4". Distribution within the City is provided by 6", 4", and some 2" lines. Lines are looped and provide a static pressure of about 52 psi. Elevated tanks of 40,000 and 300,000 gallons provide pressure and storage.

The system serves about 400 users in the City plus five customers outside the City to the east. Maximum daily water usage peaks at about 828,000 gallons during the summer. Due to the small size of the transmission line from the wells, only one well runs at a time. The maximum pumping capacity is therefore only 864,000 gallons per day, which is only slightly greater than the present peak usage.

The capacity could be increased to a level capable of accommodating the City's projected growth by increasing the size of the line from the well to 10" or 12". Both wells could then pump simultaneously and, in effect, double the present pumping capacity.

SEWERAGE SYSTEM. . . .

The sewage treatment system for Inman consists of a three-cell lagoon system located northeast of the City. The ponds were constructed in 1966 and have a design capacity of 1,200 population. If the City reaches this capacity as projected during the Planning Period, there is sufficient City-owned land to accommodate the construction of more ponds as needed.

All of the City is served by the system, but no service is provided outside of town. No problems are foreseen in extending service to the projected growth areas.

SOLID WASTE MANAGEMENT. . . .

The City has contracted with a Hutchinson firm for local refuse hauling service. Refuse is hauled to the City landfill, which is located northeast of town on a 20-acre site. The landfill is fenced, and refuse is covered about two times weekly. This site should easily be sufficient to serve the City throughout the Planning Period.

ELECTRIC, GAS, AND TELEPHONE SERVICE. . . .

These services are provided by the following private companies:

- Electric power - Kansas Power & Light
- Natural gas - Kansas Power & Light
- Telephone - Continental Telephone Company

It is not within the scope of this Plan to analyze such private companies or make recommendations regarding their future operations. Developers of specific future projects should consult with each of these companies in order to insure that adequate service is available. Such companies normally maintain a continuing short and long-range facility planning program. Because of the concern for energy supplies, the City should monitor their status with the Kansas Power & Light Company on a continuing and long-range basis.

North Cemetery

FIGURE 6-A

COMMUNITY FACILITIES

-  EDUCATIONAL FACILITY
-  PARK OR RECREATION AREA
-  OTHER FACILITY



Sanitary Landfill

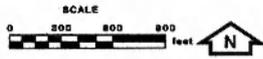
Sewage Lagoons

City Recreation Area

FAS 445

GO. 1074

**COMPREHENSIVE
DEVELOPMENT PLAN
INMAN AREA - KANSAS
INMAN CITY
PLANNING COMMISSION**



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**POSTER & ASSOCIATES
PLANNING CONSULTANTS
WICHITA KANSAS**

K-81
CANTON ROAD (ISLAND & PACIFIC RR.)

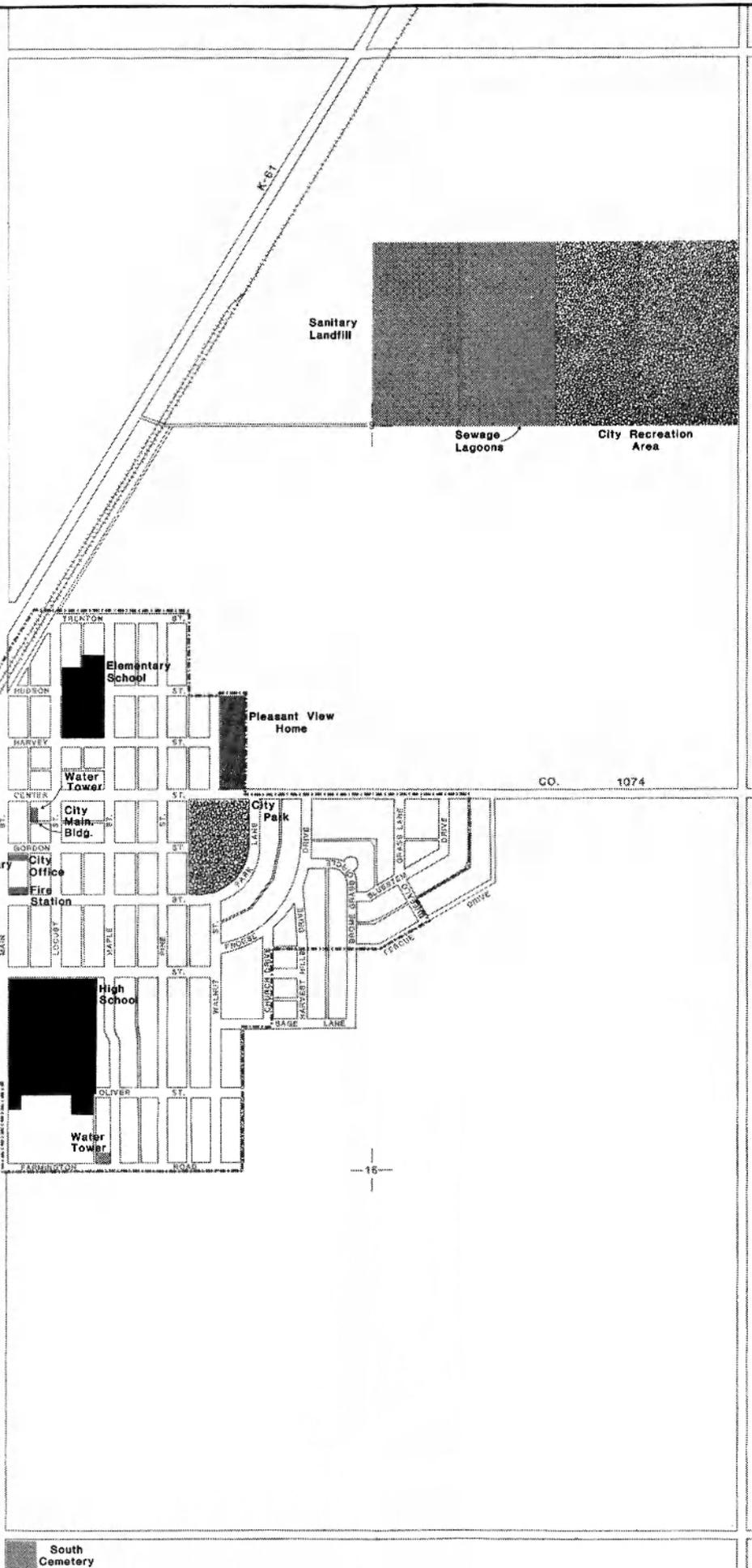
448

FAS

445

1063

FAS



South Cemetery

Chapter 7

PLAN IMPLEMENTATION

Having a plan, in the absence of other plans, can become a strong motivating force to guide policy making decisions in both the public and private sector. The merits of the proposals within the plan itself can also become a means of encouragement and provide ideas toward the accomplishments of the planning goals. Use of a plan as a tool of leadership is often an effective method to achieve results. Still, a plan is a plan, however, unless it is implemented by some effective means which of necessity involves a conscious effort. This chapter provides ideas for implementing this Comprehensive Development Plan for the Inman Area by governmental and administrative policies, legislation, intergovernmental cooperation, educational, promotional, and community involvement methods.

Following adoption of this Plan document by the Inman City Planning Commission, it should be studied in detail to determine the best methods for implementing each of the proposals. Probably the most important ingredient in all the methods is the kind of working relationship which is established between governmental agencies, private organizations, developers, and citizens to achieve a desired community effort. Determining who is to carry out specific proposals is also extremely important because in community-wide endeavors, "everybody's business" can easily become "nobody's business" and nothing gets accomplished. The organizational effort involved becomes the key to successful implementation of the Plan.

PLANNING COMMISSION. . . .

Inman's City Planning Commission's major responsibility as the "authorized agency" under State statutes is to prepare, adopt and maintain the Comprehensive Plan. It also can have various roles in implementing the Plan some of which are described below:

- Reviewing the Plan as required annually by State statutes and report to the City Council on its status by June 1st. Such annual reviews may result in minor changes in the Plan with a major review conducted every five years.
- Preparing, administering, and maintaining zoning and subdivision regulations through public hearings and recommendations to the City Council.

- Reviewing improvement projects as proposed by the City Council and recommendations made as to their conformance to the Plan.
- Assisting the City Council and its other boards on special planning projects including capital improvement programming.
- Initiating neighborhood or project plans to provide more detailed data for newly developing areas or rehabilitating older areas or for special projects in the Planning Area.
- Maintaining a convenient library of information on local plans, maps, and policies readily accessible to officials, citizens, and potential developers.
- Establishing a working relationship to help carry out plans with local, county, regional, State and Federal groups.

Project Review

After the Planning Commission has adopted the Comprehensive Plan or any elements thereof, a procedure is established under K.S.A.12-704a to review projects proposed by the City which relate to the Plan. According to the State statutes, after Plan adoption, ". . .henceforth no public improvement, public facility or public utility of a type embraced within the recommendations of the comprehensive plan or portion thereof shall be constructed without first being submitted to and being approved by the planning commission as being in conformity with the plan." If the Planning Commission does not make such a report within 60 days, the project shall be deemed to have been approved by them and the City may proceed with the project. In the event that the Planning Commission finds that the proposed project is not in conformity to the Plan, the Commission must submit their findings in writing to the City Council. The governing body may, by a 3/4 vote, overrule the disapproval of the Planning Commission and proceed with the project. In this case, the Plan is deemed to have been amended; however, the Planning Commission should proceed to reflect the necessary changes in its Plan by formal adoption procedures.

Some City projects can be approved in such a manner as to satisfy this procedure during the processing of plats which do bear a relationship to the Comprehensive Plan. Other projects could be processed for "project review" by having the Planning Commission review the annual capital improvement program. The concept of project review enables the City Council to make current decisions in relationship to long-range planning and still retain their final decision authority.

Community Involvement

An essential ingredient of the planning process is the involvement of individual citizens, civic organizations, developers, and the news media. This involvement should go beyond simply informing the public of planning activities. Avenues should be provided which encourage the people to communicate back their desires as to the kind of community in which they want to live. Since plans and their implementation affect people and their property, it is extremely important that the planning process be conducted within a democratic framework.

Community involvement in and an understanding of the City of Inman's planning activities can be achieved in many ways, such as:

- Conducting business and hearings in open meetings for which notice has been adequately given, agendas provided, minutes taken, and opportunity made available for the public to voice their opinions.
- Distributing information to the news media and encouraging them to attend and report upon meetings.
- Appointing committees periodically of urban and rural residents to study and make recommendations on specific plans.
- Involving the residents of a particular area in the preparation of plans which affect them.
- Arranging for liaison representation to and/or from organizations related to the implementation of Plan elements.
- Scheduling an annual report meeting in which public officials and leaders of civic organizations are invited to hear and comment on the planning activities and to report back to their members.
- Having Planning Commission members and City Councilmen keep the public informed on planning matters through their personal contacts.
- Making speakers available to community organizations on planning activities.
- Printing materials in sufficient quantity that can be adequately circulated and available in public places.

By utilizing various methods of involving the community in the planning process, civic leadership can be used effectively to implement the Comprehensive Development Plan.

ZONING REGULATIONS. . . .

A primary method for regulating the use of land and structures and the only method for specifically controlling the location of such uses and structures is by the use of zoning regulations. Such regulations provide the legal method to divide an area into various districts which contain compatible land uses and establish densities for residential districts and the intensity of development in relation to the necessary public and private services and utilities. They also specify the height and building setback lines for structures which affect the degree of open space. Provisions are included to ensure an adequate number of parking spaces. Zoning acts to prevent conflicts in the use of land, depreciation of property values, and undue overcrowding or congestion. It is the major tool to resolve conflicts between adjacent land uses while also guiding the overall pattern of land use development for the future. The goal of zoning should be to ensure high standards for development without unduly restricting private initiative or causing excessive development costs. Zoning regulations are not retroactive and, therefore, they are not effective in clearing up past mistakes except over long periods of time. State statutes require that land used for "agricultural purposes" be exempted from such regulations on land in excess of three acres when applied extra-territorially outside a city. Commercial feed lots may be regulated by extra-territorial city zoning, but are exempt as an agricultural use under county zoning.

State enabling acts make it possible for a city to establish zoning within its boundaries and to extend such extra-territorial zoning up to three miles outside unless a county or a township assumes this responsibility. A county may adopt zoning in its entire unincorporated area or on a three-mile basis around a city which already has adopted zoning regulations. The City of Inman has been foresighted in adopting zoning initially several years ago. McPherson County has administered zoning in a 3-mile area around McPherson, Moundridge and Lindsborg since the mid-1960s. The County is in the process of adopting new zoning regulations for all of the unincorporated area. Cities are notified of zoning cases near them and their comments requested.

As a prerequisite, the adoption of local zoning must be legally based on land use studies or a land use plan element such as is proposed in Chapter 4 of this Plan document. Furthermore, changes in the zoning districts ". . . shall, if based upon the comprehensive land use plan, be presumed to be reasonable," according to State statutes. The adoption and administration of the Inman Zoning Ordinance has not been concurrently accompanied by the use of a comprehensive plan to guide its preparation and subsequent zoning decisions. A new zoning ordinance for the City is needed to better guide development based on this Plan document and to provide more zoning districts and standards for newly developing areas.

SUBDIVISION REGULATIONS. . . .

Another major method of controlling the design and development of an area is by the use of land subdivision regulations. They are effective in setting standards for the arrangement and design of streets, utility easements, lots, size of blocks, open space, installation of public improvements, and proper drainage. Such regulations can also provide a working arrangement between agencies and developers to reserve sites for public facilities.

Under State statutes, cities must first adopt a comprehensive plan before proceeding to adopt subdivision regulations within their city limits and may extend them extra-territorially for a distance up to three miles outside. Counties can adopt such regulations for all of the unincorporated area or for three miles around a city. If both a city and county want jurisdiction in the same 3-mile area, a joint city-county subdivision committee must be formed to administer the regulations, however, this is considered to be a cumbersome method.

McPherson County adopted new Subdivision Regulations for the unincorporated area in 1974. They contained a provision whereby a city could acquire the jurisdiction around the City if it had adopted a comprehensive plan and had city subdivision regulations. Inman does not have subdivision regulations. A preferable method would be for Inman to adopt such regulations for the City and for all or part of the Planning Area. This arrangement recognizes that cities are the main providers of urban utilities and, thus, should logically administer their initial design and construction and tie in the street system. Often interim standards can be applied in a rural area until such time as urbanization is a reality. All developers in and outside the City are accorded the same competitive advantage.

ENVIRONMENTAL AND CONSTRUCTION CODES. . . .

Although zoning and subdivision regulations are very important implementing tools, they do not provide standards for the quality of construction nor for housing and sanitation conditions. This can be accomplished through the adoption of various environmental and construction codes by a city. State statutes do not permit cities to adopt such codes for extra-territorial areas. Counties, however, can adopt such codes or may adopt a city's codes by reference. McPherson County has adopted various codes of the City of McPherson for the same area as subdivision jurisdiction around that City. The City Inspector performs the administrative functions as jointly agreed. Codes may be adopted which provide minimum standards for building construction and plumbing, electrical and gas installations. Housing codes prevent overcrowding and maintain a minimum level of health and safety features in the

home. Environmental codes can be used in the regulation of refuse disposal, abandoned and inoperable vehicles, the installation of septic tank systems and private water supplies, and the removal of dilapidated structures. All of these codes are important to upgrade and maintain the housing inventory and provide methods to rehabilitate existing blighted areas, particularly in view of the difficulty of securing local, State or Federal monies for such undertakings.

More detailed descriptions of these codes relative to housing conditions are presented in Chapter 3. Included is a list of suggested model and local codes which should be considered for updating or adoption by Inman. There are many technical aspects to administering these codes and training is needed on a continuing basis for the designated building inspector since new materials and methods are constantly being introduced. Joint cooperation between the County and the City may prove beneficial in administering somewhat similar codes. Local advisory committees composed of citizens and technicians in the construction field are used to decide appeals in the event of unusual hardship circumstances and to periodically review the codes to keep them up-to-date.

NEIGHBORHOOD AND PROJECT PLANS. . . .

Because of their purpose, comprehensive plans generalize rather than specify detailed planning proposals. As development takes place, more specific information is needed on which to base more detailed decisions. A regular part of the ongoing planning process should be to prepare "neighborhood" and "project" plans. Neighborhood plans may consider in detail the land use, circulation, and public facility needs of part of the Planning Area which poses unusual or difficult conditions. Such plans are particularly useful in newly developing areas to tie together streets and utilities or blighted areas needing to be rehabilitated. They provide assistance in making decisions on land use, zoning cases, subdivision plats, annexations, capital improvement programming, and facilitate a working relationship with developers.

Project plans are different and involve specific site studies for limited purposes such as an industrial park, recreation area, public building, etc. They are often prepared as part of grant applications.

Neighborhood or project plans may be prepared under the direction of the Planning Commission as requested to assist the City Council and may be followed by approval as policy guidelines for future decisions. In their simplest form, they may consist of a map and a small explanatory report. As part of such activities, it is very important that per-

sons who may be affected by such plans be involved with their preparation.

ANNEXATION. . . .

Annexation policies are another tool in how plans are implemented. New uniform State statutes on annexation procedures were adopted by the 1974 Legislature as amendments to K.S.A. 1973 Supp. 12-519 et seq. This repealed all other annexation laws. It created a much more lengthy process for unilateral annexation by a city as distinguished from the petition or consent arrangement with a cooperating property owner. The latter methods are still possible and are less time consuming and complex.

In planning for an orderly annexation approach so that in time the appropriate public facilities will be available when needed, a statement is now required as to the extent, financing and time-table for such improvements. In upholding such a procedure, a 1976 Kansas Supreme Court case determined that when a city has made a bona fide plan submitted in good faith with honest intentions that it cannot further guarantee to install such facilities due to the economic, political and other practicalities over which a city has no control.

Many conditions exist under which a city can unilaterally annex land. Adjacent platted areas are the most eligible. Certain limitations exist on unplatted land over 20 acres in size and unplatted agricultural land of 55 acres or more must have the consent of the owner. An excellent description of annexation procedures is contained in the report, "Annexation, A Manual for City Officials in Kansas," by the League of Kansas Municipalities in May 1974.

Contrary to many cities, Inman has been foresighted and fortunate in containing the urban development within the City limits. Continuing such a policy is important to the future tax base and to the orderly installation of streets and utilities. County Zoning Regulations and extra-territorial City Subdivision Regulations should prove useful tools to guide growth which will enhance the quality of the future annexable land.

CAPITAL IMPROVEMENT PROGRAMS. . . .

With the growing complexity of financing and constructing public improvement projects, it is important that a governmental unit establish some procedures for making such determinations in an efficient manner. Such a process is referred to as capital improvement programming. The resulting

program or "CIP" is a long-range financial plan covering a period of at least five years. This establishes the priority, timing, cost estimates, and sources of funding for public physical improvements. It does not deal with annually recurring operating expenses except to note the effect which a new facility may have on future operating budgets, e.g., a park or water system.

A significant function of the CIP is to coordinate the sequence of financing and construction of a project that may involve joint funding between city, county, State and Federal agencies plus private organizations. The anticipated use of State or Federal funds may necessitate scheduling ahead for several years. The use of a CIP is an effective way of guiding the direction and timing of growth and is especially useful in relation to the new State law requirements for annexations.

A typical CIP would involve the elements illustrated in Table 7-A below:

Table 7-A. SAMPLE CAPITAL IMPROVEMENT PROGRAM

| Project Description | Project Year | | | | | Project Cost | Method of Financing |
|---------------------|--------------|-----|-----|-----|-----|--------------|---------------------|
| | 1977 | '78 | '79 | '80 | '81 | | |
| Land Acquisition | X | | | | | \$ 7,500 | Revenue Sharing |
| Park Development | | | X | | | 20,000 | G.O./Fed. BOR |
| Swimming Pool | | | | | X | 60,000 | G.O./Fed. BOR |

The Planning Commission normally assists the City Council in preparing the CIP and evaluates each project as to its conformance to the comprehensive plan. This procedure serves as the Planning Commission's "project review" for such items as provided for in K.S.A. 12-704a. As part of this process, a public hearing could be held for citizens and a method provided for other governmental units to comment upon the CIP proposals.

While there are a number of exceptions to this general rule, it is sufficient for general financial planning purposes to say that under State law the bonded debt which is the general obligation of the city-at-large (G.O. debt) may not exceed 15% of assessed valuation; that G.O. debt and special assessment debt combined may not exceed 25% of assessed valuation, and that bonds issued for general sewer work and revenue bonds are outside the debt limitations. Various financing methods used for CIP projects include:

General fund, general obligation bonds, utility revenue bonds, special assessments, trust funds, federal revenue sharing, federal and state grant programs and private contributions.

Table 7-B. ASSESSED TANGIBLE VALUATION, INDEBTEDNESS,
AND TAX RATES: 1977⁽¹⁾

| | <u>Inman</u> | <u>Buhler</u> | <u>Moundridge</u> |
|--|--------------|---------------|-------------------|
| 1976 Population | 990 | 1,145 | 1,475 |
| 1977 Assessed Tangible Valuation | \$2,009,576 | \$2,297,497 | \$2,675,645 |
| Valuation per capita | \$2,030 | \$2,007 | \$1,814 |
| Total Indebtedness 9/30/76 | \$134,000 | \$306,000 | \$126,000 |
| Indebtedness per capita | \$135 | \$267 | \$ 85 |
| City Tax Rate (in mills) | 31.30 | 21.97 | 20.03 |
| Total Tax Rate for All Purposes (in mills) | 99.73 | 87.96 | 94.93 |

(1) 1976 taxes levied for 1977.

Source: Kansas Government Journal, January 1977
and Inman City Clerk.

Table 7-B above provides an insight into the taxes, assessed valuation and bonded indebtedness of Inman with a comparison to nearby cities. As of January 1, 1977, the City has outstanding general obligation bonds for a water tower of \$77,000 paying out yearly at \$7,000 and street paving bonds at \$45,000 being paid off at \$5,000 annually. The latter is based on 40% special assessments to property owners and 60% city-at-large financing. It is anticipated that \$113,000 in bonds will be let this Spring for paving and guttering. Based on the 1977 assessed valuation of \$2,009,576, the bonded indebtedness limitation at 15% would amount to \$301,436 and \$502,394 at 25%. The above indebtedness including the anticipated Spring issue would amount to \$235,000 or 11.7% of the assessed valuation. In essence, Inman is in good shape to issue bonds as needed to carry out its Plan consistent with self imposed limits by the City Council. A feature of good municipal management is to maintain a continuing effort to keep the facilities up-to-date and not to fluctuate too greatly in the status of the mill levy for indebtedness. A CIP is the management tool necessary to carry out an orderly financed improvement program. Potential CIP items are referred to in the chapters on Community Facilities and Transportation.

The current tax levy of 31.30 mills mainly consists of 6.71 mills for the general fund, 8.71 for bonded indebtedness and 10.19 in no-fund warrants. The remaining 5.69 mills is in smaller current expenses for recreation (0.25), library (1.03), street lighting (1.03), oiling streets (0.51), etc.

ECONOMIC DEVELOPMENT. . . .

Part of implementing the Comprehensive Plan is the attention given to a viable economic development program. To attain this goal, economic development should be viewed in its broadest concept. Not only is it a matter of attracting new and expanding existing industries, but promoting other businesses and service activities as well. Even further, it is necessary to maintain a constant effort to see that adequate energy sources and utilities are available now and will continue to be in the future; to ensure that workers are adequately housed and that the potential exists to meet the housing needs of new businesses; to maintain and improve the transportation system; and to encourage the cultural and recreational activities which interest young people and continue to promote enjoyable family life.

This Plan report contains ideas that promote or support various economic development activities. Communities that are most successful in achieving such efforts are those who utilize the most effective organizational structure. Such promotional activities take place at many levels--city, county, region, state and national--and are carried out by both private and public groups. Each organizational level has a function to perform and each supplements and reinforces the other. Success at the local level entails the ability to harness the technical services and funding sources available at the County, regional, State and Federal levels.

Fragmented and undefined roles lead to frustration and lack of results. Continuing effort is needed to maintain a clear understanding of the role and goals of local economic development entities so that an effective coordinating structure is available to better utilize outside resources and to promote the best interests of the area. While the Planning Commission can be of considerable assistance in planning site developments and related transportation and facility needs, the function of economic development on an organized promotional basis is better carried on by a separate group which is designated or recognized by the City Council.

GRANT PROGRAMS. . . .

While the amounts of money have been limited, there is nevertheless an increased effort on the part of the Federal

and State governments to provide additional funding for smaller communities. Eligibility requirements have changed so that more programs are available to smaller entities. This is now true through the Community Development Block Grant Program, the Rural Development Act, the Revenue Sharing Act, the Law Enforcement Assistance Act and many other physical, social and economic grant programs. In each program, the advantages of outside funding should be weighed against the overhead of administration and standards required.

Assistance on grant programs is available through the Mid-State Regional Planning Commission, the South Central Kansas Economic Development District and from various functional agencies at the regional and State level. This does not preclude the need, however, for designating at the Inman City level who is responsible for monitoring the availability of grants and who prepares and follows-up on applications. This suggests that a recognized local communicative system is necessary to gain the most in working with regional, State and Federal agencies. Competition is strong in this field and some cities have employed full-time "grantsmen" or private firms to assist in this process. The McPherson County Board of Commissioners carry a significant burden in maintaining the necessary contacts, appointments, and memberships with and financing for regional organizations on behalf of the cities and the rural area.

When a valid local need is recognized, those who succeed in securing grants develop a sense of timing, perception, knowledge of the requirements, and, most important, have the data ready when the appropriate time arises. Patience is a virtue in this activity and "if at first you don't succeed--try, try again" is a motto to keep in mind. Experience gained from each grant application becomes an accumulative value over the years.

Proposals made in this Comprehensive Plan document are now or may become eligible for Federal and State grant programs. This Plan provides basic data for applications and for some programs provides the eligibility requirements and priority in the funding procedures. To assist the City Council, the Planning Commission should review this Plan periodically to recommend projects for which appropriate funding would be sought. As part of this process, the Planning Commission should coordinate with regional and State agencies to ensure that its local Plans are reflected in the regional and State plans. This is additionally important because of the A-95 review process at the State and regional clearinghouse levels and the fact that many Federal grants now require that Kansas have statewide functional plans which in turn make the local governments eligible if their projects are in accordance with them.

INTERGOVERNMENTAL COOPERATION. . . .

In addition to community involvement, numerous opportunities exist for plan implementation through intergovernmental cooperation. Such joint undertakings often not only reduce the cost of singularly providing a facility or service, but improve the quality and/or make possible something that was not economically feasible on an individual basis. Implementing plan proposals by cooperative methods become a matter of evaluating each project initially to determine if a better project could be achieved at equal or less cost through a city or county or regional combined effort. Some State and Federal grant programs require various degrees of joint cooperation in order to be eligible, and some provide added financial incentives.

A "Check List of Intergovernmental Cooperation Opportunities" as assembled in 1972 by the Kansas League of Municipalities listed 81 statutory authorizations for voluntary cooperation excluding those laws which actually require local units to act together. Beyond these, there are many other opportunities for interlocal cooperation practices not specifically provided by statutes.