

CONCORDIA 2011 COMPREHENSIVE PLAN

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EXECUTIVE SUMMARY

An Overview to the Concordia 2011 Comprehensive Plan

One primary purpose of this Comprehensive Plan is to provide a rational basis for zoning decisions, patterns of land use, and actions (both public and private) affecting the physical development of Concordia as well as its economic development. This Plan seeks to coordinate publicly-financed capital improvements, such as streets, sewers and water lines, with private development activities that produce homes and businesses.

Another primary purpose of this Plan is to identify and articulate the needs and desires of the citizens of Concordia. While undertaking such a task is always challenging – and results are inherently subject to differing interpretations – this Plan enjoys the benefit of a lengthy survey completed by a significant percentage of citizens. These survey results – which are reported in detail throughout the text of the Plan – are supplemented by input from other sources from the community. That input – both fact and opinion – was reviewed and measured by the Concordia Planning Commission. This document is the workproduct of those two bodies, composed of citizens who are knowledgeable of their community's past, its present, and who desire to convey and energize the possibilities for the future.

This Comprehensive Plan, once it is adopted by the Concordia City Commission, is the City's official policy guide for future development. As such the Plan: sets out the City's planning-related goals; provides a data resource base for long-range and strategic planning; identifies factors influencing growth and development in the area; makes recommendations as to future land use and development in the area so as to guide future planning decisions; and recommends changes to the City's zoning regulations which will better allow for implementation of the goals set forth in the Plan. Those goals are to **promote economic growth and land use development, and to do so in a manner which protects, and enhances, the factors which already make Concordia a good place to live and work.**

The Planning Area for this Plan includes the land within Concordia's corporate city limits. The Future Land Use Map which is part of the Plan covers the area within the City.

While Kansas law does not require any city to adopt a Comprehensive Plan, a proper plan is recognized in the law as a means to help cities reach goals and develop an environment that is aesthetically pleasing, safe, operates efficiently, and strives for equitable treatment for all citizens.

While a Comprehensive Plan is not itself a law that can be enforced – as compared to zoning regulations which are – the Plan nonetheless plays a direct role in land use regulatory actions by the City, and as such directly affects property owners and

developers. The Plan will be used as a guide by the Concordia Planning Commission and Governing Body when considering rezoning requests. A legally-recognized criteria for City consideration of a rezoning is whether the proposed rezoning is consistent with the City's adopted plan.

Chapters One and Two provide some basic background information, history and trends relevant to Concordia and some detail as to the nature and extent of some of the assets and resources which help define the "character" of the community. For example, schools, health care and municipal services are described. No attempt is made to fully list and describe all elements of the community, as such would be a task that would overshadow the fundamental purpose of this Plan.

Chapter Three – Housing. The goals relating to housing can be stated generally as taking actions to **encourage residential development that will serve the entire community.** This means housing size, type (single-family, detached, duplexes, etc.) and cost that meet the needs of large families and small, higher, middle and lower income, young adults and seniors.

Chapter Four – Economic Development. The goals relating to Concordia's economic development are as broad and far-ranging as those for housing: to take actions that will **promote the growth of existing businesses and at the same time create an atmosphere that will appeal to the types of new commercial and industrial concerns that the community wants to have.** This means new businesses which will draw from, and/or create, a diverse workforce – white collar and blue collar, laborers, professionals and technicians. Importantly, actions to promote existing business and attract new businesses are to be undertaken in a manner mindful of preserving the existing character of Concordia.

Chapter Five – Recreation and Natural and Historic Resources. The 2010 community survey identified a number of needs and desires relating to recreational programs and facilities. While there was a general sense of satisfaction with the number and maintenance of existing City parks, more trails were requested as well as public park facilities and recreational programs that serve all age groups in the community.

Chapter Six – Infrastructure and Transportation. **Improved maintenance of city streets and sidewalks** was a request voiced strongly and frequently in the 2010 community survey. Adequate public investment for such maintenance is critical not only for quality of life of current residents, but also critical to meeting the City's economic development and housing goals. While not addressed as part of the community survey, the Planning Commission believes provision of general public transportation is something the City should encourage, and possibly provide.

Chapter Seven -- Downtown. This chapter briefly explains the important role the Downtown area has played in Concordia's past, present and future. Maintaining its character while encouraging growth and development are goals which can be simultaneously pursued, and reached.

Chapter Eight -- Code Enforcement. One of the most discussed subjects during the preparation of the Comprehensive Plan was code enforcement. The community survey and other input showed the desire for the City to **strengthen code enforcement efforts for the purpose of creating better and healthier neighborhoods.** This chapter discusses the importance of code enforcement, what can be done, and recommends additional City resources be committed to enforcement.

Chapter Nine – Future Land Use. The goals in the Plan relating to how the City grows, and what land use is most appropriate for a given piece of property, are again broad and far-reaching. Implementing strategies to attain land use goals will be critical to achieving virtually all the other goals set forth in the Plan.

For example, the Plan calls for the City’s land use regulations, and development occurring in accordance with those regulations, to preserve the existing character of Concordia while at the same time promoting the area’s economic development, growth and prosperity. Sufficient land area needs to be identified to serve the housing needs of a growing population – and the community wants not just enough land zoned to meet housing needs, but land that can be developed in a manner that will attain housing goals.

In like fashion, the City’s land use regulations and future zoning actions need to take into account the goals relating to commercial and industrial growth. Again the goal is not just “enough” land zoned to meet such demands, but land that is well-suited and well-situated for such development given all the interrelated goals of this Comprehensive Plan.

Future Land Use Map. The Future Land Use Map is a component of this Plan. It shows the desired future land use for property within the corporate city limits. The land uses as designated on the map do not specifically utilize the current zoning regulations classification of zoning districts, instead to some extent using more generic land use classifications (agricultural, industrial, residential, etc.) that will be more useful to citizens, property owners and the Planning Commission and Governing Body as rezonings are considered.

It is important to understand that the Future Land Use Map is not a zoning map. It does not affect the current zoning classification of any property. The map provides a picture of what the community believes the best and/or most likely land uses will be in the future.

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Chapter One: Introduction

- 1.1 Purpose of a Comprehensive Plan**
- 1.2 Goals and Strategies**
- 1.3 Concordia History**

1.1 PURPOSE OF A COMPREHENSIVE PLAN

The overall community goal for planning is to provide for the optimum in public health, safety and welfare for all residents of Concordia, and to simultaneously recognize and safeguard individual rights and vested property interests.

Planning is a basic function and power of city governments in Kansas. Planning commissions and governing bodies prepare plans in order to preserve the public health, safety and welfare. Effective planning ensures the orderly development of land within the planning jurisdiction of the city.

Cities plan for a variety of reasons:

- **To protect the public and preserve quality of life**

Planning can provide a wide number of benefits to a community. Effective planning can reduce problems such as incompatible land uses and prevent development in high-risk areas like flood plains. It can also ensure that open space and agricultural land is protected from development.

- **To develop community vision and achieve goals**

The creation and adoption of a comprehensive plan provides the blueprint a community needs to realize its shared vision for the future. An effective planning process engages the public and builds on the strengths of the community. The comprehensive plan is more than just a list of goals and values, however. It is also a roadmap that allows the community to work to achieve these goals through specific land use policies and actions.

- **To protect private property rights**

Too often, planning is seen as infringing on, rather than enhancing, private property rights. While city land use regulations like zoning may place limits on an individual landowner's ability to utilize his or her land, they are, at their core, intended to *protect* the property rights of *all* landowners in a planning jurisdiction. Striking the balance between individual liberties and the public good is critical to every planning effort.

- **To encourage/continue economic development**

Orderly planning provides the kind of certainty and predictability that developers, lending institutions and business owners seek. Planning can help outline the future capital improvements and infrastructure a community will require to grow, and identify the means to finance these infrastructure needs. Good planning can also ensure that sufficient land is available for employee housing and new business development.

- **To facilitate decision-making on land use**

Decision making by local governments is made in accordance with comprehensive plans, zoning and/or other land use regulations. Good land use planning is proactive in nature and helps prevent accusations that land use decisions have been made in an arbitrary or capricious manner. In the absence of planning, land use decisions can often be made haphazardly. Without planning, the impacts of land use decisions are still felt and their costs are borne by the entire community. Good planning furthers sound decision making.

The Kansas statute which sets out the requirements for a city comprehensive plan offers a concise statement of the purpose which a plan is to serve: The comprehensive plan

"...shall constitute the basis or guide for public action to insure a coordinated and harmonious development or redevelopment which will best promote the health, safety, morals, order, convenience, prosperity and general welfare as well as wise and efficient expenditure of public funds."

K.S.A. 12-747(c)

A comprehensive plan expresses a community's desires about the future. The plan provides a foundation and framework for future decisions and actions which affect the growth and development of property within the city.

This comprehensive plan has a number of characteristics which are common to comprehensive plans of other communities. First, it is a *physical plan*. Although a reflection of social and economic values, the plan is fundamentally a guide to the

physical development of the community. It translates values into a scheme that describes how, why, when, and where to build, rebuild or preserve the community.

A second characteristic of this plan that is common to other plans is that it is *long range*, covering a time period greater than one year, usually five years or more. This plan expresses current policies that will shape the future, rather than showing a rigid image of the future itself. Nevertheless, a good plan challenges and inspires a community, and its citizens, with a vision of what might be, possibly a bit idealistic with hopes and dreams. It should also outline steps to be taken to achieve those ideals.

A third characteristic of this plan is that it is *comprehensive*. It covers the entire city geographically – not merely one or more sections. It also encompasses all the functions that make a community work, such as transportation, housing, land use, utility systems, and recreation. Moreover, the plan considers the interrelationships of those functions.

Fourth, the plan is a statement of policy, covering such community desires as quantity, character, location, and rate of growth (be it no growth, slow growth, rapid growth, or decline) and indicating how these desires can be achieved.

Finally, the plan is a guide to decision making by the Planning Commission, the Governing Body, City Manager, and city staff.

1.2 GOALS AND STRATEGIES

Most of the chapters in this Plan have a heading, "Goals and Strategies", as well as "Actions" recommended to be taken by the City. Each term, "goal," "strategy," and "action" has a distinct meaning and purpose, described as follows:

Goals articulate long-range aspirations of Concordia. They are ends to be sought, and achieved.

Actions set out specific steps to be taken in furtherance of achieving the Plan's goals. Actions are usually discrete, measurable steps which can be undertaken as part of the implementation of the Plan.

Strategies provide direction or approaches to accomplishing specific goals or actions.

1.3 CONCORDIA HISTORY

The community of Concordia was established in 1871, with the city officially incorporated as a city of the third class in 1872. The early history of the community included the Nazareth Motherhouse, built in 1903, and railroad connections serving as a cultural stop with the Brown Grand Theater built in 1907. Through the railroad and

traveling shows, many well-known figures and shows were seen in Concordia, including Ringling Bros, Wild Bill Hickock, and Buffalo Bill Cody.

Among the more notable events in the history of Concordia are the following:

- 1877 - Central Branch Railroad reaches Concordia.
- 1878 - Concordia Fire Department is organized.
- 1879 - *The Blade* is established as a newspaper in Concordia.
- 1882 - First Concordia High School class graduates.
- 1884 - Catholic convent is built
- 1889 - Great Western Business College of Concordia is established.
- 1897 - Telephone service comes to Concordia.
- 1898 - Electricity arrives.
- 1902 - A three-paper merger creates *The Concordia Blade-Empire*.
- 1903 - Nazareth Academy construction is completed. St. Joseph Hospital opens a remodeled Catholic Convent.
- 1906 - Missouri Pacific, Union Pacific, Santa Fe, and Burlington trains make daily runs into the county.
- 1907 - The Vanderbilt Cup is the first opera shown in the new Brown Grand Opera House.
- 1919 - St. Joseph Hospital School of Nursing opens. Concordia Country Club is established.
- 1930 - Concordia's new high school, with an indoor swimming pool, is dedicated.
- 1938 - The City Park and swimming pool are built by WPA workers.
- 1942 - Prisoner of war camp is built north of the city for German war prisoners.
- 1954 - KNCK radio station comes to Concordia.
- 1960 - Cable television service is available.
- 1965 - Cloud County Community College opens.
- 1976 - Brown Grand Opera House restoration begins. The new city swimming pool opens. The Frank Carlson Library opens.

CURRENT DEMOGRAPHICS

The 1990 Plan expressed well the significance of population data. What was true in 1990 holds true today:

Concordia's population is changing in age structure and in gender balance as well as in absolute numbers, and this change requires careful consideration of options for the future of the city. The population study in this master plan is needed to give the people of Concordia an indication of the city's future needs.

The number, or more correctly, the change in number, of people in different age and gender groups intimately affects its future requirements for residential, commercial and industrial land and growth, as well as the population's needs for recreation space, education, medical and institutional facilities, and also its ability to pay for these things. Pure totals, however important they may be, are not as

important as the number of persons in various age groups, for each has different needs.

U.S. CENSUS: CONCORDIA POPULATION

Age	1990	2000	2010*
Under 5	362	305	*
5-9	409	328	*
10-14	360	344	*
15-19	562	604	*
20-24	426	407	*
25-29	382	239	*
30-34	360	304	*
35-39	332	358	*
40-44	324	349	*
45-49	298	310	*
50-54	247	314	*
55-59	247	273	*
60-64	313	240	*
65-69	343	233	*
70-74	335	273	*
75-79	306	272	*
80-84	249	245	*
85 and Over	312	316	*
TOTAL	6,167	5,714	5,163

* 2010 figures were not available at the time of preparation of this Plan. U.S. Census Bureau 2005-2009 estimates for Concordia were: under age 5 - 314, 18 to 64 - 4,197, and 65 and over - 1,070.

POPULATION*

2000 Census	5,714
2001	5,580
2002	5,475
2003	5,408
2004	5,303
2005	5,275
2006	5,165
2007	5,132
2008	5,124
2009	5,109
2010 Census	5,163

* 2000 and 2010 figures are actual counts. All other figures are U.S. Census Bureau estimates.

POPULATIONS, BY GENDER

	1990	2000	2010
Male	2,755	2,602	2,362
Female	3,412	3,112	2,801

HOUSEHOLD INCOME 1990-2000

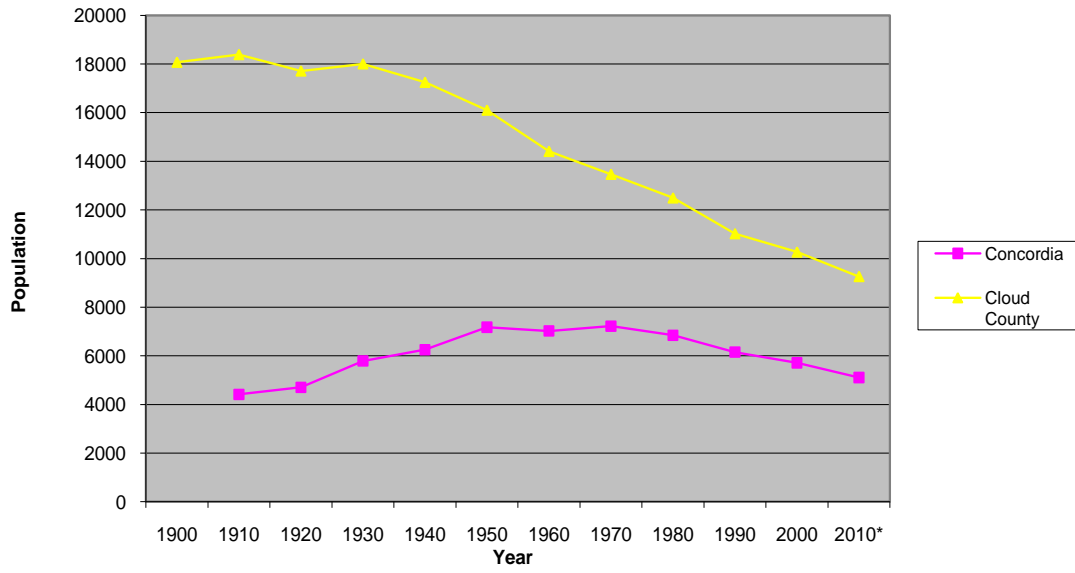
	1990		2000		2010	
	#	%	#	%	#	%
Less than \$10,000	529	20.7	261	11.3	*	*
\$10,000-\$14,999	366	14.4	230	10.0	*	*
\$15,000-\$24,999	597	23.4	466	20.2	*	*
\$25,000-\$34,999	506	19.8	375	16.2	*	*
\$35,000-\$49,999	347	13.6	384	16.6	*	*
\$50,000-\$74,999	183	7.2	414	17.9	*	*
\$75,000-\$99,999	18	0.1	73	3.2	*	*
\$100,000-\$149,999	0	0.0	65	2.8	*	*
\$150,000-\$199,999	4	0.0	30	1.3	*	*
\$200,000 OR MORE	0	0.0	12	0.5	*	*
TOTAL HOUSEHOLDS:	2,550	100.0	2,310	100.0	*	*

* 2010 U.S. Census data was not available at the time the Plan was drafted.

FUTURE TRENDS

Concordia has not seen growth in recent years and is expected to remain stable. Some population growth is possible, given economic development initiatives and industrial park growth. The Kansas Water Office projects a population by 2020 of 6,598 and 6,813 by 2030. Given historical trends in the region and throughout the Midwest, such a projection may be optimistic.

Historical Population



Chapter Two: Community Character

- 2.1 Introduction**
- 2.2 Elements of Community Character - People & Events**
- 2.3 Vision**
- 2.4 Social Institutions**
- 2.5 Health Services**
- 2.6 Other Social Institutions**

2.1 INTRODUCTION

This chapter, documenting elements of the community's demographics, social institutions, and events - its "character" - begins the connection from Concordia's past to its future. What is "character"? An Ohio city's comprehensive plan defined community character as "the sum of all the attributes and assets that make a community unique, and that establish a sense of place for its residents." Residents of Concordia have much to be proud of from their past and their present. The following narrative helps identify the context for which subsequent chapters will build upon to create vision for the future of Concordia.

2.2 ELEMENTS OF COMMUNITY CHARACTER - PEOPLE & EVENTS

Concordia is a rural-character community that has remained stable for a number of years. It is a community where people know each other, know each other's families and feel safe. Citizens enjoy the benefits of a community with a rich cultural history, agricultural roots, historical buildings and new commercial development. With a strong downtown, good retail services, good educational institutions and a local full-service hospital, people in Concordia have good reason to be proud of the community. Many people in the U.S. would like to have such an atmosphere, and at the same time have Concordia's access to metropolitan areas via four-lane highways.

Special events celebrated community-wide in Concordia, often in the downtown, are important aspects of the community's character. One very special event in the



community is Fall Fest held the fourth Saturday in September. With a parade, special entertainment, retail and craft displays downtown, it is a great family event that lasts all day. Former residents often return to Concordia for this community “homecoming”.

Like many communities in Kansas, holidays and other community celebrations become common experience for citizens, connecting them to each other across different backgrounds, ages and interests. Among the annual events and observances in the community are the following: In January the Chamber of Commerce holds its annual dinner, followed by a Bridal Fair in February. An egg hunt in City Park occurs each Easter, put on by a local church. May has Memorial Day which is celebrated with "Avenue of Flags" in Pleasant Hill Cemetery, put on by the American Legion and VFW. The 4th of July brings a fireworks display and the Concordia Music Fest brings music outdoors to the City Park each August. The Cloud County Fair brings people from around the area to the fairgrounds to see livestock, arts and crafts displays, and races. The calendar ends with the Christmas Craft Bazaar each December. The event is a fundraiser for holiday street lighting in the downtown area and along US-81 Highway. That lighting is possible through the efforts of a volunteer group, the Lighting Committee. In addition to these annual events there are appreciation dinners, health fairs, the farmers' market and other gatherings which collectively help make up the character of Concordia.

2.3 VISION

Concordia envisions a growing, vibrant community, with its institutions supporting the community members and enhancing their lives in all aspects: mentally, physically, spiritually and socially.

2.4 SOCIAL INSTITUTIONS

Government

The City of Concordia governing body is elected at-large and is comprised of five commissioners, one of whom is appointed mayor annually. Concordia has adopted the city manager form of government and has 56 total employees. City Hall, located at 7th & Washington, houses various City offices, commission chambers and Municipal Court, and a community room.



City Services

Water and sewer provision are among the services provided by the city. The city's Utility Department takes care of water distribution, the sanitary sewer system, with billing done by the Finance Department. The Utility Department is

also responsible for monitoring of the wells that feed the water system. Goals of this department include replacing aging infrastructure, particularly where repeated water line breaks indicate the life of the line is exhausted. Two examples of such are the E. Sixth Street area, between Spruce & Matthew Streets, as well as additional replacement of aging water infrastructure downtown. With regards to sanitary sewers, an ongoing department goal is being cognizant of changing state and federal regulations to ensure compliance. Replacement of portions of the sanitary sewer system is also needed.

The Public Works Department provides street and alley maintenance, constructs sidewalks, removes snow, etc. This department is also responsible for maintenance of community parks, recreation complex and the cemetery. In recent years, this department has completed the replacement of sidewalk at intersections, removing stand-up curbing and replacing it with accessible ramps. Another recent project was the replacement of all lighting in traffic signals to reduce energy consumption. On-going goals include continuing a slurry seal program of fifty blocks annually. In 2007 a paving machine was acquired allowing the department to overlay streets every year resulting in excellent maintenance. There is additional information about the Public Works Department in Chapter 6 of this Plan.

Community Development services include planning, zoning, building and nuisance code enforcement. Concordia has adopted and enforced national construction standards for remodeling and new construction projects. Currently the adopted codes are the 2006 International Codes, Building Code, Plumbing Code, Mechanical/Fuel Code, Residential Code, Life Safety Code and the 2008 National Electric Code. A current goal in this department is having additional staffing for more nuisance code enforcement.

The Concordia Police Department supervises law enforcement, animal control and city/county dispatch activities. The Concordia police station is located on West 6th Street, at the west end of downtown. There are presently 11 certified law enforcement officers and seven other staff for animal control, dispatch and support. In 2010, the police department underwent some restructuring to ensure appropriate administration and supervision existed throughout the department. New animal control systems were also put into place and adoptions increased by 150%. Upcoming items include implementing community policy objectives, enabling new grant opportunities, particularly for equipment and personnel in the future. The department will continue to seek non-lethal equipment, additional equipment upgrades in vehicles, and replacement of vehicles beginning in 2012. In the long term, new facilities may be considered in order to house more public safety operations at a single location.

Concordia's Fire Department is responsible for fire prevention, fire suppression, and provides ambulance services as well. The station is adjacent to City Hall and is served by eight full-time and twelve volunteer personnel, five of whom are

shift qualified. The department is well equipped with nearly all of the large fire apparatus purchased over the last ten years, primarily with local funds, although CDBG funds were used for the most recent pumper truck purchase. In the future, a new ambulance will need to be purchased. Grants have also enabled a variety of other equipment to be purchased. Assistance of Firefighter grants, in 2008, 2009, and 2010, enabled purchase of bunker gear, new hoses and nozzles, and new SCBA gear, bringing the equipment up to good standards. One piece of equipment identified as a future goal is an air filtration system. Another goal is to increase the number of shift qualified volunteers, creating better flexibility and reducing concerns about shortages of firefighters. The current ISO rating in Concordia is 5.

Education Providers

USD 333

There are four public schools serving students in Concordia: Concordia Elementary School, Middle School, Junior High and High School. The USD 333 Board of Education is currently conducting a strategic planning process, and several goals have already emerged from that process. The first is to have FEMA-approved shelters in all of the buildings, particularly the elementary school as it does not have any underground shelter. In addition, there is a need to modernize the Junior/Senior High buildings, which are the oldest in the district.



USD 333 Academic Success

Students at Concordia schools performed well in 2010 state assessments with 90.2% scoring proficient in reading and 89.1% scoring proficient in math. Concordia High School has a graduation rate of 94.2%. Ten-year accreditation was achieved in early 2011. USD 333 has an overall attendance rate of 95.4%. CHS has had 32 students named as National Merit Scholars, with the first named in 1967 and the most recent in 2010. Forty-five CHS students have been designated as Commended National Merit Scholars, first in 1966 and the most recent in 2011. CHS has had two students named Jack Kent Cooke Scholars. The district has made a commitment to technology access and tools for all staff and students. Each student in grades 9-12 and all certified staff members have laptop computers. Mobile carts and additional computers are available for students in grades K-6, as well as SmartBoard technology. All USD 333 facilities are wireless.



School Buildings & Programs

Concordia Senior High School – Concordia High School opened in 1930, with additions or major renovations in

1956, 1968, 1969 and 1972. School year 2010-11 enrollment is 342 students, grades 9-12, with approximately 50 certified teachers and 25 non-certified staff members. Concordia High School is very proud to have been recognized for its 100 years of continuous accreditation from the North Central Accreditation organization. The Concordia Junior/Senior High School offers a wide variety of college prep courses and career and technical education courses. Concordia High School competes at the 4A level in KSHSAA sponsored extra-curricular activities. More than 35 extra-curricular sports, clubs and activities are available for students.

Concordia Junior High School – CJHS is co-located with the High School, sharing the gymnasiums, but having separate classroom areas. The 2010-11 enrollment for grades 7-8 is 143, with 15 teachers and staff. The Junior High also shares staff with the high school.

Concordia Middle School – The building housing the Middle School was purchased by USD 333 in 1971 and offers diverse and separate learning opportunities for fifth and sixth grade students. This building was acquired from the local Catholic Church and was formerly a private school. It allows pods for the grades in the middle school and was built in 1963. There are 173 students enrolled in these two grades in the 2010-11 school year. In addition to the core classes, students are assigned to classes that include technology, library, art, vocal music, band and physical education. The



staff consists of 25 members, with additional staff being shared by the other schools in the district.

Concordia Elementary School –Opened in 1996, Concordia Elementary School is the newest building in USD 333. This school houses grades Kindergarten through fourth grade with 418 students enrolled for 2010-11. Currently, there are 23 self-contained classrooms and several resource rooms to serve students with special educational needs. CES has approximately 63 certified and non-certified staff members.

Preschool Education

Head Start –Head Start is a program designed to give 3- to 4-year-old children from families who meet certain income guidelines an opportunity to learn social and self-help skills as well as educational foundations such as colors, numbers and language.

Other local programs for preschool education include CCDC, a special education preschool and an At-Risk Preschool for four year olds.

Special Education

Area school districts have formed a cooperative for preschool children with disabilities. The **Learning Cooperative of North Central Kansas** is located in Concordia. The cooperative provides screening tests for preschool children, age birth to five years, and provides services for disabled and exceptional children at the former elementary school building leased by USD 333. Staff members of the cooperative include school psychologists, occupational therapists, speech clinicians, social workers, instructional media specialists and special education teachers.

Concordia Alternative High School

Adults who previously dropped out of high school have the opportunity to complete their graduation requirements and receive a Concordia High School diploma. The program also serves high school age students who, for a variety of reasons, opt to earn their high school diploma in an alternative, computer based program. More than 100 students have graduated from Concordia High School using the alternative program.

Cloud County Community College

The CCCC was established as a junior college in 1965 and first held classes in Concordia High School. The present campus commons was built in 1967-8 with other buildings later built for student housing. The Conference Center in Concordia is a classroom building built in 1990 with a new addition in 2001. This facility holds offices, classrooms, laboratories, cafeteria, student services, bookstore, and the gymnasium. There are other buildings including fifteen on-campus apartment buildings, Technical Education Building, greenhouse, and outdoor recreational space. In 2008, the College leased space on Lincoln Street for the Wind Energy Technology program, a new endeavor to support the wind energy field. CCCC also serves the Junction City area with a separate facility offering a full-range of academic and student support services.

Cloud County Community College provides courses for college credit on fall, spring and summer semester schedules and during three intersession periods. Classes also can be designed to relate to the needs of local businesses. In addition, classes have been offered online for many years. Class subjects range from science, mathematics and history and communication to business, psychology, computer science and art. A student may earn an associate's degree through classes at both the Concordia and Junction City locations.

The mission of CCCC is to be responsive to the educational, social, economic and cultural needs of all the people of north central Kansas by providing lifelong educational and learning opportunities, whose quality is established by rigorous and ongoing assessment.

2.5 HEALTH SERVICES

The ***Cloud County Health Center*** is a stand-alone 25-bed hospital serving the Concordia area, providing primary and emergency medical care services. Also located in the hospital is the local physicians group, the Family Care Center. Beginning as a private hospital owned and operated by the Sisters of St. Joseph, established in 1903, the hospital has had an interesting history.



The current facility, a five-story brick structure with 97,000 square feet of floor space, was built as a 150-bed hospital and opened in 1951. An ICU unit was added in 1970. A skilled nursing unit was opened in 1990 and in 1995 ownership of the hospital was transferred to Salina Regional Health Center and renamed Cloud County Health Center. In 2001, the third floor was remodeled for the Family Care Center. In 2002 the Health Center became a Critical Access Hospital and in 2003 it became a stand-alone not-for-profit with no outside ownership. Most recently the ICU was remodeled and moved to the second floor. Services at the hospital include: inpatient and outpatient surgery, diagnostic imaging, acute care, laboratory, rehabilitation therapy and cardiopulmonary services, anesthesiology, family practice, and a variety of clinical services and educational offerings.

A ballot question for a countywide property tax for construction of a new hospital failed in 2009. Since then there have been ongoing efforts to identify the means whereby a new hospital could be built.

Mental Health

Concordia receives its mental health services through Pawnee Mental Health, a private, not-for-profit community mental health center providing comprehensive mental health and substance abuse services to people in a ten-county area of North Central Kansas. Pawnee offers crisis services and outpatient services, services for children, teens and adults. Services include a 24-hour hotline, short term counseling, and long term support for those with mental health concerns. Clinics, workshops, drug and alcohol recovery services, and employment assistance are programs offered to the community employers and members.

Developmental Disabilities

OCCK, Inc., a not-for-profit Kansas corporation, is dedicated to helping people with physical or mental disabilities gain employment, independent living, and achieve full participation in their communities. The organization has been in operation since 1970 and serves people with disabilities residing in a number of Kansas communities, including Concordia.

Services to individuals include: self-advocacy; information and referral; independent living skills training; peer counseling; and services to those who have suffered a brain injury. Services to the community include: community system and advocacy including helping organizations serve those with disabilities; accessibility information; and community education. In addition, there is a learning facility in Concordia serving babies and young children, birth to 3-years old.

2.6 OTHER SOCIAL INSTITUTIONS

Frank Carlson Library

Concordia's first public library opened in 1897. The current library is located in a brick building built in 1976, at Broadway and West Seventh. The library has one room dedicated to Senator Frank Carlson, a local celebrity and the only Kansan in state history, prior to 2010, to have served in the U.S. House of Representatives, U.S. Senate, and as governor of Kansas. The library has items on display of historical significance.

The Library holds over 40,000 books and materials, including video and audio recordings, available to cardholders. In addition, the library is part of a larger network of collections that can be explored through the Library website. For those interested in genealogy, the Cloud County Genealogical Society has a large collection of reference material stored at the Library as well. There are also active book clubs, a writers club, and summer reading groups supported by the Library. Computers and wireless access are also provided for community use in the Library, and these are used frequently. Annually there is programming around themes and special events that are offered to the community as well, promoted through its website and library Facebook page.

Religious Institutions

Religious institutions, and the events they create, have played an important role in the community's history and culture. There are 15 churches in Concordia reflecting the variety of faith beliefs and traditions among residents. The churches include: Assembly of God, American Baptist, Faith Baptist, Catholic, Christian, Episcopal, Four Square Gospel, Lutheran, Methodist, Church of Jesus Christ of Latter-Day Saints, Presbyterian, and Wesleyan. In addition, there is an active non-denominational group, Teens for Christ.

Civic Clubs

Many communities find that civic clubs are a great way to build community service into residents' daily lives while enjoying social activities as well. Concordia has three very active civic groups: Lions, Rotary and Optimists. All provide charitable service to the youth and families of Concordia and Cloud County.

Other Clubs and Activities

There are many more clubs and activities found in Concordia, making this community rich in resources and interests. For example, there are Girl and Boy Scout groups, 4-H, and youth activities through churches and schools. The Concordia Improvement Club, established in 1913, remains active in the community. The Veterans of Foreign Wars, American Legion and Disabled American Veterans are three organizations which serve current and former military personnel and the community. There are also organizations which are specific to interests such as reading and genealogy, as well as an auto club, saddle club, concert group, Big Brothers and Big Sisters of North Central Kansas, and many, many more. Families and community members keep very busy with the activities and interests they share together.

[The material in this Chapter is drawn from websites, brochures, and conversations with local officials. Photos taken by consultants or provided by the Chamber of Commerce.]

Chapter Three: Housing

- 3.1 Introduction**
- 3.2 Vision**
- 3.3 Background**
- 3.4 Housing Recommendations from Previous Comprehensive Plans**
- 3.5 Housing-Related Survey Responses and Comments**
- 3.6 Goals and Strategies**

3.1 INTRODUCTION

Housing is an essential part of any community. The citizens of Concordia, and housing and community development experts as well, recognize that the availability of housing that is safe, affordable and suitable is critical to an acceptable quality of life. The City must plan for housing that meets the need for both the existing diverse population, and a slow-growing and diversified future population. This is not just a matter of planning for additional housing units, but of planning for a needed mix of housing types and cost. While the population is not forecasted to grow significantly, national trends of fewer persons per household and changing demographics relative to age requires additional housing units to be added to the current supply to provide not just adequate housing but also a better range of housing choices.



Using the current Concordia household size of 2.08 per unit, as reported in the 2010 U.S. Census, and the 2020 Water Study population estimate for Concordia of 6,598, it would require approximately 3,172 total housing units to house Concordia's 2020 population. The number of housing units in 2000 was 2,671, thus it would require an additional 501 units over twenty years, an average of 25 units constructed annually, to house the 2020 population projected by the Kansas Water Office. It should be noted that the City has not made its own projection of future population, and has expressed no opinion as to the Water Office's estimate.

3.2 VISION

Concordia has some attractive neighborhoods with well-maintained houses and yards, historic homes, tree-lined streets and parks. These neighborhoods are some of the community's greatest assets. The continuation of these neighborhoods as quality places to live is integral to the City's future growth and vitality. Some neighborhoods need moderate or extensive redevelopment – and the same is also true of some housing in generally well-maintained neighborhoods.

3.3 BACKGROUND



The availability of good quality new owner-occupied housing, and well-maintained existing stock, is critical to the ability of the community to maintain and build upon the diversified economic base envisioned in this Plan. For example, a businessperson considering Concordia as a site will want to know that good quality housing exists nearby for both executives and employees. Likewise, an existing business having trouble filling workplace vacancies because of an inadequate supply of affordable housing for its employees will factor that problem into its decisionmaking regarding expansion or relocation. Having housing stock which serves to retain young people in the community, as well as provides for senior citizens, also requires attention to very different housing needs.

Simply put – in order to achieve the goal of an expanded and diversified economic base, the housing stock must cover a wide range of prices. There are measures the City can take to promote not just quality and quantity of housing, but also selection across the price range.

While owner-occupied housing comprises the large majority of residential units in Concordia, attention may need to increasingly turn to the supply and cost of rental units. If the cost of new housing rises at rates above that for family household incomes, rental property will be in greater demand. Further, for some segments of the population rental property has become the preferred choice for housing – regardless of income. In particular, young workers, as well as retirees, will frequently select rental housing over owner-occupied housing – especially where rental properties exist in quality and quantity and across a broad range of rental payments.

There are blighted residential areas in Concordia where intervention is necessary. The City government can take a number of initiatives in order to improve on current conditions, to maintain and preserve what is already

attractive, and to promote good qualities in future housing development. These initiatives include both direct action by the City government, and also the City government encouraging certain actions of, and investments by, the private sector.

The following data is taken from the U.S. Census. At the time this Plan was prepared the results of the 2010 Census were being released. Because the bulk of the housing-related data was not scheduled to be available until after the Plan's adoption, it will be the responsibility of the Planning Commission to complete this chapter once the Census data is out. It is not anticipated that the unreleased 2010 data will necessitate changes to any of the Goals set out in this Chapter.

HOUSING DATA FROM U.S. CENSUS

HOUSEHOLD DATA	1990	2000	2010
HOUSEHOLDS	2,524	2,310	2,302
1-PERSON HOUSEHOLDS	806	777	877
2 OR MORE PERSON HOUSEHOLDS	1,718	1,533	1,425
FAMILY HOUSEHOLDS	1,554	1,399	1,372
NON-FAMILY HOUSEHOLDS	920	911	930
HOUSEHOLDS WITH ONE OR MORE PERSONS UNDER 18 YEARS	762	651	*
HOUSEHOLDER 15 TO 64 YEARS	N/A	1,569	*
HOUSEHOLDER 65 YEARS AND OVER	N/A	741	792
HOUSEHOLDS WITH NO PERSONS UNDER 18 YEARS	1,838	1,659	1,775
HOUSEHOLDS WITH ONE OR MORE PERSONS 65 YEARS AND OVER	924	741	792
Family Household	443	352	311
Non-Family Household	481	389	481
HOUSEHOLD SIZE			
FAMILY HOUSEHOLDS, TOTAL			
2-Person	822	736	*
3-Person	281	253	*
4-Person	288	258	*
5-Person	108	105	*
6-Person	40	31	*
7 or More Person	15	16	*
NON-FAMILY HOUSEHOLDS, TOTAL			

HOUSEHOLD DATA	1990	2000	2010
1-Person	806	777	877
2-Person	83	106	*
3-Person	25	18	*
4-Person	44	10	*
* =Indicates data not yet released as part of 2010 census			
5-Person	10	0	*
6-Person	0	0	*
7 or More Person	2	0	*
FAMILY SIZE (AVERAGE)	2.88	2.90	2.69
HOUSEHOLD SIZE (AVERAGE)	2.31	2.24	2.08
GROUP QUARTERS POPULATION			
INSTITUTIONALIZED	239	224	*
Corrections	4	7	*
Nursing Homes	232	217	*
Other Institutions	3	0	*
NON-INSTITUTIONALIZED	109	316	*
Dormitories	0	218	*
Other	109	98	*
HOUSING STOCK			
HOUSING UNITS	2,848	2,671	2,603
OCCUPIED	2,524	2,310	2,302
VACANT	324	361	301
OWNER OCCUPIED	1,662	1,561	1,703
RENTER OCCUPIED	862	749	599
POPULATION IN HOUSING			
TOTAL IN OCCUPIED UNITS	5,819	5,174	*
OWNER OCCUPIED	N/A	3,700	*
RENTER OCCUPIED	N/A	1,474	*
AVERAGE HOUSEHOLD SIZE			
TOTAL	2.31	2.24	2.08
OWNER OCCUPIED	N/A	2.37	*
RENTER OCCUPIED	N/A	1.97	*

* = Indicates data not yet released as part of 2010 Census.

HOUSING STOCK

	2010	
Single-family units detached	88.3%	2,213
Single family units, attached	0.9%	21
Duplexes	1.0%	63
3-4 plexes	2.6%	59
5-9 unit structures	2.0%	46
10+ unit structures	1.8%	42
Mobile homes/other	3.4%	159
TOTAL	100%	2,603

(NOTE: Counts exclude vacant units.)

HOME VALUES 1990-2010

	1990	2000	2010
\$300,000 - \$499,999	0	0	*
\$200,000 - \$299,999	1	6	*
\$150,000 - \$199,999	5	6	*
\$100,000 - \$149,999	18	93	*
\$50,000 - \$99,999	265	606	*
\$50,000 or less	1,171	765	*

* = Indicates data not yet released as part of 2010 Census.

Median Home Value:

In 2010	\$61,900
In 2000	\$48,700
In 1990	\$31,900
Median Household Income – 2009	\$30,459

AGE OF HOUSING STOCK 2000

Year Structure Built	Owner-Occupied		Renter Occupied	
	#	%	#	%
Pre-1939	676	43%	194	26%
1940-1959	423	27%	189	26%
1960-1979	399	25%	157	21%
1980-1989	57	4%	106	14%
1990-1999	16	1%	92	13%
2000-2009				
TOTALS	1,571	100%	738	100%

AGE OF HOUSING STOCK 2010 - Percentages

Year Structure Built	Owner-Occupied	Rental	Total %
Pre-1939	37.5	31.7	36.0
1940-1959	30.9	21.7	28.5
1960-1979	26.3	30.1	27.3
1980-1989	3.5	9.8	5.1
1990-1999	1.8	4.2	2.4
2000-2009	0.0	2.5	0.7

HOUSING VACANCY RATES

	2000	2010
Homeowner Vacancy	4.2%	*
Rental Vacancy	17.8%	*

HOUSING TYPE BY AGE OF HOUSEHOLDER

	1990	2000	2010
FAMILY HOUSEHOLDS			
Householder 15-24 years	77	79	*
Householder 25-34 years	353	200	*
Householder 35-44 years	331	321	*
Householder 45-54 years	226	255	*
Householder 55-64 years	187	192	*
Householder 65-74 years	244	181	*
Householder 75+ years	179	171	*
NON-FAMILY HOUSEHOLDS			
Householder 15-24 years	171	135	*
Householder 25-34 years	81	88	*
Householder 35-44 years	58	82	*
Householder 45-54 years	71	110	*
Householder 55-64 years	92	107	*
Householder 65-74 years	165	121	*
Householder 75+ years	315	268	*

* = Indicates data not yet released as part of 2010 Census.

HOUSEHOLD SIZE

	1990	2000	2010
1-Person Household	806	777	*
2-Person Household	905	842	*
3-Person Household	306	271	*
4-Person Household	332	268	*
5-Person Household	118	105	*
6-Person Household	40	31	*
7+ Person Household	17	16	*
TOTALS	2,524	2,310	*

* = Indicates data not yet released as part of 2010 Census.

3.4 HOUSING RECOMMENDATIONS FROM PREVIOUS COMPREHENSIVE PLANS

1990 Plan

The City's 1990 Comprehensive Plan did not set specific housing related goals or objectives, but rather focused on planning principles for residential land and development. Among those principles are the following:

Principles

Residential development should be located and developed in a manner which reinforces the neighborhood structure of the community. Single-family residences which are a low intensity land use should be buffered from higher intensity uses, while at the same time, should include or be adjacent to neighborhood services and facilities including schools, parks, and shopping. Multi-family residences are a somewhat higher intensity and should be grouped within a neighborhood rather than scattered at random. They, too, should be located near neighborhood support facilities. Multi-family development can often be used as a buffer between single-family residences and neighborhood commercial centers or other incongruous uses...

Street layout should discourage high amounts of traffic through a residential area and encourage compact development. By utilizing curvilinear alignments of local streets and providing an efficient transportation network, traffic through residential areas can be discouraged.

2000 Plan Update

The 2000 Plan set out a number of "Residential Development Guidelines," including the following:

Residential Land Use

Residential land use in Concordia should be driven by a strong emphasis on the implementation and enforcement of the Concordia Zoning Ordinance and Subdivision Regulations, while exploring innovative regulatory approaches in response to private sector development needs. The following section contains guidelines based on neo-traditional planning principles for new and infill development.

Residential Development Guidelines

- Encourage the development of logical, interconnected street grids, and avoid "jigsaw" street systems.

Interconnected, grid-like street systems allow for a more dispersed traffic pattern because there are multiple routes to move from one place to another within the city... The basic goal for the city's overall road layout is a system of north-south roads that regularly intersect with east-west roads.

- Require the development of tree-lined streets.

As a Tree City, Concordia should adopt an ambitious street tree program for new development.

- Require landscaping, primarily through preservation of mature trees and existing vegetation.
- Encourage a diversity of housing façade styles and colors in new or infill developments.
- Encourage front porches on new houses.
- Promote the creation of deep lots for more green space.

Houses should not be allowed to be pulled back off of the streets because of deeper lots as this diminishes the small-town pedestrian quality of the street environment. Yard setback requirements should also specify a "build-to" line.

- Lots for new residential areas should be 1/4 acre in size at a maximum.

Lots larger than 1/4 acre will tend to create a rural residential feel that may conflict with the desired "walkable," small-town character of Concordia.

- Require visually appealing points of beautification within subdivisions.

The development of points of beautification within new subdivisions can enhance the perception of neighborhood, a characteristic that is important in the development and maintenance of small-town atmosphere.

- Develop fence specifications to control type of fencing used in residential areas.
- De-emphasize garages extending out from house fronts.
- Design new subdivisions in order to minimize initial and future public and private costs.

Clarify and enforce policies and regulations to assure that public improvements are paid for by private development rather than the city-at-large. Implement the utility extension policies of the Comprehensive Plan through the designation of "Urban Service Area Boundary".

- Limit Sprawl by prohibiting development that causes premature extension of utilities and services.

Identify areas of the city's future growth or urban service boundary where there are private sector pressures for urban growth, or where growth pressures are projected to occur during the planning period. Encourage development and extension of city services in those areas.

- Stabilize older residential neighborhoods and districts.

3.5 HOUSING-RELATED SURVEY RESPONSES AND COMMENTS

The 2010 community survey gives valuable insight as to citizens' views of the current housing stock and market, as well as the significance housing has for quality of life at both the neighborhood and community level.



Following are the responses to the survey questions most relevant to the condition of housing stock in Concordia:

Overall condition of housing in your neighborhood	Very satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
	108	18%	357	59%	80	13%	42	7%	16	3%

City-ordered repair or demolition of dilapidated, unsafe and other dangerous structures around town	Very satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
	33	6%	243	41%	196	33%	85	14%	43	7%

City-ordered repair or demolition of dilapidated, unsafe and other dangerous structures in your neighborhood	Very satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
	70	12%	308	52%	94	16%	53	9%	72	12%

The high level of concern over property code enforcement is also reflected in community survey comments, interviews and other sources. Code enforcement is seen as such a significant topic that it is dealt with under its own heading, at Chapter 8 of the Plan.

The 2010 survey asked for citizens' perceptions as to the supply of different types of housing in the community:

Is the current supply of housing...	Adequate		Inadequate		Surplus		No Opinion	
Single-family homes, owner-occupied	317	56%	80	14%	8	1%	159	28%
Single-family, rental	171	31%	202	36%	7	1%	179	32%
Duplex units	148	27%	143	26%	6	1%	251	46%
Manufactured homes	152	28%	89	16%	10	2%	294	54%
Apartment units	197	36%	150	27%	9	2%	195	35%
Condominiums and townhouses	80	15%	197	37%	1	0%	259	48%
Housing for senior citizens	211	37%	191	34%	2	0%	159	28%
Low income housing	164	29%	175	31%	23	4%	195	35%
Moderate income housing	195	35%	173	31%	7	1%	180	32%
High income housing	228	42%	46	8%	39	7%	234	43%

Other than indicating a need for more multi-family, single-family rental housing, senior citizen housing, and housing for low- and moderate-income citizens, the above responses seem to reflect a relatively high level of satisfaction that the supply of housing is meeting market demands. However, the high percentage of

“No Opinion” responses may be a significant qualifier, as many citizens appear to have chosen not to respond to questions about housing types which were not part of their own experiences. Another qualifier is the large percentage of survey respondents over the age of 65 (46% of all respondents).

The “pace” of residential development was a survey topic, with the following responses:

Is Residential Development Occurring...	Too Fast		Too Slow		About Right	
Inside the city limits	10	2%	237	43%	298	55%
Just outside the city limits	31	6%	149	27%	367	67%

The responses to the housing-specific survey questions should be viewed alongside the responses to the more general questions designed to measure “overall” satisfaction with the current conditions of Concordia. Those questions, and percentage responses, include the following:

How satisfied are you with the City...	Excellent		Good		Below Average		Poor		No Opinion	
As a place to live	214	35%	348	57%	35	6%	3	0%	8	1%
As a place to raise children	234	39%	310	52%	25	4%	3	1%	24	4%
As a place to work	156	26%	254	42%	121	20%	41	7%	28	5%
As a place to retire	175	29%	312	51%	78	13%	18	3%	23	4%
As a place to visit	137	23%	306	51%	99	17%	21	4%	37	6%

A separate question asks for the level of satisfaction as to:

Overall Quality of Life in the City	Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
	117	20%	395	66%	54	9%	12	2%	20	3%

Another survey question asked whether the quality of life in Concordia had changed over the preceding five-, ten- and 15-year time periods.

Livability over the preceding...	Improved		Declined		Stayed the Same	
5 years	170	36%	103	20%	234	46%
10 years	137	32%	141	33%	155	36%
15 years	150	35%	159	37%	116	27%

These responses speak for themselves. If they are an accurate reflection of the perceptions of the entire community, the responses show 9 out of 10 citizens believe Concordia is an excellent or good place to live, and approximately the same number are satisfied or very satisfied with the quality of life that the City offers. Also telling is the response, from only 20% of the survey respondents, that “quality of life” has declined over the past five years, although higher percentages saw declines over 10 years (33%) and 15 years (37%).

Housing supply, quality and cost were seen as issues of, at most, moderate concern. In the survey question of which of 16 topics are the top concerns today and which will be five years from now, “housing quality and cost” ranked 6th (now) and 4th (5 years from now). “Housing supply” came in at 10th of 16 (now) and 10th (5 years from now). Related to these questions is “preservation of neighborhoods,” which is largely a matter of housing quality and maintenance, with citizens ranking it as the 7th highest concern (now) and 8th (5 years from now).

The survey asked citizens for their “values” – *i.e.*, which of 10 listed characteristics of a community were most important to them in choosing a place to live. The survey also asked citizens which of the 10 listed values they thought other people applied when making such a decision. The following results were consistent with the above-noted survey responses, reflecting the importance Concordia citizens give to housing. These three were the most frequently selected responses for "Respondent" and were three of the top four responses for "Others":

Value	Respondent	Others
Well-kept neighborhoods	386	309
Safe place to live/work	523	444
Affordable housing	413	423

Summary of Survey Comments

The 2010 survey asked for citizen comments on the present condition of the City, as well as predictions, concerns, and hopes for the future. A more complete listing of those comments is found at Appendix B. Many of those comments addressing code enforcement and nuisances are directly relevant to housing and are discussed in Chapter 8.

Responses and comments from the survey support the following observations about housing in Concordia:

1. Present Housing Condition

a. Housing Stock

There is a recognized need for more quality housing options for all age groups and income levels. There is a need for more multi-family housing, senior citizen housing and affordable housing. The inventory of single-family housing, at least with respect to owner-occupied moderate- and higher-income housing, is seen generally as being adequate.

b. Housing Quality

- Overall, there is a modest degree of satisfaction with the condition of housing, with strong concerns regarding the City’s enforcement of property maintenance codes, both with respect to neighborhoods and citywide.
- Many comments were received criticizing the maintenance and upkeep of rental housing. (See also Chapter 8 for more discussion.)

2. Future Needs

Among the citizen comments regarding housing are the following:

A number of comments request the City take initiatives to influence the supply of certain housing (e.g., affordable homes and the maintenance and upkeep of residential properties (e.g., code enforcement).

3. Importance of Housing

The survey results, citizen comments, and other input to this Plan show community awareness of the importance that adequate, well-kept housing has for the City’s future. The perception of safe neighborhoods and the availability of affordable housing are seen as important criteria people have when deciding where to live.

3.6 GOALS AND STRATEGIES

Concordia should be filled with many different types of residential neighborhoods, featuring well-maintained and attractive housing, which will meet the needs of residents by providing safe, suitable and affordable places to live. Achieving this result can be sped up by greater engagement and proactive policies by the city government.



Housing and Neighborhoods – The City should contain a wide variety of housing and neighborhood types ranging from traditional and historic neighborhoods to modern subdivisions. The City should include a variety of neighborhoods consisting of single-family site built homes, and manufactured housing, townhouses, and multi-family housing structures, located consistent with the future

land use map. Housing should be compatible with the general character of the surrounding neighborhood. The City should feature residential neighborhoods with public spaces where neighbors can meet and in some areas of the City

those neighborhoods should allow limited and small-scale commercial sites that serve residents of the area.

Goal	Encourage the Availability of Housing in Concordia for All Ages and Income Groups.
Goal	Encourage Continued Efforts to Meet the 2000 Plan's Residential Development Guidelines.
Goal	Continue to Encourage Construction of More Private Sector Senior Housing.
Goal	Encourage Citizens to Continue to Reinvest in Their Homes, as the Most Economical Way to Improve the Housing Stock.
Goal	Encourage Rehabilitation Where Appropriate, and Removal Where Necessary, through Code Enforcement Activity.
Goal	Residential Development Should Be Located in Areas Where Adequate Public and Private Facilities Already Exist, Where Such Facilities are Planned in the Capital Improvements Program, or in Areas Where They Will Be Extended and Provided by the Developer Within a Reasonable Time Frame.

GOAL ENCOURAGE THE AVAILABILITY OF HOUSING IN CONCORDIA FOR ALL AGES AND INCOME GROUPS.

Concordia has some need for more housing options for people in all stages of their life cycles and at all income levels. This can be achieved by diversifying the existing housing stock with more multi-family housing units and encouraging construction of new housing within the community. The older neighborhoods of Concordia are comprised of housing that is varied in its architecture, size, height, lot size, number of rooms, garages that are attached and detached, etc. Community character is defined, in part, by those differences. These areas also reflect neighborhoods of mixed incomes, household types, and needs. In addition, support for upgrading infrastructure in these aging neighborhoods is necessary to retain the investments of property owners and to avoid blight characteristics.

Action:

1. Request that the Planning Commission work with CloudCorp and other entities to identify “opportunity sites” for infill development/redevelopment of new housing of varied types and costs throughout the City. Develop and maintain a map showing

these opportunity sites, and make the map available to developers and others.

2. Consider approaches such as density bonuses, fee waivers or reductions and transfer of development rights to provide more lots for housing, and to encourage higher density housing where such is appropriate.
3. Adopt land use regulations which accommodate and encourage “traditional neighborhood development” projects.
4. Consider creation of a Housing Trust Fund. Such funds can be effective tools for providing locally targeted and managed assistance for affordable housing. The City Commission would decide the source(s) of funding, and how trust funds are used. Some funds support demand-side solutions, such as subsidizing the down payment on a home purchase by low- to moderate-income citizens. Trust funds also are used to address housing supply by providing financing, e.g., zero-interest loans or gap financing for affordable housing construction or preservation.
5. The City should participate in tax-exempt bond programs available through the State. There are at least two types of bonds that can be used to facilitate affordable housing: affordable multi-family rental housing bonds (a type of private activity bonds) and 501(c)(3) bonds for nonprofit developers.
6. Concordia should seek Small Cities Community Development Block Grant (CDBG) funds through the State. Those funds are used to provide housing and economic opportunities for low- and moderate-income citizens and to develop and implement comprehensive revitalization plans in low- and moderate-income neighborhoods. Funds can be used for both owner-occupied and rental housing.
7. HOME Homeowner Rehabilitation is another federal program which provides grants for cities to use, usually in partnership with nonprofit entities, to build, buy or rehabilitate affordable housing or provide direct rental assistance to low-income citizens. HUD establishes HOME Investment Trust Funds for participating cities, providing a line of credit to be drawn upon as needed. The funds can be used for grants, loans, loan guarantees or other forms of credit enhancement, rental assistance or security deposits. HOME operates through Kansas Housing Resources Corporation.
8. Low-income first-time homebuyers can be helped by City participation in the American Dream Down Payment Initiative. This

federally-funded program was created to assist such homebuyers by providing funds for down payments, closing costs and certain rehabilitation expenses.

9. The City should examine the viability of the USDA's Rental Assistance Program and promote participation in that program if it determines such would help achieve housing goals set out in this Plan.
10. The City should examine the possibility of participating in the Mortgage Credit Certificate Program, which gives homebuyers a dollar-for-dollar tax credit against federal income taxes, up to 15% of annual mortgage interest. This allows a homebuyer greater ability to qualify for and support a mortgage. Unused tax credits can be carried forward up to three additional tax years.
11. Study the possible benefits of utilizing the Kansas Rural Housing Incentive District Act (K.S.A. 12-5241 *et seq.*), which authorizes tax increment financing for public improvements which encourage housing development. The Act is administered by the Kansas Housing Resources Corporation and requires a housing needs analysis.

GOAL ENCOURAGE CONTINUED EFFORTS TO MEET THE 2000 PLAN'S RESIDENTIAL DEVELOPMENT GUIDELINES.

The City's 2000 Plan sets out a number of well-reasoned and realistic guidelines for how residential development should occur in Concordia. From broad guidelines regarding limiting sprawl development to very specific ones regarding encouraging front porches, the Planning Commission believes these guidelines are still appropriate and desirable and should be reaffirmed in the 2011 Plan -- with one caveat: Where the 2000 guidelines would "require" development of a certain nature, the 2011 Plan changes that such that the City should "encourage" the private sector's following of the guidelines.

GOAL CONTINUE TO ENCOURAGE CONSTRUCTION OF MORE PRIVATE SECTOR SENIOR HOUSING.

Senior citizens would like the opportunity to stay in Concordia as they age. They would like the option of staying in their homes as long as they are able to live independently, or of moving to a retirement or assisted living facility within Concordia. Providing sufficient transitional housing options for senior citizens will meet this need while also opening up existing single-family housing for others. As the demographics across the country demonstrate how the senior population is growing, meeting these needs is crucial.

Action: Promote the utilization of features already in the City's zoning regulations which promote development of owner-occupied and rental housing for senior citizens.

GOAL ENCOURAGE CITIZENS TO CONTINUE TO REINVEST IN THEIR HOMES, AS THE MOST ECONOMICAL WAY TO IMPROVE THE HOUSING STOCK

Action:

1. Increase the emphasis upon, and resources for, property code enforcement, consistent with the goals and objectives set out in Chapter 8 of this Plan.
2. Promote historic preservation programs to encourage restoration of older homes which contribute to the character and identity of Concordia.
3. Encourage investment in existing neighborhoods, including both maintenance of existing homes and redevelopment/infilling.
4. Work with owners/operators of residential rental properties to promote voluntary maintenance and improvement programs as alternatives to mandatory codes for rental properties.

GOAL ENCOURAGE REHABILITATION WHERE APPROPRIATE, AND REMOVAL WHERE NECESSARY, THROUGH CODE ENFORCEMENT ACTIVITY

Action:

1. Identify all vacant, deteriorating structures in the community. Rank them on a scale for repair, major repair, rehabilitation or demolition. Contact owners and encourage repair or removal. If necessary, take legal action to force repair or removal. Work with rental property owners to improve property conditions without having to resort to additional regulations.
2. Consider building permit fee refunds or reductions, demolition by City at no cost, refunds or reductions for water or sewer connection fees, or other incentives for creating infill development of residential lots, or to encourage rehabilitation of dwelling units.
3. Consider the need, over time, for any modifications to the Neighborhood Revitalization Plan adopted by the City in 2010. For

example: larger rebates for those meeting infill standards consistent with neighborhood design features.

4. Consider participation in the Neighborhood Stabilization Program authorized by the Housing and Economic Recovery Act of 2008. This program is administered by the Kansas Department of Commerce and the Kansas Housing Resources Corporation. Participation requires the involvement of Cloud County. The Program provides for such activities as: (1) financing mechanisms for houses foreclosed upon; (2) purchase and rehabilitation of houses that are abandoned or foreclosed-upon; (3) land banking of foreclosed-upon houses; (4) demolition of blighted houses; and (5) redevelopment of properties.

GOAL RESIDENTIAL DEVELOPMENT SHOULD BE LOCATED IN AREAS WHERE ADEQUATE PUBLIC AND PRIVATE FACILITIES ALREADY EXIST, WHERE SUCH FACILITIES ARE PLANNED IN THE CAPITAL IMPROVEMENTS PROGRAM, OR IN AREAS WHERE THEY WILL BE EXTENDED AND PROVIDED BY THE DEVELOPER WITHIN A REASONABLE TIME FRAME.

Action:

1. High-density residential developments should be encouraged to locate in close proximity to economic activity centers, near major traffic thoroughfares, and near utility lines in order to readily provide those developments with a full package of municipal services.
2. Municipal services and facilities should not be extended or provided to accommodate urban density developments beyond the city limits.
3. Review and revise land use and building permit regulations to avoid any unintended encouragement of development within the fringe area which would better benefit the community if located within the city limits.

Chapter Four: Economic Development

- 4.1 Introduction
- 4.2 Vision
- 4.3 Background
- 4.4 2000 Comprehensive Plan Economic Development Objectives
- 4.5 Survey Responses and Comments
- 4.6 Goals and Strategies

4.1 INTRODUCTION

Economic development is of great concern to most communities, particularly to those like Concordia which are located outside major urban areas. Those communities are typically striving to preserve and create quality jobs for citizens, and to grow in population and economic base. The most livable communities are those which have strong, vibrant economies that encourage local enterprise, serve the needs of citizens and promote stable employment. Effective economic development seeks to achieve a balance between support for existing businesses and efforts to bring new businesses into the community.

4.2 VISION

Concordia seeks to be a community that has a well-rounded balance of commercial, retail service and industrial employers such as manufacturing, warehousing and distribution, to give citizens varied and increased opportunities to work and live in Concordia. Concordia further strives to provide to employers a high quality, educated, labor force capable of taking businesses to a higher level of production or service.

Principles that will guide the community to this vision include the following:

- Integrated Approach. Local governments, businesses, educational institutions and the community must work together to create a vibrant economy, through a long-term strategy that:

- ~ encourages local businesses
 - ~ serves the needs of citizens, workers and businesses
 - ~ promotes stable employment and good incomes.
- Focus. Economic development efforts should give an appropriate balance between attracting new businesses and supporting existing businesses. The City's efforts should recognize that this balance will shift from year to year as economic conditions locally, regionally and nationally, change.
 - Long-Term Investment. Economic development programs paid for with public dollars should be evaluated on their long-term benefits and impacts on the entire community, not on short-term job or income increases.
 - Public Investment. The City's economic development efforts should help provide citizens with lifelong skills and learning opportunities by promoting investment in public schools and Cloud County Community College.
 - Public Infrastructure. A necessity for virtually all economic development is adequate infrastructure provided in whole or part courtesy of local taxpayers: streets, sidewalks, water, gas, electricity, sanitary sewers, stormwater sewers, etc.

4.3 BACKGROUND

The seven principal local economic development agencies are:

- (1) CloudCorp.
- (2) Cloud County Community College.
- (3) Concordia Chamber of Commerce.
- (4) Concordia City Commission/Cloud County Board of County Commissioners.
- (5) Dave E. Retter Community Foundation.
- (6) North-Central Kansas Regional Planning Commission.
- (7) Northeast Kansas Small Business Development Center.

Among the incentives which are available to existing or new businesses are the following:

- Industrial Revenue Bonds (IRBs)
- Community Development Block Grants (CDBG) (low interest subordinated loans for plant, equipment and infrastructure)
- Tax Increment Financing (TIF) (cost of certain public improvements paid for from increased property tax revenues from a development)
- Concordia Revolving Loan Fund financing for qualifying local enterprises.

- Farmers Home Administration (FmHA) (business development loan guarantees)
- Small Business Administration (SBA) 504 Program (long-term subordinated loans)
- SBA 7(A) Loan Guarantee
- Property Tax Exemptions (per Kansas Constitution, or IRB properties)
- Neighborhood Revitalization Act (NRA) Program (tax rebate program for eligible businesses and residential properties located within designated district in Concordia)
- USDA low interest loans
- Workforce Training
 - Kansas Industrial Training Program
 - Kansas Industrial Retraining
 - State of Kansas Investments in Lifelong Learning (SKILL)
 - Kansas Job Training Partnership Act (JTPA)

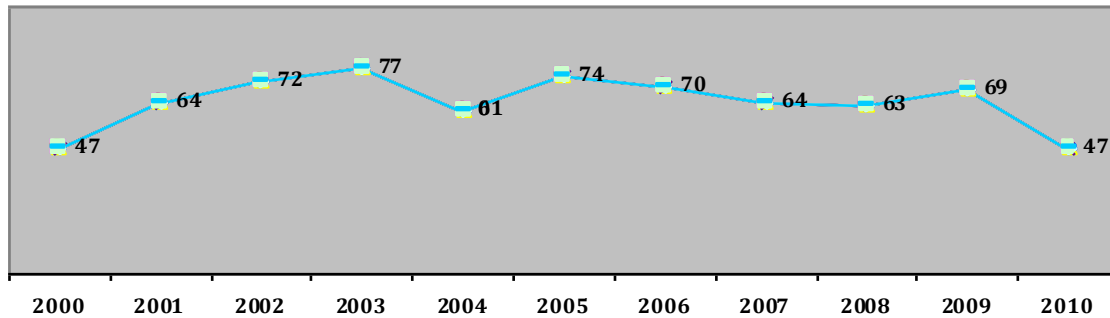
Major Employers* in Concordia and Immediate Area

Company Name	Product/Service	Average Employment
Alstom Power Air Preheater	Sheet metal fabrication	214
USD 333	Education	175
Wal-Mart Super Center	Retail sales	175
Cloud County Health Center	Medical services	170
Cloud Co. Community College	Education	143
Cloud County	Local government	125
Mount Joseph	Elder life care	94
Sunset Home, Inc.	Elder life care	87
Nazareth Convent	Religious institution	81
F&A Food Sales	Food distribution	71
Learning Cooperative of North Central Kansas	Education	70
City of Concordia	Local government	57
Concordia Tractor	Farm implement and truck sales and service	42
Cloud Ceramics	Bricks	41
OCCK, Inc.	Supportive employment and residential services for the developmentally disabled	41
Champlin Tire Recycling	Tire recycling	34
Meridian Way Wind Farm	Wind energy technologies	25

*Employing 25 or more employees.

Source: Concordia Chamber of Commerce

BUILDING PERMIT ACTIVITY 2000-2010



4.4 2000 COMPREHENSIVE PLAN ECONOMIC DEVELOPMENT OBJECTIVES

The 2000 Comprehensive Plan adopted strategies relating to economic development objectives, excerpts from which follow:

The objective of Concordia's overall economic development strategy is to promote, stimulate and develop the general economic welfare and prosperity of the community, which will result in creating new wealth and improving the community's overall quality of life. The specific economic development objectives set forth for the City of Concordia are listed below.

1. Provide additional quality employment opportunities in the retail, service, wholesale, agricultural and manufacturing sectors;
2. Diversify and increase the local tax base;
3. Retain existing employers;
4. Expand existing businesses;
5. Enhance community infrastructure;
6. Create a more diversified economic base;
7. Implement additional local education opportunities;
8. Feature ample and affordable housing

An abbreviated listing of the strategies determined most suitable for Concordia by CloudCorp are listed below. These strategies are reaffirmed by their inclusion in this Plan.

1. **Continue Implementation of Economic Development Programming and Services Through a Public/Private Partnership** - Both public and private sector resources should be

used to promote economic development in the City of Concordia. CloudCorp can continue to provide the conduit and framework within which public and private sector resources are used to promote and facilitate economic development in Concordia. CloudCorp should serve as a forum for effective collaboration between the various public and private entities and local citizens to help meet economic development needs and identify economic development issues affecting Concordia. The City and CloudCorp should provide leadership in making strategic use of available and limited resources to achieve Concordia's economic development objectives outlined above. In addition, CloudCorp should serve as a focal point for identifying and addressing intercommunity and intergovernmental barriers to implementing a holistic economic development strategy in Concordia.

2. **Maintain and Enhance Concordia's Role as a Regional Trade Center** –Since retail and service businesses collect the majority of sales tax revenue, Concordia should help facilitate the growth of these types of businesses. The 81 Expressway is key to the future growth of commerce in Concordia. Four Concordia business location environments should be nurtured to give businesses flexibility of choice, thus helping to enhance and facilitate the future growth of commerce. The Downtown, 81 Expressway Corridor through Concordia, Kansas Highway 9 (east & west) and the South 81 Expressway Business Park should be the focus of future commerce development.
3. **Facilitate and Encourage Leadership Development**
4. **Promote 81 Expressway and Railroad as Key and Profitable Transportation Arteries** –It is projected that the 81 Expressway will develop housing, retail and service type businesses to the south and heavy commercial, wholesale, agricultural and manufacturing type businesses to the north.
5. **Complete Industrial Park Planning and Infrastructure Improvements** – The availability of industrial sites can meaningfully contribute to the community's ability to attract new businesses by reducing the time and cost required for a prospective company to initiate operations.
6. **Establish a Concordia Business Incubator**
7. **Maximize Local Incentive Policy** – Concordia officials need to formalize a comprehensive incentive program for recruiting new and expanding existing businesses. Incentives should be

considered, on a project-by-project basis, for projects that support Concordia’s economic development objectives. The program should include, but is not limited to:

- a. Property tax abatement;
- b. Industrial revenue bonds;
- c. Reduced connection fees to the city’s water and sewage systems;
- d. Use of tax increment financing; and
- e. State CDBG grants to help offset public and private investment, job training costs, etc.

8. **Evaluate Potential for a new Recreational Lake**

4.5 ECONOMIC DEVELOPMENT SURVEY RESPONSES AND COMMENTS

The 2010 community survey asked a number of questions to reveal how citizens viewed the present local economy – and what actions they would support the City taking in the future.

While many other survey questions relate at least indirectly to Concordia’s present and future economic condition (e.g., satisfaction with Concordia as a place to work, safety and law enforcement, access to good schools, health care services and shopping), the responses noted below are from questions asking how important a community’s economy was in deciding where to live, and where Concordia should invest in its economic future.

One survey question asked citizens to select from a list of 16 "concerns" those of which were of greatest importance to Concordia today and which would be the greatest five years from now. The top two responses were:

	Today	5 Years From Now
Employment opportunities	426	376
Local tax burden	266	243

The survey question asking which of 10 values are most influential of people’s decisions where to live showed the following two top responses:

	Your Decision	Others Decisions
Safe place to live and work	523	444
Affordable housing	413	423

The principal set of survey questions on the topic of economic development asked citizens to identify which of 11 categories of business and industries

should receive “significant” or “some” promotion by the City government, and which ones should receive no such efforts. The results showed, in part:

How much effort should the City make to promote:	Significant Effort Should Be Made		Some Effort Should Be Made		No Effort Should Be Made		No Opinion	
Manufacturing	417	73%	116	20%	10	2%	30	5%
Retail business/services	315	56%	207	37%	10	2%	27	5%
Tourism/historic preservation	166	30%	291	53%	58	10%	38	7%
Health care	344	61%	175	31%	22	4%	24	4%
Transportation	184	33%	281	50%	48	9%	50	9%
Warehousing/distribution	206	37%	228	41%	28	5%	88	16%
Finance/banking/insurance	80	15%	226	41%	169	31%	75	14%
Information technologies	173	32%	263	48%	39	7%	72	13%
Ag-related services and supplies	193	35%	257	46%	47	8%	58	10%
Energy technologies	266	48%	208	37%	33	6%	51	9%
Processing of agricultural products	224	41%	236	43%	32	6%	58	11%

It is significant that 8 out of 10 respondents approved of at least some City-initiated promotion for all but one of the listed categories, and that of the 11 categories listed none received less than 56% support. Clearly among those responding to the survey, there is support for investment by the City government in promoting the retention and/or expansion of employment opportunities.

Citizens were asked what was the appropriate level of City efforts with respect to:

Action	Significant Effort		Some Effort		No Effort		No Opinion	
Training workers	266	48%	196	36%	29	5%	59	11%
Recruiting workers to move to Concordia	288	52%	168	30%	41	7%	57	10%

These responses indicate strong public support for City efforts to attract new employees to Concordia, and to help in their training.

Survey Comments

The 2010 survey invited citizens to offer any comment they had about the condition of the City or its future. Those comments appear at Appendix B. Among the comments shared relating to economic development are the following:

- *More than anything Concordia needs more sources of employment with a decent wage so our young can stay.*
- *I believe the most important thing for Concordia's future is bringing new industry here. I have lived here my entire life and want my children to have the opportunity to return here to work after college. I do not see that happening.*

- *It will always be hard to attract business or manufacturing with taxes increasing continually.*
- *Need to develop the location of the old ALCO building with businesses to build up the East 6th Street traffic way.*
- *Local government must support local businesses. Local businesses must provide fair prices and great customer service. Local residents must be willing to pay a bit more for the convenience of local shopping.*
- *CloudCorp funding needs to be eliminated. Economic development can be more efficiently provided as a shared city/county position using current city administrative staff.*
- *Economic development is important to attract businesses but I think that tax abatements should be outlawed. Businesses use that to promote themselves at the expense of small towns and taxpayers. Lower taxes and good solid infrastructure and a willing workforce should be what bring and keep businesses.*
- *While I'm certainly not against Economic Development I get tired of my taxes going up so that some business owner can build a new building or buy new equipment which increases his income but in a sense decreases mine. It seems like a lot of the local economic development proposed over the last few years benefits the few at the expense of the many.*

4.6 GOALS & STRATEGIES

Goals represent overall vision and desired outcomes. They describe the kind of community we hope to develop in the future. The following goals are offered in an attempt to implement the overall vision for economic development and to focus community resources on identified economic development issues and opportunities. The goals also provide the basis and direction for action.

Economic growth should not be a goal for its own sake, but should reflect the desires of the community as a whole, to better provide for the common good. For instance, population growth, coupled with more employment opportunities, will result in an expanded tax base. In addition, targeted growth can result in raised incomes, increasing the standard of living. Growth can also result in a more diversified economy, minimizing the negative effects of cyclical economic trends. It is important that a dedicated, stable source of funding exist for economic development purposes. Without funding for economic development initiatives, without the ability to actively recruit businesses to Concordia, and without the means to extend the infrastructure necessary to accommodate new

business growth, the community is vulnerable to economic stagnation and decline.

The economic development strategies for Concordia set forth the process by which goals can be accomplished. The following statement of goals and actions is based upon an evaluation of local economy strengths, weaknesses, and opportunities, and the development assets and actions most conducive to job creation and achieving economic prosperity for all citizens.

Goal	Maintain a close and productive coordination between CloudCorp, the Chamber of Commerce and other local and regional entities, and the Kansas Department of Commerce, to promote the economic development goals of the community.
Goal	Continue to work towards the 2000 Plan's economic development objectives, as set out in this chapter.
Goal	Attract new industries and retail facilities that complement Concordia's economy and utilize its labor force.
Goal	Retain existing businesses and support their expansion.
Goal	Ensure adequate infrastructure exists to support existing and new workplaces.
Goal	Increase the supply of development-ready industrial properties.
Goal	Enhance the quality and availability of the local workforce to meet the employment needs of a variety of businesses.
Goal	Increase the number of jobs created through new business start-ups.

GOAL MAINTAIN A CLOSE AND PRODUCTIVE COORDINATION BETWEEN CLOUDCORP, THE CHAMBER OF COMMERCE AND OTHER LOCAL AND REGIONAL ENTITIES, AND THE KANSAS DEPARTMENT OF COMMERCE, TO PROMOTE THE ECONOMIC DEVELOPMENT GOALS OF THE COMMUNITY.

GOAL ATTRACT NEW INDUSTRIES THAT COMPLEMENT CONCORDIA'S ECONOMY AND UTILIZE ITS LABOR FORCE.

The City should identify industries and retail enterprises that prosper in this region because of geographic, market and/or labor force characteristics. The

City should target industries and retail enterprises that are most likely to benefit from Concordia's labor force, geography and market characteristics.

Action: Recruit targeted key industries and retail enterprises.

1. Conduct a market analysis to identify strengths, weaknesses, and opportunities for targeted industry and retail growth.
2. Conduct regional and national marketing and recruiting campaign to induce targeted industries and retail enterprises to locate in the region.
3. Work with the Kansas Department of Commerce and the Kansas Technology Enterprise Corporation (K-TECH) to utilize state economic development resources.
4. Maintain current economic and demographic data, including available industrial buildings and sites.
5. Maintain contact with companies which advise employers on business location decisions.

Action: Develop and fund competitive financial incentive programs and inducements for targeted businesses, including:

1. Property discounts.
2. Loan guarantees for new construction, equipment and land.
3. Relocation costs.
4. Street and other infrastructure construction.
5. Industrial revenue bonds.
6. Property tax incentives.
7. Tax increment financing projects.

Action: Create new jobs by recruiting new business and industry.

1. Increase employment base with emphasis on jobs which pay wages adequate to sustain a household.
2. Broaden and diversify the City's economic base.
3. Identify regional, state and federal resources to further economic development goals.

GOAL CONTINUE TO WORK TOWARDS THE 2000 PLAN'S ECONOMIC DEVELOPMENT OBJECTIVES, AS SET OUT IN THIS CHAPTER

[See pages 4-6:4-7 for a listing of those objectives]

GOAL RETAIN EXISTING BUSINESSES AND SUPPORT THEIR EXPANSION.

Existing businesses and industries are the foundation of our economy and are the source of the greatest percentage of job growth in the community. Any economic development strategy must recognize the importance of these businesses within the community and target programs and resources aimed toward enhancing and protecting the well-being of these employment generators.

Action: Develop the means to identify when a local company may be considering relocating or closing, and provide services to address the firm's business needs and keep it in Concordia.

1. In cooperation with the Chamber of Commerce and CloudCorp, conduct a biennial business retention and expansion survey addressing local business needs, including: business climate (advantages and disadvantages of doing business in Concordia); labor and training needs, financing needs, regulatory issues, barriers to growth, and satisfaction with public services and facilities.
2. Analyze responses and identify businesses at-risk of closing or relocating.
3. Update businesses on efforts the City is making to improve the business climate.

Action: Build local capacity for business retention and expansion services.

1. Organize periodic meetings of local businesses with regional, federal, state and private economic development organizations that aid with business retention.
2. Arrange for training for local economic development agencies on effective business retention strategies such as survey evaluation, negotiation skills and financing.

Action: Enhance business expansion opportunities through land-use plans and zoning regulations that designate ample land for business growth and protect the quality of new commercial investments.

1. Aid companies in finding suitable land for expansion.
2. With consultation from CloudCorp, designate an appropriate amount of land for commercial and industrial use in the Comprehensive Plan.
3. Ensure that the City's zoning and related regulations promote good site design and protect businesses and commercial development from inappropriate development on neighboring properties.
4. Provide appropriate incentives to developers of industrial properties.
5. Develop an on-line database of vacant commercial and industrial properties.

Action: Expand and refine business retention incentives, including property tax exemptions and programs for technical assistance, loan guarantees, job training and direct financial incentives to stay and grow in Concordia.

1. Periodically review the Neighborhood Revitalization Program to maximize its promotion of economic development.
2. Provide educational opportunities for local businesses about Federal Small Business Administration Programs, including business expansion loan guarantees for new construction, financing, and operating capital.
3. Consider the use of Industrial Development Bonds for acquisition, construction and renovation of major employment facilities.
4. Consider the viability of an incentive fund program to provide grants and loans for qualified businesses.

Action: Create new jobs by assisting expansion of local businesses.

1. Increase employment base with emphasis on jobs which pay wages adequate to sustain a household.
2. Broaden and diversify Concordia's economic base.
3. Secure state and federal resources to further economic development goals.

GOAL ENSURE ADEQUATE INFRASTRUCTURE EXISTS TO SUPPORT EXISTING AND NEW WORKPLACES

Action: Consider utilization of the 2008 Community Improvement District Act (K.S.A. 12-6a26 *et seq.*). The Act authorizes creation of a CID that levies a sales tax to finance both sales tax and general obligation bonds for a broad range of projects. Besides acquisition of property, funds can be used for streets, sidewalks, drainage systems, sewers, parking lots, landscaping, utilities, lighting and other site improvements. CID moneys can also be used for certain expenses associated with promotion of tourism, business activity/economic development and economic development studies.

GOAL INCREASE THE SUPPLY OF DEVELOPMENT-READY INDUSTRIAL PROPERTIES.

“Development-ready” means completion of sufficient pre-development work (ownership control, zoning, platting, and extension of utility service and other

major infrastructure) so that property can be marketed to potential employers. This allows a prospective business to construct a new building and begin operation of its new facility within as short a period of time as possible following its decision to locate or expand in Concordia. Typically, this means that the site must be in “shovel ready” condition so that the builder can simply submit plans for a building permit without waiting for the property to be rezoned, or for streets, utilities or other infrastructure to be extended to the site.

Action: Work in close cooperation with CloudCorp to expand the availability of industrial-zoned property in order to match the needs of targeted industries.

1. Conduct a targeted business analysis to identify specific industries for recruitment to Concordia.
2. Identify the location requirements of each target industry and match specific properties in Concordia to the needs of each targeted industry.

Action: Provide street and utility infrastructure to support targeted industrial and commercial growth in strategically located business sites.

1. Identify key properties in the City for each type of targeted business.
2. Utilize economic development funds to acquire options on key properties to hold for future industrial development.

Action: Provide zoning regulations, land-use plans, and permitting processes that protect and promote quality business development.

1. Ensure that the future land use map allocates sufficient land to accommodate projected needs for industrial-zoned land for the next 20 years.
2. Develop and adopt Capital Improvement Plans and budgets to install necessary infrastructure improvements in areas planned for future employment growth.

GOAL ENHANCE THE QUALITY AND AVAILABILITY OF THE LOCAL WORKFORCE TO MEET THE EMPLOYMENT NEEDS OF A VARIETY OF BUSINESSES.

Helping local businesses meet their workforce needs is a critically important business retention and expansion goal. A well-trained workforce, combined with effective training programs, will allow Concordia to better compete with other communities for jobs.

Action: Work with Cloud County Community College, the Kansas Department of Commerce, and other entities to develop cooperative programs with local employers to provide flexible vocational/technical training opportunities to meet the changing needs of area businesses.

1. Support area vocational training institutions in the provision of expanded job training programs in critical local job categories, including manufacturing/distribution, information and communication, health care and computer technologies.
2. Work with Concordia High School career path planning to identify employment opportunities in Concordia.

Action: Increase the number of high school graduates who live and work in Concordia.

1. Facilitate communication of employment opportunities with local businesses to graduating students, e.g., conduct local job fairs and publish informational brochures about local companies looking to hire new graduates.
2. Develop partnerships with area employment agencies, area educational institutions, and local businesses to determine and address skill training needs for new, unemployed and under-employed workers.

GOAL INCREASE THE NUMBER OF JOBS CREATED THROUGH NEW BUSINESS START-UPS.

New business creation is another primary source of jobs and economic growth. The City, in partnership with the private sector, can help to provide a strong foundation for the success of new businesses.

Action: Organize creative financing programs and improve entrepreneurs' access to risk capital.

1. Utilize, and coordinate economic development efforts with, the Small Business Development Center, the USDA and the USEDA.

Action: Strengthen local small business development organizations' capacity to assist the creation of new businesses.

1. Have a dedicated source of funding for economic development initiatives. For example, some communities have a sales tax dedicated to assisting the expansion of existing industries, the

attraction of new industries, and the revitalization of downtown areas.

2. Create frequent networking opportunities among local small business assistance organizations, including KTEC, the Kansas Department of Commerce, SBDC, the Concordia Chamber of Commerce, and CloudCorp.

Chapter Five: Parks, Recreation and Historical Resources

- 5.1 Introduction**
- 5.2 Vision**
- 5.3 Survey Responses and Comments**
- 5.4 Parks and Outdoor Spaces**
- 5.5 Recreational Activities**
- 5.6 Historical Resources**
- 5.7 Goals and Strategies**

5.1 INTRODUCTION

Park areas and recreational programs serve the community in multiple ways. For the individual, these amenities provide for improvements to physical health, mental health and social well-being. Recreation programs add social interaction and build community. Parks and recreation facilities and programs are central to a community's pride in itself, serve citizens of all ages, give choice to citizens for leisure activities, enhance the environment, and promote tourism and economic development.

The City owns a number of parks providing open space and recreational opportunities. Included in the parks are baseball and softball fields, tennis courts, a basketball court, and a variety of playground equipment. Parks are located throughout the city.

The comprehensive plan lists the amenities in each local park, and the future land use map identifies possible locations of future parks as well as a trail system.

5.2 VISION

Through the Concordia Parks Department the City will establish, preserve and manage public parks, open space and recreational facilities, and will provide a range of recreational and cultural opportunities to benefit and enrich the quality of life for Concordia residents of all ages.

SURVEY RESPONSES AND COMMENTS

When asked for their input in the Fall of 2010 in a community survey conducted for this comprehensive plan, citizens responded they are generally satisfied with the public park and recreation facilities and programs.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Maintenance of city parks	106	17%	406	66%	53	9%	18	3%	28	5%
B	The number of city parks	118	20%	410	68%	28	5%	11	2%	34	6%
C	Walking and biking trails in the City	53	9%	205	34%	170	28%	67	11%	102	17%
D	City swimming pool	94	16%	357	59%	53	9%	20	3%	82	14%
E	Tennis courts	88	15%	387	64%	15	2%	5	1%	110	18%
F	Number of athletic fields	116	19%	389	64%	28	5%	6	1%	65	11%
G	The city's children athletic programs	120	20%	342	57%	34	6%	10	2%	97	16%
H	The city's adult athletic programs	71	12%	313	53%	61	10%	9	2%	141	24%
I	Other city recreation programs, such as classes and special events	52	9%	314	52%	75	12%	13	2%	148	25%
J	Arts and cultural programs	55	9%	335	56%	74	12%	12	2%	127	21%
K	Connectivity of sidewalks and trails	40	7%	228	39%	168	28%	58	10%	98	17%

A large majority of respondents were satisfied with the maintenance of (83%) and the number of (88%) city parks, with the swimming pool (75%) and with the number of athletic fields (83%).

Respondents were somewhat less satisfied with other park and recreation programs and facilities. There appears to be interest in walking and biking trails, as 39% indicated dissatisfaction with the present inventory. This is not surprising given the trend nationwide of walking as part of a healthy lifestyle.

Satisfaction with some of the recreational programs was less clear, as a significant percentage of respondents indicated "no opinion" -- most likely reflecting respondents not participating in, or utilizing, those particular programs and facilities.

When asked to rank which aspects of parks and recreation should receive the most emphasis from the City over the next few years, respondents selected walking and biking trails (26%), park maintenance (22%) and connectivity of sidewalks and trails (16%).

Survey Comments

The 2010 community survey asked for citizen comments on the present condition of the City, and for concerns and hopes for the future. Those comments are set out in Appendix B. Some of the comments relating to recreation are as follows:

- We need a recreation center like Abilene and Salina's for all ages (to use) to benefit our health.
- We would like to see additional play(ground) equipment for children in the city park.
- The city pool needs an update to attract more patrons.
- We need bike/hike trails, fountains, parks with walking paths.
- I believe more recreation programs need to be offered with more emphasis on the arts. The parks need improved equipment, especially Hood Park.

5.4 PARKS AND OUTDOOR SPACES

City Park, Concordia's central park, is 13.2 acres with three shelter houses, three swimming pools, four tennis courts, a basketball court and skate park. The community's newest playground area is in City Park, providing swings, slides, and other equipment for children. In addition there is a baseball field, sand volleyball court, restrooms, benches, grills and picnic tables.

Hood Park, located on the east side of the City, is a park of 2.5 acres with a playground, basketball court, and two tennis courts. Picnic areas and benches are in this park located at 13th & Archer.

Airport Park is a gateway to Concordia from the south, located adjacent to the Blosser Municipal Airport. It is the community's largest park, with 18.4 acres. This park has parking for recreational vehicles, with full-service for utilities, picnic area, restrooms, a playground and shelter house. A new addition to this park is a 9-hole disc golf course which offers recreation for all ages. There is also a disc golf course at the Community College. Much of the park is green space and recreational vehicle parking area, with stormwater flow through its linear form along the highway.

Second Street Park is located at Second and Olive and is .5 acres. This smaller park hosts several picnic shelters and tables, a playground and basketball court. Another small park is **Decker Park**, also about .5 acres, located south of Fifth Street, east of Republican. Decker has a playground and benches, serving as a small neighborhood park. **Joler Park** is a one-acre natural area that is a trail-head for the Nature Trail installed near Peck Avenue and Crestview, near the Community College. The Nature Trail is 1.5 miles long with several interconnected trails with a rubber millings surface. It is owned by the school district.

The **Concordia Sports Complex**, owned and operated by the City, is approximately 23.3 acres and is adjacent to Concordia Elementary just off Seventh & Cloud Streets. There are seven play fields, two with grass infields, in the complex. During baseball/softball season there are three fields used for youth play, two softball, one K-18, and one that is used for college level play. A recent donation of land across the street will provide an additional practice field for baseball and softball, along with three soccer fields during soccer season. The land for the fields was donated by the Bob Rasure family, and in recognition for that donation the land has been named Rasure Field.

A country club is located at 1300 Willow Street. The club is operated privately by the local *American Legion Post 76* as a membership based private country club with full service bar and restaurant. The clubhouse was built in 1919 with several additions over the years and was completely remodeled in 2009-2010. The *Concordia American Legion Golf Course* also has a membership and green fee based golf course open to both the private membership and general public. The nine-hole course has two par three holes and seven par four holes. The golf course has Bent Grass greens and fairways, small greens and narrow fairways. The terrain is hilly, and there are many out-of-bounds stakes lining the fairways. A water hazard comes into play on one hole with sand bunkers located throughout the course. There is a practice putting green located on the golf course, however there is no driving range located on the course or elsewhere in the community. Golf cart rentals are available.

Park Areas in Planning Stage. At the time this Plan was being prepared the City had preliminary designs for the South Concordia Flood Control Area. Those designs incorporate a seven-acre water impoundment surrounded by a 3.4-acre public park. The location and configuration of the park lend it to possible integration into community trails and/or bikeways.

Pedestrian and Bicycle Paths. Concordia does not have a dedicated trail system. Trails, if available, would provide healthy and recreational alternatives to vehicular transportation. Trails could connect major public services, parks and sporting areas, and schools. Any route should be evaluated carefully to ensure adequate right-of-way and alignment to best serve the citizens of Concordia. As noted above, the planned South Concordia Flood Control Area will provide public recreational areas along a stormwater impoundment. The proximity of that project to existing city streets and sidewalks, and to the Community College, creates a tremendous opportunity for a pathway that could extend up to several miles.

5.5 RECREATIONAL ACTIVITIES

The city's recreational program, overseen by the Concordia Recreation Commission Board, serves residents of all ages and provides many types of activities. Summer activities include T-ball, baseball, softball, summer playground and swim lessons. Concordia Recreation partners to provide a swim team during the summer as well. Adult sports in the summer are men's slow pitch and coed adult softball. In the fall and winter, there is youth soccer, adult women's volleyball, and adult men's and women's basketball.

Private groups provide junior golf, track club, youth volleyball, flag football, Salvation Army Football, wrestling, gymnastics, dance and more. Cloud County Community College offers winter youth basketball leagues for both males and females. Several communities in the region host racing activities. Adjacent to the Cloud County Fairgrounds on Concordia's eastern edge is a race-track certified for 3/4 midget racing. The track also hosts other vehicle races. There are usually four or five races a year at this course.

Water-related recreation opportunities close to Concordia include Milford (75 miles away), Glen Elder (45 miles), Tuttle Creek (80 miles away) and Lovewell Reservoirs (40 miles). Among the activities available at these reservoirs are camping, fishing, boating, and other outdoor recreation. A nearby, important environmental resource is the Jamestown State Wildlife Management Area, located in the northwest corner of Cloud County.

5.6 HISTORICAL RESOURCES

Brown Grand Theatre

The history and photos shared here were obtained from the Brown Grand website. The Brown Grand was built by Col. Napoleon Bonaparte Brown in 1906-1907 at a cost of \$40,000. Throughout the building process, the Brown family stressed the use of local resources: labor, native limestone from a local quarry, and locally fired bricks. The beautiful and historic Brown Grand Theatre at the west end of downtown Concordia serves as an anchor for downtown Concordia. Located at 310 W. 6th, it has a French Renaissance-style construction. In 1925 the theatre was purchased by the Concordia Amusement Company and used off



and on as a movie house for many years, with its condition gradually deteriorating. The theatre was restored to its original 1907 splendor in the mid-1970s, and seats 650, serving both theatre needs and as a tourist attraction. The facility is in use daily, hosting performing arts, meetings and other community activities. The theatre has two balconies, eight box seats, beautiful

brass finishes, as well as the grand drape, which is a reproduction of a Horace Vernet painting titled, "Napoleon at Austerlitz". This is a copy of the original curtain displayed when the theatre opened in 1907. The citizens of Concordia, Cloud County and North Central Kansas have long enjoyed this theatre, first treasuring its live entertainment, then its use as a movie house from the 1920s through mid-1970s, and then live events since its restoration.

The Brown Grand Theatre was recognized as a National Historic Building and has been listed on the National Historic Register since 1973. The restoration of the Brown Grand was completed in 1980.

National Orphan Train Complex

The Union Pacific Depot, constructed in 1917, is located at 300 Washington Street. The depot was placed on the Historic Register in 2004 and in that same year restoration of the structure began. The building today is home to the National Orphan Train Complex. In 2007 its Research Center opened. The Complex, including a rail car, is dedicated to the preservation of the stories and artifacts of those who were part of the Orphan Train Movement. From 1854-1929 over 250,000 orphaned and abandoned children from New York were placed on Orphan Trains and taken to new homes all over the United States, including the Cloud County area. Also on the grounds is the Morgan-Dowell Research Center which houses a collection of information and documents to assist those seeking information on Orphan Train Riders.

The Nazareth Convent & Academy

The Nazareth Motherhouse serves as the headquarters for the Sisters of St. Joseph, a religious order of women who came to Kansas in 1883. The Order established the Nazareth Convent and Academy in 1884, with the first



Motherhouse at Fifth and Olive streets, now Manna House of Prayer. The current Motherhouse was constructed at the corner of 13th Street and Washington. The western-most two-thirds of the structure was built in 1903 as the Nazareth Academy. The eastern-most one-third was built in 1907. This structure is of masonry construction, built in gothic style, and

covers nearly an entire city block. The central tower of the Nazareth Academy is 125 feet tall, the highest part of the four-story structure. The building has been restored to its original splendor and is home to beautiful stained glass windows, antiques and a marvelous chapel. This majestic building was added to the National Register of Historic Places in 1973. The Motherhouse is home to the Sisters as well as the site for community events such as the Christmas Open House and other activities throughout the year.

Catholic Cathedral

This large, gothic structure in the 300 block of West 5th Street was built in 1902. It is marked by a tall bell tower and a number of ornately detailed rosette windows.

Brownstone Hall

This beautiful Victorian home, known locally as the Brown Mansion, at 719 West 6th Street, was built in 1883 by Col. N.B. Brown, who lived there until his death in 1910. This masonry house is perched on the summit of a hill commanding a view of the Republican River Valley.

Bankers' Loan & Trust Company Building

This building, built in 1888 by the Bankers' Loan and Trust Co., is located at 517 Broadway, at the corner of 6th & Broadway. The owner of the building in 1977, Delmar Harris, Sr., was responsible for getting the building on the National Register of Historic Places. It has been a very attractive and imposing feature of the downtown for many years.



WWII National POW Camp Concordia

Camp Concordia was a World War II internment camp for German POWs from May 1, 1943 through November 8, 1945. While not located within the city, it did have an impact upon the community and county. The photos show one of the stone guard towers and a bird's-eye view of some of the barracks.



The camp held over 4,000 Germans at its peak count, with more than 300 buildings. The camp sat on nearly 160 acres, with medical buildings, post office, food services, barracks and other necessary facilities. Prisoners were made available to local farmers as laborers, served as labor at the ice plant and within the camp itself. Local families and prisoners formed bonds, resulting in additions to the culture of the community. Some prisoners after the war returned to Concordia to live, others to visit. The camp is located two miles north and one mile east of Concordia, on Union Road.

Cloud County Museum

The Cloud County Museum is located at 625 Broadway, Concordia, and is housed in the former Carnegie Library building and a large newer annex. The original Carnegie Library was built in 1892 and served as the city library for over 70 years. The museum features Charles Blosser's 1928 Lincoln Page bi-plane hanging from the ceiling, a working water pump, the old county jail cell, square peg barn, two rooms of P.O.W. Camp Concordia memorabilia, and much more.

Adjacent to the Cloud County Museum is the longest brick mural in the United States, the Whole Wall Memorial, which is the east wall of the County Museum Annex, at the corner of US 81 and 6th Streets, the east end of downtown. After considering several options for the exterior of this prominent wall, it was decided a brick mural was the most suitable. The 140 foot long wall features the history of Cloud County as well as key development and cultural elements from the area.



Bridges

The Republican River Pegram Truss Bridge is listed on the National Historic Register and is northeast of Concordia. Another local favorite, though not listed on the Register, is the Stone Arch Bridge, east of Concordia, just north of Highway 9.

Natural Resources

Concordia abuts the Republican River Valley, a water source for the region, and one that provides natural beauty as well as recreational opportunities. The Republican River joins the Smoky Hill River at Junction City to become the Kansas River.

5.7 GOALS & STRATEGIES

Goals represent overall vision and desired outcomes. They describe the kind of community Concordia leaders hope to offer to citizens to meet expectations and needs for healthy living. The following goals provide the outline of recreational amenities, programs, and the preservation of natural and historical resources.

GOAL	DEVELOP HIKING/BIKING TRAILS
GOAL	MAKE IMPROVEMENTS TO PARKS AND PLAYGROUNDS
GOAL	COLLABORATE WITH OTHER PARTNERS IN THE COMMUNITY TO ADD HEALTH AND FITNESS ACTIVITIES
GOAL	AND PROGRAMS FOR RESIDENTS OF ALL AGES PROMOTE THE MAINTENANCE AND PRESERVATION OF BROWN GRAND THEATRE, NAZARETH MOTHERHOUSE, AND OTHER HISTORIC STRUCTURES

GOAL DEVELOP HIKING/BIKING TRAILS

Action: Create a network of walking and biking trails connecting city parks, playgrounds and other recreational and cultural locations.

Action: The City and Community College should explore working together to develop a walking and/or biking trail around the proposed South Concordia Flood Control Area. Such a trail could extend north from the Area along City rights-of-way, then west and south through college property. Then return to the proposed public space at the impoundment.

GOAL MAKE IMPROVEMENTS TO PARKS AND PLAYGROUNDS

Action: Update playground equipment, using grant or charitable funds to augment city funds.

Action: Add fitness stations to City Park and Hood Park.

GOAL COLLABORATE WITH OTHER PARTNERS IN THE COMMUNITY TO ADD HEALTH AND FITNESS ACTIVITIES AND PROGRAMS FOR RESIDENTS OF ALL AGES

Action: The City should work with Cloud County Community College, Cloud County Health Center, Nazareth Motherhouse, USD 333, and others to identify ways and means to ensure adequate health and fitness activities, for citizens of all ages, are available.

Action: Seek grant funds for new amenities or offerings to the public.

GOAL PROMOTE THE MAINTENANCE AND PRESERVATION OF BROWN GRAND THEATRE, NAZARETH MOTHERHOUSE, AND OTHER HISTORIC STRUCTURES

Action: Assist the owners of historic properties in identifying and accessing public and private resources for historic preservation.

Action: Encourage the owners of historic properties to maintain their properties and preserve their place in the community.

Action: Give careful consideration to the possible impacts of development nearby historic and cultural properties when taking action on zoning applications, demolition permits and other necessary City approvals.

Chapter Six: Infrastructure and Transportation

- 6.1 Introduction**
- 6.2 Vision**
- 6.3 Survey Responses and Comments**
- 6.4 Existing Infrastructure and Transportation Systems**
- 6.5 Goals and Strategies**

6.1 INTRODUCTION

The quality and condition of infrastructure and transportation systems affect all communities and are central to the development or redevelopment of neighborhoods, regardless of the particular land use of a neighborhood. Meeting the need for municipal services such as water, sanitary sewer, and transporting goods or people within the community are basic functions of any city and are critical to maintaining an adequate quality of life for citizens and equally important in efforts to secure economic development.

6.2 VISION

Concordia will continue to be proactive in the provision of utility extensions for water, sewer and major transportation infrastructure necessary for the growth of the community. The City will identify the best, most cost-effective methods of addressing the current shortcomings in its aging street network in the next ten years to produce safe, well-maintained streets and sidewalks.

6.3 SURVEY RESPONSES AND COMMENTS

The community survey conducted in 2010 asked several questions regarding citizen satisfaction with the condition of infrastructure. The full set of survey questions and responses is found at Appendix A. The survey questions and responses most relevant to this Chapter are as follows:

How satisfied are you with:	Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
Quality of police services	130	22%	357	59%	62	10%	22	4%	31	5%
Quality of fire services	178	30%	353	59%	21	4%	12	2%	35	6%
Quality of city parks and recreation programs and facilities	156	26%	335	56%	63	11%	16	3%	28	5%
Maintenance of city streets, buildings and facilities	70	12%	334	56%	140	23%	37	6%	18	3%

Enforcement of city laws	63	11%	347	58%	109	18%	36	6%	39	7%
Quality of city water service	146	24%	373	62%	47	8%	21	3%	15	2%
Quality of wastewater service	144	24%	383	65%	13	2%	7	1%	43	7%

How satisfied are you with:	Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
Maintenance of major city streets	72	13%	358	67%	85	16%	10	2%	11	2%
Maintenance of neighborhood streets	51	10%	286	54%	164	31%	25	5%	8	1%
Maintenance of city sidewalks	38	7%	288	54%	156	29%	37	7%	15	3%
Maintenance of street signs	57	11%	433	81%	22	4%	7	1%	18	3%
Adequacy of street lights	54	10%	383	71%	65	12%	20	4%	14	3%
Maintenance and preservation of downtown buildings and land	75	14%	391	73%	43	8%	6	1%	21	4%
Maintenance of city swimming pool	77	14%	346	65%	38	7%	7	1%	64	12%
Maintenance of city buildings, such as City Hall	87	16%	404	76%	9	2%	4	1%	30	6%
Snow removal on city streets	87	16%	293	54%	92	17%	50	9%	17	3%
Tree trimming along city streets	55	10%	270	50%	159	30%	35	7%	18	3%
Mowing and trimming of city parks	91	17%	381	71%	29	5%	15	3%	22	4%
Overall cleanliness of city streets, parks and other public areas	79	15%	368	70%	54	10%	11	2%	15	3%

These responses show a very high degree of satisfaction with almost all city services and maintenance programs. Maintenance of city streets is a matter of some concern, with 36% of respondents being dissatisfied with maintenance of neighborhood streets, and 36% also dissatisfied with sidewalk maintenance. In all other areas, from police and fire services to mowing city parks, there is a strong "satisfied" rating for the work the City does.

The responses to another survey question reflect the importance given to properly maintained streets and sidewalks. That question asked: "Which, if any, of the following would you support (the City) spending additional money for, if it meant a tax increase for you?"

Demolition of dilapidated buildings	175
New or improved parks	70
Street/sidewalk improvements	224
Swimming pool improvements	99
Programs to encourage better maintenance of buildings and land	78
Removal of nuisances and other code enforcement	144
Economic incentives to attract new businesses	280
Economic incentives to expand existing businesses	203
Recreational programs	74
Cultural exhibits, festivals and concerts	94

The Fall 2010 survey also solicited citizen comments on the present condition of the City, as well as predictions, concerns, and hopes for the future. Those comments appear at Appendix B

6.4 EXISTING INFRASTRUCTURE AND TRANSPORTATION SYSTEMS

The City of Concordia has been proactive in studying and investing in major infrastructure over the years. This work has provided good management and growth of the existing transportation, water and wastewater systems.

Water

A sound water system is crucial to any community and its ability to grow. Water supply, storage and distribution, including water flow, must be considered not only for meeting the needs of citizens on a daily basis, but also for firefighting. The City of Concordia's water sources are from three groundwater sources: Terrace deposits and River alluvium formation, Dakota aquifer, and the Creek alluvium. The vested water rights



held by the City provide for 340 million gallons, with an additional 100 million gallons from appropriated rights. The water is collected from six wells found throughout the community and along its edges. They supply over 1900 gallons per minute. The water is treated with chorine before distribution to customers. According to KDHE and EPA standards, the water in the region is hard, with an average hardness of 393 parts per million. The Republican River wells contribute the majority of iron, manganese and hardness, which is why the City secured water rights to wells with less of these elements.

A city's water supply must also provide the quantity needed to adequately fight fires. Average daily demand should be supplemented by at least enough water to fight a four-hour fire. Included in the supply calculations is water stored in water towers. The elevated storage towers each provide 500,000 gallons of storage, aiding in water supply, particularly for fireflow. Other benefits of water storage are meeting peak hourly demand fluctuations and emergency supply due to interruption in source. The two water towers are located in southern areas of Concordia, one near 18th & Archer, and one near 13th & Republican.

Sanitary Sewer

Essential to the health of citizens in all cities is appropriate sanitary sewer treatment. Timely extension of sewer service lines is critical to development. Such extensions are affected greatly by topography. The most economical system uses topography within drainage basins, allowing gravity to move waste. The costs are more affordable at both installation time and over time as ongoing maintenance is reduced. However lift stations are necessary in some locations. Good planning takes into account which areas can be served with gravity and which areas cannot, and Future Land Use classification is one way to show that

this factor is understood. Once waste is collected, mechanical and biological processes break it down. The final treatment separates the mixture into water and bio-solids. In Concordia, the water is returned to the Republican River and the bio-solids are used to supplement commercial fertilizer in the area.

The Concordia system is comprised of 42 miles of sanitary sewers mains and 650 manholes. The system outlet for all lines is the municipal wastewater treatment plant in eastern Concordia, north of Highway 9 on Industrial Road. The plant had a major upgrade in 1997 and an Ultra Violet Disinfecting system was added to the treatment process. In 2004 a diffused fine bubble aeration system was installed. The 1997 project was a \$700,000 project and included rebuilding the south clarifier, reworking grit classifier, replacement of valves, installing flow recorders, and safety items. The 2004 project installed the new aeration, as well as influent pumping, and new sludge pump. This project also installed technology to reduce electric usage, saving thousands of dollars annually. The designed flow capacity of the plant is 1.35 million gallons per day (MGD), but average daily flow is about .57 MGD.

Other Utilities

Electrical supply is provided by Prairie Land Electric and natural gas is supplied by Kansas Gas Service. Local telephone service is provided by AT&T and cable by Cunningham Cable.

Stormwater Management

Stormwater volume and flow can create potential limitations upon future development. Areas with a significant propensity to flooding are commonly designated as a 100-year floodplain, hence there is a 1:100 or greater chance that they will flood each year. It is preferable to avoid any urban development in the floodplain; however, if not possible a distinction should be made between the floodway and the flood-fringe.

The floodway incorporates the center channel of the waterway and carries a majority of the floodwaters, or in other terms, the center portion of the floodplain which can carry an additional one foot of water after the entire floodplain has been filled.

The flood-fringe is the area between the floodway and the edge of the floodplain. This area can be developed if precautionary measures are taken. These include building on enough fill to raise the level of the lowest floor a minimum of one foot above the flood elevation, or sufficiently floodproofing the building itself from hydrostatic and hydrodynamic effects.

A floodplain management program was adopted by the City on June 17, 1987, after a study by the Flood Insurance Agency to determine the flood hazard areas. This program enables property owners to purchase flood insurance.

Despite being located to the south of the Republican River, the City itself has only a few small areas which are inside the flood-fringe area of the 100-year floodplain.

Concordia has experienced flooding damage over the years with the worst one in recorded history being the 1950 flood, which caused \$1.2 million in damages (in current dollars), according to a 2005 study by the U.S. Army Corps of Engineers. The community participates in the Flood Insurance Rate Map program which allows property owners in Concordia to purchase flood insurance. The Public Works Department is responsible for stormwater system maintenance and improvements. The majority of the system is improved, with 13.8 miles of line, with the balance in open ditches.

At the time this Plan was prepared the City was engaged in planning the construction of a major, important improvement to stormwater management -- the South Concordia Flood Control Project. Located west of Highway U.S. 81 at the south end of the City, this project involves a seven-acre impoundment behind an earthen dam that will be located along 21st Street. The impoundment will extend south, bounded by College Drive to the southwest and south, and on the east by commercial properties fronting U.S. 81. This project will provide not only much-needed control of run-off in the watershed, but also public recreational uses, as noted in Chapter 5.

Transportation

Existing Road and Highway Network

Concordia has excellent access to major transportation systems in Kansas through its connections to US Highway 81 (north-south) and Kansas Highway 9 (east-west). These connections allow for both export and import of goods via truck as well as transporting people for work, tourism, or shopping. US Highway 81 is a direct connection to Interstate 70 to the south and Interstate 80 to the north, part of a route from Mexico to Canada. In addition, US 36 is 18 miles north of Concordia, where US-81 intersects at Belleville.



Northbound US 81 carries an average of over 6530 vehicles per day, with southbound slightly fewer at 5850. The eastbound traffic on Highway 9 is over 2300 vehicles daily and westbound Highway 9 and 28 is over 1300 vehicles. Highway connections feed the interior road networks to facilitate transportation needs within the community. An alternate route for Highway Kansas 9 was proposed by the City for inclusion in comprehensive state highway construction plans in 2000 and in 2010. Continued development along the Highway K-9 corridor may generate increased pressure on the existing route in the future.

Standard Street Classification

Due to the need to transport both people and goods within the community as well as to and from the community, transportation systems are intricately woven with economic development and land development. Streets are classified based on a hierarchical system considering vehicular movement from one area to another, or

from home to work, home to shop, goods from one location to another. This system is generally designed with three basic categories of roads: arterial, collector and local. The arterial are major roadways, designed to carry greater traffic volumes, fed by collector streets, and ideally with only connections from other streets to allow for fewer intersecting points. Collector streets connect local streets, the lowest classification, to arterial streets, the highest classification. Residents leaving home typically drive from their driveway onto a local street, which is then connected to a collector street serving other residents from a particular area, and then enter an arterial road for through traffic to their destination area, then back to a collector/local to work, shop, and to access services.



It is desirable to protect arterials by controlling street access. Private driveways are discouraged on major arterials and should be limited where possible, to promote safe and efficient traffic flow. Access control guidelines may need to be developed as a goal of the comprehensive plan, if they are not provided elsewhere, particularly for arterials and possibly for collectors. In addition, street widths for all classifications of roadways should be determined as an aid to development and decisionmakers. As Concordia grows, considerations for rural roads should also be made for transition from roadways with ditches to curb and gutter systems.

It is recommended the City forecast which streets are anticipated to become arterials and collectors in the future. Arterials and collectors currently designated are shown in the chart below. These were identified in the 2000 Comprehensive Plan, but reviewed with this plan. Ongoing review should occur each year to be sure that additional roads are included as development warrants. All other roadways would be classified as local roads.

It is recommended the City forecast which streets are anticipated to become arterials and collectors in the future. Arterials and collectors currently designated are shown in the chart below. These were identified in the 2000 Comprehensive Plan, but reviewed with this plan. Ongoing review should occur each year to be sure that additional roads are included as development warrants. All other roadways would be classified as local roads.

Roadway Classifications

Name of Roadway	Roadway Classification
81 Expressway/Lincoln Street	Major Arterial
Highway 9/Sixth Street	Major Arterial
Republican (Campus to 11th)	Major Collector
Seventh Street	Major Collector
Matthew Street	Major Collector
Eleventh Street	Major Collector

State Street/Campus Drive	Minor Collector
Archer Street	Minor Collector
Cedar Street	Minor Collector
Eighteenth Street	Minor Collector
Olive Street	Minor Collector

Rail Transportation

Rail transportation has been strong in Concordia since its inception, contributing to the City's early growth. Currently the Burlington Northern Santa Fe and Kyle Railroads provide freight service to the area with reciprocal switching available. The BNSF has two mainline tracks through Concordia, generally paralleling Highway 9.

Air Transportation

Concordia has the Blosser Municipal Airport for its local air service, located along Highway 81 at the southern edge of the community. Private aviation activity began in the community soon after World War II ended when the city acquired the private airfield owned by Mr. Charles Blosser. The airport has a lighted 3,600 foot asphalt runway, 60 feet wide, enabling the accommodation of various aircraft needs. The bituminous lighted runway allows for use of the airport and runways at night and it is in good condition. There are two crosswind turf runways, one 2,263 feet long, 300 feet wide, and one 1628 feet long and 260 feet wide in good condition. The terminal building was constructed in 1973 along with a conventional hangar to accommodate the pilots' needs, the needs of the FBO, weather updates, charters, aircraft rental and repair, and flight school. In 1982 the City constructed one 60'x 60' hangar and two 60' x 50' metal hangars and taxiway connections. The Master Plan for the Airport was completed in 2010 and it contains goals, including reconstruction of the taxiway in 2011.

Other Transportation

The City has only limited public or private operated general public transportation. While the 2010 community survey did not pose questions regarding need for additional services it is believed there is significant demand for more bus or van service to Manhattan, Salina and other nearby communities as well as in-city transportation. It is likely that the demand is greatest among elderly citizens who often have limited transportation options and who have important travel needs, e.g., specialized medical care.

Pedestrian and Bicycle Paths

The City of Concordia has several recreational opportunities relative to walking, hiking, and biking. As stated in Chapter 5 of this Plan, providing a connected series of sidewalks and paths is good for the community, and is an alternative means of transportation that should be considered in this Chapter. Consideration should be given to utilizing former railroad corridors as the backbone to a

pedestrian network, such as the east-west connection towards the industrial park. Connections with major public facilities such as parks and schools enhance transportation opportunities for youth in the community as well. Furthermore, careful attention to developing sidewalk programs that serve adjacent properties as well as the community at-large can enhance the community through better health and well-being and be a point of community pride. The Concordia Public Works Department has worked very hard for the last 20 years to make the sidewalks in Concordia more accessible to all users by removing all of the stand-up curbs at the intersections. This is an outstanding testimony to making walking and bicycling easier for residents of all ages and physical abilities.

6.5 GOALS AND STRATEGIES

Goals represent overall vision and desired outcomes. They describe the community we hope to develop together in the future. The following goals implement the overall vision for infrastructure and transportation. Their purpose is to focus resources for the improvement of these central components which are critical to the sustainability and growth of Concordia. These goals are derived, in large part, from survey responses and other input from private individuals and public officials.

GOAL	Establish a General Public Transportation Service, if Community Needs and Support Exists for That Service.
GOAL	Maintain and Improve the City's Streets and Sidewalks According to an Adopted Capital Improvements Schedule.

GOAL ESTABLISH A GENERAL PUBLIC TRANSPORTATION SERVICE, IF COMMUNITY NEEDS AND SUPPORT EXISTS FOR THAT SERVICE

Action: The City should create a study committee, comprised of City Commissioners, Planning Commissioners, members of the business community, health care providers, representatives of the Community College, and members of the public, to measure the level of community interests in and need for a general public transportation carrier to provide both in-city and out-of-city services. If needs and demands sufficient to support such a carrier are identified, the study committee should present to the City Commission the means by which service can best be provided; whether by as a private business, as a municipal service, or as a public-private partnership.

**GOAL MAINTAIN AND IMPROVE THE CITY'S STREETS AND
SIDEWALKS ACCORDING TO AN ADOPTED CAPITAL
IMPROVEMENTS SCHEDULE**

Action: The City Commission should annually adopt a rolling five-year schedule for the maintenance of streets and sidewalks and for the extension of streets and sidewalks into newly developing areas and areas of the City lacking the desired level of streets and sidewalks. The adopted schedule should be incorporated into the City's capital improvement plan. The City should consider a dedicated source of funding for such maintenance, to help ensure reliable, steady revenues with which to better stay on track with the five-year schedule of work.

Chapter Seven: Downtown

- 7.1 Introduction**
- 7.2 Vision**
- 7.3 Background**
- 7.4 2000 Comprehensive Plan Recommendations**
- 7.5 Goals and Strategies**

7.1 INTRODUCTION

During the development of this Plan, the need to preserve and improve downtown Concordia has been shown to have community support. Goals and actions are written to help downtown remain competitive and viable as a commercial center. Downtown should remain a retail commercial center because it is: (1) a physical and cultural symbol of the strength of the community; (2) a gathering point for many civic and cultural functions; (3) the "historic core" of the community which establishes a vital continuity between the past and the present community; and (4) the site of public and private investment.

Concordia established a Downtown Improvement Grant Program in 2005. This program allows up to \$5,000.00 in matching funds for downtown building façade renovation and repair. To date ?? building facades have been remodeled under this program.

To distinguish this area from other commercial and retail areas, and to preserve and enhance its role in the community, the downtown is referred to as the primary retail commercial center. Downtown serves the greater needs of the community as a focal point for social, community and government activities.

The Plan encourages the continued development of a mix of uses in downtown Concordia with an emphasis on retail as a major land use. It is important to the community's well-being that downtown Concordia remain the primary retail commercial center.

7.2 VISION

Encourage private and public sector development and redevelopment in the downtown area to enhance its position as the primary retail, cultural and civic center of the community.

BACKGROUND

The area designated as the Central Business District, or Downtown, is bounded on the east by US-81 Highway, on the south by 7th Street, on the west by State Street and on the north by K-9 Highway. It is in an area of approximately eight blocks. Land on the "Fringe" of the downtown includes the area generally east of Cedar Street, south of 4th Street, west of Kansas Street, and north of 9th Street, comprising an additional 14 blocks. While the downtown is characterized by commercial and public uses, with buildings generally in good repair and some efforts at maintaining historic appearances, land use on the fringe is more diverse, as is the range of property condition.

Most of the downtown is presently zoned C-4, Central Business District. The CBD fringe area is a mixture of C-2, Restricted Commercial, R-2 and R-3, medium- and high-density residential, and P, Public Use, district zoning.

7.4 2000 COMPREHENSIVE PLAN RECOMMENDATIONS

The City's 2000 Comprehensive Plan provided extensive recommendations regarding the downtown. Excerpts follow:

Summary of Downtown Issues

Concordia's downtown continues to serve as a strong focal point for the community. The presence of the community's movie theater and the restored Brown Grand Theatre serve as two of the most important cultural amenities in the city. The downtown must continue to attract its "fair share" of private and public investment to insure and strengthen its future. In a focus group session held with a cross-section of persons representing downtown, the primary issues facing downtown Concordia identified included:

- 1) Downtown has attractive buildings but too many storefronts remaining empty;
- 2) The appearance of many storefronts is "dated";
- 3) The absence of and/or removal of trees detracts from the shopping atmosphere;
- 4) An assortment of public infrastructure including curbs and gutters have deteriorated and routine maintenance in the area is less than desirable; and
- 5) There is a shifting focus of the area from the city's primary retail center to the city's office center.

Despite these concerns, there remains a strong loyalty and interest in keeping downtown as the "heart" of the

community. A revitalized downtown must recognize these market conditions and perceptions and involve the public and private sector in addressing these issues.

DOWNTOWN IMPROVEMENT PROGRAM RECOMMENDATIONS

Downtown Concordia cannot be expected to return to its historic role as the retail center for the community due, in part, to the improvement of 81 Expressway and presence of large national retail stores. Downtown Concordia can, however, continue to play a special role in the life of the community. Recognizing these market forces will enhance the ability of local businesses to pursue the opportunities that these changes have created leading to enhanced activity, appearance and pride in Downtown. In order to fulfill this role, a series of actions are strongly encouraged.

Recommended Improvement Actions

- A. Target New Retail and Office Commercial Uses.
- B. Implement the Neighborhood Revitalization Act
- C. Establish a Downtown Concordia Business Improvement District (BID)
- D. Expand Public Parking
- E. Establish a Concordia Business Incubator
- F. Create a Downtown Enterprise Zone
- G. Consider Participation in the Kansas Main Street Program

Downtown Design Guidelines

In the Downtown "Central Business District," it is recommended that no building shall be erected that does not meet the following minimum standards:

- A. Careful consideration of durable materials, proportions, and shapes, emphasizing the importance of roofs as integral and embracing elements of the over-all design, is particularly important.

- B. Roof mounted equipment shall be screened from view or isolated so as not to be visible from ground level.
- C. All electrical and mechanical equipment located adjacent to the building and visible from any adjacent public thoroughfare or a residentially-zoned area shall be screened from view.
- D. All telephone and cable television lines, electrical services and distribution lines shall be placed underground.
- E. The form and proportion of new buildings or redevelopment shall be consistent or compatible with the scale, form and proportion of existing development in the downtown.
- F. Pedestrian access shall be an integral part of the overall design of each commercial development.
- G. Architectural design should create visual interest through the use of different textures, complementary colors, shadow lines and contrasting shapes indigenous to the downtown.
- H. Monotony of design in single or multiple building projects shall be avoided.
- I. Loading docks, trash enclosures, outdoor storage and similar facilities and functions shall be incorporated into the overall design of the building and the landscaping so that the visual and acoustic impacts of these functions are reduced.
- J. Building facades that are 100 feet or greater in length shall incorporate recesses and projections along at least 20 percent of the length of the building facade, reflecting the archetype of the downtown.
- K. When a building facade 100 feet or greater in length abuts a residential district, an earth berm of at least six feet in height shall be installed.
- L. Minimum Exterior Building Material Standards: A minimum of 50% of each exterior wall shall consist of one or more of the following materials:

1. Masonry construction.
2. Glass walls shall include glass curtain walls or glass block construction.
3. Wood other than exposed plywood paneling.

7.5 GOALS AND STRATEGIES

GOAL ENCOURAGE DOWNTOWN REDEVELOPMENT WHICH IS CONSISTENT WITH, AND COMPLEMENTARY TO, THE OTHER GOALS OF THIS PLAN.

GOAL THE CITY COMMISSION SHOULD CONSIDER WAYS TO ESTABLISH A DEDICATED FUNDING STREAM FOR DOWNTOWN REDEVELOPMENT PURPOSES.

GOAL ENCOURAGE VOLUNTARY COMPLIANCE WITH THE "DOWNTOWN DESIGN GUIDELINES" IN THE 2000 COMPREHENSIVE PLAN AND CONSIDER ADDITIONAL VOLUNTARY DEVELOPMENT GUIDELINES FOR THE CENTRAL BUSINESS DISTRICT WHICH WILL HELP PRESERVE AND ENHANCE ITS HISTORIC CHARACTER AND MAINTAIN ITS ATTRACTIVENESS AS A CENTER FOR COMMERCIAL, OFFICE AND GOVERNMENT ACTIVITIES.

Action: Develop a master plan for the downtown area.

Undertake a master plan that will help enhance the sense of place that exists downtown and that will help the downtown hold its place as a focal point of the community.

Action: Encourage landscaping and preservation of unique architectural features that express the character of the downtown area and its place in the community.

Action: Encourage preservation of historic buildings in the downtown area by voluntary adherence to design standards for the renovation of existing buildings and construction of new buildings.

Action: Identify historic buildings that may be eligible for state and federal historic preservation tax credits and encourage property owners to utilize such credits in furtherance of restoration of structures.

Chapter Eight: Code Enforcement

- 8.1 Introduction**
- 8.2 Vision**
- 8.3 Background**
- 8.4 Role of Code Enforcement**
- 8.5 Survey Responses and Comments**
- 8.6 Goals and Strategies**

8.1 INTRODUCTION

Code enforcement is the City's use of its legal authority, often referred to as the "police power", to help ensure that the health and safety of residents is not adversely affected by property conditions. Poor yard maintenance, storage of items that can be hazardous, and lack of care resulting in property deterioration all directly impact quality of life in a community. While property conditions in Concordia are more favorable overall than in many Kansas communities, the Planning Commission feels strongly that the current situation should be clearly identified so that the community can improve in the areas of nuisances and inadequate property maintenance that are found in the community. This perception by community leaders of the importance of code enforcement seems to be well supported by citizens, evidence of such being seen in the community survey responses and comments as discussed in Section 8.5 of this chapter, and Appendices A and B.

8.2 VISION

Concordia seeks to be a community that is attractive, well-maintained, and most of all, a healthy and safe community in which citizens will thrive. Concordia intends through both education and enforcement to achieve and sustain a higher level for this standard of living relating to yards, neighborhoods and commercial areas.

8.3 BACKGROUND

Lack of maintenance as well as willful acts create blighted neighborhoods, substandard dwelling units, increased fire hazards, vermin harborages, and generally a poor quality of life. Examples of non-structure items, often termed "nuisances," include overgrown vegetation, improper storage of trash or debris,

inoperable or wrecked vehicles, junk, metal, furniture and appliances. Housing and other structures that are deteriorated may have missing or broken windows and doors, deteriorated roofing, and other conditions fail to provide a safe, habitable structure.

The well-known urban sociology and criminology book *Fixing Broken Windows: Restoring Order and Reducing Crime in Our Communities* by George Kelling and Catherine Coles is about petty crime, and strategies to contain or eliminate it from neighborhoods. The book was linked with community policing and urban cities issues, but also lends itself to understanding why attention to small items can influence larger issues. The title comes from the following:

“Consider a building with a few broken windows. If the windows are not repaired, the tendency is for vandals to break a few more windows. Eventually, they may even break into the building, and if it’s unoccupied, perhaps become squatters or light fires inside. Or consider a sidewalk. Some litter accumulates. Soon, more litter accumulates. Eventually, people start leaving bags of trash from take-out restaurants there or breaking into cars. “

Neighborhood deterioration has at its foundation similar issues. One abandoned structure may soon become a target for vandalism, leading to more vandalism. One neighbor parting out a car may result in another neighbor doing the same. However, if one very poor structure is removed and yard cleaned up, the opposite effect may be seen. If a structure is unoccupied, then a window is broken, but quickly fixed or boarded, that action creates the sense someone cares and is watching, sending a different message altogether up and down the street.

Property values as well as community self-image are affected by blight and lack of maintenance. For many years, concern over maintenance and hopes for improvement have been on the minds of residents of Concordia. By way of example, in the City's 1990 Comprehensive Plan a set of recommendations was adopted which relate directly to property conditions and City enforcement of codes:

- Extend building code enforcement and subdivision regulation for one mile outside of the city limits, concurrent with zoning regulations to ensure quality housing outside the city limits.
- Strengthen enforcement of building, sanitation and planning codes to help keep assessed valuation up to help ensure that structures will not rapidly deteriorate, to provide a minimum safeguard of the buyer's investments, to attract new businesses, to decrease insurance rates and to halt some blighting influences and help rehabilitate some blighted areas.
- Enforce zoning regulations to halt blighting influences on residential areas where not otherwise directed by the proposed land use recommendations.
- Where there are substandard and/or dilapidated homes, practice the "three Rs". Renovate, rehabilitate and replace these structures as warranted in each individual case.
- Encourage a high level of maintenance to standard condition older homes.

- Encourage high levels of maintenance of residential structures in blighted areas where non-residential uses will be encouraged.

8.4 ROLE OF CODE ENFORCEMENT

The basis of code enforcement programs rests upon each citizen acting as a good neighbor. While each has property rights that they enjoy and which must be respected, “property rights” also implies responsibilities. No property should be used or maintained in a manner which downgrades its or another’s value, use, enjoyment or safety. While nothing can take the place of friendly “peer pressure” among neighbors encouraging improvement, there are situations that require local government action. Concordia has areas where the general appearance is that of inadequate property maintenance and code enforcement. The standard of maintenance is simply less than that desired by the overall community. That coupled with lack of investment in infrastructure such as improved streets or sidewalks, breeds an aura of neglect which impedes a desirable “community spirit”.

One of the main goals of any code enforcement program is to bring attention to code violations which could have a negative impact to the neighborhood or community. Through identification and education, many times cooperative, responsible property owners will themselves eliminate the issue. If cooperation fails, formal enforcement including citations and fines and/or removal of the offensive item may be necessary.

Concordia is currently staffed with one full-time person to carry out the inspection of buildings for building code compliance, zoning oversight and enforcement, and enforcement of laws against nuisances or dilapidated structures. Efforts to improve code enforcement will take involvement by the Governing Body, staff, and citizens to achieve the vision of a better, more attractive, and safer Concordia. One of the assets Concordia has is its size. Being a smaller community, both staff and the Governing Body know the community as a whole and understand the impact of individual programs and policies on the overall city. There is a good core of civic-minded citizens in the community. Citizen involvement with beautification and safety efforts will result in better programs, better results and improved community pride.

It should also be recognized that in times of inflation or recession, code compliance is often more challenging for residents. In such economic times, it is possible that the City would have to move more directly into a helping role versus simply a regulatory role. The goals in this section include both those roles.

8.5 SURVEY RESPONSES AND COMMENTS

One of the factors that influences people’s decisions to visit, settle in or build a business is their perception of the attractiveness of a community. Appearance reflects the pride that residents, officials, and businesses take in their community. Concordia has much with which to impress visitors, but has room for improvement of the physical condition of many residential neighborhoods.

During this planning process, citizens have identified code enforcement as an important issue.

The 2010 survey included questions about citizens' perceptions of the level of, and effectiveness of, the City's code enforcement program. The full text of the survey is found at Appendix A.

When asked about their level of satisfaction with code enforcement, citizens responded as follows:

How satisfied are you with:	Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
City enforcement of the clean-up of trash, litter, abandoned vehicles and other debris around town	36	6%	233	39%	219	36%	93	15%	20	3%
City enforcement of the clean-up of trash, litter, abandoned vehicles and other debris in your neighborhood.	67	11%	308	52%	129	22%	68	11%	26	4%
City-ordered repair or demolition of dilapidated, unsafe and other dangerous structures around town	33	6%	243	41%	196	33%	85	14%	43	7%
City-ordered repair or demolition of dilapidated, unsafe and other dangerous structures in your neighborhood.	70	12%	308	52%	94	16%	53	9%	72	12%
City action to regulate or remove nuisance conditions on properties with outdoor storage of vehicles and other items around town.	34	6%	225	38%	196	33%	79	13%	65	11%
City action to regulate or remove nuisance conditions on properties with outdoor storage of vehicles and other items in your neighborhood.	57	10%	302	51%	106	18%	56	10%	68	12%
Requiring residential property owners to keep grass mowed and vegetation trimmed	35	6%	296	50%	162	27%	79	13%	23	4%
Requiring owners of nonresidential property to keep grass mowed and vegetation trimmed	33	6%	267	45%	171	29%	74	12%	53	9%
City action to require property owners to remove snow from sidewalks.	32	5%	305	51%	152	26%	53	9%	51	9%

The level of dissatisfaction expressed is worthy of some note, especially in that dissatisfaction cuts across all types of properties, *i.e.*, residential and nonresidential structures, grounds, and abandoned vehicles. Nearly one-half of respondents were dissatisfied/very dissatisfied with repair and demolition orders for unsafe and dangerous structures across the community. A significant percentage of respondents were dissatisfied/very dissatisfied with City efforts to require residential yard vegetation to be cut (40%), with trash and litter efforts (51%), and with maintenance of nonresidential property (41%).

When asked for their three greatest code enforcement-related priorities, respondents by a wide margin identified City enforcement of trash removal, removal or repair of dilapidated structures, and grass mowing/vegetation trimming.

Public property care and maintenance (other than with respect to streets and sidewalks) scored much higher levels of satisfaction in the survey, as shown by the following:

How satisfied are you with:	Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
Maintenance of city buildings, such as City Hall	87	16%	404	76%	9	2%	4	1%	30	6%
Snow removal on city streets	87	16%	293	54%	92	17%	50	9%	17	3%
Tree trimming along city streets	55	10%	270	50%	159	30%	35	7%	18	3%
Mowing and trimming of city parks	91	17%	381	71%	29	5%	15	3%	22	4%
Overall cleanliness of city streets, parks and other public areas	79	15%	368	70%	54	10%	11	2%	15	3%

Respondents also indicated a willingness to pay for the cost for increased City efforts to enforce building and property codes. 175 respondents said they would support more public funding for demolition of dilapidated buildings, 144 listed nuisance removal as worthy of more funding and 78 said more funding for programs to encourage better maintenance of land and buildings was in order. Those three priorities ranked fourth, fifth and eighth among the 10 listed responses. The responses indicate significant public support for a greater commitment to code enforcement.

The 2010 survey also invited respondents to offer comments and thoughts on any aspect of community life. The comments are found at Appendix B. A sampling of some of the many citizen comments relating to code enforcement includes the following:

- Clean up in Concordia should be your #1 priority! The many, many homes that are run down and junk all over certainly detour families moving to town... Please get this town looking clean, junk- and weed-free.
- I have concerns with abandoned houses that are falling down, and how that does not show a positive picture for prospective families considering Concordia for their home.
- Many dilapidated houses should be removed. Junky, unsightly yards containing abandoned vehicles and other junky items. Enforce mowing of yards with tall grass and weeds.
- Need to clean this town up. Where is our pride? This town is dirty and needs a little pride from our citizens on their homes and yards. Get rid of the old broken junk and cars in their yards and clean them up.
- It makes me sick to drive around town because of the way some places look with junk piled on the porches, cars parked almost on the porch and grass and weeds not cut. It didn't used to look this way.

8.6 GOALS AND STRATEGIES

GOAL INCREASE CODE ENFORCEMENT ACTIVITY IN ORDER TO HELP PROTECT NEIGHBORHOODS FROM DECAY, DECLINE AND DISINVESTMENT

Action: Review all City laws to ensure their adequate scope and coverage, and appropriate penalties for lack of compliance.

Action: Consider doorknockers or phone calls to notify citizens with code violations that their property is not being maintained in accordance with City laws.

Action: Schedule all neighborhoods for inspection annually, and evaluate whether specific areas should be “patrolled” more often to be able to respond more timely to code violations.

Action: Create public education materials (such as brochures, and PowerPoints for City website and/or cable access channel) to set the stage for desired results.

Action: Establish a PRIDE program in Concordia and identify goals the group could achieve to aid in beautification efforts.

Action: Develop a community fix-up volunteer program (e.g., Christmas in April) to work with residents of occupied structures to forestall further deterioration and provide weatherization, roofing, painting improvements, etc.

Action: The City Commission should consider commitment of greater City financial resources to demolition and removal of housing and other structures which are unsafe and dangerous.

Action: The City Commission should consider budgeting for increased code enforcement staff who will emphasize nuisance abatement and removal.

Action: The City Commission should consider creating a body similar to the community improvement commissions operating in some other Kansas cities. Such commissions, adopted by governing bodies, have advisory authority only, but are asked to make recommendations on how to improve and maintain the physical character of the City, encourage the maintenance of property values and promote beautification of the City.

Chapter Nine: Land Use/Growth Management

- 9.1 Background**
- 9.2 Land Uses Under the City's Present Zoning Regulations**
- 9.3 Proposals for Amendments to the City's Land Use Regulations**
- 9.4 Future Land Use Map**
- 9.5 Fringe Area Development**
- 9.6 Goals and Strategies**

9.1 BACKGROUND

A comprehensive plan expresses a community's desires for its future appearance. As such it serves as the foundation for making future land use decisions.

This Plan, and specifically this Chapter, is a policy guide which describes the community's vision for future land use development. This Plan provides, by means of a Future Land Use Map, a display of the potential development of Concordia. It attempts to identify, and explain, the factors which have shaped, and are expected to continue to shape, land development in this community.

This Chapter of the Plan is a policy guide that identifies Concordia's goals for future land use decisions. It is expected to be used by property owners to identify where and how development is desired to occur, used by citizens to see what their City anticipates for future land uses, and used by the City government to plan for capital improvements that best serve the community. Finally, this Chapter is a tool for city officials to use to look at how land use decisions affect the community as a whole, and how each individual proposal can help the community as it moves towards its adopted goals.

A request often heard over the course of the preparation of this Plan has been that development should occur in a way that will preserve and continue Concordia's character. A critical aspect of any city's character is its pattern of land use – the location, mix and density of uses. While past and present day development patterns put a face on "character", future land development patterns will either maintain or change that character. Although not entirely within the power of citizens or their city government, development patterns can nonetheless be greatly influenced by a community's policies on land use, housing, economic development and other policies such as those contained within this Plan.

The pattern of land use, most notably the location of development, also significantly impacts the quality and cost of public facilities and services. Level of demand, costs of infrastructure and cost-effectiveness of providing municipal services are all a function of patterns of land use – with higher costs (often borne by the public) typically resulting from sprawl development as compared to development at higher-density, urban levels.

This chapter attempts to summarize the goals necessary to achieve the development pattern desired by the City. Those policies attempt to not only advance land use objectives, but also complement, integrate and promote the goals for Housing, Economic Development and Infrastructure as set out in this Plan.

This chapter also sets out the goals and policies the City Governing Body should consider as it adopts capital improvement plans and budgets.

9.2 LAND USES UNDER THE CITY'S PRESENT ZONING REGULATIONS

The City's Zoning Regulations were last rewritten in 2001 and have been amended as necessary.

The Zoning Regulations have 16 different land use districts, which are summarized below by categories of principal use, *i.e.*, residential, commercial, industrial, and other.

Residential Districts

Residential land use districts identify areas where the principal planned land use is for residential purposes. Concordia has six such districts:

- (1) **R-1**. The R-1 District provides for areas of low density single-family development including certain public uses such as schools, churches and parks.
- (2) **R-2**. The R-2 District provides for areas of single- and two-family residential development and related residential activities at a medium density.
- (3) **R-3**. The R-3 District provides for areas of residential development of apartments at a high density and also allows single- and two-family dwelling units.
- (4) **EHR-O**. The EHR-O District provides for areas of residential development for elderly housing and related facilities in locations convenient to public facilities, shops and other needs of senior citizens of the community.

- (5) **MP**. The MP District provides low density mobile home park developments which are compatible with the character of the surrounding neighborhood.
- (6) **MHS**. The MHS District allows low density manufactured home development which would be compatible with the character of the surrounding neighborhoods.

Commercial Districts

The City's current regulations have four zoning districts where the principal land uses are commercial:

- (1) **C-1**. The C-1 District provides for areas for public, quasi-public, institutional, and professional service uses. Density and intensity of use may be considered moderate.
- (2) **C-2**. The C-2 District provides for areas for shopping facilities located to serve one or more residential neighborhoods. The types of uses permitted include the basic retail, office and service uses that are customarily located in a shopping center.
- (3) **C-3**. The C-3 District allows basic retail, service and office uses other than those normally permitted in neighborhood centers. This district is also intended to provide locations for commercial activities that do not require a central location downtown. Business uses needing large floor areas are included in this district.
- (4) **C-4**. The C-4 District encourages the location of commercial uses in the central business district in order to maintain that area as the core retail, government and entertainment district for the community.

Industrial Districts

The current regulations provide two zoning districts for industrial uses:

- (1) **I-1**. The I-1 District, for light industry, provides locations for those manufacturing industries and related industrial activities in which the finished product is generally produced from semi-finished materials and requires little or no outside material storage.
- (2) **I-2**. The I-2 District, for heavy industry, provides locations for basic or primary industries and related industrial activities. Many of these industries characteristically store bulk quantities of raw or scrap materials for processing to semi-finished products.

Other Districts

- (1) **A-L.** The A-L District, Agricultural, is not intended to serve the homeowner who lives on a small suburban lot, but is designed to accommodate agricultural operations on substantial acreage.
- (2) **PUD.** The Planned Unit Development, or PUD, District encourages innovation in residential, commercial and industrial development by allowing greater variety in type, design and layout of buildings and to encourage a more efficient use of land reflecting changes in the technology of land development.
- (3) **P.** The Public, P, District provides locations for public ownership that are used for major public facilities such as schools, library and courthouse.
- (4) **HMOD.** The HMOD overlay district promotes the redevelopment of properties in a manner that integrates commercial and/or office with residential use. It is designed specifically for properties along and near US Highway 81.

9.3 PROPOSALS FOR AMENDMENTS TO CITY'S LAND USE REGULATIONS

General Objectives

Set out below are the general objectives which the Planning Commission believes should be promoted by the zoning regulations to help advance the goals of this Plan.

Residential:

1. Regulations which promote residential infill development, carefully accommodate manufactured housing, and protect historic structures.
2. A zoning classification designed to encourage construction of affordable housing.

Industrial:

1. Identify the appropriate amount of property which should be classified as industrial, and take proper steps to see it is located at the most appropriate areas.

Commercial:

1. Regulations which help maintain the downtown as the principal retail and office center, and promote commercial redevelopment downtown, while also protecting the historic features and character of structures in the downtown area.
2. Create a mixed-use zoning classification where certain commercial development can occur alongside moderate- and high-density residential uses.

SPECIFIC ZONING PROPOSALS

Following is a brief description of some proposals for amending the City's current zoning regulations:

1. **Airport Overlay District.**

At the time this Plan was being prepared the City's Airport Advisory Board was preparing a Master Plan for Blosser Municipal Airport. A key part of that plan is the recommendation by the Board that the City amend its zoning regulations by adopting a new zoning classification titled the Airport Overlay District. This draft Overlay District is designed specifically to protect airport related uses from incompatible land uses and also to enhance the economic development opportunities presented by the Airport.

2. **Community College Overlay District.**

The Community College Overlay District would be a new overlay district for property within the R-3 district. Its purpose is to encourage and accommodate master development plans for the campus and any related properties comprising Cloud County Community College.

3. **Housing Opportunity Overlay District.**

This proposed overlay district, Housing Opportunity (HO-O), could be applied to any R-1, R-2 or R-3 zoned property. It allows for higher density development, intended to achieve lower development costs, which in turn results in lower-cost housing for homebuyers, thereby responding to housing goals and objectives set out in this Plan.

4. **Mixed Use District.**

This proposed new district, Mixed Use (MU), would allow for a number of potential residential-commercial mixes, all subject to approved design standards. This district is most suitable for current C-1 zoning as well as other areas which have had both residential and low-intensity commercial uses side-by-side without harm to the area or the community. Property zoned MU would be used for any land use permitted in the R-2, R-3, C-1 or C-2 districts. Conditional uses in those same four districts would also be conditional uses allowed in the MU district.

9.4 **FUTURE LAND USE MAP**

The City's Future Land Use Map is not a zoning map, nor is it a map of existing land uses. Rather it reflects the best judgment of the Planning Commission and City Commission of the most appropriate future use of land throughout the City. The map is intended to be consistent with the goals and objectives of the Comprehensive Plan and is an important component of this Plan.

The Future Land Use Map's official purpose is to guide the City in the consideration of zoning and rezoning applications. Beyond that it serves as a visual representation of the future of the community. It illustrates, by map form, what the land use policy adopted by the City is intended to look like in the future.

Following is an overview of the dominant land uses as envisioned by the Future Land Use Map, broken down on a quarter basis. Solely as a matter of convenience the quarters are centered on the intersection of 11th Street and US-81 Highway.

Northeast. This area will continue to be a mix of residential, commercial and industrial land uses, along with some public use and potential for residential/commercial mixed use classification, particularly along K-9 Highway.

Residential will continue as the primary established land use east of US-81 to Matthew St. between 11th St. and 3rd St. The area east of Matthew St. between K-9 and 11th St. will remain a mix of low- and moderate-density residential, with mixed residential/commercial or commercial, uses on both sides of K-9 from Matthew St. east to the City limits.

Existing residential areas north of 3rd St. should transition to Light Industrial use, which is the current zoning classification for that area.

As noted above, commercial or mixed residential/commercial zoning is appropriate along K-9, west of the existing industrial area. Mixed use should be considered for properties reaching west along K-9 to its intersection with US-81.

Industrial land use is a large component of this area, especially with the recent annexation of the area proposed for an ethanol plant. Industrial classification, and use, is also dominant in blocks north of 3rd St. and west of Matthew St.

Principal public uses will continue at the Fairgrounds and sports complex.

Northwest. The Future Land Use Map reflects the continuation of most of the presently-existing land uses in the quadrant extending north and west from 11th St. and US-81.

Residential uses, primarily single-family and other low-density will continue across the area west of Washington St., with moderate-density residential use east of Washington St. and south of downtown. Existing residential uses along K-9 and north of 3rd St. should transition to mixed use along K-9 and to industrial uses to the north.

Commercial properties will of course be dominant in the downtown area and also in areas now within the overlay district for US-81.

Major public uses include schools, City Hall and the Cloud County Courthouse.

Southwest. Public uses including the Cloud County Community College, schools, parks and Pleasant Hill Cemetery are prominent in this quadrant which otherwise is low-density residential. Commercial properties do, and are expected to continue to, run along US-81 to the south City limits.

The most prominent addition to the commercial property in recent years has been that area between US-81 and the Community College. With adequate infrastructure available, especially excellent highway access, additional commercial development is expected to occur here. It is a goal of this Plan to not encourage development to occur here which would be detrimental to the vitality of the downtown business district.

Southeast. The Blosser Municipal Airport and its nearby industrial and public-uses make up over one-third of the quadrant extending southeast from 11th St. and US 81. Those uses are expected to continue at those locations.

Virtually all the rest of this area is residential, with some high-density residential along and south of 11th St. There is developable residential land east of Catholic Cemetery and south of 13th St. These areas are all expected to remain residential.

Commercial properties are expected to remain confined to those areas now within the US-81 overlay zoning classification.

9.5 FRINGE AREA DEVELOPMENT

In order to "plan" for areas outside a city's limits, Kansas law (K.S.A. 12-744) requires a city's planning commission to include nonresidents. As the Concordia Planning Commission did not have nonresidents among its members at the time this Plan was drafted the Commission determined that it could not establish a "growth area" or similarly-labeled extraterritorial area as previous comprehensive plans for the City had established. The Planning Commission is aware of the degree of opposition that exists to any thought of extending the City's planning jurisdiction to any property beyond the city limits. The Planning Commission's recommendation is a very limited one -- that the City study the question of whether it should plan for the growth and development of: (1) land within 1/4 mile of US 81 between the south city limits and Plum Road; and (2) land within 1/4 mile of US 81 between the north city limits and Union Road.

A study, if conducted, might conclude that this land area is the property outside the City the development of which is most likely to have the greatest impact upon the community. The highway corridors are the entryways to Concordia and are perceived to be part of the community, regardless of which side of the city limits they are located.

Why should what happens outside the City's limits, even along these logical highway growth corridors, be any business of the City? A fair argument can be made that if land area is important to the City, then the City ought to avoid any possible controversy of extraterritorial regulation by annexing that land – once it is made part of the corporate entity of Concordia any questions about legal authority to regulate land use and development becomes moot. However there are reasons, practical and political, why annexation is not always the preferred course of action for a city. Sometimes the less consequential action of planning and making non-city land subject only to the city's zoning and subdivision regulations and building codes – but not to other city laws or to city-levied taxes – is the better way to proceed for all parties.

There are other problems which can arise in areas next to a city's limits, in cases where that city does not exercise authority over land use and development, or where that city and county are not fully cooperating in their land use planning and regulation. For example:

- Desired development does not occur because developers are leery of what the land development "rules" are, and are concerned about undesirable uses locating near their property.
- Development occurs, but at an intensity not efficient for urban-scale growth. City gets hemmed in by sprawl development that makes extension of municipal services and infrastructure too expensive.
- Development occurs without proper thought as to future extension of city's infrastructure. Streets, sewers, water lines etc., do not line up or are otherwise incompatible. Parks and open spaces are not provided for, neither are schools or other public uses.

- Development occurs, but too much, too fast. May take the form of relocation of homes and businesses from locations within the “more regulated” city to the “less regulated” urban fringe area.
- Development occurs, but is the wrong type of development at the wrong location (cement plant, salvage yard, landfills, shopping malls).
- Loss of natural resources, environmentally-sensitive land, prime agricultural land, open space, etc., consumed by unplanned, sprawl development.

In short:

- Growth that is wanted does not materialize, and
- Growth occurs, but it is of a character that creates adverse consequences for the community.

LAND USE/GROWTH MANAGEMENT GOALS IN EARLIER COMPREHENSIVE PLANS

Both the 1990 and 2000 comprehensive plans addressed the issue of land development on the fringe of the City.

The 1990 Comprehensive Plan

A recommendation of this Plan was that the City should:

"Extend building code enforcement and subdivision regulation for one mile outside of the city limits, concurrent with zoning extension..." Pg. 80.

While this recommendation encompassed extraterritorial application of zoning regulations, subdivision regulations and building codes, no specific recommendation was made regarding exercise of the City's annexation authority.

The 2000 Comprehensive Plan

By comparison to the 1990 Plan, the 2000 "Comprehensive Plan Update" devoted considerable text to a detailed discussion of the City's legal authority to annex land, as well as its ability to apply its zoning regulations, subdivision regulations and building codes "extraterritorially".

1. The 2000 Plan recommended the City make its subdivision regulations applicable outside Concordia's limits. It also recommended the establishment of an "urban service area boundary" or "future growth boundary" within which development would be managed by policies encouraging development at a point when and where City services were extended in accordance with City Commission-adopted capital improvement plans (CIPs).

2. In a similar vein the 2000 Plan recommended:

"Limit sprawl by prohibiting development that causes premature extension of utilities and services." Pg. 40.

3. The extension of City subdivision control outside the City's limits was recommended via joint action with the County:

"Coordinate with Cloud County in addressing urban development issues in unincorporated areas surrounding Concordia by establishing joint subdivision control in the projected growth area." Pg. 77.

4. Regarding annexation, the 2000 Plan made the following recommendations:

"Prepare annexation plans that coordinate with utility planning through the Capital Improvement Program (CIP) process.

- Prepare plans for annexing tracts within the identified urban service areas which are (a) logically served by extension of services provided by the city, (b) in conformance with the growth trends of the Concordia Comprehensive Plan, or (3) contiguous to the city limits and expected to be influenced by growth during the planning period.
- Where annexation is considered and public services are not available, plan for the extension of services to such areas based on the policies of the adopted CIP.
- Prepare policies for extending municipal utilities only upon annexation." Pg. 77.

EXTRATERRITORIAL JURISDICTION UNDER KANSAS LAW

Comprehensive Planning - A city planning commission is authorized by state law to make a comprehensive plan for the development of not only that city but also any unincorporated territory lying outside of the city but within the same county in which that city is located. K.S.A. 12-747(a). The planning commission of any city that plans, zones or administers subdivision regulations extraterritorially must have at least two members who reside outside the city limits and within three miles of the city. K.S.A. 12-744(a).

Zoning Regulations. As is the case with Concordia presently, a city may apply its zoning regulations to land located outside the city which is not currently subject to county zoning regulations and is within three miles of the city limits, and not more than one-half the distance to the nearest city. To use this power a city must have a planning commission and its adopted comprehensive plan must "include" the extraterritorial area. K.S.A. 12-715b; K.S.A. 12-754(a). County zoning "displaces" city zoning -- the city's regulations terminate upon county zoning regulations taking effect in the extraterritorial area. K.S.A. 12-715d. Extraterritorial zoning can also occur pursuant to an interlocal agreement between a county and city.

Subdivision Regulations. In situations, such as with Cloud County presently, where no county subdivision regulations are in effect outside a city's limits, a city may exercise its power under K.S.A. 12-749(a) to regulate the subdivision of land within up to three miles from its corporate limits. A city and county could also provide for such extraterritorial regulation by the city by means of interlocal agreement.

In situations where a county has subdivision regulations in effect, a city may acquire subdivision regulatory authority by one of two means, either (1) by K.S.A. 12-750 or (2) by interlocal agreement with the county. Such authority may extend up to three miles outside the city, but not more than one-half the distance to another city. (K.S.A. 12-750).

Building Codes. While any county may adopt and enforce building codes for the unincorporated areas regardless of whether the county also engages in planning, zoning or subdivision regulation, a city may only enforce building codes outside its limits under the authority of K.S.A. 12-751 or pursuant to an interlocal agreement. K.S.A. 12-751 allows such extraterritorial actions by cities "in conjunction with subdivision or zoning regulations."

K.S.A. 12-751a adds a protest petition provision to the law allowing cities to enforce building codes extraterritorially. K.S.A. 12-751a establishes a protest petition and election procedure to be conducted in the area outside and within three miles of the corporate limits of a city which adopts an ordinance providing for the enforcement of building codes in this unincorporated area. A sufficient protest petition (20 percent of the qualified electors residing within the extraterritorial area) must be filed within 90 days of the effective date of the ordinance. If a majority vote in favor of rejecting the building code regulation, the

city must modify its ordinance to exclude the area and the city may not adopt any ordinance extending building codes in this area for at least four years.

INTERLOCAL AGREEMENTS

The Kansas Interlocal Cooperation Act (K.S.A. 12-2901, *et seq.*) is a broad, liberal grant of authority that cities and counties can use to craft regulatory arrangements best-suited for local needs and conditions. The Act has been used many times and in many places to provide for more effective, efficient regulation of development at the urban fringe. While the Act is broad, and allows for creative arrangements, there are a couple of parameters that must be recognized. Among the most important of these are:

- Interlocal agreements cannot delegate authority that an entity does not have. *e.g.*, county power to regulate land used for agricultural purposes is limited by K.S.A. 12-758. This limits the power it can pass to a city.
- Interlocal agreements cannot delegate authority which an entity is prohibited by state law from exercising. *e.g.*, city exercising zoning power over land more than three miles beyond city limits, or city imposing building codes without opportunity for a protest petition and election.
- Any procedures or requirements created by an interlocal agreement must meet recognized legal standards, most notably procedural and substantive due process of law.

As noted in the following section, it is recommended that the City Commission appoint two or more nonresidents to the Planning Commission and task it with studying the pros and cons of city regulation of presently unincorporated areas adjoining US-81 extending north and south from the Concordia city limits.

Goal	The City Should Study Whether Property in Highway Corridors Leading into Concordia Should be Subject to City Land Use Regulations.
Goal	Preserve the “Small Town” Character of Concordia While Providing Opportunities for Growth and Development that Benefit the Community.
Goal	Provide Adequate and Appropriate Area for Current and Future Residents for Opportunities for Quality Housing Consistent With the Housing Goals of this Comprehensive Plan
Goal	Provide Adequate Area for Convenient, Safe and Appropriately-Scaled Commercial Development.
Goal	Provide Adequate and Appropriate Areas for Industrial Land Uses.
Goal	Use Land Use Regulations and Other Means to Promote Preservation of the City's Historical and Cultural Heritage.
Goal	Keep the Plan and Land Use Regulations Up-to-Date in Order to Serve the Needs of Property Owners and the Community At-Large.

GOAL THE CITY SHOULD STUDY WHETHER PROPERTY IN HIGHWAY CORRIDORS LEADING INTO CONCORDIA SHOULD BE SUBJECT TO LAND USE REGULATIONS.

Action:

- City Commission appoint nonresidents to the Planning Commission to meet the requirements of K.S.A. 12-744 for planning for unincorporated areas.
- City Commission direct the Planning Commission to study whether it is in the best interests of the community for the City to regulate land use and development over land located along US 81 Highway leading into the City, and if so, the best means by which to extend the City's regulation over those areas. The study should be limited to those lands located: (a) within 1/4 mile of US 81 Highway extending south from the south city limits to Plum Road; and (b) within 1/4 mile of US 81 and between the north city limits and Union Road.
- The Planning Commission should report to the City Commission the results of its study and propose any appropriate amendments to this Plan and the Future Land Use Map consistent with those results.

- If the Planning Commission so recommends, following study, the City Commission should consider using either the authority the City has under K.S.A. 12-751, or via an Interlocal Agreement with Cloud County, to adopt and enforce building codes within any area designated for extraterritorial regulation.

GOAL PRESERVE THE “SMALL TOWN” CHARACTER OF CONCORDIA WHILE PROVIDING OPPORTUNITIES FOR GROWTH AND DEVELOPMENT THAT BENEFIT THE COMMUNITY.

Action:

- Adopt and maintain land use plans which provide areas for different types of future land uses and intensities, and plan for public infrastructure appropriate to the planned land uses.
- Identify locations for commercial and industrial uses that will support the City’s economic development objectives for a vibrant and diversified economic base.
- To the extent possible, ensure through the City’s land use regulations that residential neighborhoods are protected from adverse impacts from nonresidential uses on nearby properties, including the loss of privacy for those residential uses.
- Ensure that development adjacent to parks and other public open space is designed so as to facilitate public access to, and use of, such property while at the same time minimizing potential conflicts between park users and residents.
- As applications and proposals for new development are reviewed, the Planning Commission and City Commission should consider issues of community character, compatibility of use and the efficiencies and economics of the provision of municipal services.
- Encourage infill development, which will have the positive effects of minimizing the need for extension of public infrastructure and making more efficient use of existing and planned public infrastructure.
- Give greater priority to development of vacant or underutilized land within the City limits and lesser priority to development of land within the unincorporated fringe area. Capital improvement plans and budgeting decisions are a principal aspect of such prioritization.

GOAL PROVIDE ADEQUATE AND APPROPRIATE AREA FOR CURRENT AND FUTURE RESIDENTS FOR OPPORTUNITIES

FOR QUALITY HOUSING CONSISTENT WITH THE HOUSING GOALS OF THIS COMPREHENSIVE PLAN.

Consistent with the housing-specific goals and actions of this Plan, the City's Land Use goals and actions should promote good quality housing that meets the needs of current and future residents, with respect to cost, size and type. Also, those citizens who invest in housing should be protected as much as possible from impacts from nearby development that reduces the value of their property. To the extent possible, the City should encourage housing to be located within a convenient distance to neighborhood services and community facilities.

Action:

- Incentives should be provided for the maintenance and preservation of existing housing stock.
- Preserve historic neighborhood features and characteristics.
- Support the development of new, affordable housing, with an emphasis upon such housing constructed as infill development within the City.
- Do not encourage the placement of manufactured housing as infill development, except where such would improve the quality of the City's housing stock.
- Residential development should be encouraged to locate adjacent to existing public infrastructure in order to achieve cost-efficiencies.
- Additional property should be zoned to permit multi-family rental and owner-occupied apartments, townhouses, and similar multi-family dwelling units. Duplexes should be seen as being appropriate in virtually all areas zoned R-1.

GOAL PROVIDE ADEQUATE AREA FOR CONVENIENT, SAFE AND APPROPRIATELY-SCALED COMMERCIAL DEVELOPMENT.

Generally, commercial uses should be integrated with surrounding residential development in ways that buffer and serve those residential areas. Commercial development should occur within or adjacent to existing commercial development or within areas zoned for mixed uses.

Action:

- Promote development of commercial uses that are presently not part of the City's economy, to provide further economic diversification.
- Reasonable landscaping requirements should be made applicable to commercial development.

- Sidewalks should be required on all frontages for commercial development.
- To the extent possible, commercial development should be encouraged to locate in the Downtown district.
- All reviews of requests for rezonings for commercial development should take into account potential adverse impacts upon the Downtown area.
- Commercial sign regulations should be sensitive to the objective of preserving the City's character.
- Advertising should be restricted to signs on the property where the business advertised is located.
- The outdoor display or storage of merchandise should be restricted to specified locations behind setback lines. Such locations should be adequately screened from arterial streets and be compatible with nearby properties.

GOAL PROVIDE ADEQUATE AND APPROPRIATE AREAS FOR INDUSTRIAL LAND USES.

The City needs sufficient land area for expansion of existing industries and location of new industries. Adequate infrastructure and utilities are as critical as the land area itself. Placement of industrial zoning classification must be sensitive to the external impacts of industrial uses.

Action:

- Ensure that industrial areas are designed to minimize the adverse impacts of industrial uses upon neighboring properties.
- Industrial areas should have convenient access to highways and railroad facilities.
- The City should encourage full industrial development of property currently zoned Industrial.

GOAL USE LAND USE REGULATIONS AND OTHER MEANS TO PROMOTE PRESERVATION OF THE CITY'S HISTORICAL AND CULTURAL HERITAGE.

By acting to preserve Concordia's cultural and historical heritage and resources, the community's "character" is preserved. Such can be achieved in ways which also simultaneously enhance the economy of the community.

Action:

- Work with public and private entities to identify and preserve historic buildings and sites of historical, cultural and aesthetic value.
- Encourage preparation and dissemination of informational materials to educate both citizens and visitors of the City's historic and cultural resources.
- Identify and promote ways to partner with state, federal and private entities for funding and technical assistance in revitalizing historic buildings, neighborhoods and areas.
- Encourage efforts by property owners to preserve and renovate buildings and facades of architectural and historic significance. City codes should put emphasis upon maintaining the scale and character of existing buildings.
- Encourage development near historic structures to be designed so as not to create conflicts or otherwise detract from the character and quality of those areas and structures

**GOAL KEEP THE PLAN AND LAND USE REGULATIONS UP-TO-DATE
IN ORDER TO SERVE THE NEEDS OF PROPERTY OWNERS
AND THE COMMUNITY AT-LARGE.**

Action:

- The Planning Commission and City Commission should schedule annual reviews of the Comprehensive Plan, future land use maps, land use regulations and the zoning map to identify the need for amendments and revisions that take into account changing conditions and needs of the community, new approaches that may successfully address those needs and conditions, and changes to state and federal law that require amendment to the City's Plan and/or laws.

**2010 City of Concordia
Community Survey**
634 Responses
(Surveys #1-620 and 14 Online Responses)

1. Approximately how many years have you lived in Concordia?

Less than 1 year	13	2%
1-5 years	52	8%
6-20 years	130	21%
More than 20 years	436	69%

2. Approximately how many years have you lived at your current residence in Concordia?

Less than 1 year	27	4%
1-5 years	121	19%
6-20 years	220	35%
More than 20 years	263	42%

3. Do you own or rent your residence?

Own	584	92%
Rent	47	8%

4. Which of the following best describes the location of your home?

North of 9th Street	108	17%
East of Lincoln Street	219	35%
West of Lincoln Street	298	47%
Outside city limits of Concordia	5	1%

5. Counting yourself, how many people regularly live in your house?

(1)	176 (176)	28%	(4)	45 (180)	7%
(2)	275 (550)	44%	(5)	31 (155)	5%
(3)	82 (246)	13%	(6)	9 (54)	1%

6. How many persons in your household (counting yourself) are in each of the following age groups?

Under age 5	77	6%	Ages 35-44	121	9%
Ages 5-9	67	5%	Ages 45-54	195	14%
Ages 10-14	66	5%	Ages 55-64	205	15%
Ages 15-19	81	6%	Ages 65-74	208	15%
Ages 20-24	55	4%	Ages 75+	218	15%
Ages 25-34	95	7%			

7. What is your age?

18-24 years	12	2%	55-64 years	114	18%
25-34 years	51	8%	65-74 years	129	21%
35-44 years	61	10%	75+ years	156	25%
45-54 years	107	17%			

8. How many adults (persons 18 years of age and older) in your household are employed in each of the following locations? (Number in parentheses indicates number of employees in household.)

Within Concordia	(1)	191	(2)	169	(3)	16	(4)	7	(5)	2	81%
Outside Concordia, but within Cloud Co.	(1)	27	(2)	12	(3)	1	(4)	0	(5)	0	7%
Clay County	(1)	5	(2)	3	(3)	0	(4)	0	(5)	0	1%
Republic County	(1)	14	(2)	3	(3)	3	(4)	0	(5)	0	4%
Outside Cloud, Clay and Republic Co.	(1)	40	(2)	6	(3)	0	(4)	0	(5)	0	7%

9. Major categories of services provided by the City are listed below.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Quality of police services	130	22%	357	59%	62	10%	22	4%	31	5%
B	Quality of fire services	178	30%	353	59%	21	4%	12	2%	35	6%
C	Quality of city parks and recreation programs and facilities	156	26%	335	56%	63	11%	16	3%	28	5%
D	Maintenance of city streets, buildings and facilities	70	12%	334	56%	140	23%	37	6%	18	3%
E	Enforcement of city laws	63	11%	347	58%	109	18%	36	6%	39	7%
F	Quality of city water service	146	24%	373	62%	47	8%	21	3%	15	2%
G	Quality of wastewater service	144	24%	383	65%	13	2%	7	1%	43	7%

10. Which TWO of the above items do you think should receive the most attention from City leaders over the next two years?

	1st		2nd	
A	99	18%	52	10%
B	10	2%	34	7%
C	50	9%	84	17%
D	256	46%	122	24%
E	73	13%	115	23%
F	52	10%	73	14%
G	9	2%	24	5%

11. Some items that may influence your perception of the City of Concordia are listed below.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Overall value that you receive for your city tax dollars and fees	41	7%	333	56%	147	25%	35	6%	37	6%
B	Overall image of the City	68	11%	378	63%	115	19%	27	4%	14	2%
C	How well the City is planning for new development	40	7%	246	41%	194	32%	63	11%	54	9%
D	Overall quality of life in the City	117	20%	395	66%	54	9%	12	2%	20	3%
E	Overall condition of housing in your neighborhood	108	18%	357	59%	80	13%	42	7%	16	3%

12. Which TWO of the above items do you think should receive the most attention from City leaders over the next two years?

	1st		2nd	
A	185	33%	124	24%
B	85	15%	102	20%
C	199	36%	166	32%
D	19	3%	60	12%
E	65	12%	66	13%

13. Public Safety.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Overall quality of city police protection	100	16%	401	65%	65	11%	19	3%	28	5%
B	The visibility of police in retail areas	56	9%	341	56%	131	21%	19	3%	64	10%
C	City efforts to prevent crime	65	11%	359	59%	108	18%	19	3%	53	9%
D	Fire district efforts to prevent fires	126	20%	406	67%	25	4%	5	1%	47	8%
E	Enforcement of local traffic laws	76	13%	377	62%	94	16%	27	4%	32	5%
F	Overall quality of local fire protection	139	23%	393	65%	24	4%	10	2%	39	6%
G	How quickly police and fire respond to emergencies	127	21%	341	57%	55	9%	20	3%	60	10%
H	Quality of animal control	66	11%	299	50%	133	22%	59	10%	45	7%
I	Enforcement of drug and alcohol laws	72	12%	293	49%	131	22%	46	8%	55	9%
J	Ambulance service	159	26%	357	58%	21	3%	4	1%	70	11%
K	Dispatcher service	115	20%	330	59%	7	1%	9	2%	100	18%

14. Which TWO of the public safety items listed above do you think should receive the most emphasis from City leaders over the next two years?

	1st		2nd	
A	62	12%	26	5%
B	55	10%	43	9%
C	90	17%	91	18%
D	6	1%	18	4%
E	61	11%	53	11%
F	10	2%	26	5%
G	32	6%	32	6%
H	66	12%	71	14%
I	128	24%	87	18%
J	11	2%	26	5%
K	10	2%	22	4%

15. Parks and Recreation.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Maintenance of city parks	106	17%	406	66%	53	9%	18	3%	28	5%
B	The number of city parks	118	20%	410	68%	28	5%	11	2%	34	6%
C	Walking and biking trails in the City	53	9%	205	34%	170	28%	67	11%	102	17%
D	City swimming pool	94	16%	357	59%	53	9%	20	3%	82	14%
E	Tennis courts	88	15%	387	64%	15	2%	5	1%	110	18%
F	Number of athletic fields	116	19%	389	64%	28	5%	6	1%	65	11%
G	The city's children athletic programs	120	20%	342	57%	34	6%	10	2%	97	16%
H	The city's adult athletic programs	71	12%	313	53%	61	10%	9	2%	141	24%
I	Other city recreation programs, such as classes and special events	52	9%	314	52%	75	12%	13	2%	148	25%
J	Arts and cultural programs	55	9%	335	56%	74	12%	12	2%	127	21%
K	Connectivity of sidewalks and trails	40	7%	228	39%	168	28%	58	10%	98	17%

16. Which TWO of the parks and recreation items listed above do you think should receive the most emphasis from City leaders over the next two years?

	1st		2nd	
A	110	22%	36	8%
B	17	3%	10	2%
C	128	26%	78	17%
D	40	9%	38	8%
E	1	0%	3	1%
F	7	1%	8	2%
G	35	7%	32	7%
H	19	4%	26	6%
I	29	6%	51	11%
J	24	5%	63	14%
K	81	16%	109	24%

17. Code Enforcement.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	City enforcement of the clean-up of trash, litter, abandoned vehicles and other debris around town	36	6%	233	39%	219	36%	93	15%	20	3%
B	City enforcement of the clean-up of trash, litter, abandoned vehicles and other debris in your neighborhood.	67	11%	308	52%	129	22%	68	11%	26	4%
C	City-ordered repair or demolition of dilapidated, unsafe and other dangerous structures around town	33	6%	243	41%	196	33%	85	14%	43	7%
D	City-ordered repair or demolition of dilapidated, unsafe and other dangerous structures in your neighborhood.	70	12%	308	52%	94	16%	53	9%	72	12%
E	City action to regulate or remove nuisance conditions on properties with outdoor storage of vehicles and other items around town.	34	6%	225	38%	196	33%	79	13%	65	11%
F	City action to regulate or remove nuisance conditions on properties with outdoor storage of vehicles and other items in your neighborhood.	57	10%	302	51%	106	18%	56	10%	68	12%
G	Requiring residential property owners to keep grass mowed and vegetation trimmed	35	6%	296	50%	162	27%	79	13%	23	4%
H	Requiring owners of nonresidential property to keep grass mowed and vegetation trimmed	33	6%	267	45%	171	29%	74	12%	53	9%
I	City action to require property owners to remove snow from sidewalks.	32	5%	305	51%	152	26%	53	9%	51	9%

18. Which TWO of the code enforcement items listed above do you think should receive the most emphasis from City leaders over the next two years?

	1st		2nd	
A	153	30%	64	13%
B	43	8%	26	5%
C	103	21%	76	16%
D	24	5%	37	8%
E	34	7%	77	16%
F	13	3%	28	6%
G	60	12%	76	16%
H	22	4%	46	10%
I	54	11%	51	11%

19. Maintenance.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Maintenance of major city streets	72	13%	358	67%	85	16%	10	2%	11	2%
B	Maintenance of neighborhood streets	51	10%	286	54%	164	31%	25	5%	8	1%
C	Maintenance of city sidewalks	38	7%	288	54%	156	29%	37	7%	15	3%
D	Maintenance of street signs	57	11%	433	81%	22	4%	7	1%	18	3%
E	Adequacy of street lights	54	10%	383	71%	65	12%	20	4%	14	3%
F	Maintenance and preservation of downtown buildings and land	75	14%	391	73%	43	8%	6	1%	21	4%
G	Maintenance of city swimming pool	77	14%	346	65%	38	7%	7	1%	64	12%
H	Maintenance of city buildings, such as City Hall	87	16%	404	76%	9	2%	4	1%	30	6%
I	Snow removal on city streets	87	16%	293	54%	92	17%	50	9%	17	3%
J	Tree trimming along city streets	55	10%	270	50%	159	30%	35	7%	18	3%
K	Mowing and trimming of city parks	91	17%	381	71%	29	5%	15	3%	22	4%
L	Overall cleanliness of city streets, parks and other public areas	79	15%	368	70%	54	10%	11	2%	15	3%

20. Which TWO of the maintenance items listed above do you think should receive the most emphasis from City leaders over the next two years?

	1st		2nd	
A	70	15%	34	8%
B	87	19%	72	17%
C	80	17%	58	14%
D	3	1%	15	3%
E	18	4%	36	8%
F	24	5%	22	5%
G	14	3%	13	3%
H	3	1%	9	2%
I	64	14%	52	12%
J	64	14%	71	17%
K	7	2%	12	3%
L	24	5%	35	8%

21. Communication.

How satisfied are you with:		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	The availability of information about city programs and services	61	10%	372	62%	97	16%	20	3%	49	8%
B	City efforts to keep you informed about local issues	65	11%	354	60%	116	20%	23	4%	35	6%
C	The opportunity for citizens to participate in city government decision making	56	9%	327	55%	115	19%	27	5%	66	11%
D	The level of public involvement in local decision making	35	6%	270	46%	179	31%	39	7%	63	11%

22. Have you called or visited an elected City official or City employee with a question, problem, or complaint during the past year?

Yes [answer Questions 22-a:b]	223	37%
No [go to Question 23]	380	63%

- 22a. [Answer only if you answered YES to Question #21] How easy was it to contact the person you needed to reach?

Very easy	94	45%	Difficult	14	6%
Somewhat easy	87	40%	Very difficult	18	8%

- 22b. [Answer only if you answered YES to Question #22] Several factors that may influence your opinion of the quality of service you receive from City employees are listed below. For each item, please rate how often the employees you have contacted during the past year have displayed the behavior described.

Behavior of City Employees:		Always		Usually		Sometimes		Seldom		Never		No Opinion	
A	They were courteous and polite	86	39%	93	43%	25	11%	10	5%	2	1%	2	1%
B	They gave prompt, accurate, and complete answers to questions	65	30%	75	34%	47	22%	15	7%	12	6%	4	2%
C	They did what they said they would do in a timely manner	56	26%	68	31%	43	20%	20	9%	14	6%	17	8%
D	They helped you resolve an issue to your satisfaction	50	23%	61	28%	40	18%	23	11%	29	13%	15	7%

23. City-Citizen Communication. Rate the following methods of communicating with the public on matters of community interest. (Rank order with #1 as most effective)

	1	2	3	4	5	6	7	8
A City newsletter	64 13%	46 11%	43 11%	48 14%	62 19%	47 15%	32 10%	19 6%
B E-mail newsletter	19 4%	22 5%	24 6%	25 7%	37 11%	53 17%	90 28%	59 18%
C City website	19 4%	15 4%	29 7%	34 10%	35 11%	47 15%	76 24%	72 23%
D Direct mailings	85 17%	65 16%	57 15%	64 18%	38 11%	25 8%	28 9%	16 5%
E Periodic surveys	10 2%	15 4%	19 5%	44 13%	61 18%	63 20%	43 13%	84 26%
F Radio programs	76 15%	100 24%	79 20%	42 12%	31 9%	33 10%	13 4%	20 6%
G Cable TV channel	42 9%	46 11%	83 21%	62 18%	40 12%	35 11%	28 9%	31 10%
H Public notices in newspaper	179 36%	108 26%	59 15%	30 9%	28 8%	16 5%	9 3%	18 6%

24. Perception of Safety.

How safe do you feel:		Very Safe		Safe		Unsafe		Very Unsafe		No Opinion	
A	In your neighborhood during the day	334	55%	262	43%	6	1%	1	0%	5	1%
B	In your neighborhood at night	205	34%	336	56%	43	7%	9	1%	10	2%
C	In city parks	92	15%	320	54%	86	14%	10	2%	90	15%
D	In commercial and retail areas in the City	165	28%	385	64%	25	4%	1	0%	23	4%
E	Along Highway US 81 within the City	95	16%	375	63%	86	14%	8	1%	32	5%

25. Overall Ratings of the City.

How satisfied are you with the City of Concordia:		Excellent		Good		Below Average		Poor		No Opinion	
A	As a place to live	214	35%	348	57%	35	6%	3	0%	8	1%
B	As a place to raise children	234	39%	310	52%	25	4%	3	1%	24	4%
C	As a place to work	156	26%	254	42%	121	20%	41	7%	28	5%
D	As a place to retire	175	29%	312	51%	78	13%	18	3%	23	4%
E	As a place to visit	137	23%	306	51%	99	17%	21	4%	37	6%

26. Housing. What are your thoughts about the current housing supply in Concordia?

Type of housing:		Adequate Supply		Inadequate Supply		Surplus		No Opinion	
A	Single-family homes, owner-occupied	317	56%	80	14%	8	1%	159	28%
B	Single-family, rental	171	31%	202	36%	7	1%	179	32%
C	Duplex units	148	27%	143	26%	6	1%	251	46%
D	Manufactured homes	152	28%	89	16%	10	2%	294	54%
E	Apartment units	197	36%	150	27%	9	2%	195	35%
F	Condominiums and townhouses	80	15%	197	37%	1	0%	259	48%
G	Housing for senior citizens	211	37%	191	34%	2	0%	159	28%
H	Low income housing	164	29%	175	31%	23	4%	195	35%
I	Moderate income housing	195	35%	173	31%	7	1%	180	32%
J	High income housing	228	42%	46	8%	39	7%	234	43%

27. Is the quality of rental housing in Concordia satisfactory?

Yes	89	16%
No	212	39%
No opinion	249	45%

28. Are you presently considering a move to another home in Concordia?

Yes	51	8%
No	564	92%

29. Is residential development inside the city limits occurring:

Too fast	10	2%
Too slow	237	43%
About right	298	55%

30. Is residential development just outside the city limits occurring:

Too fast	31	6%
Too slow	149	27%
About right	367	67%

31. Economic Development. List how you believe the City should best make its efforts to promote economic development.

How much effort should the City make to promote:		Significant Effort Should Be Made		Some Effort Should Be Made		No Effort Should Be Made		No Opinion	
A	Manufacturing	417	73%	116	20%	10	2%	30	5%
B	Retail business/services	315	56%	207	37%	10	2%	27	5%
C	Tourism/historic preservation	166	30%	291	53%	58	10%	38	7%
D	Health care	344	61%	175	31%	22	4%	24	4%
E	Transportation	184	33%	281	50%	48	9%	50	9%
F	Warehousing/distribution	206	37%	228	41%	28	5%	88	16%
G	Finance/banking/insurance	80	15%	226	41%	169	31%	75	14%
H	Information technologies	173	32%	263	48%	39	7%	72	13%
I	Ag-related services and supplies	193	35%	257	46%	47	8%	58	10%
J	Energy technologies	266	48%	208	37%	33	6%	51	9%
K	Processing of agricultural products	224	41%	236	43%	32	6%	58	11%
L	Recruiting workers to move to Concordia	288	52%	168	30%	41	7%	57	10%
M	Training workers	266	48%	196	36%	29	5%	59	11%

32. Economic Development. Rank the order of priority the City should have in promoting economic development.

- A. Retaining existing businesses
- B. Helping existing businesses expand
- C. Attracting new businesses to locate in Concordia

	1st		2nd		3rd	
A	191	34%	168	30%	195	35%
B	78	14%	285	51%	197	36%
C	297	52%	105	19%	159	29%

33. Concerns. Rank the top three concerns you have today for Concordia, and then the top three concerns you believe the City will be facing five years from now.

Concern		Current	In Five Years
A	Employment opportunities	426	376
B	Quality of public education	85	113
C	Housing supply	38	40
D	Housing quality and cost, owner-occupied	36	58
E	Housing quality and cost, rental	40	61
F	Public utilities	34	54
G	Local tax burden	266	243
H	Quality of health care	219	197
I	Park/recreation opportunities	14	16
J	Arts, culture, entertainment	13	14
K	Preservation of neighborhoods	53	51
L	Beautification of public places	16	20
M	Streets	83	71
N	Sidewalks	45	26
O	Walking paths/bike paths	29	18
P	Maintaining community identity	39	39

34. Adult and Child Day Care Services. How satisfied are you with availability of quality day care offered in the community?

		Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied		No Opinion	
A	Adult Day Care	31	5%	184	33%	52	9%	11	2%	287	51%
B	Child Day Care	60	11%	189	36%	11	2%	4	1%	268	50%

35. Values. List the values that you believe influence people's decisions where to live. In the first column mark all the values of importance to you in picking a community in which to live. In the second column mark values you think are important to other people when they make a decision about where to live.

Value		You	Others
A	Safe place to live/work	523	444
B	Well-kept neighborhoods	386	309
C	Affordable housing	413	423
D	Knowing neighbors/residents are friendly	310	240
E	Ability to work close to home	337	311
F	Well-kept public places/facilities	294	262
G	Well-kept streets/sidewalks, etc.	366	280
H	Safe/accessible/convenient shopping areas	370	329
I	Opportunity to have a say in how the community is run	272	227
J	Overall community has well-kept appearance	355	332

36. Which THREE of the above values are the MOST IMPORTANT to you?

	1st		2nd		3rd	
A	386	71%	57	11%	35	7%
B	25	4%	70	13%	24	5%
C	52	10%	155	29%	65	13%
D	8	1%	38	7%	34	7%
E	27	5%	72	14%	42	9%
F	2	0%	16	3%	31	6%
G	7	1%	30	6%	68	14%
H	3	1%	40	8%	90	19%
I	14	3%	23	4%	26	5%
J	17	3%	29	5%	70	14%

37. Values. List the values that you believe influence people's decisions where to live. In the first column mark all the values of importance to you in picking a community in which to live. In the second column mark values you think are important to other people when they make a decision about where to live.

Value	You	Others
A Schools – academic quality	413	449
B Schools – extracurricular activities	198	328
C Schools – security and safety of children	402	427
D Schools – technology/special ed/gifted/other programs	241	304
E Access to health care providers and facilities	483	424
F Access to social service programs	204	238
G Access to cultural and entertainment programs	262	273
H Close proximity to a larger city	289	306
I Close proximity to public recreational areas.	194	259

38. Which THREE of the above values are the MOST IMPORTANT to you?

	1st		2nd		3rd	
A	182	36%	108	24%	66	15%
B	6	1%	26	6%	22	5%
C	88	17%	43	10%	66	15%
D	6	1%	21	5%	25	6%
E	195	39%	109	25%	84	19%
F	1	0%	31	7%	27	6%
G	4	1%	47	11%	61	14%
H	17	3%	45	10%	59	13%
I	5	1%	11	2%	31	7%

39. Attributes. Rank what you consider to be the top five attributes of Concordia. What makes this an attractive place to live? Rank from 1 to 5, with 1 being the most important attribute to you.

		1	2	3	4	5
A	Sense of community	23	21	16	19	25
B	Good schools	88	71	58	36	25
C	Friendly people	30	46	54	36	33
D	Parks and recreation	5	7	8	16	15
E	Employment opportunities	42	24	29	14	13
F	Medical services	36	61	39	34	27
G	Low crime rate/safety	41	61	58	49	28
H	Good neighborhoods	14	20	25	31	25
I	Quiet, "small town" lifestyle	121	47	48	38	31
J	Good government services	5	5	7	10	9
K	Location	13	19	17	26	31
L	Clean environment	11	20	18	34	29
M	"Business friendly" environment	4	11	16	10	16
N	Reliable and low-cost utility services	5	8	7	15	35
O	Community college	15	18	29	30	53

40. Livability. Do you believe the livability of Concordia has improved, declined or stayed the same compared to five years ago? Ten years ago? Fifteen years ago?

		5 Years Ago		10 Years Ago		15 Years Ago	
A	Improved	170	34%	137	32%	150	35%
B	Declined	103	20%	141	33%	159	37%
C	Stayed the same	234	46%	155	36%	116	27%

41. Public Improvements/Facilities/Services. Which, if any, of the following would you support spending additional moneys for, if it meant a tax increase for you?

A	Demolition of dilapidated buildings	175
B	New or improved parks	70
C	Street/sidewalk improvements	224
D	Swimming pool improvements	99
E	Programs to encourage better maintenance of buildings and	78
F	Removal of nuisances and other code enforcement	144
G	Economic incentives to attract new businesses	280
H	Economic incentives to expand existing businesses	203
I	Recreational programs	74
J	Cultural exhibits, festivals and concerts	94

42. City Taxes. Indicate whether you agree or disagree with the following statements.

		Strongly Agree		Agree		Disagree		Strongly Disagree	
A	An increase in City taxes equal to inflation is OK to keep City services the same.	54	10%	263	48%	173	31%	60	11%
B	City taxes should not be increased even if that means reducing or changing City services.	56	11%	142	28%	249	48%	67	13%
C	City taxes should be reduced, even if that means reducing City services.	21	4%	92	18%	293	58%	103	20%
D	City taxes should be increased if necessary to maintain a high quality of life, services and property values.	59	11%	252	48%	159	30%	59	11%

APPENDIX B
Concordia 2010 Citizen Survey
"Comments"

1. CITY CHARACTER

Concordia has a special meaning to all who come here, whether living or shopping. We need to just keep up our kindness to the folks who come here and also let the people who live here know that we care for them and are thankful for them choosing to live here and be safe. Our town is in better shape than most people think. And I for one like and love this town and am very proud to live here.

One of the greatest strengths I see is that people in the community show interest and support their friends and neighbors. New folks aren't strangers for long. People support what they can for needs of all ages in the community.

Concordia is a good place to live. I am proud of our community college. I'm especially glad to hear good news about our nursing programs as well as the wind energy program.

I was raised here, moved away and came back. I do feel that there are fewer friendly people here. Concordia used to be fun. I know times are tough but we have lost a lot of what made this town great to live in.

I have lived in Concordia 66 years, been retired 23 years and still going. I love this city.

We love living here. We feel safe and it really is a great place to raise our family.

2. CITY GOVERNMENT/TAXES

Schedule meetings at times most convenient for most citizens to attend and encourage them to attend.

I think the current city government has done a good job of tearing down some of the nasty politics of the previous 10-15 years or so. Things seem more reasonable and peaceful now.

Stop trying to spend money and think of ways to pay off what we owe already.

I feel the City Commission is improving greatly in their attitude to make and keep Concordia a wonderful small town - even if taxes need to be increased at times to eliminate problems.

An emphasis needs to be less on what has to be sacrificed if taxes are left the same or reduced, but rather on quality management of the budgets we currently have. Learning to live within our means would be a good example for the city to take. You'd be surprised what amount of community volunteers would turn out for projects the City initiates and oversees if it would save some labor dollars.

I strongly disagree with the way the City can tell you what you can do to improve your own property. If you buy a vacant lot and improve it by keeping the weeds down and the appearance up why shouldn't you be able to put a good looking shed or carport on that vacant lot?

Why do we need a building inspector? It's just another way the City can spend your money and stick their nose in your business. They can now tell you what you can do, when you can do it, and how to do it. Sounds like the USSR and not the city government.

Fewer city employees. Less money on ball fields. No tax money for downtown businesses. Stop incentive tax breaks for private business. Reduce taxes.

I am tired of the bickering at City Hall. When someone is hired to do a job, let them do the job and not micro-manage them.

Taxes are too high how forcing people to leave. I will probably leave in a few years. Can't afford to live here.

The City needs to do a better job of promoting itself for all the services it provides: "Here's what you get for your taxes." Taxes are a bargain and people need a "perception adjustment".

Personalities and personal issues should not be part of decisions made for the community. The benefits to the community should be the basis for decisions, rather than whose idea it was or who will get the job.

Continue work on better cooperation between city, college, USD 333 and the county.

As a widow moving to town, buying a home, and living a quiet life on a fixed income, I have to admit my concerns are now in having enough in the present economy to meet my daily necessities. My fear is that my small savings may not last my lifetime. Taxes are high, and have been for several years, in Concordia and Cloud County, compared to the rest of Kansas.

The taxes are way too high in Cloud County. Especially for a widow woman with no income other than her Social Security check.

Government and residents must insist on being informed -- we must have better information sources and media so we understand what is happening here warts and all. We don't need PR

puff; we need real information -- and real journalism -- so we as citizens can make informed decisions about the future of Concordia.

The only time we hear about what is going on in this town is in the newspaper, after the fact.

I think the City needs to NOT increase taxes, but to use the money they have differently.

Sometimes we see a problem and just think the solution is to throw money at it -- every service, every meeting, every employee, every form, etc. should be evaluated to see if it is needed. Some programs that are very expensive could be changed to only offer what's needed; some services are not needed and some jobs could be eliminated and combined.

Instead of increasing taxes on the people still here we need to attract more people to Concordia, have jobs for them in business and manufacturing and actually grow our economy to pay for city projects. Many of us are tired of paying high property taxes, vehicle taxes and so on. If we really need more money to pay for economic development, do it through sales tax. Some goes for public projects, sales tax is paid by people from all over the county who come here to buy good, use our parks and drive on our streets.

3. CITY PROGRAMS/SERVICES

Public transportation should be expanding their hours.

The City pool needs an update to attract more patrons.

I would like to see more walking trails and police in and around Concordia.

Have something for kids to do around here. Kids have nothing to do so they get into trouble.

Law enforcement needs to do a better job of drug crack-down and investigation of theft and drug problems.

We need bike/hike trails, fountains, parks with walking paths.

We need a recreation center like Abilene and Salina's for all ages to benefit our health.

It would be great to have open space -- natural spaces. The parks are good, but a little more.

Recreation opportunities need to be developed now for life-long, non-competitive wellness activities. It will take years for such areas to be fully realized, even if we start taking steps now.

We need more public transportation. There is no transportation after 3:30 p.m. and on weekends!

We would like to see additional play equipment for children in the city park.

The downtown improvement project needs a shot in the arm.

Concordia essentially has no hiking trails. Joler Park nature trail, which is supposed to be maintained by the high school as it is its property, is overgrown and very poorly maintained. Citizens have to volunteer to weed it and clear the overgrowth. I would like to see the City take it over and revamp and maintain it. Educational nature/environmental classes for children and adults can be run through it also.

My son would love to walk in the park at night. Couldn't the lights be left on with an occasional patrol going by?

There is a lack of entertainment for adults. Apparently someone saw it necessary to remove the horseshoe pits at the city park which my family used nearly every weekend.

For one thing I think there should be better enforcement of the leash laws in this town. There are frequently dogs running loose in my neighborhood.

Make it easier for handicapped people to get to the ball fields to see their grandchildren play ball.

We need an indoor swimming pool facility available to people all year round. Could be used by nursing homes, hospitals, etc.

I believe more recreation programs need to be offered with more emphasis on the arts. The parks need improved equipment, especially Hood Park in our neighborhood.

Drinking water is not acceptable!

The City of Concordia Police Department is broken and needs fixing bad. Need more people in the streets and fewer cars parked at station. More police and fewer city managers.

Improve parks and sidewalks - both are very poorly kept.

Like to see a recreation center built! Indoor gyms, track, indoor basketball courts, and seating to attract tournaments and community college students to attend CCCC.

I have a young child. Parks and recreation are important to us. We often drive to the elementary school or even Clyde or Salina to play in updated, engaging parks/play areas. City Park is in sad shape if you compare the playgrounds even to smaller communities' playgrounds.

I especially have appreciated the efforts of the summer recreation program. This is on a par with what is commonly offered in larger communities and it's free! Also, having the city as an employer to teenagers is beneficial, and extends the goals of summer recreation to an older group.

4. CODE ENFORCEMENT/NUISANCES

People should not use their front porches and yards as "storage".

Many dilapidated houses should be removed. Junky, unsightly yards containing abandoned vehicles and other junky items. Enforce mowing of yards with tall grass and weeds.

The big items detracting from Concordia are the empty, dilapidated houses and buildings and grass not being mowed in yards of empty houses.

Too many dogs running free before 7 a.m. and after 8 p.m. Never see a policeman patrolling east of Hill Street.

I have concerns with abandoned houses that are falling down, and how that does not show a positive picture for prospective families considering Concordia for their home.

Cleaner, more responsible looking community would go a long way to attracting new people and young people.

Need to clean this town up. Where is our pride? This town is dirty and needs a little pride from our citizens on their homes and yards. Get rid of the old broken junk and cars in their yards and clean them up.

Clean up in Concordia should be your #1 priority! The many, many homes that are run down and junk all over certainly detour families moving to town. If you want a good example of how this town should look, drive 14 miles east. Clyde is beautiful. They take pride in their homes and the downtown area. We love it here. Please get this town looking clean, junk- and weed-free.

Shrubs, etc. need to be trimmed on corners and on alley entrances for safer driving, etc.

Zoning committee needs to have tighter control over sheds being used as residences. Don't wait for complaints to enforce laws and ordinances.

We should explore and contrast costs of private contractors for all maintenance services contained in Question #19, and demolition of dangerous structures. Savings realized through use of local companies could get us more for our tax dollar while creating jobs and pumping money in to our local economy.

Have houses that are vacant and have been for years torn down. They make the city as a whole look bad. Why would you want to move to a place and have to live with those unsightly buildings all over town. They are everywhere.

It makes me sick to drive around in town because of the way some places look with junk piled on the porches, cars parked almost on the porch and grass and weeds not cut. It didn't used to look this way.

My biggest complaint is all the houses that need to be taken down. I think if landlords don't clean them up, they should be fined until they do. I don't think it's fair to the taxpayers who take care of their properties to have to put up with this.

There should be an ordinance in place (and enforced) limiting the number of vehicles, campers, boats and other equipment parked at a residence.

5. HOUSING

There isn't enough affordable housing in town for the averages wages that are paid.

There is little, if any, modern, accessible housing/apartments within walking distance of downtown. Seniors could buy groceries, dine, attend entertainment offerings, purchase prescriptions, etc. without driving. What comes to mind is the townhouse development on the main street of Clyde.

Concordia needs more low income housing. Help for disabled people by helping to fix up homes.

There are no good rentals for a family of 4 or 5.

6. JOBS/ECONOMIC DEVELOPMENT

More than anything Concordia needs more sources of employment with a decent wage so our young can stay.

I believe the most important thing for Concordia's future is bringing new industry here. I have lived here my entire life and want my children to have the opportunity to return here to work after college. I do not see that happening.

We need factories and jobs where a family can make a living. What we have here is a retirement town where we want to raise taxes to beautify Concordia. Don't make it harder on them so they have to move, too.

Dam, North development, ethanol plant -- wasted money. Stupid ideas. The town's infrastructure is falling apart and we are chasing rainbows.

I think the main thing needed now is manufacturing jobs with adequate pay to keep young people in Concordia.

Work on better city-private sector cooperation regarding economic development.

CloudCorp funding needs to be eliminated. Economic development can be more efficiently provided as a shared city/county position using current city administrative staff.

Lack of good employment results in lower population. That means higher taxes for those remaining. There aren't good opportunities for young people who want to return.

Start listening to the taxpayers of this town and not just the people you think are important. Most of the employers don't want manufacturing in this town because they pay better wages and the employers don't want to pay higher wages.

It will always be hard to attract business or manufacturing with taxes increasing continually.

Need to develop the location of the old ALCO building with businesses to build up the East 6th Street traffic way.

I think what CloudCorp is trying to do can be handled very well by our city manager and with our county commissioners.

Greatest challenge is to maintain economic viability when far too many small communities have already died. Local government must support local businesses. Local businesses must provide fair prices and great customer service. Local residents must be willing to pay a bit more for the convenience of local shopping.

Economic development is important to attract businesses but I think that tax abatements should be outlawed. Businesses use that to promote themselves at the expense of small towns and taxpayers. Lower taxes and good solid infrastructure and a willing workforce should be what bring and keep businesses.

While I'm certainly not against Economic Development I get tired of my taxes going up so that some business owner can build a new building or buy new equipment which increases his income but in a sense decreases mine. It seems like a lot of the local economic development proposed over the last few years benefits the few at the expense of the many. I believe that I'm paying \$50-\$70 more in property taxes a year because of the failed Ethanol Plant and I'm sure that I won't see that money again. And given the fact that there was a great deal of speculation on the company's ability to get the project financed from the start just irritates me even more.

7. STREETS AND SIDEWALKS

If the City owns so many feet onto a person's property why don't you repair the curbing? How about the nasty weeds growing in sidewalks?

It's really not safe walking on a lot of sidewalks in town.

Top priority should be sidewalks near the middle and elementary school. This is a huge safety issue.

Street and sidewalk snow removal very slow.

Implement a city ordinance that bans parking in yards or easements. Enforce current off-street parking ordinance.

City streets all need to be paved or blacktop. Not gravel.

Residential streets have to be maintained or we will lose them and it will cost more to repair than to maintain.

People should only be able to park on one side of the street because sometimes it's hard to get down the streets with cars on both sides, especially Olive, and also in the winter time. Last year the snow plows could not plow the street we live on because of cars on both sides they could not get the plows down the road.

8. OTHER SUBJECTS/COMMENTS

The college and the hospital have been nothing but a burden to this city since the day they opened. Close them down, save money and then build a hospital that good, intelligent doctors would be willing to come work at. No more college ever!

Will the college ever be tax free of us? They buy properties, build new quarters. Get horses? Will it never end? They are (you allow) them to. Kill the golden goose!

Build the dam south of town and the dam a mile south of town. And hurry!

Glad to see a survey. This is the first time I remember being asked. Thank you.

CCCC's share of the tax dollar reduced should be more like a business -- self-sufficient.

One of the positive improvements the City has made is in the downtown area. I also would like to see the installation of the old type lighting fixture in the downtown area.

There are needs for child care, especially sick children sent home from school.

Radio station KNCK is to be commended for all the talk shows keeping the public informed.

A new hospital is the most important thing we face now and for our future without. Without strong medical providership our community will decline rapidly.

Concordia needs a new hospital. The emergency room on the 4th floor is appalling. I believe if there was a new hospital more jobs, people will move here, more doctors and specialists. People wouldn't have to drive to Salina that often.

Congratulations for having the wisdom to do a survey like this. I hope the city will become even greater with forward thinking.

Just what did this cost taxpayers and was this really needed?

We should encourage the "wind power" system and CCCC's ability to make use of it.

There is a serious drug and alcohol problem in this community and it bleeds our economy of vital resources, especially human resources.

Accolades to both youths and adults who perform deeds of kindness or even bravery to help others in need. The City Council could announce the "hero of the month", for instance, or other similar public acknowledgements. There is a great lack of kindness and courtesy nowadays.

9. COMPREHENSIVE COMMENTS

Concordia is a nice place to live safety-wise and I enjoy living here. However, as a new member to the community, I think there are not enough programs to get people involved and meeting the community. I think there needs to be more adult programs introduced and advertised.

Also I think Concordia needs to allow more expansion for businesses. Bringing new businesses in will help keep our community alive and pleasant.

Strengths: (1) Ease of getting to and from work in a small town. (2) Knowing neighbors and children who associate with ours. (3) Teachers who care very much about our children. (4) Trust and friendliness in downtown businesses. Weaknesses: (1) Keeping youth in our community after graduation. (2) Reliable and desirable workers. (3) More volunteers to spread out tasks in community activities.

Quality of life is the biggest challenge. Employment, education, housing, health care all matter. Cleaning up or rather the maintenance of Concordia is important. Tear down those old, falling apart ugly buildings and houses! Public safety will always be an ongoing issue. Concordia's greatest strength is the smaller community atmosphere and its weakness is lack of city cleanliness or the beautification, jobs, etc. to make Concordia a more attractive place to live.

I think our greatest challenge in the coming years is attracting, retaining and maintaining economic development and businesses. We are in desperate need of additional jobs and a labor force for those jobs. We have an excellent community to sell to those disenchanted by urban living, etc. This is an excellent community to raise children, receive a quality education and training. Housing is very affordable. Most of our services available meet the needs of most people. We do need to look at the possibility of attracting additional retail services, because you can't always find it in Concordia. Our sense of community in Concordia, I feel, is one of our greatest assets.

Most people don't understand how city finances work. At home you can economize by giving up desserts or deciding to watch a DVD instead of going to the movie theater. But when the city has to trim its budget, that has an impact on the whole community. You can't reduce the number of fires that you respond to in order to save money. Concordia is a nice place to live. City officials seem to be working together better now than they were 5-10 years ago. Front page newspaper coverage of City achievements helps the City's overall image. City meetings appear to be well-run with ample time for commissioners to discuss their issues.

Weaknesses: Our neighborhoods have not been kept up -- trash/vehicles in yards, dilapidated homes, etc. Our large city park is not tended very well -- trimming, flower beds, weeds, etc. The overall look of our town is not "clean". There is very little if any affordable, new housing available. Strengths: New movie theatre, college, Wal-Mart, the refurbishing of downtown buildings and businesses, Brown Grand Theatre, are all awesome!