



*Comprehensive Development
Plan*
Abilene, Kansas



Prepared by:
Community Development Department
September 11, 2006

Acknowledgments

City Commissioners

Anson Coulson
Devin Karraker
Judy Leyerzapf
Diane Miller
Lynn Peterson
John Zutavern

Planning Commissioners

Kyle Campbell
Larry Coulson
Jill Crist
Wendell Gugler
Walt Hoffman
Paul Martin
Mike Wederski
Rick Williamson

Comprehensive Plan Steering Committee

Scott Anderson
Janie Brittan
Jill Crist
Maureen Dawson
Lease Duckwall
Paul Hettenbach
Amy Hoch-Altwegg
Lawanda Markley
Larkin Mayo
Mary McDonald
Daryl Roney
Nanc Scholl
Doug Smart

Special Appreciation

The Community Foundation of Dickinson County, Inc.

Table of Contents

Acknowledgments i

Table of Contents ii

List of Exhibitsvi

List of Maps ix

Chapter I. Introduction 1

 A. Purpose and Scope 1

 B. Document Format 1

 C. Development Policy Framework..... 2

Vision Statement 3

Key Issues, Goals, and Policies..... 3

 D. Using the Plan 3

 E. Statutory Requirements 4

 F. Planning Process 6

Initial Assessment 6

Growth Alternatives Analysis 7

Policy Formulation 7

Plan Adoption 7

Implementation..... 7

Plan Maintenance 7

 G. Citizen Participation 10

General 10

Focus Group Interviews 10

Surveys..... 10

Workshops..... 10

Steering Committee..... 11

Public Hearings..... 11

Chapter II. Demographics 12

 A. Introduction 12

 B. Total Population..... 12

 C. Population Projections 13

 D. Regional Distribution 15

 E. Age Distribution..... 15

 F. Households 17

 G. Mobility..... 18

 H. Educational Attainment..... 19

 I. Income & Poverty..... 21

 J. Summary..... 22

Chapter III. Physical Setting 23

 A. Introduction..... 23

 B. Location..... 23

 C. Topography/Geology 23

 D. Climate..... 25

 E. Soils 26

 F. Hydrology..... 27

Floodplain..... 27

Groundwater..... 27

G. Vegetation and Wildlife.....29

H. Land Use29

I. Summary.....31

Chapter IV. Housing33

A. Introduction.....33

B. Residential Development Trends33

C. Housing Stock33

Mix of Types.....33

Age and Condition.....34

D. Occupancy and Ownership35

E. Housing Costs38

F. Projected Housing Needs42

Data.....42

Projections.....43

G. Summary.....44

Chapter V. Infrastructure and Services46

A. Introduction.....46

LOS Defined.....46

Role of LOS in Growth Management.....47

Guidance for Abilene.....47

B. Water Supply and Treatment47

Introduction.....47

Supply Facilities.....48

Treatment Facilities.....49

Storage Facilities50

Delivery.....50

Service Analysis50

C. Wastewater Treatment51

D. Police Protection.....52

Introduction.....52

Crime Rates.....52

Calls for Service.....53

Personnel.....55

Vehicles56

Building and Equipment.....57

Level of Service.....58

E. Fire Protection and EMS Services.....59

Introduction.....59

ISO Rating.....59

Calls for Service.....61

Response Time.....63

Personnel.....63

Vehicles64

Building and Equipment64

Level of Service.....65

F. Parks and Recreation66

Personnel.....66

Parkland.....68

Park Improvements68

Vehicles & Major Equipment.....69

<i>Buildings</i>	70
<i>Level of Service</i>	70
G. Hospitals and Public Health.....	71
H. Library.....	71
<i>Introduction</i>	71
<i>Resources</i>	72
<i>Equipment</i>	73
<i>Building</i>	74
<i>Personnel</i>	74
<i>Level of Service</i>	75
I. Infrastructure and Service Summary.....	75
Chapter VI. Local Economy.....	77
A. Introduction.....	77
B. Economic Base.....	77
<i>Sector Employment</i>	77
C. Market Area.....	80
D. Income and Wages.....	81
E. Employment and Work Force.....	84
F. Local Economic Activities.....	86
<i>Tourism</i>	87
<i>Manufacturing</i>	90
<i>Agriculture</i>	90
<i>Health Care</i>	90
<i>Local Government</i>	90
<i>Greyhound Industry</i>	90
G. Local Economic Development Resources.....	91
<i>Local Incentives</i>	91
<i>Ad Valorem Tax Exemptions</i>	91
<i>Industrial Revenue Bonds</i>	92
<i>Free Land</i>	92
<i>Industrial Land Policy</i>	92
<i>Industrial Infrastructure Policy</i>	93
<i>Enterprise Zone Benefits</i>	93
<i>Neighborhood Revitalization Tax Rebates</i>	94
<i>Downtown Lending Program</i>	94
H. Non-Residential Sites Available.....	95
I. Key Local Economy Issues.....	95
Chapter VII. Transportation.....	97
A. Introduction.....	97
B. Streets.....	97
C. Light Vehicles and Pedestrian Facilities.....	100
D. Airport.....	103
E. Railroads.....	103
F. Key Transportation Issues.....	103
Chapter VIII. Goals, Actions and Policies.....	104
A. Policy Framework.....	104
B. Vision Statement.....	104
C. Key Issues, Goals, Policies and Actions.....	104
Chapter IX. Plan Implementation.....	129
A. Introduction.....	129

B. Implementation Tools..... 129
 Development & Nuisance Codes..... 129
 Economic Development Incentives..... 129
 Capital Improvements Program..... 130
 Annual Budget..... 131
 Inter-Governmental Agreements..... 131
 Adequate Public Facilities..... 131
 Facility Plans..... 131
C. Plan Maintenance..... 132
 Annual Review..... 132
 Land Use Plan Amendments..... 133
 Policy Changes..... 133
D. Work Program..... 133

List of Exhibits

Exhibit 1: Planning Process.....	9
Exhibit 2: Total Population by City, County and State (1880 – 2000).....	12
Exhibit 3: Total Population Trends for Abilene and Dickinson County (1880 – 2000).....	13
Exhibit 4: Population Projections, Table	14
Exhibit 5: Population Projections, Graph.....	14
Exhibit 6: Cities Over 1,000 Population In A 10-County Region.....	15
Exhibit 7: Regional Cities Population (2000).....	15
Exhibit 8: Abilene Population by Age (1990 – 2000).....	16
Exhibit 9: Abilene Population Pyramid (2000).....	17
Exhibit 10: Households by Size (1990 – 2000).....	18
Exhibit 11: Abilene Population Pyramid (1980 - 2000)	18
Exhibit 12: Abilene Travel Time to Work (1990 – 2000)	19
Exhibit 13: Abilene Educational Attainment (1990 – 2000)	20
Exhibit 14: Educational Attainment for Abilene, Kansas and the United States (2000)	20
Exhibit 15: Educational Attainment (2000)	21
Exhibit 16: Household Income (2000)	22
Exhibit 17: Locational Map	23
Exhibit 18: Average Monthly High and Low Temperatures.....	25
Exhibit 19: Average Monthly Precipitation.....	26
Exhibit 20: General Soil Characteristics	27
Exhibit 21: Endanger and Threatened Species.....	29
Exhibit 22: Land Use Mix.....	30
Exhibit 23: Vacant Land (2004).....	31
Exhibit 24: Dwelling Units Per Residential Structures (2000)	34
Exhibit 25: Apartment Building and Complexes Vacancy Rates.....	34
Exhibit 26: Age of Residential Structures (2000)	35
Exhibit 27: Number of Residential Structure Built Prior to 1940.....	35
Exhibit 28: Housing Tenure (1980 – 2000)	36
Exhibit 29: Regional Housing Tenure (2000).....	36
Exhibit 30: Tenure by Units in the Residential Structures (2000)	37
Exhibit 31: Vacant Housing (1980 – 2000).....	38
Exhibit 32: Owner-Occupied Mortgage Value (1990 – 2000)	39
Exhibit 33: Housing Rents (1990 – 2000)	40
Exhibit 34: Regional Median Mortgage Value (1990 – 2000)	41
Exhibit 35: Regional Median Contract Rent (1990 – 2000).....	41
Exhibit 36: Dwelling Unit Projection Equation.....	42
Exhibit 37: Summary of Population Projections (2000 – 2030)	42
Exhibit 38: Assumed People Per Household by Tenure	43
Exhibit 39: Assumed Vacancy Rates by Tenure.....	43
Exhibit 40: Housing Needs Projections by Tenure (2000 – 2030).....	44
Exhibit 41: Aggregate Projected Housing Change by Tenure (2000 – 2030)	44
Exhibit 42: Water Supply Wells Data	48
Exhibit 43: Water Supply LOS	49
Exhibit 44: Water Treatment Data.....	49
Exhibit 45: Water Treatment LOS.....	49

Exhibit 46: Water Supply Wells Data50

Exhibit 47: Water Supply Wells Data50

Exhibit 48: Water Demand Rates in EDUs.....50

Exhibit 49: Water Demand Rates in EDUs.....51

Exhibit 50: Crime Rates (1996-2001).....52

Exhibit 51: Abilene and Kansas Crime Rates (1996-2001).....53

Exhibit 52: Police Calls for Service (2002-2003).....53

Exhibit 53: Frequent Calls for Service (2003).....55

Exhibit 54: Police Personnel LOS.....56

Exhibit 55: Police Personnel LOS for Kansas Cities (2000)56

Exhibit 56: Police Vehicle LOS57

Exhibit 57: Police Building Space Needs57

Exhibit 58: Police Building LOS58

Exhibit 59: Police Equipment LOS58

Exhibit 60: Existing Police LOS.....58

Exhibit 61: Components of ISO Rating.....60

Exhibit 62: Abilene ISO Scores by General Rating Factors.....61

Exhibit 63: Fire Calls for Service (2000-2003).....62

Exhibit 64: Fire Calls for Service (2000-2003).....63

Exhibit 65: Fire Personnel LOS64

Exhibit 66: Fire Vehicle LOS.....64

Exhibit 67: Fire Vehicle LOS.....65

Exhibit 68: Fire Equipment LOS65

Exhibit 69: Existing Fire LOS.....66

Exhibit 70: Park Classifications66

Exhibit 71: Parkland and Amenities Inventory (2003).....67

Exhibit 72: Parks Personnel LOS.....68

Exhibit 73: Parkland LOS.....68

Exhibit 74: Parks Improvements LOS69

Exhibit 75: Parks Vehicle LOS.....69

Exhibit 76: Parks Building LOS.....70

Exhibit 77: Existing Parks and Recreation LOS70

Exhibit 78: Library Resources (2002 – 2004)72

Exhibit 79: Book Inventory (2002 – 2004)73

Exhibit 80: Library Resources LOS73

Exhibit 81: Library Equipment LOS74

Exhibit 82: Library Building LOS74

Exhibit 83: Library Personnel LOS.....74

Exhibit 84: Existing Library LOS.....75

Exhibit 85: ALA Standards and Abilene LOS Comparison.....75

Exhibit 86: Employment by Sector (1980-2000).....77

Exhibit 87: Location Quotient Equation78

Exhibit 88: Abilene Location Quotients (1990, 2000)79

Exhibit 89: Results of Reilly’s Law for Abilene.....80

Exhibit 90: 2003 Dickinson County Pull Factors81

Exhibit 91: Household Income (2000)82

Exhibit 92: Abilene Prevailing Wage Rates (April 2001)83

Exhibit 93: Wage By Industry (2003).....84

Exhibit 94: Dickinson County Labor Force and Employment (1976 - 2003).....85
Exhibit 95: Dickinson County Unemployment Rates (1976 & 2003)85
Exhibit 96: Abilene Area Major Employers.....86
Exhibit 97: Tourism Attraction Attendance (1997-2004).....89
Exhibit 98: National Register of Historic.....89
Exhibit 99: Annual Greyhound Registrations (1988 – 2004).....91
Exhibit 100: Percent of Property Tax Rebate Allowed.....94
Exhibit 101: Arterial and Collector Street Miles99
Exhibit 102: 10-Year Work Plan..... 136

List of Maps

Map 1: Topography	24
Map 2: 100-Year Floodplain.....	28
Map 3: Land Use.....	32
Map 4: Functional Road Classification.....	98
Map 5: Traffic Counts	101
Map 6: Sidewalk Condition	102
Map 7: Future Land Use.....	135

Chapter I. Introduction

A. Purpose and Scope

This Plan defines Abilene’s vision for its future and guides decisions to help achieve that vision through the year 2025. The future expressed in this Plan reflects local community values, ideals and aspirations. This Plan advocates proactive steps to market the community, support economic development, manage growth and maintain adequate public facilities and services. By managing community change, the City can preserve its assets and promote positive change that will enhance the quality of life enjoyed by our residents.

The City’s citizens recognize the importance of coordination among public and private entities to achieve community goals and enhance the quality of life enjoyed by Abilene residents. Unlike many comparably sized cities, Abilene has enjoyed a long period of relative stability in population growth, employment opportunities and housing stock retention. Despite the apparent stability, there are a number of challenges and opportunities facing the community in the foreseeable future. Through the process of developing this Plan, Abilene has developed strategies to:

- Develop Abilene’s economy by marketing, providing incentives and strengthening the communities assets;
- Coordinate growth and development to make efficient and effective use of limited community resources;
- Promote and preserve Abilene’s rich history; and
- Improve communication and coordination among public and private organizations.

B. Document Format

The Comprehensive Plan Update examines the existing conditions of the community, articulates a clear vision, establishes a policy framework to achieve the vision, and schedules an implementation program that describes the actions the community can take to achieve its desired future. The following list of chapters outline the major areas covered within this document as is necessary to fulfill the purpose of the Plan.

Chapter I. Introduction – describes the purpose, content, use, legal requirements and the planning process used to develop this Plan.

Chapter II. Demographics – reviews demographic information and projects future population growth. This review examines Abilene’s historic and projected population and household growth, regional distribution, age, mobility, education, income, poverty and key issues related to population change. The projections are the basis for determining future land use, housing, infrastructure, services and economic opportunity needs.

Chapter III. Physical Setting – describes the natural environment in and around Abilene and identifies key issues related to the environment’s capacity to support community growth

and prevention of environmental degradation. The physical elements reviewed include: topography, geology, climate, soils, hydrology, vegetation and wildlife.

Chapter IV. Housing – examines the existing state of the housing stock, projects future housing needs, and identifies key issues related to the providing quality and attainable housing opportunities for Abilenians in the future. This Chapter considers residential development trends, housing types, age, condition, architecture, occupancy, ownership, housing costs, programs, future needs and key housing issues for the present and future.

Chapter V. Infrastructure and Services – inventories and evaluates public facilities and services including: water supply, water treatment, wastewater treatment, police, fire protection, schools, parks, recreational facilities, hospital, library, general services and utilities. The level of service measures reported in this Chapter are fundamental to maintaining public facilities and services at the current or improved level currently enjoyed in the City.

Chapter VI. Local Economy – examines Abilene’s local economy, including the existing mix of activities, employment, wages, labor force, trade area, significant local specialties (tourism and greyhound industries) and economic development resources. This information will serve as background data to modify local economic development efforts to promote prosperity.

Chapter VII. Transportation – describes the transportation systems that serve Abilene and identifies key transportation related issues. Systems examined include: roads, pedestrian facilities, the airport, railroads and public transportation services.

Chapter VIII. Community Issues, Goals and Policies – presents the community’s key development issues, goals and policies that provide guidance in the areas of community marketing, economic development, historic preservation, land use, infrastructure and services and intergovernmental relations. Once adopted the policies and actions of this Chapter should be used to guide community development decisions.

Chapter IX. Plan Implementation - schedules tasks and capital improvements needed to implement the Plan’s community development policies. This Chapter also describes processes for monitoring progress and amending the Plan to ensure that it continues to address vital community issues.

Together with the reference information included in the appendices, these nine chapters comprise the Abilene Comprehensive Plan – a guide to the future growth of the City.

C. Development Policy Framework

This Plan describes how Abilene will bring about positive change to conditions that affect the public health, safety and general welfare. Goals and objectives describe the ends sought by City residents. The detailed policies guide decision-makers by clearly articulating preferred courses of action under specific circumstances. The Plan establishes a development policy framework consisting of the City’s vision statement, goals, objectives and policies, which may be amended over time to reflect the changing needs of the community.

Vision Statement

Successful planning relies on a clear vision of the City's aspirations. The following vision statement was developed by the Plan's Steering Committee after reviewing the broad-based citizen input assembled in Appendix A. The statement reflects the community's general consensus of the City's desired future.

Abilene will be a thriving community open to change and boasting a quality of life reminiscent of "Hometown USA".

Key Issues, Goals, and Policies

Chapter VIII includes the community's key issues, specific goals and policies that were developed from input received from the Steering Committee, staff, Planning Commission, City Commission, citizens and other stakeholder groups. This policy hierarchy forms Abilene's statement of public purpose and intent regarding community marketing, economic development, historic preservation, land use, infrastructure and services and intergovernmental relations. Goals and policies serve distinct functions within the Plan's public policy framework as described in the following definitions:

Goal – description of a desired state of affairs for the City in the future. Goals are the broad public purpose toward which policies and programs are directed. Generally, more than one set of actions (policies) may be needed to achieve each goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence: "Our goal is ...".

Policy – statements of government intent or actions against which individual decisions or activities are evaluated. Policies and actions typically indicate the agency primarily responsible for implementing the policy.

Many of the policies contained within this Plan address interrelated component of the community. For instance, a policy relating to transportation facility standards for urban land uses would be equally relevant to roads, land use and urban design.

D. Using the Plan

The Plan will not implement itself; it requires on-going action and commitment to bring the City's vision to fruition. Implementation is the responsibility of the citizens, including elected officials, appointed officials and City staff. The Plan indicates the steps the City must take to achieve the preferred development pattern. The City staff should review development applications, economic development incentives, infrastructure plans, infrastructure standards, utility extension policies, development regulations, internal procedures, capital improvement plans and budget recommendations for conformance with the policies of this Plan. The City's Planning Commission should review applications before them for consistency with the Plan and advocate fiscal appropriations to implement the Plan. Local laws, policies and programs that affect the natural,

built and business environment should be consistent with the provisions of the Comprehensive Plan.

The decisions of Dickinson County, rural service providers and landowners play important roles in Plan implementation. To the greatest extent possible, those charged with implementing the Plan should coordinate land use and infrastructure decisions with these parties. The availability of adequate public facilities and services is a key component of the area's quality of life. Capital facilities planning by local governments and other service providers should be based on the land use patterns and service standards established in this Plan. Individuals should consult the Comprehensive Plan before investing in property or making development proposals.

Failure to consistently implement the Plan will adversely affect the quality of life enjoyed by City residents. Efficient use of land and natural resources is dependant on coordinated actions between government, service providers and landowners. Minimizing the marginal cost of providing water, sewer, transportation, school and public safety services that reduces the monetary impact of development on taxpayer personal finances by minimizing service rates and taxes. High infrastructure costs attributed to uncoordinated development patterns discourage business investment and reduce the City's economic development competitiveness.

The Plan is a guide to future zoning decisions. Future land uses designed in the Plan indicate general land use that will be appropriate once adequate public facilities and services are available and existing site limitations are mitigated. Future land use categories are intended to identify appropriate intensities and general land use types that are broader than zoning categories and may accommodate a wide range of uses subject to the provisions of the City's development regulations.

E. Statutory Requirements

A Comprehensive Plan is a policy document that expresses the communities desired growth pattern and form by establishing principles of city development and specific projects necessary to bring the community wishes to fruition. In order to fulfill this purpose, most plans evaluate development trends and seek to strike a balance between community growth, preservation and public investment. Kansas Statutes specifically lists the following items to be addressed in the Comprehensive Plan:

- The general location, extent and relationship of the use of land for agriculture, residence, business, industry, recreation, education, public buildings and other community facilities, major utility facilities both public and private and any other use deemed necessary;
- Population and building intensity standards and restrictions and the application of the same;
- Public facilities including transportation facilities of all types whether publicly or privately owned which relate to the transportation of persons or goods;
- Public improvement programming based upon a determination of relative urgency;
- The major sources and expenditure of public revenue including long range financial plans for the financing of public facilities and capital improvements, based upon a projection of the economic and fiscal activity of the community, both public and private;

- Utilization and Conservation of natural resources; and
- Any other element deemed necessary to the proper development or redevelopment of the area.¹

Kansas law also provides that following the adoption of a Comprehensive Plan, subdivision regulations may be adopted to implement the Plan. Although not expressly stated, the Plan should also provide policy guidance for the establishment or amendment of zoning and other development related regulations. In addition, state law provides that:

“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.”²

This provision very clearly demonstrates the important link between land use and public facilities, which is to be guided by the recommendations within the comprehensive plan. Individual land use decisions (zoning changes, conditional use permits, special exceptions, etc...) made pursuant to zoning regulations must be reviewed for conformance with the land use element of the comprehensive plan. Kansas law states that when reviewing land use decisions,

“Any such amendment, if in accordance with the land use plan or the land use element of a comprehensive plan, shall be presumed to be reasonable.”³

To the greatest extent possible, the Comprehensive Plan should represent a course of action to achieve the community’s unified vision of its future.

In 1969, the City of Abilene hired Hare and Hare Incorporated, a land use planning firm from Kansas City to write the *1969 Comprehensive Plan*. The 1969 Plan included the following plan elements: land use, thoroughfares, business districts, community facilities and public utilities. The 1969 Plan incorporated:

- The neighborhood unit concept which was prevalent in the 1960’s;
- Alternative thoroughfare plans for the central business district;
- A future land use plan that showed a majority of new growth occurring east of Brady Street with a general layout of future thoroughfares and collector streets;
- Traffic calming measures and parking lot locations within the central business district;
- A proposed hospital and school development around Brady and NE. 10th Street;

¹ K.S.A. 12-747(b).

² K.S.A. 12-748(b).

³ K.S.A. 12-757(a).

- A relocated fire station to optimize response times; and
- A 20-year schedule of public improvements that included a civic center, fire station, hospital expansion, schools, parks, streets and central business district improvements accompanied by a financing program.

While the 1969 Comprehensive Plan provided well-conceived guidance, time and a general failure to implement the plan has rendered it obsolete. Many of the concepts and goals of the Plan may still be relevant, but a holistic review and community vision needs to be established.

There have been a number of periodic amendments and inclusions to the Plan over the years. Among the inclusions and amendments are:

- Abilene Parks Master Plan - August 1999,
- Comprehensive Plan Thoroughfare Component – July 2000,
- Comprehensive Plan Population and Land Use Components – April 1997 (Revised July 2002, and
- Storm Drainage Master Plan Studies – November 1998 (Revised January 2001).

In addition, there are numerous capital facilities plans that should be incorporated into the Comprehensive Plan Update through citation and reference. The Comprehensive Plan Update must be consistent with facility plans, in order to ensure the reasonableness of plan goals.

F. Planning Process

The purpose of the comprehensive planning process is to develop and articulate realistic local government policies and programs that reflect the community's vision of a better place to live, work, play and invest. Development of the updated Comprehensive Plan should not be viewed as an isolated project. The planning process is intended to bring together various community plans and projects into one unified direction for the community. The systematic coordination facilitated through the planning process does not stop once the plan document itself is adopted. The actions of people and organization after plan adoption constitute the implementation of the plan, which should be continuously consulted and revised when appropriate. **Exhibit 1** provides a schematic of the planning process.

Initial Assessment

Establishing reasonable community goals can not occur without having a firm knowledge of where the community is and has been. The community conditions that will be examined include, but may not be limited to: natural resources, environmental data, demographics, development trends, the local economy's structure, land use, housing stock, infrastructure and community facilities. The initial assessment also includes citizen participation generated guidance through community preferences and issues identification. The information gathered as part of the initial assessment will be presented in an *Existing Conditions Report*, which will be provided to members of the community and will serve as a baseline data source for policy formulation.

Growth Alternatives Analysis

With input from the community workshops, the Steering Committee and city staff will develop at least three alternative growth alternatives, which will differ in land use location and development density. Each of these scenarios will be evaluated for its impact on infrastructure, public services, community character and other elements of the community. After thoroughly debating the merits of each alternative, a preferred growth scenario will be developed that may blend different elements of the alternatives. The preferred scenario will also include a list of preferred community design principles, which will be formed through citizen visual surveys, focus group interviews and deliberations of the Steering Committee. The preferred land use pattern and community design scenario will define the Plan's goals, objectives, policies and strategies.

Policy Formulation

The background data, prioritized issues and the preferred growth alternative provides the foundation to formulate the Plan's goals, objectives, policies and implementation strategies. With facilitation by city staff, an ad hoc Policy Steering Committee will hold a series of work sessions to forge an informed consensus on the specific objectives, policies and strategies necessary to achieve the community's development goals. Once the draft policy formulation is completed, a joint workshop of the Planning Commission and City Commission will be conducted to ensure that the Steering Committee recommendations are reasonable as a draft course of action.

Plan Adoption

City staff will present the draft plan at a number of public meetings and compile public feedback, which will be forwarded to the Planning Commission for review. The Planning Commission will conduct a detailed examination of the draft plan and make modifications as deemed necessary. Once the Planning Commission makes a recommendation on the Comprehensive Plan Update, pursuant to K.S.A. 12-747(b), the City Commission will review and adopt the plan update by ordinance. Any City Commission recommended modifications to the Plan must be considered by the Planning Commission, unless the City Commission can adopt an amended plan by at least a 2/3-majority vote.

Implementation

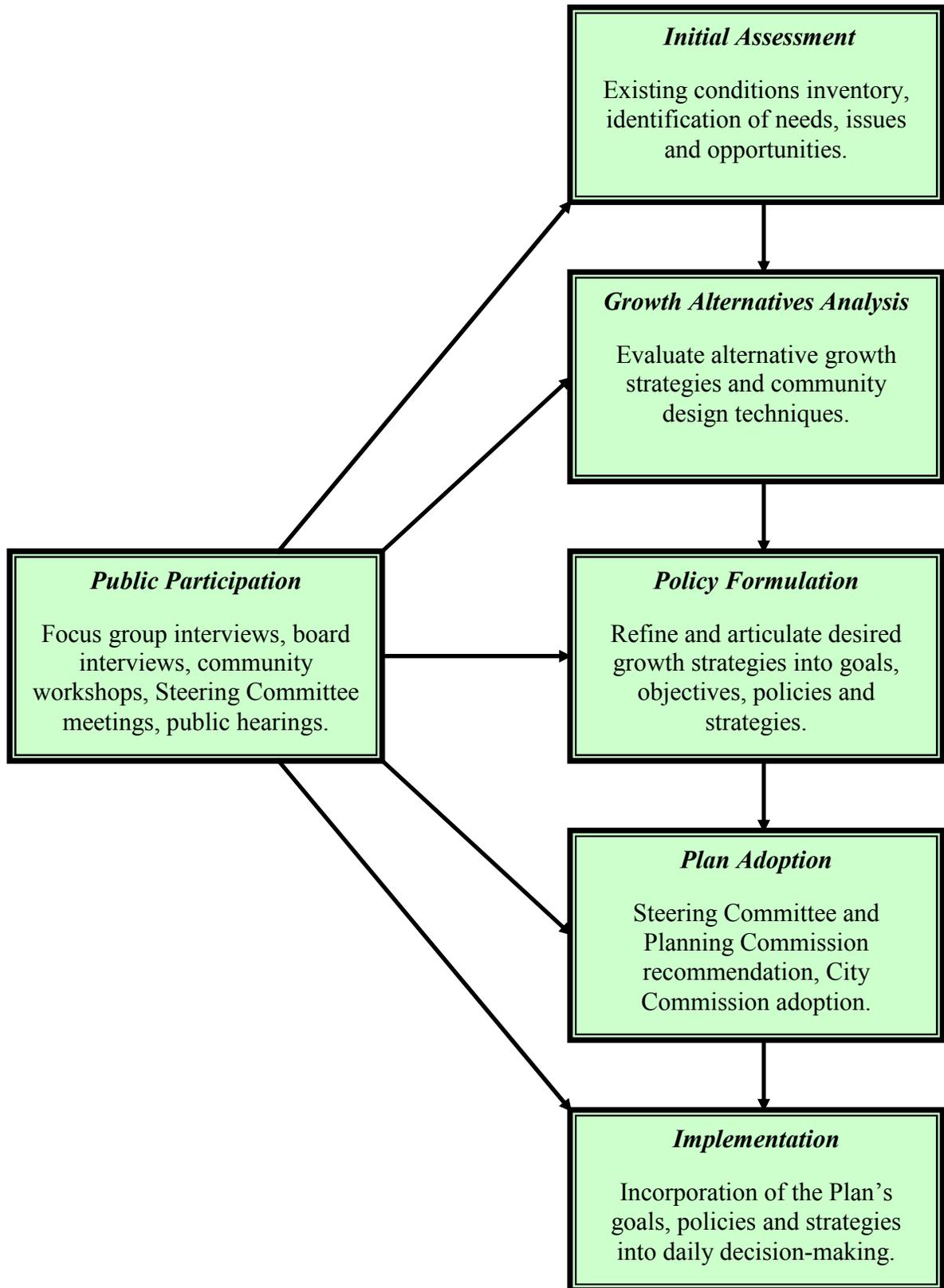
Effective implementation of the Plan will require a concerted effort on behalf of the City, County, rural service providers, developers, business owners, economic development interests and landowners to bring the Plan's goals to life. City decision-makers must incorporate the policies and strategies of this Plan into their daily deliberations of development, infrastructure, services, economic development, budgetary and government relations issues. Throughout the useful life of the Plan, the City will consider various studies, budget plans and program. Each of these items should include a critique of conformance with the policies contained within the Plan. In addition, as conditions and issues change the Plan will need to be reviewed and revised to remain relevant as a guide to decision-makers.

Plan Maintenance

Abilene's Comprehensive Development Plan is intended to be a dynamic document – one that responds to changing needs and conditions. As the Plan gets implemented, accomplishments and changing conditions necessitate amendments to the Plan. As required by law, the Planning Commission should review the Plan on an annual basis and propose changes as appropriate. The City Commission and Planning Commission members should consider each proposed amendment

carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition to policy and work program amendments, periodic updates to the underlying data should be made to provide an empirical basis to justify amended and retained Plan objectives.

Exhibit 1: Planning Process



G. Citizen Participation

General

The level of genuine community consensus that built the Plan largely determines the strength and longevity of the Plan as a guide to community decision-making. Building community consensus does not mean that select individuals or groups desires are explicitly met, it means that the community's desires as a whole are the force behind the Plan goals. The stronger the consensus, the greater the community will to support and follow the Plan's guidance. Building community consensus can be achieved through the employment of extensive, proactive and diverse activities to foster meaningful citizen participation.

The development of the Plan included a multifaceted citizen participation process that employed a number of public input techniques identified in **Exhibit 1**. Community workshops, focus group interviews, board interviews, a broad-based Steering Committee and public hearings provided various avenues for gathering information from all stakeholder groups in the City. The following citizen participation tools will be used to develop the Plan.

Focus Group Interviews

City staff and volunteers from the Abilene Community Foundation conducted a series of focus group discussions with representatives of the business community, developers and builders, real estate professionals, downtown businesses, tourism attractions, County representatives, public service providers, City department heads, historic preservationists and other necessary contact groups. This forum is intended to provide a comfortable and candid forum to discuss community development issues from the viewpoint of the focus groups. The guidance received during the interviews will help frame some of the key development issues facing Abilene and inventory possible approaches to enhance the community.

City staff will conduct interviews with various government boards to include, but not limited to: the School Board, City and County Planning Commissions, Airport Advisory Committee, Heritage Commission, Economic Development Council, Downtown Revitalization Committee, Chamber of Commerce Board, Library Board, Recreation Commission, Convention and Visitors Bureau and the Building Standards Board. These groups will provide a more detailed view of service provision, development trends and the business climate needs. Once again, the input from these organizations will help establish the key community issues and potential strategies to better the community.

Surveys

There were approximately 3,500 surveys mailed to every water customer in the City with a \$1 rebate on their water bill if a completed survey was returned. The survey consisted of 26 questions covering such topics as public facilities and services, social community, community development, housing, and demographics. A total of 380 surveys were returned for a response rate of 10.8%. The survey form and summary of responses is located in Appendix A to this Plan. Throughout this Plan the results of the survey are discussed when relevant to the community goals and objectives.

Workshops

There will be at least three distinct types of community workshops, each with a different intention. The workshops will be designed to solicit input in the following areas:

- Community SWOT – participants will be lead in a discussion to identify the City’s strengths, weaknesses, opportunities and threats.
- Future Community Growth Patterns – participants will be asked to map future growth in terms of roads, land uses and land use intensity.
- Urban Design Preferences – participants will be shown a series of slides as part of a design preference survey and then design elements will be discussed.

Each type of workshop will be held at least twice to ensure adequate opportunities for people to attend. The information gathered at each type of community workshop will be summarized along with the focus group and board interviews to assist the Steering Committee to establish plan policies and principles.

Steering Committee

A Steering Committee consisting of approximately 13 to 15 citizens will serve as an ad hoc board of Planning Commission to review data, draft plan policies and ultimately send a draft Plan to the Planning Commission for consideration. The Steering Committee members will be asked to reach consensus on a number of vital policy issues, strategies, maps and other Plan elements. Their decisions must be based on the Existing Conditions Report and must be supported by the citizen participation information. The Steering Committee will meet twice a month for at least four (4) months. Committee members should represent a wide variety of community leaders and stakeholder groups and must be able to commit a significant amount of time to chart the course for the City.

Public Hearings

Adoption of the Comprehensive Plan requires at least two public hearings, which afford citizens a final opportunity to comment and debate the merits of the Plan. The Planning Commission is required by law to conduct a public hearing prior to making a recommendation on the Plan. Likewise the City Commission is required to conduct a public hearing prior to formal adoption of the Plan. After the Plan is adopted, the Planning Commission is required to conduct an annual review of the Plan, which includes a public hearing.⁴

⁴ K.S.A. 12-747(d).

Chapter II. Demographics

A. Introduction

Changes in the amount and characteristics of population may have profound impacts on the social, economic and physical environment of the City. When population increases the demands on public facilities and services increases along with an expansion of economic opportunities. Different age and income groups have varying needs, which shape demands for housing, services and infrastructure. For instance, an elderly population creates demand for communal housing types, medical services, passive recreational facilities and public transportation. However, families with children generate demands for different housing types, day care facilities, schools and active recreational opportunities. This Chapter summarizes various demographic indicators relevant to the future housing, infrastructure, services and economic development of the City.

B. Total Population

The total population of Abilene has been remarkably stable for nearly 50 years. **Exhibit 2** provides historic population figures for Abilene, Dickinson County and the State of Kansas. Abilene's population growth was steady between 1910 and 1930, but leveled off through the 1930's likely due in part to the Great Depression, when many rural families migrated west due to a ravished agriculture economy and a lack of jobs in other economic sectors. The decade of the 1950's witnessed a strong growth trend. However since 1960, the population has remained relatively constant fluctuating between 6,242 (1990) to 6,746 (1960). The population of the City in the year 2000 was 6,543.

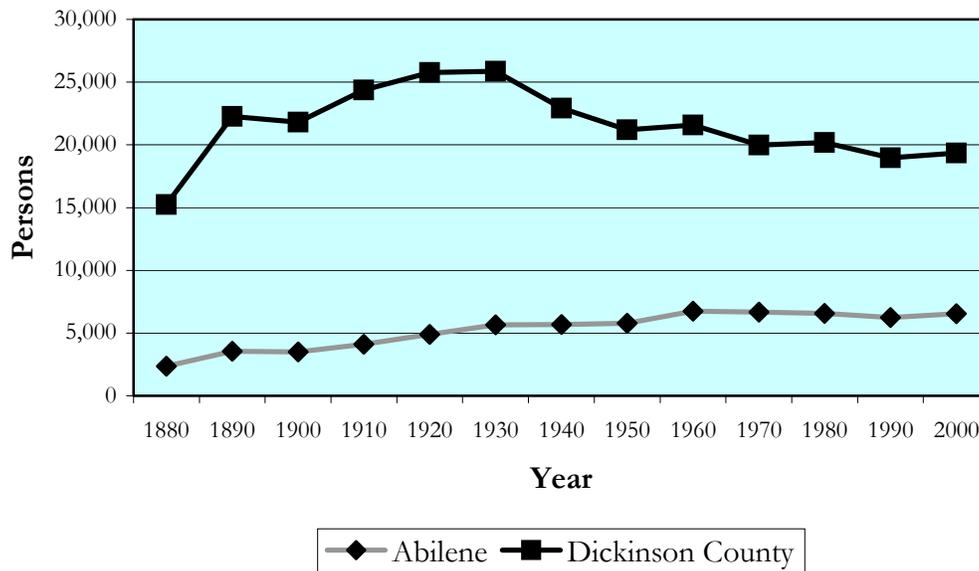
Exhibit 2: Total Population by City, County and State (1880 – 2000)

Year	Abilene		Dickinson County		Kansas		City Percent of County
	Number	Change	Number	Change	Number	Change	
1880	2,360		15,251		996,096		15.5%
1890	3,547	1,187	22,273	7,022	1,428,108	432,012	15.9%
1900	3,507	-40	21,816	-457	1,470,495	42,387	16.1%
1910	4,118	611	24,361	2,545	1,690,949	220,454	16.9%
1920	4,895	777	25,777	1,416	1,769,257	78,308	19.0%
1930	5,658	763	25,870	93	1,880,999	111,742	21.9%
1940	5,671	13	22,929	-2,941	1,801,028	-79,971	24.7%
1950	5,775	104	21,190	-1,739	1,905,299	104,271	27.3%
1960	6,746	971	21,572	382	2,178,611	273,312	31.3%
1970	6,661	-85	19,993	-1,579	2,246,578	67,967	33.3%
1980	6,572	-89	20,175	182	2,364,236	117,658	32.6%
1990	6,242	-330	18,958	-1,217	2,477,588	113,352	32.9%
2000	6,543	301	19,344	386	2,688,418	210,830	33.8%

Source: U.S. Census

Dickinson County has experienced population trends that are very common for rural Counties in the Great Plains region. In general, the shift from an agrarian economy to a service and retail based economy has caused rural populations to migrate to employment centers, such as the Kansas City and Wichita metropolitan areas.⁵ The aging rural population relocates to midsize cities where ranges of health care services are offered. The result of this shift from rural to urban population is clearly demonstrated in Dickinson County. The population of Abilene as a percentage of the County population has steadily grown from 15.5% in 1880 to 32.9% in 2000. **Exhibit 3** shows this shift as the gap between County and City total population narrows.

Exhibit 3: Total Population Trends for Abilene and Dickinson County (1880 – 2000)



Source: U.S. Census

C. Population Projections

Due to the modest size of Abilene’s population, lack of significant growth pressures and stable population over the last 40 years, this Plan will use population projections based on three stable growth rates rather than mathematically discernible growth trends. The following 2000 to 2030 population growth scenarios are used:

- Slow Decline – projects an annual population decrease of 0.5%;
- Slow Growth – projects an annual population increase of 0.5%; and
- Modest Growth – projects an annual population increase of 1%.

Exhibit 4 provides the population scenario data and **Exhibit 5** shows population projections based on the above-described scenarios. The slow decline scenario would result in a decennial population

⁵ Thomas Michael Power, *Lost Landscapes and Failed Economies – The Search for a Value of Place*, (Island Press, 1996), Pg 57.

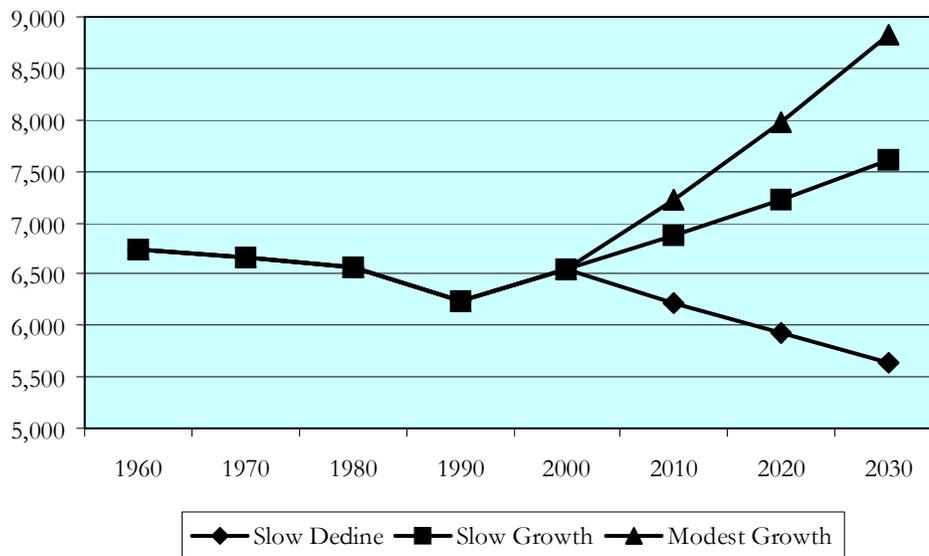
decrease of 4.9% with a total population decline of 914 by 2030. The slow growth scenario, which closely resembles the growth rate of the 1990's, projects a total population growth of 1,056 people by the year 2030. The modest growth rate scenario, which is based on a 1% annual growth rate, indicates a population growth of 2,276.

Exhibit 4: Population Projections, Table

Year	Slow Decline		Slow Growth		Modest Growth	
	Number	Percent Change	Number	Percent Change	Number	Percent Change
1960	6,746		6,746		6,746	
1970	6,661	-1.3%	6,661	-1.3%	6,661	-1.3%
1980	6,572	-1.3%	6,572	-1.3%	6,572	-1.3%
1990	6,242	-5.0%	6,242	-5.0%	6,242	-5.0%
2000	6,543	4.8%	6,543	4.8%	6,543	4.8%
2010	6,223	-4.9%	6,878	5.1%	7,228	10.5%
2020	5,919	-4.9%	7,229	5.1%	7,984	10.5%
2030	5,629	-4.9%	7,599	5.1%	8,819	10.5%

Source: Calculated by the Community Development Department

Exhibit 5: Population Projections, Graph



Source: Calculated by the Community Development Department

For planning purposes, the slow growth scenario will be the basis for evaluating housing, infrastructure, service, land use and other community needs. This scenario is selected because it most closely resembles the recent historical growth trends of Abilene and similar communities in the region. The accuracy and relevance of these projections should be reviewed after the 2010 U.S. census figures are released and appropriate Plan amendments made.

As of the date this projection was made, the full impact of the Fort Riley personnel expansion was not known. It is likely that the actual growth rate in Abilene will exceed the above projections until 2010. In order to accommodate a short-term growth rate in excess of the projections, the future land use plan adopted wherein provides for far more development than the projection suggests. Growth will be monitored on an annual basis and modifications to this Plan will reflect recent trends and adjust accordingly.

D. Regional Distribution

Within the ten-county region shown in **Exhibit 6**, Abilene is the fifth largest city. There is a very well defined hierarchy of cities within the region. Salina and Manhattan have similar sized populations with only 848 people separating them (**Exhibit 7**). The third largest city, Junction City, is less than half the size of Manhattan with 18,886 people. McPherson (13,770) is somewhat smaller than Junction City, but is approximately twice the size of Abilene (6,543).

Exhibit 6: Cities Over 1,000 Population In A 10-County Region

[Map to be Inserted in Future Revisions]

Exhibit 7: Regional Cities Population (2000)

City	Population	Difference
Salina	45,679	
Manhattan	44,831	848
Junction City	18,886	25,945
McPherson	13,770	5,116
Abilene	6,543	7,227
Clay Center	4,564	1,979
Lindsborg	3,321	1,243
Hillsboro	2,854	467
Herington	2,563	291
Council Grove	2,321	242
Marion	2,110	211
Minneapolis	2,046	64
Chapman	1,241	805

Source: U.S. Census

E. Age Distribution

Exhibit 8 shows the population’s age distribution by gender and growth trends between 1990 and 2000. During the decade of the 1990’s there was growth in the elderly population and modest growth in the working age cohorts, most notably the ages of 35 and 55. This is partially due to the aging of the population that existed in 1990, but there was also some in migration to the City. Specifically there was significant growth in the elderly female population. This growth was likely due

to the aging of the existing population and in migration from rural areas to take advantage of small town living with health care facilities.

Exhibit 8: Abilene Population by Age (1990 – 2000)

Age Cohort	1990			2000		
	Male	Female	Total	Male	Female	Total
Under 5 years	224	209	433	227	207	434
5 to 9 years	222	243	465	206	208	414
10 to 14 years	252	218	470	233	234	467
15 to 19 years	181	169	350	231	216	447
20 to 24 years	145	158	303	148	167	315
25 to 29 years	222	236	458	202	178	380
30 to 34 years	256	237	493	183	172	355
35 to 39 years	204	187	391	232	247	479
40 to 44 years	157	181	338	272	247	519
45 to 49 years	165	154	319	230	218	448
50 to 54 years	116	149	265	176	202	378
55 to 59 years	141	161	302	142	175	317
60 to 64 years	156	174	330	123	157	280
65 to 69 years	122	182	304	143	178	321
70 to 74 years	118	171	289	134	179	313
75 to 79 years	98	201	299	94	161	255
80 to 84 years	71	158	229	62	138	200
85 to 89 years	53	151	204	46	175	221
Median age (years)			6,242	37.3	41.9	6,543

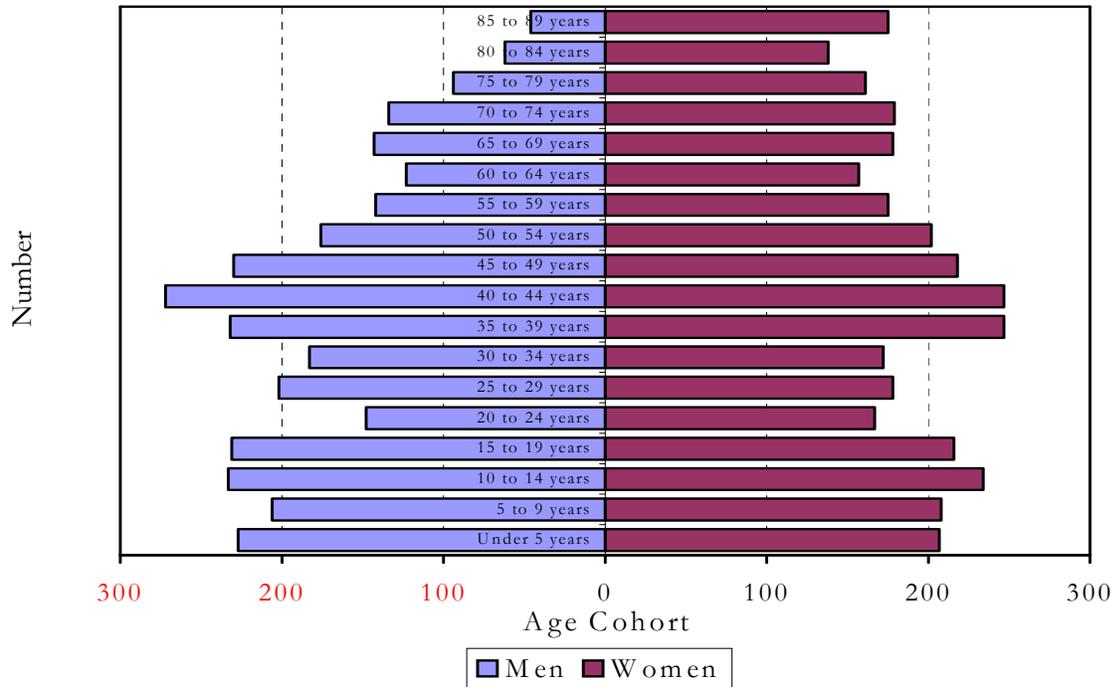
Source: U.S. Census

Exhibit 9 depicts the age and gender distribution of Abilene’s 2000 population. Abilene’s population composition clearly shows the “baby boom” and “echo boom” generations. The bulge in population aged between 35 and 50 in 2000 represents the natural population increase that occurred as a result of servicemen and women returning after the end of World War II. Those born during the “baby boom” entered child rearing age beginning around 1980. The generation born to the baby boomers is referred to as the “echo boom” generation. The bulge in population aged between 10 and 20 in the year 2000 represents the “echo boom” generation.

As the “baby boom” generation ages, the need for medical services, modest housing opportunities and passive recreational facilities will likely increase. As this generation ages and relocates to retirement housing, many of the existing underutilized single family homes will become available for families that can use previously unoccupied bedrooms. As many people complete their life cycle, they leave a significant amount of wealth, which may leave the community once they pass on.

Although a large portion of this privately held wealth has not been reinvested in the community, the potential exporting of these assets can threaten the underlying economic stability of the community.⁶

Exhibit 9: Abilene Population Pyramid (2000)



Source: U.S. Census

F. Households

During the 1990’s, Abilene’s population grew by 4.5% while the number of households grew by 8.5%. This indicates that household size is decreasing. **Exhibit 11** shows that since 1980 household size has dropped from 2.53 to 2.31 persons per household. This is likely due to an increase in single elderly households and a reduction in the number of children families are having. This is supported by the fact that 1-person households grew significantly during the 1990’s and now represent over one-third (1/3) of all households (**Exhibit 10**).

Households are getting smaller, therefore, the housing stock will either adjust to provide housing units with fewer bedrooms or the existing housing stock will be underutilized by small households in units with more bedrooms than necessary.

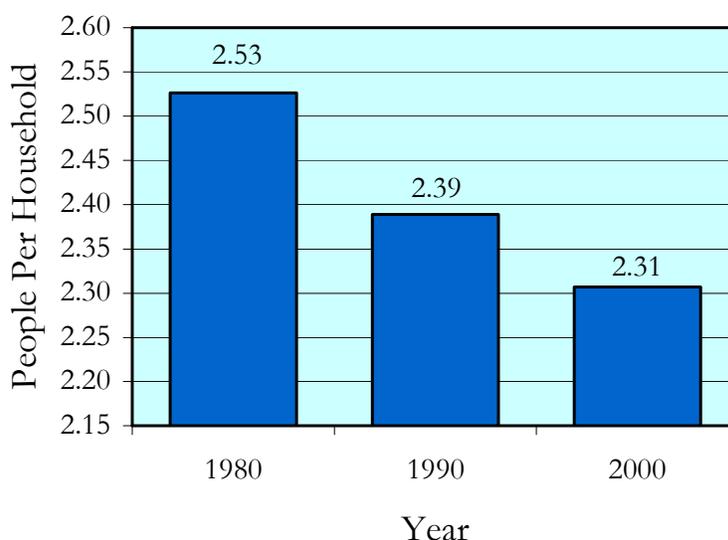
⁶ The Heartland Center for Leadership Development, Home Town Competitiveness: A Blueprint for Community Building (August 2003), Pg 6.

Exhibit 10: Households by Size (1990 – 2000)

Household Size	1990		2000	
	Number	Percent	Number	Percent
1-person household	853	32.6%	969	34.2%
2-person household	844	32.3%	945	33.3%
3-person household	361	13.8%	381	13.4%
4-person household	353	13.5%	349	12.3%
5-person household	166	6.4%	137	4.8%
6-person household	24	0.9%	42	1.5%
7+ person household	12	0.5%	13	0.5%
Total Households	2,613	100.0%	2,836	100.0%

Source: U.S. Census

Exhibit 11: Abilene Population Pyramid (1980 - 2000)



Source: U.S. Census

G. Mobility

Exhibit 12 shows Abilenian’s travel time to work in 1990 and 2000. The number of those living within 15 minutes of work remained relatively constant between 1990 (67.6%) and 2000 (67.9%). This is reflective of a stable local job base and the distance between Abilene and other employment centers such as Salina and Junction City, which are approximately 25 miles away. The number of people traveling between 30 and 40 minutes to work increased from 6.8% to 9.9%. Therefore, nearly 10% of workers who live in Abilene travel to Salina or Junction City for employment. Planned personnel increases at Ft. Riley will likely increase the number of Abilene residents traveling over 20 miles one-way to work.

This data suggests that Abilene has a critical mass of population and diverse employment opportunities necessary to function as an independent employment center rather than as a bedroom community for Salina and Junction City. However, the most relatively significant change in travel times occurred in the number of people willing to go over an hour to work. The number of people driving over an hour to work increased from 2.1% in 1990 to 5.6% in 2000. These commuters are likely driving to Wichita or Topeka for work.

Exhibit 12: Abilene Travel Time to Work (1990 – 2000)

Travel Time	1990		2000	
	Number	Percent	Number	Percent
Less than 5 minutes	363	12.6%	360	10.7%
5 to 9 minutes	966	33.6%	1,360	40.5%
10 to 14 minutes	617	21.4%	562	16.7%
15 to 19 minutes	291	10.1%	214	6.4%
20 to 24 minutes	120	4.2%	96	2.9%
25 to 29 minutes	60	2.1%	67	2.0%
30 to 34 minutes	138	4.8%	237	7.0%
35 to 39 minutes	57	2.0%	98	2.9%
40 to 44 minutes	50	1.7%	83	2.5%
45 to 59 minutes	85	3.0%	46	1.4%
60 to 89 minutes	39	1.4%	69	2.1%
90 or more minutes	20	0.7%	119	3.5%
Worked at home	72	2.5%	51	1.5%
Total	2,878	100.0%	3,362	100.0%

Source: U.S. Census

H. Educational Attainment

During the 1990’s, the educational level of Abilene residents improved significantly. **Exhibit 13** shows the education attained for Abilene citizens. There was a dramatic increase in the number of residents to have either some college experience or a bachelor’s degree. The number of people with a bachelor’s degree increased by 66.1% during the 1990’s. The number of adults with less than a 9th grade education decreased by 37.2%, which may be attributed in part to the passing of the elderly who could make a living without a high education level.

Exhibits 14 and **15** compare the educational attainment of Abilene residents with those of Kansas and the United States. Abilene’s population has a higher percent of people with at least a high school education compared to the nation, yet Abilene is deficient when compared to Kansas. The number of people attaining a post secondary education is significantly lower than the number of people in Kansas and the United States. There are fewer college graduates as a percent of the population in Abilene than in the state and nation. In Abilene, the percent of the population with a graduate level degree is half (4.4%) of what it is for the state and nation, 8.7% and 8.9% respectively.

Kansas is the state with the highest percent (6.1%) of total population enrolled in post secondary education.⁷

Exhibit 13: Abilene Educational Attainment (1990 – 2000)

Education Attained	1990		2000		1990-2000 Change	
	Number	Percent	Number	Percent	Number	Percent
Less than 9th grade	304	7.2%	191	4.2%	-113	-37.2%
9th to 12th grade, no diploma	541	12.8%	534	11.8%	-7	-1.3%
High school graduate	1,786	42.3%	1726	38.1%	-60	-3.4%
Some college, no degree	862	20.4%	1121	24.7%	259	30.0%
Associate degree	192	4.5%	202	4.5%	10	5.2%
Bachelor's degree	339	8.0%	563	12.4%	224	66.1%
Graduate or professional degree	203	4.8%	198	4.4%	-5	-2.5%
Total	4,227	100.0%	4,535	100.0%	308	7.3%

Source: U.S. Census

Exhibit 14: Educational Attainment for Abilene, Kansas and the United States (2000)

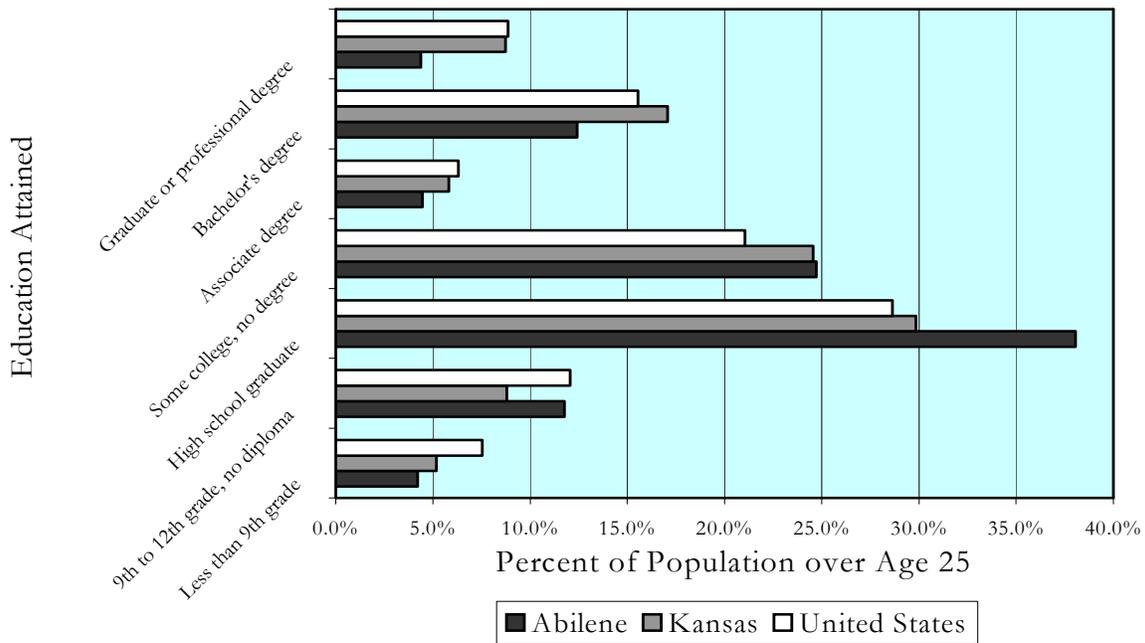
Education Attained	Abilene		Kansas		United States	
	Number	Percent	Number	Percent	Number	Percent
Less than 9th grade	191	4.2%	88,124	5.2%	13,755,477	7.5%
9th to 12th grade, no diploma	534	11.8%	149,675	8.8%	21,960,148	12.1%
High school graduate	1726	38.1%	507,612	29.8%	52,168,981	28.6%
Some college, no degree	1121	24.7%	417,722	24.6%	38,351,595	21.0%
Associate degree	202	4.5%	99,096	5.8%	11,512,833	6.3%
Bachelor's degree	563	12.4%	290,271	17.1%	28,317,792	15.5%
Graduate or professional degree	198	4.4%	148,707	8.7%	16,144,813	8.9%
Total	4,535	100.0%	1,701,207	100.0%	182,211,639	100.0%

Source: U.S. Census

This data is reflective of an elderly population, which didn't need to obtain a post-secondary degree to obtain a decent job and a general lack of employment opportunities that require a specialized professional vocation. In a state where post secondary education levels are prevalent, Abilene's lack of a highly educated workforce is a function of the large portion of blue-collar jobs available in the City.

⁷ State and Local Source Book - 2004, Governing (2004), Pg. 14.

Exhibit 15: Educational Attainment (2000)



Source: U.S. Census

I. Income & Poverty

The U.S. Census Bureau reports that the 1999 median household income in Abilene was \$33,778 while the state figure was \$40,624 (**Exhibit 16**). The disparity between household incomes between Abilene and the state is most evident in the percent of households that earn \$100,000 or more annually. Households with an annual income of \$100,000 or more constitutes only 3.1% of Abilene households compared to 9.4% of households statewide.

The low levels of income reflect the high portion of elderly households on fixed incomes, the historically low educational attainment of Abilene residents and reliance on blue collar manufacturing, retail and service jobs.

Exhibit 16: Household Income (2000)

Household Income	Abilene		Kansas	
	Households	Percent	Households	Percent
Less than \$10,000	296	10.3%	88,926	8.6%
\$10,000 to \$14,999	245	8.5%	66,264	6.4%
\$15,000 to \$19,999	265	9.2%	69,077	6.6%
\$20,000 to \$24,999	168	5.8%	74,061	7.1%
\$25,000 to \$29,999	254	8.8%	73,126	7.0%
\$30,000 to \$34,999	253	8.8%	72,305	7.0%
\$35,000 to \$39,999	213	7.4%	66,588	6.4%
\$40,000 to \$44,999	182	6.3%	64,666	6.2%
\$45,000 to \$49,999	160	5.6%	56,596	5.4%
\$50,000 to \$59,999	327	11.4%	99,281	9.6%
\$60,000 to \$74,999	284	9.9%	111,733	10.8%
\$75,000 to \$99,999	139	4.8%	99,933	9.6%
\$100,000 to \$124,999	27	0.9%	43,341	4.2%
\$125,000 to \$149,999	40	1.4%	19,585	1.9%
\$150,000 to \$199,999	13	0.5%	16,106	1.6%
\$200,000 or more	9	0.3%	17,352	1.7%
Total	2,875	100.0%	1,038,940	100.0%
Median income (dollars)	\$33,778		\$40,624	

Source: U.S. Census

J. Summary

After a 40-year period of population stability, it is anticipated that Abilene's population will grow in the number of people and age. Total population growth will result from the following:

- Regional migration from extreme rural Kansas (north and west) to communities along the Interstate 70 corridor;
- Significant increase in the number of military and civilian personnel at Ft. Riley; and
- Increase in life expectancy.

The population will age due to the migration of older households from rural areas and the continued aging of the "baby boomer" generation, which will be approaching their 60's by 2010. The median household size will continue to decrease creating demand for modest residential accommodations. The numbers of people driving over 20 miles to work will likely increase slightly as military personnel relocate to Abilene. Education levels in Abilene will likely increase overall, however, this increase will not maintain pace with the State. Without a significant shift in the quality of employment opportunities in Abilene, the number of families below the poverty level will change slightly.

Chapter III. Physical Setting

A. Introduction

The physical setting of a community represents powerful and finite assets to the community's quality of life. Long-term economic and cultural stability is dependent on wisely using and conserving these resources so that they may be enjoyed by future generations of residents and visitors. Properly preserved and promoted, these resources can provide economic opportunities. One these resources are altered or exhausted, they are permanently changed, often in ways that reduce their usefulness for the future. This Chapter describes Abilene's natural setting and identified key issues.

B. Location

Abilene is the County seat of Dickinson County, which is located in north central Kansas (**Exhibit 17**). Interstate 70, which runs through Denver and Kansas City, lies in the northern portion of Abilene. Interstate 135, which is the primary north-south route through Kansas, is approximately 25 miles to the west of Abilene. The City is approximately 25 miles from the Cities of Salina (pop. 45,679) and Junction City (pop. 18,886). Salina is the primary regional employment center in north central Kansas.

Exhibit 17: Locational Map

[Map to be Inserted in Future Revisions]

C. Topography/Geology

Most of the City of Abilene is located within the alluvial plain of the Smoky Hill River and Mud Creek. The land to the south, east and west is primarily used for cropland due to the flat terrain and rich soils. North of N. 21st Street the topography transitions to rolling grassland hills with some cropland. The elevations in Abilene range from 1,140 msl in the southeast of the City to 1,250 msl in the area north of Interstate 70 (**Map 1**).

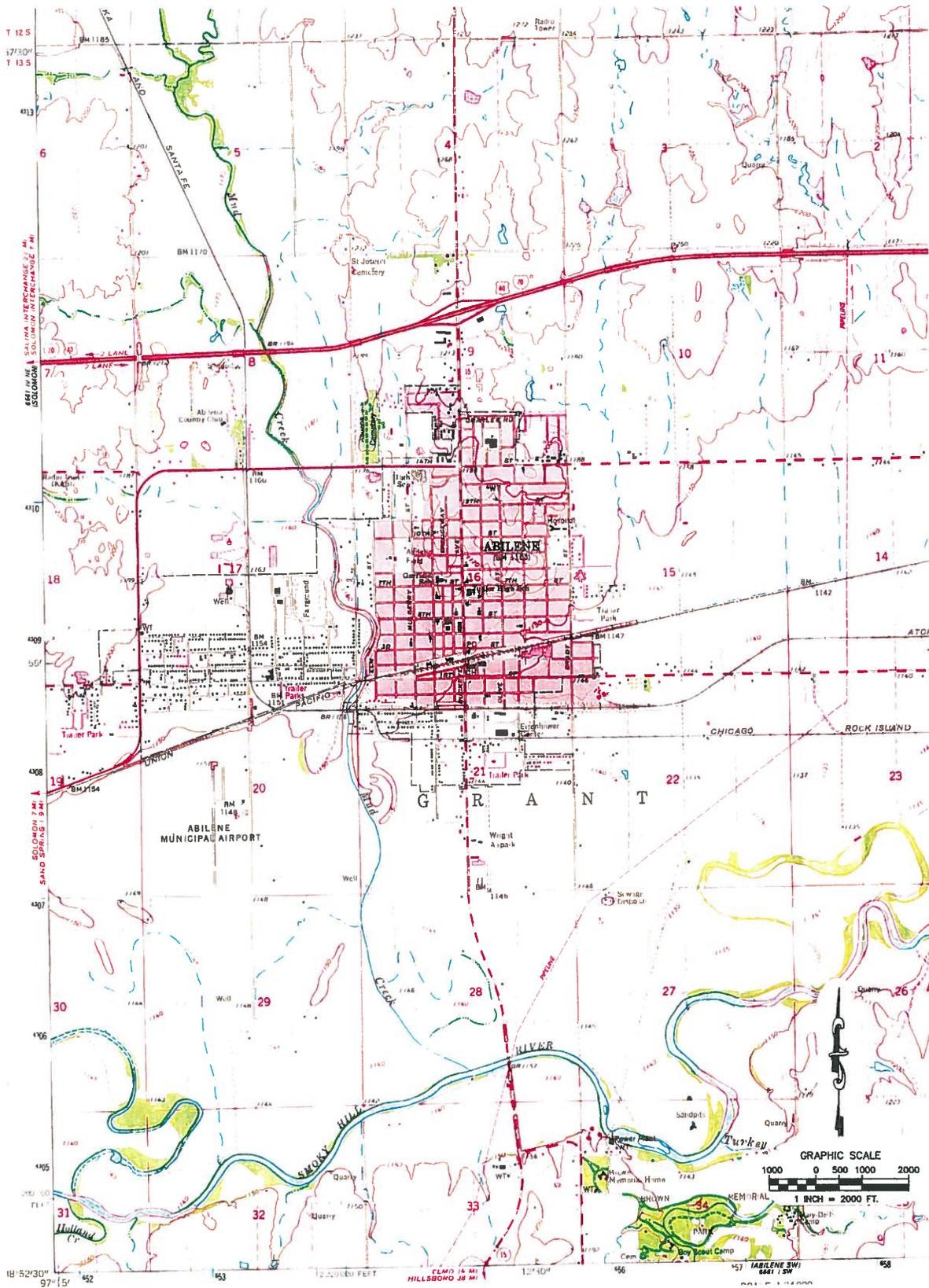
Located west of Abilene and east of Solomon, the Sand Spring formation is characterized by very sandy soils that were deposited by winds millions of years ago. This formation funnels to the south towards the Smoky Hill River. This region absorbs surface water and is the primary groundwater source for the domestic and commercial use.

Map 1: Topography

MAP 1

Topography

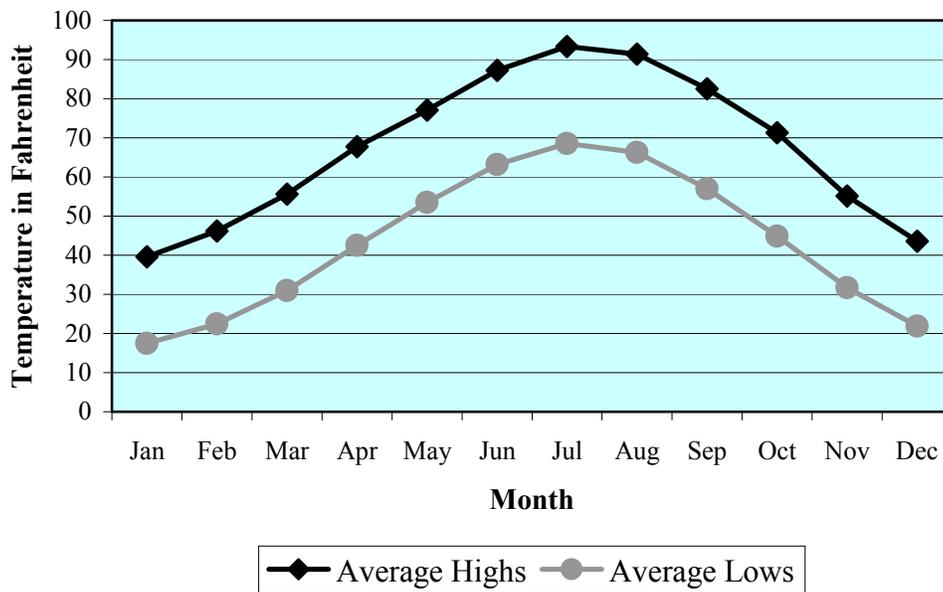
City of Abilene, Kansas



D. Climate

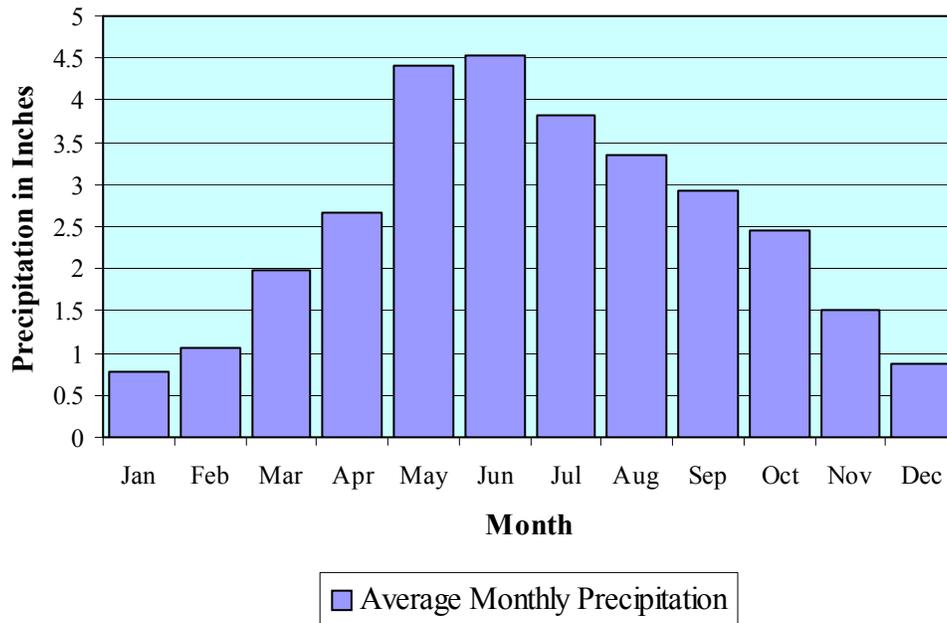
Located within the Great Plains region, Abilene has a continental climate characterized by hot summers and cold winters. The spring and fall seasons are relatively short. Abilene experiences large daily and annual temperature variations. The average monthly high and low temperatures range from 68.5F and 17.5F. **Exhibit 18** shows the average high and low temperatures by month. **Exhibit 19** shows the average monthly precipitation. A majority of the precipitation is generated from moist air from the Gulf of Mexico, which generates frequent evening and night thunderstorms between the months of May and September. The average amount of monthly precipitation ranges from 0.78 inches in January to 4.53 inches in June. The climate is best suited to ranging in uplands and the raising of wheat and grain sorghum in lowlands. However, periodic drought conditions can marginalize crop yields.

Exhibit 18: Average Monthly High and Low Temperatures



Source: High Plains Regional Climate Center, University of Nebraska

Exhibit 19: Average Monthly Precipitation



Source: High Plains Regional Climate Center, University of Nebraska

E. Soils

Exhibit 20 provides a brief overview of the three soil associations in the Abilene vicinity. A majority of the City is within the Muir-Hobbs-Sutphen association, which have been formed and deposited along the Smoky Hill River and its tributaries, such as Mud Creek. These soils are deeply layered, dark in color and well suited to the growing of crops and vegetables.⁸ Most of the soils in this association have moderate shrink-swell potential, which is a factor in the long-term maintenance of structures and subterranean infrastructure.

⁸ United States Department of Agriculture – Soil Conservation Service, Soils Survey of Dickinson County, Kansas (January 1980), Pg. 4.

Exhibit 20: General Soil Characteristics

Soil Association	Characteristic	General Location
Crete-Irwin-Geary	Deep, nearly level to moderately sloping soils that have a silty surface layer; on uplands.	North of 14th Street.
Muir-Hobbs-Sutphen	Deep, nearly level soils that have a silty or clayey surface layer; on bottom lands.	South of 14th Street, East of Van Buren Avenue and along Mud Creek.
Valentine-Ortello-Wells	Deep, undulating and rolling soils that have a sandy or loamy surface layer; on uplands.	West of Van Buren Avenue, North of Old Highway 40.

Source: USDA – SCS

F. Hydrology

The hydrology of the area within and around the City directly impacts water availability, development patterns and the environmental conditions we live in. There are three primary hydrologic features that impact the City’s orderly development and quality of life. These are the Smoky Hill River, Mud Creek and the Sand Springs Aquifer.

Floodplain

Map 2 shows the 100-year regulatory floodplain as delineated by the Federal Emergency Management Agency (FEMA). The floodplain associated with the Smoky Hill River is broad and in a flooding event the water would have a relatively shallow depth and slow velocity. Base flood elevations range from 1,150 msl to the west to 1,145 msl in the east. The floodplain to the north west of the City consists of Mud Creek waters that are detained due to the Mud Creek levy and drainage structure that conveys the water through town. This detained water covers cropland and is partly contained in a retention structure located just south of NW. 14th Street (Old Highway 40). There is some minor floodplain associated with a natural drainage channel located just east of the City limits that runs north and south through cropland. . Development that occurs in the regulatory floodplain is required to be floodproofed either by elevation or structural design.

Groundwater

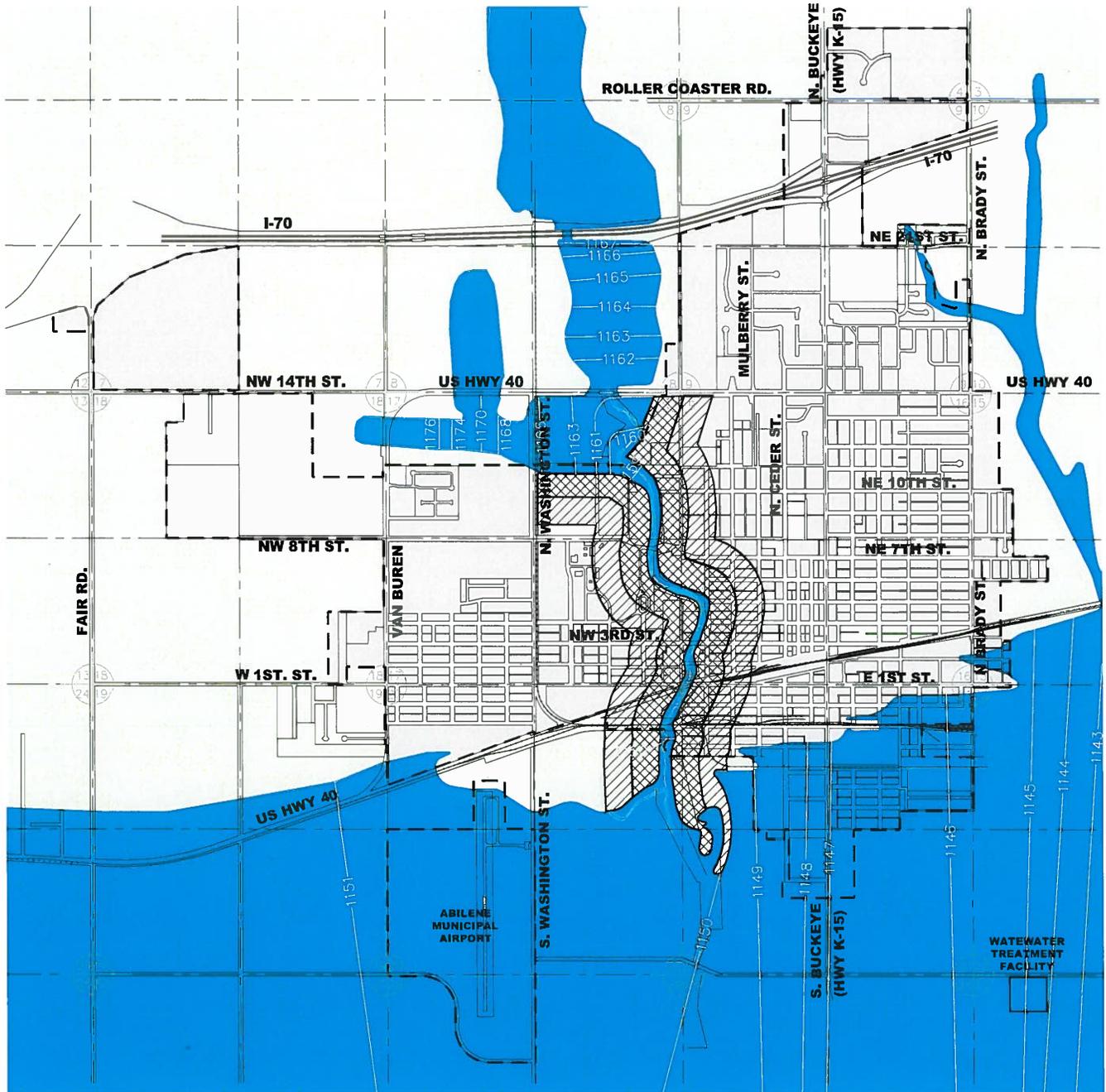
Near Abilene, there are two areas where a significant amount of groundwater is present at modest depths. The Smoky Hill River’s alluvial aquifer is located south of Abilene and runs from west to east. The Sand Springs a dune deposit absorb and retain a substantial amount of water and is recharged from rain events northwest of Abilene. Abilene’s water system is supplied by 11 wells located in the Smoky Hill River alluvial aquifer. These two groundwater sources are Abilene’s raw water supply.

Map 2: 100-Year Floodplain

MAP 2

100 YEAR - FLOOD PLAIN

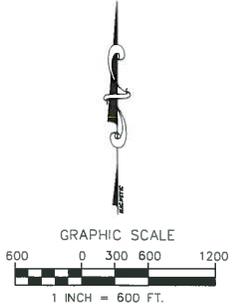
City of Abilene, Kansas



LEGEND

-  City Limits
-  Base Flood Elevations
-  FEMA Designated Floodplains
-  Incorporated Areas
-  500 Feet from Levee
-  1000 Feet from Levee

All map data supplied from record information that has not been verified.



EARLES ENGINEERING & INSPECTION, INC.
 Civil & Structural Engineers - Construction Inspectors

G. Vegetation and Wildlife

Vegetation in Abilene and the surrounding area is characterized as tall grass prairie in the uplands and forested river corridors although forested areas are limited due to longstanding crop activities. This environment supports populations of game species including: pheasant, bobwhite quail, mourning dove, cottontail, fox squirrel, white-tailed deer and several species of waterfowl.⁹ There are 3,990 acres of permitted walk-in hunting areas within Dickinson County. These areas provide pheasant, quail and deer hunting opportunities. Non-game species are numerous and in many cases may be found in urban and rural settings. Ponds, Mud Creek and the Smoky Hill River provide habitat for bass, channel catfish, flathead catfish, carp and blue gill.

Exhibit 21: Endanger and Threatened Species

Species	Scientific Name	Tenure	Status
American Burying Beetle	Nicrophorus americanus	May occur in grassland	E
Bald Eagle	Haliaeetus Leucocephalus	Occasional winter resident	T
Eastern Spotted Skunk	Spilogale putorius interrupta	May occur in suitable habitat	T
Eskimo Curlew	Numenius borealis	Migratory in spring	E
Least Tern	Sterna antillarum	Migratory in summer	E
Peregrine Falcon	Falco peregrinus	Migratory in winter	E
Piper Plover	Charadrius melodus	Migratory	T
Snowy Plover	Charadrius alexandrinus	Migratory in summer	T
Sturgeon Chub	Macrhybopsis gelida	May occur in Smoky Hill River	T
Topeka Shiner	Notropis topeka	Known to occur in Lyon Creek	T
White-faced Ibis	Plegadis chihi	Migratory in summer	T
Whooping Crane	Grus americana	Migratory	E

Source: Kansas Department of Wildlife and Parks

Exhibit 21 lists the endangered and threatened species that may occur in Dickinson County. Most of those listed are migratory birds, which typically do not nest in Dickinson County. The threatened Sturgeon Chub is known to live in the Smoky Hill River. The threatened Eastern Spotted Skunk prefers forest edge and rock outcrops in upland prairie grasslands.

H. Land Use

In 2004, a citywide land use study was conducted on a parcel by parcel basis. Land uses were identified using the Land Based Classification System (LBCS), which was developed by the American Planning Association to provide a standardized classification system that may be comparable across jurisdictions.¹⁰ The land use for each parcel was entered into a database with its corresponding tax parcel identification number received from the Dickinson County Appraisers

⁹ Soil Survey of Dickinson County, Kansas, USDA in cooperation with the Kansas Agricultural Extension. January 1980, Page 26.

¹⁰ LBCS Project, American Planning Association, <http://www.planning.org/lbcs>.

Office. **Exhibit 22** provides a summary of the land use mix within the City. Mixed use parcels were classified based on the primary use, thus secondary residential uses in downtown or secondary commercial uses are not accounted for in **Exhibit 22**, although this data is available in the database.

A total of 2,369 acres were assessed – this figure does not include land used for public rights-of-way, public drainage structures and railroad rights-of-way. Nearly 40% of the total land area in the city is dedicated to single-family detached residential uses. Manufacturing, warehousing, transportation and utilities include an additional 23% of the land area, which includes the airport property.

Exhibit 22: Land Use Mix

Land Use	Land Area (Acres)	Percent
Single Family Residential	938.3	39.6%
Multi-Family Residential (2-10)	64.9	2.7%
Multi-Family Residential (11+)	30.3	1.3%
Mobile Home Parks	10.5	0.4%
Retail & Services	116.3	4.9%
Manufacturing Warehousing	277.9	11.7%
Trans. Communication, Utilities	268.9	11.3%
Arts, Entertainment, Recreation	92.9	3.9%
Education, Public Admin, Health Care	186.6	7.9%
Construction Related Business	10.4	0.4%
Agriculture, Forestry	31.9	1.3%
Vacant	340.3	14.4%
Total	2,369.1	100.0%

Source: Community Development Department

There is a significant amount of vacant land in the city (**Map 3**). Completely vacant parcels encompass 14.4% of the City land area, which includes a number of large tracts zoned for industrial use or areas experience a transition in use. The data on vacant land does not include underutilized parcels. For example a 2-acre parcel with a home on it will be considered a single-family residential use, while most of the parcel is vacant. There is significant redevelopment potential within the city limits on parcels that are currently served by public facilities, but are underused.

Exhibit 23 shows the number of vacant parcels by size and an aggregate amount of vacant land. Within the City there are 144 parcels between 0 and 49,999 sq. ft. in size. Many of these parcels are potential residential infill sites that have a full range of public services readily available. Large vacant parcels primarily consist of land zoned industrial awaiting development. Citywide vacant parcels account for approximately 14M sq. ft. of the city’s developable land.

Exhibit 23: Vacant Land (2004)

Lot Size (sq. ft.)	Parcels	Total Land Area (sq. ft.)
0 to 4,999	26	63,714
5,000 to 9,999	42	310,344
10,000 to 14,999	32	388,290
15,000 to 19,999	14	242,763
20,000 to 49,999	30	895,433
50,000 to 99,999	15	818,860
100,000 to 299,999	19	11,366,029
Total	178	14,085,431

Source: Community Development Department

I. Summary

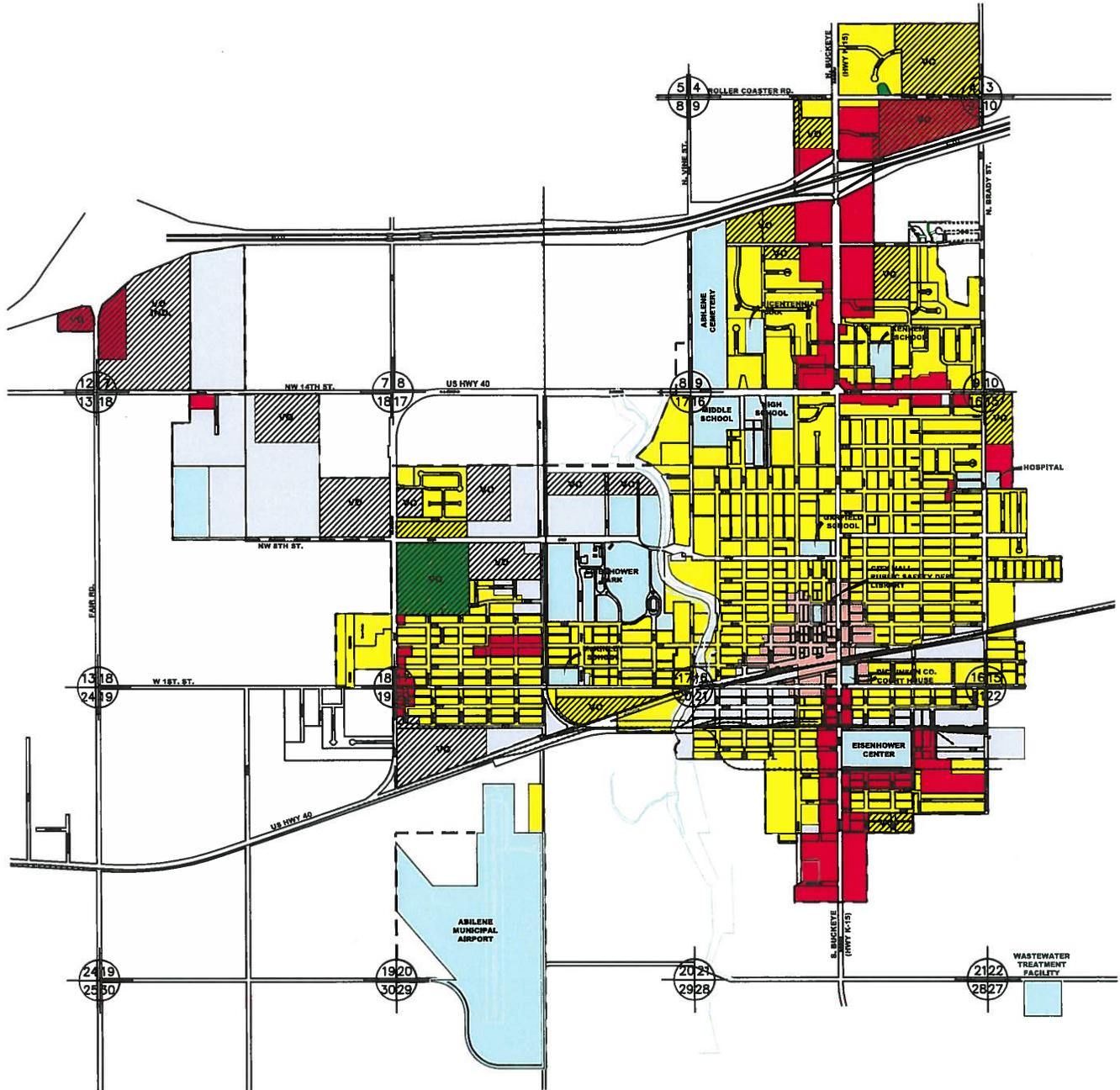
Abilene's physical environment is stereotypical for communities located along the western edge of the Flint Hills region of Kansas. Climate, soils, vegetation and wildlife do not exhibit any special characteristics that warrant specific policy measures. The southern-most portion of the City is subject to periodic flooding due to its proximity to the Smoky Hill River, however, this proximity also provides a close source of raw water. The Sand Springs geologic formation and the water contained therein are a unique groundwater asset. Groundwater in the region has historically had high nitrates, which are addressed through mitigation and prevention measures taken by the State of Kansas and Dickinson County. The City's total reliance on groundwater is a long-term limiting factor considering that in recent years a mild prolonged drought has slowly reduced aquifer levels. Abilene's land use pattern is well balanced with sufficient areas of residential, commercial and industrial to provide for a wide range of community activities and opportunities.

Map 3: Land Use

MAP 3

Existing Land Use

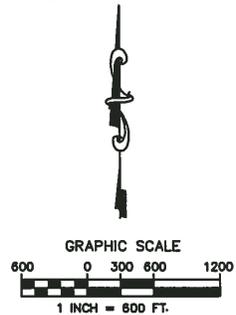
City of Abilene, Kansas



LEGEND

- Urban Growth Boundary
- City Limits
- Open Space
- Low Density Residential
- Commercial
- Central Business
- Industrial
- Public & Quasi-Public
- Vacant/Open Space (VO)

All map data supplied from record information that has not been verified.



Chapter IV. Housing

A. Introduction

One of the most basic of human needs is shelter. The quantity and quality of housing within a community is directly tied to the economic and physical well being of residents. Different segments of the population place various demands on the housing market. For instance, an aging population tends to demand small efficient homes because of their reduced need for space and fixed incomes. The housing stock should provide a range of housing options that suit the needs of the population. Chapter IV reviews housing related information and identifies key housing issues in Abilene.

B. Residential Development Trends

Abilene's steady population and the aging of that population have shaped residential development trends over the last few decades. New home construction has consisted primarily of custom-built upper middle income single-family homes, single story multi-family housing (duplexes, triplexes) and apartments/care facilities for the aged. Due to this stability, housing development occurs slowly and is not conducive to speculative building.

The number of long-term residents has created an under utilized housing stock where empty nesters continue to occupy homes with a large number of bedrooms. Slowly the over-housed households are relocating to efficiency apartments to reduce housing costs, reduce maintenance and accommodate their physical limitations. The existing housing stock being vacated is available for families that can better use the space.

C. Housing Stock

In order to evaluate changes in the supply and demand of housing, it is imperative to examine the type, age, condition, style and price of the existing housing supply. In doing so, housing policies may be drafted that address future needs while being grounded in the reality of the existing housing stock.

Mix of Types

Abilene's mix of housing types is typical for a small City that is not located within a metropolitan area. Over 3/4 of all homes are single-family detached structures (**Exhibit 24**). Residential structures that would be classified as duplexes, triplexes or quadplexes contain 294 dwellings just over 10% of the total housing stock. These multi-family structures include a mix of accessory apartments in large historic homes and conventional ranch style structures.

Exhibit 24: Dwelling Units Per Residential Structures (2000)

Units Per Structure	Number	Percent
1, detached	2,180	76.3%
1, attached	54	1.9%
2	129	4.5%
3 or 4	165	5.8%
5 to 9	74	2.6%
10 to 19	16	0.6%
20 to 49	96	3.4%
50 or more	75	2.6%
Mobile home	68	2.4%
Boat, RV, van, etc	0	0.0%
Total Housing Units Occupied	2,857	100.0%

Source: 2000 U.S. Census

Located in downtown Abilene, the Sunflower Hotel, which is on the National Register of Historic Places contains 48 dwellings in the 8-story structure. Additional dwellings consist of elderly apartments and assisted living centers with varying level of services being offered. **Exhibit 25** lists the large-scale residential structures and the vacancy rates. Most of the 373 units are for income qualified elderly residents. The vacancy rates tend to be higher during the summer months and decrease, as people want to be moved in and settled before winter. Most elderly housing developments have experienced an increasing demand for units, but in a lot of cases applicants do not meet the income guidelines. This suggests that there is a demand for market rate apartments.

Exhibit 25: Apartment Building and Complexes Vacancy Rates

Development	Units	January 2002		July 2003		September 2004	
		Vacancies	Vacancy Rate	Vacancies	Vacancy Rate	Vacancies	Vacancy Rate
Frontier Estates	60	0	0.0%	3	5.0%	0	0.0%
Sterling House	59	3	5.1%	19	32.2%	20	33.9%
Victoria Gardens	24	0	0.0%	3	12.5%		0.0%
Mulberry Courts	37	2	5.4%	5	13.5%	0	0.0%
Timber Ridge Apartments	36	1	2.8%	3	8.3%	0	0.0%
Abilene Plaza Apartments	51	1	2.0%	5	9.8%	0	0.0%
Brown Memorial Home	34	6	17.6%	5	14.7%	0	0.0%
Abilene Center Apartments	24	2	8.3%	6	25.0%	6	25.0%
Sunflower Hotel	48	0	0.0%	2	4.2%	1	2.1%
Total	373	15	4.0%	51	13.7%	27	7.2%

Source: City of Abilene, Community Development Department

Age and Condition

The existing housing stock consists of historic homes and a mix of homes varying in age. Historic homes, those built prior to 1950, constituted 45.7% of the total housing stock in the year 2000

(Exhibit 26). Home building in Abilene picked up in the 1950’s, as it did throughout the nation after World War II. Homes built in the 1950’s make up nearly 17% of the total existing housing stock. The number of homes built by decade has been relatively steady with the exception of the 1980’s during which less than 5% of the existing housing stock was built.

Exhibit 26: Age of Residential Structures (2000)

Year Structure Built	Number	Percent
1990 to 1999	291	10.2%
1980 to 1989	139	4.9%
1970 to 1979	345	12.1%
1960 to 1969	294	10.3%
1950 to 1959	482	16.9%
1940 to 1949	249	8.7%
1939 and Earlier	1,057	37.0%
Total Structures	2,857	100.0%

Source: 2000 U.S. Census

In addition to new construction being curtailed in the 1980’s, there were a significant number of older homes demolished or moved during that decade. Exhibit 27 shows that there were 566 structures removed from the housing stock, which were built prior to 1940. By 1990, one-third of all homes built prior to 1940 that were in the housing stock in 1980 were removed. During the 1990’s only 62 structures were removed. The thinning of the historic housing stock in the 1980’s is evident by the number of vacant lots scattered throughout the historic neighborhoods. Adjacent property owners to provide yard space have purchased most of this land. Vacant lots throughout the City have been well maintained. These lots have an in-fill potential, which does not require expanding infrastructure.

Exhibit 27: Number of Residential Structure Built Prior to 1940

Year	Number	Decennial Change	Percent Change
1980	1,685		
1990	1,119	566	33.6%
2000	1,057	62	5.5%

Source: 2000 U.S. Census

D. Occupancy and Ownership

The percent of dwellings that are occupied by their owner has ranged between 62.3% and 63.6% between 1980 and 2000 (Exhibit 28). During the same time period, the number of renter occupied homes ranged between 26.3% and 29.2%. The number of vacant dwellings dropped from 10.1% in 1980 to 8.7% in 2000.

Exhibit 28: Housing Tenure (1980 – 2000)

Tenure	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Owner Occupied	1,878	63.6%	1,779	62.3%	1,950	62.8%
Renter Occupied	776	26.3%	834	29.2%	886	28.5%
Vacant Dwellings	297	10.1%	243	8.5%	269	8.7%
Total Dwelling Units	2,951	100.0%	2,856	100.0%	3,105	100.0%

Source: 1980, 1990, 2000 U.S. Census

Within a regional context, Abilene housing tenure is in line with most cities, with the exceptions of Manhattan and Junction City, which have a high number of renters due to the student population at Kansas State University and the active duty military personnel from Fort Riley. There are a number of military personnel who live in Abilene. The Department of Defense recently announced that the number of personnel at Fort Riley would increase by 3,400.¹¹ In addition to active duty personnel, there will be an estimated 4,300 dependants and 1,500 civilian personnel moving to the area as a result of active duty transfers. In preparation for this increase housing demand and upgrading of deficient housing, Congress appropriated \$41 million to construct new barracks consisting of 312 units.¹² In addition, the First Infantry Division (the “Big Red 1”) is expected to reoccupy Ft. Riley beginning in 2007. The total increase in population in the region directly attributed to Ft. Riley personnel expansion is 33,000. This increase in personnel will impact the Abilene housing market and represents an opportunity for investment in new construction and housing rehabilitation.

Exhibit 29: Regional Housing Tenure (2000)

City	Owner Occupied	Renter Occupied	Vacant
Manhattan	41.1%	54.8%	4.1%
Junction City	44.5%	41.1%	14.4%
Herington	59.3%	26.4%	14.2%
Salina	62.5%	32.0%	5.5%
Abilene	62.8%	28.5%	8.7%
McPherson	64.1%	31.0%	4.9%
Council Grove	64.2%	27.4%	8.3%
Hillsboro	64.4%	25.5%	10.1%
Chapman	64.9%	26.6%	8.4%
Minneapolis	65.1%	23.1%	11.8%
Lindsborg	66.0%	25.9%	8.1%
Clay Center	66.6%	23.2%	10.2%
Marion	68.0%	22.3%	9.7%

Source: 2000 U.S. Census

¹¹ Ft. Riley Public Works RCI Office.

¹² Press Release dated July 23, 2004, U.S. Representative Jerry Moran of the First Congressional District of Kansas.

Exhibit 30 shows housing tenure by the number of dwellings in the structure. As expected, nearly all of the owner-occupied housing consists of single-family detached homes. Nearly 40% of the renter-occupied housing is detached single-family structures. Structures with between 2 and 4 units constitute 28% of the total renter-occupied units.

Exhibit 30: Tenure by Units in the Residential Structures (2000)

Owner-occupied housing units		
Units in Structure	Number	Percent
1, detached	1,832	92.4%
1, attached	46	2.3%
2	37	1.9%
3 or 4	12	0.6%
5 or more	0	0.0%
Mobile home	55	2.8%
Boat, RV, van, etc	0	0.0%
Total Owner-occupied Units	1,982	100.0%
Renter-occupied housing units		
Units in Structure	Number	Percent
1, detached	348	39.8%
1, attached	8	0.9%
2	92	10.5%
3 or 4	153	17.5%
5 to 9	74	8.5%
10 to 19	16	1.8%
20 to 49	96	11.0%
50 or more	75	8.6%
Mobile home	13	1.5%
Boat, RV, van, etc	0	0.0%
Total Renter-occupied Units	875	100.0%

Source: 2000 U.S. Census

The vacant housing stock has decreased slightly since 1980 (**Exhibit 31**), while the number of vacant units for sale has decreased by nearly the same amount. As noted earlier, the number of vacant units comprises just over 8% of the total housing stock.

Exhibit 31: Vacant Housing (1980 – 2000)

Vacant Structures	1980 ¹³	1990	2000
Vacant For Sale	82	83	56
Vacant For Rent	133	72	106
Other Vacant	82	88	107
Total Vacant Dwellings	297	243	269

Source: 1980, 1990, 2000 U.S. Census

E. Housing Costs

In stable communities, the monetary costs of housing will appreciate over time. The median mortgage value of owner-occupied homes increased by 70.5% during the 1990's from \$38,600 in 1990 to \$65,800 in 2000 (**Exhibit 32**). The monthly cost of rental housing also increased at a rate of 52.5% during the same time period, \$200 to \$305 (**Exhibit 33**). These figures do not reflect the secondary costs of housing such as utilities, maintenance, insurance, taxes and other costs.

As noted in **Exhibit 16**, the median household income in Abilene grew by 52.2%. This indicates that incomes rose at nearly the same rate as rents, however homeownership may be more difficult to attain assuming that other spending habits remained unchanged. This is also reflective of older households with leveling off incomes and appreciating residential real property.

¹³ Vacant Units not for rent were evenly distributed into for sale and other units.

Exhibit 32: Owner-Occupied Mortgage Value (1990 – 2000)

Value	1990		2000	
	Number	Percent	Number	Percent
Less than \$15,000	130	8.5%	43	2.3%
\$15,000 to \$19,999	101	6.6%	18	1.0%
\$20,000 to \$24,999	134	8.8%	62	3.4%
\$25,000 to \$29,999	146	9.6%	53	2.9%
\$30,000 to \$34,999	177	11.6%	71	3.9%
\$35,000 to \$39,999	133	8.7%	40	2.2%
\$40,000 to \$49,999	261	17.1%	237	12.9%
\$50,000 to \$59,999	159	10.4%	237	12.9%
\$60,000 to \$69,999	102	6.7%	269	14.7%
\$70,000 to \$79,999	65	4.3%	215	11.7%
\$80,000 to \$89,999	40	2.6%	137	7.5%
\$90,000 to \$99,999	35	2.3%	128	7.0%
\$100,000 to \$124,999	31	2.0%	101	5.5%
\$125,000 to \$149,999	4	0.3%	72	3.9%
\$150,000 to \$174,999	4	0.3%	57	3.1%
\$175,000 to \$199,999	2	0.1%	40	2.2%
\$200,000 to \$249,999	2	0.1%	25	1.4%
\$250,000 to \$299,999	0	0.0%	28	1.5%
Total	1,526	100.0%	1,833	100.0%
Median (dollars)	\$38,600		\$65,800	

Exhibit 33: Housing Rents (1990 – 2000)

Contract Rent	1990		2000	
	Number	Percent	Number	Percent
Less than \$100	72	8.8%	33	3.8%
\$100 to \$149	113	13.8%	52	5.9%
\$150 to \$199	209	25.5%	50	5.7%
\$200 to \$249	177	21.6%	109	12.5%
\$250 to \$299	114	13.9%	151	17.3%
\$300 to \$349	53	6.5%	163	18.6%
\$350 to \$399	28	3.4%	73	8.3%
\$400 to \$449	9	1.1%	101	11.5%
\$450 to \$499	2	0.2%	23	2.6%
\$500 to \$549	3	0.4%	39	4.5%
\$550 to \$599	0	0.0%	18	2.1%
\$600 to \$649	0	0.0%	0	0.0%
\$650 to \$699	3	0.4%	0	0.0%
\$700 to \$749	0	0.0%	8	0.9%
\$750 to \$799	0	0.0%	0	0.0%
\$800 to \$899	0	0.0%	0	0.0%
\$900 to \$999	0	0.0%	0	0.0%
\$1,000 to \$1,499	1	0.1%	0	0.0%
\$1,500 to \$1,999	0	0.0%	0	0.0%
\$2,000 or more	0	0.0%	5	0.6%
No cash rent	36	4.4%	50	5.7%
Total Rental Units	820	100.0%	875	100.0%
Median (dollars)	\$200		\$305	

Within the region, Abilene's housing cost has increased at a reasonable rate compared to other cities. Minneapolis' mortgage values more than doubled (114.2%) during the 1990's while their median household income grew by 65.1%, a difference of 49.1% (**Exhibit 34**). Abilene's mortgage value change and household income differential was 18.3% (70.5% minus 52.2%). Minneapolis, Lindsborg and Salina experienced the highest rates of mortgage value increase while Junction City, Herington and Council Grove saw modest decennial increases. Similar to mortgage value increase, the contract rents in Minneapolis and Lindsborg increased at the greatest rate in the region. Rents in Junction City and Manhattan grew at the slowest rate, which is reflective of the market stability resulting from the large number of rental properties (**Exhibit 35**) and constant demand created by Ft. Riley and Kansas State University.

Exhibit 34: Regional Median Mortgage Value (1990 – 2000)

City	1990	2000	Change
Minneapolis	\$30,200	\$64,700	114.2%
Lindsborg	\$44,400	\$85,100	91.7%
Salina	\$45,100	\$83,900	86.0%
Marion	\$30,900	\$53,200	72.2%
Abilene	\$38,600	\$65,800	70.5%
McPherson	\$51,900	\$85,200	64.2%
Hillsboro	\$39,600	\$62,100	56.8%
Clay Center	\$33,400	\$52,000	55.7%
Chapman	\$42,300	\$62,900	48.7%
Manhattan	\$65,900	\$96,900	47.0%
Council Grove	\$34,100	\$49,700	45.7%
Herington	\$28,400	\$41,300	45.4%
Junction City	\$52,900	\$65,400	23.6%

Source: 1990, 2000 U.S. Census

Exhibit 35: Regional Median Contract Rent (1990 – 2000)

City	1990	2000	Change
Minneapolis	\$171	\$285	66.7%
Lindsborg	\$217	\$332	53.0%
Abilene	\$200	\$305	52.5%
Clay Center	\$160	\$243	51.9%
Council Grove	\$179	\$269	50.3%
Marion	\$176	\$262	48.9%
McPherson	\$246	\$365	48.4%
Hillsboro	\$189	\$279	47.6%
Herington	\$162	\$236	45.7%
Salina	\$250	\$362	44.8%
Chapman	\$226	\$312	38.1%
Junction City	\$281	\$356	26.7%
Manhattan	\$333	\$419	25.8%

Source: 1990, 2000 U.S. Census

F. Projected Housing Needs

In general terms, as population grows so does the demand for shelter. In order to accommodate growing demands for housing, private investment, public services, regulatory approvals and the construction industry must respond in a timely and equitable fashion. The timing and form of residential construction reflects the needs of consumers and the developers’ experience with producing various housing types. Therefore, changes in population quantity and characteristics are determinants of residential construction activity. This section projects the amount and mix of new residential development based on the three population growth scenarios described in **Section I.C.**

For planning purposes, projected residential growth will be determined based on the slow decline, slow growth and modest growth scenarios presented in **Exhibit 4.** Housing construction will be projected using the formula illustrated in **Exhibit 36.** It is common for significant differences to exist between household size and vacancy rates for owner-occupied and renter-occupied housing. Therefore, housing unit projects are determined based on housing tenure.

Exhibit 36: Dwelling Unit Projection Equation

$$\text{Dwelling Units by Tenure} = \frac{\text{Projected Population} \times \text{Tenure Population} \times \text{1+Vacancy Rate by Tenure}}{\text{People Per Household by Tenure}}$$

Data

Housing “tenure” is a term used to denote whether a housing unit is owner- or renter-occupied, although in rare cases squatters may occupy dwellings. The projection method used treats growth of owner- and renter-occupied dwellings as separate calculations. **Exhibit 37** shows the household size characteristics by housing tenure for Abilene households. The assumed household sizes are based on the decreasing household size trends exhibited during the 1990’s. In the dwelling unit projection calculations, it will be assumed that owner-occupied households will consist of 2.43 people and renter-occupied households will have 1.70 people per household.

Exhibit 37: Summary of Population Projections (2000 – 2030)

Year	Slow Decline	Slow Growth	Modest Growth
2000	6,543	6,543	6,543
2010	6,223	6,878	7,228
2020	5,919	7,229	7,984
2030	5,629	7,599	8,819

Calculated by the Community Development Department

Exhibit 38: Assumed People Per Household by Tenure

Year	People Per Household	
	Owner-occupied	Renter-occupied
1990	2.45	2.08
2000	2.44	1.89
Assumed	2.43	1.70

Based on the data in **Exhibit 28**, it will be assumed that 63.2% of housing units will be owner-occupied and 28.2% will be renter-occupied. Vacancy rates by tenure have been projected to be 2.4% for owner-occupied and 3.0% for renter occupied. In addition, 3.3% of the total units will have an unidentified tenure expectation (**Exhibit 39**).

Exhibit 39: Assumed Vacancy Rates by Tenure

Year	Owner-occupied	Renter-occupied	Other Vacant	Total Vacancy Rate
1990	2.9%	2.5%	3.1%	8.5%
2000	1.8%	3.4%	3.4%	8.7%
Assumed	2.4%	3.0%	3.3%	8.6%

Projections

The number of owner-market and renter-market homes needed to accommodate the projected population scenarios are shown in **Exhibit 40** in 10-year intervals. **Exhibit 41** shows the aggregate number of new dwellings projected for each population scenario in 10-year intervals. Based on this analysis, the following observations are made about the residential growth projections:

- The number of rental units will increase significantly as household sizes continue to fall;
- The number of owner-market units needed will decrease in the slow decline and slow growth scenarios, while it will increase by 342 units in the modest growth scenario;
- The number of renter-occupied units will grow significantly in both growth scenarios and will decline slightly in the slow decline scenario;
- There will be very little new residential construction in the slow decline scenario;
- The number of dwelling constructed on an average annual basis for the slow growth scenario most closely reflects historic growth trends where just over 10 new units are built a year; and

- The scenarios abrupt change between 2000 and 2010 is reflective of the significant assumed change in renter household size and the holding constant of the owner- and renter-occupied ratio.

Exhibit 40: Housing Needs Projections by Tenure (2000 – 2030)

	2000	2010	2020	2030
Slow Decline				
Owner-market	2,006	1,657	1,576	1,499
Renter-market	992	1,063	1,011	962
Slow Growth				
Owner	2,006	1,831	1,924	2,023
Renter	992	1,175	1,235	1,298
Modest Growth				
Owner	2,006	1,924	2,125	2,348
Renter	992	1,234	1,364	1,506

Calculated by the Community Development Department

Exhibit 41: Aggregate Projected Housing Change by Tenure (2000 – 2030)

	2000	2010	2020	2030	Total
Slow Decline					
Owner-market	0	-349	-430	-507	
Renter-market	0	71	19	-30	-538
Slow Growth					
Owner	0	-175	-82	17	
Renter	0	183	243	306	323
Modest Growth					
Owner	0	-82	119	342	
Renter	0	242	372	514	856

Calculated by the Community Development Department

As noted earlier, the full impact of the Fort Riley personnel expansion is not clear. Plan projections regarding population and housing needs will be adjusted annually to reflect an accelerated growth rate until 2010.

G. Summary

After the widespread demolition of dilapidated residential structures prior to 1990, the City has experienced slow residential growth while many of the surviving residential structures have been rehabilitated. Upwardly mobile homeowners who have remained in the area have been purchasing rehabilitated historic homes, buying custom-built homes in the City or have been moving to rural Dickinson County. The lack of significant population growth has curtailed speculative home construction, which over time has limited the ability and desire of local developers to react swiftly to

market opportunities. Mortgage values have grown rapidly while rents have increased at a slower pace. This contributes to the deterioration of existing single-family rental housing and reflects:

- The high cost of custom-built single-family homes in a non-speculative market;
- Regional housing value appreciation; and
- Consistent regional housing demand.

There is a lack of quality home-ownership opportunities below \$100,000 or \$100 per sq. ft. Coupling the low population growth projection with decreasing household sizes suggests that 323 new dwellings will be needed in the next 20 years, assuming no significant events occur. This equates to 16 homes per year with a total developed land area of approximately 55 acres (average 6 dwelling units per acre).

Chapter V. Infrastructure and Services

A. Introduction

Strong communities are built in part on the pooling of private resources to provide for the common good. Pooling of resources comes in the form of taxes, user fees, transfer payments from State and Federal sources and other forms of financing. These resources provide for the common public good by financing infrastructure and the provision of vital community services that support the general public health, safety and welfare of the public. Community growth involves the careful planning and provision of infrastructure and services to ensure that the needs of existing and future residents and businesses are met. Water, wastewater, policing, fire protection, emergency service, parks, libraries, schools, road and storm water drainage are vital to the efficient and effective operations of the community.

In order to adequately understand the relationship between community growth (population and land use) and the necessary level of community investment in infrastructure and services to serve that growth, it is vital to establish community standards related to the current demands placed on existing facilities. “Level of Service” (LOS) is the common term used to describe the relationship between infrastructure and service capacity relative to the demand created by people and businesses. Although there are definitive numeric measures of service levels for public facilities and services, the locally accepted standards are a matter of policy.¹⁴ Therefore, the existing supply and demand ratios for public facilities and services should not be misconstrued as the community’s acceptable standard. There may be excess capacity or existing deficiencies.

LOS Defined

In its most simplistic terms, a LOS standard is a locally desired ratio of service and facilities demand to supply. One of the best definitions of LOS is found in the Florida Department of Community Affairs’ Administrative Code, which reads,

“ Level of service means an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level of service shall indicate the capacity per unit of demand for each public facility.”¹⁵

Most commonly used demand measures are based on 1,000 residents or population served. For example, a LOS measure for water treatment capacity may be expressed as 0.2 MGD per 1,000 population, which suggests that as a minimum standard 200,000 gallons of water should be treated daily for every 1,000 people living in the community or service area. Infrastructure facilities that have defined segments that are consistently evaluated may have demand/supply ratios based on a volume (demand) versus capacity (supply) basis. A primary example is street facilities where traffic count and design capacity data can be evaluated at fixed locations throughout the system.

¹⁴ S. Mark White, Adequate Public Facilities Ordinances and Transportation Management, Planning Advisory Service 465, (August 1996) Pg 8.

¹⁵ Florida Administrative Code Sec. 9J-5.003(45).

Role of LOS in Growth Management

The term “Growth Management” includes a number of regulatory, fiscal and administrative techniques that if properly employed allow communities to ensure that development is timed, located, designed and financed without negatively impacting the community. One of the landmark events in the development of growth management techniques was the City of Ramapo’s (New York) successful defense against takings claims in 1972.¹⁶ Prior to Ramapo, infrastructure and service improvements were typically made after a critical mass of demand was created through development.¹⁷ However, the Ramapo approach required improvements concurrently with new development, thereby ensuring that the existing community’s service levels were not reduced due to new demands.

This approach is embodied in concurrency requirements, adequate public facilities ordinances and other development staging techniques. Establishing local level of service standards is a key component to most facilities and services based growth management techniques. Concurrency and adequate public facilities ordinances require that specified public facilities and services be provided to new development at the adopted LOS without diluting the service levels enjoyed by existing development below the adopted LOS. In addition, impact fees, development agreements and other forms of fair share development financing use LOS to determine the appropriate costs of providing public facilities and services at community standards. If a development proposal cannot be served at the LOS standard, then the proposal is not ripe for development and should be denied.

The use of adequate public facilities and concurrency requirements are not specifically authorized under Kansas law, but are implied under zoning authority. In order to ensure the legal integrity of APFO and/or concurrency requirements, the facility based growth management measure must support the provisions of the Comprehensive Plan and relate substantively to the realistic Capital Improvements Plan (CIP) or similar budgetary planning document.

Guidance for Abilene

Due to the slow growth rate Abilene has experienced over the last five decades, there has been little need to enact facility based growth management techniques. However, the pattern of service demand changes significantly over time. For instance, it has been well documented that per capita consumption of treated water has increased significantly over the last several decades. Calculating the existing LOS for Abilene’s infrastructure and services will provide valuable information with which to calculate the impact new development will have on the current service levels enjoyed in Abilene. The existing LOS may also demonstrate where deficiencies currently exist, which may be addressed through improvements scheduled in the CIP. As previously noted, the community’s LOS standard is a matter of policy. Once a LOS standard is created, excess capacity and existing deficiencies can be measured and monitored.

B. Water Supply and Treatment

Introduction

Potable water is one of the most fundamental resources necessary to sustain a community. An adequate and safe water supply will be a significant attraction for both individuals and businesses in the future. Water availability will be a significant industrial plant location determinant in the future,

¹⁶ Golden v. Ramapo Planning Board, 30 N.Y. 2d 359, 285 N.E. 2d 291, 409 U.S. 1003, 1972.

¹⁷ John N. Levy, Contemporary Urban Planning, 2nd ed. (Englewood Cliffs, NJ: Prentice-Hall, Inc. 1991) Pg 222.

especially for manufacturing that requires large amount of water.¹⁸ Corporate and household water conservation measures will play an increasingly important role in municipal water resource management.

The water system is managed by the Public Works Department and serves an approximate urban and rural population of 7,000. There are approximately 190 active City water meters in the County, with most of them serving rural residential and business customers just west of the City limits. The system consists of several supply wells, a reverse osmosis treatment plant, above ground storage tanks and delivery lines.

As the City annexes land, properties served by privately owned water systems are required to receive City service. The existence of private water wells within annexed areas does not cause a problem for the provision of water service. However, the placement of sewer lines is impacted due to a state-mandated setback of 100’ from sewer lines to private water wells. This is to ensure that adequate supply and pressure is maintained for fire suppression and to ensure use of public investment. The annual operating budget for the water system is \$1.7 million.¹⁹

Supply Facilities

Abilene’s water system is supplied by 11 wells located in the Smoky Hill River alluvial aquifer. The aquifer is composed of clay, silt, sand and gravel, and it varies in thickness from a few feet to as much as 65 feet. This geologic formation can yield approximately 250 to 1,000 gallons per minute (gpm). The Sand Springs dune deposits located between Abilene and Solomon serves, as the well field for Abilene and due to its sandy soil is an excellent groundwater recharge area.²⁰

Exhibit 42 shows that the 11 active wells average a 12-hour yield of 0.64 million gallons (mg) and have a maximum capacity of 4.32 million gallons per day (MGD). For several years the well yield has slowly decreased due to drought. The City has drilled a number of test wells to find additional veins of water.

Exhibit 42: Water Supply Wells Data

Supply Data	Units
Wells	9
Average 12-Hour Yield (MG)	0.64
Maximum Capacity (MGD)	4.32

Source: City of Abilene, Public Works Department

The estimated replacement cost per well is \$130,000. Based on an estimated service area population of 7,000 City and County water users, the number of wells per 1,000 population is 1.29. Therefore, the cost of water supply wells per 1,000 people is \$167,143 (**Exhibit 43**).

¹⁸ Jim Carlton, “Water Shortage Is a Growing Threat”, The Wall Street Journal, August 23, 2004; Page A11.

¹⁹ City of Abilene, 2005 Budget Brief, July 26, 2004.

²⁰ City of Abilene, Regional Water Supply Study – Phase I, Professional Engineering Consultants, P.A., April 1994.

Exhibit 43: Water Supply LOS

Wells	9
Replacement Cost Per Well	\$130,000
Total Replacement Cost	\$1,170,000
Wells Per LOS	1.29
Cost Per LOS	\$167,143

Calculated by the Community Development Department

Treatment Facilities

Due to excessive nitrate contaminants in the raw water supply from the Sand Springs wells, the Kansas Department of Health and Environment required the City to develop a water treatment facility to meet pollutant standards. In November 1998, the City began operating the reverse osmosis (RO) water treatment plant, which uses semi-permeable membrane filters to remove all inorganic matter from the water. The new water treatment plant cost \$5.5 million. Wells that pump from the river alluvium do not have high nitrate levels, so the plant blends RO treated water with treated river alluvium water. There are several advantages operating a RO treatment facility including the ability to increase treatment capacity in a relatively short period of time by adding additional filters.

Exhibit 44 provides a brief overview of water treatment data. Treatment capacity is nearly 3.5 times the average daily demand and 1.1 times the maximum daily demand.

Exhibit 44: Water Treatment Data

Treatment Capacity (MGD)	4.5
Average Daily Demand (MGD)	1.3
Maximum Daily Demand (MGD)	3.8
Replacement Cost of Treatment Facility	\$6,000,000
Cost Per Million Gallons	\$1,333,333

The treatment process used creates approximately 250,000 GPD of wastewater, which is used to irrigate park facilities. However, most of this water is released into Mud Creek. **Exhibit 45** shows the existing LOS for water treatment and the cost per LOS unit. At the existing LOS, there is 0.64 MGD capacity for every 1,000 people using treated water with a cost of \$857,143.

Exhibit 45: Water Treatment LOS

Treatment Capacity (MGD)	Population	LOS/1,000 Population	Cost Per LOS
4.5	7,000	0.64	\$857,143

Storage Facilities

Abilene has four (4) water storage tanks (**Exhibit 46**). The total storage capacity is 1.75 MG with a total estimated replacement cost of \$1.5 M.

Exhibit 46: Water Supply Wells Data

Storage Facility	Tank Type	Capacity in MG
West Tank	Ground	0.50
Van Buren Street Tank	Elevated	0.50
North Buckeye Tank	Ground	0.50
13th Street Tank	Elevated	0.25
Total Storage Capacity		1.75
Total Replacement Cost	\$1,500,000	
Replacement Cost Per MG	\$857,143	

As show in **Exhibit 47**, there is 0.25 MG of water storage capacity per 1,000 people with a cost of \$214,286 per 1,000 people.

Exhibit 47: Water Supply Wells Data

Storage Capacity (MG)	Population	LOS/1,000 Population	Cost Per LOS
1.75	7,000	0.25	\$214,286

Delivery

Once water is treated and stored, it flows through a water line distribution system that consists of force mains, gravity flow mains and 3 pressure pumps. The water lines range in size from 1” to 18” and are made of various types of material. The average cost for water line replacement is \$20 per foot, which equates to \$105,600 per mile. The estimated cost of replacing water lines to serve 1,000 people would be just over \$1 M (**Exhibit 48**). The total delivery system replacement cost not including pumps would be \$1,026,000 per 1,000 population.

Exhibit 48: Water Demand Rates in EDUs

Facility Type	Number	Average Replacement Cost	LOS/1,000 Population	Cost Per LOS
Forced Mains (Miles)	2	\$105,600	0.29	\$30,171
Gravity Flow Mains (Miles)	66	\$105,600	9.43	\$995,657
Total Cost Per LOS				\$1,025,829

Service Analysis

Terminology. A description of water system capabilities necessitates an understanding of the terminology commonly used in water system analysis. These terms include the following:

- “Average daily demand” is the total amount of water pumped on average every day. This includes water sold and unaccounted for water.
- “Maximum daily demand” is the historical maximum amount of water pumped during a 24-hour period.
- “Peak hour demand” is the maximum pumping required to meet consumer demands during the hour when there is the greatest usage on the system.
- “Fire flows” represent the amount of water the system should deliver to a hydrant at residual pressure of 20 psi. Typically these flows create the highest demand on the system for a 2- to 4-hour period. The capacity of a system to meet these flows is one of the limiting factors in City classification for insurance risk assessment.

Service Demand. In 2003, the average daily pumped and treated water was approximately 1.5 MGD, which represents 33% of the total source water pump capacity. The average daily demand is 1.3 MGD, with a maximum daily demand of 3.8 MGD in 2003. For the same year, peak hour demand was 4.3 MG. It is common for the peak hour demand to range from 1.15 to 1.50 times the maximum daily demand. The peak hour demand in 2003 was 1.13 times the maximum daily demand, which is approximately the lower end of the common range. The gross per capita daily demand is approximately 185 gallons per day, which includes residential, commercial and industrial use. The water delivery system has been designed with a minimum number of pressure pumps in order to minimize system maintenance cost.

Exhibit 49: Water Demand Rates in EDUs

Residential Water Demand Per Dwelling Unit				
	Persons Per Dwelling	Gallons Per Person (GPD)	Gallons Per Dwelling (GPD)	Equivalent Dwelling Unit
Single-family Dwellings	2.44	100	244	1.00
Multi-family Dwellings	1.89	75	142	0.58
Typical Non-residential Water Demand				
	Employees Per 1,000 SF GFA	Gallons Per Employee (GPD)	Gallons Per 1,000 SF GFA (GPD)	Equivalent Dwelling Unit
Retail/Office	2.72	39	106	0.43
Industrial	2.16	69	149	0.61

C. Wastewater Treatment

The City is currently in the process of constructing a new wastewater treatment facility. Between 1990 and 2003, the average daily wastewater flow was 0.90 MGD. The design capacity of the new facility is an average daily flow of 1.50 MGD with a peak flow of 6.30 MGD. The capacity of the new facility will allow for significant community growth. It is anticipated that construction bids will be accepted in the winter of 2006 with contracts being awarded in the spring of 2006. The proposed

new site will be located at the existing wastewater facility site located south of Abilene near the Smoky-Hill River.

D. Police Protection

Introduction

The Abilene Police Department (APD) is a nationally accredited law enforcement agency employing 14 officers and 2 non-officer staff. The Office of the Chief of Police is responsible for department internal affairs and is the final authority on matters of policy and operations. The Chief of Police reports directly to the City Manager and received budget appropriations from the City Council. The APD requested an operating budget of approximately \$900,000 in 2005.



Crime Rates

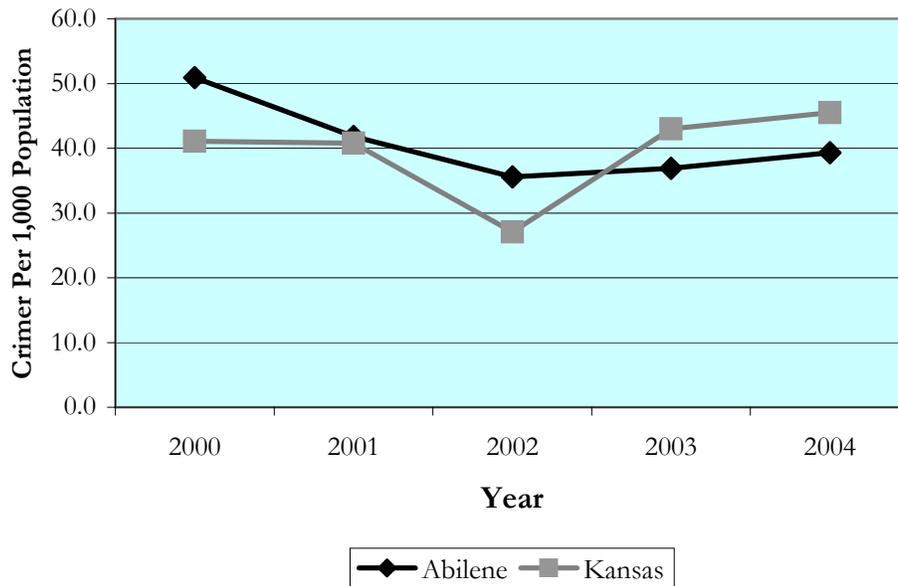
Community crime rates offer a glimpse into the demand for policing services due to deviant behavior. **Exhibit 50** shows overall crime rates for Abilene and Kansas and the rates for violent and property crimes. In general, Abilene’s overall crime rate has decreased relative to the state average in recent years. The annual violent crime rate in Abilene is usually lower than the state average. Overall the crime rate has been relatively steady suggesting that in the short-term the demand for police services per capita has increased in Abilene faster than in the State as a whole. **Exhibit 51** clearly shows this short-term trend.

Exhibit 50: Crime Rates (1996-2001)

Year	Index Crime Rate		Violent Crime Rate		Property Crime Rate	
	Abilene	Kansas	Abilene	Kansas	Abilene	Kansas
2000	50.9	41.1	2.1	3.7	48.8	37.3
2001	41.8	40.8	3.0	3.8	38.7	36.9
2002	35.6	27.1	1.7	2.4	33.9	24.6
2003	36.9	43.0	2.3	4.0	18.3	39.0
2004	39.3	45.5	4.5	4.1	34.9	41.3

Source: Kansas Bureau of Investigation

Exhibit 51: Abilene and Kansas Crime Rates (1996-2001)



Source: Kansas Bureau of Investigation

Calls for Service

The number of times the police department is called and has to take action is measured as calls for service. The number of calls for service indicates the amount of demand for police services. In the 2001, the APD implemented a new call for service tracking system, which was used to compile the data provided in **Exhibit 52**. The total number of CFS declined between the year 2002 (8,225) and 2003 (7,958). However, with only two years worth of data a long-term trend of CFS activity is not discernible. The average annual CFS over the last two years has been 8,092, which translates into approximately 1.24 CFS per resident and approximately 736 CFS per sworn officer.

Exhibit 52: Police Calls for Service (2002-2003)

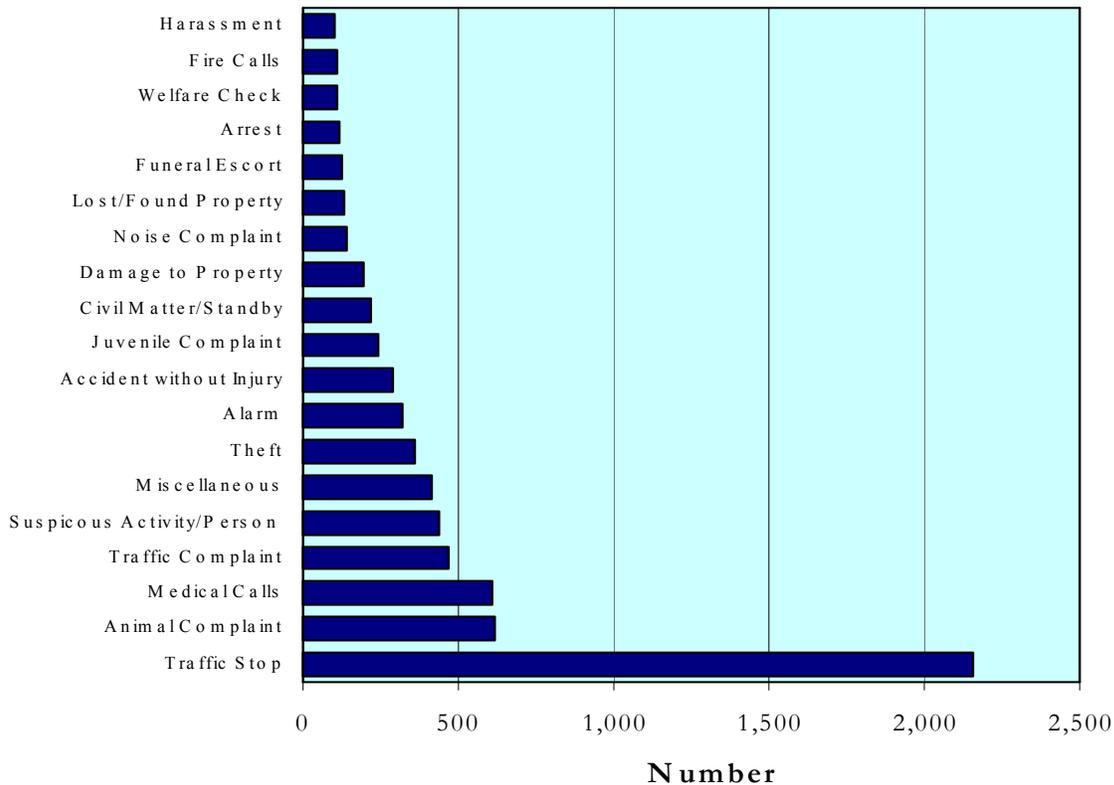
Categories	2002		2003	
	Number	Percent	Number	Percent
Medical Calls	612	7.4%	613	7.7%
Fire Calls	136	1.7%	107	1.3%
Animal Complaint	548	6.7%	621	7.8%
Alarm	260	3.2%	322	4.0%
Assault/Battery	0	0.0%	0	0.0%
Chase	2	0.0%	0	0.0%
Civil Matter/Standby	230	2.8%	217	2.7%
Damage to Property	203	2.5%	199	2.5%
Domestic Disturbance	78	0.9%	74	0.9%
Drugs	30	0.4%	34	0.4%
Extra Patrol Request	24	0.3%	14	0.2%
Fight	58	0.7%	51	0.6%
Funeral Escort	135	1.6%	122	1.5%

911 Hangup	74	0.9%	80	1.0%
Harassment	115	1.4%	101	1.3%
Juvenile Complaint	284	3.5%	244	3.1%
Littering Complaint	11	0.1%	12	0.2%
Lockout	19	0.2%	9	0.1%
Lost/Found Property	128	1.6%	136	1.7%
Message Delivery	39	0.5%	46	0.6%
Miscellaneous	466	5.7%	411	5.2%
Missing Persons	31	0.4%	22	0.3%
Noise Complaint	141	1.7%	142	1.8%
Outside Agency Assist	44	0.5%	53	0.7%
Suspicious Activity/Person	358	4.4%	436	5.5%
Theft	373	4.5%	357	4.5%
Threats	65	0.8%	55	0.7%
Accident without Injury	307	3.7%	290	3.6%
Traffic Complaint	470	5.7%	468	5.9%
Traffic Stop	2,331	28.3%	2,160	27.1%
Prisoner Transport	41	0.5%	24	0.3%
Trespassing	34	0.4%	21	0.3%
Welfare Check	98	1.2%	111	1.4%
Accident with Injury	25	0.3%	24	0.3%
Court Order Violation	32	0.4%	31	0.4%
Motorist Assist	69	0.8%	46	0.6%
Weapons Complaint	13	0.2%	11	0.1%
House Watch Request	69	0.8%	52	0.7%
Disorderly Subject	82	1.0%	67	0.8%
Burglary	39	0.5%	29	0.4%
Open Door	25	0.3%	17	0.2%
Traveler's Aid	0	0.0%	12	0.2%
Arrest	126	1.5%	117	1.5%
Total Calls for Service	8,225	100.0%	7,958	100.0%

Source: City of Abilene, Police Department

Exhibit 53 shows the most frequent type of CFS received by the APD. Traffic stops are by far the most significant type of call making up 27.1% of all calls in 2003. Animal complaints and medical calls each contribute approximately 7.1% of all calls, with 621 and 613 calls in 2003, respectively.

Exhibit 53: Frequent Calls for Service (2003)



Source: City of Abilene, Police Department

Personnel

As indicated in **Exhibit 54**, 14 officers and 2 non-officer personnel staff the APD. In 1998, the Federal Bureau of Investigation (FBI) reported that municipal police departments average 2.4 sworn officers per 1,000 residents and 3.1 law enforcement employees overall per 1,000 residents.²¹ Individual cities may vary from the national average. Regional variations also exist in the level of police staffing. In general, the larger the city, the more police department employees per 1,000 population. In 1998, cities with a population less than 10,000 in the “West North Central” Midwest region had ratios of 2.5 and 3.0 for sworn officers and overall staffing per 1,000 residents, respectively.²² The Urban Land Institute indicates that 1.65 personnel per 1,000 population is an acceptable planning standards.²³

²¹ David N. Ammons, *Municipal Benchmarks – Assessing Local Performance and Establishing Community Standards*, 2nd Ed. (Sage Publications Inc. 2001) Pg 299.

²² *Id.* Pg 300.

²³ Robert W. Burchell, David Listokin and William R. Dolphin, *Development Impact Assessment Handbook* (Washington: The Urban Land Institute. 1994) Pg. 261.

Exhibit 54: Police Personnel LOS

Personnel	Positions	Average Personnel Cost	Average Outfit Cost	LOS/1,000 Population	Cost Per LOS
Non-Officer Positions	2	\$32,727	\$4,000	0.31	\$11,226
Police Officers	14	\$26,383	\$4,000	2.14	\$65,011
Total Personnel Costs	16			2.45	\$76,237

Source: City of Abilene, Police Department

Exhibit 55 provides a police staffing level comparison between Kansas cities of a population between 5,500 and 7,500. Among these cities, the APD has the fourth lowest level of overall staffing per 1,000 population with 2.60 employees per 1,000 population. Iola has the highest overall staffing with 4.76 per 1,000 residents. The average staffing level is 2.97 per 1,000 population. Abilene is slightly below average staffing in both the sworn officer and civilian employee categories.

Exhibit 55: Police Personnel LOS for Kansas Cities (2000)

City*	Estimated 2001 Population	Sworn Officers	LOS/1,000 Population	Civilian Employees	LOS/1,000 Population	Total Employees	LOS/1,000 Population
Ulysses	5,960	10	1.68	1	0.17	11	1.85
Bel Aire	5,836	10	1.71	1	0.17	11	1.88
Abilene	6,543	14	2.14	2	0.31	16	2.45
Roeland Park	6,817	15	2.20	2	0.29	17	2.49
Concordia	5,714	9	1.58	6	1.05	15	2.63
Total	30,870	58	1.88	12	0.39	70	2.27
Andover	6,698	14	2.09	6	0.90	20	2.99
Pratt	6,570	14	2.13	7	1.07	21	3.20
Park City	5,814	17	2.92	2	0.34	19	3.27
Bonner Springs	6,768	24	3.55	2	0.30	26	3.84
Iola	6,302	18	2.86	12	1.90	30	4.76

* Cities in Kansas with a population between 7,500 and 5,500.

Source: Kansas Bureau of Investigation

Vehicles

As of 2003, the APD had six (6) marked cars and three (3) unmarked cars as shown **Exhibit 56**. Replacement cost for marked cars is \$21,000 and \$20,000 for unmarked cars. The LOS for police vehicles is 1.38 per 1,000 residents. The Urban Land Institute indicates that 0.6 vehicles per 1,000 population should serve as a planning standard.²⁴ However, police vehicle level of service frequently ranges from 0.5 to 2.5. The APD existing vehicle LOS is well within this range and therefore represents a reasonable service level. The total police vehicle cost per 1,000 population is \$28,427.

²⁴ *Id.* Pg 261.

Exhibit 56: Police Vehicle LOS

Vehicles	Number	Average Replacement Cost	LOS/1,000 Population	Cost Per LOS
Marked Cars	6	\$21,000	0.92	\$19,257
Unmarked Cars	3	\$20,000	0.46	\$9,170
Total	9	\$41,000	1.38	\$28,427

Source: City of Abilene, Police Department

Building and Equipment

The police department headquarters is located in the city hall complex located at 419 N. Broadway in downtown Abilene. The internal layout of the city hall building has changed numerous times over the years and the space devoted to the police department is convoluted. The police department space is on multiple levels and does not comply with Americans with Disabilities Act (ADA) requirements. The existing facility is substandard by modern law enforcement standards. The police department conducted a space study and determined that additional space needs exist as indicated in **Exhibit 57**. The space study recommends that the existing police space be doubled from approximately 2,953 sq. ft. to approximately 6,702 sq. ft. There has not been any long-term capital improvement projects proposed to address this apparent space deficiency.

Exhibit 57: Police Building Space Needs

Space Use	Square Feet
Interview Room	225
Evidence Room	600
Court Clerk Office	225
Records Room	300
Booking Room	150
Dispatch Expansion	300
DARE Officer Office	144
Patrol Captain Office	144
Patrol Officers Office	144
Break Room	300
Reception Area Expansion	150
Common Area	800
Total Space Needed	3,482

Source: City of Abilene, Police Department

As shown in **Exhibit 58**, the existing police building LOS is 449 sq. ft. with a cost of \$67,286 per 1,000 population. The ULI has police facilities planning standard of 200 sq. ft. per 1,000 population.²⁵ As a matter of building space comparison, community standards tend to range between 250 and 750 sq. ft. per 1,000 population. Abilene’s current police building LOS is near the middle of this acceptable range.

²⁵ Id. Pg 261.

Exhibit 58: Police Building LOS

Station Address	Size in Sq. Ft.	Cost Per Sq. Ft.	LOS/1,000 Population	Cost Per LOS
419 N. Broadway	2,935	\$150	449	\$67,286

Source: City of Abilene, Police Department

As with any organization, it is necessary to purchase and maintain various types of equipment to carry out daily functions. In addition to administrative office equipment, police departments have specialized equipment needs to fulfill their mission. For the purposes of this study, major equipment includes items with a minimum cost of \$2,500 and a useful life of at least 5 years. **Exhibit 59** inventories major equipment items and the existing LOS. The existing police major equipment LOS is 1.22 items per 1,000 residents at a cost of \$6,037.

Exhibit 59: Police Equipment LOS

Item	Number	Unit Cost	LOS/1,000 Population	Cost Per LOS
Copier	1	\$7,500	0.15	\$1,146
Downflow Workstation	1	\$3,500	0.15	\$535
Digital Projector	1	\$3,500	0.15	\$535
Video Cameras	5	\$5,000	0.76	\$3,821
Total	8		1.22	\$6,037

Source: City of Abilene, Police Department

Level of Service

Exhibit 60 provides a summary of the APD’s existing level of service and the estimated costs associated with providing this LOS per 1,000 residents. The LOS is based on an Abilene population of 6,543 as reported in the 2000 U.S. Census. Based on this analysis the per capita cost of providing the physical assets and personnel to maintain the existing level is \$178.

Exhibit 60: Existing Police LOS

APD Asset	LOS/1,000 Population	Cost Per LOS
Staffing	2.45	\$76,237
Building (SF GFA)	449	\$67,286
Vehicles (Avg. Unit Cost Used for LOS Costs)	1.38	\$28,427
Major Equipment	1.22	\$6,037
Total Costs per LOS		\$177,987

Source: City of Abilene, Community Development Department

E. Fire Protection and EMS Services

Introduction

With a 2003 operating budget of nearly \$580,000, the Abilene Fire Department (AFD) provides a full range of fire suppression and emergency services. In addition to emergency response, the department conducts fire inspections and provides fire prevention education to the community.



ISO Rating

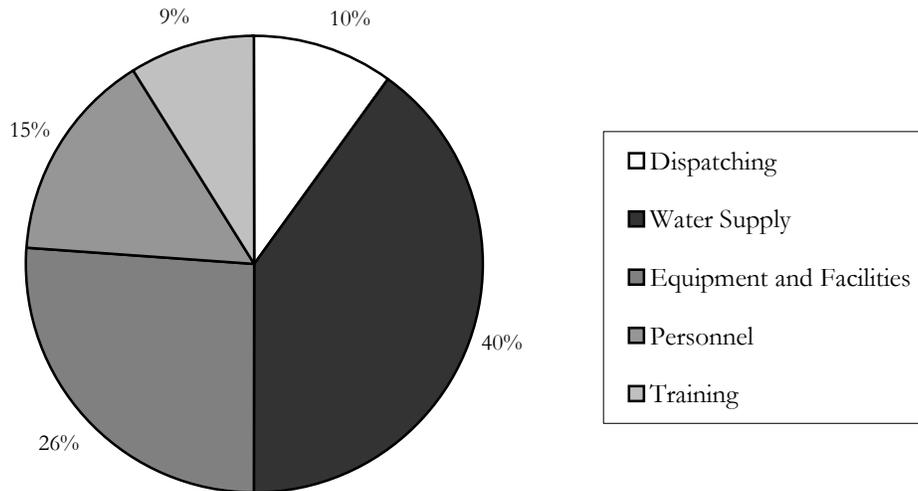
General - Developed by Insurance Services Office, Inc., ISO ratings refer to the classification given to a district or area for fire insurance rating purposes and is considered, with some caveats, to be a reasonably reliable indicator of the level of fire protection services being provided. An ISO rating of “1” provides the greatest level of protection, while “10” provides the lowest level of protection.

The ISO rating system is a tool most insurance companies use to determine risk and is not recommended as a fire service management tool. While it is a good engineering approximation of the ability of a fire department to keep a fire from spreading to adjacent buildings, it does not adequately recognize fire prevention and fire safety education, which are important in order to decrease property losses and injuries. However, at the least, it provides a mechanism for comparing service levels by district and to identify department, water infrastructure and communications improvements that will enhance fire suppression services.

Rating Factors – For many years, the ISO has rated communities on their ability to combat fire and established Fire Suppression Rating Schedules or Public Protection Classifications for most communities. The ISO rating uses the following factors:

- Fire department facilities, equipment and staffing;
- Available water supply for fire suppression; and
- Receiving and handling fire alarms.

As shown in **Exhibit 61**, fifty percent (50%) of the ISO score is derived from fire department facilities, equipment and personnel. The distribution of fire companies and stations is credited to the ISO score based on a percentage of the response area within a 1 ½ miles of a pumper engine and 2 ½ miles from a ladder engine. Maximum coverage of the service area based on these distance standards only accounts for 4% of the total ISO rating. For all distance related calculations, ISO assumes that fire apparatus travel at an average speed of 35 m.p.h.

Exhibit 61: Components of ISO Rating

Source: League of Minnesota Cities

Fire Department pumper engines and ladder capabilities are evaluated in five ways:

- The number of operational pumpers and equipment carried are compared to the number of equipped pumpers needed based on the size of the response district and the available fire flows;
- In-service pumper engines are compared to those that are out of service to evaluate to what extent a reserve pumper has the same capabilities of the in-service engine;
- Individual engine pumping capacity is compared to the basic fire flow for the community;
- Ladder truck capabilities are evaluated based on the number and type of apparatus dependent on the height of buildings, fire flow and response distance; and
- In-service ladder engines are compared to those that are out of service to evaluate to what extent a reserve ladder engine has the same capabilities of the in-service engine.

Department personnel contribute nearly one-quarter of the ISO score through two evaluation items: the number of personnel available for first alarms and training. The number of required personnel has an upper limit based on the number of apparatus available and is modified to account for variations between on-site career fire fighters versus a volunteer fire suppression force. The training evaluation includes a review of training facilities, individual fire fighter training, building familiarization and fire code inspections.

The adequacy of water supply for fire suppression is evaluated by comparing the supply and fire flow at representative locations around the community with the needed capacity and flow to combat fire in the vicinity of the representative location. Hydrant design capacity, maintenance and inspections are also taken into account when determining the available water supply. Water supply

accounts for 40% of the ISO score, with the supply and fire flow data contributing most of the score.

In regards to insurance risk assessment, residential premiums commonly level off because the water supply necessary to combat house fires is exceeded to the point that additional water capacity has a minimal impact on reducing fire damage.²⁶ However, combating a commercial structure fire requires greater water capacity and fire flows, so premiums steadily decline as water capacity increases as reflected in low ISO ratings. For this reason, some insurance companies rely on ISO ratings for commercial premiums and use other methods to evaluate residential fire risk.

Receiving and handling of fire alarms is evaluated by reviewing the number of telephone lines available for dispatching, the number of operators and the means with which calls are relayed to Fire Department personnel, and accounts for 10% of the ISO Rating as show in **Exhibit 61**. The community’s water supply, storage and delivery infrastructure also plays an important role in fire suppression.²⁷ Improvements to the City’s water system, station facilities and fire fighting equipment will improve the ISO rating and reduce insurance premiums.

Abilene’s Rating – In 2004, Abilene’s received a Class 4 rating, which was an improvement over the previous 5 rating in 1997. **Exhibit 62** shows the City’s rating for the general ISO rating factors that are discussed in greater detail above. The City scored a 30.6% out of 50.0% on the fire department factor, which includes equipment, staffing, training and other characteristics and resources of the AFD. Improvements to components of the fire department could greatly improve the overall ISO rating. The City’s water supply factor score was 32.4%, which suggests that water delivery system improvements that increase water pressure and sustained flows would improve the rating and lower insurance premiums, particularly for non-residential uses and structures.²⁸

Exhibit 62: Abilene ISO Scores by General Rating Factors

General ISO Rating Factors	Credit Assigned	Maximum Credit	Credit Available Through Improvements
Receiving and Handling Fire Alarms	9.18%	10.00%	0.82%
Fire Department	30.59%	50.00%	19.41%
Water Supply	32.35%	40.00%	7.65%
Divergence*	-3.94%		3.94%
Total Credit	68.18%	100.00%	31.82%

* Divergence is a reduction in credit to reflect a difference in the relative credits for Fire Department and Water Supply.

Source: ISO Commercial Risk Services, Inc.

Calls for Service

Fire department workload frequently is measured in terms of the number of times the department has been called to provide service. Calls for service (CFS) have been growing over the course of the past few years. **Exhibits 63** and **64** show the CFS by service category for the past four (4) years. The number of fire CFS has increased by 40.8%, from 294 calls in 2000 to 414 calls in 2003. There was an average of 361 calls per year over the last four years. The data indicates that:

²⁶ League of Minnesota Cities, The ISO Fire Protection Rating System (April 2002) Pg 3.

²⁷ Insurance Service Office, Inc., Fire Suppression Rating Schedule. Ed. 6-80.

²⁸ Insurance Service Office, Inc., Grading Sheet for Abilene, Kansas, April 30, 1997.

- Medical emergency calls consistently comprise approximately 60% of all fire department calls;
- There was a significant increase in the number of structure fires in 2003 when compared to previous years; and
- The number of rescue calls has increased from 36 in the year 2000 to 64 in the year 2003.

Exhibit 63: Fire Calls for Service (2000-2003)

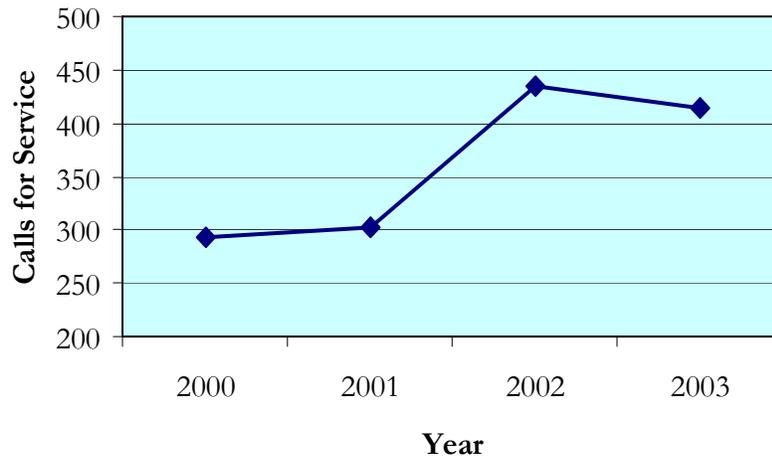
Categories	2000		2001		2002		2003	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Structure Fires	21	7.1%	19	6.3%	22	5.1%	38	9.2%
Vehicle Accidents	10	3.4%	8	2.6%	11	2.5%	7	1.7%
Grass Fires	3	1.0%	5	1.7%	9	2.1%	3	0.7%
Rescues	36	12.2%	27	8.9%	63	14.5%	64	15.5%
Spills and Leaks	16	5.4%	15	5.0%	11	2.5%	1	0.2%
Smoke Alarms	9	3.1%	3	1.0%	11	2.5%	2	0.5%
System Malfunctions	19	6.5%	19	6.3%	14	3.2%	12	2.9%
Hazardous Materials	0	0.0%	0	0.0%	11	2.5%	1	0.2%
Medical Emergencies	174	59.2%	196	64.7%	249	57.4%	252	60.9%
Medication Evacuations	5	1.7%	5	1.7%	19	4.4%	16	3.9%
General Assistance	1	0.3%	6	2.0%	14	3.2%	18	4.3%
Total Calls for Service	294	100.0%	303	100.0%	434	100.0%	414	100.0%

Source: City of Abilene, Fire Department

The AFD responded to nearly 50 calls for service per 1,000 population in 2000. In addition, the Department conducted approximately 220 fire inspections during 2003, which equates to 33.6 inspections per 1,000 population. Communities with proactive fire inspection programs have a significantly reduced rate of fire incidents.²⁹

²⁹ Ammons, supra note 5, Pg 152.

Exhibit 64: Fire Calls for Service (2000-2003)



Source: City of Abilene, Fire Department

Response Time

The speed in which fire services respond to calls for service significantly influences the effectiveness of the service. A commonly used benchmark for fire response is the 4-minute response time. Abilene’s average response times between January 1, 2001 and February 3, 2004 was 1:58 for fire calls and 3:25 for medical emergencies. In relationship to most accepted standards, the response times in Abilene are very good primarily due to the limited geographical area serviced, low vehicle traffic and the centrally located fire station.

Personnel

Seven (7) fire fighters and three (3) non-fire fighter staff as shown in Exhibit 65 staff the AFD. Abilene hires 1.07 fire fighters and 0.46 non-fire fighters per 1,000 residents for a total staffing of 1.53 personnel. The average annual cost per non-fire fighter staff is \$28,951 and \$24,221 per fire fighter including salary, benefits and uniform costs. The total staffing cost per 1,000 resident population is \$39,187. As a point of comparison, cities with a population between 25,000 and 49,999 in the north central region of the country hire 0.99 career fire fighters per 1,000 population.³⁰ OSHA requires and IFAA and NFPA recommend that engine companies be deployed to interior structure fires with a minimum of four (4) fire fighters.³¹ The ULI indicates that 1.65 fire personnel per 1,000 population served is an appropriate planning standards.³² Based on regional staffing levels and the ULI planning standards, the AFD appears to be adequately staffed.

³⁰ *Id.*, Pg 144.

³¹ The U.S. Department of Labor’s Occupational Safety and Health Administration (OSHA), International Association of Fire Fighters (IAFF) and National Fire Protection Association (NFPA).

³² Burchell, *supra* note 7, Pg 261.

Exhibit 65: Fire Personnel LOS

Personnel	Positions	Average Personnel Cost	LOS/1,000 Population	Cost Per LOS
Non-Firefighter	3	\$28,951	0.46	\$13,274
Firefighters	7	\$24,221	1.07	\$25,913
Total	10		1.53	\$39,187

Source: City of Abilene, Fire Department

Vehicles

The AFD has three (3) automobiles (trucks and vans), two (2) pumper trucks, an emergency truck and a ladder truck. Based on a city population of 6,543, the existing LOS for vehicles is 1.07 per 1,000 population as shown in **Exhibit 66**. The total estimated replacement cost of the fleet is \$935,000 while the total vehicle cost per 1,000 resident is \$183,402. The ULI indicates that 0.2 vehicles per 1,000 population is an acceptable planning standard.³³ The NFPA conducted a survey in 1997 that indicated that the number of pumper trucks per 1,000 population for cities with a population between 5,000 and 9,999 is 0.34 while the national average for all surveyed departments was 0.26.³⁴ Based on all of these comparisons, the AFD appears to be adequately equipped with vehicles.

Exhibit 66: Fire Vehicle LOS

Vehicles	Number	Average Replacement Cost	LOS/1,000 Population	Cost Per LOS
Trucks	2	\$30,000	0.31	\$9,170
Van	1	\$30,000	0.15	\$4,585
Emergency Truck	1	\$140,000	0.15	\$21,397
Pumpers	2	\$235,000	0.31	\$71,832
Ladder Truck	1	\$500,000	0.15	\$76,418
Total	7	\$935,000	1.07	\$183,402

Source: City of Abilene, Fire Department

Building and Equipment

Exhibit 67 indicates that the fire station has a floor area of 7,322 sq. ft. Based on the City's 2000 population of 6,543, there are 1,119 sq. ft. of fire station floor area per 1,000 population with an estimated replacement cost of \$167,859 per 1,000 population. The amount of fire station space per 1,000 population varies widely. A commonly used standard is 250 sq. ft. of gross floor area per 1,000 population.³⁵ Community's existing level of service for fire building facilities often fall in a range from 500 to 1,100 sq. ft. per 1,000 residents. Abilene's LOS for fire station space appears to be adequate when compared to other jurisdictions.

³³ *Id.* Pg 261.

³⁴ Ammons, *supra* note 5, Pg 149.

³⁵ Burchell, *supra* note 7, Pg 261.

Exhibit 67: Fire Vehicle LOS

Station Address	Size in Sq. Ft.	Cost Per Sq. Ft.	LOS/1,000 Population	Cost Per LOS
419 N. Broadway	7,322	\$150	1,119	\$167,859

Source: City of Abilene, Fire Department

In order to provide sufficient fire protection, the AFD employs a variety of major equipment items that represent long-term assets to the department. Specialized rescue gear, cameras, generators, air compressors, air bags and a host of other items are necessary for public safety and represent a public investment. **Exhibit 68** lists major equipment acquired by the AFD. The current level of service for major equipment is 2.29 items per 1,000 population at a cost of \$25,753.

Exhibit 68: Fire Equipment LOS

Item	Number	Unit Cost	LOS/1,000 Population	Cost Per LOS
Air Bag System	1	\$11,000	0.15	\$1,681
Air Cart	1	\$6,500	0.15	\$993
Air Compressor/Fill Station/Containment Unit	1	\$17,000	0.15	\$2,598
Air Fill Station and Containment Unit	1	\$4,500	0.15	\$688
Fire Hose Tester	1	\$3,500	0.15	\$535
Generators	3	\$15,000	0.46	\$6,878
John Deere Gator	1	\$9,000	0.15	\$1,376
Power Units - Fixed and Portable	2	\$11,000	0.31	\$3,362
Rescue Boat and Motor	1	\$5,000	0.15	\$764
Rescue Tools	1	\$25,000	0.15	\$3,821
Thermal Image Camera	1	\$16,000	0.15	\$2,445
Tri-Pod and Winch	1	\$4,000	0.15	\$611
Total	15	\$127,500	2.29	\$25,753

Source: City of Abilene, Fire Department

Level of Service

Exhibit 69 summarizes the existing fire service LOS enjoyed by the citizens of Abilene. As previously mentioned, the AFD appears to have adequate service levels in all aspects of fire suppression and emergency response services. This is primarily due to the number and type of buildings in Abilene and the modest population, which has not grown in total numbers since 1960. The estimated cost of providing AFD services at the current LOS is \$416,201 per 1,000 population. Based on this analysis, the AFD is adequately equipped and staffed to provide fire suppression services to a growing population base. However, the AFD should continue efforts to diversify the types of equipment available to enhance public safety and provide training opportunities for fire fighters. Efforts should also be made to maintain or improve average response times.

Exhibit 69: Existing Fire LOS

AFD Asset	LOS/1,000 Population	Cost Per LOS
Staffing	1.53	\$39,187
Building (SF GFA)	1,119	\$167,859
Vehicles (Avg. Unit Cost Used for LOS Costs)	1.07	\$183,402
Major Equipment	2.29	\$25,753
Total Costs per LOS		\$416,201
Cost Per Capita		\$416.20

Source: City of Abilene, Community Development Department

F. Parks and Recreation

City of Abilene park facilities and recreational programs are administered through the Parks and Recreation Department, whose activities are overseen by the Recreation Commission and the City Commission. The department is responsible for park maintenance, program development and administration. Recreation programs and leagues offered range include, but are not limited to: dance and tumbling, soccer, baseball, softball, basketball, tennis, youth activities, movies, aquatics, gardening and various classes for all age groups. In addition to parks, the department oversees the pool, senior center, auditorium and community center. The Parks and Recreation staff serves as administrative staff for the Recreation Commission, Tree Board and Kid’s Council.

The Abilene Parks Master Plan, which was completed in 1999, classifies parks into four (4) functional types as shown in **Exhibit 70**. The park classification guidelines are intended as a basic park improvement-planning tool that provides parameters for the size and service area of different types of parks. Park classifications also include a list of typical facilities and activities associated with each park based on the population base they are intended to serve. For instance, regional parks would have facilities that attract regional interest such as boating, picnicking, golfing and camping. Playlots, which are intended to serve a localized population, will likely have playground equipment and benches. **Exhibit 71** shows Abilene’s parks by park classification.

Exhibit 70: Park Classifications

Park Designation	Service Area	Size
Playlots	1/4 mile	.1 to .3 acres
Neighborhood Parks	1/2 mile	2 to 10 acres
Community Parks	City-wide	5 to 35+ acres
Regional Parks	Regional	35+ acres

Source: Abilene Parks Master Plan, August 1999

Personnel

The Parks and Recreation Department is staffed by eight (8) positions as indicated in **Exhibit 72**. Abilene hires 1.22 parks and recreation employees per 1,000 residents. The average annual cost per employee is \$25,169 including salary and benefits. The total staffing cost per 1,000 resident population is \$30,774.

Exhibit 71: Parkland and Amenities Inventory (2003)

Parks	Acreeage	Shelters	Grills	Stone Grills	Restrooms	Playgrounds	Basketball Courts	Picnic Tables	Exercise Stations	Skate Park	Athletic Fields	Tennis Courts	Gazebos	Pools	Water Fountains	Concession Stands
Brown Memorial Park (private)	120.00	4	10		2	1		25						1		
Eisenhower Park	65.00	5	10	3	1	1	1	57	19	1	6	2	1	1	4	
Bicentennial Park	5.00	1	1	1	1	1	1	4								
Kennedy Park	0.34					1										
Little Ike Park	0.13							4								
Ted Power Baseball Field					1						1					1
Bill Gravette Sports Complex	*	1						5			6					1
Total Public	70.47	7	11	4	3	3	2	70	19	1	13	2	1	1	4	2
Total Private	120.00	4	10	0	2	1	0	25	0	0	0	0	0	1	0	0
Total	190.50	11	21	4	5	4	2	95	19	1	13	2	1	2	4	2

Source: City of Abilene, Parks and Recreation Department

Exhibit 72: Parks Personnel LOS

Personnel	Positions	Average Personnel Cost	FTE LOS/1,000 Population	Cost Per LOS
All Positions	8	\$25,169	1.22	\$30,774

Source: City of Abilene, Parks and Recreation Department

Parkland

The City of Abilene has 10.77 acres of public parkland per 1,000 city residents (**Exhibit 73**). The City’s parkland to population ratio falls within the range of 3 to 20 acres per 1,000 that most communities maintain.³⁶

The cost of parkland will vary by location within the City, accessibility, services, topography, developability, size configuration and other factors. Parkland development costs also may vary widely due to differences in the type and amount of facilities to be provided, topography, drainage, and other factors. Some parkland will be intensively developed with improvements, while other parkland may be left largely in its natural state. The timing of providing new park facilities will depend upon the rate of growth, the location of additional parkland and the actual cost to acquire and develop new parks.

Exhibit 73: Parkland LOS

Parks	Acreage	Cost Per Acre	LOS/1,000 Population	Land Cost LOS Cost
Playlots				
Kennedy Park	0.34	\$6,000	0.05	\$311.78
Little Ike Park	0.13	\$6,000	0.02	\$119.21
Neighborhood Parks				
Bicentennial Park	5.00	\$6,000	0.76	\$4,585.05
Community Parks				
Eisenhower Park	65.00	\$6,000	9.93	\$59,605.69
Total	70.47		10.77	\$64,621.73

Source: City of Abilene, Parks and Recreation Department

Park Improvements

The term “park improvements” includes sundry fixed location active and passive fixtures, such as grills, tables, benches, fields, playgrounds, courts, restrooms and other facilities. Due to the variety of equipment, there are numerous level of service standards related to park facilities. For instance, the NRPA recommends that a tennis court be provided for every 2,000 residents while a handball court should be provided for every 20,000 residents.³⁷ However, every community’s mixture of passive and active facilities needs differ due to demographic, geographic, cultural and climatic variables.

³⁶ Ammons, *supra* note 5, Pg 263-4.

³⁷ *Id.*, Pg. 260.

Exhibit 74 shows various park improvements or amenities that exist in Abilene's parks along with the population ratio based LOS measurements for each improvement. Overall, there are estimated \$558,268 worth of amenities per 1,000 population, based on the replacement cost of existing improvements. The total replacement cost of all improvements is estimated \$3.7 million.

Exhibit 74: Parks Improvements LOS

Equipment Type	Number of Units	Replacement Cost Per Unit	Total Replacement Cost	LOS/1,000 Population	Cost Per LOS
Shelters	7	\$15,000	\$105,000	1.07	\$16,048
Grills	11	\$250	\$2,750	1.68	\$420
Stone Grills	4	\$1,000	\$4,000	0.61	\$611
Restrooms	3	\$75,000	\$225,000	0.46	\$34,388
Playgrounds	3	\$50,000	\$150,000	0.46	\$22,925
Basketball Courts	2	\$30,000	\$60,000	0.31	\$9,170
Picnic Tables	70	\$1,500	\$105,000	10.70	\$16,048
Skate Park	1	\$10,000	\$10,000	0.15	\$1,528
Athletic Fields	13	\$20,000	\$260,000	1.99	\$39,737
Tennis Courts	2	\$75,000	\$150,000	0.31	\$22,925
Gazebos	1	\$15,000	\$15,000	0.15	\$2,293
Pools	1	\$2,500,000	\$2,500,000	0.15	\$382,088
Water Fountains	5	\$1,200	\$6,000	0.76	\$917
Concession Stands	2	\$30,000	\$60,000	0.31	\$9,170
Total			\$3,652,750		\$558,268

Source: City of Abilene, Parks and Recreation Department

Vehicles & Major Equipment

In addition to fixed location park amenities, the Parks and Recreation Department has vehicles and major equipment associated with ground keeping and park maintenance. **Exhibit 75** shows the vehicles and major equipment along with estimated replacement cost.

Exhibit 75: Parks Vehicle LOS

Vehicles/Tractors/ Mowers	Number	Average Replacement Cost	LOS/1,000 Population	Cost Per LOS
Pickups	3	\$25,000	0.46	\$11,463
Passenger Van	1	\$52,000	0.15	\$7,947
Mowers	3	\$20,000	0.46	\$9,170
Tractor	1	\$20,000	0.15	\$3,057
Total	8		1.22	\$31,637

Source: City of Abilene, Parks and Recreation Department

Buildings

The Parks and Recreation Department use and maintain 28 buildings of varying functions, conditions and ages. Many of these structures are directly associated with park improvements including dugouts, storage sheds, park shelters and other minor buildings. The park building LOS will focus on large structures that are not directly linked to park improvements. These buildings include the Community Center, the Senior Center, the park shop buildings and the grandstand at the fairgrounds. **Exhibit 76** lists the major buildings, which were evaluated to establish a LOS for park buildings. These five structures contribute 7,139 sq. ft. of building space at an estimated replacement cost of \$477,106 per 1,000 people living in Abilene.

Exhibit 76: Parks Building LOS

Building	Year Built	Size in Sq. Ft.	Building Cost Per Sq. Ft.	LOS/1,000 Population	Cost Per LOS
Community Center	2005	24,000	\$76 ³⁸	3,668	\$278,038
Senior Center	1989	6,322	\$67	966	\$64,737
Old Park Shop	1930	1,793	\$67	274	\$18,360
New Park Shop	2000	4,130	\$67	631	\$42,291
Grandstand	1938	10,467	\$67	1,600	\$107,182
Total		46,712		7,139	\$510,607

Source: Parks and Recreation Department

Level of Service

Exhibit 77 summarizes the existing parks and recreation LOS enjoyed by the citizens of Abilene. The City appears to have adequate service levels for parks and recreation facilities. The estimated cost of providing parks and recreational services at the current LOS is \$1,195 per person. While the City has sufficient facilities to serve the existing population, efforts should also be made to maintain the existing level of service as community growth occurs.

Exhibit 77: Existing Parks and Recreation LOS

Parks Asset	LOS/1,000 Population	Cost Per LOS
Employees (FTE)	1.22	\$30,774
Parkland	10.77	\$64,622
Equipment	19.10	\$558,268
Buildings	7,139	\$510,607
Vehicle	1.22	\$31,637
Total Cost Per LOS		\$1,195,908
Cost Per Capita		\$1,195

Source: Community Development Department

³⁸ Cost based on the final cost of the Community Center.

G. Hospitals and Public Health

The Memorial Health System (MHS) operates a holistic health care system that provides numerous medical, health and care facilities and services. MHS is partially funded through a property tax mill levy through the provisions of a hospital benefit district.³⁹ Dickinson County's hospital district mill levy was 1.98 in 2003. MHS employs approximately 180 people and operates the following facilities:

- Memorial Hospital, which is licensed for 49 bed hospital that provides 24-hour emergency care, a childbirth center, skilled nursing, laboratory, radiology, rehabilitation services, respiratory care and geriatric behavioral health. Eleven (11) staff and 34 consulting physicians utilize the hospital.
- Emergency Medical Services of Dickinson County, which provides 24-hour emergency response throughout the County. First response ambulance services operate 3 ambulances in Abilene and a heliport is used to airlift patients when the need arises.
- Home Health and Hospice of Dickinson County provides long-term care management, nursing and aid services, hospice visitation and bereavement counseling services.
- The Fitness Center, located in downtown Abilene, provides a full range of fitness equipment and classes 7 days a week. This facility is provided on dues paying membership with corporate rates available.
- Village Manor is a long-term residential care facility that provides nursing, therapy and Alzheimer's care services. Village Manor can accommodate 60 residents and has 40 private rooms.
- Frontier Estates is a subsidized elderly housing development that offers 60 independent-living apartments for those over 62 years old or those with disabilities. Frontier Estates' is located just north of downtown and offers a number of amenities and services.

Abilene has a significant number of health care professionals for the City's population. There are approximately 6.8 physicians and 1.0 dentist for every 1,000 people living in Abilene. This appears to be a very high ratio and indicates that Abilene's health care sector provides services regionally. Abilene is also served by the Dickinson County Health Department, which offers dozens of programs and services throughout the County.

H. Library

Introduction

Decision-makers and the general public often understate the importance of libraries to the social, intellectual and cultural development of community members. These services are primarily geared to serve the needs of local residents of Abilene and Dickinson County. However, there are a large number of visitors to the City who use the library facilities, particularly internet access for business and personal trip planning. In recent years, the library has been the primary venue for City public meetings, seminars and other types of meetings.

³⁹ K.S.A. 80-2501, et sec.

The Abilene Public Library offers a full range of services including general circulation's, periodicals, internet access, books on wheels, special programs, interlibrary loan and meeting facilities. There are over 60,000 circulation items with approximately 44,000 checkouts, including adult and youth materials. In 2004, 652 items were received and 540 requested through interlibrary loan. The libraries meeting facilities hosted 152 adult meetings and 125 story times were held in the children's library. There are 9,516 internet access time slots available annually. Nearly 400 children participated in summer reading programs, while overall attendance to children's programs eclipsed 5,600.

Resources

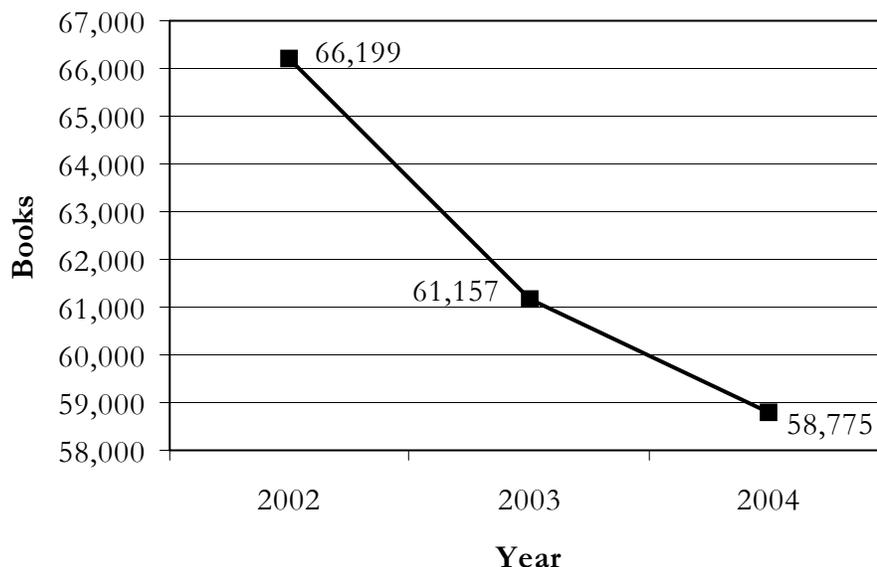
Available intellectual resources include printed, audio, video and electronic materials. **Exhibit 78** lists in general terms the type and number of resources available between January 1, 2002 and December 31, 2004. In recent years, the library has reduced the number of books available by discarding volumes that had not been checked out for an extended period of time. However, beginning in 2004, the number of added books significantly increased to refresh the collection. **Exhibit 79** shows the overall decrease in book resources. The number of audio, video and electronic materials have increased in recent years while the number of periodicals subscribed to has been reduced. Interlibrary loaned materials fell from 3,304 in 2003 to 2,781 in 2004.

Exhibit 78: Library Resources (2002 – 2004)

Resources	2002	2003	2004
Books (Bound Volumes)			
Owned January 1st	66,038	66,199	61,157
Added	1,618	1,491	4,082
Withdrawn	1,457	6,533	6,464
Owned December 31st	66,199	61,157	58,775
Non-Book Resources			
Audio	593	637	704
Video	1,286	1,294	1,718
Periodicals	106	106	80
Electronic	60	30	74
Total On-Site	2,045	2,067	2,576
Loaned Materials	3,234	3,304	2,781

Source: 2005 Kansas Public Library Survey

Exhibit 79: Book Inventory (2002 – 2004)



Source: 2005 Kansas Public Library Survey

Exhibit 80 provides the number of library resource materials, replacement costs and the existing level of service in terms of number and type of materials and replacement cost per LOS. There are currently 8,823 resources available for every 1,000 residents with a replacement costs of nearly \$260,000 per 1,000 population or \$260 per capita.

Exhibit 80: Library Resources LOS

Resources	Number	Average Replacement Cost	LOS/1,000 Population	Cost Per LOS
Books	54,447	\$30	8,321	\$249,642
Audio	1,325	\$20	203	\$4,050
Video	1,805	\$20	276	\$5,517
Periodicals	80	\$50	12	\$611
Electronic	74	\$15	11	\$170
Total	57,731		8,823	\$259,991

Source: Abilene Public Library, May 2005

Equipment

The library has 20 computers and other information retrieval and storage devices, including file serves, printers and a microfilm reader. There are approximately four (4) equipment items per 1,000 population served (**Exhibit 81**). The total equipment replacement cost per 1,000 population is \$6,266.

Exhibit 81: Library Equipment LOS

Item	Number	Unit Cost	LOS/1,000 Population	Cost Per LOS
File Servers	2	\$3,000	0.31	\$917
Computers	20	\$1,000	3.06	\$3,057
Printers	1	\$2,000	0.15	\$306
Copiers	2	\$5,000	0.31	\$1,528
Microfilm Machine	1	\$3,000	0.15	\$459
Total	26		3.97	\$6,266

Source: Abilene Public Library

Building

The library building is located at 209 NW. 4th Street on the northern edge of downtown and congruent to the Fire, Police and General Services facilities of the City. The original Carnegie library building was constructed in 1908 and underwent an expansion in 1935. Following a building assessment that was completed in 1968, the library was expanded in 1977 to its present size of 7,218 sq. ft. The library building will undergo a building assessment in 2006 to evaluate structural and systems deficiencies. The current library building LOS is 1,103 sq. ft. per 1,000 population at an estimated replacement cost of \$165,475 (**Exhibit 82**).

Exhibit 82: Library Building LOS

Library Address	Size in Sq. Ft.	Cost Per Sq. Ft.	LOS/1,000 Population	Cost Per LOS
209 NW. 4th	7,218	\$150	1,103	\$165,475

Calculated by the Community Development Department

Personnel

The public library is staffed by 14 positions varying from the full time Director to seasonal part-time help (**Exhibit 83**). In addition to paid positions, there are a number of volunteers who contribute to library services. The paid staff contributes approximately 7 full time equivalent employees (FTE) at a total cost of approximately \$120,000. Abilene's library hires 1.07 FTEs per 1,000 residents. The average annual cost per employee is \$17,143 including salary and benefits. The total staffing cost per 1,000 resident population is \$18,340.

Exhibit 83: Library Personnel LOS

Full-Time Equivalent Employees	Average Personnel Cost	LOS/1,000 Population	Cost Per LOS
7	\$17,143	1.07	\$18,340

Source: Abilene Public Library, May 2005

Level of Service

Exhibit 84 provides a summary of the existing level of service provided by the Abilene Public Library. In order to maintain the existing LOS enjoyed by Abilene's citizens, the initial cost would be approximately \$450 per new resident. Staffing costs are an annual expense while the other expenses are one-time costs, although periodic replacement costs will be incurred.

Exhibit 84: Existing Library LOS

Library Asset	LOS/1,000 Population	Cost Per LOS
Staffing (FTE)	1.07	\$18,340
Building (SF GFA)	1,103	\$165,475
Resources	8,823	\$259,991
Major Equipment	3.97	\$6,266
Total Costs per LOS		\$450,072
Cost Per Capita		\$450.07

Abilene's Public Library appears to have a high level of service relative to minimum library standards. **Exhibit 85** provides a comparison between Abilene's current LOS and the American Library Association's (ALA) minimum standards adopted in 1967.⁴⁰ Abilene's existing LOS excels in staffing levels and resources available, while the ALA's building square foot standard is greater than the existing LOS in Abilene. The ALA standards are merely guidelines and do not reflect the different level of demand for library services between different communities of similar size. Based on the data presented herein, there appears to be a high demand for library services and that demand is being met by the local library system.

Exhibit 85: ALA Standards and Abilene LOS Comparison

Library Asset	American Library Association	Abilene Public Library
Staffing (FTE)	0.50	1.07
Building (SF GFA)	1,500	1,103
Resources	2,000 to 4,000	8,823

I. Infrastructure and Service Summary

Overall the citizens of Abilene enjoy a sufficient level of service. The City and other entities provide water, sewer, public safety, recreational, educational, library, health care and other services at acceptable standards to support a healthy community. Long-term maintenance of these facilities and services requires systematic inventory, monitoring and budgeting. However, as the community grows, additional capacity will be needed to maintain the existing level of services people are accustomed to. The City has the legal authority to enact impact fees, special assessments and other development exactions to ensure that a developments fair share of public services improvement costs are reasonably assessed, collected and expended on facility improvements. As the City grows,

⁴⁰ Ammons, *supra* note 5, Pg 213.

changes in the operating budget must be planned for and sufficient funding be made available for maintenance of expanded facilities.

In addition, it may become advantageous for the City and other entities to cooperate, coordinate or in some cases, consolidate facilities to provide efficient and effective services and facilities. There are several areas in which the City may partner with others to achieve a higher level of effectiveness. For instance, collective purchasing may lower the per unit price for supplies and materials used by both. Some jurisdictions have established joint facilities such as city/county courthouses, law enforcement centers and other combined facilities. Before considering such facilities, careful study is needed to analyze the cost and benefits of each option.

Chapter VI. Local Economy

A. Introduction

The strength and diversity of the local economy is a primary factor in the quality of life of people in the community. A diverse and vibrant economy provides good employment opportunities, solid investment opportunities, shopping, services, activities and high quality public facilities and services. Achieving and maintaining local economic stability is one of the most profound challenges facing small town and rural America. Unlike many other small Kansas communities, Abilene has maintained a viable economic climate. Rhetorical support for economic development efforts exists. However as is the case with many communities, it is difficult to proactively fund economic development efforts. This Chapter provides an overview of Abilene's existing business mix, employment and economic development incentives, additional relevant information and key issues.

B. Economic Base

Sector Employment

Economic activity is commonly categorized for analysis into business type and function called sectors. Sector delineation varies, but this report data is based on the following sectors: farm; agricultural services; mining; construction; manufacturing; transportation; communications and utilities; wholesale trade; retail trade; finance, insurance and real estate (FIRM); business and repair services; arts, entertainment, recreation, accommodation and food services; education services; professional services and public administration (**Exhibit 86**).

Exhibit 86: Employment by Sector (1980-2000)

Sector	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing and mining	71	2.5%	187	6.5%	103	3.0%
Construction	195	6.9%	151	5.3%	262	7.7%
Manufacturing (Non-Durable)	370	13.1%	517	18.0%	480	14.2%
Transportation	159	5.6%	75	2.6%	214	6.3%
Communications and Public Utilities	146	5.2%	119	4.1%	108	3.2%
Wholesale trade	101	3.6%	100	3.5%	114	3.4%
Retail trade	725	25.7%	675	23.5%	604	17.8%
Finance, Insurance and Real Estate	80	2.8%	110	3.8%	162	4.8%
Business and Repair Services	102	3.6%	101	3.5%	81	2.4%
Arts, entertainment, recreation, accommodation and food services	90	3.2%	92	3.2%	285	8.4%
Health Services	230	8.2%	150	5.2%	395	11.7%
Educational Services	252	8.9%	294	10.2%	280	8.3%
Other Professional Services	116	4.1%	166	5.8%	123	3.6%
Public Administration	184	6.5%	137	4.8%	174	5.1%
Total Employed Residents	2,821	100.0%	2,874	100.0%	3,385	100.0%

Source: U.S. Census

A local economy that employs a higher percent of one sector than the national percent generates activity that is used outside of the jurisdiction and thereby exports goods and imports payments for those goods. Employment that generates exports is often referred to as “base employment” that brings monetary assets into the community. However, employment that does not produce a level of goods and services sufficient to meet local demand creates a net import sector. A net import sector leaks monetary value to providers outside of the jurisdiction.

Location Quotients

Understanding the dynamics of base employment through location quotients (LQ) provides guidance for targeted diversification of businesses to minimize leaking dollars to businesses outside the jurisdiction. Location quotients compare the portion of local employment dedicated to a sector with the same portion of regional or national employment dedicated to that same sector. Through this comparison, sectors can be identified as an export or import sector. Abilene’s location quotient for each sector may be calculated through the formula labeled **Exhibit 87**.⁴¹

Exhibit 87: Location Quotient Equation

$$\mathbf{LQ_i = (e_i / e_t) / (K_i / K_t)}$$

Where	LQ _i	=	Locational Quotient for sector i,
	e _i	=	Local employment in sector i,
	e _t	=	Total local employment,
	K _i	=	Kansas employment in sector i,
	K _t	=	Total Kansas employment.

Location quotients indicate the following:

- LQ < 1.00 – import sector which does not meet local demand;
- LQ = 1.00 – sector meets local demand; and
- LQ > 1.00 – export sector which exceeds local demand.⁴²

Location quotients that are much less or much greater than 1.00 indicates relative weakness or strength of the sector. For instance, a sector with a LQ of 0.25 is a weaker sector than one with a LQ of 0.75. A sector with a LQ of 2.50 is stronger than a sector with a LQ of 1.50. When a sector exhibits a very strong LQ, the jurisdiction has a competitive advantage or specialization in that sector.

Exhibit 88 shows the Abilene location quotients for 1990 and 2000 relative to Kansas and the United States. Those sectors with a quotient above 1.00 indicates that Abilene produced more in this sector than the local economy requires, therefore money is brought into the community through exports in that sector.

⁴¹ John P. Blair, Urban & Regional Economics, (Richard D. Irwin, Inc., 1991), Pg 121.

⁴² *Id.*, Pg. 123.

Exhibit 88: Abilene Location Quotients (1990, 2000)

Sector	Relative to Kansas			Relative to United States		
	1990	2000	Change	1990	2000	Change
Agriculture, forestry, fishing and mining	1.05	0.79	-0.25	1.96	1.63	-0.33
Construction	1.00	1.19	0.20	0.84	1.14	0.30
Manufacturing	1.07	0.94	-0.13	1.02	1.01	-0.01
Transportation	0.59	1.52	0.92	0.59	1.47	0.88
Communications and Public Utilities	1.35	0.72	-0.63	1.55	0.80	-0.75
Wholesale trade	0.81	1.01	0.21	0.79	0.94	0.14
Retail trade	1.42	1.55	0.13	1.39	1.52	0.13
Finance, Insurance and Real Estate	0.61	0.79	0.18	0.55	0.69	0.14
Business and Repair Services	0.31	0.33	0.02	0.25	0.26	0.00
Arts, entertainment, recreation, accommodation and food services	1.48	1.21	-0.27	1.20	1.07	-0.13
Health Services	0.58	0.97	0.40	0.62	1.05	0.42
Educational Services	1.09	0.83	-0.25	1.23	0.94	-0.28
Other Professional Services	0.86	0.78	-0.08	0.87	0.75	-0.12
Public Administration	1.08	1.16	0.08	1.00	1.07	0.08

Calculated by the Abilene Community Development Department

In 2000, Abilene appears to have a specialization in Construction; Transportation; Retail Trade; Arts, Entertainment, Recreation, Accommodations and Food Services; and Public Administration relative to the Kansas and the Nation. The Public Administration specialty is by virtue of being the County seat. In addition, Abilene has a specialization in Agriculture relative to the nation, primarily due to be geographically located in a rural area. The community's specialization in the tourism-related sectors (Transportation; Retail Trade; Arts, Entertainment, Recreation, Accommodations and Food Services) is to be expected given the history of Abilene, the attractions and historic structures. When the redevelopment of Old Abilene Town is completed and fully operational, a further strengthening of the tourism specialization can be expected.

However, an overly strong specialization in a few related sectors indicates a lack of economic diversity. Abilene appears to have a very diverse employment base with the only significant weakness occurring in the Business and Repair Services sector, which had a quotient of 0.33 relative to Kansas and 0.26 relative to the Nation. Other sectors that do not meet locally generated needs (net importers) include Communications and Public Utilities; Finance, Insurance and Real Estate; Educational Services; and other Professional Services. Caution should be used when targeting economic development activities to any single sector based on a weak location quotient.⁴³ However, there is evidence to suggest a gap in the local markets ability to provide business and repair services to meet local demand.

⁴³ Hustedde, Ronald J., Shaffer, Ron and Pulver, Glen, *Community Economic Analysis – A How To Manual*, (Iowa State University Press, 1993), Pg. 34.

C. Market Area

One way to measure a city’s retail trade area is to use Reilly’s Law, which measures the distance between two cities at which their trade area extends. Reilly’s Law is expressed by the following equation:

$$\text{Distance from the smaller city towards the larger city} = \frac{\text{Distance between the two cities}}{1 + \text{SQRT} \left(\frac{\text{population of the small city}}{\text{population of the larger city}} \right)}$$

Exhibit 89 shows the resulting distances as the boundary of Abilene’s retail trade area. This model doesn’t account for is non-local spending in the community brought about by tourism and interstate travel.

Exhibit 89: Results of Reilly’s Law for Abilene

Cities*	2000 Population	Distance from Abilene**
Abilene	6,543	0
Clay Center	4,564	34
Herington	2,563	35
Junction City	18,886	22
Salina	45,679	20

* Cities over 2,000 population.
 ** Distance measured in road miles.

Distance From Clay Center to Abilene	15.5
Distance From Herington to Abilene	13.5
Distance From Abilene to Junction City	8.2
Distance From Abilene to Salina	5.5

Calculated by the Abilene Community Development Department

The Kansas State Research and Extension recently released retail pull factors based on state sales tax collections for Dickinson County and cities within the County compared with the state per capita state sales tax generation. Cities that exceeded the state per capita sales tax generation of \$579 are considered to have a pull factor above 1, which means that dollars flow into the city rather than out. Abilene’s pull factor of 1.28 indicates that Abilene is a net exporter of goods and services (**Exhibit 90**). The pull factor is multiplied by the population (6,334) to arrive at a trade area population of 8,105. The County as a whole is a net importer since the pull factor is less than 1. Abilene is the only net importing city in the County.⁴⁴

⁴⁴ This is a study of retail activity based on FY 2003 sales tax data from the Kansas Dept. of Revenue. The 2000 Census counts are adjusted downward by 3,775 to account for the institutionalized populations reported. Per capita sales tax collections in the state of Kansas were \$579 in FY 2003.

Exhibit 90: 2003 Dickinson County Pull Factors

Place	State Sales Tax Generated	Adjusted 2002 Population	Per Capita Sales Tax Collections	Pull Factor	Trade Area Captures	Percent of County
Abilene	\$4,693,017	6,334	\$741	1.28	8,105	64.73%
Carlton	\$1,111	38	\$29	0.05	2	0.02%
Chapman	\$123,912	1,195	\$104	0.18	214	1.71%
Enterprise	\$28,721	773	\$37	0.06	50	0.40%
Herington	\$765,230	2,411	\$317	0.55	1,322	10.55%
Hope	\$92,270	365	\$253	0.44	159	1.27%
Manchester	\$1,678	101	\$17	0.03	3	0.02%
Solomon	\$306,433	1,055	\$290	0.50	529	4.23%
Woodbine	\$13,449	204	\$66	0.11	23	0.19%
Rest of County	\$1,224,808	6,338	\$193	0.33	2,115	16.89%
County Total	\$7,250,631	18,814	\$385	0.67	12,523	100.00%

Source: David Darling and Sreedhar Upendram, Community Development Economist at K-State Research and Extension - February 20, 2004

D. Income and Wages

As demonstrated in **Exhibit 91**, Abilene has a low level of household income relative to the State of Kansas. Households with an income of less than \$20,000 constitute 28.0% of Abilene households while they are only 21.6% of Kansas households. Conversely, households with an income of \$60,000 or greater make up 29.8% of Kansas households and only 17.8% of households in Abilene. This disparity is due to a large number of elderly households on fixed incomes and the modest wages paid to Abilene employees, primarily in the warehouse, retail and service sectors.

Exhibit 91: Household Income (2000)

Household Income	Abilene		Kansas	
	Households	Percent	Households	Percent
Less than \$10,000	296	10.3%	88,926	8.6%
\$10,000 to \$14,999	245	8.5%	66,264	6.4%
\$15,000 to \$19,999	265	9.2%	69,077	6.6%
\$20,000 to \$24,999	168	5.8%	74,061	7.1%
\$25,000 to \$29,999	254	8.8%	73,126	7.0%
\$30,000 to \$34,999	253	8.8%	72,305	7.0%
\$35,000 to \$39,999	213	7.4%	66,588	6.4%
\$40,000 to \$44,999	182	6.3%	64,666	6.2%
\$45,000 to \$49,999	160	5.6%	56,596	5.4%
\$50,000 to \$59,999	327	11.4%	99,281	9.6%
\$60,000 to \$74,999	284	9.9%	111,733	10.8%
\$75,000 to \$99,999	139	4.8%	99,933	9.6%
\$100,000 to \$124,999	27	0.9%	43,341	4.2%
\$125,000 to \$149,999	40	1.4%	19,585	1.9%
\$150,000 to \$199,999	13	0.5%	16,106	1.6%
\$200,000 or more	9	0.3%	17,352	1.7%
Total	2,875	100.0%	1,038,940	100.0%

Source: 2000 U.S. Census

Exhibit 92 shows the prevailing wage rates by job type and skill level as reported by local industrial businesses in April 2001. Unskilled office position wage rates hover just above the minimum while only skilled bookkeepers have higher wages when they are skilled. Manufacturing and transportation positions have unskilled wages starting around \$6.00 per hour for general laborers to \$11.00 per hour for beginning electricians. Skilled manufacturing jobs range from just over \$11.00 per hour to just over \$19.00 per hour. Abilene's wage rates appear to be compatible with the rest on non-metropolitan Kansas (**Exhibit 93**).⁴⁵

⁴⁵ Based on a cursory review of the Kansas Wage Survey - 2003 Edition, Kansas Department of Human Resources, May 2003.

Exhibit 92: Abilene Prevailing Wage Rates (April 2001)

Job Title	Average Hourly Wage	
	Unskilled	Skilled
Secretary/Reception	\$5.41	\$11.00
Bookkeeper	\$5.97	\$20.00
General Office	\$5.68	\$14.50
Janitorial	\$5.15	\$9.05
General Laborer	\$6.00	\$11.65
Sheet Metal Fabrication	\$7.88	\$12.42
Industrial Painter	\$7.88	\$11.91
Industrial Electrician	\$11.00	\$17.60
Production Equipment Operator	\$7.85	\$11.23
Production Assembly	\$7.88	\$12.42
Welders	\$8.88	\$16.40
Warehouse	\$7.88	\$19.16
Truck Driver	\$7.00	\$19.16
Mechanics	\$7.85	\$14.00
Equipment Maintenance	\$8.00	\$15.42
Salesman	\$10.00	*
Draftsman	\$10.00	\$15.42
Computer Technician or Operator	\$12.00	\$15.00

Exhibit 93: Wage By Industry (2003)

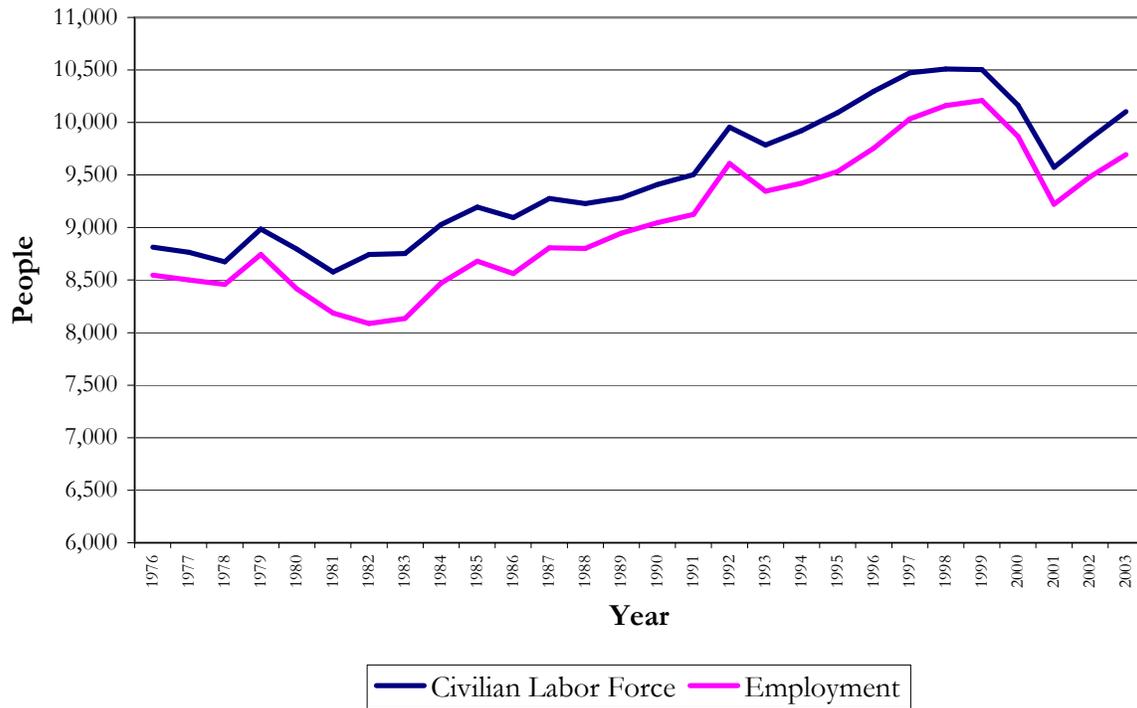
Industry	Dickinson County		Kansas		Difference	
	Annual Average Wages	Weekly Average Wages	Annual Average Wages	Weekly Average Wages	Annual Average Wages	Weekly Average Wages
Agriculture, Forestry, Fishing and Hunting	\$25,127	\$483	\$26,244	\$505	-\$1,117	-\$22
Mining	\$27,747	\$534	\$39,733	\$764	-\$11,986	-\$230
Utilities	ND	ND	\$58,592	\$1,127	ND	ND
Construction	\$20,616	\$396	\$34,231	\$658	-\$13,615	-\$262
Manufacturing	\$25,432	\$489	\$41,282	\$794	-\$15,850	-\$305
Wholesale Trade	\$27,983	\$538	\$43,474	\$836	-\$15,491	-\$298
Retail Trade	\$16,566	\$319	\$20,344	\$391	-\$3,778	-\$72
Transportation and Warehousing	\$32,529	\$626	\$32,906	\$633	-\$377	-\$7
Information	\$25,403	\$489	\$50,679	\$975	-\$25,276	-\$486
Finance and Insurance	\$28,905	\$556	\$45,615	\$877	-\$16,710	-\$321
Real Estate, Rental and Leasing	\$10,009	\$192	\$26,956	\$518	-\$16,947	-\$326
Professional and Technical Services	\$21,543	\$414	\$42,820	\$823	-\$21,277	-\$409
Management of Companies and Enterprises	ND	ND	\$53,498	\$1,029	ND	ND
Administrative and Waste Services	\$12,471	\$240	\$24,168	\$465	-\$11,697	-\$225
Educational Services	\$0	\$0	\$26,428	\$508	-\$26,428	-\$508
Health Care and Social Assistance	\$16,416	\$316	\$30,413	\$585	-\$13,997	-\$269
Arts, Entertainment and Recreation	\$15,112	\$291	\$13,988	\$269	\$1,124	\$22
Accommodation and Food Services	\$8,153	\$157	\$11,076	\$213	-\$2,923	-\$56
Other Services	\$13,630	\$262	\$21,560	\$415	-\$7,930	-\$153
Government	\$21,574	\$415	\$30,120	\$579	-\$8,546	-\$164
Total	\$21,627	\$416	\$31,485	\$605	-\$9,858	-\$189

Source: Kansas Department of Labor – Labor Market Information Services, 2003 Employment and Wages, December 2004.

E. Employment and Work Force

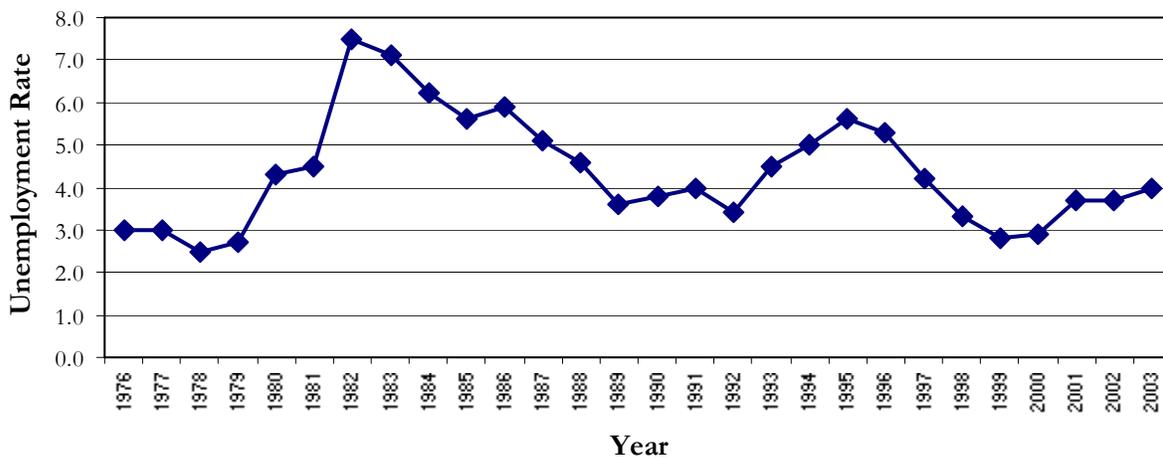
Dickinson County’s civilian labor force has grown from 8,813 in 1976 to 10,104 in 2003 (**Exhibit 94**). With the exception of the mild recession in 1982, employment growth has mirrored labor force growth. Since 1976, unemployment rates in Dickinson County have ranged from a low of 2.5% in 1978 to 7.5% during the recession in 1982 (**Exhibit 95**). Once unemployment rates reach 2.5% or lower, the local economy is approaching “full employment” meaning that there is an insufficient labor pool to accommodate expanded employment opportunities. Those who are not employed in a fully employed labor force are either not willing to take positions or are in a transition from one job to another, which is a natural function of the labor market.

Exhibit 94: Dickinson County Labor Force and Employment (1976 - 2003)



Source: Kansas Department of Labor

Exhibit 95: Dickinson County Unemployment Rates (1976 & 2003)



Source: Kansas Department of Labor

Exhibit 96 lists the major employers in Abilene and the surrounding area. The Russell Stovers Plant located southeast of the I-70 Exit 292 interchange, consistently employees approximately 700 people, a majority of whom live in Geary and Saline Counties. Despite recent layoffs resulting from a corporate reorganization, Duckwall/ALCO employs in excess of 500 people in the company’s

corporate headquarters, warehouse and retail store. Other major industrial employers include Abilene Machine and Great Plains Manufacturing. Small industrial firms, some of which are experiencing growth include Abrasive Blast, ADM Milling, Consolidated Nutrition, Crown TL Cabinets, DeBruce Grain, MIDCO Plastics and Rawhide Portable Coral. No data on Rawhide Portable Coral's employment has been collected; however, they recently relocated operations to expand their business, which will increase employment.

As previously noted, Abilene is the public administration and health care center of Dickinson County. The combined Dickinson County, City of Abilene and USD 435 employment was 345 with a very broad range of occupational opportunities. In 2002, Memorial Health Systems employed 179 people in the hospital and accessory functions.

Exhibit 96: Abilene Area Major Employers

Employer	1998	1999	2000	2001	2002
Abilene Concrete	7	7	7	6	5
Abilene Machine	114	115	100	100	105
Abrasive Blast	25	28	25	25	16
ADM Milling	26	30	27	33	33
Bert & Wetta Sales	21	9	8	9	9
Brierton Engineering	18	0	15	12	9
City of Abilene	61	64	59	65	58
Consolated Nutrition	24	23	23	23	19
Crown TL Cabinets	21	20	23	20	19
DeBruce Grain	14	15	15	17	18
Dickinson County	116	116	116	116	116
Duckwall/ALCO, Inc.	482	479	478	478	513
Eisenhower Center	62	54	54	54	49
Great Plain Manufacturing	123	126	130	131	131
Green Ford Sales	52	52	45	45	42
Holm Automotive	44	40	42	36	37
Kaytee Products, Inc.	9	11	11	10	10
Westar/KGS	30	27	24	23	25
Memorial Hospital	103	134	131	150	179
MIDCO Plastics	28	26	26	34	35
Reflector-Chronicle	20	20	18	16	16
Russell Stover	757	761	769	654	700
USD 435 Schools	247	209	178	167	171
Total	2,404	2,366	2,324	2,224	2,315

Source: Abilene Community Development Department

F. Local Economic Activities

Abilene's local economy is diverse for a small central-Kansas town. This is due to several historic facts about the city, including, but not limited to:

- Being the northern terminus of the Chisholm Trail and thus a railroad port city;

- Construction of Interstate 70 just north of Abilene;
- Being established as the Dickinson County seat;
- Being the boyhood home of President Dwight D. Eisenhower; and
- Being located equidistant from Salina and Junction City.

These factors have strongly influenced the development of the city's and regions economy. Tourism, manufacturing, agriculture, health care and public service are significant contributing sectors to Abilene's economy.

Tourism

Due to Abilene's rich cattle town history, retained structures and historic figures, tourism is a significant component of the local economic landscape. As the northern terminus of the famed Chisholm Trail and the boyhood home of President Dwight D. Eisenhower, Abilene is a nationally recognized destination for travelers along Interstate 70. The existing mix of specialty retail, entertainment, cultural events and lodging is a testament to Abilene's reputation as the "Little Town of Mansions".

Tourism has become increasingly important to the prolonged survival of rural communities. While many fail, some flourish. Enhancing tourism is touted as an attractive economic development approach because of:

- Increased demand for tourism and cultural entertainment;
- Loss of traditional rural economic patterns;
- Perceptions of tourism as a clean industry;
- The relatively low investment in public infrastructure;
- Relatively low business capitalization; and
- Apparent ease in creating jobs.⁴⁶

While many of these attributes are generally accurate, tourism should not be viewed as an economic development panacea. Tourism tends to generate low wage service and retail jobs. Predominately filled by women, the jobs are usually not sufficient to sustain household needs.⁴⁷ The relatively low capital investment does little for the property tax base. In some areas, local residents may harbor distrust of visitors to their communities. These negative aspects of tourism along with the benefits should be acknowledged and accounted for when a community elects to support tourism enhancement efforts.

⁴⁶ Marcouiller, David W., "Toward Inegrative Tourism Planning in Rural America", *Journal of Planning Literature*, Vol. 11, No. 3 (February 1997), Page 337.

⁴⁷ Id, Page 342.

In most cases, a strong local tourism industry requires an integrated approach to community marketing, cross promotions and mutual investment. Abilene has many existing organizations that support tourism and historic preservation efforts. Among these include the Convention and Visitor's Bureau, Heritage Commission, Chamber of Commerce, Heritage Homes Association, Dickinson County Historical Society and others.

Attractions

Abilene has many tourism attractions ranging in size and subject matter. **Exhibit 97** shows the official attendance for a number of attractions in Abilene. Over the past 8 years, overall attendance of Abilene's attractions has waned from nearly 176,000 in 1997 to just over 154,000 in 2004. With the exception of the tour homes (Seelye and LeBold Mansions), the attendance in 2004 was less than it was in 1997. The following descriptions are not all inclusive of the tourist attractions in Abilene.

- *Eisenhower Center* features the restored boyhood home of General and President Dwight Eisenhower. Also located on the center's spacious grounds are his presidential library, museum and a meditation chapel, where Eisenhower and his wife are interred.
- *Greyhound Hall of Fame* recaptures 5,000 years of greyhound and racing history.
- *Old Abilene Town and Museum* is a re-creation of famous Texas Street from the city's historic cowtown era of the 1870's.
- *Dickinson County Historical Society Museum* and the Museum of Independent Telephony and the national landmark Parker Carousel are located adjacent to Eisenhower Center.
- The *C.H. LeBold* and *Seelye Mansions* are the two most prominent preserved mansions in Abilene. However, there are over a hundred stately turn-of-the-century homes in Abilene.
- *Abilene and Smoky Valley Railroad* provides frequent scenic excursion tours along its rural 18-mile course.
- *Great Plains Theatre Festival*, a premier year-round professional stage production company, is housed in a century-old former church.

These attractions along with special events (Wild Bill Hickok Rodeo, National Greyhound Association Meets, Western Heritage Festival, etc...), historic structures, 7 antique stores and unique dining provide a sound foundation upon which the local tourism industry is built.

Exhibit 97: Tourism Attraction Attendance (1997-2004)

Major Attractions	1997	1998	1999	2000	2001	2002	2003	2004
Eisenhower Center	89,000	89,308	90,000	85,500	77,330	77,000	87,000	81,049
Heritage Center	20,049	16,201	16,769	15,117	16,576	14,047	14,094	14,534
Traveler Information Center	21,356	20,013	19,055	17,303	15,773	15,790	14,413	14,349
Greyhound Hall of Fame	26,508	27,210	29,563	34,000	22,164	26,734	25,964	23,620
Abilene/Smoky Valley Railroad	18,976	17,531	18,794	11,724	11,343	11,333	9,500	9,883
Seelye Mansion	ND	ND	ND	ND	7,500	6,800	6,500	6,700
LeBold Mansion	ND	ND	ND	ND	1,579	2,069	3,023	3,922
Total	175,889	170,263	174,181	163,644	152,265	153,773	160,494	154,057

Source: Abilene Convention and Visitor's Bureau

Historic Structures

One of Abilene's most striking assets is the number and condition of the historic commercial and residential buildings. Many of the pre-1940's buildings in Abilene were in a state of disrepair in the early 1980's. After a period of widespread demolition of severely dilapidated structures, a strong wave of private investment to rehabilitate older residential buildings began in the mid-1980's. For the most part older homes, both extravagant and modest, are well maintained and functional. **Exhibit 98** lists the properties in Abilene that are listed on the National Register of Historic Places.

Exhibit 98: National Register of Historic

Site or Landmark	Location	Date Designated
Eisenhower Home	201 SE. 4 th St.	January 25, 1971
C. H. Lebold House	106 N. Vine St.	May 8, 1973
A.B. Seelye House	1105 N. Buckeye Ave.	April 25, 1986
Lander Park Carousel	412 S. Campbell St.	February 27, 1987
John Johntz House	214 N. Walnut St.	September 20, 1991
Abilene Union Pacific Railroad Passenger Depot	Jct. of N. 2nd and Broadway Sts.	September 8, 1992
Abilene Union Pacific Railroad Freight Depot	110 N. Cedar St.	September 2, 1993
Emerson Coulson-Emerson House	813 N. Olive St.	April 14, 1995
Perring Building	115 NW. 3rd & 118 NW. 2nd Sts.	December 31, 1998
Harry C. Litts-Dieter House	702 N. Cedar St.	July 14, 2000
Meade-Rogers House	813 NW. 3rd St.	July 14, 2000
First Presbyterian Church of Abilene	300 N. Mulberry St.	May 25, 2001
Hotel Sunflower	409 NW. 3rd St.	May 25, 2001
St. John's Episcopal Church	519 N. Buckeye Ave.	May 25, 2001
United Building	300 N. Cedar St.	May 25, 2001
Abilene City Park Historic District	4th, Poplar and Pine Sts.	June 6, 2002
Versteeg House	506 S. Campbell St.	March 23, 2005

Source: Kansas Historical Society, State Historic Preservation Office, 2005.

Convention and Visitors Bureau

[To be Inserted in Future Revisions]

Lodging

Four modern motels provide 233 rooms, dining facilities and accommodations for meetings and large groups. Numerous bed-and-breakfast inns in the area provide comfortable lodging in many of Abilene's Victorian homes. Three local RV and camping parks serve travelers who desire comfort and amenities while "roughing it."

Manufacturing

[To be Inserted in Future Revisions]

Agriculture

[To be Inserted in Future Revisions]

Health Care

[To be Inserted in Future Revisions]

Local Government

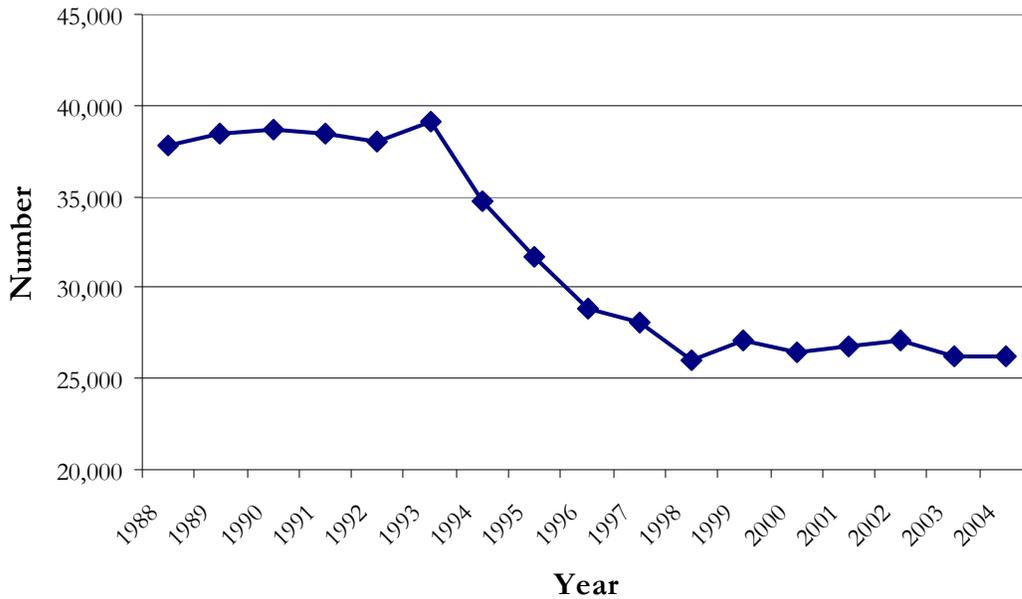
Abilene is the largest full-service city in the County, the County seat of Dickinson County, home of the Eisenhower Presidential Library and is the primary community served by the USD 435 School district. As such, the provision of public goods and services is a significant and stable source of employment in the area. However, relative to the state, Abilene does not have a specialization in public services. There are approximately 430 people employed by the City, County, School District and the Eisenhower Center.

Greyhound Industry

Abilene has a unique place in the international Greyhound racing industry. In addition to the significant number of local breeders, trainers, suppliers and veterinarians, the National Greyhound Association (NGA) headquarters and the Greyhound Hall of Fame are located in the Abilene area. Within Kansas there are 309 owners, breeders and operators. There are 900 people employed in the greyhound industry with a significant number of them in Dickinson County. In Dickinson County, there are approximately 50 to 60 breeders, many of whom have large-scale kennels. Dickinson County breeders represent 20% of those in Kansas yet account for 40% of the greyhounds raised in Kansas.

The NGA established its headquarters in the United Trust Building in downtown Abilene in 1945. The NGA's current headquarters, race track and kennel facilities are located approximately 1 mile west of Abilene and encompasses 55 acres. The NGA has approximately 2,800 members around the world and the organization registers approximately 33,000 puppies annually (**Exhibit 99**). The NGA hires 16 people and hosts spring and fall meets that draw 500 to 600 people to Abilene along with 800 to 1,000 greyhounds.

Exhibit 99: Annual Greyhound Registrations (1988 – 2004)



The Greyhound Hall of Fame provides a history of greyhounds, racing and the industry. The NGA and the American Greyhound Track Operators Association (AGTOA) jointly fund the Greyhound Hall of Fame and the Board of Directors is made up of 6 members from both organizations. The Hall of Fame draws over 25,000 visitors a year (**Exhibit 97**).

G. Local Economic Development Resources

Local Incentives

There are a number of economic development incentives available to individuals and businesses that invest in the community. Most of these financial incentives either promote industrial, warehousing or research and development or are targeted to specific areas in the city. Overtime the mix of incentives will change to reflect shifts in local need, policy and opportunities.

Ad Valorem Tax Exemptions

Ad Valorem Tax Exemptions provide for the exemption of increased property taxes due to new construction, expansion of buildings, purchase of land and installation of equipment, which increases capital investment and employment. Eligible investments must be involved in one of the following business activities:

- Manufacturing articles of commerce;
- Conducting research and development relative to the manufacture of products; and/or
- Storing goods traded in interstate commerce.

Ad valorem tax exemptions are honored for 10 years with an annual decreasing benefit of 10%. The amount of taxes exempted is dependant on the amount of capital investment and jobs created or

retained. A minimum capital investment of \$50,000 is required and a minimum of 4 jobs must be created or retained.

Industrial Revenue Bonds

Eligible development projects may petition the City Commission to issue Industrial Revenue Bonds, thereby using the City's bonding authority to finance development projects at a competitive interest rate. The developer pays the bonds directly, while the City leases the improvements to the developer until such time as the bonds are retired. In addition to low financing rates, the issuance of IRB's provides the following incentives:

- Certain projects financed with IRBs may be exempt from state income tax;
- Sales tax exemption certificate; and
- Ad valorem tax exemption incentive based on the amount of capital investment and jobs created.

In order for a project to be eligible it:

- Must be related to agriculture, commercial, hospital, industrial, natural resources, recreational and manufacturing uses;
- Must use proceeds for the purchase, installation and/or construction of land, buildings, equipment and/or infrastructure;
- Must not provide a competitive advantage over existing businesses within the City;
- Must be nonpolluting and consistent with development regulations;
- Must not overburden public facilities and services;
- Must be for a business with a sound financial base; and
- Must have a minimum capital investment of \$500,000 for new businesses and \$250,000 for the expansion of existing businesses.

Free Land

The City owns 20 acres located adjacent to the Russell Stover plant near I-70 exit 272 and has an option for an adjacent 20-acre parcel. Upon petition by the developer of an eligible industrial or heavy commercial use, the City Commission may deed to the developer the land at no cost. The site has a full range of public services available and has convenient access to I-70.

Industrial Land Policy

This policy allows the City to fund up to \$4,000 per acre for approved industrial development on industrial zoned land. The project must provide a minimum amount of private investment and job creation. City funding for land acquisition for eligible industries shall be calculated upon the following:

- A minimum base requirement of ten full-time equivalency (FTE) new jobs; a minimum base wage of not less than \$9.00 per hour, not including benefits; and a minimum of \$100,000 of new capital investment in new facilities, as determined by building permit values, and/or new taxable personal property, excluding inventory. The minimum base shall qualify the eligible industry for up to a maximum of \$40,000 in land acquisition costs, and a maximum of ten acres of land.
- Additional city funding participation for additional land acquisition in excess of the base shall be calculated at a rate of \$1,000 for each additional FTE job over the base; and an additional \$1,000 for each additional \$50,000 of capital investment over the base.

City funding in eligible projects shall not exceed \$80,000 for a maximum of 20 acres of land, unless otherwise approved by the City Commission.

Industrial Infrastructure Policy

The industrial infrastructure policy provides matching funds for public infrastructure improvements to serve existing Abilene industries, which provide continued employment and new capital investment in facilities. Eligible businesses must be located in industrial zoning districts. Eligible improvements include municipal water lines, sanitary sewer, public streets and public storm drainage facilities. City funding is calculated upon the following:

- A minimum base requirement of eight (8) full-time equivalency (FTE) retained jobs or a minimum of four (4) new FTE jobs, and a minimum \$100,000 of new capital investment in new facilities, as determined by building permit values, and/or new taxable personal property, excluding inventory. The minimum base shall qualify the project for City funding of 25% of the total project cost.
- Additional city funding participation shall be calculated at a rate of 1% for each additional FTE retained and 2% for each additional FTE new job above the base minimum; and an additional 1% for each additional \$30,000 of eligible investment above the base minimum.

City funding will not exceed \$25,000, or a maximum of 50% of the total cost of an eligible project, whichever is less. Jobs must be retained for a minimum of three (3) years from the completion of the infrastructure construction.

Enterprise Zone Benefits

Abilene is located within the North Central Kansas Enterprise Zone, which provides income tax and sales tax benefits to new and expanding businesses. Benefits include:

- a \$2,500 income tax credit for each new job;
- a \$1,000 income tax credit for each \$100,000 of new facility investment; and
- a sales tax exemption for construction materials and equipment purchases for new businesses.

Tax credits may be carried over for a maximum of 10-years to ensure that the maximum benefit is received.

Neighborhood Revitalization Tax Rebates

With the adoption of the Neighborhood Revitalization Tax Rebate Program (NRTRP), the City of Abilene, Dickinson County and USD 435 authorize the granting of tax rebates to spur private investment to improve the downtown and designated residential areas. The program provides a 10-year property tax rebate on the increased taxes paid as a result of new construction or rehabilitation projects in the Neighborhood Revitalization Area. The amount of rebate is dependent on the type of project, the increased property value, property tax rates and the percent of rebate allowed (**Exhibit 100**).

Exhibit 100: Percent of Property Tax Rebate Allowed

Years	Commercial		Residential	
	New	Rehab	New	Rehab
1 - 5	50%	100%	100%	50%
6 - 10	25%	50%	50%	25%

Since the program inception in 2003, the tax rebates have been provided to 3 housing in-fill projects and will be providing incentives to at least half a dozen new residential and commercial projects in 2006.

Downtown Lending Program

This program provides interest rate subsidies to reduce the property owner’s loan interest expense for eligible exterior improvements to downtown buildings. The loan principal must be through a local participating lender and must have the following terms:

- Minimum of \$10,000, maximum of \$25,000 for a single structure;
- Maximum term of five (5) years with a fixed interest rate, with possible balloon and refinancing of balance after five (5) years at conventional rates, if approved by lender.
- Lenders will reduce effective rates by 1.5 percent (1.5%), with the city reducing rates an additional 3.0 percent (3%), for an effective rate reduction of 4.5 percent (4.5%).

Subsidized program interest rates will only be provided for up to five (5) years for any project.

Residential Infrastructure Policy

This policy provides interest payments on temporary notes issued for the construction of residential infrastructure. The City Commission may pay up to \$30,000 dollars in interest payments for a maximum principle of \$150,000 per development phase. The temporary notes may be issued for up to 4 years. Once the infrastructure improvements are complete the temporary notes are expired and general obligation bonds issued for the long-term financing of the improvements. The Commission has not set a limitation on the number of projects that will be funded in any given year.

H. Non-Residential Sites Available

Industrial

Within the existing City limits there is approximately 200 acres of vacant land zoned for industrial uses. Most of the vacant industrial land is located in the northwest portion of the city and in general there is a full range of services available. However, in some situations infrastructure extensions may be required. This industrial area consists of mostly vacant cultivated land with scattered industrial operations (Russell Stover, ALCO/Duckwall Warehouse, Abilene Concrete Plant, fueling station, etc...). With quick noncongested access to Interstate 70 at Exit 272, this area has a strong potential for warehousing, transportation, manufacturing and industrial support businesses. To date the area has not been platted, improved or marketed as an industrial park.

There are a few potential industrial redevelopment sites located along the railroad tracks in Abilene and just beyond the city limits. However, given the close proximity to residential and consumer retail establishments, many of these sites may not be suitable to more obnoxious industrial uses.

I. Key Local Economy Issues

Through the Plan development process the following issues relating to the local economy were identified:

- Disparity of high quality job opportunities with good wages and benefits;
- Lack of coordinated marketing efforts to promote economic and cultural activities; and
- Lack of economic development incentives for small businesses.

Chapter VII. Transportation

A. Introduction

The transportation network moves people, commodities, goods and services within and through the community through various modes. The street network is the framework upon which the City's land use pattern has and will develop. Development impacts the street system's ability to provide safe convenient mobility and access. Strategically located and timed street improvements can guide desirable development. However, excessive or poorly designed development can overburden the street system and generate the need for costly improvements. Railroads have a profound impact on the desirable adjacent land use pattern and airport facilities can provide a desirable level of specialized transportation services that appeal to companies and community investors.

B. Streets

The most visible element of the transportation system is the City's system of streets (**Map 4**). Street systems consist of a hierarchy of street classifications based on the street function in terms of width, unhampered length, traffic volume and other design factors. The street classifications are defined as:

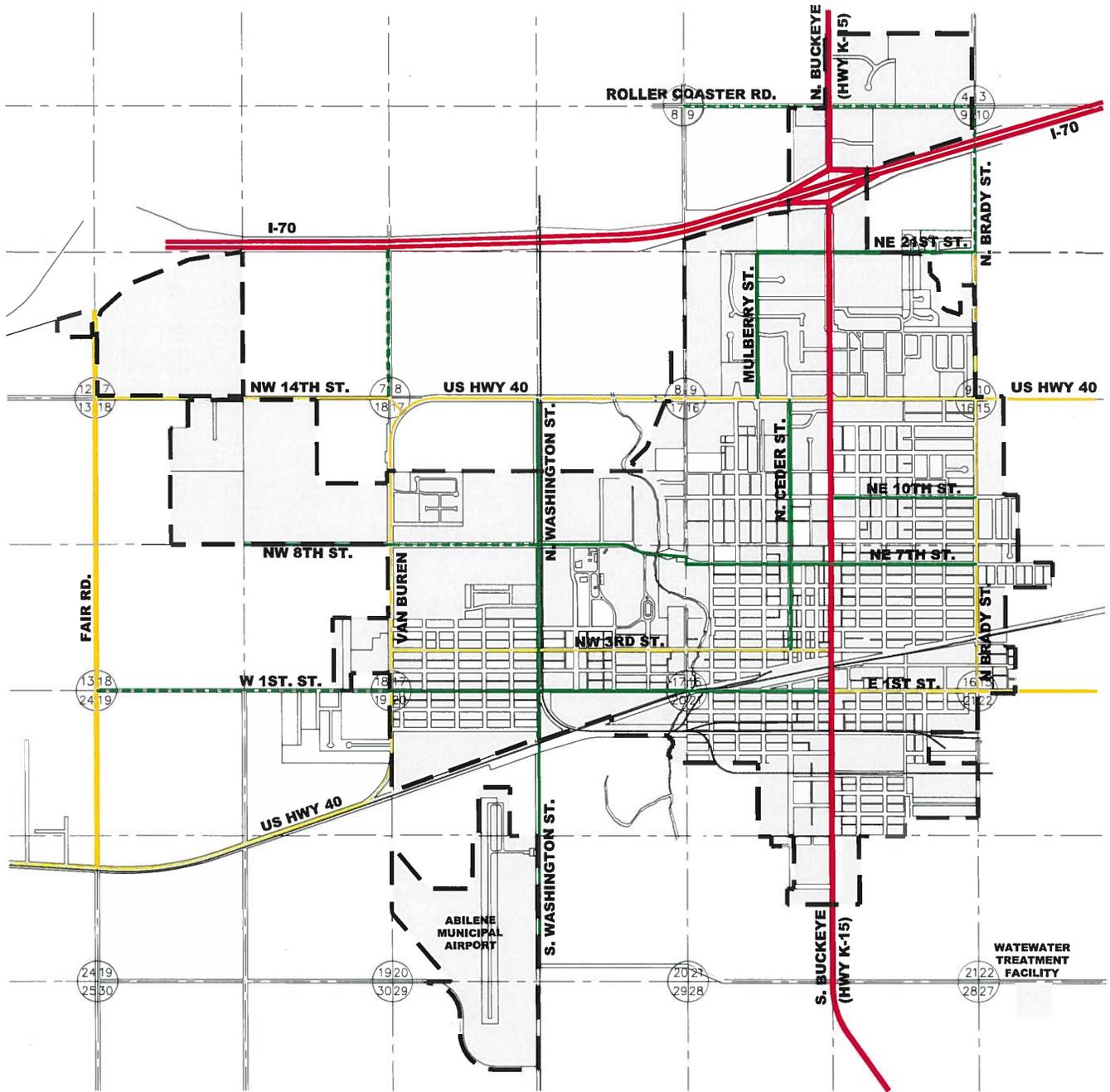
- Major Arterial streets provide rapid and efficient movement of large volumes of through traffic between areas and across the City and County. They typically have controlled access, multiple lanes; divided highways devoted to high-speed and long-distance travel. I-70 is a prototypical major arterial while Buckeye Avenue (K-15) has many of the characteristics of a major arterial street.
- Minor Arterial streets are the primary traffic arteries of the city. Their function is to move intracity and intercity traffic. The streets that comprise the minor arterial system may serve abutting property; however, their major function is to carry traffic. Examples of minor arterial streets include: NW. 3rd, 14th, Van Buren and Brady Streets.
- Collector streets collect traffic from local access and carry to it to the arterial street system. They may in some instances supplement the minor arterial system by facilitating minor through traffic movement. This is particularly true in a classic grid system such as Abilene's historic street pattern. Collectors are also designed to provide direct access to adjacent property. Examples of collector streets include: W. 1st, NE 7th, NW 8th, Washington and Cedar Streets.
- Local streets are designed for slow low volume traffic that accesses abutting property. They are not intended to carry heavy volumes of traffic and should be located and designed such that only traffic with origins and destinations of the streets would be served. Examples of local streets include Spruceway, Charles, S. 2nd, Hilltop and Pine Streets.

Map 4: Functional Road Classification

MAP 4

Road Classifications

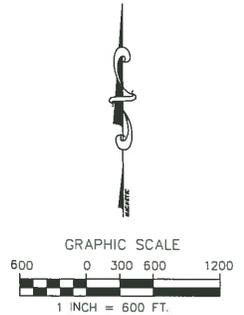
City of Abilene, Kansas



LEGEND

- City Limits
- Incorporated Cities
- Principal Arterial
- Minor Arterial
- Collector
- Future Improved Roadway (Collector)

All map data supplied from record information that has not been verified.



EARLES ENGINEERING & INSPECTION, INC.
Civil & Structural Engineers - Construction Inspectors

Exhibit 101 shows the number of miles of arterial and collector streets existing and proposed within the City. Abilene's street system is primarily an efficient traditional grid pattern, although there are some curvilinear local residential streets. There are two Interstate exits adjacent to the Abilene City limits – Exit 275 at Buckeye Avenue (K-15), which is a primary commercial corridor and Exit 272 at Fair Road which serves the developing industrial area in the extreme northwest of the City. The minor arterials and collectors are in the form of a grid that provides multiple routes to various points throughout the city. The local streets are primarily hard surface with curb and gutter. There are several blocks of substandard streets in the city, which are gravel or hard surface without curb.

Exhibit 101: Arterial and Collector Street Miles

Street Classification	Existing Miles	Additional Miles
Principal Arterial	6.0	0.0
Minor Arterial	8.5	0.0
Collectors	8.0	3.2
Total	22.5	3.2

Source: Community Development Department

There are five entryways into the City: 14th Street from Fair Road, East Old Highway 40 corridor, West Old Highway 40, North Buckeye Avenue (K-15) and South Buckeye Avenue. There are two Interstate exits: North Buckeye (Exit 275) and Fair Road (Exist 272). The primary entryway is the North Buckeye corridor, which is lined with large lot commercial development catering to the bulk shopping of the local population and I-70 travelers. This corridor developed without modern development standards. This is evident by the cluttered signage, lack of public right-of-way extending perpendicular to Buckeye Avenue (particularly on the eastside), and lack of coordinated inter-parking lot access. In addition, the 4-lane highway with frontage roads creates access difficulties for vehicles entering and exiting Buckeye Avenue. Buckeye Avenue (K-15) is a state highway. Therefore any improvements to this roadway would require acceptance by the Kansas Department of Transportation.

The south Buckeye Avenue entryway is located in the 100-year floodplain approximately 1 mile north of the Smoky Hill River. Kansas Highway 15 runs south 40 miles to Highway 56, which is a primary east/west route. The towns to the south are relatively small and do not generate much traffic on K-15. K-15 does however, parallel the historic route of the Chisholm Trail from Newton, Kansas to Abilene. The south K-15 corridor is primarily a commercial and light manufacturing corridor with some residential uses on the north end of the corridor. The extreme northern end of this corridor features the Eisenhower Center, Greyhound Hall of Fame, Old Abilene Town and Smoky Valley railroad. Signage, land use and access do not appear to be a significant issue along this pleasant entryway.

The Old Highway 40 (NE. 14th Street) east corridor used to be the primary entry into town prior to the construction of Interstate 70 in the 1950's. This corridor features aging heavy commercial establishments along with some isolated residential uses. While signage is not a significant issue in this corridor, the condition of commercial buildings, parking lots and landscaping make this a fairly unattractive entry.

The Old Highway 40 (Van Buren Street) west corridor is primarily an aging residential and vacant lot corridor, although there are some commercial uses in isolated locations. The westside of this corridor is not incorporated into the City. The aesthetics of this corridor are very poor due to substandard improvements and property disinvestment. Dickinson County residents or those who are patrons of the National Greyhound Association or related businesses primarily use this corridor.

Map 5 shows locally generated traffic counts at various locations throughout the City. As is expected the N. Buckeye Avenue corridor has the highest traffic counts because it is the primary access to the city and to many businesses. North/south traffic at the intersection of N. Buckeye accounts for 11,235 northbound and 9,530 southbound trips a day. I-70 traffic counts range from 15,500 to 16,070. NW. 3rd Street, which runs east/west through downtown, has approximately 4,860 daily trips. At current traffic levels, all intersections are operating with minimal stacking of vehicles.

C. Light Vehicles and Pedestrian Facilities

Abilene historic growth pattern makes light vehicle (bicycle, scooter, etc...) and pedestrian movement a viable option for the activities of daily living. Commercial areas, schools, parks and other destinations are within a 1/2 to 1 mile from most homes. Although there are many who use light vehicles within the City, there have been few public improvements designed specifically to make light vehicle traffic as safe as reasonably possible. There are not dedicated bike lanes, marked crossings, bike paths, pedestrian bridges or other such facilities. However, bicycle racks are provided at public institutions. This lack of improvements is not a matter of deficiency but is reflective of a safe environment within the streets under their current condition.

Map 6 shows the location and condition of sidewalks along the arterial and collector streets within the city. Most of Abilene developed prior to 1945 with sidewalks on both sides of the streets. Some of the aging sidewalks (brick and concrete) have been replaced or removed, however, there are some deteriorating sidewalks. Most of the residential areas built after 1945 do not have sidewalks, which either force pedestrians to walk in the street or they walk on the grass.

Any town that doesn't
have sidewalks doesn't
love its children.

- ***Margaret Mead***

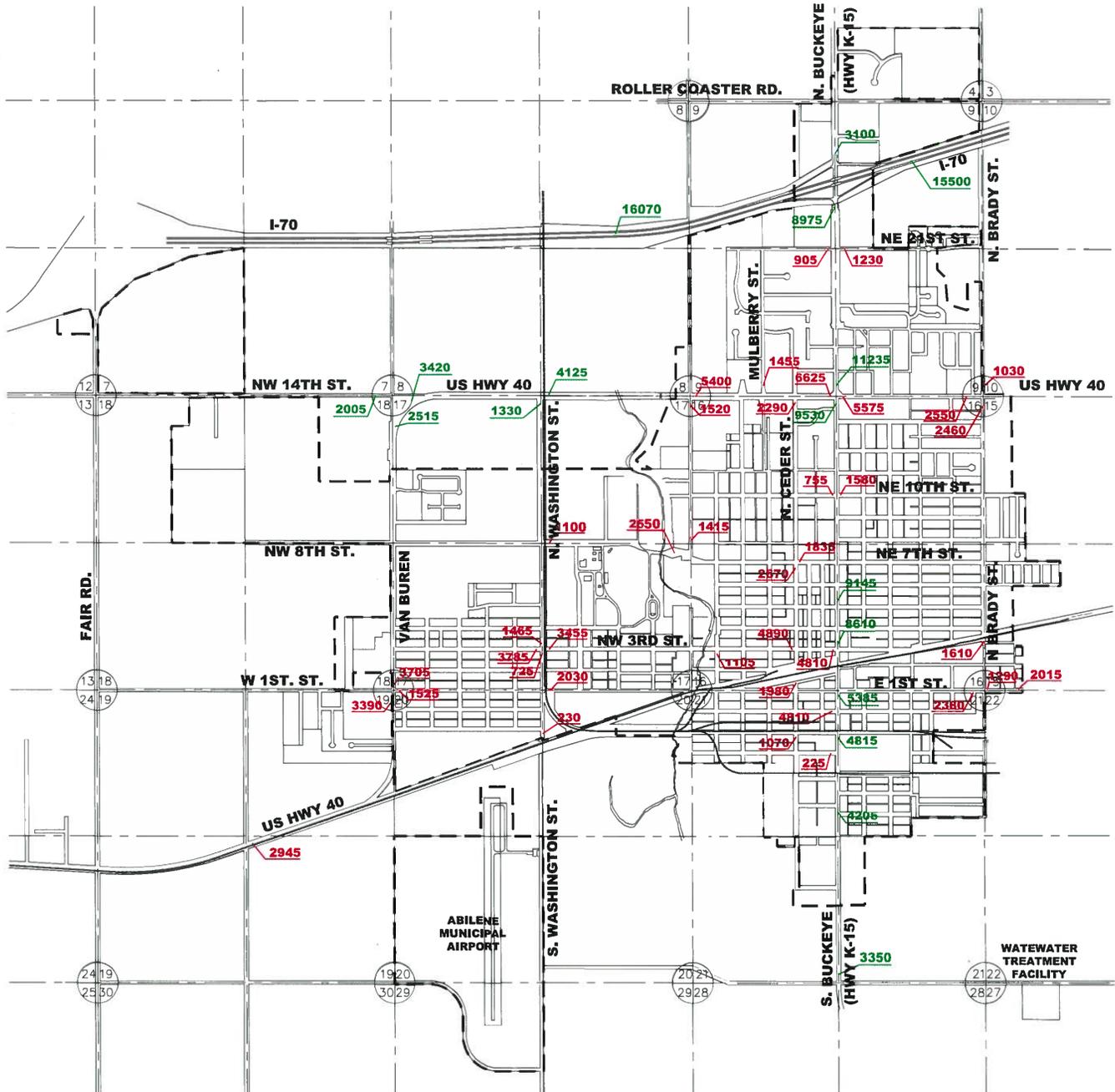
The city installs a number of ADA compliant intersection curb cuts on an annual basis. In addition, the city has a sidewalk replacement cost share program where property owners can receive funding for up to \$30.00 per square yard of sidewalk and up to \$18.00 per linear foot of curb relating to sidewalk construction or repairs. This program has a FY 2006 budget of \$10,000. While this approach leverages private funds, it does create an incoherent sidewalk pattern where one property may have an excellent sidewalk while the next property may have no sidewalk.

Map 5: Traffic Counts

MAP 5

Traffic Counts

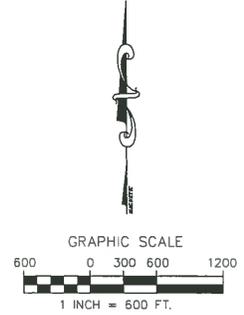
City of Abilene, Kansas



LEGEND

- 3350 SEASONAL & AXLE FACTOR APPLIED TO COUNTS (IN GREEN)
- 2945 NO ADJUSTMENTS TO COUNTS (IN RED)
- CITY LIMITS

DATA SOURCE:
 Kansas Department of Transportation
 Federal Highway Administration
 August 2005



Map 6: Sidewalk Condition

[To be Inserted in Future Revisions]

D. Airport

Located on the southern edge of the city on South Washington Street, the Abilene Municipal Airport occupied 170 acres and has a 4,100 ft. long asphalt runway. Approximately 30,000 flight operations occur at the airport annually. There were 24 county registered aircraft based in Abilene. The airport has a parallel taxiway, taxilanes serving public rental and private hangers, a terminal building, fuel sales, airplane maintenance and training services. The most recent improvements to the airport facility were the installation of a beacon, PAPIs and REILs, which was completed in 2005.

Completed in 1999, the Airport Layout Plan Update made findings concerning future airport demand, operations and improvements. The following projects are listed as short-term (0-5 year) projects, which have not been completed as of 2006.

Airfield:

- Repair/overlay/mark (NPI) Runway 17-35 and partial parallel taxiway (900' x 35').
- Construct/grade/pave/mark parallel taxiway and runway connecting taxiways (approximately 3,300' x 35') to south end of Runway 17-35.

Terminal Area:

- Expand current apron area to the west adding approximately 2,800 square yards.
- Purchase/install an Airport Remote Radio Access System (ARRAS).

Other:

- Implement airport pavement maintenance program.
- Install airport directional signs along primary travel corridors.
- Develop airport website.
- Develop membership status and affiliation with national aviation organizations.
- Promote airport facilities as an economic development asset.
- Establish airport policy on new hangar lease rates and leasing terms.

E. Railroads

[To be Inserted in Future Revisions]

F. Key Transportation Issues

[To be Inserted in Future Revisions]

Chapter VIII. Goals, Actions and Policies

A. Policy Framework

This policy hierarchy forms Abilene’s statement of public purpose and intent regarding community marketing, economic development, historic preservation, land use, infrastructure and services and intergovernmental relations. Goals and policies serve distinct functions within the Plan’s public policy framework as described in the following definitions:

Goal – description of a desired state of affairs for the City in the future. Goals are the broad public purpose toward which policies and programs are directed. Generally, more than one set of actions (policies) may be needed to achieve each goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence: “Our goal is...”.

Policy – statements of government intent or actions against which individual decisions or activities are evaluated. Policies and actions typically indicate the agency primarily responsible for implementing the policy.

Many of the policies contained within this Plan address interrelated components of the community. For instance, a policy relating to transportation facility standards for urban land uses would be equally relevant to roads, land use and urban design.

B. Vision Statement

The following vision statement was developed by the Plan’s Steering Committee after reviewing the broad-based citizen input assembled in **Appendix A**. The statement reflects the community’s general consensus of the City’s desired future.

Abilene will be a thriving community
open to change and boasting a quality of
life reminiscent of “Hometown USA”.

C. Key Issues, Goals, Policies and Actions

Throughout this Plan key community issues are identified. Once the issues were identified, several goals to address the issues were discussed and articulated through public participation and the Steering Committees detailed review. Goals are achieved through specific policies and/or actions. As previously described in Chapter I, this Plan’s policy framework includes the following definitions:

Goal – description of a desired state of affairs for the City in the future. Goals are the broad public purpose toward which policies and programs are directed. Generally, more than one set of actions (policies) may be needed to achieve each goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence: “Our goal is...”.

Policy/Actions – statements of government intent or actions against which individual decisions or activities are evaluated. Policies and actions typically indicate the agency primarily responsible for implementing the policy.

Many of the policies contained within this Plan address interrelated component of the community. For instance, a policy relating to transportation facility standards for urban land uses would be equally relevant to roads, land use and urban design.

The following goals and policies/actions serve as the basis for determining which tasks the community is going to undertake or support in order to improve the community's overall quality of life. The implementation tasks are listed in **Chapter IX, Table 102**.

Key Issue

1. Increase the opportunity for quality job with good wages and benefits.

Goal A. Increase recruitment efforts targeted towards manufacturing, agri/bioscience research and development.

Action/Policies

1. Update community promotional materials and distribute to mid-size manufacturing firms. Emphasize Abilene's quality of life, low development costs, incentives, economic diversity and utility costs. (Task 8)
2. Establish a quarterly community e-mail newsletter and send it to companies, individuals and trade magazines. (Task 9)
3. Make personal contacts with regional mid-size manufacturing companies. (Task 10)
4. Creatively package existing local, state and federal economic development incentives to demonstrate project feasibility and provide assistance to industries. (Task 11)

Goal B. Maintain existing manufacturing development incentives.

Action/Policies

1. Continue funding and support for the use of the following incentives at existing levels: (Task 11, 12)
 - Industrial Land Policy (Free Land);
 - Industrial Infrastructure Policy;
 - Industrial Revenue Bonds (IRB's);
 - Downtown Lending Interest Subsidy;
 - Neighborhood Revitalization Tax Rebate Program; and
 - Ad Valorem Tax Exemptions.

Goal C. Facilitate the growth of medical and related services.

Action/Policies

1. Review the existing development code to ensure medical uses have sufficient and appropriate locations in the City. (Task 1)

2. Reduce superfluous site design requirements yet create a high quality standard for medical facility and office development. (Task 1)
3. Emphasize the community's existing level of medical services in promotional materials. (Task 8)
4. Send promotional materials to professional organizations and medical school career placement centers. (Task 8)
5. Ensure that City development plans account for the long-term plans of the Memorial Health System. (Task 13)

Goal D. Encourage existing businesses to provide benefits to employees.

Action/Policies

1. Provide information on the benefits of on-site employee benefits such as day care and dining. (Task 8)
2. Provide discount pool passes and event tickets if they are purchased by businesses for their employees. (Task 14)
3. Modify city codes to allow accessory uses to businesses that benefit employees. (Task 1)
4. Provide modest financial support (fee waivers) to construction projects that provide benefits to employee. (Task 14)

Goal E. Support post-secondary, technical and trade education among our existing citizens.

Action/Policies

1. Compile and disseminate information on post-secondary education opportunities to employers and employees. (Task 8, 9)
2. Promote expand the number of courses provided in Abilene from the Cloud County Community College and other institutions of higher learning. (Task 10)
3. Support the school to work/career and mentoring programs to transition local youth to jobs within the community. (Task 15)

Goal F. Attract working age residents both new and returning.

Action/Policies

1. Develop a community semi-annual newsletter. (Task 9, 14)
2. Compile a contact list of all graduates of a high school in Dickinson County to directly market Abilene and promote relocation back to Abilene and Dickinson County. (Task 9, 14)
3. Increase visibility at employment and other offices at regional universities, technical colleges and Fort Riley. (Task 8, 9, 14, 15)
4. Look for opportunities for new families and students to receive pool passes, discounts to attractions and fee waivers. (Task 14)

Key Issue

2. Maintain the integrity of the school system.

Goal A. Coordinate building and infrastructure improvements between USD 435, the City of Abilene, Dickinson County and private development.

Action/Policies

1. Have an annual meeting to discuss long-term projects and the current budget. (Task 6)
2. Include the needs of the school system into the design of the proposed NW. 14th Street improvement project. (Task 7)
3. Work with the school district on a pedestrian circulation plan that increases connectivity and safety for school children and other pedestrian traffic. (Task 5, 7)
4. Provide school district and County an annual report on city development activities and issues. (Task 9)

Goal B. Increase education opportunities through supplemental resources, activities and community involvement.

Action/Policies

1. Host a “City Day” for middle school children to learn about City functions. (Task 16)
2. Develop an annual “box city” program for 3rd or 4th graders. (Task 16)
3. Offer department internships to juniors and seniors. (Task 15)
4. Provide a presentation on civics and government decision making. (Task 16)

Goal C. Explore innovative school funding options.

Action/Policies

1. Leverage City and school project funds as match for grant opportunities. (Task 5, 6)
2. Review long-term school district needs and coordinate with City development incentives and budget. (Task 6)
3. Coordinate bidding processes when possible. (Task 6)

Key Issue

3. Lack of coordinated marketing efforts to promote economic and cultural activities.

Goal A. Uniform signage to promote retail districts and attractions.

Action/Policies

1. Inventory existing public and private signs and sign structures. (Task 3)
2. Amend the existing sign code to ensure effective quality signage while enhancing the attractiveness of community entryways. (Task 1)
3. Enforce the existing abandoned sign code and consider amortization of nonconforming signs. (Task 1, 2)
4. Engage a professional sign design and construction firm to design tasteful, alluring and iconic signage that reflects the community's unique history, culture and shopping opportunities. (Task 3)

Goal B. Market Abilene to Abilenians.

Action/Policies

1. Create a “shop your hometown” marketing campaign touting the benefits of spending in Abilene and the retail and service diversity of Abilene. (Task 4, 9)
2. Advertise local events through the local media, businesses and schools. (Task 4, 9)
3. Encourage businesses to educate employees on the history and business diversity of Abilene. (Task 9)
4. Encourage discount events for local citizens, such as reduced rates for attractions, free trolley rides, etc. (Task 4)

Key Issue

4. Deteriorating streets and sidewalks.

Goal A. Enhance the quality and connectivity of the existing sidewalk system.

Action/Policies

1. Inventory the existing sidewalks system. (Task 5)
2. Review and amend the existing sidewalk standards to reflect pedestrian needs, adjacent road classifications, adjacent land uses and other design considerations. (Task 1, 5)
3. Prioritize sidewalk improvements based on: (Task 5)
 - Connecting major community facilities and areas;
 - Adjacent road classification;
 - Condition of existing sidewalks; and
 - Other appropriate considerations.
4. Enhance the funding and marketing of the sidewalk replacement program. (Task 5)
5. Design and construct a walking/biking trail for the levy system from NW 14th Street to 1st Street. (Task 5, 17, 24)
6. Amend the subdivision regulations to require a contiguous sidewalk system that is integrated into the existing sidewalk system and standards for live-end streets and cul-de-sacs. (Task 1)
7. Include mid-block downtown walkways and the use of appropriate alleys as walkways in a comprehensive downtown infrastructure improvement plan. (Task 18)

Goal B. Establish and fund a long-term road replacement program.

Action/Policies

1. Annex all streets that are either partially annexed or adjacent to the existing city limits. (Task 19)
2. Complete a road conditions and traffic count survey. (Task 7)
3. Pave the existing gravel streets. (Task 7)

4. Establish road replacement priorities based on: (Task 7)
 - Traffic counts;
 - Existing surface conditions;
 - Drainage; and
 - Other appropriate criteria.
5. Systematically schedule improvements in accordance with road replacement priorities and augment the street replacement fund with general fund, grant and/or potential sales tax funding. (Task 7)
6. Systematically conduct and maintain traffic count data for arterial and collector streets and establish a level of service for each street classification. (Task 7)

Goal C. Adopt and enforce context-sensitive road design and improvement standards.

Action/Policies

1. Amend the subdivision regulations to include specific cross-sectional design standards for each street classification to include: (Task 1)
 - Right-of-way and paving widths;
 - Sidewalk and street trees;
 - Parkway design for collector streets;
 - Entryway monuments and public art features; and
 - Location of required underground utilities.
2. Require a grid or modified grid system to provide connectivity and discourage through traffic. (Task 1)
3. Reduce traffic speeds in residential areas by: (Task 1)
 - Allowing on-street parking;
 - Narrowing the Right-of-way while retaining adequate space for emergency vehicles;
 - Using traffic calming design measures at intersections; and

- Requiring and installing sidewalks and street trees.

4. Require shared driveways on arterial streets, connectivity among adjacent parking lots and shared parking. (Task 1)

Goal D. Manage traffic flow to minimize deterioration of the road system.

1. Continue to enforce truck routes. (Task 2)
2. Require shared driveways, parking lot connectivity and shared parking. (Task 1)
3. Require a grid or modified grid system to maximize local routes. (Task 1)
4. Review, amend and enforce driveway separation requirements from intersections. (Task 1)

Goal E. Support and encourage improvement and maintenance of alleys to an acceptable condition.

1. Offer labor and equipment to citizens wishing to improve their alleys by their commitment to purchase surfacing material. (Task 20)
2. Clarify the rights and responsibilities of property owners relative to the use and maintenance of alley right-of-way and improvements. (Task 20)
3. Consider adopting an alley improvement cost share program provided there is sufficient demand. (Task 20)

Key Issue

5. Deteriorating downtown buildings, infrastructure, commercial diversity and residential space.

Goal A. Remove unnecessary regulatory barriers to downtown building improvements.

Action/Policies

1. Adopt building code amendments that account for the historic architecture, yet protect the public health and safety. (Task 1)
2. Clarify the Americans with Disabilities Act (ADA) requirements as they apply to historic buildings. (Task 1)
3. Narrow and clarify the scope of review for Registered Historic Places 500' environs reviews through an interlocal agreement with the State Historic Preservation Officer. (Task 1)

Goal B. Provide financial incentives for downtown building improvements and infill development.

Action/Policies

1. Amend the Neighborhood Revitalization Program to provide 100% tax rebates for commercial construction and reconstruction. (Task 12, 18)
2. Enhance the Downtown Lending Program by subsidizing the interest for larger projects and reducing the interest tax. (Task 12, 18)
3. Explore establishing a revolving loan fund for historic building restoration. (Task 12)
4. Make structures eligible for Historic Preservation grants by establishing a downtown Historic District. (Task 21)

Goal C. Preserve and recognize historic structures and other resources.

Action/Policies

1. Establish a downtown National Register Historic District. (Task 21)
2. Continue the date plaque program. (Task 22)

3. Provide a cost share plaque program for local, state and National Register properties. (Task 22)

Goal D. Invest in major infrastructure and streetscape improvements.

Action/Policies

1. Explore funding options to fund downtown infrastructure and streetscape improvements. (Task 18)
2. Clarify the public responsibility within the Right-of-way. (Task 18, 20)
3. Acquire property that provides mid-block pedestrian ways. (Task 17, 18, 24)
4. Create a detailed downtown improvement plan. (Task 18)
5. Reconstruction of the City parking lots adjacent to the Civic Center. (Task 18, 23)

Goal E. Make downtown a regionally recognized shopping and cultural destination.

Action/Policies

1. Move appropriate cultural activities to downtown locations, such as concerts to the public parking lot adjacent to Little Ike Park. (Task 4)
2. Move the farmer's market to the public parking lot north of Little Ike Park. (Task 10, 11)
3. Explore development of the County parking lot on the northwest corner of Texas Avenue and Buckeye Avenue into the Chisholm Trail Commemorative Park, which should serve as a historic icon. (Task 18, 22, 24)

Key Issue

6. Lack of economic development incentives for small businesses.

Goal A. Provide locally supported economic development programs targeted to small businesses.

Action/Policies

1. Continue funding and support for the use of the following incentives at existing levels (SEE KEY ISSUE 1, GOAL B): (Task 12)
 - Industrial Revenue Bonds (IRB's);
 - Downtown Lending Interest Subsidy;
 - Neighborhood Revitalization Tax Rebate Program; and
 - Ad Valorem Tax Exemptions.
2. Explore establishing a revolving loan fund to provide gap financing for small business loans in cooperation with local banks and other lenders. (Task 12)

Goal B. Furnish small business owners with data and information needed to operate, finance and market the business.

Action/Policies

1. Develop, maintain and disseminate data regarding: (Task 11)
 - Commercial building and sites;
 - Transportation;
 - Utilities and costs;
 - Emergency protective services;
 - Demographics;
 - Workforce;
 - Housing;
 - Economic mix;

- Tax structure;
 - Local, State and Federal incentive programs; and
 - Other data relevant to business plans and development.
2. Sponsor small business seminars in conjunction with the Chamber of Commerce, Cloud County Community College, Kansas State University and other entities. (Task 4)

Key Issue

7. More diversity in housing type, price range and special needs housing.

Goal A. Remove unnecessary regulatory barriers to affordable housing development.

Action/Policies

1. Amend the development regulations to: (Task 1)
 - Adopt setback range requirements to reduce underutilized lot area;
 - Establish a lot size range requirement to minimize infrastructure costs per dwelling; and
 - Include provisions for accessory apartments in the residential and neighborhood commercial zoning districts.
2. Review and amend building codes to reflect historic downtown architecture and reduce barriers to loft apartment development, yet reasonably protect basic health and life safety. (Task 1)
3. Consider residential parking passes for downtown residents. (Task 2)

Goal B. Promote and enhance existing financial incentives for multi-family, in-fill and special needs housing.

Action/Policies

1. Amend the Neighborhood Revitalization Plan to provide 100% tax rebates for housing rehabilitation and new construction for a 10-year period. (Task 12)
2. Proactively and systematically acquire and incentivize vacant lots and solicit redevelopment proposals. (Task 12, 25)
3. Amend the Industrial Revenue Bond policy to clarify their use for residential projects. (Task 12)
4. Obtain and distribute a list of state and federal low-income and special needs housing finance programs. (Task 11)
5. Explore establishing a revolving loan fund for historic building restoration and the development of loft apartments. (Task 12, 18)

Goal C. Maintain and disseminate housing market data to housing developers, businesses and the general public.

Action/Policies

1. Develop and disseminate an annual housing market and population estimate report, which should include at least the following information: (Task 8, 9, 11)
 - Annual population estimates and trends;
 - Quarterly building activity data;
 - Quarterly subdivision activity;
 - Quarterly building cost;
 - Quarterly real estate transactions;
 - Quarterly vacancy rate surveys for existing apartment complexes.
2. Continue development of the building permit database by maintaining new records and entering the historic building permits. (Task 11)
3. Develop a list of realtors, bankers, investors, developers, builders and other entities that would have an interest in Abilene's housing market. (Task 10)

Key Issue

8. Poor first impression caused by poor aesthetics and traffic circulation on N. Buckeye.

Goal A. Improve aesthetics and pedestrian facilities.

Action/Policies

1. Complete a corridor redesign plan with the Kansas Department of Transportation to address the following aesthetic and pedestrian issues: (Task 26)
 - Creation of a parkway medium;
 - Installation and design sidewalk and pedestrian crossings;
 - Public and private signage;
 - Street lighting;
 - Landscaping and parking lot design standards; and
 - Installation of underground utilities.

SEE KEY ISSUE 3, GOAL B (Task 3)

Goal B. Improve traffic circulation and safety.

Action/Policies

1. Complete a corridor redesign plan with the Kansas Department of Transportation to address the following aesthetic and pedestrian issues: (Task 26)
 - Creation of a parkway median;
 - Consider alternative parallel and perpendicular roads that provide access to commercial property and intersects with streets other than Buckeye Avenue;
 - Traffic signage and signalization; and
 - Shared parking and access between parking lots.

Goal C. Make North Buckeye an unmistakable “Entrance” into the City of History, Heroes and Hospitality.

Action/Policies

1. Engage a professional sign design and construction firm to design tasteful, alluring and iconic signage that reflects the community’s unique history, culture and shopping opportunities. (See 3.B.d.) (Task 3, 26)
2. Design, install and maintain at the entrance to the community a significant iconic monument that celebrates Abilene’s heroes, history and hospitality. (Task 26)

Key Issue

9. Coordinated development with the County on the City's fringe.

Goal A. Develop and adopt an interlocal governmental agreement providing an equitable development review process.

Action/Policies

1. Resurrect the Joint City/County Planning Commission to review fringe development issues and draft an interlocal governmental agreement to address the following issues: (Task 1, 6, 27)
 - Establishment of an "Urban Service Area" and joint land use plan;
 - Development review procedures;
 - Public improvement standards for development;
 - Annexation policies;
 - Coordinated public improvements;
 - Building codes and permit applicability; and
 - Code enforcement responsibilities.

Goal B. Establish a City/County adopted future land use plan.

Action/Policies

1. Adopt an amended future land use plan and urge its incorporation into the County's Comprehensive Plan. (Task 1, 13, 27)
2. Use the future land use plan as a basis for determining the rights and responsibilities of the City and County as established in the interlocal governmental agreement. (Task 1, 13, 27)

Goal C. Establish and follow an equitable City utility and infrastructure extension plan and policy.

Action/Policies

1. Prepare a long-term utility extension plan to serve a build out of the future land use plan with further planned extensions. (Task 28)

2. Systematic annex areas currently served by City water and sewer services. (Task 19, 28)
3. Require annexation or the signing of a “no protest of annexation” clause prior to establishing new service. (Task 19)

Goal D. Coordinate the provision of emergency services.

Action/Policies

1. Review, revise and renew mutual aid agreements with the surrounding rural fire districts and communities. (Task 30)
2. Conduct a study on the desirability and feasibility of a joint law enforcement center to house the Abilene Police Department, Dickinson County Sheriff’s Office, 911 dispatch center and other law enforcement functions. (Task 31)
3. Coordinate the acquisition of new equipment and vehicles with other public safety agencies to receive competitive bids and address mutual capability limitations. (Task 6)

Key Issue

10. High cost of public utilities.

Goal A. Minimize the cost of providing public services.

Action/Policies

1. Amend the development regulations to: (Task 1)
2. Ensure adequate development density to economize utility infrastructure costs;
3. Adopt residential road improvement standards that reduce the roadway width to an acceptable minimum.
4. Coordinate the construction of public improvements and the acquisition of new equipment and vehicles with other public entities to receive competitive bids and address mutual capability limitations. (Task 6)

Goal B. Increase conservation and efficient use efforts.

Action/Policies

1. Provide water, sewer, recycling, natural gas, electricity and gasoline conservation literature to citizens through direct mail, internet and other means. (Task 9, 32)
2. Make conservation presentations to schools, civic groups and businesses. (Task 32)
3. Consider a cost-share or grant program for the installation of utility efficient equipment and structural improvements. (Task 32)
4. Examine water and sewer fees and rates to ensure that they reward conservation practices. (Task 32)
5. Examine City, County, School and Hospital operations for areas where practices may be modified to conserve utilities. (Task 6, 32)

Key Issue

11. Conflicts between adjacent residential, commercial and industrial uses.

Goal A. Minimize the negative impacts of adjacent incompatible land uses through required site improvements.

Action/Policies

1. Adopt compatibility standards that buffer dissimilar land uses or otherwise mitigate negative impacts (nuisances) between adjacent land uses. The following site improvements should be considered: (Task 1, 2, 3)
 - Screening, fencing and/or vegetative buffering standards;
 - Parking and lighting improvement standards;
 - Drive-thru;
 - Signage;
 - On-site refuse storage;
 - Outside storage; and
 - Architectural design.
2. Require performance bonds or other similar financial assurances for compliance with design standards. (Task 1)
3. Adopt vacant site maintenance standards for vacant land and unoccupied buildings. (Task 2)

Goal B. Reduce nuisances through enforcement.

Action/Policies

1. Maintain the current code enforcement staffing level and improve the equipment and training for the staff. (Task 2)
2. Develop a prioritized building condemnation list and use it as a guide to funding demolition projects. (Task 2, 9)
3. Review the nuisance codes to clarify the nature, measurement and mitigation of nuisances such as inoperable vehicles, unauthorized outside storage, junk and refuse,

dilapidated structures, hazardous site conditions, sanitation and other health, safety and aesthetic concerns. (Task 2)

4. Publish periodic public service announcements regarding nuisances and abatement. (Task 2)
5. Continue support for the spring cleaning free dumping week. (Task 6, 32)

Goal C. Adopt and follow a future land use plan that encourages land use compatibility and notes areas of transitional land uses.

Action/Policies

1. Review the Future Land Use Plan and the goals and policies of this Plan on an annual basis in order to determine if adjustments are warranted as conditions change in the City. Encourage participation of citizens and stakeholder groups in this evaluation process. (Task 13)
2. Require that incremental development approvals by the City appointed and elected officials be in conformance with the Future Land Use Plan (Map 7) and subject to the corresponding development standards. (Task 13)
3. Preclude residential development within industrial, airport approach zones and significant flood hazard areas. (Task 1, 13, 29)

Goal D. Promote context-sensitive in-fill development.

Action/Policies

1. Adopt neighborhood infill building design standards that respect the architecture, scale, layout and visual attributes of historic residential and commercial buildings and neighborhoods. (Task 1)
2. Amend the development regulations to establish lot sizes, floor area ratios, setbacks and public improvement standards that mirror existing conditions within neighborhoods. (Task 1)

Key Issue

12. Maintaining existing level of public services as growth occurs.

Goal A. Program and fund service and infrastructure improvements that reflect the change in demand.

Action/Policies

1. Adopt community level of service standards and monitoring benchmarks. (Task 33)
2. Monitor changing demand levels, population growth and commercial development to periodically project changes in the level of service for public infrastructure and services. (Task 8, 33)
3. Engage in long-term planning and budgeting for significant public improvements based in part on the need to maintain adequate levels of service. (Task 5, 7, 24, 26, 28, 29, 31, 33)

Goal B. Coordinate public improvements with other service providers.

Action/Policies

1. Hold annual budget discussion and planning sessions with Dickinson County, USD 435 and rural water districts to explore joint bid letting and funding of facilities, equipment and employees. (Task 6)
2. Coordinate City and County development, growth, infrastructure and public service policies and projects to ensure the orderly management of development in the urban fringe. (Task 19, 27, 30, 31)
3. Jointly fund studies regarding the feasibility of storm drainage facilities and unified law enforcement center. (Task 31)

Goal C. Ensure that new development includes adequate public facilities necessary to support the development at the existing community level of service.

Action/Policies

1. Explore the enactment of impact fees for specific public infrastructure and services to ensure that new development pays its fair share of public goods to maintain adequate levels of service. (Task 1, 33)
2. Amend the development regulations to clarify the requirements for development agreements and sureties for required public improvements. (Task 1)

3. Consider allowing deferred special assessments or other kinds of incentives to delay the collection of the full cost of public improvements incurred by new development. (Task 12)

Chapter IX. Plan Implementation

A. Introduction

In Kansas, Comprehensive Plans establish the legitimate public purpose on which local government can assert its regulatory authority to adopt and enforce development regulations. They are policy documents that require a strong local commitment to achieve the Plan's vision. Local commitment to the Plan is reflected in the citizen input that built the Plan and the degree to which the decision-makers follow the guidance of the Plan. Community change occurs through a series of incremental decisions and investments by the public and private sectors. Development decisions made by private property owners, City staff and the City elected officials will cumulatively determine Abilene's success in achieving community-wide goals. While the Plan's issues, goals and policies provide guidance for many decisions, effective implementation of the Plan will require the City to adopt and carry out a variety of regulatory, budgetary and administrative actions. In addition, as the community changes, the Plan may need to be altered to effectively respond to these changes. This chapter provides for the implementation and ongoing administration of the Comprehensive Plan by:

- Describing specific implementation actions and tools to achieve the Plan's goals;
- Describing the processes for monitoring and amending the Plan over time; and
- Establishing a Work Program that specifies attributes of tasks to implement the Plan.

B. Implementation Tools

The Plan Work Program includes specific actions, tools and documents to be used by Abilene to achieve the Plan goals. The key implementation tools alluded to in the work program are described below.

Development & Nuisance Codes

On a day-to-day basis, the City's development regulations (zoning, subdivision, building and nuisance codes) are the most important tools implementing the physical development of the City and ensuring the public health, safety and general welfare. The City's land use, transportation, public facilities, housing and environment related goals are achieved through a myriad of incremental public and private development decisions. The standards and procedures for creation of building lots and improvements serving those lots are established in the City subdivision regulations. Standards and procedures for the subsequent development of individual lots are included in the zoning regulations. The safe construction of building and other improvements are governed through the building code while the prevention and reduction of obnoxious activities are addressed through nuisance ordinances. Updates to these codes should be consistent with the Plan's goals, policies and recommendations.

Economic Development Incentives

Local economic development incentives provide financial benefits to development projects that accomplish specific program goals and are applicable to various types and sizes of projects. Incentives are derived from two sources, statutorily incentives and local budget incentives. The authority to provide statutorily incentives is derived from powers that are granted to local

governments through provisions in state law. Typically, statutory incentives provide property tax exemptions or rebates and either increase base employment or revitalize stressed neighborhoods. Examples of statutory incentives include industrial revenue bonds (IRBs), neighborhood revitalization tax rebates and ad valorem tax exemptions. The parameters and procedures for these types of incentives are spelled out in state law and often require approval from the State Board of Tax Appeals.

Budgetary economic development incentives involve the City Commission allocating resources to support development projects that meet specific local goals, such as increasing base employment, rehabilitation of downtown buildings and infrastructure improvements. Abilene's existing budgetary incentives are small in relation to the cost of eligible projects. Some of the local incentives are established by flexible policies giving the City Commission discretion on a proposal basis while others are programs supported by annual budget allocations. Policy based incentives include the industrial land purchase policy, industrial infrastructure policy and the residential infrastructure policy. Program based incentives include the downtown lending and sidewalk replacement program. The objectives, verbiage and funding of existing and proposed economic development incentives should support the goals of the Plan.

Public Information

Disseminating information to the public is a vital component of economic development, service delivery and community consensus building. Within the Plan there are a number of public information related tasks that seek to educate citizens on events, resource conservation and community assets. Information is also vital to attracting investment into the community since cost and market information drives investment decisions. Public information can take on many forms including:

- Written materials (reports, newsletters, articles, letters, etc...);
- Presentations (civic group presentations, radio talk, teaching, etc...); and
- Digital-based medium (e-mails, websites, etc...).

Capital Improvements Program

The Capital Improvements Plan (CIP) will ensure that the City has planned the most cost-effective facilities and has determined whether the City will have the capability to fund needed public facilities. The CIP consists of short-term (5-year) and long-term (10- to 20-year) components. The 5-year CIP should list short-term projects needed to maintain existing levels of service, with each project being assigned a cost estimate, funding sources and a time frame for completion. The CIP also should delineate the proportion of project costs that is designated to provide new capacity and the proportion that is required to fund existing deficiencies. This delineation will enable the City to quantify the capital costs associated with new development and to monitor the expenditure of development fees. The 5-year CIP should be updated annually to reflect the City's budgetary decisions.

The long-range CIP should reflect the size, approximate location and estimated cost of improvements needed to serve anticipated growth for the next 20 years. This program is not an engineering document, but should provide enough specificity to determine which costs are by new development. The long-range CIP should establish the basis for City development fees. The long-

range CIP should be updated at least once every five (5) years or when significant changes to the base systems modify the City's long-term capital investment strategies – for instance, changes in service areas, significant changes in the Future Land Use Plan, major changes in service demand or delivery patterns.

Annual Budget

The annual budget is one of the most potent tools for plan implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals, objectives and policies of this Plan. The Plan should serve as the basis for the staff's recommended work programs and a focus for the City Commission's discussion of priorities from year to year. City staff should review the Plan's Work Program and recommend appropriate strategies to achieve the Plan goals in a manner that is consistent with Plan policies. If specific work program tasks are not funded, the City Commission should evaluate whether they should be omitted from the Plan. When there is a conflict between budget priorities and Plan policies, the Commission should consider whether the specific goals, objectives and policies remain valid. If they are valid, then the Commission should reevaluate budget priorities or provide alternative implementation with funding sources.

Inter-Governmental Agreements

Many of the key issues facing the City do not start or stop at the city limits boundary. Response to issues that cross-jurisdictional boundaries often require inter-governmental coordination. Inter-governmental agreements (IGAs) are treaties between two or more units of government for the mutual benefit of all parties. Within the context of this Plan, legal agreements between Abilene, Dickinson County, other cities and rural service providers could address compatible growth and infrastructure issues throughout the City's sphere of influence. Such agreements should establish each party's rights, responsibilities and recourse within a cooperative growth management and service provision process designed to implement the policies of this Plan, notably the Urban Growth Area policies identified in **Key Issue 9 (Page 122)**. Items typically addressed in local IGA's include: development review authority, annexation processes, site development standards, infrastructure projects, building and related codes, public safety mutual aid agreements, exactions and IGA administrative procedures.

Adequate Public Facilities

Adequate public facility standards require public facilities and services to be available when needed to serve new development at an adopted community "level of service" (LOS). Adequate public facilities requirements can ensure the adequacy of public facilities and services (roads, water, sewer, parks, public safety, library, schools, etc...) prior to development or make development conditional upon public facilities being made adequate to serve new development. If development is contingent upon meeting adequate public facility requirements, the City may provide for the payment of exactions such as impact fees, benefit district assessments or other financial surety to make necessary improvements to comply with the adopted LOS.

Facility Plans

To guide land use transitions and ensure that development is consistent with the Plan, compatible with existing and planned land uses in the area and sustainable from a market perspective, a variety of detailed facility plans should address the timing, anticipated demand, estimated cost and financing of infrastructure improvements. Facility plans are similar in concept to the Future Land Use Plan, but the primary focus is on the development of new capacity to service anticipated growth in areas

that are not currently served by adequate public facilities. Within the context of Abilene, facility plans should be completed for water, sewer and street extensions to serve areas designated for growth in the Future Land Use Plan.

C. Plan Maintenance

Abilene's Comprehensive Development Plan is intended to be a dynamic document – one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. However, amendments should not be made lightly. The City Commission and Planning Commission members should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition, the cumulative effect of several minor changes may be a change in policy direction. For this reason, amendments must be evaluated in terms of their significance to overall City policy.

Annual Review

Kansas law requires the Planning Commission to review the Comprehensive Plan on an annual basis.⁴⁸ However, the law does not provide any guidance as to the purview or extent of such a review. As noted in Chapter I, infrastructure projects must be reviewed by the Planning Commission to ensure conformance with the Plan. Ideally, this would occur prior to detailed study, design and funding of the project. In order to comply with this statutory requirement, the Planning Commission should review infrastructure projects early in the calendar year in advance of the City Commission budget hearings, which start in the spring.

Based on the statutory requirements for review and the necessity to validate or amend the Plan as community change occurs, the Planning Commission and City Commission should:

- Evaluate the City's success in achieving Plan goals through the recommended actions/policies and the Work Program tasks, which are discussed in greater detail later in this Chapter;
- Propose actions/policies to be pursued under the coming year's budget;
- Identify unlisted actions/policies that will achieve Plan goals;
- Evaluate growth trends and compare those to Plan projections; and
- Summarize development actions and community changes that affect the Plan's provisions.

This annual review should include statements identifying the City's progress in achieving the goals of the Plan, the impact of the Plan on service provision, and proposed actions or programs designed to achieve the desired outcome. The annual review should be used as a tool to help set budgetary priorities consistent with the Plan. Prior to conducting the annual review, City staff should solicit input from citizens and stakeholder groups on the effectiveness of the Plan.

⁴⁸ K.S.A. 12-747(d).

Land Use Plan Amendments

The Future Land Use Plan (**Map 7**) is intended to guide public and private development and land use decisions. The City should adopt a formal amendment process that will be codified in the development regulations. Future Land Use Plan amendments are anticipated as growth occurs and market conditions change. While land use amendments may occur more frequently than policy changes, they should not occur more than twice per year unless the Planning and City Commissions find that such changes are needed for public health, safety or economic development purposes. By limiting opportunities to amend the Future Land Use Plan, the City will reduce the potential for incremental land use changes to result in unintended policy shifts. During the life of the Plan, a significant development event may occur, which will require a large-scale change to the Future Land Use Plan. While changes are expected over time, there should be a strong public purpose behind any change to the Future Land Use Plan.

Policy Changes

The Issues, Goals, Actions and Policies of this Plan establish the framework for the Implementation Program. To ensure that the Plan remains an effective guide for decision-makers, the City should conduct periodic major evaluations of the Plan goals, actions, policies and work plan. These evaluations should be conducted every five years, depending on the rate of change in the community, and should consider the following:

- Progress in implementing the Plan;
- Changes in conditions that form the basis of the Plan;
- Fiscal conditions and the ability to finance public investments recommended by the Plan or Facility Plans;
- Community support for the Plan's goals, actions, policies and work plan tasks; and
- Changes in State or federal laws that affect the City's tools for Plan implementation.

The major review process should solicit input from businesses, citizens, developers, the County and other community interests through the Planning Commission. Comprehensive Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process.

D. Work Program

Effective plan implementation requires on-going action to achieve its goals over the planning period. The necessary course of action is described in the work program. The work program should be reviewed annually and serve as the basis for budget requests for the following year. The tasks delineated in the work program may be modified, removed or new tasks added over the life of the plan to ensure that the community is addressing changing needs. **Exhibit 102** describes the tasks of the work program by providing the following information:

- **Action Description** – brief description of the task and its product;

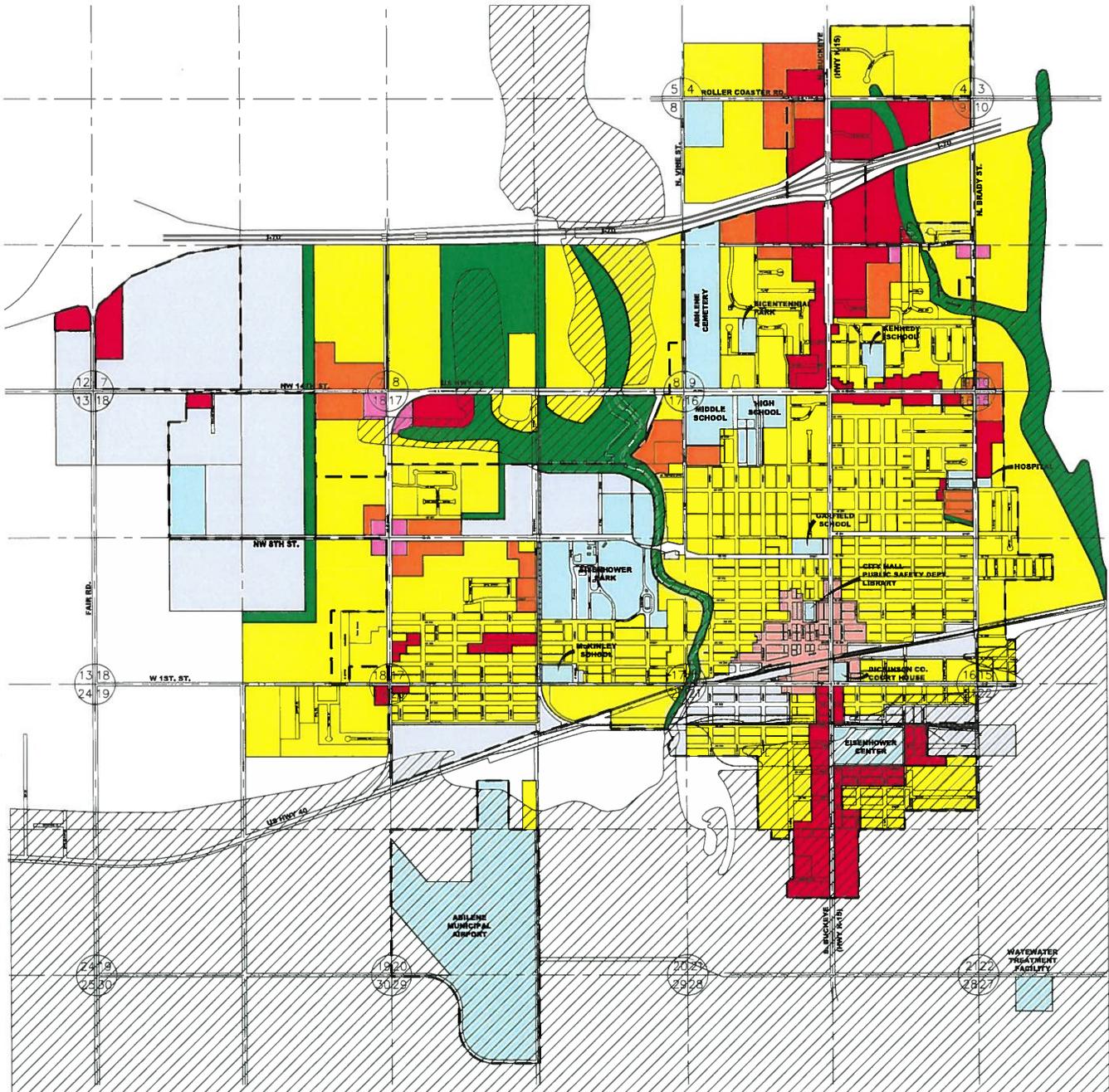
- **Tool** – identifies the type of implementation activity, document or regulation needed to complete the task;
- **Priority Schedule** – indicating the importance and sequencing of this task to implement the Plan;
- **Time Frame** – indicates how long it should take to complete the task once started or if it is an on-going task;
- **Initiating Entity** – identifies the department or organization that should lead the completion of the task;
- **Supporting Entities** – lists departments and/or organizations that should be involved in completing the task through consultation and cooperation with the initiating entity; and
- **Policy Reference** – ties the Work Plan task directly to the Action/Policy that supports the need for the task. The policy reference shown as 4.A.b. refers to Key Issue 4, Goal A, Action/Policy b.

Map 7: Future Land Use

MAP 7

Future Land Use

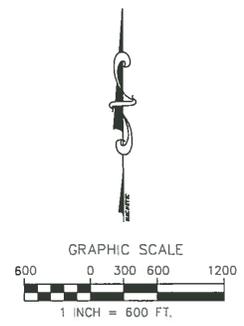
City of Abilene, Kansas



LEGEND

- Urban Growth Boundary
- City Limits
- Open Space
- Low Density Residential
- Commercial
- Central Business
- Industrial
- Public & Quasi-Public
- Multi-Family
- Neighborhood Commercial
- Highway Commercial

All map data supplied from record information that has not been verified.



EARLES ENGINEERING & INSPECTION, INC.
 Civil & Structural Engineers - Construction Inspectors

Exhibit 102: 10-Year Work Plan

Task Number	Action Description	Tool	Year Begin	Time Frame	Initiating Entity	Supporting Entities	Policy Reference
1	Revise the City's development regulations to accomplish the following:	Development Regulations	2006	12 months	Community Development	City Engineer; Public Works	
	Reduce the setback requirements.						7.A.1.; 10.A.1.; 11.D.2.
	Establish lot size and lot coverage ranges.						7.A.1.; 10.A.1.; 11.D.2.
	Provisions for accessory apartments.						7.A.1.
	Ensure sufficient opportunity for medical facility development and expansion.						1.C.1.
	Adopt design standards that require a reasonably high quality of development and site improvements.						1.C.2.; 11.A.1.
	Allow accessory uses to businesses that benefit employees, such as child care, food service, recreation, etc...						1.D.3.
	Ensure effective quality signage while enhancing the attractiveness of the community entryways.						3.A.2.; 3.A.3.; 11.A.1.
	Revise sidewalk standards.						4.A.2.; 4.A.6.; 11.D.2.
	Adopt specific cross-sectional road, traffic calming and required grid system design standards.						4.C.1.; 4.C.2.; 4.C.3.; 4.D.3.; 10.A.1.
	Clarify sight triangle and driveway separation requirements.						4.C.4.; 4.D.2.; 11.A.1.
	Require shared driveways and parking lot connectivity.						4.D.4.
	Amend the building and design code to account for historic buildings and neighborhood layout.						5.A.1.; 7.A.2.; 11.D.1.
	Clarify the ADA requirements.						5.A.2.
	Clarify the scope of the historic 500' environs review.						5.A.3.
	Amend the extraterritorial jurisdiction as per an adopted interlocal government agreement (IGA).						9.A.1.; 9.B.1.; 9.B.2.
	Require new development to pay its fair share of public facilities.						10.A.1.; 11.A.2.; 12.C.1.; 12.C.2.
	Require development agreements and financial sureties for the completion of public facilities.						10.A.1.; 11.A.2.; 12.C.1.; 12.C.2.
	Review the use chart and incorporate LBCS.						11.C.3.
	Zoning changes not in conformance with the future land use plan automatically include a proposed change to the plan.						11.C.2.
Amend the Planned Unit Development (PUD) provisions.							
Include illustrations in the ordinances.							
2	Annex all partially annexed streets and land adjacent to other city public facilities.	Annexation	2006	6 months	Community Development	Public Works, City Engineer	4.B.1.; 9.C.2.; 9.C.3.; 12.B.2.
3	Clarify the legal and maintenance standing of improved and unimproved alleyways.	Public Policy	2006	6 months	City Attorney	Community Development; Public Works	4.E.1.; 4.E.2.; 5.D.3.; 5.E.3.
4	Allocate funding to economic development incentives.	Budget	2006	Annual	Community Development		1.B.1.; 5.B.1.; 5.B.2.; 5.B.3.; 6.A.1.; 6.A.2.; 7.B.1.; 7.B.2.; 7.B.3.; 7.B.5.; 12.C.3.
5	Continue code enforcement actions.	Development and Nuisance Codes	2006	On-going	Community Development	Public Works; City Engineer	3.A.3.; 4.D.1.; 7.A.3.; 11.A.1.; 11.A.3.; 11.B.1.; 11.B.2.; 11.B.3.; 11.B.4.

Task Number	Action Description	Tool	Year Begin	Time Frame	Initiating Entity	Supporting Entities	Policy Reference
6	Hold periodic meetings with Dickinson County and the USD 435 Board of Education.	Public Information	2006	On-going	City Administration	Dickinson County, Board of Education	2.A.1.; 2.C.1.; 2.C.2.; 2.C.3.; 9.A.1.; 9.D.3.; 10.A.2.; 10.B.5.; 11.B.5.; 12.B.1.; 12.B.2.
7	Establish a quarterly community newsletter.	Public Information	2006	On-going	Community Development	Chamber of Commerce; Convention and Visitors Bureau; Arts Council	1.A.2.; 1.E.1.; 1.F.1.; 1.F.2.; 1.F.3.; 2.A.4.; 3.B.1.; 3.B.2.; 3.B.3.; 7.C.1.; 10.B.1.; 11.B.4.
8	Develop an economic development contact list and make personal contacts with private development groups, education institutions and other entities.	Correspondence	2006	On-going	Community Development	Chamber of Commerce	1.A.3.; 1.E.2.; 5.E.2.; 7.C.3.
9	Follow the Future Land Use Plan and make periodic amendments as needed.	Comprehensive Plan	2006	On-going	Community Development		1.C.5.; 9.B.1.; 9.B.2.; 11.C.1.; 11.C.2.; 11.C.3.
10	Continue public education and resource conservation programs.	Public Information, Programs	2006	On-going	City Administration	Public Works; Dickinson County Waste Management; Utility Companies	10.B.1.; 10.B.2.; 10.B.3.; 10.B.4.; 10.B.5.; 11.B.5.
11	Develop a community-wide marketing plan.	Public Information	2006	12 months	Community Development;	Abilene Community; Foundation Convention & Visitors Bureau; Chamber of Commerce; City Commission	1.C.4.; 1.F.1.; 1.F.2.; 1.F.3.; 3.B.1.; 3.B.2.; 3.B.3.; 3.B.4.; 5.E.1.; 7.C.1.; 7.C.2.; 7.C.3.; 8.C.1.; 8.C.2.
12	Develop and fund a holistic downtown improvement project.	Facilities Planning; Budget	2007	36 months	Community Development	Public Works, City Engineer	4.A.7.; 5.B.1.; 5.B.2.; 5.D.1.; 5.D.2.; 5.D.3.; 5.D.4.; 5.D.5.; 5.D.6.; 5.E.3.; 7.B.5.
13	Update the community promotional materials designed to attract capital investment.	Public Information	2007	6 months	Community Development		1.A.1.; 1.C.4.; 1.D.1.; 1.E.1.; 1.F.3.; 6.B.1.; 7.C.1.; 12.A.2.
14	Develop and disseminate an economic development incentive booklet to include project feasibility examples.	Public Information	2007	On-going	Community Development	Chamber of Commerce	1.A.4.; 1.B.1.; 1.C.4.; 5.E.2.; 6.B.1.; 7.B.4.; 7.C.1.; 7.C.2.
15	Adopt a resident attraction initiative to attract families.	Public Policy	2007	On-going	Community Development	Chamber of Commerce; Board of Education; Convention and Visitors Bureau; Arts Council	1.D.2.; 1.D.4.; 1.E.2.; 1.F.1.; 1.F.2.; 1.F.3.; 1.F.4.
16	Develop a civics education program including "box city", field trips and decision making presentations.	Program	2007	On-going	Community Development	Board of Education; Abilene Community Foundation	2.B.1.; 2.B.2.; 2.B.4.
17	Acquire vacant lots and solicit redevelopment proposals.	Budget	2007	On-going	Community Development	City Attorney	7.B.2.
18	Establish a downtown historic district.	Program; Development Regulations	2008	18 months	Heritage Commission	Community Development	5.B.4.; 5.C.1.
19	Develop and follow a pedestrian circulation and facilities plan based on the projects listed in Table XX.	Facilities Planning; Budget	2008	12 months	Public Works	City Engineer; Community Development, Board of Education	2.A.3.; 2.C.1.; 4.A.1.; 4.A.2.; 4.A.3.; 4.A.4.; 4.A.5.; 12.A.3.

Task Number	Action Description	Tool	Year Begin	Time Frame	Initiating Entity	Supporting Entities	Policy Reference
20	Design and fund a walking/biking trail for the levy system from NW. 14th Street to 1st Street.	Facilities Planning; Budget	2008	24 months	Recreation Commission	Community Development; Public Works; City Engineer	4.A.5.; 5.D.4.
21	Enter into an interlocal agreement with Dickinson County regarding development and public facilities planning and regulation.	Intergovernmental Agreement	2008	6 months	Community Development	Dickinson County, Public Works, City Attorney.	9.A.1.; 9.B.1.; 9.B.2.; 12.B.2.
22	Review, revise and renew mutual aid agreements.	Intergovernmental Agreement	2008	6 months	Fire Department; Police Department	Rural Fire Districts, City Fire Departments, Sheriff's Office, City Police Departments	9.D.1.; 12.B.2.
23	Establish and follow a prioritized road improvement and maintenance plan based on the projects listed in Table XX.	Facilities Planning; Budget	2008	On-going	Public Works	City Engineer; Community Development, Dickinson County	2.A.2.; 2.A.3.; 4.B.2.; 4.B.3.; 4.B.4.; 4.B.5.; 4.B.6.; 4.E.3.; 12.A.3.
24	Establish a local business mentoring and transition-planning program.	Program	2008	On-going	Chamber of Commerce	Community Development; Board of Education; Abilene Community Foundation	1.E.3.; 1.F.2.; 1.F.3.; 2.B.3.
25	Purchase and install historical signage and markings.	Program; Budget	2008	On-going	Heritage Commission	Community Development	5.C.2.; 5.C.3; 5.E.3.
26	Reconstruct the public parking lots adjacent to the Civic Center.	Facilities Planning; Budget	2009	6 months	City Engineer	Public Works, Convention and Visitor's Bureau	5.D.6.
27	Update the Parks Master Plan.	Facilities Planning; Budget	2010	12 months	Recreation Commission	Community Development; Public Works, City Engineer	4.A.5.; 5.E.3.; 5.D.4.; 12.A.3.
28	Update the Airport Master Plan	Facilities Planning; Budget	2010	12 months	Airport Advisory Committee	City Engineer; Community Development; Public Works	11.C.3.; 12.A.3.
29	Complete a North Buckeye Corridor Plan with emphasis on transportation and aesthetics.	Facilities Planning	2010	18 months	Community Development	City Engineer, Public Works, Kansas Department of Transportation.	8.A.1.; 8.B.1.; 8.C.1.; 8.C.2.; 12.A.3.
30	Design and fund long-term water and sewer main line improvements as shown in Map XX and described in Table XX, as growth pressures warrant.	Facilities Planning; Budget	2010	24 months	City Engineer	Public Works, Community Development	9.C.1.; 9.C.2.; 12.A.3.
31	Establish community level of service standards for public facilities and monitor service levels.	Public Policy; Facilities Planning	2012	12 months	Community Development	Public Works, City Engineer, Parks & Recreation, Fire Department, Police Department, Library, USD 435	12.A.1., 12.A.2., 12.A.3., 12.C.1.
32	Conduct a feasibility study for a joint law enforcement center or merger of law enforcement services.	Facilities Planning	2012	18 months	Police Department	Sheriff's Office	9.D.2.; 9.D.3.; 12.A.3.; 12.B.2.; 12.B.3.
33	Inventory public and private signs and sign structures and design attractive signage.	Facilities Planning	2012	6 months	Community Development	Public Works; City Engineer; City Commission	3.A.1.; 3.A.4.; 8.A.2.; 8.C.1.; 11.A.1.

Appendix A. Citizen Participation Summary

General

The level of genuine community consensus that built the Plan largely determines the strength and longevity of the Plan as a guide to community decision-making. Building community consensus does not mean that select individuals or groups desires are explicitly met, it means that the community's desires as a whole are the force behind the Plan goals. The stronger the consensus, the greater the community will to support and follow the Plan's guidance. Building community consensus can be achieved through the employment of extensive, proactive and diverse activities to foster meaningful citizen participation.

The development of the Plan included a multifaceted citizen participation process that employed a number of public input techniques. Community workshops, focus group interviews, board interviews, a broad-based Steering Committee and public hearings provided various avenues for gathering information from all stakeholder groups in the City. The following citizen participation tools will be used to develop the Plan.

Focus Group Interviews

City staff and volunteers from the Abilene Community Foundation conducted a series of focus group discussions with representatives of the business community, developers and builders, real estate professionals, downtown businesses, tourism attractions, County representatives, public service providers, historic preservationists, senior citizens and law enforcement and other necessary contact groups. These interviews provided a comfortable and candid forum to discuss community development issues from the viewpoint of the focus groups. The guidance received during the interviews will help frame some of the key development issues facing Abilene and inventory possible approaches to enhance the community. The comments provided by the focus groups have been compiled resulting in the following community observations.

Table 1 provides a list of the comments under the categories of Strengths and Weakness. The number of responses identifies reoccurring comments. Following **Table 1** is a list of comments made during the focus group interviews, which provide specific thoughts about the nature of community issues and potential strategies to improve the community.

Table 1: Strengths and Weaknesses Summary

Reference Number	Community Strength	Responses
S1.	Low crime rates and involved citizens leading to a safe and secure community.	12
S2.	Good school system attributed to quality teachers, facilities, school locations and low student to teacher ratios.	11
S3.	Health care services and facilities including a visionary hospital and the number and diversity of doctors.	6
S4.	Centrally located with regional transportation access with I-70 & K-15 access and railroads.	6
S5.	The environment, private property and public places are clean and well kept reflecting community pride.	6
S6.	Good retirement community with housing, transportation, health care, the senior center, ADA compliance and other services.	6
S7.	Diverse tourism industry with support services (CVB and Trolley) and retail.	6
S8.	Movement to preserve and promote Abilene's unique history through housing rehabilitation, designation of historic places and promotion of the Eisenhower legacy.	6
S9.	Good place for young families due to wholesome values and family oriented activities.	6
S10.	No traffic congestion and short distances to places in town.	5
S11.	Number of active churches.	5
S12.	Diversity of retail and service businesses for a small town, particularly downtown.	5
S13.	Progressive and approachable city leadership.	5
S14.	High level of citizen involvement and volunteerism.	5
S15.	Right size with small town appeal.	5
S16.	Good parks and recreation programs and facilities (Community Center, swimming pool and the band shell).	5
S17.	Good cultural facilities and events (Great Plains Theater Festival, The Place, museums and band concerts).	5
S18.	Overall friendliness of the residents.	4
S19.	Greyhound industry and the NGA.	3
S20.	Philanthropy and community support for the Community Foundation.	3
S21.	Local daily newspaper and radio.	3
S22.	Good library facilities and programs.	3
S23.	Sidewalk system.	2
S24.	Diverse manufacturing base.	2
S25.	Attractive and pleasant downtown.	2
S26.	Fair business practices.	1
S27.	No modern "big box" retailers.	1
S28.	Cooperation among social services and a local SRS office.	1
S29.	Code enforcement efforts.	1
S30.	Overall community stability.	1

Reference Number	Community Weakness	Responses
W1.	Lack of full time professional and management jobs with good wages and benefits, particularly in the manufacturing sector.	16
W2.	Lack of a coordinated effort to promote downtown revitalization through commercial diversity (grocery, shoes, and restaurants), building improvements, use of lofts and infrastructure repairs (sidewalks and lights).	12
W3.	Lack of after hour's activities (movies, restaurant, shopping and entertainment).	9
W4.	Lack of coordination between the CVB and Chamber of Commerce on marketing effort to promote shopping, tourism, services, special events and other economic and cultural activities.	6
W5.	Lack of social acceptance of cultural diversity and newcomers.	5
W6.	Lack of activities and entertainment opportunities specifically geared for teenagers.	5
W7.	Lack of diversity in housing types (townhomes, condos, loft apartments), price range and special needs housing opportunities.	5
W8.	Disparity of local populations knowledge of community businesses, tourist attractions, public services and other community assets.	3
W9.	Need for a law enforcement center, increased funding for new equipment and a stronger neighborhood watch program.	3
W10.	Deteriorating sidewalk condition.	3
W11.	Poor first impression due to the poor aesthetic quality of the entry corridors and the "tired" looking downtown.	3
W12.	Substance abuse.	2
W13.	Distance to commuter air service and bus service.	2
W14.	Number and condition of railroad track crossings and the noise from train traffic.	2
W15.	Industrial nuisances including milling pollution.	2
W16.	Greater access to adult education and job skill training opportunities.	2
W17.	Polarization of the community on moral / social issues which effects sense of community and business relationships.	2
W18.	Potential loss of the National Greyhound Association Headquarters and reduced interest in the Eisenhower Center.	2
W19.	High cost of cable television, water, gas and electric services.	2
W20.	Lack of empty commercial buildings, which contributes to high commercial rents.	2
W21.	Lack of wireless technologies and digital technology support services.	2
W22.	No organized tourism development program in order to make Abilene an over-night destination rather than a day trip.	2
W23.	Greater access to public transportation (elderly, homeless and low income).	2
W24.	Lack of curbside recycling	1
W25.	Public drunkenness.	1

W26.	Shortages of child care for families with 2nd and 3rd shift workers.	1
W27.	Emergency assistance for health and dental care expenses.	1
W28.	Community leadership roles taken by too few people.	1
W29.	Lack of political will to raise taxes for basic community service needs.	1
W30.	Lack of code enforcement.	1
W31.	Lack of long-term commitment to good ideas.	1
W32.	Lack of business incentives, particularly for service, retail and downtown businesses.	1
W33.	Lack of consumer and government support for local retailers.	1
W34.	Lack of an in-door pool.	1
W35.	The community needs greater visibility and presence along I-70.	1
W36.	Business hours, particularly downtown, need to be accommodating the consumer's needs.	1

Additional Comments Summary

Work Force

- The labor market is barely adequate to fill turnover. Manufacturers would have a hard time trying to fill modest employment increases (15-25 employees).
- Turnover is high for those employees who have been employed less than a year, but turnover for those who have been employed for 3 years or more is extremely low.
- Work ethic is good for the region.
- There is a lack of skilled office labor and craftsman, particularly welders. The Salina Area Vocational School's enrollment in some fields is too low to accommodate industrial needs.
- Transportation and childcare costs are a significant disincentive to gaining employment and job training.

Job Market

- Low wages are attractive to businesses but make it difficult for working families to maintain a household with a rising cost of living.
- Many businesses operate with narrow profit margins limiting their ability to adequately compensate employees.
- The City needs to promote higher quality jobs that attract families with competitive wages and benefit.
- Low wage positions often offer no insurance or other benefits.
- Low wages is a significant limiting factor to community growth by making it difficult for young people to live and work in the community.

Housing

- Housing rehabilitation should be supported particularly with the likely influx of military personnel and the cost of new home construction.
- Homes continue to sell even though the population has remained steady.
- Quality rental housing is hard to find due to property disinvestment as a result of low rents.
- The market isn't large enough to spur investment at this time, however, the planned increase of Fort Riley personnel will bring more families to Abilene and spur housing investment.
- New housing construction costs between \$110 to \$125 per square foot.
- Last years housing starts were down regionally after an extended upward trend, however the upward trend is expected to resume.
- There is a shortage of homes priced between \$65,000 and \$90,000.
- Loft apartments do not appeal to elderly residents because of the stairs.
- Overall, the housing cost in Abilene appears to be in line with the region.
- Deferred special assessments payments help reduce the investment risk, particularly for projects involving speculative building because units may be on the market for an extended period of time.
- There is a lack of housing investors and in many cases projects are not financially feasible without tax credits, subsidies or other incentives.
- The housing market trend is for smaller, efficient and low maintenance housing for retirees and low-income families.
- There is a shortage of condominium, duplexes and other multi-family housing types.
- A couple more HOPE houses would help immensely to house transient families.
- Habitat for Humanity homes should be promoted.

Infrastructure and Public Service

General

- The City is good to work with and provides excellent service, which makes a difference when it comes time to expand or change shift operations.
- There needs to be long-range planning for infrastructure extensions, sizing and equitable financing. One developer shouldn't have to take the burden for future development.
- The City should continue to emphasize downtown improvements and a consensus needs to be reached among downtown landowners concerning improvements.

Streets, Sidewalks and Rights-of-Way

- Snow removal can be a problem that affects downtown businesses.
- Don't like chip sealed streets.
- Good road connectivity is conducive to businesses finding numerous locations because it's easy to get around.
- Parking is a problem during the day. People aren't willing to walk a block to a store.
- Downtown improvements should exhibit pedestrian-friendly designed with a common theme and should include:
 - Sidewalk, curb and street replacement;
 - Investigation of subsurface cavities and subsurface enhancement;
 - Murals and other forms of beautification; and
 - Uniform street lighting reflective of the turn of the previous century.
- Downtown improvements should be the dual responsibility of the public and property owners.
- Signage should be updated and directional signs should be on the side of buildings similar to how it is done in Hutchinson or Omaha.

Public Safety

- There appears to be some targeting in the Police Department towards low socioeconomic groups and youth.
- Build a mil levy funded consolidated law enforcement center.

- Move funding from one area of the budget to another to fund law enforcement and seek cooperative grants with the Abilene Police Department (APD) and the Dickinson County Sheriff's Office (SO).
- There is a good working relationship between the APD and the SO, particularly since the 911 system was put in place.
- Police participation in the classroom is good although the impact of the DARE program is questionable (this is a national question not just limited to Abilene);
- Best thing about the community is the comfort zone, low crime, traffic and healthy environment.

Utilities

- Water bills are getting too high.

Recycling Center

- Recycling center and parks and recreation are excellent.

Parks and Recreation

- Youth sports opportunities are great although there is a need for reduced or subsidized rates for low-income people.
- Horse shows and cow shows need to clean up better.

Development Services and Code Enforcement

- The City needs to ensure continuity in development services staffing in order to provide consistency in code enforcement that is fair and conducted with some degree of common sense. Selective enforcement has occurred in the past. There has been a clear shift from the “good old boy” to the “by the book”.
- Back flow testing should be consistent.
- There needs to be a general public education on the codes and when permits are needed.
- The development review process is daunting.
- Junk cars must be abated.
- It is extremely costly to improve old buildings, especially loft space due to substandard wiring and plumbing. New code requirements make it hard and the rents can not financially support improvements.

Public Transportation

- The use of the trolley should be modified to provide closed circuit tours and fixed route public transportation to attractions, parks and other areas of interest.

Local Economy

Local Retail and Services

- Abilene has a good mix of businesses.
- Most office support functions and goods are provided locally, but there is a lack of computer support in the community.
- Survival of small towns generally requires specialization in a niche.
- The hours of operation for retail businesses is a major inconvenience, especially in downtown with most businesses being closed in the evenings and on Sundays.
- Downtown business efforts to stay open at night and other promotions (special events, sidewalk sales) need to include all businesses in order to increase the chance of success.
- Most manufacturing supplies and support services are provided by outside vendors.
- The farmer's market should be moved to downtown.
- Concentrate retail businesses in downtown to build a stronger downtown.
- Promote a joint effort to bring a movie house, restaurant and shopping center into the area.

Tourism and History

- The City needs a convention center that can seat up to 500 people and have breakout rooms in the same facility.
- The lack of entertainment options is a major issue for retail and lodging businesses.
- The community is not taking advantage of the tourism that flows through town. Most who visit are day-trippers and we need to find ways to make them stay longer.
- Tourism attractions and specialty retail shops need to work together for cross promotion.
- The City and County should support the effort to have rail service between Abilene and Emporia.
- Combined 1-day or 2-day attraction tickets would be nice.
- The public needs to become aware of the importance of economic and cultural benefits derived from historic preservation.

- All structures and sites that are eligible to be on the National Register of Historic Places should be nominated.
- Funding is needed for further historic preservation efforts.
- The Historical Society Archives are vital to historic preservation.

Economic Development

- Economic development should focus on attracting families rather than the one big company.
- Other communities are more aggressive with incentives than Abilene.
- City staff should identify tax credit and other incentive opportunities prior to permits being issued.
- Neighborhood revitalization program should support in-fill in historic neighborhoods.
- Incentives for lot rehabilitation (trust fund or revolving loan fund) are needed.
- Tax abatement policies ignore growth in small locally owned businesses in the retail and service sectors. There are no incentives to grow local businesses.
- Local people need to be better informed of the mix of businesses in the community, the attractions and the impact of shopping locally.
- Businesses should strive to build customer loyalty.

Commercial Buildings

- There are few empty business fronts and property values have been stable and strong.
- More than half of the second story space in downtown is vacant or underused and is costly to rehabilitate, in part due to dual access and ADA requirements. Even if they were rehabilitated, renters of these units tend to be destructive. There are not enough young urban professionals to support higher rents as in other communities.
- Absentee owners buy downtown property because the per square foot investment is less and the rate of return is good without making improvements, which leads to building deterioration.

Chamber and CVB

- There may be an overlap in services between the Chamber of Commerce (Chamber) and the Convention and Visitors Bureau (CVB) should be reorganized so there is one point of contact.
- The piecemeal approach is not working and the two should be combined and have a major focus on marketing, customer service and business attraction.

- The Chamber and CVB are under funded.
- The level of professionalism in both the Chamber and CVB should be improved.
- Volunteers at the Chamber need to have a better knowledge of the community and should be more upbeat.
- Friction and the inability to work together have become perpetual and there needs to be some major “house cleaning”.
- There has been a lack of leadership to deal with this issue.
- The City and County should directly support the Chamber and the Chamber should support the goals of the City and County.

Marketing

- Friendliness and small town service leaves a lasting and unique impression on visitors.
- There appear to be a lot of visitors who are in town because of family.
- Marketing is one of the major things that need to be done for downtown and the tourism attractions.
- There are a lot of “me-oriented” businesses that make it a challenge to have widespread promotions.
- Signage throughout the town shows major inconsistencies and is ineffective at key locations (Buckeye and 3rd Street).
- Events and festivals need to be big and unique, although it may take a number of years to grow these events. We could build, modify and augment existing events.

Wealth Retention

- There is substantial wealth in the community and a significant loan demand.
- The banks each have a market niche; for example, Solomon State Bank serves the less affluent while First National serves the more affluent.
- The Community Foundation is aware of the need for estate planning to capture stored wealth before it is exported.
- The ministerial foundation has a great potential to make positive quality of life changes in the community.

Land Use

- The City should try to maintain the existing mix of manufacturers and other businesses.
- One of the barriers to mixed-use development is a high insurance rate.
- There is a need to define business parks and protect them from incompatible land uses and traffic flows.
- The encroachment of residential land uses on manufacturing facilities is a long-term concern, particularly in the Washington Boulevard and NW 8th Street area.
- Land use planning and site design standards needed to minimize the impact of land use conflicts and nuisances.
- There need to be architectural standards for in-fill development in historic neighborhoods and to ensure that new buildings compliment existing buildings.

Community Leadership

- Political polarization on social and moral issues has created hostilities that effect various aspects of the community, including, business relations, a degraded sense of community and the outsider's perception of Abilene.
- The level of community involvement and social capital in Abilene is very good.
- The City should be aggressive to get something done with the former J.C. Penney site and the Ronald Rice Building. Failure to deal with the Ronald Rice Building is leading to a perception of selective enforcement.
- The City Commission wants everything in black and white while some flexibility would be nice to allow projects to happen (Upland Mutual was specifically cited as an example). City Commissioners and other leaders need to be able to pull the trigger on deals.
- In general, the City Commissioners get good advice from their staff.
- The community needs to find a niche and stick to it, especially on special events.
- City Hall could be a little friendlier and have reasonable representation.
- It is hard to get people to understand that community improvement is a shared responsibility.
- The community has to spend money to make improvements while the elderly and retired are stingy.

- The Old Abilene Town project needs more support from everyone.

Social Services

- The food and clothing bank is in good shape and should not be concerned about maintaining stocks, because it's better to have the goods being used and most goods can be replaced quickly.
- The local low-income population is most challenged by car repairs, rent and utilities.
- Social services have a good working relationship with local law enforcement and the local media.
- Teen pregnancy and animal welfare continue to be significant problems.
- There are a lot of grandparents raising grandchildren.
- Social services and charities do a great job, but there is a lack of emergency financial assistance.
- The churches assist transients to help them get down the road.

Board Interviews and Review

City staff will conduct interviews with various government boards and provide them an opportunity to review the draft Plan. These boards include, but may not be limited to: the School Board, City and County Planning Commissions, Airport Advisory Committee, Heritage Commission, Economic Development Council, Downtown Revitalization Committee, Chamber of Commerce Board, Library Board, Recreation Commission, Convention and Visitors Bureau and the Building Standards Board. These groups will provide a more detailed view of service provision, development trends and the business climate needs. Once again, the input from these organizations will help establish the key community issues and potential strategies to better the community.

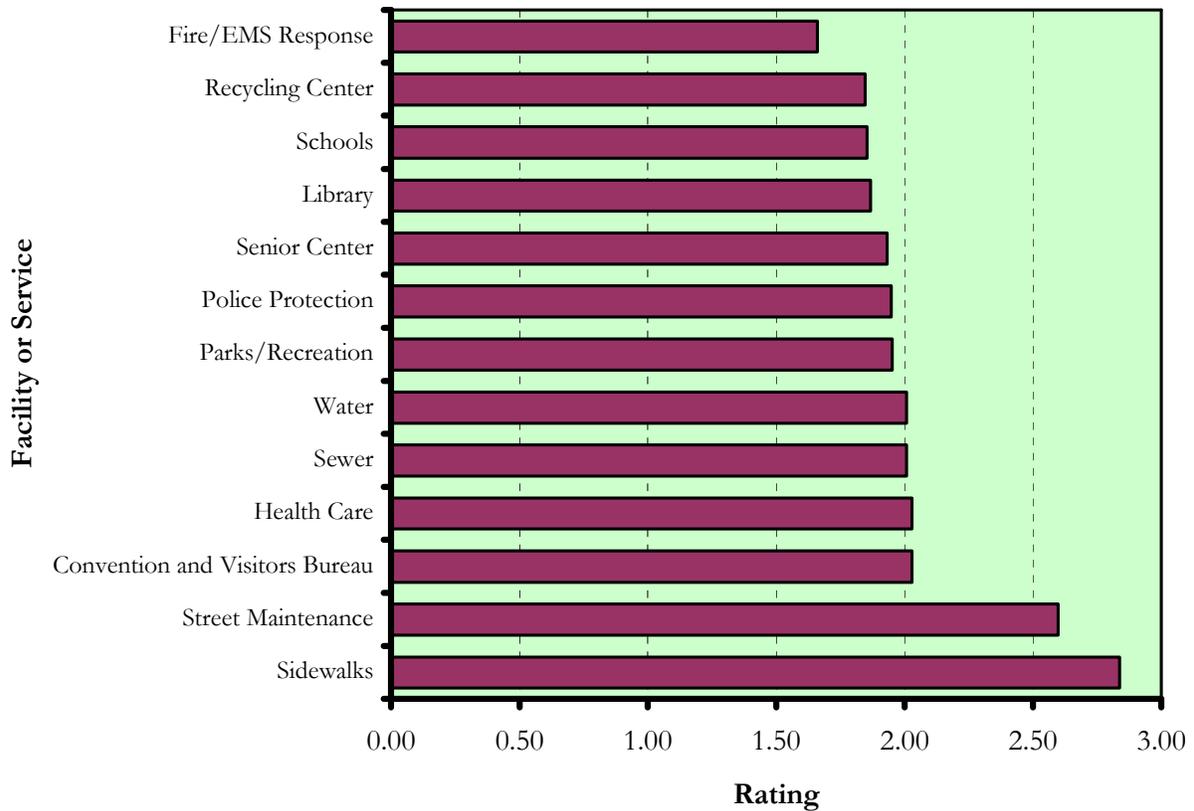
Surveys

There were approximately 3,500 surveys mailed to every water customer in the City with a \$1 rebate on their water bill if a completed survey was returned. The survey consisted of 26 questions covering such topics as public facilities and services, social community, community development, housing, and demographics. A total of 380 surveys were returned for a response rate of 10.8%. The survey response summary is located below. Throughout this Plan the results of the survey are discussed when relevant to the community goals and objectives.

1. Rate the following facilities and services by circling the appropriate response (*Mark with an "X"*).

Facility or Service	Excellent	Good	Fair	Poor	No Opinion
Police Protection					
Fire/EMS Response					
Recycling Center					
Parks/Recreation					
Water					
Sewer					
Library					
Sidewalks					
Street Maintenance					
Senior Center					
Convention and Visitors Bureau					
Health Care					
Schools					

Infrastructure and Services	Excellent	Good	Fair	Poor	No Opinion	No Response	Average Score
Sidewalks	10	113	173	73	9	2	2.84
Street Maintenance	20	150	160	41	5	4	2.60
Convention and Visitors Bureau	58	186	53	7	69	7	2.03
Health Care	94	165	60	22	35	4	2.03
Sewer	68	222	51	10	22	7	2.01
Water	83	218	54	16	4	5	2.01
Parks/Recreation	104	171	59	14	24	8	1.95
Police Protection	86	209	46	11	20	8	1.95
Senior Center	53	165	26	5	125	6	1.93
Library	94	202	37	6	35	6	1.87
Schools	88	207	28	6	47	4	1.85
Recycling Center	114	175	36	13	38	4	1.85
Fire/EMS Response	131	192	14	1	33	9	1.66



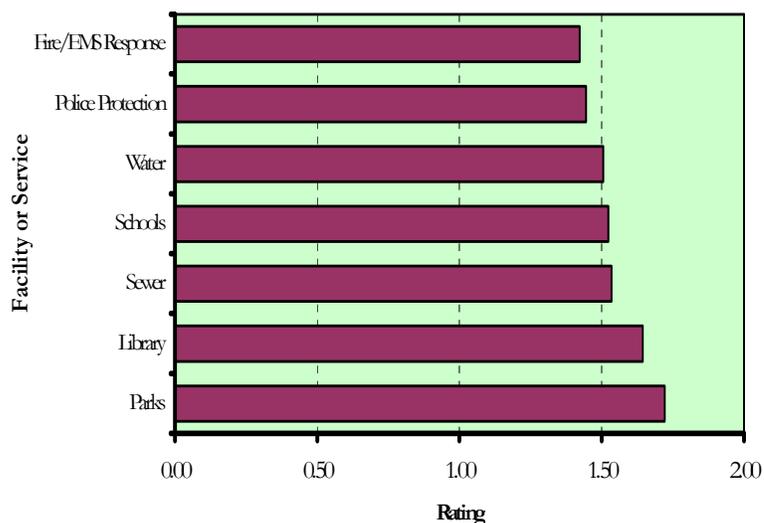
Survey respondents rated most city services and facilities between excellent (1) or good (2). The two areas of concern are clearly the condition and maintenance of streets and sidewalks as indicated by both being rated closer to fair (3) than good (2). This clearly reflects the importance of street and sidewalks to Abilenians and the poor condition they are currently in due to age and a lack of public investment.

- The City should require adequate service levels for the following public facilities and services in conjunction with development (*Mark with an "X"*).

Facility or Service	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Police Protection					
Fire/EMS Response					
Parks					
Water					
Sewer					
Library					
Schools					

Facility or Service	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response	Average Score
Parks	107	201	52	13	2	5	1.72
Library	122	202	44	5	0	7	1.64
Sewer	163	178	28	3	0	8	1.53
Schools	167	170	34	1	2	6	1.52
Water	176	174	20	2	0	8	1.51
Police Protection	201	156	16	2	0	5	1.45
Fire/EMS Response	207	152	15	0	0	6	1.42

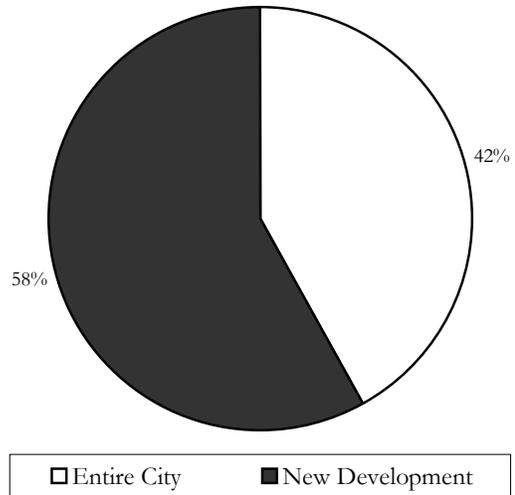
Nearly all survey respondents either strongly agree (1) or agree (2) that adequate public facilities and services should be provided in conjunction with development. Public safety services received the highest level of agreement while library and parks were less of a priority. It appears that the public thinks that adequate service levels should be enhanced overtime to reflect growth.



3. The cost of additional public facilities needed by new development should be shared by (circle one).

- a.) the entire City
- b.) the new development

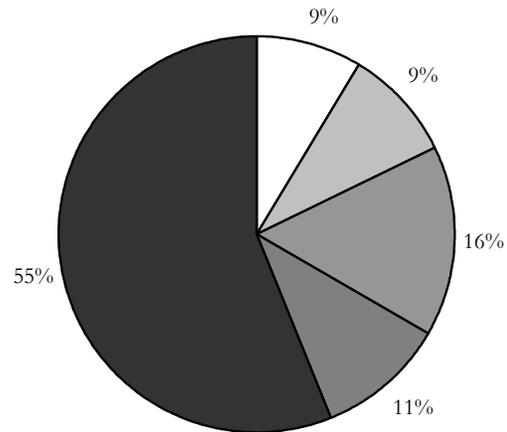
Fifty-eight percent (58%) of respondents believe that new development should pay the costs associated with public facilities and services needed to serve the new development. The large number of respondents indicating that the entire city should be responsible for the costs suggests that servicing new growth is a public responsibility to be shared by the citizens. Public support for cost recovery provisions, such as impact fees, special assessments and excise taxes is difficult to gauge from the response on this question.



4. How many years have you lived in your current home?

Under 1 Year 1-2 Years 2-5 Years 5-10 Years Over 10 Years

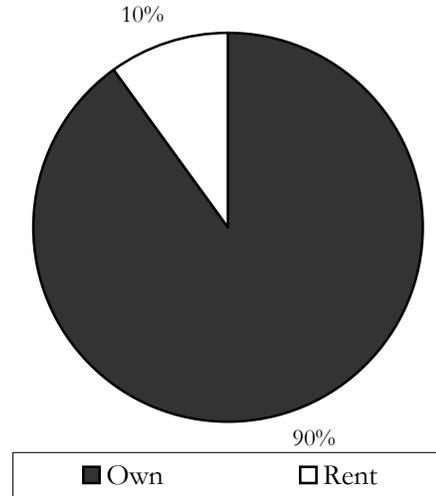
Fifty-five percent (55%) of survey respondents have lived in their current residence for over 10 years. This suggests community stability. It should be noted that nearly 83% of the survey respondents were over 35 years old and are likely to be largely settled into careers or retirement.



5. Do you own or rent your current residence?

Own Rent

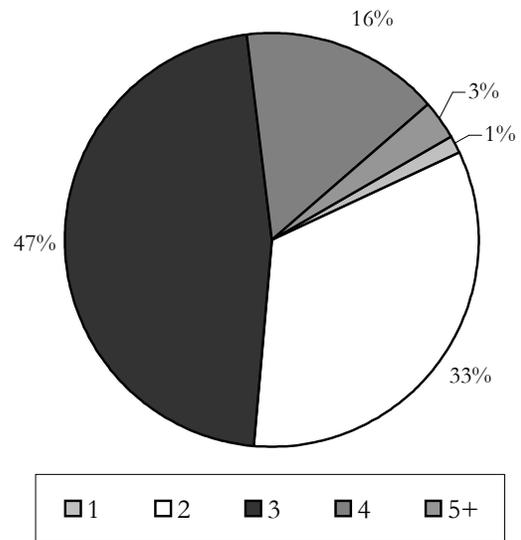
Ninety percent (90%) of survey respondents own their own home so the results of this survey heavily reflects the opinions of homeowners.



6. How many bedrooms does you current residence have?

1 2 3 4 5+

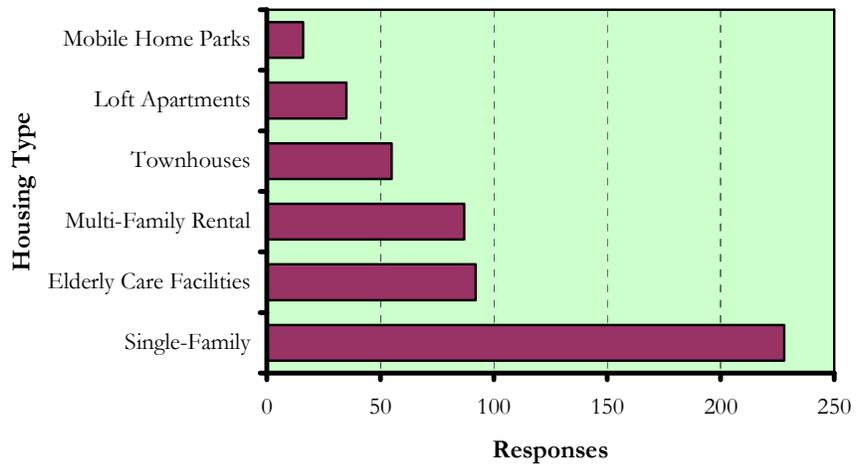
Approximately 78% of the respondents live in homes with between 2 and 3 bedrooms.



7. What type of residential development is needed in Abilene (*circle all the apply*)?

- | | | |
|-----------------|-------------------------|---------------------|
| Single-Family | Townhouses | Multi-Family Rental |
| Loft Apartments | Elderly Care Facilities | Mobile Home Parks |

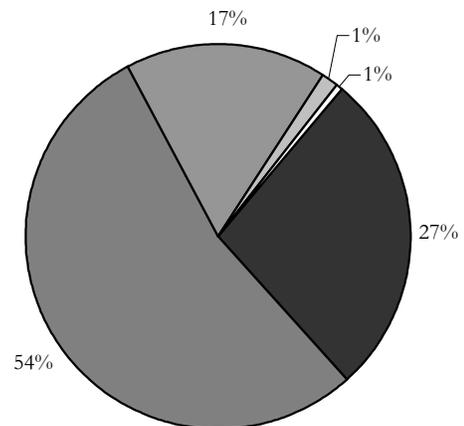
When asked to identify housing types needed in Abilene, not surprisingly many of them indicated that single-family homes are needed. The second and third most responses were for elderly care facilities and multi-family rental housing. Mobile homes received the fewest responses.



8. How would you rate living in Abilene?

Excellent Good Fair Poor No Opinion

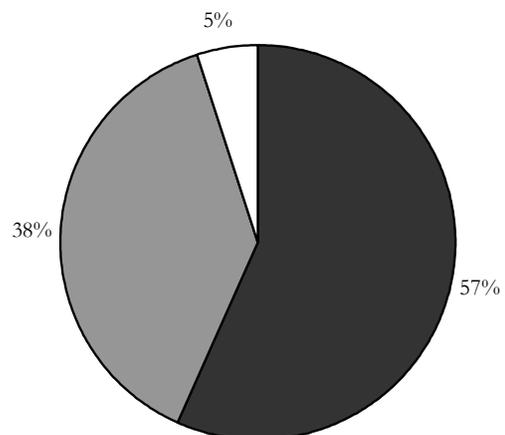
Over half of respondents rated living in Abilene as good (54%) with over a quarter rating Abilene as excellent (27%). This reflects the good quality of life experienced by current residents.



■ Excellent ■ Good ■ Fair ■ Poor ■ No Opinion

11. The City's growth should be cost-efficient and designed for lasting value.

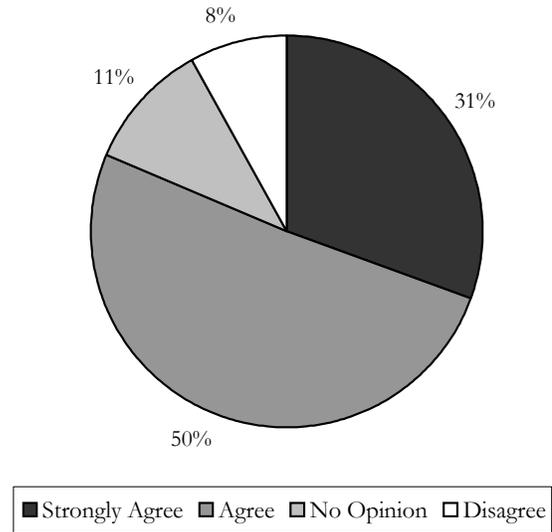
Nearly all respondents (95%) believe that city growth should be cost-efficient and designed for lasting value. This suggests support for high standards for public and private improvements, which may include infrastructure, facilities and structures.



■ Strongly Agree ■ Agree ■ No Opinion

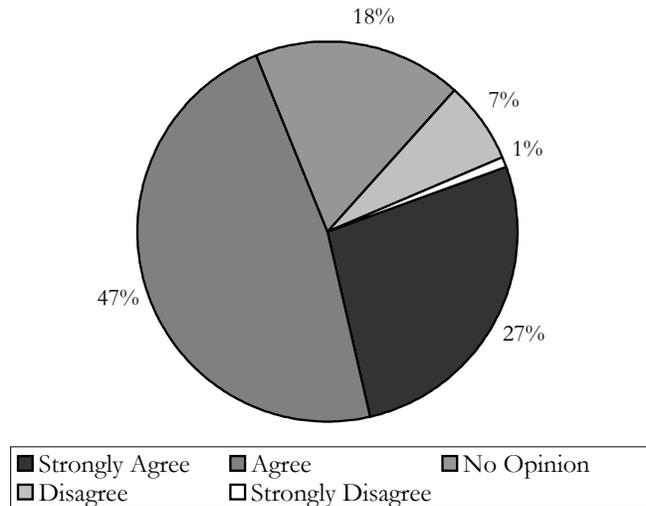
12. The City should place a high priority on maintaining or improving older residential neighborhoods.

There is widespread support - strongly agree (31%) and agree (50%) - for continued improvements to older residential neighborhoods. Much of the community's wealth resides in residential property in aging neighborhoods. Supporting improvements, maintenance and revitalization enhances the value of areas, which have contributed to the tax base far longer than was necessary to pay for their infrastructure.



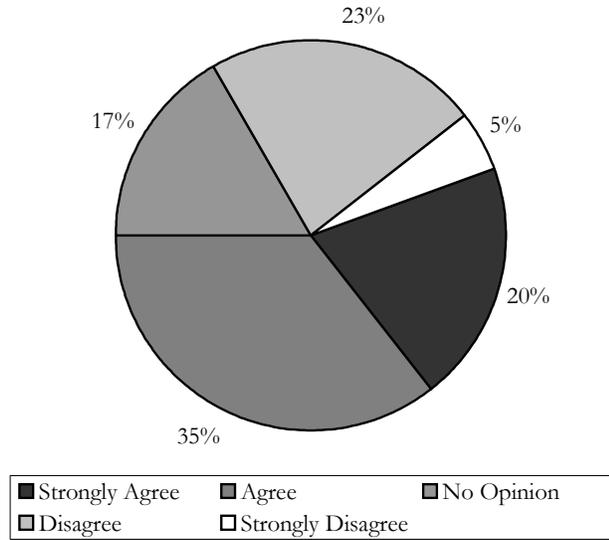
13. The City should actively support the redevelopment of out dated commercial and industrial lots.

Nearly three-fourths (74%) of the survey respondents believe the City should take an active role in redeveloping aged commercial and industrial areas. This suggests support for redevelopment incentives and perhaps actively funding site clean up and marketing.



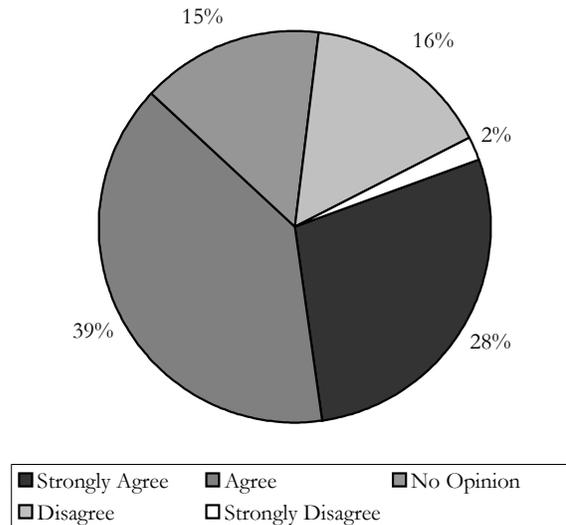
14. The City should require new residential areas be designed with sidewalks, street trees, mixture of housing types and narrow streets.

When asked about design elements for residential areas a majority (55%) agreed that sidewalks, street trees, mixed housing types and narrow streets should be required. Reviewing margin comments made regarding this question, many of the respondents did not understand why “narrow streets” was listed. Strategically placed narrow streets coupled with street trees slows traffic, minimizes through traffic, allows public surveillance of street activity, costs less to construct and creates a quaint protective environment.



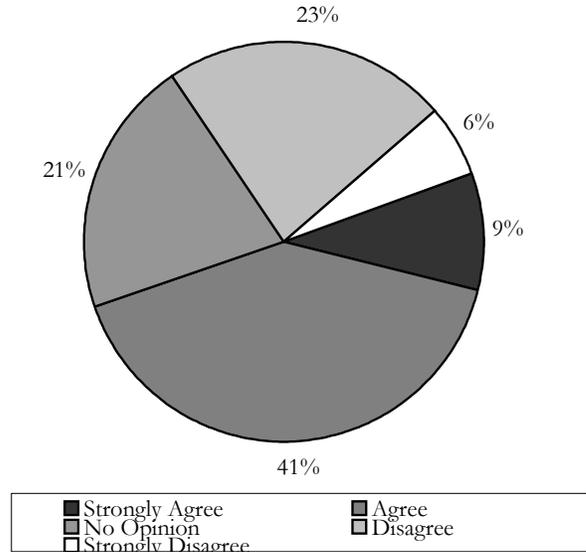
15. The City should require construction of sidewalks on both sides of streets in new residential development.

Majorities (67%) of the survey respondents believe that sidewalks should be provided on both sides of the street in residential areas.



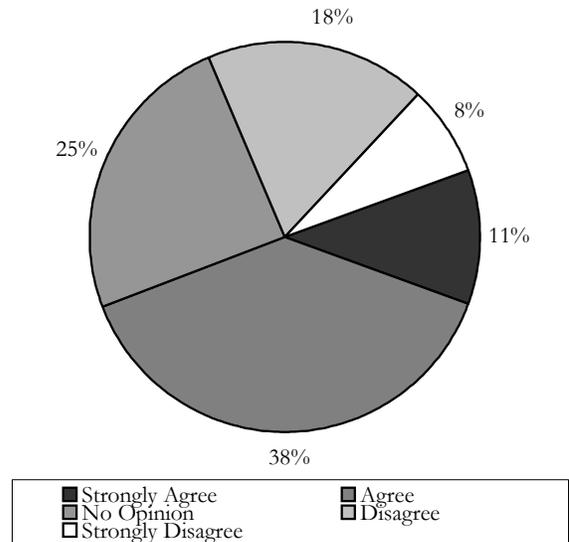
16. The City should allow well designed, smaller multiple family housing within single family neighborhoods.

The survey respondents appear split on whether well designed and context sensitive multi-family housing should be allowed in predominantly residential areas. Twenty percent (21%) of the respondents indicated that they had no opinion on the matter, so the community’s guidance on this question is difficult to gauge.



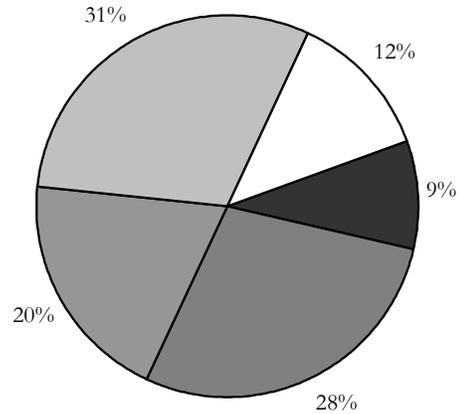
17. The City should continue to allow rural development to receive water and sewer services without being brought into the City.

The response to this question does not provide unequivocal direction regarding the provision of water and sewer services outside the city limits. A quarter of respondents had no opinion regarding this issue. Those who either agreed or strongly agreed that services should continue to be provided outside the city limits made up 49% of the responses.



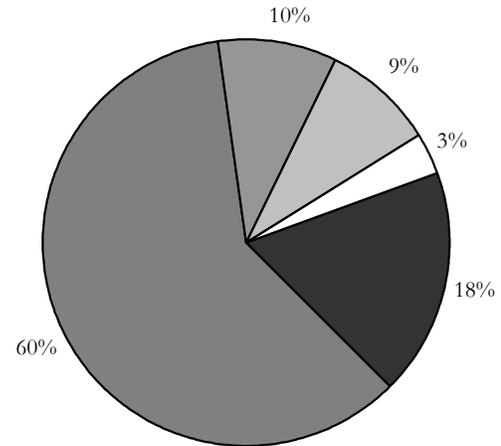
18. The City should build a modest convention center to attract conferences and other events.

On the question if whether the City should build a modest convention center, the community is almost perfectly split with 37% agreeing, 43% disagreeing and 20% having no opinion. This question did not yield a clear direction.



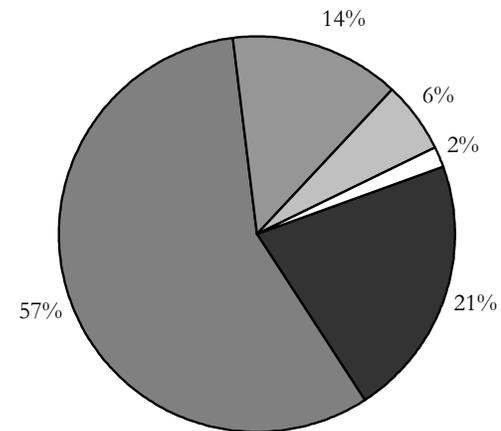
19. The City should continue to encourage and financially contribute toward downtown revitalization projects.

The respondents strongly support (78%) continued financial investment in downtown revitalization projects. This suggests that downtown improvement efforts should include public/private partnerships to fund infrastructure and building improvements to make downtown an attractive and viable commercial and residential area.



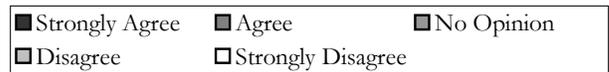
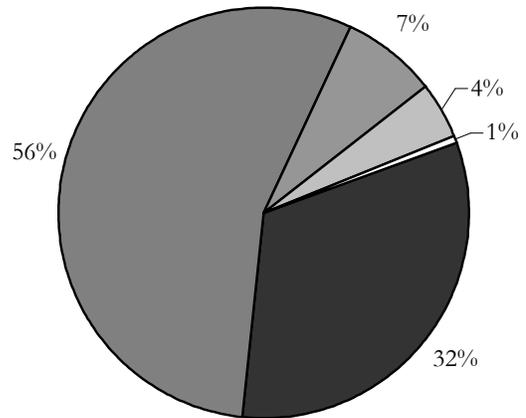
20. The City should adopt and enforce design requirements to ensure new commercial buildings and sites are attractive and well designed.

Over three-quarters (78%) of those who responded believe that commercial buildings and sites should be attractive and well designed. This demonstrates support for commercial building and site design standards that enhance the quality of existing commercial areas and ensures that new commercial development is of high quality.



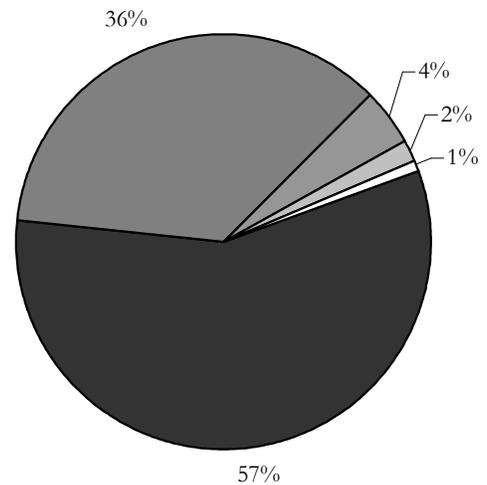
21. The City should encourage and support the preservation of unique and historically significant buildings.

An overwhelming majority (88%) of respondents believes that the City should encourage and support historic preservation. How to “encourage and support” is not specified in the question, but clearly this is a community priority.



22. The City should increase its efforts to attract businesses with higher paying jobs to expand or locate in Abilene.

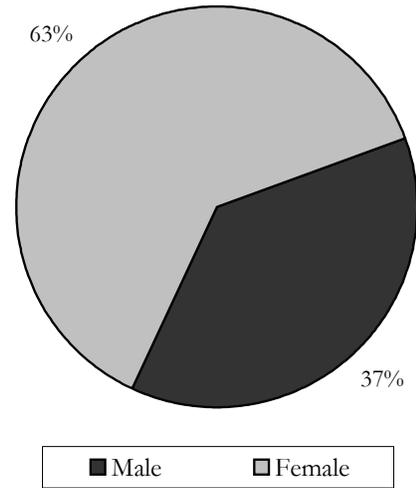
Most Abilenians (93%) support proactive efforts to increase the number of high paying jobs through business recruitment and growing existing businesses in the City.



23. To make sure all voices are heard, please complete the following:

23.a. You are Male _____ Female _____

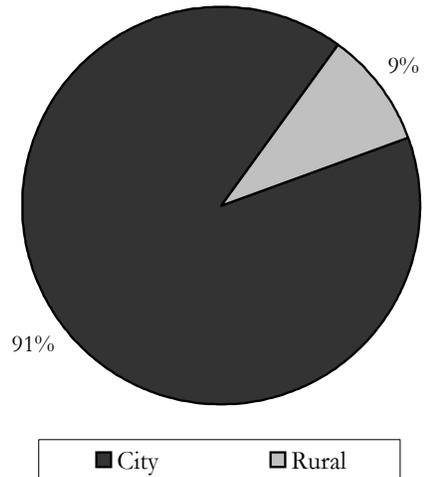
The survey results were more reflective of the opinions of females.



23.b. City resident _____

Rural resident _____

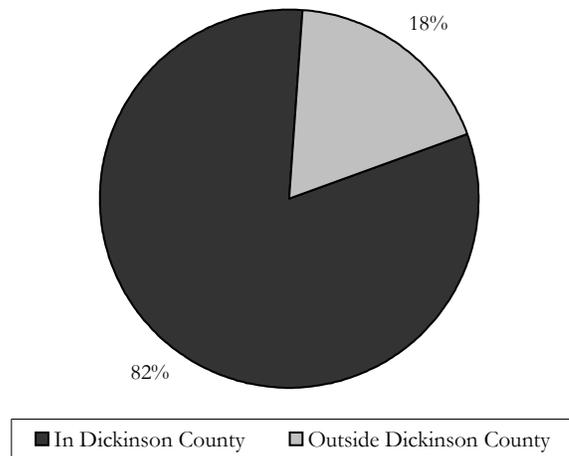
Most respondents were City residents. Rural property owners that receive City water service were sent the survey.



23.c. Employed in Dickinson County _____

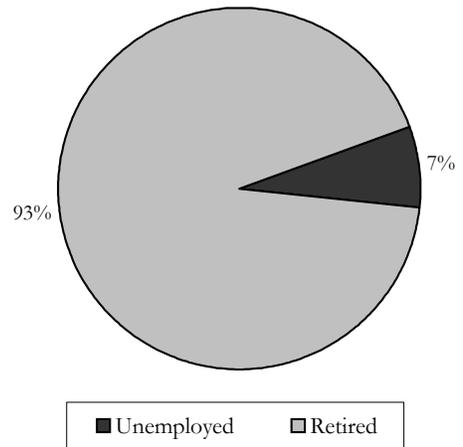
Outside Dickinson County _____

Eighty-two percent of the respondents who indicated the location of their employment were employed within Dickinson County. There were a high number of non-respondents mostly due to being retired.



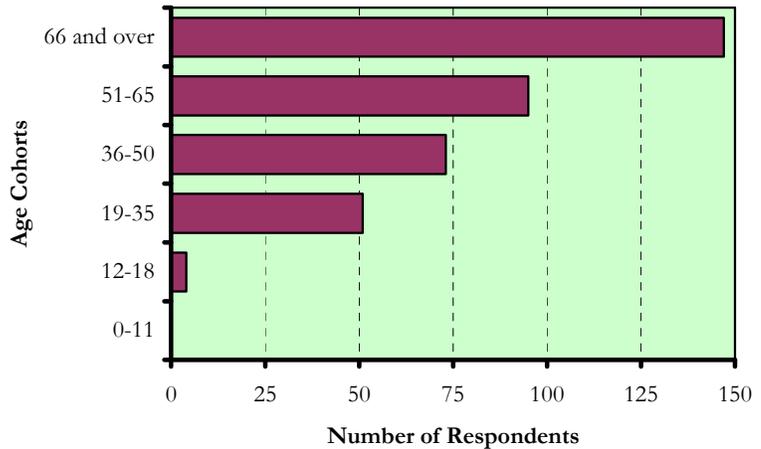
23.d. Unemployed _____ Retired _____

Of those respondents that were not employed, 93% were retired, which is consistent with the age slant towards older Abilenians.



23.e. Age group: 0-11 _____ 12-18 _____ 18-35 _____
 36-50 _____ 51-65 _____ 65 and over _____

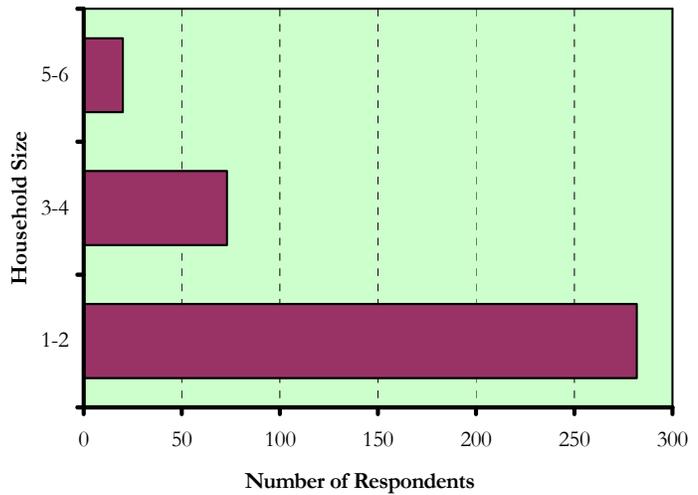
Older Abilenians were more likely to answer the survey than younger citizens. The largest age group to respond was those aged 66 or over. The response by age cohort tapers down with those between 12 and 18 years of age being the lowest cohort with respondents. The survey closely reflects the opinions of the older people in the community.



24. How many people live in your household?

1-2 3-4 5-6 7+

Once again, the number of people living in the households that responded was extremely low. This indicates that the survey results disproportionately represents the opinions of “empty nesters” and widows (ers).



Do you have school age children?

Yes

No

Less than one-quarter of the survey respondents indicated that they have school aged children. Once again demonstrating the survey response’s slant towards older households.

