

CHAPTER 1

COMPREHENSIVE PLAN AND REGIONAL INFLUENCE

Comprehensive Plan

When formally adopted by the McPherson City Planning Commission and approved by the City Commission by ordinance, this document will constitute the Comprehensive Development Plan for the City of McPherson, Kansas Planning Area for the period 2015-2023. Thus, it becomes the official comprehensive plan for the City of McPherson, Kansas, and thereby replaces in its entirety the Comprehensive Development Plan--City of McPherson, Kansas: 1995-2013 with addendum dated June 5, 2007 and Ordinance No. 3158 which extended that Plan through the year 2015. Whereas the former plan is replaced, it nevertheless remains a valuable source of information, for history and planning ideas. The new plan document was prepared under the supervision and assistance of the Planning Commission and with the technical assistance of the city staff, Foster & Associates, Planning Consultants, and Rice-Foster Associates, Landscape Architecture & Planning, both of Wichita, Kansas.

The "McPherson Planning Area" as delineated for this Plan includes the city and certain surrounding area which is illustrated in Figure 1-A and described later in this chapter. The Planning Area recognizes that the city's activities both affect and are affected by what now exists or what might be built in the surrounding area.

This Plan attempts to analyze the Planning Area in a "comprehensive" manner by interrelating a broad range of individual functions such as land use, transportation, and community facilities. For example, schools and parks are community facilities related to the residential land uses they serve and to the transportation system they operate upon. The fact that a comprehensive plan addresses both short-term and long-term 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 situation 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, for Census reason, is the 8-year period from 2015-2023. For this type of plan, this period appears to be the practical limit for forecasting possible future situations and needs. 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 changing conditions or changes in population.

Legal Basis

The state enabling statutes provide for a broad interpretation of what constitutes a plan. According to the statutes for Planning, Zoning and Subdivision Regulations in Cities and Counties in K.S.A. 12-741, *et seq.*, a 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 planning commission forms the total community of which the city is a part." In effect, this becomes the "planning area" for the plan.

In the preparation of such a plan, according to K.S.A. 12-747, the planning commission ". . . shall make or cause to be made comprehensive surveys and studies of past and present conditions and trends relating to land use, population and building intensity, public facilities, transportation and transportation facilities, economic conditions, natural resources and may 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.

For the plan to become effective when completed, it must be formally adopted as a whole or in parts by a resolution of the planning commission after a 20-day advertised public hearing followed by the approval and publication of an ordinance by the governing body. Before final approval, 20 days of notification must be given to the county and all townships affected. A certified copy of the plan or part thereof, together with a written summary of the hearing, shall be submitted to the governing body. The governing body either may:

"(1) Approve such recommendations by ordinance . . .; (2) override the planning commission's recommendations by a 2/3 majority vote; or (3) may return the same to the planning commission for further consideration, together with a statement specifying the basis for the governing body's failure to approve or disapprove. If the governing body returns the planning commission's recommendations, the planning commission, after considering the same, may resubmit its original recommendations giving the reasons therefore or submit new and amended recommendations. Upon the receipt of such recommendations, the governing body, by a simple majority thereof, may adopt or may revise or amend and adopt such recommendations by the respective ordinance . . ., or it need take no further action thereon. If the planning commission fails to deliver its recommendations to the governing body following the planning commission's next regular meeting after receipt of the governing body's report, the governing body shall consider such course of inaction on the part of the planning commission as a resubmission of the original recommendations and proceed accordingly."

An attested copy of the comprehensive plan and any amendments thereto shall be sent to all other taxing subdivisions in the planning area which request a copy of the plan.

The plan or part thereof ". . . 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." Although the Kansas Supreme Court views the adoption and annual review of a comprehensive plan as a "legislative function," note that a plan is still a "guide" and actual implementation must take place within the democratic process of local government and other agencies. On a nationwide scale, the comprehensive plan and the role it plays in the planning and

implementation process is assuming an increasingly important role in land use litigation. The consistency of the plan with the implementation "tools", especially zoning and subdivision regulations, is often at the center of such litigation.

At least once each year according to state statutes, the planning commission shall review or reconsider the plan or any part thereof and may propose amendments, extensions or additions to it. Amendments to the plan in the future are made by the same procedures as described above for the original adoption process.

Planning Process

City planning may be defined as a decision-making process which is expressed in the form of a plan through a series of physical, social and economic goals, policy statements and/or plan proposals with the broad objective of attaining a better living environment. In other terminology, 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 and changing conditions 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.

A basic 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 community services in an efficient manner. With the rising cost of such services and the desirability of 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 community 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 long-range plans.

To prepare the plan document, the planning 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 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.

This plan is a true "living document" in that it is built directly upon the preceding plan and does not supersede it but, more accurately, supplements it and brings it up to date. The plan has been reviewed on an annual basis and amended as needed to keep it current. This version of the plan is a fairly major update which is intended to push the "look ahead" period through the year 2023. Various meetings of the Planning Commission and City Commission were held to deal with issues specific to this plan. In addition input was solicited and received from many individuals representing

organizations throughout the McPherson Planning Area as may be seen in the acknowledgements section of this book. Finally, the results of various studies produced by the following entities were incorporated into the text: *McPherson County Resident Survey* conducted by the McPherson County Assembly for Strategic Planning (1992); *McPherson County Housing Needs Assessment Study* produced by RDG Crose Gardner Shukert (1999); *Labor Force Profile of McPherson County* prepared for the McPherson Industrial Development Company, Inc. (MIDC) (2004); *McPherson Workforce Survey* by the Center for Economic Development and Business Research, Wichita State University (2007); *McPherson, Kansas Economic Development Strategy* by MIDC (2011); *City of McPherson; McPherson County, Kansas Outlook and Objectives for Sustainability - Sustainability Task Force*, (2012); and *2014 Wage Survey – McPherson County and Area* by the MIDC (2014)

Use of the Plan

This Comprehensive Plan has many uses. While there are several noted below, others are referred to throughout the text, particularly in Chapter 12 on Plan Implementation:

1. To compile information and provide Plan proposals upon which city officials can base short-range decisions within the context of long-range planning.
2. To serve as a guide for overall development within the Planning Area including providing assistance and direction to potential developers.
3. To serve as a basis for the administration of city Zoning Regulations, and as a guide for making reasonable decisions on rezoning applications.
4. To provide a legal basis for the preparation and adoption of city Subdivision Regulations and for the review and approval of plats based on growth policies and the availability of community facilities.
5. To plan for orderly annexations and development of new additions to the city.
6. To balance community development with the economical provision of community facilities and services.
7. To encourage long-range fiscal planning policies.
8. To assist in selecting and applying for state and federal grant programs which would benefit the city and the Planning Area.
9. To preserve the historic and aesthetic character of the community.
10. To promote the safety, prosperity, health, morals, and general welfare of the citizens of the community.

11. To coordinate efforts, avoid duplication and establish a working relationship for implementing plan proposals between the city and other cities; trustees of the nine townships comprising portions of the Planning Area; McPherson U.S.D. #418; the McPherson Area Solid Waste Utility; the McPherson Board of Public Utilities; the McPherson County Board of Commissioners; the McPherson County Planning Commission; the State of Kansas and the federal government.

Planning Area

For purposes of this Plan document, the "Planning Area" referred to herein and sometimes called the "McPherson Area" comprises the city limits of McPherson plus all of McPherson Township and portions of Harper, New Gottland, Delmore, Jackson, Empire, Groveland, King City, and Lone Tree townships. The entire Area is within McPherson County and is delineated in Figure 1-A. The legal description for the Planning Area is:

Harper Township

Township 18 South, Range 4 West of the 6th Principal Meridian: The Southeast Quarter of Section 36.

New Gottland Township

Township 18 South, Range 3 West of the 6th Principal Meridian: The South Half of Sections 31-36 inclusive.

Delmore Township

Township 18 South, Range 2 West of the 6th Principal Meridian: The Southwest Quarter of Section 31.

Jackson Township

Township 19 South, Range 4 West of the 6th Principal Meridian: The East Half of Sections 1, 12, 13, 24, 25 and 36.

McPherson Township

Township 19 South, Range 3 West of the 6th Principal Meridian: Sections 1-36 inclusive.

Empire Township

Township 19 South, Range 2 West of the 6th Principal Meridian: The West Half of Sections 6, 7, 18, 19, 30 and 31.

Groveland Township

Township 20 South, Range 4 West of the 6th Principal Meridian: The East Half of Sections 1 and 12 and the Northeast Quarter of Section 13.

King City Township

Township 20 South, Range 3 West of the 6th Principal Meridian: Sections 1-12 inclusive and the North Half of Sections 13-18 inclusive.

Lone Tree Township

Township 20 South, Range 2 West of the 6th Principal Meridian: The West Half of Sections 6 and 7 and the Northwest Quarter of Section 18.

The overall extremities of the Planning Area form a rectangle nine miles North-South and seven miles East-West. This encompasses a total area of 63 square miles which is 40,320 acres. The 1976 Plan had a 3-mile ring from the city limits for the Planning Area encompassing 68 square miles and the 1995 Plan redefined the Planning Area to the current limits. In 1997 the city contained 5.7 square miles. As of December 2014 this has increased to 7.43 square miles or 4,755.2 acres. This is a 73.2% increase in size since Plan inception as the 1976 survey for the original Plan showed a total of 2,745.6 acres or 4.29 square miles.

The delineation of a Planning Area does not create a regulatory boundary as such, but identifies an area which has an influence on the planning and development of the city and, therefore, should be studied as part of what the state statutes refer to as the "total community of which the city is a part." Any extraterritorial jurisdiction for subdivision or zoning regulations cannot exceed the Planning Area as delineated nor be more than three miles from the city limits and not more than one-half the distance to another city.

Regional Influence

The speed of communication and transportation today makes it necessary that planning for an area take into account the significance of "the region" which affects it. Regions vary in size depending upon physical, socioeconomic, cultural and/or governmental situations. The most notable links within a region are often physical in nature. For example, an underground water supply like the Equus Beds which provides water to one part of a region might be greatly affected in quantity and quality by the uses of water in another part. Airports, railroads, highways, and bridges all provide links within a region and beyond. Such transportation facilities coupled with modern vehicles have led to the increased mobility of people and, thus, broadening of their area of influence for economic, social and cultural functions.

The internet, newspapers, radio and television stations and the postal service as parts of an overall communications system are a major influence upon the activities within an area. People are often motivated to shop and attend sports and cultural events in those areas from which such communications originate. The convenience of the internet and the telephone systems as means of communication for social, economic and emergency purposes influences the population's area of contact and, thus, available activities.

Geographical Location

As shown on the Geographical Location map, Figure 1-B, the City of McPherson is centrally located in McPherson County. It is also centrally located within the State of Kansas. Particular influence is felt by the proximity to Wichita, Hutchinson and Salina. Wichita provides the area with major airport, medical, financial, and educational facilities. The I-135 highway is a dominating regional link to the North and South and other roads and railroads radiate in all directions. Distances to various major cities are noted on the map.

McPherson is located about 100 miles Southeast of the geographic center of the continental United States and about 450 miles Southwest of the center of population of the nation.

Communication

The activities of an area are influenced by the communication network in and around it in the form of internet, telephone, television, radio, and newspapers.

The McPherson Sentinel is published five days a week and serves as the city's official newspaper for legal notices. The Hutchinson News, Salina Journal and Wichita Eagle are published daily and locally distributed. The McPherson News is a new weekly publication.

Television reception in the Planning Area is excellent with four national networks plus public broadcasting available from Hutchinson-Wichita. Multimedia Cablevision also serves the city with cable TV and high speed internet service. Satellite television is also available via building mounted receivers. Many AM and FM radio stations can be received including station KNGL-KBBE which is located in McPherson.

The Southwestern Bell Telephone Company provides modern telephone service with many options to the city. The service is somewhat inconvenienced by having the county divided at a point North of the city into two area codes which places Lindsborg and Marquette into a different system than all the rest of the cities. Due to e-mail, high speed internet, pagers and cellular phones; wired telephone service is undergoing changes in dimension and importance in the field of communications. Multiple cell service providers are available locally. Digital phone service is also available from Cox, Dish, and others.

Regional Planning And Development

The economies of using natural and man-made resources on a scale that all persons may enjoy a better quality of life make it necessary to provide many public and private services, and facilities on a regional basis. In addition to many intergovernmental agreements between groups of cities and counties, numerous state and federal agencies operate by regional divisions. There are many "economies of scale" when operating regionally and the city is represented in many regional

organizations indirectly through the McPherson County Board of Commissioners. References will be made periodically in this document to such regional organizations and activities.

In the late 1960s, the Governor of Kansas designated eleven major Planning and Development Regions of the state with 25 sub-regions. McPherson, Reno and Rice counties were known as the Mid-State Sub-Region 044 of the State of Kansas. They formed the Mid-State Regional Planning Commission in the late 1970s with headquarters in McPherson. When federal funding was no longer an incentive for such an organizational structure, it was disbanded in the early 1980s. Many regional organizations were formed to coincide with these delineations.

Today, there are as many as 20 or more types of other regional planning, development and service structures which perform many different functions for the local, state and federal levels of government. These include such activities as health services for the aging, economic development, highways, manpower, mental health, libraries, agricultural services, soil conservation, watersheds, and numerous others. Many of these regional groups, which are created by local governments, are financed and appointed by or served on by members of the McPherson County Board of Commissioners. Not all such organizations currently follow the original regional delineations of the state and some functions overlap into two or more regions. Because of the elimination or reduction of state and federal funding in recent years, a number of organizations are in a changing status and some have disbanded.

One of the most successful groups in this period of budget constraints which continues to be of assistance to McPherson is the South Central Kansas Economic Development District (SCKEDD). With a limited staff in Wichita, it serves the former 13-county Region 04 plus Marion County. SCKEDD carries out a wide variety of economic development efforts and evaluates local projects for their potential success. The City of McPherson, beginning in 2015, has started a new round of cooperation with SCKEDD aimed at addressing repairs and improvements to older housing stock within the city. This project should be ongoing for many years to come.

Kansas Municipal Utilities is the statewide association representing Kansas cities and other public or not-for-profit agencies involved in the ownership and operation of municipal utilities. Formed in 1928, KMU provides assistance and information to members with regard to legislative and regulatory issues, training and educational programs, and numerous other services towards the advancement of municipal utilities and to achieve maximum benefits for the customer-owners served by our utilities. KMU is currently developing a comprehensive training facility in McPherson which will provide utility training services to a large surrounding area.

The Hutchinson regional office of the K.S.U. Cooperative Extension Service in cooperation with their local county educational office in McPherson provides a wide variety of information on development, but does not write applications or provide grant monies. Many training programs have been conducted on the "how to" of community development and on leadership for officials and civic leaders. It is very active statewide in implementing the PRIDE Program for cities of which McPherson at one time during the 1970s was an active member and an award-winning city.

McPherson also participates in programs which are designed to make the community more “livable.” Two of those programs are described below:

Tree City USA

The Tree City USA program is a nationwide activity of the Arbor Day Foundation. The City of McPherson has participated in this program and has received the “Tree City Award” continuously since entering the program in 1978. The purpose of the program is to ensure that adequate care is given to the health and vitality of the community forest. That the city has succeeded in this may be seen by the condition of our many city parks and recreation sites. This is one of the first things that visitors frequently notice about McPherson. To reach this goal, and to receive this annual award, a City must meet the following standards:

1. Must have a Tree Board or Department
2. Must have a Tree Ordinance
3. Must have a Community Forestry Program with an annual budget of at least \$2 per capita.
4. Must have an annual Arbor Day Observance and Proclamation

McPherson Main Street

McPherson Main Street, Inc is a non-profit organization dedicated to the promotion and development of the Downtown area of McPherson, KS. The organization is membership based and volunteer driven, and work very hard to help our members raise awareness of their products and services. We do this through sales promotions and various activities that generate traffic. We also offer access to funding options geared to help with gap financing for expansions and start-ups. We are involved in the working dynamics of the area and have served on various task forces to address parking issues, upper level housing issues and zoning ordinances. We are here to do whatever is necessary for our members to succeed.