

# Comprehensive Development Plan for the Andover Area, Kansas 2003 - 2013



**COMPREHENSIVE DEVELOPMENT PLAN**  
**for the**  
**ANDOVER AREA, KANSAS**  
**2003 - 2013**

prepared and adopted by  
**ANDOVER CITY PLANNING COMMISSION**

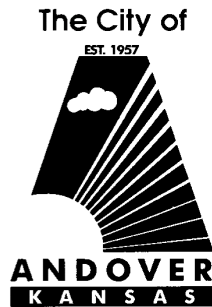
approved by  
**ANDOVER CITY COUNCIL**

Technical Assistance by  
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and  
**Andover City Staff**

**Funded in part with a Community Capacity Building Grant  
from the Kansas Department of Commerce**

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### **OFFICIAL PLAN ADOPTION**

This document entitled, Comprehensive Development Plan for the Andover Area, Kansas, is an official Plan of the City of Andover, Kansas for the Planning Period 2003–2013. The Planning Area comprises the City of Andover and the 31-square mile area of Benton, Bruno and Pleasant townships. In accordance with K.S.A. 12–747, an officially advertised public hearing was held on June 15, 2004, and this document was adopted by a Resolution of the Andover City Planning Commission on June 15, 2004. A certified copy of the Plan, together with a summary of the hearing, and Resolution, was submitted to the Andover City Council.

Quentin Coon, Chairperson  
Andover City Planning Commission

ATTEST:

David Martine, Secretary

**APPROVED** by the Andover City Council on June 29, 2004 by Ordinance No. 1225 and published on July 1, 2004 in The Andover Journal-Advocate.

Ben Lawrence, Mayor

ATTEST:

Jeffrey K. Bridges, Jr., City Clerk

## **ANDOVER CITY**

Ben Lawrence, Mayor

Council Members  
Bob Ruth, President

Sheri Geisler    Caroline Hale    Charley Lewis    John McEachern    Keith Zinn

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Jeffrey K. Bridges, Jr., City Administrator/City Clerk  
Leslie E. Mangus, City Superintendent/Zoning Administrator  
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Mike Thompson, City Engineer, Poe & Associates

## **ANDOVER CITY PLANNING COMMISSION**

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## ACKNOWLEDGEMENTS

*This Comprehensive Development Plan document represents an update of the 1995-2010 Plan and extends the Planning Period from 2003 to 2013. Again, this Plan was undertaken during a continued period of rapid growth in the Andover Planning Area in all phases of land use -- residential, commercial and industrial.*

*The City Council made application for and received a grant from the Community Capacity Building Program which is provided by the Kansas Department of Commerce. It is administered by their Coordinator, **Douglas Reed**. Matching funds were provided by the City.*

*During the course of the project **Ben Lawrence** served as Mayor; **Quentin Coon**, Chairperson of the City Planning Commission; **Jeffrey K. Bridges, Jr.**, City Administrator and **Leslie E. Mangus**, City Superintendent/Zoning Administrator. All gave leadership and guidance to the work of the **City staff** and the consultants.*

*To provide community input from various organizations and to review and provide ideas and comments on the content of the Plan in process, the **Comprehensive Development Plan Committee** was formed with 12 persons. The following persons comprised the Committee: **Keith Zinn**, City Council; **David Martine** and **Clark Nelson**, Planning Commission; **Doug Allison**, Site Plan Review Committee, **Sharon Turner**, Park Planning Committee; **Judy Ulmer**, Greater Andover Chamber of Commerce; and **Carol Wohlford**, Andover Library Director. In addition to Messrs. Bridges and Mangus from the City staff and two planners from the consulting firms, **Deborah Carroll**, Administrative Secretary, assisted in meeting arrangements and compiled extensive minutes.*

*Special appreciation should be extended to Mr. Mangus who assisted in assembling data, checking maps, helping conduct the field survey and providing written materials.*

*Foster & Associates, Planning Consultants in association with Rice Foster Associates, Landscape Architects Planners, both of Wichita, Kansas were selected to undertake the consultants portion of the work, City Engineer, Mike Thompson of Poe & Associates of Kansas, Inc., provided computer drafting of the City base map.*

*Many local, County, regional and State organizations provided information for the Plan and such sources are referenced throughout the document.*

Comprehensive Development Plan  
for the  
Andover Area, Kansas  
2003 - 2013



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# Comprehensive Development Plan for the Andover Area, Kansas 2003 - 2013



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## Chapter I

# COMPREHENSIVE PLAN AND REGIONAL INFLUENCE

## COMPREHENSIVE PLAN

When formally adopted by the Andover City Planning Commission and approved by the City Council by ordinance, this document will constitute the Comprehensive Development Plan for the Andover Area, Kansas for the period 2003-2013. Thus, this becomes the official comprehensive plan for the City of Andover, Kansas and thereby replaces in its entirety the Comprehensive Development Plan for the Andover Area, Kansas: 1995-2010. Whereas this document is replaced, it nevertheless remains a valuable source of information, history and ideas for planning including the earlier comprehensive plans which covered the Planning Periods from 1971 to 1990 and 1981-2000 with a 1986 Amendment. Copies of all four plans are on file at City Hall and in the City Library.

The "Andover Planning Area" as delineated for this Plan includes the City and portions of Benton, Bruno and Pleasant townships which is illustrated in Figure 8-B and described later in this chapter. The Area recognizes that the City's activities both effect and are affected by the surrounding area.

Andover was first incorporated on February 4, 1957 with a population of 166. When the first comprehensive plan was prepared in 1971, the City had just annexed 1,459 people, grown from 469 in 1968 to 1,925 by 1969, which statistically resulted in the largest percentage of increase for any city in Kansas for 1960-1970! The Andover Area at that time was "generally described as two dozen subdivisions reluctantly seeking a city". The first plan suggested that a subtitle might be appropriate-- "The Making of A City". During this past 35 years significant steps have been achieved toward formation of an urbanized area while retaining many of the qualities of life of a small town desired by the residents. About 6,600 people have been added to the City since 1970 which, by extensions and island annexations, now extends seven miles long in a north-south orientation. Many new public buildings have been built, including a city hall, library, schools, community college extension, fire station, post office and a city park. Utility solutions were achieved by a new sewage treatment plant and connection to the Wichita water supply system. This has facilitated the construction of over a thousand dwelling units and the platting of many new subdivisions. Many new businesses have opened, others expanded and the local

industrial base increased. During this growth period, the City organizational structure has enhanced its ability to manage and control development. What was once a suburban "area" has now become a suburban "city" with the infrastructure and attributes of an urban character.

As in the earlier documents, this Plan attempts to analyze the Planning Area in a "comprehensive" manner by interrelating a broad range of individual functions such as land use, transportation and community facilities. For example, the locations of a school or park as a community facility are related to the residential land use they serve and to the transportation system they operate upon. The fact that a comprehensive plan addresses both short and long-term planning situations causes it to be specific in some matters and more general in others. In either case, a plan should provide overall direction to a given planning situation which will then need to be considered and studied in greater detail and a decision made based on the current conditions at that point in time.

Periodically, references will be made to the "Planning Period" which is the 10-year period from 2003-2013. Due to the rapid growth of the Planning Area, this period appears to be the practical limit for forecasting possible future situations and needs. Some references are made to the "near future" which implies a period of something less than five years. A basic issue is to consider whether an existing facility will last throughout the "Planning Period" or need to be modified or replaced in some way due to changing conditions or changes in population.

### Legal Basis

The State enabling statutes provide for a broad interpretation of what constitutes a plan. According to the statutes for Planning, Zoning and Subdivision Regulations in cities and counties in K.S.A. 12-741, et seq., a planning commission ". . . is hereby authorized to make or cause to be made a comprehensive plan for the development of such city and any unincorporated territory lying outside of the city but within the county in which such city is located, which in the opinion of the planning commission forms the total community of which the city is a part." In effect, the Planning Area could not extend into Sedgwick County.

In the preparation of such a plan according to K.S.A. 12-747, the planning commission ". . . shall make or cause to be made comprehensive surveys and studies of past and present conditions and trends relating to land use, population and building intensity, public facilities, transportation and transportation facilities, economic conditions, natural resources and may include any other element deemed necessary to the comprehensive plan . . ." and ". . . shall show the commission's recommendations for the development or redevelopment . . ." of the planning area.

For the plan to become effective when completed, it must be formally adopted as a whole or in parts by a resolution of the planning commission after a public hearing which is advertised for at least 20 days prior to the hearing. Final approval is effectuated by the governing body upon publication of an ordinance. A certified copy of the plan or part thereof, together with a written summary of the hearing, shall be submitted to the governing body. The governing body either may:

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

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

The plan or part thereof ". . . shall constitute the basis or guide for public action to insure a coordinated and harmonious development or redevelopment which will best promote the health, safety, morals, order, convenience, prosperity and general welfare as well as a wise and efficient expenditure of public funds." Although the Kansas Supreme Court views the adoption and annual review of a comprehensive plan as a "legislative function," note that a plan is still a "guide" and actual implementation must take place within the democratic process of local government and other agencies. On a nationwide scale, the comprehensive plan and the role it plays in the planning and implementation process is assuming an increasingly important role in land use litigation. The consistency of the plan with the implementation "tools", especially zoning and subdivision regulations, is often at the center of such litigation.

At least once each year according to state statutes, the planning commission shall review or reconsider the plan or any part thereof and may propose

amendments, extensions or additions to it. Amendments to the plan in the future are made by the same procedures as for the original adoption process.

### **Planning Process**

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

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

To prepare the plan document, the planning process consists of inventorying and then analyzing the existing conditions of an area, establishing goals and setting standards, projecting future needs, deciding upon alternative solutions to problems and selecting methods of implementing the plan. Throughout the process, officials and citizens should be involved to the maximum extent feasible, have access to the plan materials and have a method of communicating an input of their ideas and reactions.

To the extent feasible, this planning process has been followed in the preparation of this comprehensive development plan for the Andover Area.

References will be made periodically in this document to an Andover Community Questionnaire and an Andover Area Questionnaire. The former

was mailed out to all households in the City and the latter was sent to some residences in Sedgwick County which reside in the Andover School District and to major employers in the City for distribution to their employees who do not live in the City. Of the 3,500 surveys distributed, 1,150 of the Community type were returned and 225 of the Area type for a very good response of 39.3%. The total results were numerically tallied for each survey type as well as breakdowns for respondents who have lived in Andover less than five years, 5-10 years and more than 10 years. Written comments from questionnaires took 90 typed pages to record and are on file at City Hall. Further input from residents was obtained during the goal setting process as described in Chapter 3 in the Goals Statement, and in the adoption public hearing.

### **Use of the Plan**

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

- To compile information and provide Plan proposals upon which City officials can base short-range decisions within the context of long-range planning.
- To carry out the goals of the community for orderly and efficient development in the Planning Area.
- To provide information and serve as a guide for private developers towards common goals for the overall development of the Planning Area.
- To serve as a planning and legal basis for the continuing administration of City Zoning Regulations and as a guide for making "reasonable" decisions on rezoning applications.
- To provide a statutory prerequisite for the preparation, adoption and administration of extraterritorial City Subdivision Regulations and for the review and approval of plats based on growth policies and the availability of community facilities.
- To plan for an orderly and reasonable annexation policy.
- To balance community development with the economical provision of community facilities and services.



- To encourage long-range fiscal planning policies such as capital improvement programs.
- To assist in selecting and applying for state and federal grant programs which would benefit the City and the Planning Area.
- To coordinate efforts, avoid duplication and establish a working relationship for implementing plan proposals between the City and other cities; Benton, Bruno and Pleasant townships; Unified School Districts: Andover #385, Rose Hill #394 and Augusta #402; Butler County Board of Commissioners; the Butler County Planning Board; the Central Plains Quad-County Planning Forum; the State of Kansas and the federal government.

## PLANNING AREA

Due to rapidly increasing development in the City and the rural area surrounding Andover, the "Planning Area" for the Plan document has been considerably enlarged since the first plan in 1971. This Plan, however, does not increase the Planning Area since it has reached its limits in relationship to the Benton, Augusta and Rose Hill planning areas on three sides and the county line road on the west. The Planning Area, also referred to as the "Andover Area", comprises the entire city limits of Andover plus portions of Benton, Bruno and Pleasant townships, all within Butler County, Kansas.

A more detailed legal description follows:

In Benton Township; 26-S, Range 3 East; the land south of Dry Creek in Sections 31, 32 and 33. All of the following sections in Bruno Township; 27-S, Range 3 East; 3, 4, 5, 6, 7, 8, 9, 10, 15, 16, 17, 18, 19, 20, 21, 22, 27, 28, 29 30, 31, 32, 33 and 34. In Pleasant Township; 28-S, Range 3 East; Sections 3, 4, 5, 6 and the N 1/2 of Sections 7, 8, 9 and 10.

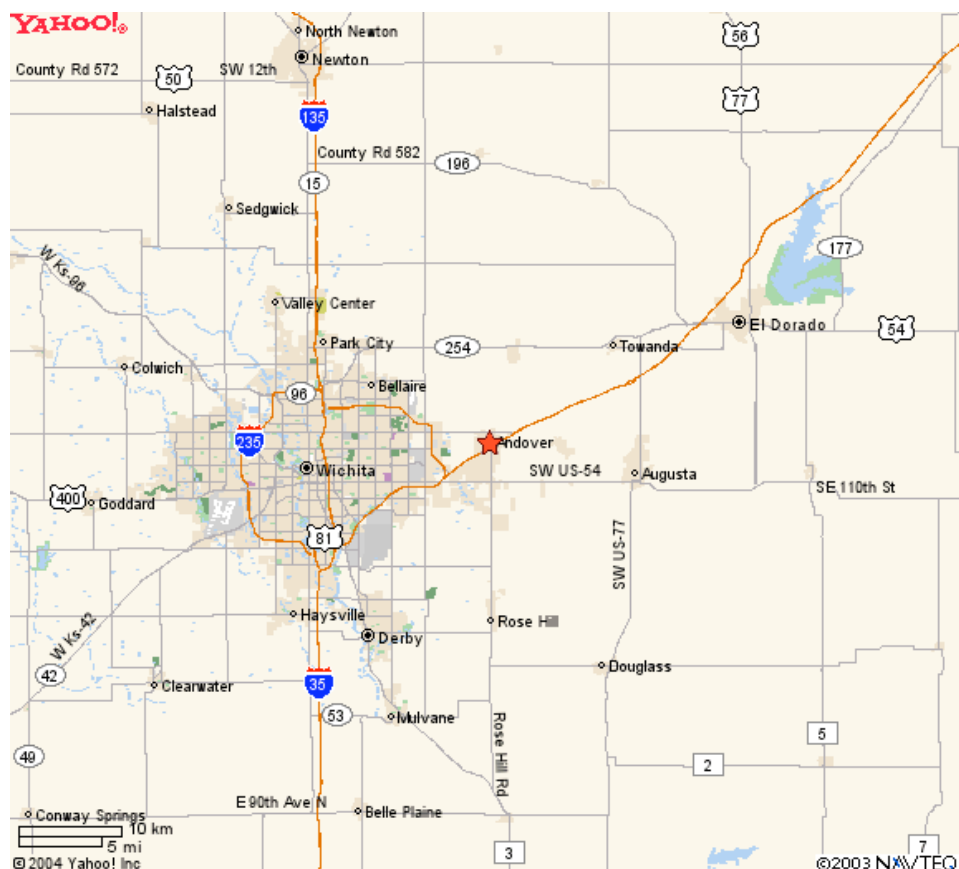
The Planning Area as depicted in Figure 8-B is approximately seven and three-quarters miles north-south and four miles east-west to form a rectangle except for the extension north of SW 60th St. ./29<sup>th</sup> St. N to the floodplain area of Dry Creek. This encompasses a total area of about 31 square miles or 19,840 acres. The City itself comprised 5,344.7 acres or 8.35 square miles as of February, 2004. This is a 48.1% or 1735.9 acre increase since June, 1996. Note that Figure 8-B depicts an additional distance outside the above described area which is one-half mile further east, the full one-half mile north, two miles into Sedgwick County and one-eighth mile added to the south limits. This addition is

included only for visual information purposes and is not part of the official Planning Area or the statistics contained in this document.

As a general reference, the Area extends east-west from County Line Rd. (159th St. E) to Indianola Rd. at the west side of the Augusta Airport and north-south from Dry Creek above SW 60th St./29<sup>th</sup> St. N to one-half mile south of SW 130th St./31st St. S. The latter half-section line begins the boundary for the Rose Hill Planning Area. On the north, it meets the Benton Planning Area by the extension to Dry Creek north of SW 60th St./29th St. N.

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

### Figure I-A Location Map



## REGIONAL INFLUENCE

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

Newspapers, radio and television stations and the postal service as part of an overall communications system are a major influence upon the activities within an area. People are often motivated to shop and attend cultural and sports events in those areas from which such communications originate. The convenience of the telephone and fax systems as a means of communication for social, economic and emergency purposes influences the population's area of contact, and thus their activities. The internet service has added a world-wide dimension to communication that can be made available to each household and business enterprise.

### Geographical Location

As shown on the Geographical Location map, Figure 1-A, Andover is located in the south central portion of the state, with the City's western boundary on the Butler County line. The City is divided by the Kansas Turnpike for which access is provided to the northeast on 21st St. N. The City is further divided by U.S. 54/400, but benefits by its direct access to Wichita to the west and Augusta to the east.

Topeka and Kansas City, Kansas to the northeast of Andover are 155 and 193 miles respectively by road distance from the City. Salina, which is north on I-135, is 99 miles away and Oklahoma City is 155 miles south on I-135.

Nationally, Andover is located about 200 miles southeast of the geographic center of the continental United States and about 435 miles southwest of the center of population of the nation.

Figure 1-A depicts portions of the tri-county area of Butler, Harvey and Sedgwick. The Wichita city limits, with over nearly 350,000 people, is now at the county line. While the Andover-Rose Hill corridor is the fastest growing area of Butler County, the corresponding eastern side of Wichita to Derby is experiencing substantial development. Butler, Harvey, Sedgwick and Sumner counties with Wichita as the core city are currently designated by the U.S. Bureau of the Census as the Wichita Metropolitan Statistical Area (MSA). Sumner was added in 2003. In addition to being delineated as special data collection areas, MSA's are used by the federal government to identify areas eligible for certain grant programs. Butler County is the state's largest county in terms of land area, covering 42 miles north-south by 34 miles east-west or 1,428 square miles. It is bordered by Greenwood and Elk counties on the east, Marion and Chase counties on the north, Sedgwick and Harvey counties on the west and Cowley County on the south.

## Communication

The Southwestern Bell Telephone Company now known as SBC provides modern telephone service with many options to the City, connecting it to more than a quarter of a million phones in the metropolitan area from Sedgwick on the north, Goddard on the west, Mulvane to the south and east to Augusta. A total of 15 cities are served by this system in Butler and Sedgwick counties with MetroPlus extending the service to seven more outlying cities. In addition, a number of local service providers have emerged offering local dialing service and/or long distance telephone service. SBC has also reentered the long distance market in Kansas.

Wireless communication facilities have been greatly expanded to provide better coverage of the City and surrounding area. Southwestern Bell Mobile Systems (now Cingular), AT&T, Nextel, Cricket Communications and Voicestream Wireless now have cellular tower facilities in the City. Sprint PCS, Verizon and Leap Wireless provide wireless communication coverage of the area from facilities outside the City.

The Andover Journal-Advocate is published weekly and serves as the City's official newspaper for legal notices. The Wichita Eagle is published daily and locally delivered. The El Dorado Times and the Augusta Daily Gazette are also available six days a week.

Television reception in the Planning Area is excellent with three national and three regional networks plus public broadcasting available from stations in Wichita-Hutchinson. Cox Communication also serves the City and has provided a community cable channel for use in the City. Satellite TV service is also available. Many AM and FM radio stations and satellite radio programming can be received.

In most all regional aspects, the Andover Planning Area is heavily influenced by being close to Wichita for employment, shopping, cultural and sporting events, health facilities, information systems and other activities.

## REGIONAL PLANNING AND DEVELOPMENT

The economies of using natural and man-made resources on a scale large enough so that all persons may enjoy a better quality of life, makes it necessary to provide many public and private services and facilities on a regional basis. In addition to many intergovernmental agreements between groups of cities and counties, numerous state and federal agencies operate by regional divisions. There are many "economies of scale" when operating regionally. The City is represented in many regional organizations indirectly through the Butler County Board of Commissioners. References will be made periodically in this document to such regional organizations and activities.

In the late 1960s, the Governor of Kansas designated 11 major Planning and Development Regions of the State with 25 subregions. Butler, Harvey and Sedgwick counties were known as the Central Plains Sub-Region 042 of the State of Kansas. This was part of the larger 13-County Southeast Central 04 Region. Many regional organizations were formed to coincide with these delineations.

To provide coordination for items of regional concern, the Central Plains Tri-County Planning Committee was formed in 1971 by Butler, Harvey and Sedgwick counties. In 1999, it was reorganized with the addition of Reno County and named Central Plains Quad-County Planning Forum. The purpose has shifted from undertaking regional planning studies to a discussion forum of mutual regional concerns. The Forum consists of each of the Boards of County Commissioners plus one ex officio member from each of the planning commissions having the "largest geographical area of jurisdiction" which in Butler County is the Butler County Planning Board. The Wichita-Sedgwick County Metropolitan Area Planning Department (W-SCMAPD) has primarily assisted the Committee in most of these efforts with additional assistance from the other county planning board staffs. The Forum operates not as a legally formed



regional planning commission under K.S.A. 12-744 (c), but jointly cooperates as a matter of intergovernmental agreement. Cities wishing to coordinate their planning effort with the Quad-County group may do so by contacting their Butler County representatives.

In addition to the Central Plains Forum, there are as many as 20 or more types of other regional planning, development and service structures which perform many different functions for the local, state and federal levels of government. These include such activities as health services for the aging, economic development, highways, manpower, mental health, libraries, agricultural services, soil and water conservation, watersheds and numerous others. Many of these regional groups which are created by local governments are financed and appointed by, or served on, by members of the Butler County Board of Commissioners. Not all such organizations now follow the original regional delineations of the state and some functions combine into two or more regions. Because of reduced state and federal funding in recent years, a number of organizations are in a changing status and some have disbanded. Having never been dependent on federal financing and having a very limited budget, the Central Plains Forum has not been affected.

One of the most successful groups in this period of budget constraints, which could be of assistance to Andover, is the South Central Kansas Economic Development District (SCKEDD). With a limited staff in Wichita, it serves the 13-county 04 Region plus Marion County. SCKEDD carries out a wide variety of economic development efforts and evaluates local projects for their potential success. A further description of their activities is contained in the economic development section of Chapter 4.

The Hutchinson regional office of the K.S.U. Cooperative Extension Service in cooperation with their local Butler County educational office in El Dorado serves to provide a wide variety of information on development, but does not write applications or provide grant monies. Training programs have been conducted on the "how to" of community development and on leadership for officials and civic leaders. It is very active statewide in implementing the PRIDE Program for cities.

Since the 2000 U.S. Census, Andover and a portion of the Planning Area outside the City has been included in the Wichita Metropolitan Planning Area for Transportation Planning purposes. By this inclusion, the City is now eligible for federal transportation funds distributed by the Wichita Metropolitan Area Transportation Improvement Program, otherwise known as TIP. (For more information, see Chapter 9 on Transportation.)

## **Chapter 2**

# **HISTORY of ANDOVER**

## **HISTORICAL DEVELOPMENT**

Knowledge of the past historical development of an area is often important to an understanding of its future. Factors which influence growth or change may extend their effects for decades.

Buildings change their purposes over periods of time as the intensity of uses varies. Their location, however, most often becomes a focal point to attract further growth. Almost like the natural features of an area, transportation routes, when once laid out, have a sense of permanency that endures for generations. For example, the location of one-third of the streets and highways in the nation were laid out before the automobile was even invented.

All urbanizing areas seem to suffer from the inheritance of street patterns in their core areas which were laid out as small villages decades ago. This has led to the decline of many a central business district in this age of the automobile. The mixed development of rural and urban type uses, being neither fully one nor the other and not suburban either; are generally characterized by a disconnected series of small and often deadend streets that form no interrelated pattern. These so-called “urban” areas, originally formed outside the boundaries of incorporated cities, have often historically become blighted areas.

Information for the historical account which follows was originally provided for the 1971 Plan by Roy Hoyle, former City Councilman and local news reporter. Mr. Hoyle and Patricia M. Stuenkel, City Administrator, provided an update for the 1981 plan and Mrs. Stuenkel completed the history to 1995. From 1995 to the present, the history was updated by Jeff Bridges, City Administrator and Les Mangus, Zoning Administrator.

## **HISTORY OF ANDOVER**

The following selected events from the chronological history of the Andover Area show us the factors that brought change and caused development, most of which still affect it today:

**1855-1859**

The first territorial legislature designated Butler County as one of the original 33 counties of the State. It was named in honor of Andrew P. Butler, a Senator from North Carolina. William Hildebrande was its first settler in 1857 near El Dorado. By 1859, 50 families had settled in the north central area and the County government was formally organized.

**1869 - 1872**

The first settler, Vincent Smith, arrived in what was later to be known as Bruno Township. He was surprised to find about 500 Indians and sought land elsewhere until returning to settle near Dry Creek. Other settlers followed and at a gathering in 1870, a Mr. Graham chose the name Bruno. Following an election, a petition was granted in 1872 to create Bruno Township.

**1880 - 1888**

The original plot on which Andover was built was homesteaded by Ephraim Waggoner under a title given to him by President U.S. Grant. In 1880 Mr. Waggoner deeded 40 acres for the purpose of building a town and, thus, "Cloud City" was legally established in February 1880. It was named after Mr. Cloud, a well respected citizen who as a railroad engineer helped build the St. Louis - San Francisco Railroad through town. Charley A. Glancey was active in platting the town which today bears street names of Glancey and Waggoner. On June 7, 1880, the name was legally changed from Cloud City to Andover. It was said that Mr. Cloud and the railroad had a falling out. Bonds were voted for \$18,000 to extend the St. Louis - San Francisco Railroad through the Township. It was constructed in 1880 although passenger service did not begin until 1885. Early businesses attracted to the new city were a blacksmith shop; hotel; shoemaker; a lumber, coal, and livestock dealer; grocery, general store and meat market. A building was moved into town at the cost of \$2,000 and completed in 1882 for the first school. It had 86 students. The Minneha Post Office moved to the City on March 8, 1880.

**1889 - 1918**

Additional businesses were added in this period. Another lumber company, two more general stores, another blacksmith shop, grain elevator, millinery, barber shop, and a garage. The Andover State Bank was incorporated in 1916 with Earl Tanner as its first president. Early plats of the City were Original Town, Glancey Reserve, Baker's Reserve, J. M. Belford, S. W. Baker and John Q. Haven. The first school building was now 36 years old and in 1918 a new brick building was constructed on the same property where the formerly designated high school is located today.

## **World War I - World War II**

Modest changes took place during the era typical of the national scene with the effects of the depression and some growth during World War II.

### **1953 - 1956**

The first section of the new Junior-Senior High School was constructed on the west side of Andover Rd. Butler County Fire District Station #1 was built by the County Commissioners in 1956. Jack Belford was the first Fire Chief, assisted by volunteer fire fighters.

### **1956 - 1957**

The Kansas Turnpike Authority obtained right-of-way and built the Kansas Turnpike across the south end of the City. Andover became an incorporated third class city on February 4, 1957 with a population of 166. The first election on April 2 voted in Hugo Epp as Mayor and Councilmen Roy Allison, Ual Baker, Clair Mohler, Roger Moore and Orland Wolf. On June 10 an ordinance was "posted" which established the Andover City Planning Commission. Ira Leatherman became its first chairman.

### **1958 -**

A sewage disposal plant was built in 1958 to serve the residents of the City. During the ensuing years, Butler County Sewer District #'s 2, 3, 4, 6 and 7 were constructed outside the City limits and connected to the City's treatment facilities. Since the late 1950's, the predominant direction of growth was southward from the Turnpike except for one subdivision in the northwest area of the City.

### **1959 -**

A new elementary school was started south of town and sections of the construction project extended into 1967. With this new building and the new high school, the combined grade school now over 40 years old, was torn down.

### **1960 -**

After 75 years the last passenger train through Andover on the Frisco Railroad discontinued service on October 14.

### **1961 -**

The Andover State Bank moved to its new location on Andover Rd. Through the generosity of Fred Wilson, the former bank building was deeded to the City for civic functions. It was used as the City Hall and Public Library.

**1965 -**

The Andover Water Company was formed to provide a water service to the City. The Andover school system was consolidated into Unified School District #385. A City Zoning Ordinance was first adopted which established two zones, “commercial” and “residential”.

**1968 -**

Except for modest changes, the city limits remained close to the original town site of 88 years ago. A major portion of the residential area which is now inside the city limits, developed outside to the south. Citizen groups debated whether to form a new city to be called “Malcom City” or to join the City of Andover. A compromise was proposed whereby two of the five City Councilmen would resign and be replaced with two residents from the new area. This proposal was accepted by the south area citizens by a 199 to 32 vote and the City of Andover grew suddenly to a city of over 1,900 people.

**1975 - 1976**

In March 1975, a contract was signed with the City of Wichita for furnishing Andover with water if a federal Economic Development grant could be obtained for installation of the transmission line. A 12” line was built along U.S. 54 and over to the Industrial Park located east on 13th St. The cost of the project was approximately \$382,000 with Andover paying about \$77,500 of the total. The project was completed in the summer of 1976.

**1977 - 1978**

In March 1977, a federal Local Public Works Grant was received for a water distribution system throughout the city limits at a cost of approximately \$726,000. A new wastewater treatment plant on Four Mile Creek was completed in 1978. This Environmental Protection Agency financially assisted project consisted of a main interceptor line being built along the western edge of Butler County, then along Four Mile Creek to the plant. The cost of the project was approximately \$1,300,000 with the City portion being around \$410,000.

**1980 - 1985**

A park area, consisting of a lighted ball diamond, an unlighted diamond, a multi-purpose field, concession stand and a paved road into the park area, were constructed with a 50% federal matching grant from the Land and Water Conservation Act for the approximate cost of \$200,000. The Andover Recreational System has changed from the day of playing ball in the cow pastures north of town to this nice recreational area for various ball activities, playground area, two shelter houses, horseshoe pits, picnic and barbecue sites.



Andover's Public Building Commission was formed for construction of a Civic Center consisting of City offices, council meeting area, police department and library. Revenue Bonds in the amount of \$150,000 were issued to the Public Building Commission for the construction of the 5,800 square foot building with the City leasing the building from the Public Building Commission. Occupancy date was January 21, 1981 for the new Andover Civic Center on Andover Rd.

Construction began on a new upper attendance level school center for U.S.D. #385 in 1981 with occupancy occurring during May, 1981. The school enrollment increased from 1,307 in 1980 to 1,525 in 1985.

During this period of time, Central Avenue and Andover Rd. became the location for shopping centers consisting of Andover Square, Andover Plaza and Cloud City Square. These shopping centers, medical complex, and other businesses have provided a "downtown" atmosphere which was completely lacking prior to the completion of these projects.

The Kansas Turnpike Authority constructed a turnpike interchange northeast of the City on 21st St. which provides Andover's residents with a better transportation system east to El Dorado and west to areas in Wichita.

### **1986 - 1990**

The Terradyne Planned Unit Development plans were finalized and construction was started on residences. The Hotel/ Club House and a challenging 18-hole Scottish-style golf course provide an elegant place for business meetings, entertainment of clients and for citizens in the area. A large three story office building was constructed as part of the Terradyne PUD.

Butler County Community College has a service area of five counties in which are located eight permanent community sites. Butler of Andover offered classes for the first time in 1987 in two buildings located at the northeast corner of Andover Road and 21st. Two portable buildings were then added to serve the fast growth of educational needs.

The Andover Health Care Center, consisting of a 120-bed skilled nursing facility, was completed. The center provides many of the older residents who are no longer able to maintain their own homes an opportunity to continue to reside in the town with the familiar surroundings to which they have grown accustomed. Occupancy rates remain high.

A long term goal of constructing a nine-hole executive municipal golf course was finally accomplished. After three attempts to obtain a grant from the Kansas Department of Wildlife and Parks, an acquisition grant in the amount of \$448,500 was awarded. A local developer, Mike Raymond, donated approximately 60 acres of land which the City used as the matching share for the grant, as well as \$58,500 for the administrative costs. This beautiful setting is adjacent to a meandering ravine with many trees and a small lake which had a refurbished windmill to maintain a constant source of water for the lake. The course opened in July of 1989 after a busy spring of moving in the club house and construction of a maintenance building.

A four lane bridge project was constructed over the Kansas Turnpike on Andover Rd.

The park system continued to be expanded with two tennis courts, an adult baseball diamond and a new sprinkler system. Playground equipment in the two neighborhood parks is being utilized by many youngsters in the area.

In August 1989 the newly constructed Andover Primary School doors were opened for approximately 430 kindergarten through 2nd grade students. The educational section consisted of 10 classrooms, a music room, teacher's room and administrative center. The 9,300 square foot multi-purpose section included a gym and kitchen. On March 26, 1993, the Primary School was renamed to Martin Primary School in memory of long time school principal Robert Martin. He will always be remembered by many for his loving guidance of the "little ones".

### **1991 - 1995**

Vornado Air Circulation Systems Inc. constructed a new building along 13th St. for assembly of fans with an employment of 63 in 1994. The other three major industries had employment as follows: Beech Aircraft - 249, International Cold Storage - 85, and Pratt and Lambert - 168.

April 26, 1991 is a date that the City of Andover residents will never forget as a tornado hit our City at approximately 6:30 p.m. There were 74 single family dwelling units, 24 multiple-family dwellings, 217 manufactured housing units, nine businesses, two churches and rectories completely destroyed. Following the destruction by the tornado, an outpouring of volunteers from neighboring areas, Mennonite groups, contractors, cities, counties and the Kansas Department of Transportation came to assist the City and its residents in clearing the debris left in the path of the storm. At least 100 pieces of equipment were working to assist residents in clearing home lots and search and rescue crews in

sorting through the devastation in Golden Spur Mobile Home Park. Andover Recovery Committee, Inc. was created solely for the purpose of administering funds donated in the amount of \$351,161 from outside sources for victims of the tornado, rendering services in coordination of assistance to tornado victims and the rebuilding of the Andover community. There were 217 grants distributed. The administrative costs were paid by local area churches. At the end of 1991, a large percentage of homes were either already rebuilt and occupied or in the process of being rebuilt.

The City never stopped building after the homes destroyed by the tornado were finished. The average for the previous five years had been around 20 building permits. Over and above the rebuilt homes, 34 building permits were issued in 1991; 64 in 1992; 91 in 1993; 93 in 1994; and approximately 80 in 1995.

A former gymnastic club building at the entrance to the City Park adjacent to 13th St. was purchased with Fireworks Permits Revenue at a cost of \$92,000 in 1991 and remodeled for use as a Community Center. A large portion of the remodeling work was performed by City employees. The total completed cost of the building was approximately \$150,000. This has added a new dimension to recreational facilities for the community. Activities have been as varied as country and square dancing, YMCA summer child care, dog obedience training, youth basketball, education seminars, and business meetings.

The long awaited east sewer interceptor and “League” wastewater interceptors were placed on line to eliminate several old lift systems. This line opens the area to the east for development.

As the needs of the City continued to grow and to meet federal and state American Disability Act regulations, it was necessary to move the library to another building in 1993. The library usage increased significantly from around 5,678 books per year to over 20,500 books in 1995. The Andover Police Department was relocated in October 1994 to 931 N. Andover Rd. The building inspection, accounting and finance departments were moved into the basement area vacated by the police department at 909 N. Andover Rd. In October 1994, enhanced 911 services were placed into operation at a cost of \$48,250 for the citizens in Andover.

Butler County Fire District #1 constructed a new building at 911 N. Andover Rd. for the fire department in conjunction with Butler County Emergency Management, and Emergency Medical Services in 1995. Finally, the fire department had a building that would house all their equipment. The fire

department has continued to upgrade their equipment and provide additional training for the fire fighters.

Andover has been the recipient of \$5,585,000 in grants through the Kansas Department of Transportation to improve Andover Rd. from Kellogg to 21st St. with a four-lane curb and gutter road system. Sidewalks were constructed on both sides of the roadway which provide residents with a safe place to walk. The paving bricks under Andover Rd. from Kellogg to Central were recycled to the residents for their various projects. The City also used the bricks for the sidewalk area in front of City Hall at 909 N. Andover Rd.. The growth of Andover is continuing to create the need for four lanes in other sections of the City.

The four-lane K-96 Bypass (Northeast Circumferential), beginning at I-135 and extending east and south to US 54 (East Kellogg) near the Sedgwick/Butler County line, opened in 1994. This bypass provides the citizens of Andover a fast route to I-35 and the west side of Wichita.

Butler of Andover college enrollment continued to grow. Butler of Andover needed additional space as did the Andover School District. The school district built a new facility to meet their growth projections and included space leased for 20 years to BCCC for administrative/faculty offices, a student service center, breakroom, bookstore and 20 classrooms. Andover High School got a new Vo-Tec building, eight renovated and eight new classrooms for their use. Butler of Andover holds classes in both this new space and the original buildings at 21st and Andover Rd. as well as 10 classrooms in the high school at night. The college is proof that serving students close to home with hours which are compatible with their work schedules is a successful strategy. The fall enrollments for 1995 were as follows:

	Student Count	Credit hours
Andover	3,350	22,490
El Dorado	2,520	24,682
Totals-all locations	7,782	61,125

As the City has grown, so has the school district enrollment. The voters of U.S.D #385 passed a \$15 million bond issue to construct a middle school, and remodeling and additions to the other school buildings. The school enrollment increased from 1,727 in 1990 to 2,343 in 1995. The fast growth period of 1991 through 1995 produced many changes to the Andover Community.

### 1996-2001

The development of the Andover Crossing shopping center at the northeast corner of U.S. Hwy. 54 and Andover Rd., which includes Dillon's, Applebee's, Taco Bell, Blockbuster Video, Emprise Bank, and an 80 unit apartment complex to the east was completed late in 2000.

Sherwin Williams purchased the Pratt-Lambert Industrial Coatings factory on 13<sup>th</sup> Street and expanded its presence in Andover by constructing its new Aerospace Coatings Service and Training Center on Commerce Street in the Andover Industrial Park.

The City of Andover and USD 385 purchased the former Girl Scout Camp Seikooc on East Central Avenue. The original 80 acres of the camp was named Andover Central Park and planned by the City to be developed as a community park and a possible future location for City Government Offices.

The Butler County Community College fall enrollments for 2000 were as follows:

	Student Count	Credit hours
Andover	3,802	26,356
El Dorado	2,573	23,696
Totals-all locations	9,098	62,631

In response to continued enrollment growth, the voters in USD 385 approved another bond issue to finance construction of a new 160-acre school campus on East Central Avenue on the west 80 acres of the former Girl Scout Camp Seikooc and an adjacent 80 acres. The \$52 million bond financed new elementary, middle and high schools on the new site and the remodeling of existing facilities and equipment. The USD 385 School Board has established a policy of limiting high school enrollment to between 600 and 900 students in each attendance center. Elementary and middle schools will have similar attendance limits.

### 2002 - 2003

After many debates and careful consideration, the Andover Governing Body removed the City area from Bruno Township Fire District #1, and formed the Andover Fire and Rescue Department. The new department continues to provide fire and rescue services to the remaining portions of the former District #1 in Bruno Township outside the City by way of an interlocal government agreement. The department continues to reside in its location at 911 N. Andover Rd.

A Space Needs Assessment Study was commissioned by the Governing Body to evaluate the existing municipal physical facilities and their current use, and project the relative space needs for 20 years in the future. The summation of the report concluded that the City Hall, Police Department, and Public Library spaces were insufficient to meet the demands of the future.

In response to the Study, the Governing Body evaluated and prioritized the future needs, and placed the need for a larger Police Station as top priority. The construction of an addition to the existing City Hall to house the Police Department and E911 Center was begun in the Fall of 2003.

As a result of some corporate consolidation the Raytheon Aircraft Company has removed the majority of its operation from the building at 715 East 13<sup>th</sup> Street, and sold the building. Butler County Community College has leased about half of the building and converted the former office space to classrooms. Smaller industrial and warehouse tenants, including Raytheon occupy the remainder of the building. Community College Enrollment for Fall 2003 was:

	<b>Student Count</b>	<b>Credit hours</b>
Andover	5,170	37,483
El Dorado	2,706	26,985
Totals-all locations	10,556	77,996

The number of students in Andover has increased 54% since 1995.

As a result of the 2000 Census, the City of Andover and a portion of the extraterritorial jurisdiction were included in the Greater Wichita Urban Area for transportation planning. This designation requires the coordination of transportation planning and improvements between all governmental units within the Urban Area, and allows the use of federal Urban Transportation Funds on projects within the Urban Area upon approval by the Metropolitan Planning Organization.

## **HISTORICAL PRESERVATION**

Preservation and recognition of historical events and places should be part of the planning process. To assist communities in the State, an inventory of Kansas historic, architectural, archeological and cultural resources was begun in 1969 by the Kansas State Historical Society. In their work, the Historic Preservation Department staff uses guidelines established by the National Park Service under

the National Historic Preservation Act of 1966. The survey is a continuing process and the state encourages local groups to bring their structures and sites to the state's attention. The only site listed in the inventory within the Andover Planning Area was the Dymaxion House which was extensively described in the 1986 Amendment Plan. It was a circular house designed and built after World War II by the Beech Aircraft company as a solution to post-war housing needs. The house has since been dismantled and moved to another state for museum display purposes.

Nationally there is a strong movement to not only give official recognition and preserve historically significant structures, but to encourage their restoration or utilization as an adaptive use. The Tax Reform Act of 1974 first opened the possibility of using private investments to rehabilitate commercial, industrial and rental residential buildings of an historic character. The tax incentives place old buildings in a favorable status as compared to constructing new ones. The Federal Economic Recovery Act of 1981 further enhanced the attractiveness of such investments and with minimum limitations such benefits were continued in the Tax Act of 1986. Billions of dollars in private investments have been made in thousands of projects nationwide.

Locally, the Andover Historical Society was created in 1992 and has worked hard to establish the Andover Historic Park. The main feature is the original Andover State Bank building constructed in 1916 at 1601 North Main St. The structure was given to the City by Mr. Wilson in 1961 for use as the Fred D. Wilson Library within which was also located the City Offices. The City moved their facilities to the Andover civic Center on Andover Rd. in 1981. The site is 50' on Main St. and 68' in the rear with an 110' depth. Interior improvements were made to the structure to convert it to a museum which opened in May, 1977. Also on the site is the relocated Gilmore House of 1870's construction, which is 14' x 20' in size, plus an old outhouse. The Historical Society is planning to remove the Wilson garage sometime and expand the museum building. Given the many substantially new developments in the City, this is an important reminder of its past history.

## **Chapter 3**

# **GOALS FOR PLANNING**

## **PURPOSE**

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

It is often said that successful people are goal oriented. The same is true of communities, i.e. , those that have recognizable common goals lay the basis for achieving the kind of community in which the residents desire to live, to work and to find cultural and social satisfaction.

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

## **GENERAL GOALS**

Various goals and objectives are contained throughout this Plan document; however, it is desirable to determine some overall community goals which establish basic principles to guide the preparation of the Plan. Such general goals for the Andover Planning Area are listed as follows, by category. For each major goal, associated Objectives and strategies are presented, as is a timeframe for the accomplishment of each goal and/or objective.



Goal	Objective	Strategy	Timeframe
<b>Economy (A)</b> - Strengthen the local economy and tax base and reduce the dependence on commuting to jobs.	1. Seek opportunities for both industrial and commercial development of a diversified nature.	1. Encourage Andover Area Chamber, Butler Co. Economic Development and Promote Andover Incorporated (PAI) to facilitate opportunities for diverse economic development.	1. On-going
	2. Support the organizational structure created to continue an economic development program.	2. PAI and Planning Commission provide updates to Council.	2. Annually
<b>Economy (B)</b> - Provide opportunities for new business while keeping the existing business core vital.	1. Maintain the health of local businesses.	1. Reorganize the business zoning district classification permitted uses to facilitate distinction between core businesses and regional shopping.	1. On-going
	2. Encourage the expansion and attraction of more local retail, service and office businesses.	2. Planning Commission study PUD plans carefully to provide for desirable Commercial; Utilize state-statute provided incentives.	2. On-going
<b>Housing (A)</b> - Meet the housing needs of an increasingly demographically diverse population.	1. Encourage a variety of quality dwelling types such as single-family, duplexes and multiple-family.	1. Use the Future Land Use Plan to discern how to balance the availability of types of housing.	1. On-going
	2. Consider specialized needs of housing the elderly and disabled.	2. Use planning incentives to allow a higher density of single-family dwelling units in exchange for dedication of public use open space or other consideration.	2. On-going
	3. Encourage mixed use developments to provide another type of housing.		
<b>Housing (B)</b> - Allow for the responsible use of manufactured housing as one alternative to traditional site-built housing.	1. Discourage the intermixing of manufactured/mobile homes with site-built houses.	1. Review established covenants in subdivisions to examine the extent these issues are addressed.	1. Years One thru Five
	2. Recognize the use of residential design manufactured homes in single family residential zoning districts as mandated by state statutes.	2. Review the balance of manufactured housing opportunities with other available housing types, and react as necessary.	2. Periodically

Goal	Objective	Strategy	Timeframe
<b>Housing (C)</b> - Provide for the orderly development of rural subdivisions within extraterritorial limits.	1. Discourage scattered rural housing.	1. Review subdivision and zoning regulations for consistency with this objective.	1. Years One thru Five
	2. Allow subdivisions where satisfactory water supplies and sewage disposal methods are available.	2. Maintain and enforce subdivision regulations in the extraterritorial jurisdiction. Work with Butler County on these objectives.	2. On-going
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<b>Housing (D)</b> - Sustain the quality and value of housing and property.	1. Maintain the quality of housing inventory and eliminate environmental conditions which negatively affect the value of property.	1. Continue to enforce various construction codes in the City and extraterritorial jurisdiction.	1. On-going
		2. Encourage County to enforce zoning regulations and sanitation code outside the City.	
		3. Seek grants and low-interest loan programs to address this issue if warranted.	
		4. Maintain a systematic program of code enforcement.	
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<b>Land Use (A)</b> - Recognize the development of two distinct commercial centers: local commerce around the intersection of Central Ave. and Andover Road; and regional commerce around the intersection of U.S. Highway 54 and Andover Road.	1. Develop economic development strategies for each area so that they complement and support one another.	1. Reorganize the business zoning district classification permitted uses to facilitate a distinction between core businesses and regional shopping businesses	1. Years One to Three
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<b>Land Use (B)</b> - Make best use of existing infrastructure.	1. Utilize existing public infrastructure for future development whenever possible	1. Strictly enforce existing policies which discourage development of island annexations, and develop policies which promote the use of existing public infrastructure.	1. On-going
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Goal	Objective	Strategy	Timeframe
<b>Land Use (C)</b> - Develop Andover Central Park as a passive recreation community park.	1. Promote compatible land uses and utilize available infrastructure and natural features.	1. Carefully consider the consequences of zoning and subdivision activity in the area around Central Park.	1. On-going
	2. Continue to implement the recommendations of the Concept Plans developed for the park.	2. Continue support of the fundraising effort for the gazebo and amphitheater.	2. Current
		3. Budget for financing the completion of the Central Park Concept Plan.	3. By the end of the Planning Period.
<b>Land Use (D)</b> - Develop land consistent with long-range community goals and development influences.	1. Plan and guide the development of land into desirable and efficient patterns.	1. Adopt a plan which uses the best information and input available, and use the plan as a basis for land use and public infrastructure decisions.	1. On-going
	2. Recognize the various developmental limitations posed by physical and man-made features, especially those relating to the sewer service area and flood plains.	2. Refer to Park and Open Space Master Plan for use of identified areas.	2. On-going
<b>Land Use (E)</b> - Provide the most efficient and economical public utilities, services and facilities.	1. Concentrate urban development in and around the City so as to avoid scattered "urban sprawl" and promote "smart growth" principles.	1. Continue the application of current zoning policies which provide flexibility to choices of density.	1. On-going
<b>Land Use (F)</b> - Preserve good farmland and significant natural resources.	1. Control the conversion of good farmland into less efficient use of the land.	1. Refer to needs as expressed in Park and Open Space Master Plan.	1. On-going
	2. Prohibit the intrusion of unnecessary nonfarm uses which detract from the productivity and amenities of the rural area.	2. Cooperate with Butler County in the enforcement of zoning and subdivision regulations which discourage the destruction of good farmland and significant natural features.	2. On-going

Goal	Objective	Strategy	Timeframe
<b>Land Use (G)</b> - Use existing natural features to buffer between land uses and provide a visual amenity to the urban scene.	1. Preserve natural and unique settings of woodlands, creeks and natural drainage ways.	1. Identify natural features and make every effort to preserve and utilize natural screening and open space in the subdivision process, through use of landscape reserves with preservation requirements.	1. On-going
	2. Encourage development patterns which maintain contiguous green space.	2. Use the Planning Commission review process to examine the relationships between parcels of land.	2. On-going
<b>Land Use (H)</b> - Protect the character and quality of residential areas.	1. Control incompatible land uses.	1. Continue the Site Plan Review process which actively considers these objectives.	1. On-going
	2. Prevent unnecessary through traffic.	2. & 3. Recognize and require the use of screening in the zoning and platting process.	2. & 3. On-going
	3. Buffer and improve negative environmental features.		
<b>Land Use (I)</b> - Preserve future industrial land from competing uses in favor of long-range development.	1. Support the continued development of Andover Industrial Park.	1. & 2. Explore possibilities for development of a future industrial site(s) near Turnpike interchange.	1. & 2. On-going
	2. Plan for future industrial land needs.		
<b>Land Use (J)</b> - Improve the character of the City, and make it more meaningful and useable to the resident and visitor.	1. Emphasize visual aesthetics to include entryways to the City, parks, open spaces, greenways, man-made buffers and screening between residential and other land uses.	1. Use Park and Open Space Master Plan during review of potential development to identify specific opportunities.	1. On-going
	2. Create a feeling of place by requiring new developments to have commonalities in design and function.	2. Require the compatibility of nearby buildings and open space to be addressed in the site plan review process.	2. Years 1 thru 5
	3. Improve the City's image.	3. Develop a City Branding Effort	3. Years 1 thru 5

Goal	Objective	Strategy	Timeframe
<b>Land Use (K)</b> - Preserve and enhance the amenities of street trees.	1. Utilize the concept of "urban forestry" to encourage the planting of appropriate trees on public and private land.	1. Utilize the guidelines of the Major Street Tree Concept Plan.	1. On-going
<b>Land Use (L)</b> - Create a long term vision for Andover Road from U.S. 54 to 21st Street.	1. Preserve existing healthy neighborhoods. 2. Concentrate commercial business development at intersections. 3. Discourage strip commercial development.	1. - 3. Use the Site Plan Committee to promote compatible uses and encourage a organized character.	1.-3. On-going
<b>Plan Implementation (A)</b> - Provide a visually pleasant character which ties together different parts of the community into a unique and distinctive whole.	1. Continue Site Plan Review Committee review of projects along the arterial streets incorporating the Streetscape Guidelines.	1. Consult Streetscape Guidelines and Aesthetic Criteria when making site plan approval decisions.	1. On-going
<b>Plan Implementation (B)</b> - Review and maintain the Comprehensive Development Plan document as a guide for future development of the Planning Area.	1. Maintain a useful planning tool for guiding planning decisions in the future.	1. Planning Commission review validity of the Comprehensive Plan as required, and make recommendations for amendments or update as needed. Report to the Governing Body.	1. Annually

Goal	Objective	Strategy	Timeframe
<b>Plan Implementation (C) -</b> Guide developmental activities according to the Future Land Use Plan element.	1. Maintain and enhance as necessary the City Zoning Regulations.	1. Utilize the Comprehensive Plan, Future Land Use Plan, and the intent of the zoning district classifications in making zoning and platting decisions.	1. On-going
	2. Insure orderly growth and maintain compatible land uses.		
<b>Plan Implementation (D) -</b> Ensure the coordinated design of new developments and guarantee the provision of all necessary public improvements.	1. Administer Subdivision Regulations for the City and extraterritorial jurisdiction.	1. Planning Commission review effectiveness of Regulations as they are applied.	1. On-going
<b>Plan Implementation (E) -</b> Provide a public-oriented decision-making process in planning and land use regulations.	1. Encourage citizen participation in open meetings.	1. Continue publishing Planning Commission calendar, minutes and agendas on City's website and/or TV channel.	1. Monthly
		2. Televisе Planning Commission meetings	2. Monthly
<b>Plan Implementation (F) -</b> Strive for a compact land use pattern within a well-defined boundary.	1. Continue a process of reasonable annexations and strive to "square-up" the urban area.	1. Apply the guidelines of the Comprehensive Plan on a case by case basis as opportunities become available	1. On-going

Goal	Objective	Strategy	Timeframe
<b>Plan Implementation (G) -</b> Maintain the urban forest	1. Plan a comprehensive tree forestation and maintenance program.	1. Retain City Arborist to maintain the City's tree inventory in accordance with good industry practice.	1. On-going
<b>Plan Implementation (H) -</b> Review all public improvement projects as per state statutes for their conformity to the Comprehensive Plan.	1. Maintain compliance with state statutes.	1. Use the Comprehensive Plan in regular proceedings concerning public improvement projects.	1. On-going
<b>Plan Implementation (I) -</b> Update the Capital Improvement Program as part of the budgetary process to carry out orderly long-range financing for public improvements.	1. Ensure that CIP projects are consistent with the short and long term goals of the Comprehensive Plan.	1. Refer to the Comprehensive Plan as the budgetary/CIP process occurs.	1. Annually
<b>Population (A) -</b> Provide for an orderly and growing community both in the business and non-business sector.	1. Recognize the increase of population to the planning estimate of 11,000 .	1. Review permit activity to verify accuracy and pace of population increases. Use information to set milestone points for expansion of community facilities and services.	1. Annually

Goal	Objective	Strategy	Timeframe
<b>Transportation (A) -</b> Recognize the importance of the U.S. 54 Highway Corridor to the future of Andover.	1. Implement the U.S. 54 Corridor Master Plan as development occurs along the Highway.	1. Keep in contact with decisions on final alignment and use of flyover.	1. Annually or as warranted.
	2. Review zoning and platting decisions for all properties adjacent to or nearby US 54.		
<b>Transportation (B) -</b> Integrate bicycle and pedestrian users into the City's transportation network.	1. Continue to develop a bike/hike trail system along major arterials and connecting community facilities.	1. Apply for future federal and state funding through the Kansas Department of Transportation.	1. Annually as program application processes are announced.
	2. Retrofit into neighborhoods as opportunities arise.	2. Apply the sidewalk policy requirement for sidewalks and pedestrian ways to all collector and arterial street, and residential improvements and additions.	2. On-going
<b>Transportation (C) -</b> Promote visual connectivity and promote safe bicycle and pedestrian travel.	1. Encourage the connection of "Greenways" between neighborhoods.	1. Reference the Park and Open Space Master Plan for proposed open space corridors when making zoning and platting decisions.	1. On-going
<b>Transportation (D) -</b> Provide access to new developments.	1. Continue improvement of section line roads to arterial street standards.	1. Monitor traffic counts on all arterial streets and program improvements as traffic needs warrant.	1. Every other year
	2. Maintain and continue to increase the traffic carrying capacity of Andover Rd.	2. Implement a written access management plan for all streets.	2. before Year Five
	3. Pave 13th St. and improve the three perimeter roads serving Flint Hills Golf Club development.	3. Improve 13th Street and KTA Bridge to four lanes in coordination with Sedgwick Co and Wichita improvements.	3. As MATIP and KDOT Bridge funds allow.



Goal	Objective	Strategy	Timeframe
<b>Transportation (E) -</b> Provide for a local, collector and arterial functional street system.	1. Classify and delineate the location, standards and methods of financing.	1. Enforce the use of the standards for street improvements detailed in the Resolution of Street Policy.	1. On-going
	2. Continue to pave all new streets and bring existing subpar streets to standard.		2. On-going
<hr/>			
<b>Transportation (F) -</b> Coordinate major road improvements with the County, KDOT and the Federal Highway Administration.	1. Adopt the Functional Classification Map for the Urban Area Boundary as developed by the Wichita Metropolitan Area Planning Organization for Transportation Planning.	1. Include as a part of this plan document.	1. On-going
<hr/>			
<b>Transportation (G) -</b> Improve interconnections where possible between existing residential subdivisions.	1. Construct more of the collector street system.	1. Review proposed street improvement projects for compliance with the Subdivision Regulations, Comprehensive Plan, and Resolution of Street Policy.	1. On-going
		2. Consider retrofitting existing neighborhoods with any infill or redevelopment activities.	2. As warranted
<hr/>			
<b>Utilities &amp; Community Facilities (A) -</b> Continue implementation of the Park System and Open Space Master Plan.	1. Identifying and acquire potential park sites.	1. Exercise the ability to accept suitable land for public parks in lieu of collecting Park Impact Fees when beneficial.	1. On-going
	2. Improve existing park settings and programs.	2. Continue to use available park funds to improve and/or develop Park facilities and programs	2. Update Annually
<hr/>			

Goal	Objective	Strategy	Timeframe
<b>Utilities &amp; Community Facilities (B)</b> - Provide water and sewer to new developments.	1. Continue to expand the water and sewer distribution systems in an efficient manner as development demands.	1. Anticipate and review proposed development and coordinate with planned improvement of distribution systems.	1. On-going
	2. Provide for alternative water sources by 2014.		
	3. Monitor waste water volume		
<b>Utilities &amp; Community Facilities (C)</b> - Meet the needs for library services in the community.	1. Expand library services and plan the expansion of facilities.	1. Consider interim solutions to space needs (e.g.-portable classrooms).	1. Years One to Five
		2. Consider adding community swimming pool.	
<b>Utilities &amp; Community Facilities (D)</b> - Provide adequate law enforcement, fire protection, and E911 services to an expanding community.	1. Maintain service and expand law enforcement and fire protection facilities to match the growth of the community.	1.	1. Ongoing
<b>Utilities &amp; Community Facilities (E)</b> - Consider when and where additional school facilities will be needed.	1. Work closely with USD 385 to anticipate growth and location and need for future facilities and infrastructure.	1.	1. On-going

## Chapter 4

# ECONOMY

## ECONOMIC ANALYSIS

The economy of a planning area is a highly influential determinant of its potential for growth. This section is intended in a very limited way to analyze the economic characteristics of the City in particular and to assess the potential and needs for future economic development activity. Obtaining published economic data for a city of Andover's size is difficult. Using what is available most often lacks a sense of timeliness. For example, income data from the 2000 U.S. Census of Population was compiled from 1999 data and income status and unemployment change frequently in today's economy. The Kansas sales tax records which annually report on retail trade are not compiled by cities, just counties.

To provide an overview of data, information is summarized for this and the next two chapters from the 2000 U.S. Censuses of Population and Housing, and other local sources as referenced herein. Such data can be accessed on the Internet at <http://www.census.gov/population/www/estimates/popest.html>. (Click on Access Tools, then 2000 Decennial Census Lookup.)

The Center for Economic Development and Business Research at the W. Frank Barton School of Business at Wichita State University is one of two centers for U.S. Census statistics in Kansas. Published regionally summaries of data have been delayed somewhat due to the addition of Sumner County as the fourth member of the Wichita Metropolitan Statistical Area (MSA) in 2002. The other counties have been Butler, Harvey and Sedgwick since 1970.

### Summary of 2000 City Census Data

> Occupation for employed persons age 16 and over by category were: Total 3,159 persons; Management, professional and related -- 1,364 (43.2%); Service -- 319 (10.1%); Sales and office -- 845 (26.7%); Farming, fishing and forestry -- 7 (0.2%); Construction, extraction and maintenance -- 270 (8.5%); Production, transportation and material handling -- 353 (11.2%). (See Figure 5-A.)

> Employed persons 16 years and older by industry were: Total 3,159 persons; Agriculture, forestry, fishing, hunting and mining -- 35 (1.1%); Construction -- 168 (5.3%); Manufacturing -- 977 (30.9%); Transportation, warehousing and utilities -- 113 (3.6%); Information -- 51 (1.6%); Wholesale trade -- 94 (3%); Retail trade -- 288 (9.1%); Finance, insurance and real estate -- 236 (7.5%); Professional, scientific, management, administrative and waste management services -- 156 (21.3%); Education, health and social services -- 674 (4.9%); Other services (except public administration) -- 121 (3.8%); Public administration -- 61 (1.9%); Arts, entertainment, recreation, accommodation and food services -- 185 (5.9%). (See Figure 5-B.)

> Of persons 16 years and over, 1,874 (57%) were males in the civilian labor force and 1,396 (43%) were females. 16 were employed in the armed forces. 95 were unemployed. Of this age group, 68% were in the labor force as well as 49% of the total population.

> Of employed persons 16 years and over, 82% were private wage and salary workers, 12% government workers and 6% self-employed.

> Considering all forms of transportation to work, 87% drove alone, 8% car pooled, none used public transportation, 26 walked and 117 worked at home.

> Mean travel time to work was 18.5 minutes.

> Of the 3,603 persons 16 to 64 years, 520 were disabled with a mobility or self-care limitation. Of the latter, 74% were employed.

> Median 1999 household income was \$57,163. Median family income was \$65,781. The number of families by income classifications were:

Under \$10,000 --80 (4.4%); \$10,000-\$14,999 --25 (1.4%); \$15,000-\$24,999 --107 (5.9%); \$25,000-\$34,999-- 135 (7.4%); \$35,000-\$49,999 --241 (13.3%); \$50,000-\$74,999 --429 (23.6%); \$75,000-\$99,999 --423 (23.3%); \$100,000 or more --374 (20.6%).

Number of families below poverty level was 112 or 6.2% of the total families.

## Local Economic Data

During the 1980s, numerous retail and service businesses moved into Andover. As the number of dwelling units increased both in construction and in the planning stage, the pace of business activity accelerated further in the 1990s and 2000s so that the Planning Area has attracted a broad range of commercial enterprises including many national chains and franchises. The current "Welcome to Andover" booklet of the City now lists 340 businesses with many more governmental and church entities compared to 188 in the 1995 Plan.

Major employers in the Planning Area and their male/female employment as of March 2004 are: Sherwin Williams (118/24) paint manufacturing; Andover L.L.C. (41/83) Plaza shopping center; Andover Health Care Center (27/151) nursing care; International Cold Storage (86/21) refrigeration units; Andover Square (19/39) shopping center; Terradyne Golf/Country Club and Office Park (24/6); Dillons grocery (54/65); Andover Assisted Living Center (5/21); and Vornado Air Circulation Systems (43/42) fan manufacturer. Governmental employment consists of (156/391) faculty and staff at the Andover School District, (189/215) at the off-campus Butler County Community College and (46/11) employees with the City of Andover. Some of the school district's employees are part-time and a large number of the Community College faculty and staff are part-time. This breakdown of major employers hires a total of 853 males and 1,122 females.

According to the Community Questionnaire, respondents in the City indicated the location of employment for persons in their household was 20% in Andover and 80% to Wichita/Sedgwick County.

Some idea of the extent of local shopping may be gained from the Community Questionnaire. Respondents were asked where they shopped for groceries, medicine, medical services, clothing, insurance, banking, appliances, hardware, vehicles, gasoline and restaurants. Except for groceries, medicine, banking and gasoline, the seven other items or services were predominately obtained in Wichita.

Major reasons given in the Questionnaire tally for shopping elsewhere were listed in this order by percent: "Wider selection of goods" (30%), "Price is better" (21%), "Items unavailable locally" (24%), "Store hours" (8%), "Product service" (3%), "Store personnel" (8%), "Product service" (3%), "Other" (2%), "Store personal" (1%), and "Convenient to place of work" (8%). While many of these

reasons cannot feasibly be overcome, they can be improved upon in time with effort so a more "Buy Andover" attitude can prevail when such a store or service is available. Many shoppers, especially women, like to go elsewhere to buy as a "shopping experience". This is particularly true for clothing and specialty items.

Having two major local financial institutions plus three bank branches and a major credit union is a considerable asset to the Planning Area.

In addition to the Andover State and Equity main banks, the branch banks are Emprise Bank and Intrust Bank with Bank of America to open soon plus the Boeing-Wichita Credit Union. The overall picture reflects the good health of the banking activity in Andover. All banks are active in providing housing and commercial mortgages and remodeling loans among other services.

The total tax rate of an area is important to residents and businesses. Potential businesses also study the past record of an area to determine the stability of the tax structure as an aid to foretell the future with particular attention to bonded indebtedness. Shown below is a summary of relevant tax information:

<u>Year</u>	<u>City</u>	<u>Tax Rate (Mills)</u>			<u>U.S.D. 385</u>	<u>Fire Dist. #1</u>
		<u>Bruno Township</u>	<u>Pleasant Township</u>	<u>County</u>		
2000	28.591	11.715	11.191	31.395	63.224	7.370
2001	28.515	10.761	9.861	35.970	67.310	8.325
2002	28.579	11.638	12.697	35.701	66.057	8.069
2003	37.518*	11.979	13.459	35.700	62.997	8.470

• - includes transfer of the Fire District Mill Levy to City

The taxes shown above are levied in the year listed and effective for the next year. Of the 13 cities in Butler County, Andover's total Citymill levy for 2003 of 154.622 ranks fifth in the County. The main reason for this is that the Andover School District tax is the highest in the County. There is also a one percent sales tax in the City on items designated by the state as eligible for sales taxes. The funds are used for major road improvements. The total for the City includes the Community College (16.907) and the state levies (1.500). Bruno township has the 10th lowest millage rates of the 29 in the unincorporated area of the County. A property owner in 2003 would pay 130.108 mills in Bruno. The figure does not include the watershed tax.

Growth has had a substantial effect upon the total real and personal property assessed valuations of both the City and the two townships comprising most of the Planning Area as depicted below:

Year	Andover	Bruno Township	Pleasant Township
2000	\$44,524,841	\$17,087,876	\$15,540,617
2001	\$50,552,508	\$17,918,657	\$16,077,091
2002	\$54,178,418	\$18,171,376	\$16,850,638
2003	\$61,058,413	\$18,512,854	\$17,290,970

During the period from 2000 to 2003, the City added \$16,533,572 in total assessed valuation for an increase of 37% while Bruno gained \$1,424,978 (8%) and Pleasant \$1,750,353 (11%). The township's millage rates have been limited by the rapid increase in their assessments which restricts the amount of funds available for road improvements.

## ECONOMIC POLICIES

There are hundreds of organizations competing for economic development in Kansas and so an organized effort is often needed to meet the competition. Cities know that water supply, sewers, transportation, labor force, reasonable taxes, land availability, housing and so forth are all assets to attract economic activity. The result is that most viable areas have those assets. The combination of all these assets provide what is conceived as the "Quality of Life" that a community provides for its citizens. A poll of the 200 members of the American Economic Development Council, cited "Quality of Life" -- all those cultural, educational and residential advantages to families -- as the most important reason for a company to relocate or stay where it is. Andover has probably already met the criteria for the quality of life standards envisioned by the Council. In recent years, more elementary, secondary and higher education facilities have been constructed; wastewater treatment plant capacity expanded; standards for community appearance adopted; improvements to the new golf course; more choices of housing and land for parks and recreation developed. There are numerous business, social and religious organizations. Periodic community-wide events are held ranging from a community clean-up day to the annual Greater Andover Days celebration. Still, 21% of the Community Questionnaire responses in the City regarding the type of economic development desired rated "entertainment" as needed with "retail" next at 24%.

In Kansas, about three-quarters of all businesses have 10 or less employees. These account for 50-60% of all the employees in the state. The Dun & Bradstreet Corporation has found that small businesses with less than 100 employees generate more than one-half of the jobs in the nation, and businesses with fewer than 20 employees could account for one-third. While new modest sized businesses may represent the best future growth opportunity for Andover, it must be remembered that 90% of economic development usually occurs from entrepreneurs already in the community.

Based on the responses of residents, the foregoing economic data and other elements of this Plan, the following policies should be considered in order to enhance the local economic conditions:

1. Continue to recognize as a formal policy the appropriate relationship and mutually supportive effort needed between the City and local groups in order to promote and coordinate economic development activities.
2. Identify and establish working relationships with County, regional, state and federal groups which provide technical services and/or funding assistance for economic development programs.
3. Encourage the development of a diversified local economic base of light industries, retail trade and service businesses with added possibilities for the tourism/lodging and entertainment businesses.
4. Continue to apply established policies on issuing local industrial revenue bonds for which the maximum amount must be granted by the state.
5. Continue to expand the Andover Industrial Park.
6. Work especially with those local firms which exhibit possibilities for future expansion as most economic development is "home grown."
7. Determine in detail those types of business and industrial uses which should be actively sought to promote the most desirable and advantageous economic growth.
8. Strive to attract and promote the types of light industrial development which will strengthen the local economic base without detracting from the quality of the area's environment.



9. Maintain and continue to improve upon the appearance of business buildings and areas.
10. Seek to retain some of the retail trade now being lost to other business centers.
11. Continue to make available to businesses an Enterprise Zone approved by the State.
12. Support the development of adequate vocational-technical training to insure that persons obtain the necessary job related skills to assume productive roles in the local economy.
13. Supply adequate, affordable housing to parallel the economic development activities and encourage people to live in Andover that work in the City.
14. Maintain the viability of productive agricultural land around the City not otherwise needed for urban growth.
15. Continue to annually sponsor community-wide events which promote the “quality of life” in the Planning Area and provide cultural enrichment and entertainment.
16. Explore the state statutory concept of a Neighborhood Revitalization Program as a tax abatement method of stimulating economic development.

## **Chapter 5**

# **POPULATION**

## **POPULATION ANALYSIS**

A basic step in the planning process is to analyze the characteristics of the people living in the Planning Area. Such an analysis, combined with a determination of the future population potential, provides a necessary basis for determining the Area's existing and future needs with respect to land use, public facilities and other matters of planning concern.

As people help to shape development in the Planning Area, its physical, social and economic characteristics in turn affect the characteristics of the people. By recognizing such interrelationships, it is possible to more effectively develop policies which will encourage favorable characteristics and redirect or minimize unfavorable trends.

The main source of population data is from the decennial censuses of population conducted by the Bureau of the Census of the U.S. Department of Commerce. Annual estimates are now prepared for counties and cities by the Kansas Division of the Budget jointly with the Bureau of the Census. The latter arrangement is designated as the Federal State Cooperative Program for Local Population Estimates. There is a one year lag time in collecting the data and releasing the results. To update the data, cities are asked to inform the Division of any annexations. Unless informed of annexations, the Division assigns growth to the unincorporated area of their particular county. In time, such assignments can have an effect upon revenue allocations to cities from federal and state sources that use population in their funding formula. Given the growth of Andover, it is very important to Andover that the state be informed of such annexations.

While various publications of the Bureau of the Census provide population data, more detailed information is available from their web sites as referenced in Chapter 4 on Economy. County wide census information is also maintained and projections made for their comprehensive plan by the Butler County Planning Board staff.

Since the 1970 Census, the Wichita Metropolitan Statistical Area (MSA) has consisted of Butler, Harvey and Sedgwick counties. In June of 2003, Sumner County was added creating a four-county MSA population of 581,379.

## TRENDS IN POPULATION

Andover had the greatest percent of increase (910.8%) between 1960 and 1970 of any city in the State and still continues with a significant growth pattern. Almost all of this early increase took place in 1968 when a large number of existing subdivisions agreed to be annexed. From 1970-80, the City added 921 more people which was the third highest increase in the County after Rose Hill's 1,170 and Augusta's 991. From its formation in 1957, Andover jumped from the next to smallest city (Elbing) in the County to the third largest of 13 by 1980. By 1990, it still retained its third place with 4,204 population while El Dorado had 11,504 and Augusta 7,876. By year 2000, El Dorado was 12,057, Augusta 8,423, Andover 6,698 and the next largest city, Rose Hill, at 3,432.

Table 5-A depicts the population trends for Andover, Bruno Township, Butler County and Kansas. Starting from such a small figure (186) in 1960, it is surprising that in 40 years Andover increased 3,501% by adding 6,512 to its population total. Significant also is that the City continuously increased its share of the County's population from one-half of one percent in 1960 to 11.3% by 2000.

Bruno Township from 1970-80 had the largest numerical population increase for a township in the County compared to Pleasant's and El Dorado's. It was third, however, in percent of change compared to Pleasant's and El Dorado's. Nearby Benton Township with just a portion of its land in the Planning Area north of SW 60th St./29th St. N. increased almost as much proportionally during the same period. While Andover was gaining 4,018 people, Bruno Township in the same period of 1960-90, was adding 1,143 people to an unincorporated rural area with very limited urban infrastructure, during which Andover was actually annexing some of the township's population. As the percentage of growth changed from an 8% loss in 1960-70 to a 44.3% increase in 1970-80 and 19.4% from 1980-90, the overall proportion of the township's population in the County still continued to increase from 5.1% in 1960 to 6.1% in 1990 and then retreated in 2000 to 5.1%. The latter probably reflects annexations to Andover. Pleasant Township which comprises 18% of the Planning Area has also had impressive gains from 489 in 1930 to 1,659 by 1990. Most of this increase; however, has been north and west of Rose Hill.

Butler County with 59,482 population in 2000 is physically the largest in size, the ninth largest in population and one of the fastest growing counties in the State. Sixty-three percent of its population lived in cities in 1990 and 37% in the unincorporated area. While Butler gained 21,087 in population from 1960-2000, Sedgwick County at 452,869 added 109,638 people with 89,586 of them residing in Wichita. While Wichita at 344,284 in 2000 added 40,273 people in 10 years; it grew mainly in the 1940s (46.4%) and 1950s (51.4%). Substantial increases have occurred from annexation. The so-called flight from the center city now underway, is benefiting numerous smaller cities including Andover and beyond into the unincorporated areas. Furthermore, there is also a pattern of Wichita drawing workers for employment, but finding housing outside the City. Sedgwick and Butler counties' share of the state's population has risen over a 40-year period.

**Table 5-A Population Trends 1930 to 2000**

	1930	1940	1950	1960	1970	1980	1990	2000
<b>City of Andover</b>								
		(Incorporated 1957)						
Population	--	--	--	186	1,880	2,801	4,204	6,698
% Change	--	--	--	--	910.8	49.0	56.1	59.3
% of County	--	--	--	0.5	4.9	6.3	8.3	11.3
<b>Bruno Township</b>								
Population	604	582	694	1,953	1,797	2,593	3,096	3,946
% Change	--	-3.5	19.2	181.4	-8	44.3	19.4	1.6
% of County	1.7	1.8	2.2	5.1	4.6	5.8	6.1	5.1
<b>Butler County</b>								
Population	35,904	32,013	31,001	38,395	38,658	44,782	50,580	59,482
% Change	--	-13.6	-3.2	27.1	0.7	15.8	12.9	17.6
% of State	1.9	1.8	1.6	1.8	1.7	1.9	2	2.2
<b>Kansas</b>								
Population	1,880,999	1,801,028	1,905,299	2,178,611	2,249,071	2,364,236	2,477,574	2,688,418
% Change	--	-4.3	5.8	14.3	3.2	5.1	4.8	8.5
% of U.S.	1.53	1.36	1.26	1.21	1.1	1.04	1	0.96

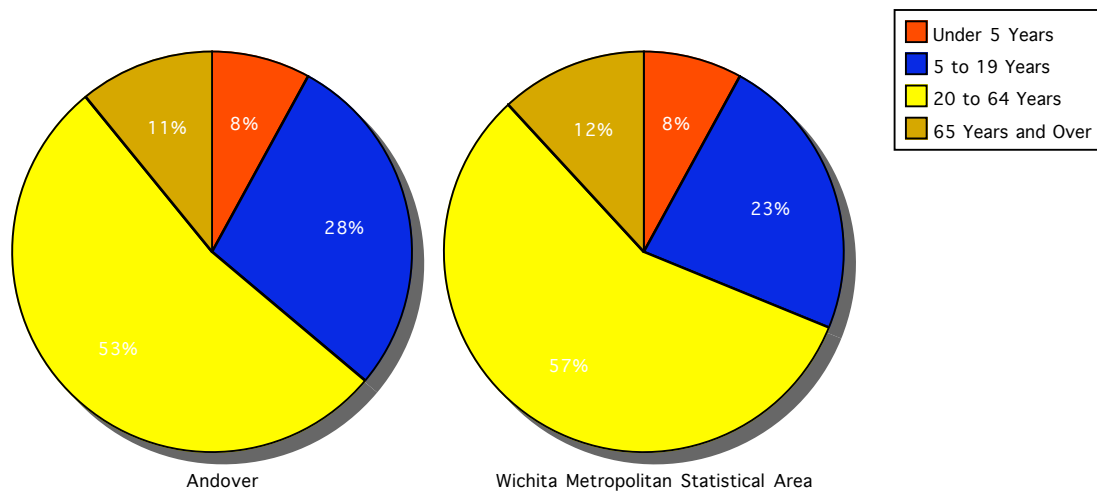
Kansas is considered to be one of the slower growing states in the nation. As shown in Table 5-A, the state has had a growth of 23.4% in 40 years which may be compared to over 3,501% for Andover, 35.2% for Wichita, 31.9% for Sedgwick County and 54.9% for Butler. Compared to the United States as a whole, Kansas has proportionally decreased from 1.53% of the U.S. population in 1930 to 0.96% by 2000. Not only did Kansas have an out-migration between 1980 to 1990 of 63,411 people or 2.7% of the total population, but the "brain drain" is real in terms of college graduates. Net migration is the statistical result

of subtracting the number of deaths from the number of births minus the increase of population during the decennial period. For Sedgwick County this is 72,951 births minus 29,149 deaths minus a 36,574 increase in population from 1980 to 1990 resulting in a net out-migration of 7,228 people or 2.0% of the 1980 population. Because of slow growth and out-migration, the State Division of the Budget has projected the state's rate of increase to decline from 4.8% during 1980-90 to 3.4% for 1990-2000 and be at 2.1% by the year 2030. This 40-year projection would still add 303,039 people. On the other hand, Butler had 3,064 births and 1,859 deaths and with an increase of 5,798 people during 1980-90, the County actually showed a net in-migration of 4,593 people or 10.3% of the 1980 population.

The 2000 population count for the nation was 281,421,906 which is a 13.2% increase from the 248,709,873 in the 1990 census. During this same period, Kansas had a 8.5% change.

## CHARACTERISTICS OF POPULATION

The 2000 data for Andover is summarized from web site information of the U.S. Census of Population. The age of population for Andover is compared to the Wichita Metropolitan Statistical Area in Figure 5-A.



**Figure 5-A Age of Population 2000**

> Of the total population of 6,698 there were 2,274 occupied households, 1,767 (77.7%) of which were occupied by "families". Married-couple families represented 64.6% of the total households. The proportion of family

households and married-couple families has decreased from 81% and 69.2% respectively and nonfamily households have increased to 22.3%.

> Of the 4,974 people 15 years and older, 3,118 (62.7%) of them were married, 558 divorced (11.2%) and 252 widowed (5.4%) of which 235 of the latter are females.

> 544 (8.1%) were under five years of age and considered to be in the preschool group.

> 1,691 (25.2%) were under 18 and over 5 in the school age group and not of voting age.

> 3,757 (56.1%) were 18 to 64 in the so-called "working" group with some in college.

> 706 (10.5%) were 65 and over in the retiree category. 12.6% of the County population was 65 years or older compared to 13.3% for the state and 12.4% for the U.S.

> The median age of 34.2 is lower than the County's 35.9, the state's (35.2) and the U.S. (35.3).

> 2,763 (44.1%) of the persons five years or older lived in the same house in 1995. Of the 3,388 persons living elsewhere in the U.S. in 1995, 1,288 lived in Kansas of which 874 were from Butler County, some of whom may have been annexed.

> Of the population 21 to 64 years, 520 (14.4%) had a disability, however, 74.4% were in the labor force.

> 6,595 residents were native born in the United States and 192 foreign born. 57.2% were born in Kansas.

> Primary ancestries are: German (27.5%), Irish (11.2%), English (8.9%), French (6.4%), Scotch (5.1%), Italian (2.9%), Norwegian (2.5%), Czech (2.2%), Swedish (2.2%) and Dutch (2.2%), plus United States (6.3%).

> 237 (3.8%) of the persons five years of age or more speak a language other than English at home. This is an increase from 61 in 1990.

> Minority population of 3.2% for one race consisted of 35 persons in the category of black or African-American and 37 American Indian and Alaska native, 71 Asian or Pacific Islander and 69 of other races. There were 160 people of Hispanic origin.

> There were 3,484 females and 3,214 males for a 52.0%/48.0% division. (Usually there is a higher proportion of females due to more males being in the military, plus the fact that females live longer.) On the other hand, Butler County had a 49.8%/50.2% division.

A review of the 2000 data would depict a somewhat mobile population of fairly young families with a high proportion of married persons with children. The proportion of retirees has increased from 7.1% in 1990 to 10.5% in 2000. The proportion of minorities has more than doubled. These characteristics are still typical of a growth population and would support the continuing future population potential. This type of population places a considerable pressure on the need for schools, parks and recreational facilities. Towards the end of the Planning Period there will be an increasing interest in senior citizen facilities.

Since the 2000 decennial census of 6,698, the following July 1st estimates of population have been made at the state and local level for the City: 7,442 (2001) and 7,750 (2002). This reflects an increase of 1,052 persons or 16% more in 27 months. When the population exceeded 5,000, the City decided in March 1994 to change its status to a second class city. For the same two-year period, the County's population increased from 59,997 to 60,534 ranking it as the ninth largest county population.

## **FUTURE POPULATION**

Effective planning should be based on reasonable expectations of future population. Properly anticipating future population increases the likelihood that services and facilities will be available at the time and in the places they are most needed.

Certain nationwide trends and forecast should be noted which to some degree could affect the local Andover forecast for the year 2013. All of the data below is available on the U.S. Census Bureau website, <http://www.census.gov>, using various links including Special Reports, American FactFinder, American Community Survey and the Current Population Survey:

- In Census 2000, 281.4 million people were counted in the United States, a 13.2% increase from the 1990 census of 248.7 million. According to present trends and assumptions for fertility, mortality and international migration, the

population is projected to increase by 9.5% by 2010, 28.9% by 2030 and 48.2% by 2050. By 2050, nearly half of the United States is projected to be a racial or ethnic minority. By percentage, the racial breakdown could be 50.1% White, 24.4% Hispanic, 14.6% Black, 8.0% Asian and 5.3% all other races.

- The Total Fertility Rate (TFR) has fluctuated sharply since the peak of the Baby Boom in the late 1950's when the fertility rate was more than 3.5 births per woman. By the mid 1970's, the TFR fell by one-half to about 1.8 births per woman. During the 1990's, the TFR fluctuated between 2.0 and 2.1 births per woman, a rate still below the level required for the natural replacement of the population (about 2.1 births per woman.) By June 2000, the estimated TFR was 65 births per 1000 women. Hispanic women had the highest rate with 95 births per 1000 women, White non-Hispanic women was considerably lower at 60 births per 1000 women, Black women, 63.2 per 1000 women, and Asian/Pacific Islanders, 54.6 per 1000 women.

- The size of the American family is rapidly decreasing, thus, affecting the average persons per household size which nationally dropped from 2.63 in 1990 to 2.59 in 2000. In Kansas, the average dropped from 2.97 in 1970 to 2.62 by 1980 and 2.51 in 2000. Andover's was high at 2.86 in 2000, Wichita's 2.44, Sedgwick County's 2.53 and Butler County's 2.67.

- The proportion of elderly persons over 65 (now 12.4%) is projected to increase to 21% by the year 2030. The size of this age group is especially important for the future of the health care system.

- Average life expectancy has risen from 73.7 years in 1980 to 75.4 in 1990 and to 77.0 by 2000 with males at 74.3 and females at 79.7.

- The geographical mobility rate (defined as people who lived in a different home in 2000 than in 1995) from 1995 to 2000 for the population 5 years and older was 45.9%. 24.9% moved within the same county. Small cities are having increasing difficulties in retaining young people. People ages 25 to 39 had a mobility rate of 64.9%. If they were young (25 to 39), married and college educated the rate was 72.3% and 75% if they were young (25 to 39), single and college educated.

- By the year 2000, it was hard to define the "typical" American household. Families still dominate American households, but less so today than in 1970. In 2000, 69 % of America's households were families; in 1970, families represented 81 % of all households. Almost 10 % of the population lived alone. About 5 % lived in households in which the people were not related and about 3% lived in group quarters such as nursing homes.

- Within family types, the decline in married-couple families with children was especially dramatic, falling from 40 % of all households in 1970 to 24 % in



2000. At the same time, the share of households composed of married couples without children remained relatively stable at about 30 %. The percentage of family households with no spouse present grew significantly, rising from 11 % to 16 %, and the percentage of households composed of people living alone swelled from 17 % in 1970 to 26 % in 2000.

- Changes in birth rates, delayed marriages and increased divorces have all contributed to smaller household size. In 1970, the median age for first marriage was 21 for women and 23 for men. By 2000, the median had risen to 25 for women and 27 for men. The majority of men and women, however, do marry eventually. In 2000 about 74 % of men and women aged 35, had been married and by age 65, 95 % had been.

- Urbanization in cities of 2,500 and more increased from 69.9% in 1960 to 75.2% by 1990. Using different urban/rural criteria for 2000, the urban population was 77.6% and the rural, 22.4%. The cities in Kansas such as Andover which are growing the most are in metropolitan areas.

- The growth annual rate in the United States of 1.8% is not adequate to maintain its population. 2.1% would be needed. Thus, immigration has become an important factor in the growth rate of the country. Annual international immigration rates were increased 25% by law in 1990. According to the present trend, nearly half the country is projected by 2050 to be a racial or ethnic minority which is double the present proportion.

- On the other hand, in 1990 the Total Fertility Rate in the country climbed to an estimated 2.1 lifetime births per woman, the highest since 1971. The "most likely" projection of the U.S. Bureau of the Census has been increased from 283 to 300 million people by the year 2010.

- The size of the American family is rapidly decreasing, affecting the persons per household size to the point that in Kansas the average dropped from 2.97 in 1970 to 2.62 by 1980 and 2.51 in 2000. Andover's was high at 2.86 in 2000, Wichita 2.44, Sedgwick County's 2.53 and Butler County's 2.67.

- The "typical" family of a working husband, a wife as a homemaker and two children which accounted for 40% of the population in 1960, dropped to 29% in 1980 and one source predicts 24% for the year 2000.

- More than 57.7% of working age women are in the labor force. Children are being born at later stages in their parent's lives.

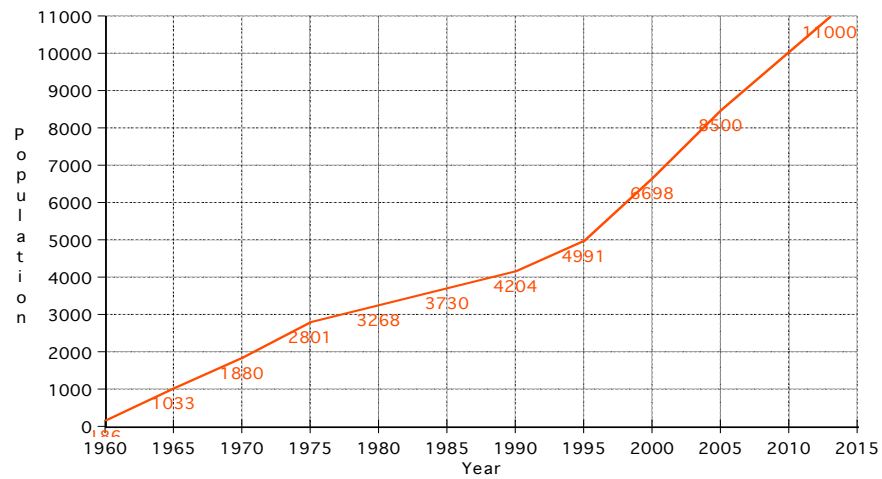
- More couples are marrying later in life so that between 1970-1992 the median age of marriage for women rose from 20.8 to 24.4 and for men 23.3 to 26.5. The trend in divorce had been rising steadily, but has leveled off some now. The divorce rate is 4.67 per 1,000 persons. Four out of 10 first time marriages end in divorce.

- The number of married couples without children will increase and the proportion of singles to married couples will increase markedly. In 1992, only 25.5% of the households had a married couple with children.
- Small cities are having increasing difficulties in retaining young people. The highest rates of mobility are persons in their twenties, 35%.
- On the other hand, urbanization in cities of 2,500 and more has increased from 69.9% in 1960 to 75.2% by 1990.
- The number of people in the total population living on farms has decreased from 2.7% in 1980 to 1.9% in 1989. In 1900, the figure was 39.3%.
- The proportion of elderly persons over 65 (now 12%) could increase to 21% by the year 2030. 95% of elderly people retire in the same state in which they resided.

In 1992 a projection of population was prepared for the state and for each county by the State Demographer in the Kansas Division of the Budget. Kansas is projected to increase from 2,477, 574 in 1990 to 2,645,887 by 2010, a change of 6.8% or about 4,200 per year as an average. Sedgwick County was anticipated to change from 403,662 in 1990 to 459,161 by 2010. This would add 55,499 people in 20 years or 2,775 people per year to the County. This increase is particularly important to Andover since some of its population comes from the Wichita area. During this same time frame, Butler County was projected to increase from 50,580 in 1990 to 60,224 by 2010 which would add 9,644 people or an average of 482 annually. In actuality, Butler County reached 60,534 people by the 1st of July 2002 estimate.

Cities do not grow in straight line projections and forecasting for a modest population with a short history is even more difficult. For the 1995 Plan, the potential population for 2010 was forecasted to be 7,500. This was surpassed the 1st of July 2002 by the 7,750 estimate. When one considers sewer expansion and water supply possibilities, the added school facilities, potential annexations, continued high levels of residential development and better local and regional transportation networks, which are all positive signs for significant urban development, there is a strong potential for growth. For these reasons, the Planning Commission has selected a figure of 11,000 population for 2013 as the basis for this Plan.

A graphic portrayal of the past and potential population is depicted in Figure 5-B. While this becomes the official population forecast for this Plan document, and since all land use, transportation and community facility planning will be based on these figures; it will be important to continually review this matter during the annual review of the Comprehensive Plan.

**Figure 5-B Past and Potential Population for Andover**

## Chapter 6

# HOUSING

The type of housing in the City of Andover is a prime consideration for planning and bears greatly upon the quality of life which is a major attraction for homeowners to the City. Understanding the difficulties in obtaining and maintaining proper housing for all the people is important for future planning efforts in the Planning Area.

The significance of housing can be more clearly realized when one considers that the residential areas are the largest users of developed urban land, e.g., 42% in the City as of February 2004, and the major source for the City's tax revenues. The economic importance of housing is not confined to the tax structure because a healthy housing market benefits many businesses including construction, real estate, insurance, banking, building materials, design and many retailers. As a result of the "multiplier effect," the exchange of money for these services and supplies enhances the area's total economic environment. Another important factor is that an adequate housing supply increases the opportunity to attract new businesses and their employees.

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

As a result of the lowest interest rates in 40 years, nationally and locally, there is increased activity in refinancing mortgages, sales of existing homes and construction of new homes. On the other hand, the cost of housing is still a major barrier for many people. For this reason, many communities and the homebuilding industry are continually assessing their policies and techniques in order to build so-called "affordable housing" or "starter homes." It should be a responsibility assumed by both public and private interests.

As part of the Community Questionnaire survey, a separate mailing was made to selected householders in nearby Sedgwick County and given to employees of major businesses in the City. In addition to other information, a major question was to find out why people did not live inside Andover, especially those who work there. While there were many personal reasons given, it was obvious by the numerous written responses that people were concerned about affordable housing. In more quantified questions, 53% of the respondents felt that the availability of "Up Scale Housing" was excellent, whereas only 15% felt that "Affordable" housing was excellent and 43% rated it "Inadequate". This chapter analyzes housing statistics and suggests ways in which desirable housing goals may be attained.

## **SUMMARY OF HOUSING STATISTICS**

This section provides a variety of data to give an overall picture of the housing situation in the City. Information will be presented from the 2000 U.S. Census of Housing, building permits and the update to the existing land use conducted in February 2000 by the planning consultants and City staff. Computer data from the Census of Housing was obtained from the web sites referenced in Chapter 4 on Economy. One should be aware that housing data as distinguished from population data, is more likely to be a sampling from a mail distribution and, therefore, more subject to error. While important housing data was collected on a 100% basis, the sampling ratio in 2000 was only one in six households for a variety of other housing related data.

In late 1992, the U.S. Bureau of the Census officially changed the 1990 housing count for the City of Andover from 1,499 to 1,524 to account for 25 units in a nursing home which had previously been counted as outside the City.

2000 U.S. Census of Housing Data for City (those entries below without 2000 data remain for background information; some historical data had no comparable data in the 2000 Census):

<> Of 2,456 total housing units, 2,274 were occupied and 182 were vacant.

<> Of 2,274 occupied units, 1,822 (80%) were owner-occupied and 325 (23%) rental.

<> 57 units (2%) were constructed prior to 1940; 9% (219) between 1940-59; 9.6% (232) 1960-69; 13% (312) 1970-79; 13% (321) 1980-89; 19% (471) 1990-94; 24% (576) 1995-1998 and 10% (240) 1999-March 2000. (See Figure 6-A.)

<> The number of persons per occupied housing unit was 3.02 for owner-occupied and for rental units -- 2.21. The average for all units was 2.86.

<> Housing units occupied by one person were 443 (19%); two 636 (28%); three 399 (18%); four 480 (21%); five 252 (11%); six 44 (2%); and seven or more 27 (1.2%). (See Figure 6-B.)

<> The status of bedrooms per housing unit was: No bedrooms 1% (22); One 9% (200); two 14% (321); three 33% (1,001); four 24% (540); and five or more 9% (197).

<> Single-family housing units were 1,701 (70%); duplexes 150 (6%); 3 to 4 units 89 (4%); 5 to 9 units 26 (1%); 10 to 19 units 8 (0.3%); 20 or more units 124 (5%); and mobile home 330 (14%). All types of housing units listed were used by renter-occupants.

<> The year a householder moved into a unit, by percentage before 1969 was 4%; 1970-79 4%; 1980-89 11%; 1990-94 23%; 1995-98 37% and 1999-March 2000 21%. 81% moved in from 1980-March 2000.

<> 69% heat by utility gas, 29% by electricity, 5 units by other fuel, 33 by bottled or tank gas and 7 use no fuel.

<> In 1990, 1,250 units used the public water supply; 223 had drilled wells and 26 dug wells.

<> In 1990, 1,426 units were on the public sewer system and 73 used septic tanks or cesspools.

<> All units except 5 had complete plumbing facilities, 16 lacked a complete kitchen and 41 had no telephones.

<> 24% (548) of the occupied housing units had one vehicle; 46% (1,055) two vehicles; and 26% (579) three or more. 79 (4%) units had no vehicle available.

<> Median gross rent was \$446 monthly.

<> Gross rent as a percentage of household income in 1989 represented less than 15% for 94 renters, 15.0-19.9% for 33, 20-24.9% for 99, 25.0-29.9% for 34, 30.0-35.0% for 158 and 35% and more for 142.

<> Median owner costs for mortgaged and other housing costs was \$1,298/month. Unmortgaged was \$380.

<> Monthly owner-occupied costs as a percentage of household income in 1999 represented less than 15% for 408 owners; 15.0-19.9% for 399; 20.0-24.9% for 221; 25.0-29.9% for 134; 30.0-35.0% for 103; and 35% or more for 179.

<> Median 2000 value of owner-occupied units was \$135,000. This is a 71% increase from \$79,000 in 1990. 72% of all such units are valued at over \$100,000.

### **Additional Housing Data**

According to the 2000 U.S. Census of Housing, Andover had 2,456 housing units at that time with 2,274 occupied. The number of building/zoning permits issued for the four years from 2000 to 2003 was 621. (See Figure 6-A.) This represents an average of 155 new units per year. The permits represent a wide range of housing types.

Using the total housing units from the Census and counting the number of permits since that date, the housing inventory as of December 31, 2003 would be 3,077 units. Theoretically, if the 2000 persons per household figure of 2.86 was used and only 2000 occupied housing units were considered (2,274) plus the assumption that all new units were finished and occupied, there would be an estimated 8,280 people in the City beginning in 2004.

Outside the City in the remaining Planning Area, a count of housing was conducted during the June 1996 field survey of land use. As a matter of historical information, this revealed that there were 729 housing units divided as to 600 site-built dwellings and 129 mobile homes. Of this total, there were 20 that appeared to be part of a farming operation. The number of mobile homes reflects a period before 1967 when the County had no zoning. The regulations since then still permitted them, but at a lesser degree, until the tighter restrictions of the present zoning regulations of 1993. Although rural "persons per household" figures are usually slightly higher than in a city, applying the 1990 figure to the above total units would account for 2,100 people. Bruno Township actually decreased 50 people from 1990 to 2000 due to annexation despite new housing in the rural area. One might speculate that the breakdown of the City population and that of the remaining Planning Area is somewhere around an 80/20 split.

From 1950 to 1981 there were a total of 25 plats recorded outside Andover, but in the Planning Area. Seventeen of them were recorded before County Subdivision Regulations were ever adopted. As of the previous December 1980 field survey, they accounted for 1,167 lots of which 359 were used to build or move in 380 housing units. With 31% of the lots utilized, there remains a large inventory of older, platted lots which do not meet various codes, especially those for water supply and sewage disposal. Very few of the plats have paved streets. Integrating such subdivisions into an expanding urban area will present many problems along the way. A complete inventory of such plats is provided in Table 3-C of the 1981 Plan.

The 1981 Plan also contained the results of a housing condition survey. It showed 1,036 units as "standard," 41 "substandard minor", 10 "major substandard" and three "dilapidated." Because this represented a much lesser proportion of the housing inventory today and many of these situations have improved, no new survey was conducted in 1995 nor in 2000. Many of the 54 units exhibiting substandard external conditions have been repaired, removed by development for other land uses or have had their problems "abated" by code enforcement which required repairs or removal. Continued enforcement is planned with the new compliance officer assisting since some problems still exist and potentially could be increased by annexations. Substandard housing conditions affect the value of other property owners, the type of development around them and the quality of life for all affected.

## **ENVIRONMENTAL CONDITIONS**

A variety of environmental factors often have a negative effect not only upon the quality of the housing itself, but also upon the general appearance of an entire neighborhood and the health and welfare of the residents. As part of the previously described field survey, minor negative environmental factors in the City's residential areas were noted as follows:

- > Some excessive vegetation in poorly drained areas.
- > Unsightly outdoor storage.
- > Repair or storage of inoperable vehicles in open areas.
- > Deteriorated outbuildings and garages.



Due to increased enforcement in the last few years, there was not an unusually excessive number or concentration of such factors although a modest number of these conditions can discourage further investment in existing dwellings or new housing on nearby vacant lots. These environmental conditions generally tend to parallel housing conditions, i.e., those lots with the worst housing often have the most negative environmental factors.

Many of the environmental problems in the City represent temporary situations that could easily require both individual motivation and community effort to be eliminated. The use of sanitation, grass mowing, inoperative vehicle and the abatement of dangerous structure ordinances is usually necessary to eliminate hard core problems. The most lasting solution to the overall problem is homeowners taking pride in their property and their City. Beginning in 1997, the City has designated a position in the Police Department as a compliance officer to expand the enforcement effort.

## **CONSTRUCTION, HEALTH AND PLANNING CODES**

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

Among the many reasons for adopting such codes are:

- Housing which is constructed to code standards provides the buyer with some minimum safeguards to protect the investment and provides a better chance of more years of productive service.
- It is extremely difficult, if not impossible, to maintain the value of a house if, through the lack of codes or their enforcement, the neighborhood is permitted to deteriorate.
- Codes reduce the effects of blight and their effective enforcement can also be used to rehabilitate blighted conditions.

- Insurance rates are lower where codes are effective in reducing hazards both in the home and neighborhood.
- Since most mortgages today are resold to a larger secondary lender, code standards are necessary to establish the quality of the housing especially by way of construction and sanitary codes.
- The tax base is strongly dependent upon the assessed valuation of housing. Unless the quality of construction is built into them initially and maintained, the tax base is slowly eroded.
- A community's ability to attract and hold desirable employers and productive workers is often related to the overall general appearance and "liveability" of a community.

### **Type of Codes**

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

BUILDING CODES govern the construction requirements for all types of buildings by regulating their design, methods of construction, quality of materials, types of use, degree of occupancy, site location factors and certain equipment required for their construction and operation. Energy and historic preservation standards are more recent additions.

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

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

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

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

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

HOUSING CODES are concerned with the quality of the residential environment and affect the upkeep and maintenance of existing dwellings. They can be enforced on a house-to-house inspection basis, complaint system or triggered by a change in ownership or renter.

DANGEROUS STRUCTURES ORDINANCES cause the repair or removal of dangerous and unsafe structures by the owner or the city.

WEED MOWING ORDINANCES establish a maximum standard for the height of vegetation. It causes the owner to mow it or the city will and assess the cost to the owner.

MANUFACTURED/MOBILE HOME PARK CODES cover such items as water, sewer, drainage, street and parking facilities in manufactured/mobile home parks as well as their service areas, density, open spaces and recreational areas, refuse disposal methods and utility connections. Such codes cannot control the actual location of the parks since this can only be accomplished by zoning regulations.

ZONING AND SUBDIVISION REGULATIONS differ from the other codes described herein in many ways, including their procedures for preparation, adoption and administration. While their general purposes are much broader than those of the other codes, they can have significant effects upon the housing itself and the pattern of development. Zoning Regulations used to regulate the location and use of buildings and the uses of land for residential and other uses; set standards for maximum building size, height and extent of lot coverage; conserve and protect property values; and facilitate the adequate provision of community facilities, utilities and open space. Because existing nonconforming uses are "grandfathered-in," problem situations are slow to be rectified and others codes are needed to bring about desired improvements. Subdivision Regulations are designed to ensure the harmonious development of residential areas and other land uses; provide for the necessary streets and utilities and their proper location; determine an appropriate design for lots and street; and guarantee the installation of the public improvements. Both of these regulations are discussed further in Chapter 12 on Plan Implementation.

## Model Codes

Nationally, there are a number of organizations which prepare and keep up-to-date "model" codes for regulating construction standards and procedures. The Kansas State Department of Health and Environment can provide assistance on sanitation codes. The League of Kansas Municipalities maintains reference files of "sample" ordinances from other cities, but care must be exercised in using them because they may not always represent a set of "model" standards for local applications.

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

The added benefits of model codes include:

- Relatively simple yet adequate standards for construction.
- Available at less cost than the probable expense of drafting a comparable local code.
- Reflect more expertise and capability of keeping abreast of modern construction technology.
- Training sessions for building inspectors on the various model codes are periodically available.
- Uniform in content and, therefore, builders, architects, engineers, lenders, etc., find it convenient to work with codes with which they are most familiar.
- Free from local prejudices.
- Prepared by national code organizations who are available to provide technical assistance on more complex structural plans.

- Periodic review by technical committees and scheduled revisions to update standards.
- More acceptable to state and federal agencies where a community is undertaking grant projects, especially that of housing.

### **Existing and Recommended Codes**

Andover has adopted most of the various codes and regulations described previously. These include the 1994 Uniform Building Code; 1994 Uniform Housing Code; 1994 Uniform Mechanical Code; 1994 Uniform Plumbing Code; 1994 Uniform Code for Abatement of Dangerous Buildings; 1993 National Electric Code plus the 1991 Guidelines for Manufacturing Housing Installations and the 1994 Uniform Administrative Code. All of the above codes were extended to the extraterritorial subdivision jurisdiction as of January 1, 1997 except for the housing, abatement of dangerous buildings and administrative codes. The codes were withdrawn after a state statutory change in 1998 provided for protest petitions and an election on the matter in the affected area which defeated their continuing enforcement. (See Chapter 12 for Construction and Environmental Codes.)

The City utilizes the Building Code to apply fire standards. It also relies on the standards contained in the National Life and Safety Code of the National Fire Protection Association which has been adopted by the State Fire Marshall. There would be some value in adopting an updated edition of the Uniform Fire Code since it is coordinated with the other "uniform" codes. Although not urgent, it would be useful to adopt Manufactured Home Park Regulations for parks and campgrounds. As a health code, it would help overcome the non-retroactive provisions in zoning regulations which "grandfathered-in" existing parks and would help improve the quality of parks which may be annexed by expansion of the city limits some day.

Outside the City, the County has adopted both zoning and subdivision regulations and a sanitary code. In 1999 the County began enforcement of construction codes in all of the unincorporated area and in those cities requesting such service. The model codes currently in effect outside Andover are the 1997 Uniform Building Code, 1995 CABO One and Two-Family Dwelling Code, 1997 International Plumbing Code, 1998 International Mechanical Code, 2002 National Electrical Code, 1997 Uniform Fire Code and 1994 Uniform Administrative Code.

Manufactured, modulars, sectionals and "prefabs" are all forms of housing constructed in factories today. Due to the high cost of housing, they are currently a solution to the housing needs for a number of people. A manufactured home costs about one-half the per square foot cost of a site-built dwelling. Provided they meet local construction codes, modulars, sectionals and prefabricated units are usually permitted by zoning regulations anywhere that site-built housing can be constructed because of the similarity of lot sizes needed. For the latter reason, multiple-wide manufactured homes are sometime accommodated on such lots since their shorter length permits them to be oriented parallel to the street. The longer 70'-90' single-wide, manufactured homes with 14'-16' width pose a problem in that, if placed parallel to the street, they create a wide frontage which significantly increases the cost of utilities and streets. If the latter is placed perpendicular to the street and intermixed with site-built houses, the extension of the manufactured home into the rear yard tends to reduce the open space and privacy of adjacent neighbors. In actuality, "single-wides" angle the structure on the lot in order to permit more of the left side windows to have some view of the street. The effect is to further cause some disorientation in the relationship of two dissimilar types of structures. In general, the intermixing of single-wide manufactured homes with site-built houses tends to depreciate the value of the latter. In upholding a restriction of mobile homes to mobile home parks, the Kansas Supreme Court stated: "Mobile homes scattered promiscuously throughout the residential district of a city might well stunt its growth and certainly stifle development of an area for residential purposes". *City of Colby v. Hurtt*, 212 Kan. 113 (1973). It would not be desirable to scatter such housing in the rural Planning Area either as it may have an effect upon the direction of urban growth.

In 1974, the U.S. Congress changed the name "mobile home" to "manufactured housing". The Kansas Legislature began the renaming process in the state statutes in 1984 and an extensive Kansas Manufactured Housing Act was passed in 1991 as K.S.A. 59-4201, et seq. A nationwide certification process was initiated in 1976 by the U.S. Department of Housing and Urban Development which set standards for all such housing under the federal Manufactured Housing Construction and Safety Standards Act, otherwise known as the "HUD Code." Manufactured homes which achieve such certification override any local construction codes, except for the manner in which they are installed, i.e., hooked up to other utilities, skirted, placed on a permanent foundation and/or anchored. Kansas has statutes requiring the state architect to establish tie down design standards under K.S.A. 75-1226, et seq. While this has been accomplished, the state does not enforce them locally, but regulates the design where they are manufactured. Homes which do not meet the new

national standards are still referred to as "mobile homes" of which almost all of them were built prior to 1976.

Effective January 1, 1992, the Kansas Legislature adopted in the recodified State Planning and Zoning Statutes mandatory provisions for a "residential-design manufactured home" in K.S.A. 12-742 and 763. Zoning regulations cannot be adopted now or enforced in the state which exclude such homes from single-family residential districts solely because they are manufactured homes. Such homes must at least meet the minimum standards of the HUD Code, be 22 feet in width, have a pitched roof and siding and roofing materials customarily used on site-built houses and be placed on a permanent foundation. Additional architectural and aesthetic standards may be adopted in local zoning regulations to ensure their compatibility with site-built housing. Such statutes do not preempt or supersede valid restrictive covenants running with the land. Andover has amended their Zoning Regulations to provide for residential-design manufactured homes in all single-family zoning districts and aesthetic standards have been attached including the requirement for a garage and/or porch or recessed entry if either is prevalent in the immediate area. So far, few such homes have been moved into the City. Since 1972, the Zoning Regulations have included a hardship provision as a conditional use which would allow the Board of Zoning Appeals to approve a manufactured home on a lot with an existing dwelling. Very few have been requested and approved in 24 years, usually for health reasons. Other than for the above situations, manufactured homes are only permitted in the MH-1 and MH-2 zones which are for manufactured home parks or subdivisions, respectively. Expansion of one park was not approved for annexation in 1995 and no other requests have ever been made except for a modest expansion adjacent to the Silver Spur Mobile Home Park. The latter was completely rebuilt and reoccupied after the tornado destruction of 1991. Other types of manufactured housing such as modulars are permitted to locate with site-built houses provided they meet the City's construction codes.

According to the 2000 U.S. Census of Housing, Andover had 330 "mobile homes and trailers" located almost exclusively in the two parks inside the city limits. Since this represented 13.6% of the total housing units in the City at that time, it is believed that Andover has provided a fair share of such housing in the region. In the four-county Wichita Metropolitan Statistical Area, the percentage of such homes is 6.1% of the total housing units. Andover has more than double the proportion of such homes as the MSA. Butler County has 10.9% in the entire county including all cities. Of the 23,176 units in the County, 2,535 are manufactured/mobile homes of which Andover's is 13.0% of the total.

## HOUSING PROGRAM

When private financial institutions in an area are unable to provide mortgages for low and moderate income persons with affordable terms and conditions, various federal housing assistance programs may be considered. Many housing assistance programs are all legally in effect and many have existed for 50 years. Each administration of the federal government, together with the Congress, evaluates these programs then revises and selects the particular sections to suit their goals and budget. Because elderly and disabled persons have been heavily affected by the cost of housing, assistance for them has been popular and may well continue; however, many other programs have not been funded in recent years. The City does not have a Local Housing Authority which often is the focal recipient of such programs. These have often been administered by the Federal Housing Administration (FHA) of the U.S. Department of Housing and Urban Development (HUD) and the newly renamed Farm Service Agency (FSA) of the U.S. Department of Agriculture. While the latter agency includes cities under 10,000 in population for its grants, Andover is not considered eligible because Wichita and its immediate surrounding area is not eligible.

Last year the Kansas Department of Commerce and Housing was reorganized to separate the housing function. The latter is now named the Kansas Housing Resource Corporation. In addition to the "Home Investment Program (Home)", the agency funds other types for housing rehabilitation, tax credits for constructions and other programs targeted to low and moderate income individuals and families. More information may be found on their web site at [www.kshousingcorp.org](http://www.kshousingcorp.org). The Department continues to administer the Community Block Grant Program which funds housing rehabilitation grants. The Sedgwick County Housing Authority is implementing a HUD Section #8 Rent Assistance Program for all property owners in Sedgwick and Butler counties except in the City of Wichita. Rent assistance is provided directly to landlords contracted for on an annual basis for low income families and elderly or disabled persons who meet the guidelines. While a limited number of homeowners on an individual basis may have participated in a few of the programs heretofore mentioned, the City's housing market has not been dependent upon such programs. Even during periods of higher mortgage interest rates in earlier years, the housing market in Andover continued to expand.

Given the life styles and life cycle of people and families today, their housing needs have changed considerably. If housing is not available as a choice when that demand occurs, it can be a reason to either not move to a community or leave. About one in five householders change their dwellings each year in the United States. There are fewer persons living in the average household partly



due to the divorce rate which in Kansas statistically is one divorce for each two marriages. There is an increasing number of career young people who delay marriage or having children; however, Kansas in 2002 experienced 30.8% of all live births out-of-wedlock. As part of the aging population, more elderly individuals choose to live alone. Even the so-called typical American family of a father who goes to work, a wife as a homemaker and two children is now a minority of the families in the nation today. While nationwide there is demand for smaller, affordable houses, duplexes, apartments, condominiums, modulars and manufactured housing; the market remains significantly strong for site-built, larger single-family houses in Andover.

Assuming the average number of persons per occupied household in the City in 2000 (2.86) stayed the same during the Planning Period and based on a population increase of 2,720 persons from 2004 to 2013, the additional units needed would be 951, i.e., 95 units annually. Actually more units will be needed to replace those lost to fire, other hazards, forced demolitions and normal attrition to changing land uses. Since the City has averaged construction of 155 housing units a year since 2000, it would not seem unrealistic to meet such a goal. This goal is further made possible by the large number of lots in planned unit developments already approved and described in Chapter 8 on the Existing Land Use Plan.

To what extent the housing units needed to meet the goal will be multiple-family units, i.e., three or more units, is difficult to project. A 1996 Community Survey placed the priority for multiple-family housing numerically at the lowest priority of all 24 potential City improvements. The residential section of the Future Land Use Plan in Chapter 8 describes certain guidelines for such dwellings to make them compatible with their surroundings, especially other housing types. In the 2000 Census of Housing, Andover was recorded as having 247 multiple-family units classified as three to 20 or more units for 10.2% of the housing inventory. While the four-county Wichita Metropolitan Statistical Area had 16.8% of such housing, much more than that of Andover, the data was dominated by Wichita's 88.7% of the total. Butler County's 6.4% with 1,492 units including 247 of Andover's was influenced by several hundred units in El Dorado's and Augusta. Although there is an apparent need and demand for various types of multiple-family housing, the City may take the position that they have their fair share of such housing in the region and county for their size city and be very selective in any future proposals. One area that could be considered is the undeveloped but platted northwest corner of 21st St.N. and Andover Road near the off-campus college facilities. Given the potential need at that location and the compatibility of surrounding land uses, multiple-family units could be designed as a buffer area with commercial facing the arterial roadways.

According to the Community Questionnaire, City residents seem to feel that the overall housing situation is generally adequate with up-scale housing and manufactured home parks especially well served. About a quarter of the respondents thought that housing for the elderly, affordable housing and rental units needed attention.

	<u>Excellent</u>	<u>Adequate</u>	<u>Inadequate</u>
<b>Housing Availability</b>	25%	65%	10%
<b>Housing for the Elderly</b>	11%	66%	23%
<b>Affordable Housing</b>	10%	61%	29%
<b>Up-Scale Housing</b>	45%	53%	3%
<b>Rental Units</b>	5%	67%	27%
<b>Manufactured Home Parks</b>	14%	81%	6%

It is possible that these questions are viewed as asking if their housing situation is adequate rather than the broader issue of whether the housing market provides for a choice of types, especially for new persons being attracted to the City.

In view of the housing situation and its importance to the City, the following list of ideas should periodically be reviewed to determine their applicability to the current housing situation. Committees of officials and/or concerned citizens may be needed periodically to implement ideas selected for priority.

1. Utilize existing platted subdivisions and open up new areas for residential development as the fiscal policies of the City permit.
2. Continue to maintain a regular reporting system to monitor the status of the housing inventory by type through the use of building/zoning permits for both construction, demolition and the availability of platted lots.
3. Periodically evaluate the list of construction, health and planning codes as described in a preceding section and adopt or revise those as needed to improve and maintain the quality of housing and the related environmental conditions.
4. Continue the program to remove or cause to rehabilitate blighted houses and outbuildings and eliminate negative environmental situations.
5. Encourage the construction, in appropriate locations, of a wider choice of housing and more rental units.

6. Encourage the construction of housing for the elderly and the disabled and affordable "starter homes" for new families.
7. Study possible locations and encourage the infilling of vacant lots where streets and utilities are more readily available.
8. Continue the policy of not interspersing manufactured/mobile homes among other types of housing except for the state mandated residential-designed manufactured home.
9. Promote efforts to balance the tax base with nonresidential ratetables so the burden is not as high on residential property.
10. Expand the annual "Spring Clean Up" to a "Clean Up, Paint-Up, Fix-Up" program as a joint public and private effort to improve environmental conditions and the appearance of structures.
11. Create a City Tree Board to enhance the appearance of the community with trees, especially the "gateway" arterials in carrying out the Streetscape Plan.
12. Consider adoption of a new Fire Code and Manufactured Home Park Regulations.
13. Evaluate existing subdivisions near the city limits to determine their future needs and potential for annexation.
14. Attempt to improve through street interconnection in existing neighborhoods by the acquisition of properties at strategic locations as they become available.

## Chapter 7

# PHYSICAL DEVELOPMENT INFLUENCES

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

In this section, a general picture is presented of the Planning Area's physical features and their implications for future development of various land uses. The composite Development Influences map, Figure 7-C, presented later in this chapter, graphically summarizes this information. The following reports may be referred to for more detailed information on topics in this section:

- Soil Survey of Butler County, Kansas, Soil Conservation Service of the U. S. Department of Agriculture, January 1975.
- Four-Mile Creek Facilities Plan for Sedgwick County, Butler County and City of Wichita, Kansas, Professional Engineering Consultants, Wichita, Kansas, 1979.

## CLIMATE

According to the soil survey report, Butler County has a continental climate characterized by large seasonal changes of temperature, warm to hot summers, moderate humidity, considerable sunshine, moderate winds, light precipitation in winter, and a pronounced rainfall maximum in late spring and early summer. Climatic conditions are generally favorable for farming.

The average monthly temperatures range from 32.2 degrees F. in January to 80 degrees F. in July. Through most of the year the average daily temperature variation is about 25 degrees F. The average freeze-free period is about 190 days and extends from about April 16th to October 23rd.

Precipitation varies widely from month to month and year to year, and periods of drought are not uncommon. The average annual precipitation is 32.1 inches. January and December are generally the driest months, having a combined average of less than two inches of precipitation; while May and June are the wettest months with a combined average of about nine inches. Snowfall is usually light, averaging about 15 inches yearly.

The prevailing wind is from the south and averages about 13 miles per hour. Relative humidity ranges from 50 to 60% during the day and 70 to 75% at night. The probability of sunshine varies from about 59% in the winter months to about 73% in July and August.

## SOIL CONDITIONS

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

The "Soil Survey of Butler County, Kansas" provides a complete description of soil types and characteristics throughout the County. The information provided in Table 7-A is summarized from that report and provides a basic description of those soil characteristics of particular pertinence to urban types of development. For more detailed information regarding soil characteristics, reference should be made to the report noted.

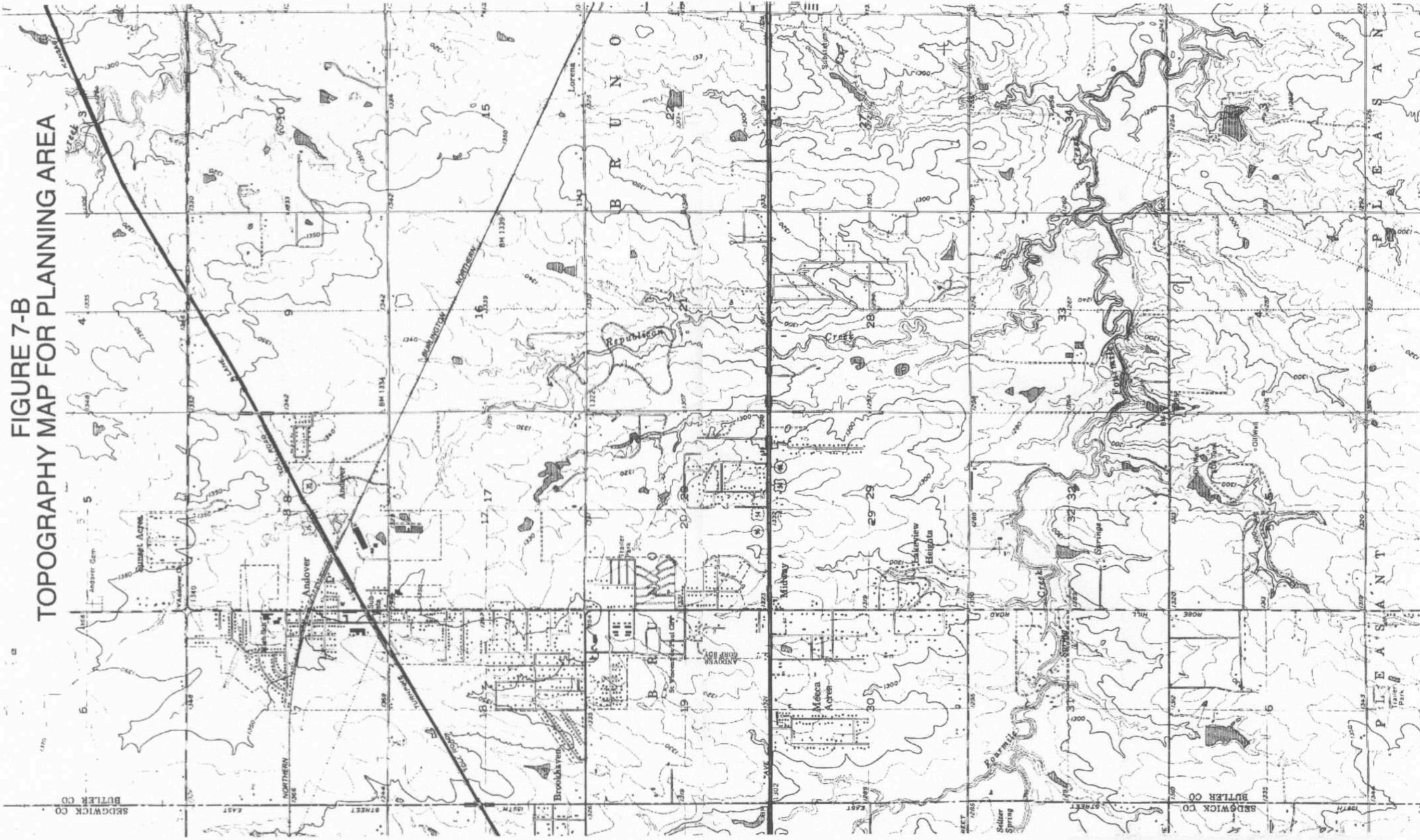
Figure 7-A shows the soil types for the 1981 Planning Area. Denoted with an asterick in Table 7-A are those soil types inside Butler County and the City as of 1981. The majority of soils within the City are of the Rosehill (RO), Irwin (Id), and Goessel (Gs) series. Due to characteristics of slow permeability and clay content, all of these exhibit severe limitations for the use of on-site septic tanks and tile fields. Also, a high shrink-swell potential, characteristic of the three types, indicates the possibility of damage to building foundations, roads, utility lines and other structures. The depth to bedrock for Goessel and Irwin is five feet and two to three and one-half feet for Rosehill.

As a general soil pattern, Brewer and Verdigris soils are located on loamy lowland sites along drainage ways; Tully, Clime, Norge, Olpe, Vanoss, Sogn, Benfield, Labette, Florence, and Dwight soils are found on sloping loamy upland sites; and Goessel, Irwin, Ladysmith, and Rosehill soils are on level clay upland sites.



This is a detailed topographic map of a planning area. The map features a grid system with horizontal and vertical lines. Key geographical features include:
 

- Topography:** Contour lines indicating elevation, with labels such as 1200, 1300, 1400, and 1500.
- Water Bodies:** Several lakes and ponds are shown, including 'S. Lake' and 'Pond'.
- Roads:** A network of roads is depicted, with labels like 'Rt. 1', 'Rt. 2', and 'Rt. 3'.
- Landmarks:** Various structures and areas are marked, including 'Sunset Acres', 'Andover', 'Brookhaven', 'Mecca Acres', 'Mickey', 'Republison', 'Crest', 'Pineville', 'Sellers Spring', and 'Pleasant'.
- Grid Labels:** Numbers 1 through 30 are placed along the grid lines, likely representing specific planning units or sections.
- Orientation:** A north arrow is located in the upper right corner of the map.



Of the 17 soil types in Butler County, only two have less than "severe" limitations for septic tanks and tile fields and the latter are "moderate" and subject to flood prone conditions. This points out the importance of the Andover sewer system in serving both newly developing and older subdivisions. Although many of the soils in the Planning Area are not particularly desirable for urban development, they are nevertheless considered to be prime farmland and should be conserved for this purpose as long as feasible.

## TOPOGRAPHY AND DRAINAGE

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

Figure 7-B shows the topography of the Planning Area at contour intervals of 10 feet. The highest elevation of land within the Planning Area is about 1,372 feet located five-eighths of a mile west of Andover Rd. on 13th ST. N. Other high points of similar elevation are located in Sections #5 and #6 north of 21st ST. N (SW 70th). From these high points, ridge lines run in a southeasterly direction to form the major portion of the Area's drainage pattern. This drainage pattern is discussed in detail as follows:

North — Dry Creek north of 29th ST. N (SW 60th) flows west to east and then southeasterly into Santa Fe Lake. Its south drainage ridge is approximately parallel to the half section line above 21st ST. N (SW 70th). Any growth north of this ridge would force the Andover Area into a new drainage area and exceed the possible limits of the gravity sewer system. (See Figure 7-C.)

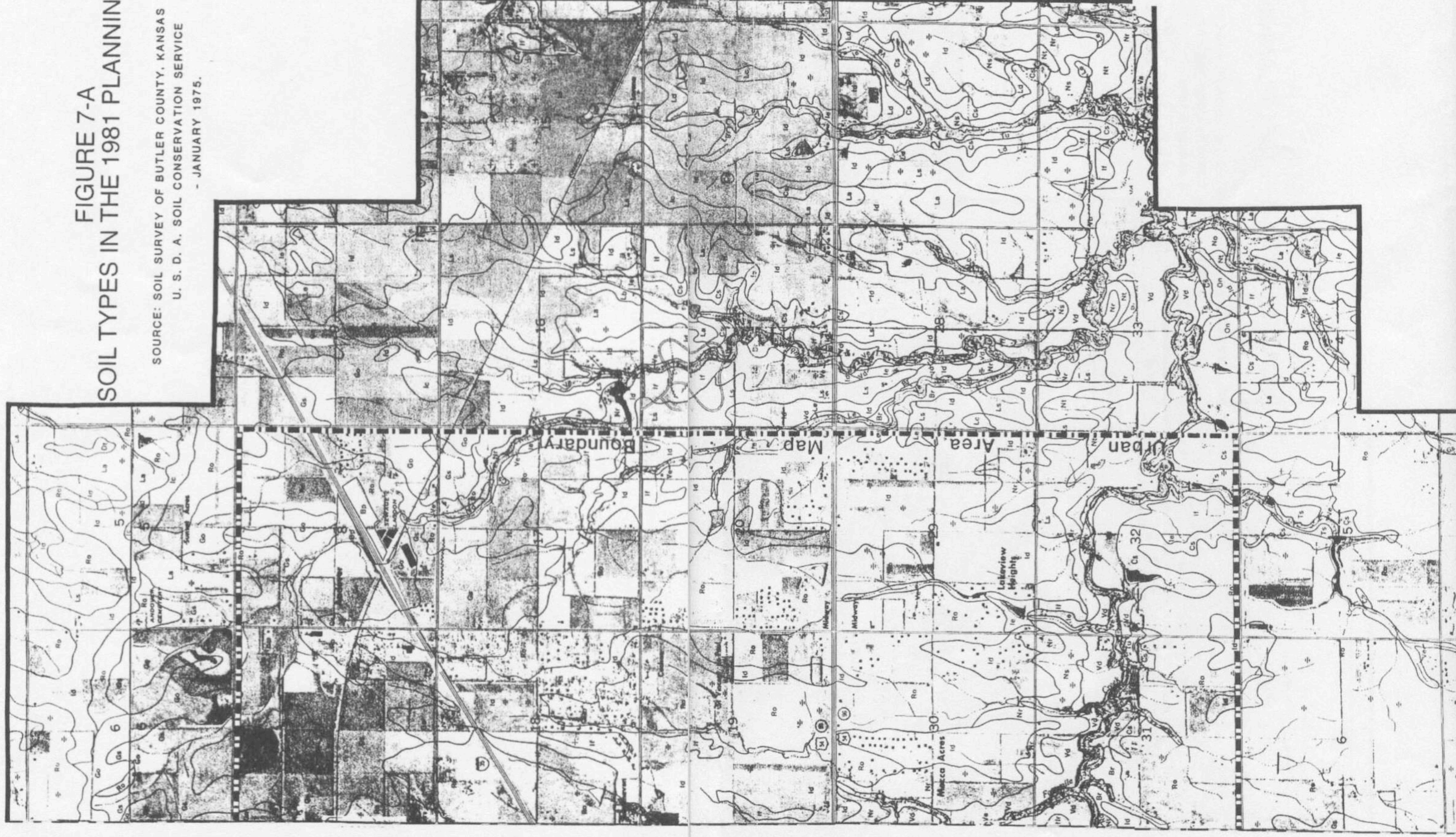
West — A north-south branch of Four Mile Creek, parallel and west of the Butler-Sedgwick County line, forms a drainage area from the ridge at Dry Creek south to the main stream of Four Mile Creek. A number of other similar north-south branches extending into eastern Sedgwick County flow into Four Mile Creek.

South — The main section of Four Mile Creek flows year around in a west to east direction across the southern portion of the Andover Area. South of Four Mile Creek, the existing topography and creek branches form drainage ways which carry runoff back to Four Mile Creek.



FIGURE 7-A  
SOIL TYPES IN THE 1981 PLANNING AREA

SOURCE: SOIL SURVEY OF BUTLER COUNTY, KANSAS  
U. S. D. A. SOIL CONSERVATION SERVICE  
- JANUARY 1975.





East — Republican Creek begins in an area near 21st ST. N (SW 70th) and extends southeasterly passing by Andover and thence south to join with Four Mile Creek.

These drainage ways, along with other creek basins, form the Middle Walnut River Watershed comprising much of southwestern Butler County. They contain numerous man-made ponds to control soil erosion, retain water run-off and provide attractive recreation areas for farms and subdivisions. Urban development should not occur in a manner which seriously alters natural drainage patterns so as to lessen the possibility of damaging floods. This alteration merely shifts the flooding to other areas. In addition, protection of drainage ways provides an environment which enhances the growth of vegetation, presence of wildlife, recharging of underground water supplies and preservation of topsoil.

## FLOOD HAZARD AREAS

One of the significant physical features for planning in the Area is the extent of potentially floodable areas. Shown in Figure 7-C are “100 year floodplain” areas within the Planning Area as designated by the Federal Emergency Management Agency (FEMA). These particular areas were identified December 4, 1986, as part of the Flood Insurance Study for the City. Detailed flood insurance studies have been made by FEMA for all of Butler County. Floodplain zoning for Four Mile Creek was initiated by the County in 1976. As depicted, floodplains on all creeks illustrate a flood which may be anticipated on a 100-year frequency, i.e., a one percent chance each year. Dry Creek, Republican and Four Mile creeks all experience periodic flooding.

Andover and Butler County have joined the National Flood Insurance Program. Both Flood Insurance Rate Maps (FIRM) and Flood Boundary and Floodway maps have been prepared by FEMA for the City and County and used as the basis for their respective floodplain zoning districts. This commits the City to restrict construction by way of a building/zoning permit system in a “floodway district” and limits building in the “flood fringe area” unless flood proofing or filling is proposed that would not raise the level of the flood waters more than one foot on either side of the floodplain at that point. This would also mean that areas not served by public sewers, and using on-lot septic tank systems and wastewater lagoons would need to be protected from the effects of flooding on such a system. As the City expands it will be much more involved in administering such a flood management program. By adopting extraterritorial subdivision regulations, the City needs to cooperate with the County’s administration of their floodplain zoning district.

FEMA District 8 commissioned George Butler and Associates to re-evaluate the Flood Hazard Areas in Butler County. After several edits a revised Flood Insurance Rate Map was circulated for public comments and made effective September 18, 2002. The Revised Map incorporated the detailed studies of the Special Flood Hazard Areas in and adjacent to the City, and a new street centerline base map. This map is a first for FEMA, the incorporated area of the City, and the unincorporated areas adjacent to the City were combined on one map to facilitate future annexations to the City.

The Bridlewood Addition to Butler County, Kansas, located in the Special Flood Hazard Area along Four-Mile Creek floodplain west of Andover Rd. was authorized for buy-out by FEMA. Sixteen of the twenty homes in the area took advantage of the one time opportunity to sell and relocate outside the flood hazard area. After the removal of all the structures, the area must remain open and free from obstruction by permanent structures.

The buyout program involved a 75%/25% shared cost program. Seventy-five percent of the money for buyouts comes from FEMA and twenty-five percent is the responsibility of the local government, which can include state, county or city governments.

The City recently adopted a Hazard Mitigation Plan prepared by the Butler County Emergency Management Office for the City and surrounding unincorporated area. In addition to flood mitigation, the Plan addresses other emergency events such as chemical spills and tornadoes.

Some idea of the amount of water falling on the Planning Area might be gained from this statistic. An inch of water falling as rain on one square mile is a quantity of nearly 17 million gallons. With the average annual precipitation of Butler County at 32.1 inches, this means that rainfall in a year would amount to some 545.7 million gallons of water per square mile. Major rainfall occurs between May and June.

## **MAN-MADE PHYSICAL FEATURES**

In addition to the growth influencing factors imposed by nature, many man-made physical features are also capable of providing either avenues or barriers to different types of development. Certain community facilities repel or attract development.

The Kansas Turnpike, I-35, is a prominent barrier to efficient community development and street layout. It also creates a physical and visual separation of the City. Rising costs for construction of overpasses and crossing of utility lines will continue to keep the Turnpike as a growth barrier. At present there are three roads which cross over the Turnpike; 13th ST. N, Andover Rd. and Main St. Of these Andover Rd. is the major traffic generator and is the backbone of north-south vehicular movement for the City. It's Turnpike overpass has been widened to four lanes. Unfortunately, all of the other overpasses are designed for two lane traffic only. On the other hand, the Turnpike Interchange at 21st ST. N can attract development.

US-54/400 highway functions as an east-west expressway having the bulk of its traffic generated by residents in Butler County traveling to Wichita for employment or shopping purposes plus the through traffic from southwest Kansas. The design of the highway and its wide right-of-way creates another visual separation, difficult crossing conditions and, while a great benefit to transportation, it also acts as a deterrent to cohesive and efficient community development.

The City of Andover, Butler County, and the Kansas Department of Transportation have entered into a Memorandum of Understanding, whereby all three parties must be in agreement before any development along the US-54/400 Corridor is undertaken. The parties have agreed on the future improvement of the roadway from the Butler-Sedgwick County Line to Meadowlark Rd. to expressway standards in the interim and ultimately urban freeway standards. The segment from Meadowlark Rd. to Santa Fe Lake Rd. is also planned to be improved to expressway standards in the interim, but then ultimately to rural freeway standards.

Railroads are usually considered avenues for industrial development, but they can also impose barriers to contiguous urban growth. The Burlington Northern Santa Fe Railway line crosses Andover Rd. at Harrison St. and runs in a southeasterly direction through part of the City's industrial area. Since the rail line is currently not used, the frequency of train traffic does not affect vehicular traffic nor create an environmental problem. It does, however, divide the City Park land and creates a bad entrance for the park and a poor angular crossing on 13th ST. N which will need to be improved someday. The new Cedar Park Planned Unit Development District will connect a collector street across the railroad to provide internal access from 13th ST. N to 21st ST. N.

Concentrations of land uses in themselves can create related developmental problems. Certainly the location of four schools plus an off-campus college north of the Turnpike has concentrated a peak traffic problem in that area which will

intensify as the Planning Area grows. On the other hand, concentrating commercial uses can be beneficial to them and it keeps them out of the residential areas. “Strip” commercial uses tend to deteriorate the property to the rear and cause more traffic problems than concentrated business development.

In general, heavy industry because of its possible environmental effects should be planned so that the prevailing wind direction would not pass over nearby residential areas. There are two businesses in the City with toxic waste release permits from the State. These are the Sherman-Williams Company, formerly Pratt & Lambert, Inc., which releases to the air plus transfers off-site and the International Cold Storage Company. The latter is not utilizing the permit, however, because their releases are below the regulatory minimum standard. There are at least three situations either being rectified or investigated that involve underground storage tanks. Removal of such leaking tanks is eligible for the national Petroleum Storage Tank Trust Fund. Although the problem has been resolved, a major petroleum pipeline broken in 1990 east of the City which caused several water wells to become contaminated.

While the location of sewer lines is determined by the natural topography, they are nevertheless man-made. The priority of their timing and availability has had a tremendous impact on the direction of Andover’s growth. As shown on Figure 7-C, there are two major areas of gravity flow for the sewer system. Construction of the east side interceptor has had a pronounced effect in balancing the east-west growth of the entire urban area.

The installation of two reverse siphon sewer crossings across Four-mile Creek to serve the Flint Hills and Tuscan additions have lessened the development barrier formerly created by the lack of gravity sewer service south of Four-Mile Creek.

Boundaries for Rural Water Districts #5 and #8 are also outlined on Figure 7-C. Whereas such districts are a benefit to farmers and scattered rural development, they can be detrimental to orderly urban development when water is provided to large lot suburban subdivisions. The small plastic lines do not permit fire hydrants nor for normal expansion of an urban water system. It causes residents to not request annexation and, when water is available, there often appears to be less concern for proper sewage disposal.

Rural Water District #8, which serves most of the City Extraterritorial Subdivision Jurisdiction south of US-54/400, has negotiated rights to add 400 new customers to its service area with the Wichita Water Department. With this contract amendment the City was able to exempt itself from State Statutes which

require a City to purchase a Water District's facilities and reimburse the District for lost debt service revenues when a portion of the district is annexed into a city. These additional customers may accommodate some residential growth outside the City, which was not previously developed because of the lack of an adequate supply of potable water. The District has installed a new 8" transmission main from its point of service at Andover Rd. and Harry ST. (SW 110th) to the site of a new 200,000 gallon elevated storage tower near US-54/400 and Tawakoni Road.

Rural Water District #5, which serves the Extraterritorial Jurisdiction north of US-54/400 has constructed a water tower near Meadowlark Rd. and Central Avenue (SW 90th) to increase pressure and volume in the southern extremes of the service area.

## WOODLAND AND COMMUNITY FOREST

Basically the natural woodlands in the Planning Area are located along creeks, drainage ways and in man-made shelter belts. The latter are very noticeable on section line roads and at one-half mile and one-fourth mile intervals. While the screening effect of such shelters is appreciated by today's homeowners, the accumulation of "hedge apples" from certain trees is not always welcomed. The extent of woodland can be seen as darker patches on the aerial photograph underlying the Soil Series map, Figure 7-A. The value of these woodland areas is aesthetic and environmental, not economic. Left in their natural state, they provide visual relief from contiguous agricultural or urban development and can serve as buffer areas between land uses. Woodland areas also help to maintain the quality of the air, reduce soil erosion and serve as a habitat for wildlife. According to Preparing for Change, the Wichita-Sedgwick County comprehensive plan, 14 species of wildlife in Sedgwick County are in a protected category. Many are found in floodplain and wetland areas and the adjacent woodlands. Every effort should be utilized to maintain woodland areas. Subdivision regulations can be used to protect such areas when development does occur by requiring permanent, wide drainage easements and establishing open space reserves. Subdividers can also be required to install street trees.

When individual trees at the sites of houses, parks and other areas as well as along the street rights-of-way within a city are considered collectively, they create an urban or community forest. This "forest" is an important resource affecting the livability of the community. The benefits of urban trees and associated landscaping are well documented and include providing shade, reducing noise levels and air and water pollution, screening undesirable views, serving as a "buffer" between mixed land uses and raising property values. Additionally, a

well-maintained and well-planned urban forest enhances the community's character.

Cities are authorized under K.S.A. 12-3201 et seq. to regulate the planting, maintenance, treatment and removal of trees and shrubbery upon all street and alley rights-of-way. Abutting property owners hold "title to and property in" such trees and shrubbery which are located between their property line and the curb line, sometimes called the parking or planting strip. Property owners can recover damages to such trees and initiate actions to prevent their destruction. Cities can designate acceptable street trees for such areas. Some cities conduct periodic stump removal programs.

Statewide, interest in urban tree plantings and beautification has shown a strong increase due to heightened public awareness of the benefits to a community. Also, the decline and loss of urban trees due to storms, tornados and disease such as the Dutch Elm disease has affected most cities in Kansas. This has created and for many years will continue to create a need for urban tree plantings.

Most often, the initiative for tree planting and beautification begins with concerned citizens or a local group. Local groups often associated with these efforts include a City Tree Board. A Tree Board can be established by a city ordinance which describes the terms of office and responsibilities. They usually have five to seven members. The Board typically advises the governing body, prepares a comprehensive tree plan, initiates tree planting and maintenance projects and works to educate the public on the benefits of trees.

Creation of a Tree Board is one of the steps for a community to receive the Tree City USA Award. Other requirements include spending \$2 per capita towards tree planting and maintenance each year and observance of an Arbor Day tree planting ceremony. Kansas currently has about 100 cities which have maintained Tree City USA status. It is one of the most successful states in the number of cities which have received this award.

Funding assistance for urban tree planting and beautification projects has been available from the following sources:

Beginning in the spring of 2004 the Kansas Forest Service, Community Forestry Program, will promote and administer a new grant program. Funding will be available in amounts of \$500 – \$2,000 per project and target tree planting within public properties of communities certified as a Tree City USA. Grants

will be provided on a 50/50 matching and reimbursement basis.

For further information contact:

Eric Berg, Community Forestry Coordinator  
 Kansas Forest Service  
 2610 Claflin Road, Manhattan, KS 66502  
 785-532-3300  
[www.kansasforests.org](http://www.kansasforests.org)

The Kansas Department of Wildlife and Parks administers the federally funded Land and Water Conservation Fund. These grants may be used on a 50/50 matching reimbursement basis for development of outdoor recreational facilities or land acquisition for outdoor recreation. This fund is limited to applications via public agencies. For further information contact:

Parks Division, KDWP  
 512 SE 25<sup>th</sup>. Avenue, Pratt, KS 67124  
 620-672-5911  
[www.kansasforests.org](http://www.kansasforests.org).

The National Tree Trust (NTT) has recently redirected its mission and grants programs. Several of the new programs that may meet the needs of local communities working to establish long-term programmatic efforts. The NTT grant programs are entitled Seeds, Roots and Branches, respectively. For further information on these grants please visit the NTT web at:  
[www.nationaltreetrust.org](http://www.nationaltreetrust.org).

The Kansas Department of Transportation administers the Transportation Enhancement Program established initially by the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). These federal funds contribute up to 80% of a project. Projects eligible for funding are (1) historic; (2) scenic and environmental; and (3) pedestrian and bicycle facilities. Beautification through landscaping is often part of a project. Continued federal funding is unknown at this time.

A national database of federally funded initiatives and grant opportunities has recently been created and is available at [www.grants.gov](http://www.grants.gov). This is an excellent resource to research available opportunities through the federal system.

Although landscaping, trees and open space are part of the visual aesthetics of the planned unit development districts in the City, other parts of the City could be enhanced by the establishment of a Tree Board and the implementation of a comprehensive tree program. A visual statement of community character and a welcome gateway into the City could be achieved by a planned street tree program for the main arterials.

The City of Andover adopted the Andover Streetscapes Guidelines and Major Tree Concept Plan on May 30, 2000, which addresses the issue of trees and landscaping materials as an important element of streetscape planning. The plan encourages the development and maintenance of the Community Forestry and participation in the Tree City USA program.

## EFFECTS OF DEVELOPMENT INFLUENCES

Figure 7-C illustrates a composite picture of many of the development influences previously described. Despite the many natural and man-made features which affect the Andover Area, there are many tracts of land both near the City and further away that are good for development. All urban type development should be located within the gravity flow areas for sewage disposal. Developments outside this boundary should not be encouraged, but if they do desire to plat, more careful attention should be given to relating density and soil conditions to water supply and sewage disposal. Although there may be some difficulty someday in sewerage the area along the County line between US-54/400 and 21st ST. N (SW 70th) there appears to be no development influences which would necessitate solutions that would extend into Sedgwick County other than construction of the County line road.



**Chapter 8****LAND USE PLAN**

The land use plan element of the Comprehensive Development Plan provides information concerning the distribution and interrelationships of existing land uses and the potential of the City and its surrounding area for future development. Other major elements of the Comprehensive Plan, e.g., community facilities and transportation, are directly dependent upon the findings and proposals of the land use plan. It is, therefore, considered to be a basic and critical component of the Plan.

In addition to functioning as a coordinating aid for other planning elements, much coordination is necessary within the land use plan element itself. Overall development patterns should strive for compatibility with the Planning Area's natural and man-made physical conditions as well as between the various types of land use.

While the land use element serves the purpose of being an influencing factor in guiding development, it also provides the necessary legal foundation for the adoption and administration of zoning and subdivision regulations. The regulations in turn serve to implement the land use plan element and other proposals of the Comprehensive Plan.

**EXISTING LAND USE**

Rapid land use growth in and about the Andover Area began in the early 1990's. It is this continuing growth and its impact upon the infrastructure of the community that makes land use planning the most challenging yet important element of the Plan.

To update land use data since the 1996 land use field survey, additions were made to the urban and rural land use maps from information provided by the City Zoning Administrator and aerial photos reviewed by the consultants.

## Land Use Classifications

The following land use definitions were used in the survey to classify the land in the Andover Planning Area:

**VACANT AND AGRICULTURAL** - Land used for agricultural purposes such as growing crops or raising livestock and undeveloped land, i.e., not built upon such as natural open space and vacant lots.

**SINGLE-FAMILY RESIDENTIAL** - Land devoted to residences occupied by one family or its equivalent in unrelated individuals. Mobile homes, not otherwise located in mobile home parks, were further identified separately from site-built housing units. Also, farm and nonfarm dwellings were identified separately outside the City.

**MULTIPLE-FAMILY RESIDENTIAL** - Land devoted to multiple occupancy dwellings containing two or more individual residential units such as duplexes, fourplexes and apartment buildings.

**MANUFACTURED/MOBILE HOME PARK** - Land upon which two or more manufactured/mobile homes serving as residential units are located and which are under a single ownership.

**PUBLIC AND SEMI-PUBLIC** - Land devoted to City buildings, schools, parks, cemeteries and other governmental activities including special uses regulated by government such as utilities and nursing homes. Also, institutional or fraternal uses such as churches, lodge halls and service organizations.

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

**INDUSTRIAL** - Land and buildings used for manufacturing, heavy construction and storage purposes, including salvage yards.

**TRANSPORTATION** - Land used for public or semi-public rights-of-way for streets, alleys, highways and railroads.

## Survey Results

The total acreage for each land use category has been updated to 2004 and is calculated for that part of the area within the city limits only. This is presented in Table 8-A. A comparison of land use data for 1980, 1996 and 2004 data is shown in Figure 8-A. Existing land use patterns are illustrated for the City and surrounding rural area on Figures 8-B and 8-C. Colored display size maps of existing land use have also been prepared and are available for information purposes from the Planning Commission.

**Table 8-A: EXISTING LAND USE IN ANDOVER — 2004**

	Total acres	Percentage of developed area	Percentage of total area	Percent change of acres	
				1980 to 1996	1996 to 2004
Residential (total)	1,212.0	38.8 %	22.7 %	65.4 %	101.7 %
<i>Single-Family</i>	1,099.2	35.2 %	20.6 %	69.7 %	113.3 %
<i>Multi-Family</i>	59.1	1.9 %	1.1 %	39.4 %	109.0 %
<i>Mobile Home Park</i>	53.6	1.7 %	1.0 %	45.9 %	-6.3 %
Public & Semi-Public	1,053.3	33.7 %	19.7 %	226.2 %	111.9 %
Commercial	127.8	4.1 %	2.4 %	219.9 %	93.9 %
Industrial	122.9	3.9 %	2.3 %	-1.9 %	94.8 %
Transportation ROW	606.7	19.4 %	11.4 %	71.8 %	55.5 %
<b>Total Developed Area</b>	<b>3,122.8</b>	<b>100.0 %</b>	<b>58.4 %</b>	<b>95.4 %</b>	<b>93.1 %</b>
Agricultural & Vacant	2,222.0		41.6 %	108.7 %	11.6 %
<b>Total City Area</b>	<b>5,344.7</b>		<b>100.0 %</b>	<b>102.5 %</b>	<b>48.1 %</b>

Note: Land Use quantities include all land within the City Limits,  
including the Wastewater Treatment Plant.

Source: Rice Foster Associates and City Staff, February 2004.  
Butler County GIS / Aerial Photos, March 2000.

**EXISTING LAND USE IN ANDOVER — 1996**

	Total acres		Percentage of developed area		Percentage of total area	
	1980	1996	1980	1996	1980	1996
Residential (total)	363.2	600.9	43.9 %	37.2 %	20.4 %	16.7 %
<i>Single-Family</i>	303.7	515.4	36.7 %	31.9 %	17.0 %	14.3 %
<i>Multi-Family</i>	20.3	28.3	2.5 %	1.8 %	1.1 %	0.8 %
<i>Mobile Home Park</i>	39.2	57.2	4.7 %	3.5 %	2.2 %	1.6 %
Public & Semi-Public	152.4	497.1	18.4 %	30.7 %	8.6 %	13.8 %
Commercial	20.6	65.9	2.5 %	4.1 %	1.2 %	1.8 %
Industrial	64.3	63.1	7.8 %	3.9 %	3.6 %	1.7 %
Transportation ROW	227.1	390.1	27.4 %	24.1 %	12.7 %	10.8 %
<b>Total Developed Area</b>	<b>827.6</b>	<b>1,617.1</b>	<b>100.0 %</b>	<b>100.0 %</b>	<b>46.4 %</b>	<b>44.8 %</b>
Agricultural & Vacant	954.5	1,991.7				
<b>Total City Area</b>	<b>1,782.1</b>	<b>3,608.8</b>				

## GENERAL CITY PATTERN

Since 1996, total City area has increased 1,735.9 acres or about 2.7 square miles. This increase, which occurred over an eight year period, is similar in amount to the 1,826.7 acre increase noted in 1996. While that increase took place over a sixteen year period, building permit activity from the early '90's indicates that increased growth in City area began during that period and continues today. About 520 acres were annexed in the square mile at the northwest corner of 21st ST. N and Andover Rd. for the Decker/Kiser plat. Other large tracts of land annexed for subdivision development were north of 13th ST. N and east of 159th ST. East with the Caywood subdivision, Reflection Lakes at Cloud City at the southeast corner of US-54/400 and Andover Rd., Aspen Creek and Montana Hills along Harry ST. (SW 110th) east of Andover Rd., Diamond Creek at the northeast corner of 159th ST. East and Pawnee AVE. (SW 120th), and Tuscany west of Andover Rd. and north of Pawnee AVE. (SW 120th). Annexation of the site for the new high, middle and elementary schools including Andover Central Park, added 240 acres to City area. In effect, annexations during the period were consistent with the goal to provide for compact and contiguous growth.

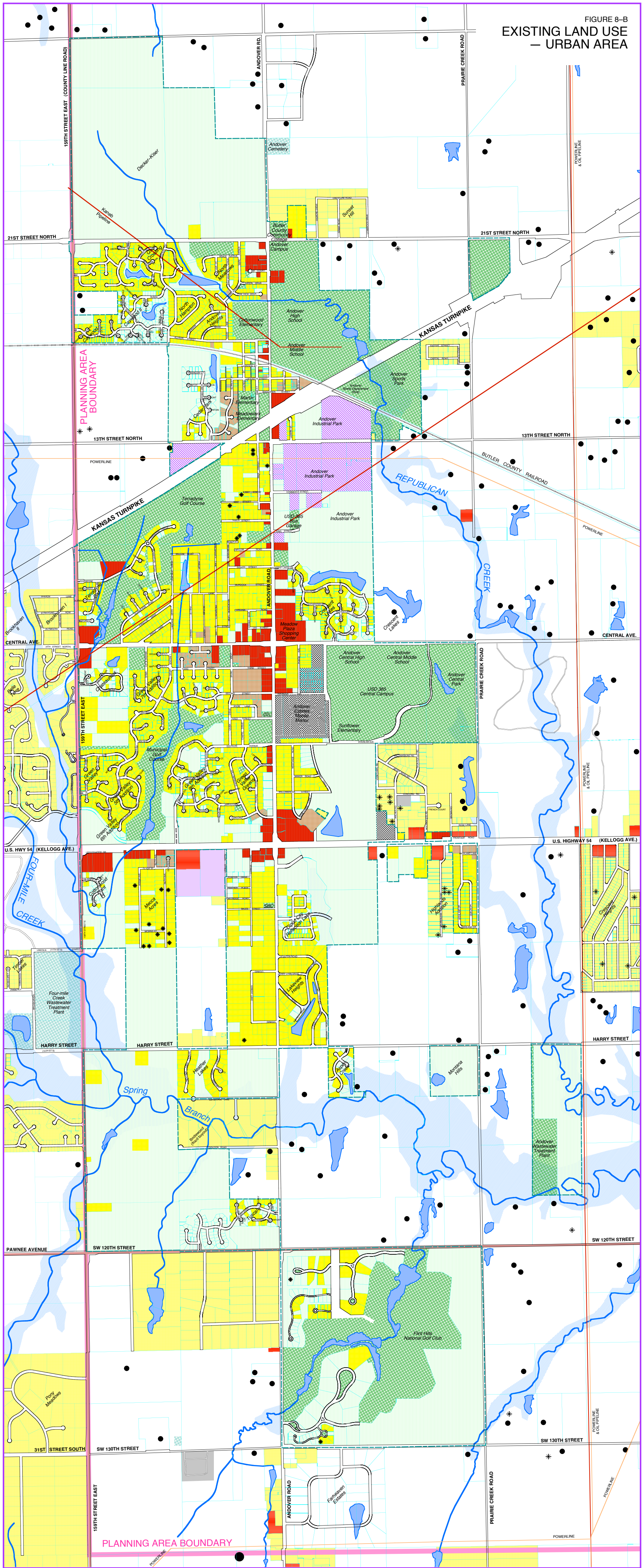
The southern extent of land in the City is at SW 130th at the southern boundary of the Flint Hills National Golf Club. This places a portion of the City three and one-half miles north of Rose Hill. The northern city limits have extended one mile to 29th ST. N (SW 60th). The new Montana Hills development is an island annexation of 40 acres.

East of Prairie Creek Rd., the only development within the City is for the Hope Community Church site near the turnpike interchange and the wastewater treatment plant which recently added 80 acres to its site. Land east of Prairie Creek Rd. and generally along the east limits of the City, is mainly agricultural with some low density housing on 40 to 80 acre tracts. Contiguous annexation of land east of Andover Rd. and west to the County line is important to the orderly expansion of the City's pattern and it's ability to provide services. Continued growth in a contiguous pattern is also important to the development of the City's sense of community and identity.

From US-54/400 to Central AVE. (SW 90th), the tornado which struck the City in 1991 destroyed the Andover Estates mobile home park and houses west of Andover Rd. These areas rebuilt and since 1996 the area has developed with commercial uses at the intersections at Andover



FIGURE 8-B  
EXISTING LAND USE  
— URBAN AREA



Existing Land Use			
Inside City Limits		Outside City Limits	
Agricultural and Vacant – Urban		Agricultural and Vacant – Rural	
Single-Family Residential		Single-Family Residential	
Multiple-Family Residential		Multiple-Family Residential	
House		House	
Mobile Home		Mobile Home	
Mobile Home Park		Mobile Home Park	
Public & Semi-Public		Public & Semi-Public	
Commercial		Commercial	
Industrial		Industrial	

SOURCES: FIELD SURVEY BY RICE FOSTER ASSOCIATES, P.A. AND CITY ZONING ADMINISTRATOR, FEBRUARY 2004.  
BUTLER COUNTY GIS / AERIAL PHOTOS, MARCH 2002.

COMPREHENSIVE  
DEVELOPMENT PLAN  
ANDOVER AREA – KANSAS

**F** FOSTER & ASSOCIATES  
PLANNING CONSULTANTS  
WICHITA, KANSAS

0 500' 1000' 2000'  
PLOTTED SCALE 1"=500'



BASE MAP: BUTLER COUNTY GIS / MAPPING DEPARTMENT  
FOE & ASSOCIATES OF KANSAS, INC., WICHITA, KS – JANUARY 2003

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Rd., the Andover Crossing apartments adjacent to the northwest plus the school sites and Park previously mentioned. The area continues to fill in with single family residential. From Central AVE. (SW 90th) to 13th ST. N (SW 80th) the majority of the City's older housing is located west of Andover Rd. The "Original Town" plat just north of the I-35 Turnpike to the west of Andover Rd. has the oldest housing with several multiple-family units.

Three new industrial uses have developed in the industrial park since 1996 just east of Andover Rd., north and south of 13th ST. N (SW 80th). Uses developed there were Sherwin Williams Aerospace Division, ATG Sports and the USD 385 Transportation Center. North of 13th ST. N (SW 80th) are major community facilities including the 13th Street Sports Park and new and renovated school sites.

## RESIDENTIAL

Residential land use consists of single-family dwelling units, multiple-family units and mobile home park areas. The 1,212 acres of residential land use is 38.8% of the developed area in the City. The increase of 611.1 acres doubled the area for these uses since 1996. In 1971 residential uses were 53.4% of the developed area. This confirmed the role of Andover as a “bedroom” community to the City of Wichita. Today, however, the dynamics of growth have changed to include greater potential for commercial and industrial uses.

The amount of residential land used for single-family purposes has increased from 515.4 acres in 1996 to 1,099.2 for a 113.3% gain. Land used for multiple-family housing increased from 28.3 acres to 59.1 acres. This 108.8% increase represents a step towards housing diversity, an important step for community sustainability. As a percent of developed area, however, multiple-family uses dropped from 1.8% to 1.1%. The Andover Crossing apartments, Summerfield Senior Residences and Cedar Park multiple-family projects accounted for this increase. There was no change in the area for mobile home parks. In a 2003 zoning case to add a mobile home subdivision, the zoning change was not considered when the City Council disapproved annexation of the site. It could be assumed that current growth patterns and attitudes may not support manufactured/mobile home development as a type of residential diversity. Manufactured home park facilities were rated as “excellent” or “adequate” by 92.4% of respondents.

## **PUBLIC AND SEMI-PUBLIC**

The majority of the 1,053.3 acres of public and semi-public land is utilized for U.S.D. #385 educational facilities and the Andover campus facilities of the Butler County Community College plus the City Parks, three golf courses and the expanded 120 acres for the sewage treatment plant. Terradyne and Flint Hills golf courses are private facilities. The remaining land contains such uses as City buildings — the City Hall, Library, Police Department, Maintenance Shop — the Fire/EMS/Emergency station, power substation, small City parks and churches. The latter includes a new and larger replacement for the Catholic church which was damaged by the tornado.

These uses increased from 497.1 acres in 1996 to 1,053.3 and the percent of the developed area rose from 30.7 in 1996 to 33.7% in 2004. The new school sites, Central Park and Flint Hills golf course account for nearly all of the increase.

## **COMMERCIAL**

Commercial development continues to be sited in scattered locations along Andover Rd. from US-54/400 highway to 21st ST. N with a main concentration at Andover Rd. and Central Avenue. Mixed commercial uses are scattered as well along US-54/400 between 159th ST. East and Prairie Creek Rd. Dillon's grocery store, national chain restaurants and other retail and service businesses have developed and continue to develop at the major intersection of Andover Rd. with US-54/400. Commercial uses developed increased 93.9% from 65.9 acres to 127.8. As a percentage of developed area, the 4.1% for commercial uses was the same as in 1996. More local commercial establishments are available for services and jobs than in the past. New businesses are generally small to medium in size and few large retailers have been attracted yet.

In the Questionnaire, one question asked if there had been an improvement in the appearance of the Community since the creation of the Site Plan Review Committee in 1997. Most plans reviewed have been for commercial development. A majority of respondents (69.4%) responded "Yes" to the question.

## INDUSTRIAL

Land used for industry nearly doubled from 63.1 acres in 1996 to 122.9. Even with significant growth to developed City areas, the percent of developed area of 3.8% remained the same as 1996. Almost all the industrial land use is focused on either side of 13th ST. N and east of Andover Rd.

## TRANSPORTATION

The amount of land dedicated to right of ways (ROW's) for transportation purposes increased from 390.1 acres to 606.7. More significant; however, is the fact that the proportion of developed land for these uses decreased from 24.1% to only 19.4%. In effect, more development was occurring without using a proportionally higher amount of land not on the tax roles. This is true even though the City has large ROW's in US-54/400, the Turnpike and the railroad. Residential designs using longer streets and cul-de-sacs (compared to the gridiron pattern of the past) account for a more efficient street system. A ratio of 20-25% is considered very good in design for the amount of land devoted to the street ROW system in an urban area.

## AGRICULTURAL AND VACANT

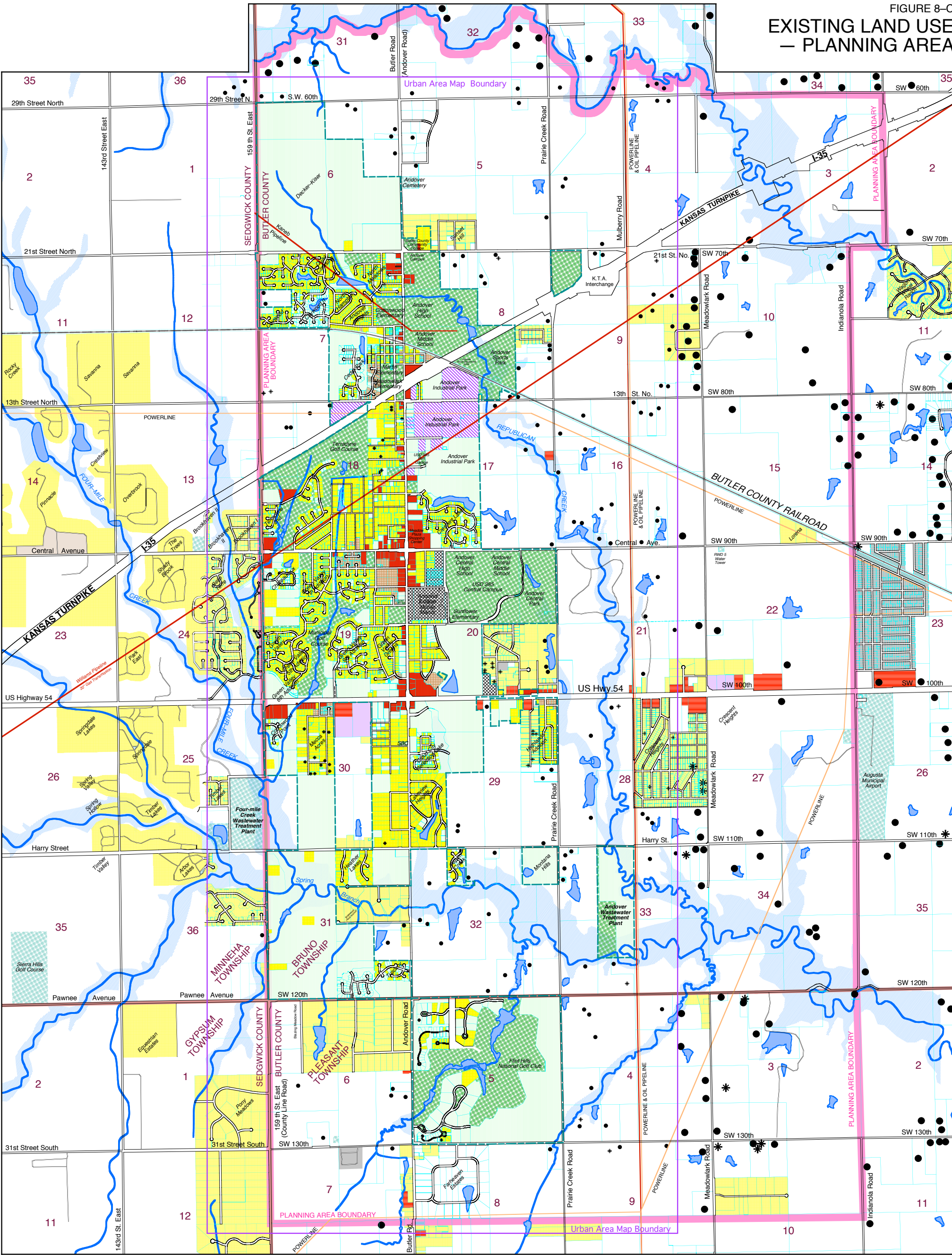
Perhaps the most significant finding of the land use data is the decrease of agricultural and vacant uses from 55.2% in 1996 to 41.6% in 2004. The total area for these uses rose only 11.6 to 2,222 acres. During the same period, City area grew 48.1% and developed area grew 93.1%. This indicates City growth policies are working to develop quality growth consistent with Plan goals.

## LAND USE OUTSIDE THE CITY

Statistically most of the land outside the City is used for agricultural purposes. Figure 8-C depicts the existing land use outside the Urban Boundary Area. When not used otherwise for nonfarm purposes, there are well maintained and productive farms and ranches around Andover. Some ranches are for raising fine horses and a few for cattle. Crops vary between alfalfa, maize, wheat and hay. There are no particularly intensive agricultural activities such as orchards, truck farms or confined livestock feeding which would be in the path of urban growth.



FIGURE 8-C  
EXISTING LAND USE  
— PLANNING AREA



Existing Land Use

Inside City Limits	Outside City Limits
Agricultural and Vacant – Urban	Agricultural and Vacant – Rural
Single-Family Residential	Single-Family Residential
Multiple-Family Residential	Multiple-Family Residential
House	House
Mobile Home	Mobile Home
Mobile Home Park	Mobile Home Park
Public & Semi-Public	Public & Semi-Public
Commercial	Commercial
Industrial	Industrial

SOURCES: FIELD SURVEY BY RICE FOSTER ASSOCIATES, P.A. AND CITY ZONING ADMINISTRATOR, FEBRUARY 2004.  
BUTLER COUNTY GIS / AERIAL PHOTOS, MARCH 2000.



0' 1000' 2000' 4000'  
PLOTTED SCALE 1"=1000'

COMPREHENSIVE  
DEVELOPMENT PLAN  
ANDOVER AREA – KANSAS

BASE MAP:  
• BUTLER COUNTY GIS / MAPPING DEPARTMENT  
• POE & ASSOCIATES OF KANSAS, INC.,  
WICHITA, KS – JANUARY 2003

**F** FOSTER & ASSOCIATES  
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project 03090



Although residential subdivisions outside Andover represent the largest number around any city in Butler County, there are still a significant number of scattered dwellings. The 1996 field survey noted 729 dwellings outside the City within the Planning Area. Of the 600 site-built dwellings, 20 appeared to be farm related. This is a decrease from the 57 counted in 1980 for a smaller Planning Area and indicate a reduction in farm activity. Of the 129 mobile homes noted, 73 were single-wides, 10 double-wides and 46 in a mobile home park southwest of the Flint Hills Golf Club. Such homes are both intermixed with site-built structures in subdivisions as well as on scattered sites.

Fifty-eight percent of all housing units outside the City are located south of US-54/400 and 42% north. Nearly 70% of such units are concentrated in platted subdivisions although many of these are merely surveyed drawings of the 50's and early 60's and do not represent the formal approval process required today. Developments include Crescent Heights, Bridlewood, French's Ist, Bicentennial, Easter Addition, Sunset Hill, McCandless Addition and other smaller ones.

In 1996 there were 18 commercial uses noted including two RV sales lots, a boat sales lot and a feed store. Most such uses are located on both sides of US-54/400 east of Andover Rd. and on the south side to the west. Most of them have used land to avoid installation of a frontage road, and therefore, do not exhibit a cohesive pattern of commercial development. Since 1996, a few commercial uses have developed in the Planning Area and more have developed eastward towards Augusta.

Land classified as a public or semi-public use were the Kiwanis' No-Wi-Ki camp, plus the Andover Cemetery.

Although not officially part of the Andover Planning Area, Figure 8-C depicts an area (for information purposes) one-half mile to the east of the Planning Area and another that is one and three-fourths miles west into Sedgwick County. On the east side, in 1996 the Wagon Wheel subdivision and Kellogg Heights, just north of the Augusta Airport, contained 137 dwelling units. On the Sedgwick County side, there were 2,674 platted lots counted with 193 new ones approved for the Belle Terre subdivision. The latter is located on the west side of County Line Road at US-54/400 and next to Green Valley Greens. The development also includes 43 acres for commercial use.

## **FUTURE LAND USE PLAN**

The purpose of this section is to project an efficient and compatible arrangement of land uses for the future development of the Planning Area. Such a projection must consider a number of factors including physical features and their respective development influences (See Chapter 7), the preliminary statement of goals, future population, housing needs, existing land use patterns, potential utility service areas, community attitudes and proposed development projects. It should be remembered when studying this Plan, that the Planning Period covered is less than a ten year period thru 2013. A graphic illustration of the Future Land Use Plan pattern for the Urban Boundary Area is shown on Figure 8-D.

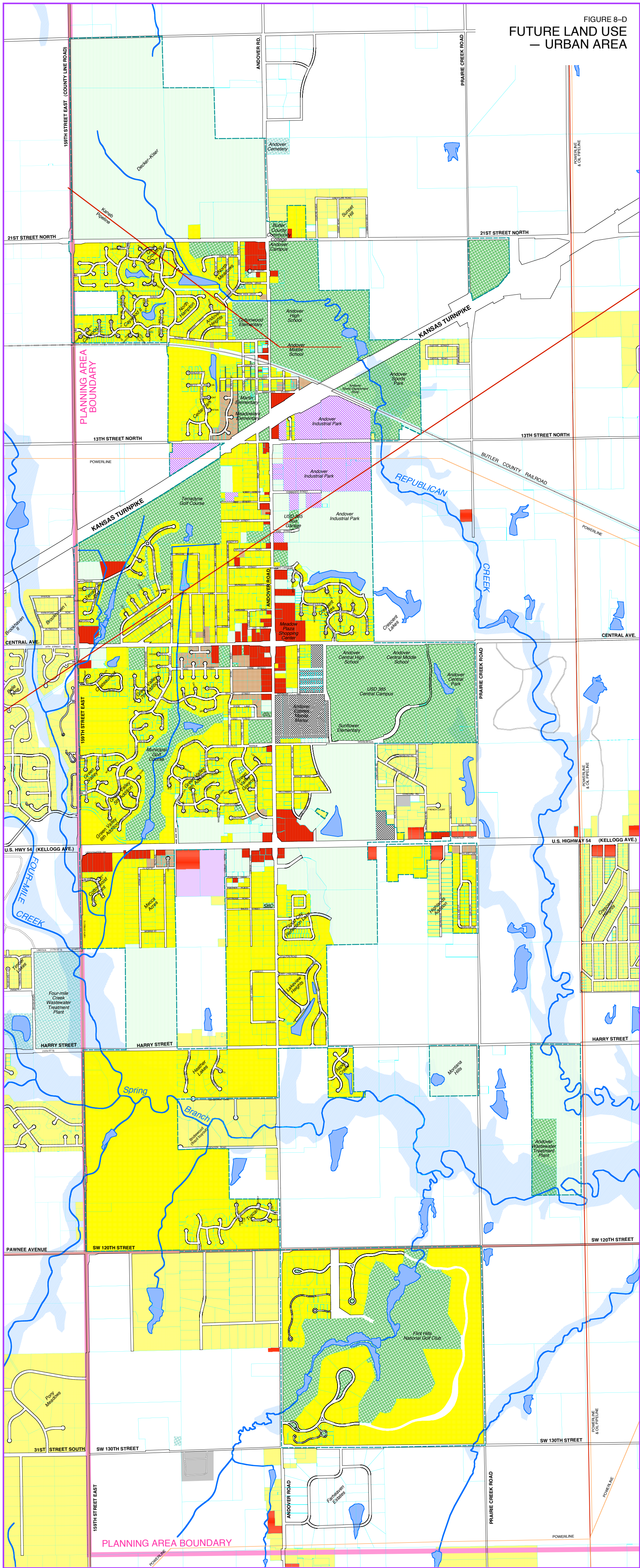
There is a need to maintain some flexibility in a Future Land Use Plan. The Planning Commission may therefore, from time to time make minor adjustments by policy decisions in the delineated boundaries based on more detailed current data, but in keeping with the overall concepts for the development of the particular area. It should also be noted that designation of an area for a certain type of land use does not necessarily mean that the area be developed exclusively for that use. It should instead be considered as a designation of land use character and predominant type. For example, a church or school would be considered compatible in a residential area. See Chapter 3 for a detail listing of land use related goals.

## **GENERAL DEVELOPMENT PATTERN**

Within an urban area it is desirable for land use development to be compact and contiguous with a minimum intermixing of incompatible land uses. Such a pattern maximizes the efficiency and reduces the cost of public facilities, makes private services more convenient and reduces the effects from negative environmental factors such as traffic, noise, lights, air pollution, hazardous conditions and unsightly visual appearances. All of the latter affect property values and reduce the quality of life, particularly in residential areas which are a dominant characteristic of Andover. Planned Unit Development's (PUD's), as allowed by the City's zoning regulations, provide for the mixing of land uses in a planned fashion. Benefits of reduced infrastructure for streets and utilities, paths to promote pedestrian and bicycling activity and a greater amount of open space to protect drainage ways, provide buffers and greenways are possible.



FIGURE 8-D  
FUTURE LAND USE  
— URBAN AREA



Future Land Use			
Inside City Limits		Outside City Limits	
Agricultural and Vacant – Urban		Agricultural and Vacant – Rural	
Single-Family Residential		Single-Family Residential	
Multiple-Family Residential		Multiple-Family Residential	
House		House	
Mobile Home		Mobile Home	
Mobile Home Park		Mobile Home Park	
Public & Semi-Public		Public & Semi-Public	
Commercial		Commercial	
Industrial		Industrial	

SOURCE: FIELD SURVEY BY RICE FOSTER ASSOCIATES, PA. AND CITY ZONING ADMINISTRATOR, FEBRUARY 2004

COMPREHENSIVE  
DEVELOPMENT PLAN  
ANDOVER AREA – KANSAS



0 500 1000 2000  
PLOT SCALE 1"=500'



BASE MAP: BUTLER COUNTY GIS / MAPPING DEPARTMENT  
FOE & ASSOCIATES OF KANSAS, INC., WICHITA, KS — JANUARY 2003





Completion of the east side sewer interceptor and expansion of the wastewater treatment system have made possible larger developments and an east-west widening of the City boundaries. Achieving a more cohesive and compact urbanization of the area south of US-54/400 should be continued as a long-range goal. This would involve integrating older developments with newer subdivisions through annexations and expanded infrastructure. Even though great improvement has been made toward compact growth, the City now extends seven miles north to south and the only two uses east of Prairie Creek Rd. are the church at 21st St. and the Wastewater Treatment plant. Growth east of Prairie Creek Rd. is a goal of this Plan.

Major commercial development should continue to group around Andover Road and Central Avenue with east-west commercialization on US-54/400 and further infilling north-south along Andover Rd. at selected locations. One such future location is the Decker/Kiser plat to be developed at 21st ST. N. Industrialization continues to expand north and south of 13th ST. N. and east of Andover Rd. The Augusta Airport has been explored as an opportunity for joint action towards more industrial use. Expansion east of Andover Rd. on US-54/400 to the Airport has been studied to retain traffic carrying capacity along the highway while allowing some access points. Determining the best type of land use and its design should also be studied to encourage quality development along the corridor.

## **RESIDENTIAL**

The future residential pattern in Figure 8-D reflects existing subdivisions plus exhibits the areas of new growth which are listed in Table 8-B. The latter shows the potential availability of 493 single-family lots ready for construction plus an additional 1,548 lots being planned by developers, but were unplatted at the time when the table was updated on March 29th, 2004. These newer developments implement the collector street system, discourage through traffic in residential sections and provide some open space and recreational amenities for the residents. They represent modern day development to compete with others proposed outside the Planning Area.

To meet the population goal of 11,000 during the Planning Period, a calculation detailed in Chapter 6 found a potential need for about 951 single-family housing units. Over the Planning Period, this would mean about 100 single-family permits per year. This is below the current level of permits issued, however, a slow down in permits issued should be anticipated over the next ten years. Using an allowance of 25% for streets with an average lot size of 9,000 Sq. Ft., an additional 262 acres of land would be needed. The total number of potential single-family lots available or in the planning stages noted above is more than double the amount of 951 projected. While this projection does not account for all factors such as the impact of multiple-family housing and additional development to be planned, it does provide a sense of growth needs. Similar to the 1996 Plan, the availability of land for residential uses greatly exceeds projected need. Managed growth through development policies continues to be recommended in this Plan to provide for a balance of land uses and to meet quality of life and sustainability goals for the Community.

Table 8-B Potential Residential Development

POTENTIAL RESIDENTIAL DEVELOPMENT							
SINGLE - FAMILY	Platted	Permits	Available for	Unplatted	% with	% with	#-Cof O's
	Lots	Issued	Construction	Lots	Bldg Permits	C of O's	Issued
C. Smith Subdivision	3	2	1	0	66.7%	33.3%	1
Andover Lakes Estates	0	0	0	96	0.0%	0.0%	0
Aspen Creek	31	22	9	0	71.0%	61.3%	19
Caywood 1st	51	51	0	X	100.0%	86.3%	44
Caywood 2nd	116	24	92	0	0.0%	0.0%	0
Cedar Park	52	43	9	0	82.7%	78.9%	41
Cedar Park 2nd	47	4	43	89	8.5%	0.0%	0
Chateauroux	40	18	22	0	45.0%	30.0%	12
Cloud City	84	62	22	99	73.8%	53.6%	45
Cottonwood Point	30	6	24	81	0.0%	0.0%	1
Crescent Lakes	85	78	7	X	91.8%	88.2%	75
Crescent Lakes 2nd	29	27	2	X	93.1%	89.7%	26
Crescent Lakes 3rd	56	26	30	73	0.0%	0.0%	4
Decker/Kiser	0	0	0	627	0.0%	0.0%	0
Diamond Creek	0	0	0	185	0.0%	0.0%	0
Flint Hills Phase 1	24	14	10	X	58.3%	50.0%	12
Flint Hills Phase 2	40	16	24	X	40.0%	30.0%	12
Flint Hills Phase 3 (FHN Club Estates)	34	6	28	61	17.7%	14.7%	5
Green Valley Greens 6th Addition	55	52	3	X	94.6%	90.9%	50
Green Valley Greens 8th Addition	99	88	11	X	88.9%	82.8%	82
Green Valley Greens 9th Addition	63	46	17	X	73.0%	42.9%	27
Green Valley Greens 10th Addition	0	0	0	31	0.0%	0.0%	0
Green Valley Patio Homes	0	0	0	30	0.0%	0.0%	0
Heather Lakes	20	19	1	X	95.0%	95.0%	19
Heather Lakes 2nd	22	22	0	X	100.0%	95.5%	21
Hilltop	7	4	3	X	57.1%	28.6%	2
Montana Hills	0	0	0	72	0.0%	0.0%	0
North Meadows	39	36	3	X	92.3%	92.3%	36
North Meadows 3rd Addition	47	41	6	X	87.2%	68.1%	32
Quail Crossing	71	69	2	X	97.2%	93.0%	66
Quail Crossing 2nd Addition	101	85	16	X	84.2%	68.3%	69
Scattered Lots	86	7	79	X	8.1%	5.8%	5
Stone Bridge	0	0	0	65	0.0%	0.0%	0
Terradyne 2nd Addition	43	35	8	X	81.4%	76.7%	33
Tuscany	52	31	21	135	59.6%	53.9%	28
<b>Total Single Family</b>	<b>1427</b>	<b>934</b>	<b>493</b>	<b>1548</b>			<b>766</b>
MULTIFAMILY		Permits	Available for	Unplatted	% with	% with	#-C of O's
	Units	Issued	Construction	Units	Bldg. Permits	C of O's	Issued
Andover Lakes	0	0	0	15	0	0	0
Autum Ridge	12	7	5	X	58.3%	50.0%	6
Beaumont Place	22	16	6	0	72.7%	36.4%	8
Decker/Kiser - Apartments	0	0	0	212	0.0%	0.0%	0
Decker/Kiser - Duplex	0	0	0	167	0.0%	0.0%	0
Green Valley Apartments	0	0	0	140	0.0%	0.0%	0
<b>Total Multifamily</b>	<b>34</b>	<b>23</b>	<b>11</b>	<b>379</b>	<b>67.7%</b>		
<b>Total Dwelling Units</b>	<b>1461</b>	<b>957</b>	<b>504</b>	<b>1927</b>	<b>65.5%</b>		
<b>Total Lots/Units, Platted and Unplatted</b>			<b>3388</b>				

As new developments are reviewed, attention should be given to ensuring transportation connections to existing development which promotes safe vehicular traffic flow and pedestrian and bicycling activities. Additionally, to meet needs determined by the Andover Parks and Open Space Master Plan, opportunities for neighborhood parks and/or greenway connections should be reviewed with each proposed development.

Figure 8-E depicts the potential mix of housing types if development listed in Table 8-B is realized. Current data shows in area used, 90.7% of developed residential land is for single-family, 4.9% multiple-family and 4.4% for mobile home parks.

Existing multiple-family housing including duplexes, is shown on Figure 8-D. Some guiding policies for their future location of multiple family uses are:

- (1) around business areas for shopping convenience and to strengthen the commercial activity;
- (2) along arterial and collector streets but not on local streets mixed within single-family neighborhoods; and
- (3) as a "buffer" area between single-family and nonresidential uses.

Multiple-family development should be at carefully selected locations where screening can be achieved both for adjacent areas and for the privacy of the residents. Site plan review is now required for all multiple-family developments. Integration of some duplexes within large developments may meet the general guidelines as has been achieved at the Cedar Park PUD. Whereas it is very difficult in a general plan to predetermine sites for multiple-family use, a good opportunity appears to exist in the northwest corner of the intersection of Andover Rd. and 21st ST. N. With potential commercial use at the intersection, considerable land to the northwest could be available which is not encumbered by existing uses and would especially provide housing for faculty, staff and students at the Community College. The Decker/Kiser plat being planned for this area along 21st ST. N from Andover Rd. to 159th ST. East contains 212 apartment units and 167 duplexes.

A section of the Questionnaire contained 10 questions concerning PUD development in Andover. Overall, PUD residents are satisfied with



the street designs, commons areas, lot size and sidewalks and/or trails among other benefits offered by existing PUD developments. Detailed information of the Questionnaire results are available from the City.

## COMMERCIAL

The elongated pattern of the urban area along Andover Road has made it difficult to concentrate enough businesses in one place to centralize the shopping area. Not only does a central area attract more shoppers, but it is less disruptive environmentally to residential neighborhoods which may be affected by strip commercial. A centralized area serves another purpose and that is to provide an identity or image to the City. The author, Gertrude Stein, emphasized the need for identity in a particular situation when she said, "When you get there, there's no there there."

Three distinct commercial areas are recognized in the Plan for concentrated commercial development. The centralized shopping area at Andover Rd. and Central AVE. (SW 90th) should be further developed as opportunities arise to foster a unique identity for the area. The second area at US-54/400 would encourage highway business areas on both sides of the highway which are served by frontage roads and contain uses of a regional nature. These uses would not generally compete with the Andover Rd./Central AVE. (SW 90th) commercial district. Most Questionnaire respondents (66.3%), felt "Yes" that City land use policy should encourage further expansion of the area as a regional shopping center, 19% of respondents chose "No" and 14.7% selected "Don't Know". A third area for future shopping is planned within the Decker/Kiser plat at 21st ST. N and Andover Rd. In addition to these three areas, there will be a limited number of shopping areas as neighborhood commercial for the convenience of the public and several areas may be needed along arterials especially at intersections to accommodate office and retail businesses. Along other portions of Andover Road, the City should continue a case-by-case policy of zoning to balance neighborhood concerns with traffic access and the intensity and design of the commercial enterprise.

Because of locations on arterial streets with heavy through traffic, all commercial uses should provide adequate off-street parking. The compatibility and appearance of all new and major redevelopment of existing nonresidential land uses have been enhanced by the new site plan review criteria.

## INDUSTRIAL

Both commercial and industrial uses are needed to balance the tax base and provide local jobs. Industry not only needs highway access and utilities, but an area that can be expanded over a period of time and not easily preempted by other uses. The present industrial area along 13th ST. N and east of Andover Road offers many advantages; one of which is its separation from residences. Plans are in process to expand the present industrial area south of 13th ST. N to 160 acres except for strip industrial/commercial along Andover Road. The industrial park owned and marketed by Promote Andover, Inc. (PAI) will be buffered at Crescent Lakes PUD to the south with substantial screening and connected only by an internal collector street system at the half mile line north to 13th ST. N. It is not likely that the Lockhart Addition on Lavern Street wedged in between the Turnpike and an expanding industrial district can in the long-run remain a viable residential entity and some day may be redeveloped for industrial uses.

Improvements to 21st ST. N and the Kansas Turnpike access in the area at Prairie Creek Rd. provide potential for future industrial uses to be studied.

## PUBLIC AND SEMI-PUBLIC

The location of many public and semi-public uses will remain the same during the Planning Period since in many cases there is room to expand on the site. Chapter 11 describes current and future expansion plans for community facilities, especially those of the City. A new police station is currently under construction in the large area to the west of City Hall. With 120 acres, the wastewater treatment plant is adequately provided for in the Planning Period. U.S.D. # 385 does not currently have plans to expand on their existing school sites.

Open space and recreation areas designed for the numerous planned unit developments are not depicted in Figure 8-D, but are noted on each preliminary PUD plan filed at City Hall. Planning for additional park and recreation areas is the subject of the Andover Parks and Open Space Master Plan to be adopted as an element of this Plan document.

## OUTSIDE THE CITY

The remaining Planning Area outside the City will continue to be used mainly for agricultural purposes; however, pressures will continue for nonfarm residential development and some commercial uses. Scattered housing should be discouraged as it divides and unnecessarily uses up good farmland and is difficult to provide public services for in the long run. Platted areas, phased to meet demand, make more efficient use of land and both public and private facilities and services can be more economically provided. The area is not desirable for intensive urbanization without public water and sewer facilities. The water is limited and of generally poor quality. Most of the soil series have "severe" limitations for septic tank filter fields. Subdivisions should be laid out with rights-of way and easements which in time can convert to urban designs. Butler County's agricultural and residential zoning standards favorably encourage the above policy. Andover's extraterritorial Subdivision Regulations and construction codes provide additional implementation tools.

Efforts should be made to also preserve "open space" areas such as woodlands, shelter belts and areas along the creeks and especially in the floodplain areas. (See floodplains on Figure 7-C.) Many environmental benefits are gained for both the rural and urban areas by retaining such areas in their natural state. These include maintaining natural drainage ways, recycling water underground, providing buffer areas between land uses, reducing soil erosion, improving air quality and preserving wildlife and natural vegetation. The technical resources of the Butler County Cooperative Conservation District, the U.S. National Resources and Conservation Service and the K.S.U. Cooperative Extension Service may be called upon to suggest appropriate land development practices. Beyond environmental benefits, preservation of wooded natural areas lowers site development costs and provides an amenity for developing areas.

It is anticipated that interest in commercial expansion will continue on both sides of US-54/400 between Andover Rd. east to the Augusta Airport. It is essential that a detailed Area Plan be prepared for this corridor to coordinate the various design features necessary for quality development. This would include the provision for access control to US-54/400; frontage or reverse frontage roads; appropriate depth of perhaps 600 feet for adequate platted land use and parking; public water and

sewer availability; and screening to encourage desirable interior development.

It is feasible to serve the Turnpike Interchange area with public utilities to provide for industrial uses. Some modest areas for industrial type uses may also materialize from the detailed Area Plan mentioned previously for the US-54/400 corridor.

## Chapter 9

# TRANSPORTATION

## TRANSPORTATION SYSTEM

Development of an urban area is dependent to a large degree upon the ability of its transportation system to move people and commodities. This is no less true of a rural area except the modes of transportation are more limited. In a transportation plan element, emphasis should be placed upon the development of the total transportation system and consideration should be given to all economically feasible modes of transport. The relationships of transportation planning to the planning area's land use patterns and community facilities should also be recognized. The efficient use of energy and long-term maintenance must be considered in the selection of transportation alternatives.

## STREETS AND ROADS

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

Because of its location in the metropolitan area between two counties, roadways in the Andover Planning Area are used extensively just for through traffic purposes which places an added local burden on financing streets. While 84% of the total County workers traveled alone according to the 2000 Census, 87% of those in Andover did. Also, only 8% car pooled in the City, while 10% did in the County as a whole. In the City, only 4.5% walked or worked at home. The mean travel time to work for Andover residents was 18.5 minutes. There is also a high percentage of households in the City with multiple vehicles, i.e., 73%, with 26% having three or more.

A larger perspective of the highway system is illustrated in Figure 9-A showing Regional Highways in Butler and Sedgwick counties. In recent years, tremendous changes have taken place in providing better highway service to the Andover Planning Area. US-54/K-96, which is now designated US-54/400, has been rebuilt as a four-lane limited access highway from Wichita through Augusta and is a portion of the US-400 link from western Kansas through Wichita to southeastern Kansas. 21st ST. N has been reconstructed and extended to Ohio

Street north of Augusta to provide better access to Wichita, the Kansas Turnpike Interchange and Augusta. A major benefit to accessing the Wichita area has been the completion of K-96 around the northeast quadrant of the urban area. Interchanges on the freeway at 21st, 13th and US-54/400 provide excellent access to the Andover Area.

Andover Rd. as the local traffic "backbone" of the City is four lanes from US-54/400 to 21st ST. N. New driveways and sidewalks have been installed on both sides and some deceleration and acceleration lanes added. These improvements to Andover Rd. have been a major goal of the planning for the City since the 1971 Plan. Since frontage roads are not feasible now, every effort should be continued to limit the number of access points entering Andover Rd. This means reducing the number of street intersections by using collector streets to access internal areas, limiting strip commercial development, combining driveways where possible and facing residential driveways on internal streets among other techniques. Because of the limited crossings of the Turnpike, Andover Rd. serves both as an arterial and somewhat as a collector system as well as local access to abutting properties. Continued protection of its carrying capacity is a high priority goal of the Plan.

Improvements completed in 1999 to Central AVE. from Andover Rd. westward to 159th ST. provide better traffic safety and efficiency for travel particularly during the morning traffic peak. Four-lane improvements from Andover Rd. east past the Andover Central School Campus and Park were completed before the schools opened in the Fall of 2001.

Major improvements to 21st ST. N (SW 70th) from the Kansas Turnpike tollbooth east to Ohio St. road improves sighting distances and provides shoulders on the heavily traveled route.

Sedgwick County has placed the paving of 13th ST. N from K-96 to the Butler County line to four-lane standards on the 2006 Capital Improvement Program. The connection between the recent four-lane improvement from the KTA Bridge across the Cedar Park Addition and the future Sedgwick County improvement is a City project funded in part by the Wichita Metropolitan Planning Organization Urban Area Transportation Improvement Program to be constructed in 2006. With the completion of the widening of the KTA bridge, funded by the City, Kansas Department of Transportation, and Wichita Metropolitan Planning Organization Urban Area Transportation Improvement Program in 2005-2006, a paved four-lane connection from the Industrial Park to K-96 will be provided.

Widening the south approach to US-54/400 on Andover Rd. and adding dual left turn capabilities to accommodate greater traffic volumes received financing from the Kansas Department of Transportation and the Wichita Metropolitan Planning Organization Urban Area Transportation Improvement Program for Fiscal Year 2004. The project should eliminate the peak hour congestion that is frequently experienced.

With the signing of the US-54 Memorandum of Understanding and subsequent Corridor Master Plan, the City, Butler County, and the Kansas Department of Transportation have agreed to review and approve all decisions regarding the Highway Corridor jointly. The plan spells out future improvement expectations, access control, etc. for the highway and all land adjacent from, the Butler County line to Santa Fe Lake Rd. In response to the agreements, the City revised its B-5 Highway Business zoning district regulations to impose greater building setbacks to preserve a corridor for future highway improvements.

Outside of the above described roadways in the remaining Planning Area, there are some paved County roadways and many unpaved township roads on mile lines and in subdivisions. The latter vary in their degree of maintenance both by area and season of the year. The townships are not equipped to maintain paved roadways. Many of the early rural subdivisions are poorly laid out. Rarely did they leave access to future connections with other property. Many of the streets are too long, such as a half of a mile without any cross connections. Cul-de-sacs are not large enough for turning around large equipment such as fire trucks. Many have not followed the topography, but have superimposed roads on the terrain as if it were all flat. These situations will make them harder to integrate into an urban system. An analysis of each subdivision now will be beneficial to obtain rights of way (ROW) for future connections before all the lots are developed. The City's annexation policy would require such roads to be paved as part of any agreement to annex.

As of December 31, 2003, the City had 45.19 miles of paved streets and 11.98 miles unpaved. Most of the unpaved street system was development in the township prior to formation of the City. As a policy, the City now requires each new subdivision to pave the streets so that construction costs can be more comparable to current housing costs rather than built later at costs which have escalated. The maintenance of a properly paved street is far less than a properly maintained gravel one. On the other hand, a poorly paved street, sometimes called a "shoe polish" surface, is more costly to properly maintain than either of the other types.

## FUNCTIONAL STREET CLASSIFICATIONS

The City Subdivision Regulations and Resolution of Street Policy identify the three main categories in a functional urban street system: arterial, collector and local streets. The Wichita Urbanized Area Federal Roadway Functional Classification Map, which includes the City and a portion of the Planning Area, utilizes the federal functional classification system to further expand and define the street and highway system classification by adding the following classifications: interstates, freeways and expressways, principal and minor arterials, urban collectors, and minor and major rural collectors. With the addition of the City and portions of Butler County to the Wichita Urbanized Area, the adopted Federal Roadway Functional Classification Map will be utilized as the base for the Functional Classification System for the Planning Area depicted on Figure 9-B.

The federal classification system being utilized is as follows:

- Interstate
- Other Freeways and Expressways (Urban)
- Other Principal Arterial
- Minor Arterial
- Collector (Urban) and Major Collector (Rural)
- Minor Collector (Rural)

The basic difference between these classifications is their relative emphasis on the functions of traffic movement and providing access to abutting property. Various federal design standards would be applied to each classification which would affect the amount of federal funding participation.

In such a system, each type of street serves a different purpose, which requires different design and right of way widths. To avoid overdesign and cost, the street is related to the amount and type of usage expected. Such a system directs traffic to where it can best be served and reduces through traffic in residential areas. The right of way standards described below provide space not only for the paved street area, but also for limited parking, curbs with adequate turn radii, sidewalks, utilities, storm drainage, signs and planting strips for street trees.

Interstates are designated routes on the Interstate System that are designed and operated by the Kansas Department of Transportation or the Kansas Turnpike Authority. They serve as the primary routes for long distance travel at high speed within and beyond the State of Kansas. The design, acquisition of right of way, and development of interstates are subject to federal design criteria and vary widely depending on traffic carrying capabilities, terrain, and necessary



access. The Kansas Turnpike Interstate 35 is the only route classified as an interstate in the Planning Area.

Freeways and Expressways are typically routes on the designated State and/or Federal highway systems designed to carry large volumes of traffic through and between urban population centers with limited local access to preserve the through traffic carrying capabilities of the highway. As with the interstates, the design, acquisition of right of way, and development of freeways and expressways vary widely depending on traffic carrying capabilities, terrain, and the amount and location of local access. US-54/400 operates as an expressway despite its signalization. Parallel frontage roads are necessary to maintain its carrying capacity and safety.

Principal and Minor Arterial streets serve major movements of traffic through and within an urbanized population and activity centers, and the state and federal highway system. It is necessary that they be planned with a wide right of way, a desirable standard being 100' with a roadway initially of 24' wide and later 52'. These standards provide room for two 12' moving lanes or four 12' lanes with curb and gutter for drainage when fully needed. More ROW may be needed if considerable truck or larger automobile volumes are expected, major intersection designs are warranted and if drainage problems are encountered.

Major and Minor Rural Collector streets as identified on the Functional Classification Map are the future mile line extensions of the urban arterial street network, and should therefore be planned for and eventually developed to the same standards as the arterial streets.

Urban Collector streets collect traffic from a number of local streets and channel it to the arterial streets. They serve to connect neighborhoods and to provide access to facilities such as schools, parks and shopping areas. A desirable standard for collectors would be a 70' ROW with a paved area to accommodate two 8' parking lanes and two 12' moving lanes.

Local streets are used to serve abutting properties, mainly in residential areas. Through traffic on them should be discouraged. The use of loop streets, cul-de-sacs and T-intersections should be encouraged to provide safety and privacy to the neighborhoods. A desirable standard for local streets would be ca 64' ROW with a 34' paved area. This permits two 9' moving lanes with staggered 8' parking. Narrower rights-of-way and pavements may be warranted for streets of short length, cul-de-sacs and lower densities and where developers guarantee more off-street parking.

The above standards are applicable to the urbanizing area in and near the City. They vary to some extent with the amount of off-street parking required, storm water drainage problems anticipated and utility easements needed. Various other standards may apply in the rural area depending upon township, county, state or federal design criteria. In any event, the most important aspect of planning for roads and streets is first obtaining adequate rights-of-way. Thus, the paving area can be widened as needed. Rural roads can be converted to urban streets if foresight is used in the initial design criteria. A wide variety of rights-of-way exist in the Planning Area and attention will need to be given to upgrading them during the Planning Period. Subdivision and zoning regulations plus the issuance of zoning and building permits can be utilized to acquire right of way dedications.

All mile line roads in the Planning Area, north-south and east-west, are proposed as arterials and should be at least 100' rights of way. This matches the present system in Sedgwick County. Of all of these, Andover Rd. is the most important and the key to circulation in the urban area. Preservation of the traffic carrying capacity of Andover Rd. is one of the most significant objectives of this Plan and is interrelated to plans for land use and community facilities.

Collector streets are difficult to achieve because everyone wants someone else to build them. In general, they should occur at half-mile intervals, but not necessarily form a rigid north-south and east-west axis. Depending upon land use, there may be only three exits in some sections. In most cases, there is not a need to align one neighborhood collector with another. This avoids an extra traffic light someday. There is an advantage, however, to align north-south collectors in certain sections to assist traffic around the more intensely developed commercial center at the Central and Andover intersection. Conceptual patterns for a collector system are delineated in Figure 8-E. Streets not designated as arterials or collectors should be considered as "local" streets primarily serving adjacent properties. A few local streets also serve to connect other areas or complete internal circulation.

If the standards for right of way and pavement widths previously mentioned for the different types of streets can in some cases not be met, then various alternate methods for achieving the desired traffic flow width can be implemented. The most practical of such methods often is to prohibit parking on one side of the street, thereby enabling the use of that parking lane for moving traffic. Stop signs can also be used to channel traffic in such a way as to create collectors. Future street improvement projects should also give priority to those streets functioning as either arterials or collectors. Subdividers are required to pay for collectors; however, an impact fee is charged for each new building permit, and collected by the City to pay for arterials from each dwelling unit

built. Sometimes subdividers prefer to pay the total amount in a benefit district. A one cent sales tax is also collected to pay for arterial street improvements and major reconstruction of all streets which were constructed to City Street Design Standards.

In addition to the functional street system described for the City, the entire Planning Area is now also part of a new nationwide system for federally funding highways and streets under the Transportation Equality Act for the 21st Century. Known as TEA-21 and adopted in 1998, it was readopted in 2003. It previously operated as the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). It involves a coordinated system of transportation planning at the city, county, state and federal levels. The Federal Aid Secondary System (FAS) for city and county roads is now replaced.

Final maps are coordinated and drafted by the Bureau of Transportation of the Kansas Department of Transportation (KDOT). After the approval of the City Council and KDOT, the Federal Highway Administration of the U.S. Department of Transportation makes their final determinations. The map is periodically reviewed. From this information, the transportation section of a city or county Capital Improvements Program (CIP) can be assembled. Given the anticipated growth, it is obviously important to the Andover Planning Area that such classifications be planned far in advance, if matching funds are to be obtained in a timely manner and coordinated with the County.

As a result of the 2000 Census population reports the City of Andover and some areas in Butler County outside the corporate limits in the extraterritorial jurisdiction have been included in the Wichita Metropolitan Planning Area for Transportation Planning. The entire City is considered to be in the Wichita "Urbanized Area", the extraterritorial area is divided between the "Urbanized" and "Rural" classification. With this designation as a part of the Metropolitan Area, all streets within the area are required to be classified using the Federal Functional Classification Map standards.

Being included in the Metropolitan Transportation Planning Area makes all major collector and arterial street improvement projects eligible for receiving federal Transportation Funds distributed by the Wichita Metropolitan Area Transportation Improvement Program (TIP). And includes the streets in the Planning Area in all transportation modeling performed by the Metropolitan Planning Organization staff. Both the US-54/400 & Andover Rd. Improvements and the 13<sup>th</sup> Street Improvements are scheduled to be funded in part by the TIP.

## **PARKING**

An efficient circulation system in a community involves an interrelated concern for parking. The basic purpose of streets is to move traffic and secondly to park vehicles. A local street system utilizing less than 34' pavement widths, assumes periodic and staggered parking to ensure adequate traffic flow since it is not feasible to park two vehicles and have two other vehicles pass each other at the same time. Public facilities such as schools and parks, where increased numbers of people congregate, should serve as examples in providing off-street parking areas as needed. Plans for adequate parking should be part of the initial planning for the intensity of use of buildings with attention paid to access control, screening and landscaping on site plans. All district classifications in the City and County zoning regulations require minimum stated amounts of off-street parking. This means that there may be some parking problems at peak times. The latter situation occurs periodically due to the concentration of school and college facilities in the north end of the City.

Some parking problems occur around the elementary schools at pickup and drop-off times due to the overwhelming number of parents who pick up and drop-off their children from school in lieu of utilizing the school bus system. Parking overflows the St. Vincent de Paul Catholic Church for masses on Saturday night and Sunday morning.

## **OTHER TRANSPORTATION METHODS**

### **Railroad**

The former branch line of the Burlington Northern Railroad through the City is no longer in service and has been dedicated to Butler County. Near Augusta certain connecting tracks have actually been removed. There were no customers using the service in Andover and the angle of its approach crossing 13th ST. N (SW 80th) makes it difficult to utilize as a spur track. (See Figure 7-C.) Its future in the City is unknown at this time, but Butler County has authorized the removal of grade crossings at 13th ST. N and Prairie Creek Rd., and discussed the possibility of railbanking the right of way for future transportation or utility needs. The Kansas Department of Transportation maintains a railroad planning division.

The nearest available passenger train service is with Amtrak in Newton.

## **Airport Service**

After an extensive campaign and providing financial subsidies by the City of Wichita to attract and support lower air travel prices, air travel was taking on an increasing volume of passengers and freight until the uncertainty created by the “9/11” disaster. The decline in air travel volumes following the disaster has made a slow recovery, with many new airport security measures being implemented.

In 1972 the Wichita-Sedgwick County Metropolitan Area Planning Commission initiated an Airport Systems Study in cooperation with the Butler and Harvey County Boards of Commissioners as well as the Wichita Board of Park Commissioners. The report was entitled, Tri-County Airport System Plan for Butler, Harvey, and Sedgwick Counties. It was determined that the public airports in Butler County (El Dorado Municipal and Augusta Municipal) should be upgraded to General Utility airports and as such should be capable of easily handling the general aviation requirements in the County to the year 2000. The plan is currently in effect.

The City does not have an airport; however, Augusta Municipal Airport is located just three miles east of Andover Rd. on the south side of US-54/400. The 140-acre site has a resurfaced 4,200' x 60' paved runway. There are 70 T-hanger rental spaces plus outside tie-downs and fuel and repair services. About 85-90 aircraft are based there. Flight training is available. A Master Plan has recently been completed for airport planning with proposals for extension of the runway which would someday result in crossing SW 110th ST., formerly known as Harry ST. In terms of FAA designations, the airport is classified as a General Reliever B-2.

The former Ken-Mar Airpark, eight miles west of Andover and just north of 21st ST. N, is now a Wichita Municipal facility called Jabara Airport. It has a paved runway and a wide range of services for private aircraft including small business class jets. The nearest airport providing passenger service is at Wichita Mid-Continent Airport about 17 miles away on US-54/400. Scheduled flights throughout the nation are available and it is also a port of entry. A wide range of freight and other commercial services are available. Runways have been expanded for larger planes such as 747s and a new road access built from US-54/Kellogg AVE. to better handle traffic.

## **Truck and Bus Service**

There is no motor freight company in the City, even though nationally fifty-seven percent of manufactured goods travel by truck service. Adequate trucking service including interstate carriers is available from Wichita. A mini-bus transportation service is available to the public in the County by Butler County Transit. The cost is shared on a 60/40 basis between a County mill levy, voted in many years ago, and KDOT. Some off-set is realized by 50 cent donations suggested for each one-way trip. Reservations may be made for trips between 8:00 a.m. to noon, five days a week.

Transportation systems emerge over a period of time in various forms to meet current needs. Some examples are large regional companies supplying vans to employees to transport other workers. Both Raytheon and Boeing are companies which have supplied such van-pooling services. Some cities, churches or senior citizen groups operate volunteer taxi services and others organize car pooling efforts.

## **Bicycles and Pedestrian Circulation**

Bicycling is a means of transportation which has considerable popularity throughout the country. In fact, more bicycles are sold than automobiles now in some production years. Physical exercise, no air pollution and elimination of fuel costs are just a few of the advantages. It is an especially suitable means for local transportation in cities such as Andover because many facilities are within easy biking distance. Most of the City's streets are paved. The importance of these advantages warrants the encouragement of increased bike use, not simply as a means for pleasure or exercise, but also as a bona fide method of getting from one place to another. This can be further encouraged by providing an adequate number of bike racks at the schools, parks and in the business areas. Given the linear pattern of the urban area and the length of Andover Rd., it could take considerable effort and time for some pedestrians to walk to distant points and, thus, a bike route or path along Andover Rd. makes it safer and facilitates the flow of non-vehicular traffic.

With the adoption of the Park and Open Space Master Plan Element and the Streetscape Guidelines policy, recommendations are available for the location and construction of bicycle/pedestrian paths to connect neighborhoods to business, recreation, and education centers. The Planning Commission has adopted the construction of 8-foot concrete paths along one side of all collector and arterial streets as a policy standard.

Those bicycle/pedestrian facilities funded by TEA 21 grants are required to be at least 10 feet in width. The first ISTEA Grant project was constructed along 13th ST. N from Andover Rd. to the 13th Street Sports Park and along Central AVE. from Andover Rd. to the Andover Central Park entrance in 2002.

The four-lane improvements to Central AVE. from Andover Rd. to 159th ST. East completed in 1999, and the Douglas AVE. improvements from Andover Rd. to Yorktown Rd. include 8-foot bicycle/pedestrian facilities.

Recent street rehabilitation projects which include Allison ST. from Andover Rd. to Terry Lane, and Douglas AVE. from Andover Rd. to Lioba ST. also included the installation of 8-foot bicycle pedestrian facilities.

### **Pedestrian Circulation**

Pedestrian travel serves not only as a mode of travel, but as a well documented exercise for good health. It is part of the nationwide concept for “Healthy Cities”. A well planned pedestrian circulation system throughout a community provides safe and efficient access for residents to schools, shopping areas and public facilities. As increases in traffic volume and greater intensities of land use occur, more sidewalks will be needed and would be of a definite benefit to add to the bicycle/pedestrian paths.

Presently the City requires a sidewalk to be installed on one side of collector streets, and builds them on arterials. As part of the four-lane construction program for Andover Rd., sidewalks have been installed on both sides from 21st ST. N N. to Village Road in the south. The system is being completed to US-54/400 with the construction of undeveloped property just north of the highway. Some planned unit developments will be adding pathways, but some connecting sidewalks are needed internally to provide an overall pedestrian system. A policy is needed on the maintenance of existing public sidewalks.

Motorcycles are sometimes thought of only as recreational vehicles, but increasingly more people are discovering their advantages as vehicles for transportation and in farm work. The most obvious advantage is that they can be purchased, operated and maintained at a far lower expense than cars. There are variations on types of motorcycles for specific functions and new kinds of electric vehicles suitable for short trips. Accommodating various types of vehicles including smaller automobiles in parking areas, is one method of encouraging their use and conserving parking space.



Responses to the Community Questionnaire on the adequacy of sidewalk facilities were:

Excellent – 16%, Adequate – 64% and Inadequate – 20%. Residents living in one of the 14 residential planned unit developments (PUD) were asked the specific question, “Are you satisfied with the design of sidewalks and/or walking trails with the PUD?” 66% responded “yes” and 34% “no” on the question.

“Is your PUD subdivision designed to be pedestrian friendly?” 64% said “yes” and 36% “no”. Another question was, “Are you satisfied with the arrangements for bicycles within the PUD?” Responses were 57% “yes” and 43% “no”. A general question was asked as to whether their PUD was interconnected to other parts of the city. Of the answers, 69% tallied “yes” and 31% “no”.

These survey results support the current policies to require more sidewalks and bicycle/pedestrian paths as increases in traffic volume and greater intensities of land use occur.

Presently the City requires a sidewalk to be installed on one side of collector streets, and builds them on both sides of arterials. As part of the four-lane construction program for Andover Rd., sidewalks have been installed on both sides from 21st ST. N to Village Rd. in the south. The system is being completed to US-54/400 with the construction of undeveloped property just north of the highway. Some planned unit developments will be adding pathways, but some connection sidewalks are needed internally to provide an overall pedestrian system. A policy is needed on the maintenance of existing public sidewalks.

Motorcycles are sometimes thought of only as recreational vehicles, but increasingly more people are discovering their advantages as vehicles for transportation and in farm work. The most obvious advantage is that they can be purchased, operated and maintained at a far lower expense than cars. There are variations on types of motorcycles for specific functions and new kinds of electric vehicles suitable for short trips. Accommodating various types of vehicles including smaller automobiles in parking areas is one method of encouraging their use and conserving parking space.

## **Chapter 10**

# **UTILITIES AND STORM WATER SYSTEM**

Integral to a transportation system's ability to connect various land uses and promote future development is an accompanying system of utilities. As streets and roads are constructed, desirable utility lines are planned and installed simultaneously. Long-term planning for utilities is crucial to meet changing environmental standards and quantitative needs. Sufficient space for construction in utility and drainage easements or within street rights of way should be carefully planned. Policies on the placement of structures, fences and vegetation in utility and drainage easements should be adopted. Additionally, accurate records and mapping of existing and newly installed utilities, plus policies for their installation and maintenance, are important. Andover has an on-going program for digitized computer mapping of its water system by the Wichita Water Department. Poe and Associates of Kansas, Inc. constantly updates GPS mapping for the sewer system.

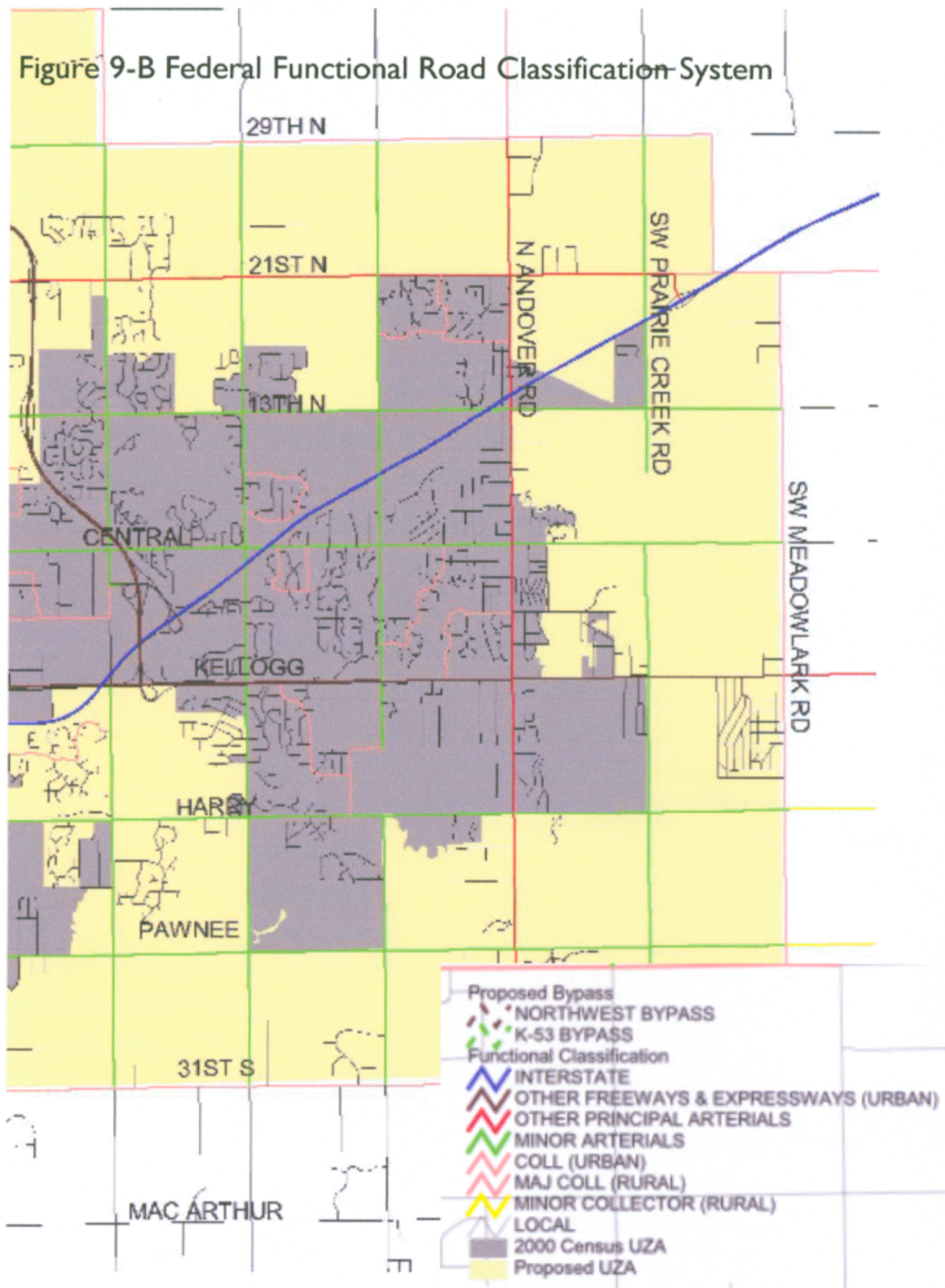
Without long-term planning of the utility system in a community, certain utilities may limit future growth as well as become a financial burden. When street rights of way become narrower and lot sizes decrease in modern developments, there is growing public awareness of the visual impact and sometimes noise made by utility equipment. Screening of such equipment and service areas and increased installation of electric and telephone lines underground, will reduce complaints and maintenance. As a policy, the City does not extend water and sewer services outside the city limits, but does provide such services upon annexation.

Information on the water supply, sewer and storm water systems has been provided by the City Superintendent. As City Engineers, Poe and Associates of Kansas, Inc. has provided many studies to analyze the City's water, sewer, street and storm water systems.

## **WATER SYSTEM**

An adequate water supply in conjunction with other systems which constitute the "infrastructure" of a city are the essential elements that undergird urban development. Of these systems, water supply would be considered primary. Not only is a supply obviously important as a life sustaining factor, but the potential

Figure 9-B Federal Functional Road Classification System



for a long-range supply is significant to those who look to the community for long-term investments.

The City of Andover's public water supply is provided by the Wichita Water Department through a 40-year agreement originated in 1974. The City owns all water main lines except those which were owned by the Andover Water Company at the time the agreement was signed. The Wichita Water Department provides all meters, maintenance and monthly billing services. There are no limitations on the number of connections or amount of water consumed, except for larger potential commercial customers. Because of this arrangement with Wichita, the long-range needs of Andover for the Planning Period to the year 2010 should be met.

Three 12" main transmission lines connect the Andover water system to the Wichita water system at the city limits at Central Ave., at Harry St., and also at US-54. Water is pumped from the downtown Wichita Pump Station. A 16" connection to the Webb St. high-pressure pump station along 21st St. N was completed in 2001 to increase pressure and flow in the north end of the City. New 16" transmission lines were laid by the Wichita Water Department along 159th St. from Harry St. to Pawnee Ave., and along Pawnee Ave. from 159th St. to Andover Rd. in an effort to increase pressure and flow to Rose Hill.

Wichita derives its water supply from wells in the Equus Beds and the Cheney Reservoir in western Sedgwick County. The Wichita Water Department is operating a pilot project, which injects partially treated water from the Arkansas River into the equus beds.

As of December 31, 2003, the Wichita Water Department reported 2,897 customers with an average daily consumption of 726,162 gallons. The Andover System includes 52.67 miles of water lines and 381 fire hydrants. The water mains are generally 8" with 6" being allowed on cul-de-sacs and short dead end runs.

Rural Water Districts #5 and #8 continue to operate in Butler County around the city limits. (See Figure 7-C for district boundaries.) R.W.D. #5 is bounded by the County line on the West and US-54 Highway on the South and extends north and east toward Benton and Towanda. The District had 1,150 customers in 2003 with the average daily consumption of 359,000 gallons.

Rural Water District #8 lies basically south and east of Rural Water District #5 and the City. It currently serves 445 customers with an estimated average daily consumption of 85,000 gallons. A recent agreement with the Wichita Water Department and the City have lifted the 400 customer limit placed on the District



at its inception and added 400 additional available units which will be limited to 10-acre lots or a dwelling constructed before January 1, 1996. Rural Water District #8 added an additional tower near Santa Fe Lake Rd. and US-54. The water comes from Wichita, through City lines and flows to R.W.D.#8 towers at Andover Rd. and SW 130th St., and US-54 and Indianola Rd. A 2004 improvement is planned to add re-chlorination capabilities to maintain required residual chlorine levels throughout the District, and eliminate the periodic wasting of stored water, which loses its chlorine content.

In general, rural water districts serve scattered farms and low-density developments by using small size 2-6 inch plastic pipe without fire hydrants. In the event a city takes over part of the customer service of a district, state law requires the city to pay for it. A district is unable to extend services into a city unless it is franchised by the city to do so. Extraterritorial subdivision regulations can be used to coordinate platting with surrounding rural water districts. Usually a district has limited capacity to expand once it reaches its maximum unless some customers are diverted to other sources. Good quantities of potable water from on-site wells are not always available in the Planning Area, and have led to the popularity of the rural water districts.

## **SEWER SYSTEM**

The Andover Wastewater Treatment Facility originally constructed in 1977 was enlarged in 1997 and treatment processes improved to double the capacity from 0.6 MGD to 1.2 MGD and to meet ever increasing water quality standards. The plant currently handles an average daily flow of 768,083 gallons. The facility is situated on 120 acres of land adjacent to Four Mile Creek. The farmland adjacent to the plant site is used for land sludge application.

Wastewater interceptor lines are in place to nearly double the current service area, generally in an easterly direction. Future plans for additional interceptor capacity are in preliminary engineering for the area north of the Kansas Turnpike.

If the goal of a 11,000 population for the year 2013 were achieved, it would exceed the figure projected for the wastewater treatment plant at that time period, and use some of the design capacity projected for year 2020 by as much as five years. The 1997 expansion of the facility is permitted to treat an average daily flow of 1.2 million gallons per day, when the capacity of a treatment facility reaches 80% of capacity, design of further expansion is required by the Kansas

Department of Health and Environment. The 80% capacity threshold is expected to be reached in 2007 when a population of 9,600 is achieved.

With the development of a gravity siphon line under Four Mile Creek for the Tuscany PUD and the Flint Hills National Golf Club, sewer service will be made available to a considerable area immediately adjacent to the Golf Club. The City also has a current contract to supply processed "grey water" from the wastewater treatment facility's discharge to Flint Hills National for irrigation use.

As of December 31, 2003, the Andover Wastewater Treatment Facility served 3,863 sewer service connection equivalencies through 58.4 miles of gravity sewer lines. 264 connection equivalencies are from Butler County Sewer Districts outside the city limits. All future sewer connections are required to be annexed into the City. No lift stations are being used at the present time.

Development outside the City, not otherwise using the County Sewer Districts, is generally dependent upon on-site wastewater lagoons on a minimum of five-acre tracts. For the most part, the soil types are considered "severe" for the installation of septic tanks and tile fields. Currently, the use of on-site sand filter technology is being explored as a solution by the Butler County Health Department.

## **STORM WATER SYSTEM**

The natural drainage pattern for the existing urban area is established by a series of ridge lines running in a zig-zag north-south direction. Beginning at US-54/400, the ridge line runs northeasterly just west of Andover Rd. to the intersection of Central Ave. and Andover Rd. From there the ridge goes northwesterly to a high point at 13th St. N. North of 13th St. storm water eventually drains into Republican Creek, which is part of the floodplain.

Storm water runoff occurs when soil, with its vegetative cover or man-made features, is unable to hold rain water through the actions of detention, infiltration and percolation. The City presently controls and directs storm water through the use of ditches, culverts and an extensive underground storm sewer system.

Problem areas which flood due to storm water, limit the growth of vegetation, tend to become mud holes, and can create a community eyesore. The gently rolling topography and low density helps the City to generally avoid many storm water problems. As density increases, and widely differing areas are annexed, this does not necessarily assure a coordinated drainage system. Planning for storm water ponding areas, along with discharge points which conform to the regional

drainage pattern, is important for future development to avoid unnecessarily costly storm sewers. A master drainage plan engineered to make maximum use of natural drainage can be a cost saving benefit in the long-run and should be considered. Such a plan can provide overall guidelines for individual subdivisions by tying their drainage into a system. This avoids simply dumping the problem onto adjacent land until a costly ponding problem is created.

The Green Valley Greens Planned Unit Development makes efficient use of the site's natural drainage, by using a detention pond in the Municipal Golf Course as an open space and recreation area. This is an implementation of the concept of "zero runoff". Zero runoff is a policy which requires new subdivisions to retain as much runoff as possible within the subdivided area. The effects of this policy include a reduction in storm sewer system costs to the City, and a replenishing of the groundwater supply. In this particular case, no additional capacity was needed to carry water under US-54/400. A similar arrangement has been made for Andover Crossing, a new planned unit development at the northeast corner of US-54/400 and Andover Rd.

City policy requires new developments to provide storm water facilities, which limits the rate of run-off from a 25-year storm to no more than predevelopment conditions. Frequently, storm water detention structures are integrated with retention lakes and dedicated as open space and recreation reserves in new residential subdivisions. The following subdivisions have provided storm water retention facilities: Aspen Creek, Cedar Park, Cloud City, Crescent Lakes, Flint Hills National, North Meadows, Chateauroux, and Quail Crossing.

Since the City is now a part of the Wichita Urbanized Area, it was required to submit a Notice of Intent (NOI) Municipal Permit Application for Stormwater Discharges to the Kansas Department of Health and Environment by March 10, 2003 to comply with the National Pollutant Discharge Elimination System (NPDES) Phase II of the Clean Water Act (CWA). The approved permit outlines the City's requirement to comply with the CWA by identifying the City Stormwater System as a Municipal Separate Storm Sewer System (MS4), imposing Total Maximum Daily Loads (TMDL), implementing a Stormwater Management Program, including Measurable Goals and Best Management Practices (BMP) for eliminating pollution of streams and lakes by stormwater run-off, and record keeping and annual reporting of permitted activities.

In general, new developments are required to install curb and gutter streets with underground storm sewers. Open ditch roadway sections are discouraged.



## ELECTRIC, GAS AND TELEPHONE SERVICE

Very much a part of the urbanizing area are the provisions for modern electric, gas and telephone service. Companies and their offices serving the Planning Area are:

### Electric Power (City)

- Westar, a subsidiary of Western Resources, Inc. (Wichita)
- Butler County Rural Electric Cooperative Association (El Dorado)

With the annexation of the Flint Hills area, Butler County Rural Electric Cooperative Association has acquired a franchise with the City and now serves customers inside the City.

Natural Gas (City) — Kansas Gas Service, a subsidiary of Western Resources, Inc. (Wichita)

In 2002-2003, Kansas Gas Service added piping in the northwest quadrant of the City to increase transmission capacity for the new subdivisions and school facilities in that area. Western Resources has already established a 49% alliance with ONEOK in Oklahoma which will supply natural gas in bulk to Andover with KG&E continuing to distribute and to bill customers.

### Telephone SBC (Wichita)

A project is currently under construction at the SBC Central Office on S Andover Rd. to increase switching capacity and update technology. Additional cable facilities have been added in the area over the past few years to extend the company's DSL high speed internet capabilities in the City and surrounding area.

Other than normal extensions to new customers, Westar has no general or major changes planned in the foreseeable future. During the mid '80s, Southwestern Bell Telephone (now SBC) updated equipment and expanded space at the Central Equipment Office located one-half mile south of US-54/400 on the west side of Andover Rd. to convert the regional office to Computerized Electronic Switching (EES System). The telephone company refers to this as their "ESS" system. No particular problems at this time are foreseen if expanded electric, gas and telephone services were requested by new or existing modest sized industries.

It is not within the scope of this Plan to analyze such companies or make recommendations regarding future operations. These companies maintain a continuing short and long-range facility planning program. Developers of future projects should consult with each of these companies at an early stage in order to insure that adequate service will be available. Because of the concern for energy supplies, the City should monitor its status with KG&E on a continuing and long-range basis for any major addition or expansion of a large economic entity.

## **Chapter 11**

# **COMMUNITY FACILITIES**

## **CITY BUILDINGS**

The City hired Wilson Darnell Mann Architects to study the building needs for the City Administration, Library, and Police Department for the next 20 years. The study confirmed the desperate need for Library and Police Department space. Of the three buildings reviewed for future expansion, the existing City Hall was the only property, which lent itself to future expansion, due to the lack of space available for parking at the other two locations. The study revealed that the City Hall building could be remodeled and/or expanded to accommodate any of the three functions, although new free-standing buildings were deemed more financially feasible. Space for future municipal buildings has been incorporated in the Central Park Concept Plan, and necessary water, sewer, and street improvements have been installed with that plan in mind.

### **City Hall**

Space needs identified for the City Administration functions including Municipal Court for the 20- year study term were determined to be 9,200 square feet. The existing building provides 5,228 square feet.

### **Law Enforcement**

The Space Needs Analysis identified an immediate need for larger more efficient quarters for the Police Department. The study identified the need for more officers desk space, a larger controlled environment evidence room, separate holding facilities for male and female prisoners, and a covered parking area for patrol car parking and unloading. The space needed for the 20-year term was determined to be 14,201 square feet. The existing Police Department building occupies 3086 square feet, with approximately 300 square feet in off-site storage. Construction of an addition to the existing City Hall was begun in 2003 to meet the needs projected by the Space Needs Analysis. The construction does not include the existing City Hall space, but it is taken into consideration as a future expansion to meet the full 20 year projection of needs. The existing Police Station is scheduled to be demolished upon completion of the new facility, and the space converted to parking for the Library and Fire Station/Emergency Medical facility.

## Library

The existing Andover Public Library occupies 2,464 square feet and shares a small parking area with the Police Department. The Space Needs Analysis identified an immediate need for expansion and no means to expand on site. The study recommends expansion of the Library to 15,500 square feet to satisfy the needs of the growing population for the 20-year study term. The Library Board has commissioned Wilson Darnell and Mann Architects to provide conceptual plans for a facility at Central Park. In the interim, the additional parking space from the demolition of the Police Station will at least accommodate the need for parking.

## Senior Center

With the help of a grant from the Kansas Department of Commerce and Housing, Community Development Block Grant, a new Senior Center was built in 1999. It contains approximately 4,500 sq. feet. It has a large kitchen, dining room, office, meeting rooms and a basement for on-site storage.

## FIRE PROTECTION

On January 1, 2003 the City of Andover was removed from Butler County Fire District #1 and a City of Andover Fire and Rescue Department formed. The new City department currently employs 15 volunteer firemen and 11 paid staff positions. The remainder of Bruno Township is served by the City department through interlocal agreement. The fire station occupies 12,400 square feet in the building that also houses Butler County emergency medical and emergency preparedness functions. The station provides seven equipment bays for the eleven fire fighting vehicles. A tanker truck has been located at the wastewater treatment facility to expand the service area, and a second remote facility is planned to be added to house a fire engine in the northeast corner of the township. The District has identified the need for an aerial apparatus to protect the large structures being built in the area, and aid in lowering the ISO Rating.

Additional land is available to the west of the existing building for future expansion. But the current train of thought is in favor of a manned substation elsewhere in the service area, which would aid in the improvement of the ISO Rating.

## EDUCATIONAL FACILITIES

The January 1, 2003 enrollment for USD #385 was 3462 full time equivalency students. 2003-2004 Enrollment included 1481 in the primary schools, 852 in the middle schools and 1062 in the high schools. A study conducted for the school district in 1999 titled School Demographics and Facilities of USD #385 by R.E. Anderson projected a total enrollment of 3,570 for the 2004-2005 school year, which was actually quite accurate.

About 50% of the students in the District come from outside the corporate limits of the City of Andover, with a large percentage of these residing in rapidly-growing eastern Sedgwick County which is continuing to develop. Bus transportation is provided to all students regardless of distance. The district now operates four elementary schools serving grades kindergarten - fifth grade located at 1411 N. Main, 1413 N. Main, 616 E. Douglas, and 1747 N. Main. Two middle schools are-located at 1628 N. Andover Road, and 903 E. Central Avenue for grades 6-8. Two High Schools provide for grades 9-12, at 1744 N. Andover Road, and 603 E. Central Avenue.

Two Andover Primary Schools, Robert E. Martin Primary North and Meadowlark Elementary are located adjacent to the Turnpike on its south side, and Main Street to the east, on a 10.5 acre rectangular site. The 1993 Anderson study rates the school buildings 719 points on a 1,000-point scale using a standardized rating system developed by Linn-McCormick. The main building of 22 classrooms was constructed in 1960 and added to in 1962 and 1967. In 1974 a Special Education building was added and in 1978 two portable buildings were added. In August 1989 the newly constructed Andover Primary School doors were opened for approximately 420 kindergarten through 2nd grade students. The educational section consisted of 10 classrooms, a music room, teacher's room and administrative center. The 9,300 square foot multi-purpose section included a gym and kitchen. A 1995 construction and renovation project added a centralized media center and two additional special education classrooms.

The Andover Middle School opened in fall of 1996 and is located immediately south of the High School on Andover Rd. The building is organized into pods, which are linked to one another by wide hallways and a central common area, gymnasium and lab spaces. Classroom pods have a central common activity center, surrounded by classrooms grouped by grade level. There are art, foods, sewing and technology labs and spaces for vocal and instrumental music. A large gymnasium can be subdivided into 3 teaching stations. In all there are 42 teaching stations, a media center and a classroom capacity of 750.

The former Andover Intermediate School occupies a 25-acre site near the northwest corner of Andover Road and Allison Street. It was initially built in 1953 and added to in 1995, 1967 and 1997. The 1997 construction consisted of 10 additional classrooms, and the renovation includes a media center and special classrooms for vocal music and art. Construction in 2000 and expansion in 2001 converted the building to Kindergarten-fifth grade uses, with a design capacity of 520 students.. The site also includes the District football stadium, baseball field, soccer field and a track.

The Andover High School on Andover Rd. north of the new Middle School is located on 26.4 acres and was completed in 1981. The basic architecture of the school consists of four diagonal wings, an "x" pattern, brought together by a student interaction area in the center. The northeast wing contains 12 general classrooms, three vocational shop areas with adjoining classrooms, a media center and the high school administrative complex. The northwest wing consists of three science areas, an art room, three special education classrooms a cooking area, a sewing area and business classrooms. The cafeteria and lockers are located in the school's center, making up the student interaction area. The auditorium makes up the building's southeast side and the gymnasium its northeast. Climate control for the school includes heating and air conditioning systems. East of the main building adjacent to practice fields is a metal building used for sports training.

Developers have dedicated an elementary school site in the Overbrook Addition in Sedgwick County to the district. No commitment has been made to use this site. In any case, it is apparent that additional school facilities will be needed during the Planning Period. The major population growth of the urban area is occurring south of the present location of schools.

An effort has been made to provide sidewalks along Andover Rd. providing safer access for pupils and reducing busing costs for the district. The addition of a parallel bicycle route or "path" could further enhance access for students. Because of the length and configuration of the district, many students will continue to depend upon bus transportation.

The central district office is located at 1432 N. Andover Road. Support Services are housed in the former Central Office building at the corner of Main and Market. A 1992 addition of a 10,000 square foot building southeast of the high school provides areas for automobile technology, small motor, woodworking, mechanical drawing and welding education.

A 35,000 square foot addition to the north end of the high school at 1810 N. Andover Rd. is leased to Butler County Community College (BCCC) which also uses classroom areas of the high school during hours they are not in use by USD #385.

The USD 385 Bus Barn is located in Andover's Industrial Park.

In 1999, the district began construction of 3 new schools on a 160-acre tract located at Andover Road and south of Central. The site will house an additional elementary, middle and high school. The Sunflower Elementary School opened in the fall of 2000. It is designed to accommodate 500 students.

The district's second middle and high schools opened in the fall of 2001. The new Andover Central Middle School is of a similar design to the 1996 middle school facility with a design capacity of 750 students. The new Andover Central High School contains approximately 208,000 square feet and features a 1,000 seat auditorium, a 1,600-seat gymnasium and walking track, as well as science labs, technology labs and a variety of other learning environments.

The new school site also features athletic facilities for football, soccer, track, softball and baseball, tennis and cross country.

Current elementary enrollment is within the design capacity of the four elementary school facilities combined, but could exceed the capacity in 2007 if current enrollment growth continues. Middle and high school facilities are not projected to exceed design capacities within the Planning Period.

## **PARKS AND RECREATION**

In response to the needs identified by the Parks and Open Space Master Plan, the City recognized the immediacy required to locate and secure land for a large park, given the competition for available land from developers. The former Girl Scout Camp Seikooc on East Central Avenue was purchased by the City and U.S.D. 385 for construction of the new school campus and a City Park. A Park Implementation Plan has been adopted and planning is taking place to convert the 80-acre property to a passive recreation area and future government center. The Andover Central Park as it was named is planned to include a gazebo and amphitheater, a remodeled meeting lodge and cabin along with various recreation facilities. The government center area reserves space for the potential relocation of the City Hall, Library, and Police Department in the future.

The Parks and Open Space Master Plan also identified improvements and additions necessary for organized sports facilities. Construction of parking improvements and a new concession building at the 13<sup>th</sup> Street Recreation Park were completed in 2002. With the relocation of the parking area, the T-ball and parent pitch baseball fields were relocated to share the areas currently used for soccer, and the open area east of the Community Center. The parking area east of the existing concession/restroom building was converted to a children's playground.

The Updated Parks and Open Space Master Plan has identified the need for neighborhood parks as a high priority. The smaller parks would serve the neighborhoods on a more local level within easy walking distance. A separate update to the Park and Open Space Master Plan has been developed as an element of this plan.

## SUMMARY OF NEEDS

- Relocate City Hall and Library, in a building or buildings, which could be built to serve the near term needs and be expanded to facilitate future needs. Potential locations include the area reserved for a future government center at the Central Park.
- Expand equipment storage and support areas for the fire equipment and personnel.
- Recognize and plan for the need for additional school facilities, particularly independent sites for elementary schools.
- Pursue the acquisition and development of neighborhood parks.
- Continue to Develop Central Park for passive recreation uses.
- Address the community interest in a community swimming pool/aquatics complex.



## Chapter 12

# PLAN IMPLEMENTATION

When properly implemented, a comprehensive development plan can become a strong motivating force to guide policy making decisions in both the public and private sector. The merits of the proposals within the plan itself can become a means of encouragement and provide ideas toward the accomplishments of the planning goals. Using a plan as a tool of leadership is often an effective method to achieve results. A plan is only a plan, however, unless it is implemented by some effective means which of necessity involves a conscious effort. Methods are provided in this chapter for implementing this Comprehensive Development Plan by governmental and administrative policies, community involvement, adoption of regulations and codes, grant programs, intergovernmental cooperation, annexations, leadership, economic development efforts, capital improvement programming and other techniques.

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

## PLANNING COMMISSION

When the City was first formed in 1957, Ordinance No. 5 enacted on April 20, 1957 established the Andover City Planning Commission. The Planning Commission was reestablished by Ordinance No. 680 effective November 12, 1991 to reflect the recodification of state statutes under K.S.A. 12-741, et seq. A new set of bylaws was also adopted by the Planning Commission as required by the new statutes and approved by the City Council. With the consent of the Council, the Mayor appoints the eight commission members including two persons as required by state statutes from outside the City within the Planning Area. Members serve three-year staggered terms, and meetings are held monthly.

The Planning Commission's major responsibility as the "authorized" agency under state statutes is to prepare, adopt and maintain the Comprehensive Plan. It should also be available to undertake various responsibilities in implementing the Plan, some of which are described below:

- > Reviewing the Plan annually as required by state statutes and reporting its status to the City Council. Such annual reviews may result in minor changes in the Plan with a major review conducted every five years.
- > Preparing, adopting and maintaining Zoning Regulations for the City by way of holding public hearings and making recommendations to the City Council.
- > Preparing, adopting, administering and maintaining Subdivision Regulations for the City and an extraterritorial jurisdiction to assist the City Council and developers in the design and improvements necessary for proper land development.
- > Reviewing potential annexations and vacations of rights-of-way and easements for recommendations to the City Council.
- > Undertaking neighborhood or project plans to provide more detailed data for new areas or rehabilitating older areas or for special projects in the Planning Area.
- > Reviewing improvement projects as proposed by the City Council and other organizations and making recommendations as to their conformance to the Plan.
- > Assisting the City Council on special planning projects including economic development efforts, capital improvement programming and grant applications.
- > Establishing a convenient reference library of local plans, information, maps and policy statements readily accessible to officials, citizens and potential developers.
- > Maintaining a working relationship to implement plans with public and private organizations at the township, city, county, regional, state and federal levels of government.

The Planning Commission reviews and comments on zoning cases in their Planning Area for which notice is provided before official hearings of the Butler

County Planning Board. All preliminary plats in the City's extraterritorial subdivision jurisdiction are submitted to the County Planning Board for review and comments. The County's comprehensive plan which also covers the Andover Area was updated in 2002.

### **Community Involvement**

An essential ingredient of the planning process is the involvement of not only officials, but of individuals and groups of citizens, civic organizations and potential developers. Their participation should go beyond simply informing the public of planning activities. Avenues should be provided which encourage feedback from people so as to communicate their desires as to the kind of community in which they want to live. Since plans and their implementation affect people and their property, it is extremely important that the planning process be conducted within an open democratic framework.

The involvement of people to achieve an input and understanding of the planning proposals can be accomplished by the City Council and Planning Commission in many ways. Some examples are:

- > Conducting business and hearings in open meetings for which notice has been adequately given, agendas provided, minutes taken and an opportunity made available for the public to voice their opinions and contribute their ideas.
- > Arranging for selected meetings of the Planning Commission on special subjects to be televised.
- > Involving the residents of an area when preparing plans and considering regulatory decisions which affect them.
- > Appointing ad hoc committees of residents as needed to study and make recommendations on specific plans or proposed regulations.
- > Arranging for liaison representation or periodic communications to and/or from organizations related to the implementation of Plan proposals, especially the City Council, Unified School Districts, Benton, Bruno and Pleasant township trustees, the Butler County Planning Board and the Board of County Commissioners.
- > Scheduling meetings of public officials and leaders of community organizations to receive comments on the City's planning activities and to report back to their members.

- > Taking responsibility as City Council and Planning Commission members to keep the public informed on planning matters through personal contacts and group activities.
- > Distributing information regularly to the news media and encouraging them to attend and report on meetings.
- > Making local officials, as well as outside resource technicians, available to community organizations on planning matters.
- > Printing plans, reports, maps and regulations in sufficient quantity so that they can be adequately circulated for review and later available to the public in final format.

By utilizing various techniques of community involvement as part of the planning process, leadership can be used effectively to implement the Comprehensive Development Plan.

## PROJECT REVIEW

When this Comprehensive Plan or any elements thereof has been adopted by the Planning Commission, a procedure is established under K.S.A. 12-748 to review projects proposed by the City which relate to the Plan. According to the state statutes, after Plan adoption:

*" . . . no public improvement, public facility or public utility of a type embraced within the recommendations of the comprehensive plan or portion thereof shall be constructed without first being submitted to and being approved by the planning commission as being in conformity with the plan. If the planning commission does not make a report within 60 days, the project shall be deemed to have been approved by the planning commission . . . "*

The City Council may proceed with the project after the above procedure is completed. In the event the Planning Commission finds that the proposed project *" . . . does not conform to the plan . . . ,"* the Commission must submit their findings "in writing" to the City Council. The Council may override the findings of the Planning Commission by a majority vote and proceed with the project. In this event the Plan *" . . . for the area concerned shall be deemed to have been amended."* The Planning Commission should proceed to make the necessary changes in the Plan at their next annual review by the formal adoption procedures as described in Chapter 1.

Projects can also be approved in such a manner as to satisfy this legal procedure during consideration of rezoning or special use cases or the processing of plats, all of which should bear a relationship to the Comprehensive Plan. Other projects could be processed for "project review" by having the Planning Commission review the annual capital improvement program. K.S.A. 12-748(b) provides that if a project in a capital improvement program is reviewed and found to be in conformance to the Plan, then no further approval process is necessary by the Planning Commission. The concept of project review enables the City Council to make current decisions in relationship to long-range planning and still retain their final decision making authority.

## **NEIGHBORHOOD AND PROJECT PLANS**

Due to their overall concepts and long-range purposes, a comprehensive plan tends to generalize rather than specify detailed proposals. As development takes place, more specific and current information is needed on which to base more detailed decisions. A regular part of the continuing planning process should be to prepare "neighborhood" and "project" plans as the need is foreseen.

Neighborhood plans may analyze in detail the land use, circulation and public facility needs of part of the Planning Area which poses unusual, difficult or new conditions. An area might cover a portion of the Planning Area or a block or a few blocks. Such plans are particularly useful in newly developing areas to properly connect streets and utilities and in determining areas in need of rehabilitation or revitalization. They provide assistance in making current and future decisions on land use proposals, applications for rezoning and special uses, subdivision plats, annexations, capital improvement programming plus facilitating a working relationship between developers and area residents.

Project plans are different from neighborhood plans in that they involve specific site studies for limited purposes such as a park, recreation area, public building, industrial park, etc. They are often prepared as a part of or a result of grant applications or bond issues.

These plans may be prepared by the Planning Commission to assist the City Council and/or area residents. They may be approved by the Commission or Council or both to serve as policy guidelines for future decisions. In their simplest format, they may consist of a map and an explanatory statement. It is very important that property owners and potential developers who may be affected by such plans be involved with their preparation.

Since the 1971 Plan, the Planning Commission has completed Neighborhood Plans #1 and #2, respectively, for the Central Business District Area at Andover Rd. and Central Avenue and the one mile square West Central Residential Area between Central Avenue and 13th St. North and west of Andover Road. An area which could benefit from such a plan would be the land adjacent to both sides of U.S. 54/Kellogg Ave. from the county line to the Augusta Airport on the east. A project plan was made for Central Park in 1998.

## ZONING REGULATIONS

City, county or joint city-county zoning regulations are the primary methods for regulating the use of land and structures in Kansas. Such regulations provide the legal method to divide an area into various zoning districts which contain compatible land uses and establish densities for residential districts. The intensity of development can thereby be related to the necessary public and private facilities and utilities. Regulations also specify the maximum height and minimum building setback lines for structures which affect the degree of open space on a zoning lot. Provisions are included to ensure an adequate number of off-street parking spaces plus regulating the extent and location of signs, accessory uses and home occupations. Zoning seeks to prevent conflicts in the use of land, depreciation of property values and undue overcrowding or congestion. It is the major tool to resolve conflicts between adjacent land uses while also guiding the overall pattern of land use development for the future. The goal of zoning should be to ensure high standards for development without unduly restricting private initiative or causing excessive development cost. Zoning regulations in Kansas are not retroactive and, therefore, they are not effective in clearing up past mistakes except over long periods of time by the gradual demise of "lawful, nonconforming uses", i.e., properties which are "grandfathered-in". Andover has comparatively few grandfathered-in properties since so much is new; however, some of the land annexed from outside the City was developed at an earlier date and could in time add more to the number of nonconformities.

The state zoning enabling statutes make it possible for a city to establish zoning within its boundaries and to extend such zoning extraterritorially for a maximum of three miles outside the city limits but not more than one-half the distance to another city. The latter can be undertaken unless a county assumes the responsibility for such zoning in that portion of the unincorporated area. As a prerequisite, the land for adoption of extraterritorial zoning according to K.S.A. 12-715b must be included within a "comprehensive plan". Such a plan must be recommended by a city or county planning commission and approved by either the city council or the board of county commissioners. As an exemption for agricultural uses and related structures except in floodplains, cities are not authorized to adopt regulations outside

the city which apply or affect ". . . any land in excess of three acres under one ownership which is used only for agricultural purposes".

Cities are required to notify the board of county commissioners in writing 60 days before initiating extraterritorial zoning regulations. If a city has the extraterritorial zoning jurisdiction, then at least two of the members on the planning commission who are required to live outside the city must reside within the area zoned. Floodplain zoning regulations may also be extended extraterritorially by a city for three miles unless a county has assumed this responsibility. Butler County has participated in the National Flood Insurance Program for all of its unincorporated areas since the 1970s.

Any city which enacts zoning regulations must create a board of zoning appeals. Cities under K.S.A. 12-759 may establish boards of three to seven members who serve staggered three or four-year terms. All members must reside in the city limits whenever the city exercises zoning in the city only, but must have at least one member from outside the city for extraterritorial zoning. Such boards decide appeals from determinations of the zoning administrator and can grant variances and exceptions to the zoning regulations. If approved, variances permit reductions in such standards as the maximum height of structures and signs, building setback lines, minimum lot sizes, and the number of parking spaces required. Exceptions allow uses in zoning districts not otherwise permitted outright; provided, that such uses are specifically listed in the regulations. Exceptions in Andover's Zoning Regulations are referred to as "conditional uses". The new statutes permit a planning commission to concurrently be designated as a board of zoning appeals and the City has chosen to do so as have most municipalities in the state. Any legal appeal from the board itself must be made directly to district court within 30 days.

Court tests of zoning cases are based upon the "reasonableness" of the decision. The importance of the comprehensive plan to zoning is noted in the state statutes by the fact that any amendment, i.e., changing a zoning district classification or boundary, ". . . if in accordance with the land use plan or the land use element of a comprehensive plan, shall be presumed to be reasonable."

Butler County initially adopted zoning for all of the unincorporated area in 1967. New zoning regulations were adopted in the late 1970s and the early 1980s. The present Zoning Regulations adopted by Resolution No. 1999-27 were effective on April 12, 1999. Amendments were made to the latter in September 2000.

The County Zoning Regulations of 1994 have been revised in the 1999 edition to continue to preserve land for productive agriculture, but to a much greater degree emphasize growth policies that promote urban development to occur in and around



existing cities. The 58 conditional uses for nonresidential land uses to be considered on a "case-by-case" and "site-by-site" basis have been removed. In effect, the Andover Planning Area is now surrounded on three sides with delineated zoning districts mainly agricultural and large lot residential with some commercial and industrial on U.S. 54/400.

Andover initially adopted zoning regulations in 1965 with new regulations adopted in 1972 and 1982. The main portion of the present regulations were adopted in 1993. Over the years, there were periodic amendments to reflect changes in community needs and to clarify issues including new floodplain regulations. All of these amendments were reincorporated into the text by Ordinance No. 1187 effective September 18, 2002. The current regulations include a choice of eight residential districts, six business districts and one industrial district plus an agricultural transition zone and overlay districts for planned unit developments and floodplains. A new overlay zone referred to as the "P-O" Protective Overlay District was part of the 2002 reincorporation. This provides on a reasonable basis the opportunity to limit specific uses or require more restrictive development standards within a zoning district when considering a rezoning case. There have been continued applications for large planned unit developments (PUD). Such PUDs provide more flexibility to developers, more control by the City and give more assurances to neighbors as to what will be constructed. Because of their concern for development outside the City, requests have been explored for extraterritorial zoning jurisdiction, but the County has declined such arrangements for any city except under an Interlocal Agreement. The City Planning Commission is provided the opportunity; however, to review and comment upon zoning cases in its Planning Area.

As a home rule procedure, the City amended the Zoning Regulations to provide for legal, nonconforming salvage yards. This has resulted in the removal of one such site in a residential area.

The City created a separate Site Plan Review Committee of seven persons in 1997 who were selected for their backgrounds in design, development and local business. They assumed the site plan review responsibilities in the Zoning Regulations initially undertaken by the Planning Commission in order to further consider criteria related to landscaping, screening and overall aesthetic appearance of the development. Because of the aesthetic design standards applied, respondents to the Community Questionnaire were asked: "Have you noticed an improvement in the appearance of the Community?" By a substantial margin, responses were "Yes" 69%.

When a city adopts new zoning regulations or makes revisions thereto, it is acting in a "legislative capacity". When holding a hearing and deliberating on a rezoning

or special use request for a specific parcel of land, planning commissions in Kansas since 1978 have been required to act in a "quasi-judicial" manner. This means that the City Planning Commission must make its recommendations based on findings of evidence and an issue oriented analysis in order to prevent arbitrary and capricious zoning decisions. The City Council is held to the same standards and, thus, if it deems it desirable to differ or amend the recommendation of the Planning Commission, then it must determine its own findings and analysis for its decision. In any event, the governing body ". . . shall establish in its zoning regulations the matters to be considered when approving or disapproving a zoning request . . ." according to K.S.A. 12-757(a), i.e., the factors on which such decisions are determined. The Kansas Supreme Court has also determined that an analysis of such factors is appropriate in the review of special uses which if approved within a zoning district may be subject to "reasonable" conditions.

## SUBDIVISION REGULATIONS

Land subdivision regulations are another important method of controlling the development of an area. They are effective in setting standards for the arrangement and design of streets, utility easements, lots, size of blocks, open space, installation of public improvements and proper drainage. Such regulations also provide a working arrangement between governmental bodies and developers to reserve sites for future public facilities and to guarantee the installation of public improvements.

As required by K.S.A. 12-749, cities must first adopt a "comprehensive plan" before proceeding to adopt subdivision regulations within or outside their city limits. These may be extended extraterritorially for a distance up to three miles from the city limits, but not more than one-half the distance to another city having such regulations. Counties may adopt subdivision regulations for all or part of the unincorporated area. If both a city and county want jurisdiction in the same 3-mile area, a joint city-county subdivision committee composed of planning commission members from both entities must be formed to administer such regulations as may be mutually agreed upon. Although Andover is eligible to form such a joint committee, it is considered to be a very cumbersome method and rarely used in the state.

Butler County adopted Subdivision Regulations for all the unincorporated area initially in 1967. Major revisions were made to the regulations in 1979. Provisions were included whereby any city in the County could acquire the extraterritorial jurisdiction around the city if it had adopted a comprehensive plan and had city subdivision regulations. Upon the City's request, Butler County set aside an extraterritorial jurisdiction for the Andover Planning Area beginning in the 1979

revision. This arrangement recognized that cities are the main providers of urban utilities and, thus, should logically administer their initial design and construction and coordinate the street and drainage systems. Often interim standards can be applied in a rural area until such time as urbanization is a reality. After adoption of such regulations, all developers in and outside a city are accorded the same competitive advantage. Their current Subdivision Regulations were adopted on April 12, 1999 and amended to September 2002.

Andover's first Subdivision Regulations were adopted in 1972. These regulations were updated in 1980. Using the new jurisdiction granted by the County in 1979, extraterritorial jurisdiction was extended to an area within the 1971 Planning Area. After the new 1981 Plan extended the Planning Area and following more annexations, the extraterritorial jurisdiction granted by the County originally was fully effectuated in the City Subdivision Regulations adopted by Ordinance No. 830 effective August 31, 1995. This jurisdiction was recognized again by the County in its Subdivision Regulations adopted by Resolution No. 94-002 effective January 28, 1994. The only portion of the City's Planning Area not included in its current Subdivision Regulations for this Plan document is north of S.W. 60th St., formerly 29th St. N., and south of Dry Creek. While the latter area now meets the County's criteria for local jurisdiction, it is not available as an exemption at this time in the County's regulations. Because of a floodplain area limiting city expansion to the north, Rose Hill has not been able to extend their jurisdiction to meet Andover's and, thus, less than a mile in between is still under County jurisdiction.

The current City Subdivision Regulations adopted by Ordinance No. 830 effective August 31, 1995 now provide design criteria for public improvements and methods for guaranteeing their installation according to the City fiscal policy statement. Procedures and standards are included for sketch plans, preliminary and final plats and plats for small tracts. Vacation procedures for plats, streets, alleys, easements, access controls, setbacks and "other public reservations" include a recommendation from the Planning Commission before the formal public hearing by the City Council. A state statutory revision in 1997 now allows a planning commission to hold the official public hearing after a 20-day notice with a recommendation made to the Council who makes the final decision. Another statutory change in 2001 requires all plats to be approved by a county designated surveyor before being eligible for recording.

## ANNEXATION

Annexation policies are another tool in how plans are implemented. Extensive revisions to the state statutes on annexation procedures and for the most part still in effect were adopted by the 1987 Legislature as amendments to K.S.A. 12-519 et seq.

The changes created a much more lengthy process for unilateral annexation by a city as distinguished from the petition or consent arrangement with a cooperating property owner. The latter methods are still possible and far less time consuming and complex.

Six conditions exist under which a city can unilaterally annex land. Adjoining platted areas of unlimited size are the most eligible. Limitations exist on unplatted land over 21 acres in size and unplatted agricultural land of 21 acres or more must have the consent of the owner. If the land does not meet one or more of the six conditions, the board of county commissioners can be requested to consider the matter at a quasi-judicial hearing and make findings from a list of 14 factors. The board must find by a preponderance of evidence that manifest injury would result to property owners before an annexation request may be denied. "Island" annexations not involving city owned property must still be approved by the county commissioners even if the landowner consents. Island annexations of city owned property may be easily annexed by a city without a formal hearing.

Extensive notification for unilateral annexations is now required to public agencies in the area including city, county or regional planning commissions having "jurisdiction." Presumably the latter means "planning jurisdiction" and in the case of Andover would involve both the City Planning Commission and the Butler County Planning Board. The planning commissions so designated shall review the proposed annexation and make a finding of its compatibility or incompatibility with any adopted land use or comprehensive plan.

In planning for an orderly unilateral annexation approach so that in time the appropriate public facilities and services will be available when needed, a "plan" is required of a city as to the extent, financing and timetable for such improvements. The plan shall be in *"... sufficient detail to provide a reasonable person with a full and complete understanding of the intentions of the city for ... each major municipal service ..."*

A procedure for the deannexation of land is established whereby the county commissioners are required to hold a hearing five years after an annexation to determine if services have been provided as promised. The land may be ordered to be deannexed by the county if services have not been provided within two and one-half years following the hearing.

Annexation in Kansas is an extensive manual concerning the annexation powers and duties of cities which has been published by the League of Kansas Municipalities. Samples of plans for extensions of municipal services and various procedural forms are provided. The Attorney's Edition includes court decisions, Attorney General Opinions, and annexation history.

As a Municipal Policy Statement, the City adopted an annexation policy on November 9, 1999. It describes the rational, standards and fiscal considerations to be given before annexation is undertaken. One of Andover's annexation policies is not extending utilities or other services outside the city limits unless annexation takes place. The Subdivision Regulations, however, also provide for a written agreement signed between the City and the property owner agreeing not to oppose annexation in the future. Annexing land after development takes place can be very difficult and costly without such an agreement. Following such policies is important to the future tax base and to the orderly installation of streets and utilities.

Mainly due to the voluntary annexation of land by developers, the total area of the City increased from 3,608.8 acres in 1996 to 5,344.7 acres by February 2004 for a 48% increase. (See Table 8-A, Chapter 8 on Land Use Plan.) Even though the proportion of vacant and agricultural land to the total area of the City decreased 44% from 55.2% to 37.9% in the same period, the actual acreage of 2,026.4 in 2004 had increased by only 1.7% due to the urban development occurring in the City. While annexing additional land for developmental purposes would not appear necessary, it would be desirable to undertake an annexation study of selected areas which would help square up the city limits for convenience in providing services and the orderly expansion of utilities. Annexation of older subdivisions south of U.S. 54/400 to the far west and east of Andover Road pose certain problems because of unpaved streets. Applying the City's street paving policies to those subdivisions will make them difficult to annex. Conducting an annual review of potential annexable land prior to April 1st of each year assures that it will be placed on the tax roles for the next year.

Respondents to the Community Questionnaire in the City were asked, "Should the City implement a more or less aggressive policy to annex land?" The tally showed that 55% supported a less aggressive policy and 45% more.

## CONSTRUCTION AND ENVIRONMENTAL CODES

Although zoning and subdivision regulations are very important implementing tools, they do not provide standards for the quality of construction nor do they remedy substandard housing and sanitary conditions. This is accomplished through the adoption by the City of various construction and environmental codes.

National model codes may be adopted which provide minimum standards for building construction and plumbing, mechanical, electrical and gas installations. Housing codes prevent overcrowding and maintain a minimum level of health and

safety features in dwellings. Fire codes set safety standards and attempt to prevent fires from starting and/or spreading. They are a factor in fire insurance ratings. Local environmental codes can be used in the regulation of refuse disposal, animal control, the height of mowing grass, abandoned and inoperable vehicles and the abatement or removal of dilapidated structures. All of these codes are important to upgrade and maintain the quality of the housing inventory.

More detailed descriptions of these codes and proposals relative to housing conditions are presented in Chapter 6. Local advisory committees composed of citizens and technicians in the construction field are normally used to decide appeals in the event of unusual hardship circumstances and to periodically review the codes to keep them up-to-date. Andover has had such a committee for many years; however, there have been no appeals in the last 15 years.

K.S.A. 12-751(b) of the 1991 recodification of State Planning and Zoning Statutes authorizes cities to "*. . . adopt and enforce building codes outside the city limits*" in conjunction with extraterritorial subdivision or zoning regulations. Utilizing the subdivision jurisdiction as described in the section on Subdivision Regulations in this chapter, the City effective January 1, 1997 extended certain construction codes outside the City. Due to local protests in the unincorporated area, K.S.A. 12-751a was added to the statutes in 1998 which provided for a 20% protest petition of qualified electors to force the issue to an election. Following such an election later, the City was forced to remove the offending regulations and by the statute was not allowed to readopt such regulations for at least four years. After this event occurred, the County adopted various construction codes for the entire unincorporated area and now provides inspector services for several cities.

## INTERGOVERNMENTAL COOPERATION

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

Basically, what can be done separately, can be done together. The principal cooperation statute is K.S.A. 12-901 et seq., commonly referred to as the Interlocal

Cooperation Act. It authorizes cooperation between public agencies and private groups for specific public improvements and services. The Act does require that certain provisions be included in a written agreement and that the Attorney General determine whether the agreement is in proper form.

## ECONOMIC DEVELOPMENT

An important element for implementing the Plan for the Andover Planning Area is the attention given to economic development programs. To attain this goal, economic development should be viewed in its broadest concept. Not only is it a matter of trying to attract new and expanding existing businesses, but promoting other types of economic activities as well. Furthermore, it is necessary for a community to: (1) maintain a constant effort to see that adequate utilities and energy sources are available now and will continue to be in the future; (2) ensure that the potential exists to meet the needs of new businesses for so-called "affordable housing"; (3) maintain and improve the transportation system; and (4) encourage the cultural and recreational activities which interest and retain young people and promote enjoyable family life. Whereas there are various reasons for promoting economic development, an overriding interest from the community's standpoint would be to broaden local job opportunities and the tax base.

This document contains ideas that promote or support various economic development activities. Communities that are most successful in achieving such efforts are those which utilize the most effective organizational structure. Such promotional activities take place at many levels -- city, county, regional, state and national -- and are carried out by both private and public groups. Each organizational level has a function to perform and each supplements and reinforces the other. Success at the local level entails the ability to harness the technical services and funding sources available at the other levels. Examples of such resource groups include the Kansas Department of Commerce (Topeka), the South Central Kansas Economic Development District (Wichita), and the K.S.U. Cooperative Extension Service (Hutchinson and Wichita) and the Butler County Economic Development Office (El Dorado). The services of these agencies vary in degree, type and availability. Thus, Andover officials should determine in detail what services may best apply to the City.

Continuing effort is needed to maintain a clear understanding of the role and goals of local economic development entities so that an effective coordinating structure is available to utilize outside resources and to promote the best interest of the area. The function of economic development on an organized promotional basis at the city level is best carried on by a separate group other than a planning commission. Outside of the general activities of the City Council, Andover receives



economic development assistance from Promote Andover, Inc. (PAI), the Andover Area Chamber of Commerce and the Butler County Economic Development Office. The City contributes limited funds to PAI to conduct certain projects to promote the City. PAI is composed of volunteer business leaders. The City and PAI with assistance from the County Economic Development Office pursued the zoning, platting and infrastructure necessary to establish the Andover Industrial Park in recent years. In 1990, a five-member Convention and Tourism Committee was created by the City which works through the Chamber of Commerce office. The Committee obtains funding from a local tax on motel beds. They are working on an annual visitor's guide and a business locator map. The two groups work together with PAI to conduct the annual fall festival known as Greater Andover Days. According to its mission statement, the Chamber of Commerce seeks "to assume the leadership role as the voice of the business community; promote new and existing business growth; and support educational opportunities and community progress".

Under K.S.A. 12-1617(h), cities are authorized to annually level a property tax ". . . for the purpose of creating a fund to be used in securing industries or manufacturing institutions for such city or near its environs . . . ." The proposed levy must be initially approved by the voters at a referendum, may not exceed one mill and is not subject to the property tax lid. Monies may also be expended from the general fund; however, they would be subject to the tax lid. The City does not utilize this method of funding at this time due to the successful economic development activities occurring without such efforts. The County, however, has adopted this method for funding their Economic Development Office.

Additional legislation for improving a city's capacity for development may be found in publications from the Kansas Department of Commerce. The legislature periodically works on a "package" of economic development initiatives which are converted to statutory language. While many of them create state programs, others provide local enabling legislation and bear monitoring to evaluate for local use. The Department continues to provide its "Community Profile" service. This brochure is published to provide various local and area wide data helpful to potential economic development prospects. A city is asked to assist in assembling data on the Department's web site and then is provided with copies for local promotional use. The Community Profile for Andover is available at City Hall.

The City has an adopted policy on issuing industrial revenue bonds (IRBs). As of December 31, 2002, there was \$11,480,000 in outstanding IRBs for five local businesses.

The Kansas Development Finance Authority has implemented a new low-interest, tax-exempt industrial development revenue bond program for capital

improvements, machinery and equipment for manufacturing and production companies. It is designated as the Kansas Composite Industrial Development Revenue Bond Program. Cities and counties would have veto power over such state financing and could allow local tax abatements.

Several questions were asked in the area of economic development in the Community Questionnaire. When asked, "Which three of the following types of economic development do you feel would most benefit Andover?", respondents listed in priority order: Retail trade - 24%, Entertainment -21%, Light industry - 19%, Service business - 13%, Tourism/lodging facilities - 8%, Wholesale trade - 8%, Heavy industry -4% and Other 3%. Respondents were supportive of tax exemption incentives to help bring retail businesses to Andover by 60% "Yes" and 40% "No".

The adequacy of certain economic development elements were tallied as follows:

#### Economic Development Promotion

Facilities	Excellent	6%	Adequate	66%	Inadequate	28%
Services	Excellent	6%	Adequate	67%	Inadequate	27%

#### Industrial Development Sites

Facilities	Excellent	8%	Adequate	72%	Inadequate	20%
Services	Excellent	8%	Adequate	72%	Inadequate	20%

#### Job Opportunities

Facilities	Excellent	2%	Adequate	38%	Inadequate	60%
Services	Excellent	3%	Adequate	41%	Inadequate	56%

The most responses were received for the job opportunities question.

### **GRANT PROGRAMS**

The availability of grant money from higher levels of government has become considerably limited in recent years and may decrease further. Whereas eligibility requirements in past years had changed so that more programs were available to smaller entities, it is not foreseeable at this point in time as to the extent, type and requirements for such grants. Neither the state nor the federal government now appear to have what might be called an "urban policy", which would provide

direction in grant program activity. In any program, the advantages of outside funding should be weighed against the local overhead of administration and prerequisites.

Assistance on grant programs is available through such groups as the South Central Kansas Economic Development District (SCKEDD), the K.S.U. Cooperative Extension Service and from various functional agencies at the regional and state level. The services of the Kansas Department of Commerce are augmented by their regional office in Wichita. Their Community Development Division administers the federal Community Development Block Grant program for economic development and housing projects. Such outside assistance does not preclude the need; however, for designating at the City level, who is responsible for monitoring the availability of grants, and who prepares and follows up on applications. This suggests that a recognized local communicative system is necessary to gain the most in working with other agencies. Competition is strong and some cities employ a "grantsman" or private firm to assist in the process. On behalf of the cities and the rural area, the Butler County Board of Commissioners carry a significant burden in maintaining the necessary contacts, appointments and memberships with, as well as financing for, regional organizations which assist in such endeavors.

When a valid local need is recognized, those who succeed in securing grants develop a sense of timing, perception and knowledge of the requirements and, most importantly, have the data ready when the appropriate time arises. Patience is a virtue and if at first you don't succeed, try again. Experience gained by each grant application becomes of accumulative value, in an effort to return state and federal tax monies for local use. Andover has had a good track record in such efforts, particularly on roadway and wastewater projects.

Comprehensive plans have often served to provide ideas for grant applications. This Plan provides basic data often required for preparation of applications. To assist the City Council, the Planning Commission should review this Plan periodically to recommend projects for which appropriate grants might be sought. As part of the grant process, the Planning Commission should coordinate with county, regional and state agencies to ensure that its local plans are reflected in the plans at a higher level of government. A good example would be to coordinate potential local projects such as roads with the County's long-range highway program as implemented in their Capital Improvement Program with financing from the Wichita Metropolitan Planning Organization Urban Area Transportation Improvement Program (TIP).

## POLICY STATEMENTS

The League of Kansas Municipalities has long been concerned with the need for governments to adopt and maintain written policies. In fact, according to Webster's dictionary, "govern" means "to control and direct the making and administration of policy." To govern then means "to make policy," not "just making decisions." The League has published a booklet entitled, "Municipal Policy Statements--A Tool for Governance." Included within the material is a Municipal Policy Code Outline and sample policy statements. One section, "Community Development," as well as others, deals with subjects which in effect implement many of the proposals and policies adopted in a comprehensive plan.

A number of Municipal Policy Statements adopted by the Governing Body of Andover have been referenced in this Plan. For example, the "Long Range Goal Policy", originally adopted in 1990 and annually reviewed, is a continuing policy statement on City buildings, land and infrastructure.

## CAPITAL IMPROVEMENTS PROGRAMMING

With the growing complexity of financing and constructing public improvement projects, it is important that a city establish procedures for making such determinations in an efficient manner. Such a process is referred to as capital improvements programming. The resulting program or "CIP" is a long-range financial plan covering a period of perhaps three to five years including the current year. This establishes the priority, timing, cost estimates and sources of funding for public physical improvements. It does not deal with annually recurring operating expenses except to note the effect which a new facility or improvement may have on future operating budgets. The first year of the CIP is the most clearly defined, financially estimated and timed and is adopted as the city's capital improvements budget along with the annual operating budget.

A significant function of the CIP is to coordinate the sequence of financing and construction of a project that might involve joint funding between various agencies and private organizations. The anticipated use of county, state or federal funds may necessitate scheduling ahead for several years. The use of a CIP is an effective way of guiding the direction and timing of growth, and is especially useful in relation to the legal requirements for unilateral annexations referred to previously in this chapter. A useful booklet has been prepared by the League of Kansas Municipalities entitled, "A Guide for Capital Improvements Programming and Budgeting."

Some of the advantages of CIPs cited are:

- > To help focus attention on community goals.
- > To encourage citizen and group participation.
- > To improve intergovernmental cooperation.
- > To increase capability of utilizing various matching funds programs.
- > To improve project implementation.
- > To stabilize financial programs.

The Planning Commission often assists the governing body in preparing the CIP and evaluating each project as to its conformance to the comprehensive plan. This overall procedure serves as the planning commission's "project review" for such items as provided for in K.S.A. 12-748(b) and eliminates the need for a project review on each improvement initiated by the City. As part of this process, a public hearing could be held for citizens and a method provided for other governmental entities to comment upon the CIP proposals.

While there are a number of exceptions based on changing assessed valuations in different years, it is usually sufficient for general financial planning purposes, to say that under Kansas law the general obligation of the city-at-large (G.O. debt) and special assessment debt combined may not exceed 30% of the total equalized assessed tangible valuations plus motor vehicle valuations, to calculate the bonded debt limitation. Bonds issued for general sewer and water work and revenue bonds are outside the debt limitations. Various financing methods used for CIP projects include:

General fund - general obligation bonds - revenue bonds - special assessments - sales tax (road improvements) – impact fees – the Andover Public Building Commission - trust funds - grant programs and private donations.

A simple example of the contents which might be included in a CIP is illustrated in Table 12-A below.

**Table 12-A. SAMPLE CAPITAL IMPROVEMENT PROGRAM CONCEPT**

<u>Project Description</u>	<u>Project Year</u>					<u>Project Cost</u>	<u>Method of Financing</u>
	<u>2003</u>	<u>2004</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>		
Park Land Acquisition	X					\$125,000	G.O./Gift
Grading and Landscaping			X			230,000	G.O./Fed. HCRS
Lighted Tennis Court					X	45,000	G.O./Fed. HCRS

For several years, Andover has proposed a CIP type financial table as part of its annual budgeting process. It has covered a five-year period and includes both capital improvements and non-capital equipment for various departments and fiscal accounts.

Andover's assessed valuation of \$65,058,413 and motor vehicle assessments of \$10,207,867 provided a base of \$71,266,280 for computing the legal debt limitation margin as of December 31, 2003. The debt issuance limitation of 30% allowed by K.S.A. 10-308 was \$21,379,884. In actuality, the City had a bonded indebtedness of \$25,606,000 on December 31, 2003, but this amount was reduced by \$17,926,756 in exemptions which leaves \$7,679,244 as the actual amount applicable to the debt limit. This results in a legal debt margin of \$13,700,640. Due to the statutory exemptions to this debt limit permitted by the Kansas State Statutes, staying under 30% has not been an issue. What has been an issue, however, is the overall general obligation debt burden of the City of Andover. To manage the overall burden, the City adopted a debt management policy in October 1998. This policy put certain criteria on the amount of new general obligation debt.

A feature of good municipal management is to maintain a continuing effort to keep the public facilities up-to-date and not to fluctuate too greatly in the status of the mill levy for indebtedness. Potential CIP items are referred to in the chapters on Utilities, Community Facilities and Transportation. The ability of the City to reach the population potential predicated for this Plan should be greatly enhanced by the continued prudent planning of its finances.



## CITY ADMINISTRATION

Because of the increasing complexity of government, more cities have turned to City Managers or Administrators to provide trained expertise in administering city operations. More responsibility is usually given a city manager than an administrator, but the latter is easier to establish than the former. In both, the governing body sets the policies and the manager or administrator carries them out.

The Kansas League of Municipalities has accumulated considerable information on these forms of governmental operation and is available to advise cities on their operation. The Hugo Wall Center for Urban Studies at Wichita State University has specialized in training urban administrators and conducting special seminars for officials and staffs.

Andover adopted a City Administrator operation in January 1975. By a proclamation of the Governor on April 1, 1994, Andover became a Second Class City. To the extent that such a governmental organization facilitates planning and coordination within the City operation, the City Administrator's position also serves as another method of implementing planning proposals in the Comprehensive Plan.



# Andover Park System and Open Space Master Plan



Prepared as an element of the  
Comprehensive Development Plan  
for the  
Andover Area, Kansas 2003 - 2013

by  
Andover Community  
Park System and Open Space Master Plan Committee

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# Why Parks?

Ever since 1859, when New York's Central Park was created, city parks have been regarded as an essential oasis for almost any community. Even during the depths of the Great Depression, many park systems received large influxes of money and attention through the government's relief and conservation programs.

Inspired by boulevard systems in Minneapolis and Kansas City, many cities sketched out interconnected greenways linking neighborhoods, parks and natural areas during the '30's and '40's.

Following World War II, commitment to public parks waned as suburbs began to define cities' growth patterns, and communities struggled with urgent issues of urban decay. Few cities provided adequate maintenance staffing and budgets, and most deferred badly needed capital investment.

Today, city park systems are seen as a necessary component of the quality of life of a community, and as a competitive feature upon which a city depends for attracting industry, families and investment.

Parks also stand on their own as community assets, bringing real value to the city's investment:

- Studies have shown that parks increase the value of nearby properties, enhancing the tax base and resultant revenues
- Public parks provide access to all members of the community at an affordable cost, complementing private, for-profit venues
- Linear parks and biking/walking paths connect community resources (schools, neighborhoods, parks, sports venues), enhancing both their use and the efficiency of the entire system of parks and open space

- Open space along riparian corridors:
  - helps reduce flooding and flood insurance costs
  - cleans run-off and increases water quality
  - recharges aquifers
  - supports wildlife
  - provides potential recreation areas
- Development of park amenities leverages the attainment of other resources such as grants and Federal Transportation Efficiency Act dollars (providing up to 80% reimbursement of an eligible project's cost)

Based on input from park experts, park directors and telephone research, the Trust for Public Land has identified seven factors as key to city park excellence:

1. A clear expression of purpose
2. An ongoing planning and community involvement process
3. Sufficient assets in land, staffing and equipment to meet the system's goals
4. Equitable access
5. User satisfaction
6. Safety from crime and physical hazards
7. Benefits for the city beyond the boundaries of the parks

This Plan represents an important foundation upon which to build and strengthen these factors and provide assets to today's Andover residents as well as leaving a legacy to future generations.

# Executive Summary

This document updates the Andover Park System and Open Space Master Plan, created as an element of the 1996 Comprehensive Plan. The plan identifies the character, needs, and wishes of the Andover Community as regards parks and open space. It proposes a scope and general location of community, neighborhood, and public parks and open space which, when fully developed, will respond to the community, its growth and change, and to recognized standards for park and open space development.

Interest in the community for parks and recreation is not a recent phenomenon. Previous Comprehensive Plans have identified the need for enhanced park and recreation opportunities. Other previous efforts include: **Long Range Planning Effort for Andover Parks and Recreation**, undertaken by a citizen task force in 1994, a **Community Priority Survey** conducted in 1996, attempts to create a **Recreation Commission** in 1990 and 1993, and the **Long Range Goals of the City of Andover**, describing desired City park projects. More recently, the original Park System and Open Space Master Plan (1997), and the Andover Parks Implementation Plan (2000) provide the background to review accomplishments within the parks, and serve as a foundation to this update. Readers of this update should refer to these two documents for more in-depth analysis and explanations of the basis for the 1997 Park System and Open Space Master Plan.

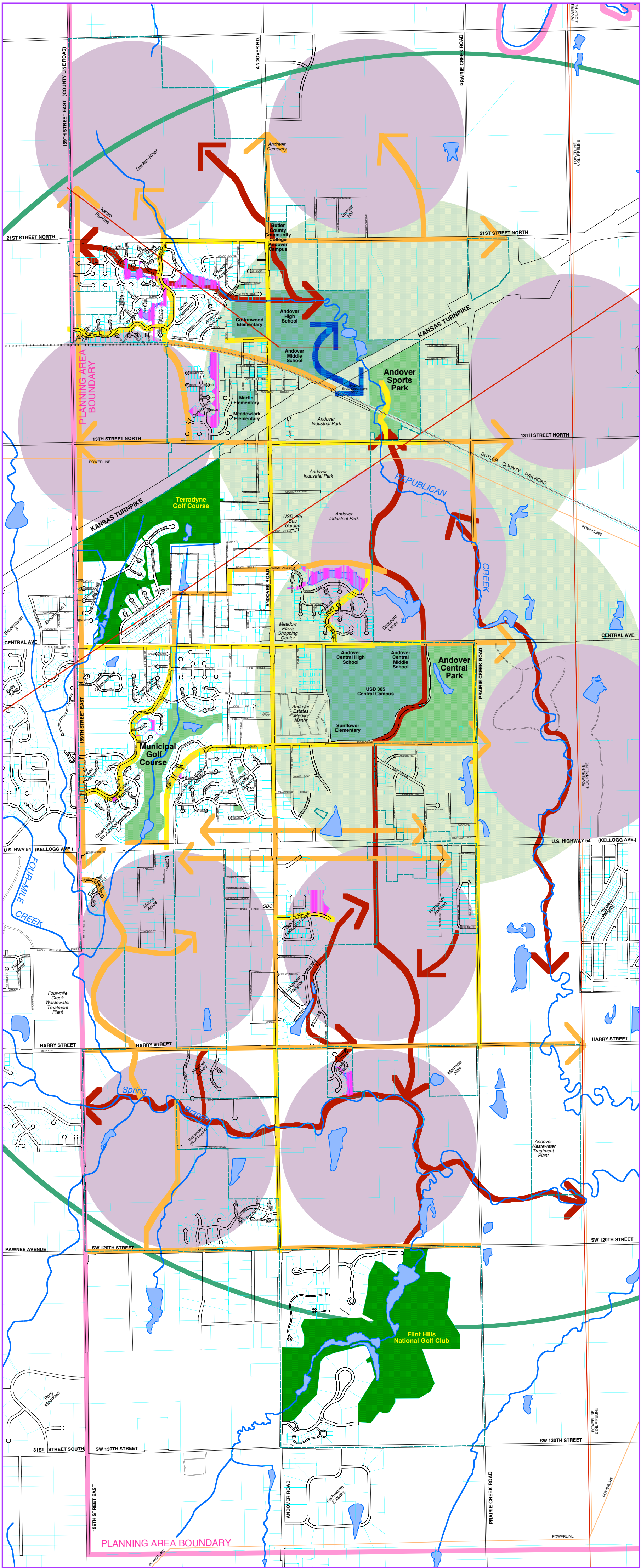
Although many accomplishments have been made since the 1997 Plan, there remains a need to seek, acquire and develop neighborhood parks. A neighborhood park serves one or more subdivisions generally within a half-mile walking radius with a relatively complete selection of facilities and open space, up to but usually not including rest rooms or other enclosed buildings. The rapid pace of subdivision development stimulated the Planning Commission to reexamine the relationship between subdivision development and the acquisition of park land and the creation of parks.

Land for a community park has been purchased and partially developed into the “Andover Central Park”, and the park previously designated “City Park” has been improved into the “13th Street Sports Park”. A park impact fee has been implemented, with mechanisms available to credit impact fees to developers for land dedicated toward park and open space.

In order to involve as wide a range of representatives of the community as possible into this latest planning process, a Park Planning Committee, composed of citizens and City staff, and chaired by a City Council member, was created.

After reviewing the history and background of the previous planning effort, the Committee studied the needs for open space and park areas, based on the demands identified by the Committee through review of existing offerings, recognized standards, and other area communities. This resulted in a list of recommended facilities. Development budgets and priorities for these recommendations were updated.





- Neighborhood Park
- Community Park Service Area
- Existing Privately Owned Park Land / Golf Course
- Existing Publicly Owned Park Land / Golf Course
- Public School / Community College
- Home Owners' Association
- 100 Year Floodplain
- Existing Public Trail or Path
- Proposed Public Trail or Path
- Proposed Public Trail or Path Link
- Proposed Open Space Link  
May include trails, paths or other facilities
- Proposed Open Space Major Trunk  
May include trails, paths or other facilities

### Andover Park System & Open Space Master Plan Update

0 500' 1000' 2000'  
PLOTTED SCALE 1"=500'  
NORTH  
BASE MAP: BUTLER COUNTY GIS / MAPPING DEPARTMENT  
POE & ASSOCIATES OF KANSAS, INC., WICHITA, KS - JANUARY 2003

# Introduction

This Andover Park System and Open Space Master Plan identifies the character, needs, and wishes of the Andover Community as regards parks and open space. It proposes a scope and general location of regional, neighborhood, miniparks and public open space which, when developed, will respond to the community, its growth and change, and to recognized standards for park and open space development.

The Master Plan is an element of the **Comprehensive Development Plan for the Andover Area, Kansas 2003 - 2013**. The Comprehensive Plan describes several trends which impact the development of the Andover area, and the context within which its Public Services, such as Park and Recreation programs and facilities, must be planned. As an element of that Plan, this Master Plan is an official planning document for the City.

Being general in scope, the implementation of this plan's priorities are subject to the planning, proposal, review and approval of the City's Professional Staff, Planning Commission and City Council.

The City has made continuous progress in meeting goals enhancing parks and recreational opportunities – improving the 13th Street Recreational Park, developing Andover Central Park and Community Park, providing enhanced maintenance facilities, and supporting the update of this Master Plan, among other efforts.

In order to involve as wide a range of representatives of the community as possible into this latest planning process, a Park Planning Committee, composed of citizens representing different constituencies within the community, and supported by City staff members, was created.

In addition, as part of the Comprehensive Planning effort, a new community Questionnaire was conducted in late 2003. The main points which are important to the park planning effort include:

A strong majority of respondents rated Parks and Recreation in Andover “Excellent” or “Adequate”. About two thirds of the respondents were willing to pay for construction of or improvements to Central Park, the 13th Street Sports Park, a Swimming Pool, and Hike and Bike Paths.

## Review of Immediate Priorities from Previous Plan:

The previous plan identified immediate priorities which the City could address to improve the parks, open space and recreation system. They included:

### “1. Acquire Park Land

The City should aggressively pursue acquiring land for park and open space development, particularly focused on a site for the new community park/central park.”

*The City, along with USD 385, purchased 160 acres from the Wichita Area Girl Scout Council, containing Camp Seikooc. Eighty acres of this land has been redeveloped as the Community Park, with a remodeled lodge and meeting cabins, improvements to access, parking, roads and utilities.*

### “2. Establish Policies for Park Development

This focuses on using the zoning and subdivision regulations to address impact fees and land acquisition/dedication, and other mechanisms to help fund park development on an orderly basis. The minimum size standards for different park classifications as presented in this plan should also be formalized into policy.”

*The City has developed most of these mechanisms and the Planning Commission has begun to implement the provisions which allow developers to dedicate park land in lieu of impact fees.*

### “3. Recreation Commission

The study finds that the best avenue for providing funding for park and recreation development and operation is to create a recreation commission. Andover should investigate the creation of such.”

*The opportunities for this investigation have not yet made themselves available. For the moment, this is of low priority.*

#### “4. Swimming Pool

The Committee found that surveys and other fact finding efforts all indicated the strong interest in a community swimming pool (complex). Since the only practical way to fund such a facility is through bonding, organizing the public education effort and referendum campaign is seen as one of the first actions of a recreation commission.”

*There continues strong interest in developing a community Swimming Pool complex. In the new priorities presented later in this update, the importance of a new swimming venue has increased. Although many other communities’ successes to such funding efforts can be attributed to a strong recreation commission, successful bond campaigns have been conducted by cities and/or school districts.*

#### “5. Share the Shade Program

The Committee recognizes the success of the current effort to establish the Share the Shade Program and recommends that such effort be continued and expanded to obtain a “Tree City USA” designation as soon as practical. Besides bringing community pride, the designation enhances the ability to acquire funding through grants. The City should provide maintenance funds to insure such programs continue.”

*The City has not yet obtained the “Tree City USA” designation, but has increased funding for the Parks Department and has added personnel.*

“Finally, the Committee recommends to the Planning Commission that they create or continue a citizens task force whose charge is to study and explore the priority recommendations of this report and report to/advise the Planning Commission concerning their implementation.”

*This has been accomplished. The current Park Committee responsible for this update includes several members involved in the original Park System Master Plan effort.*

# Demand for Parks and Open Space

The Committee reviewed several different ways of measuring demand for park and recreation services in the Andover Area:

- The history of recreation participation in the Andover Area, and an understanding of current programs, shows that demand is increasing.
- Examples from other communities provide a regional standard against which Andover can compare itself.
- National standards give a third way to measure possible future demand for recreation and parks in the Andover Area.

In 1997 when the last plan was conducted, national park guidelines set a standard of 10 to 15 acres per 1,000 population. More recent plans set a higher standard, often in the range of 15 to 40 acres per 1,000. Andover's current usable park acreage totals approximately 138.8 acres (unusable flood-prone areas are excluded). Based on the plan's estimated 2000 population of approximately 7,750, this represented a level of 17.91 acres per 1,000 population.

Andover's ratio of acres per 1,000 population is below that of the average of lower density cities across the nation (19.3 acres). For a projected population for Andover to the end of the planning period of 11,000, the standards suggest a total park acreage of roughly 165 to 275 acres (at 15 to 25 acres per 1,000 population), an increase of roughly 25 to 135 acres. This is in line with the anticipated need for up to ten neighborhood parks averaging 5 acres each.

There are some general measurements for determining the adequacy of recreation facilities and services. Some of the yardsticks are:

• **Total Acres per population**

National average for low density cities  
= 19.3 acres per 1,000 residents (1998)  
= 30.1 acres per 1,000 residents (2001)  
National Average (2001) for All Cities  
= 16.2 acres per 1,000 residents  
Andover = approx. 138.8 acres / 7,750 pop.  
= 17.91 acres per 1,000 (2000)  
Goal for Andover = approx. 220 acres / 11,000 pop.  
= 20.0 acres per 1,000 (2013)

• **Parks and Open Space as % of City Area**

National average for low density cities  
= 8.2% (1998)  
= 5.7% (2001)  
National Average (2001) for All Cities  
= 8.8%  
Andover = 138.8 acres / 8.5 sq. mi.  
= 2.5%

National standards are also useful for judging demand for various types of park and recreational offerings. The Committee reviewed Andover's existing park and recreation facilities in light of these standards. The standards are often referred to as LOS (Level of Service) Standards. They express demand for certain facilities based on population. As such, they are guidelines or yardsticks but should not be considered as definitive or prescriptive. As in the previous plan, standards responsive to Andover's unique characteristics have been developed and used when necessary.

The following table lists suggested National Parks and Recreation Association (NRPA) standards, and compares the number of existing facilities with the demand resulting from applying those standards.



## Andover Park Facility Demand

By Population Based Standards (Level of Service=LOS)

Facility Type	NRPA Standard	Existing Facilities	2000 Demand	Surplus (Deficit)	2013		
					Andover Standard	Total Demand	2013 Total Recommended Facilities
Baseball Diamond	1 / 5,000	4	1.5	2.5	1/750	15	15
Jr. Baseball Diamond	1 / 5,000 *	2	1.6	0.5	incl. in above		incl. in above
Bridle Trail	1 mile / 6,250		1.2	(1.2)	1 mile/5,250	2 miles	none
Child's Play Area	1 / 300; 1 / 1,000 *	4	25.8	(21.8)	1/500	22	'
Craft / Rec. Bldg	1 / 15,000; 1 / 35,000 *	1	0.5	0.5	1/7,500	2	1-2
Exercise Trail	1 Trail / 7,500 *	1	1.0	(0.0)	1/7,500	2	2
Football Field	1 / 20,000	2	0.4	1.6	see Soccer		N/A
Golf Course (9 hole)	1 / 50,000	1	0.2	(0.2)	1.0	1	none
Handball Court	1 / 20,000		0.4	(0.4)	1/20,000	1	none
Horseshoe Court	1 / 2,000; 1 / 7,500 *	2	3.9	(1.9)	-	-	none
Multi-Use Hard Area	1 / 5,500**	5	1.4	3.6	1/500	22	at least 1 for each park*
Picnic Shelter	1 / 2,000 *	2	3.9	(1.9)	1/1,000	11	2 large, 8-10 small
Shuffle Board	1 / 2,000; 1 / 7,500 *		3.9	(3.9)	-	-	none
Soccer Field/Multiuse incl. football	1 / 4,000; 1 / 20,000 *	3	1.9	1.1	1/4,000	3	2 main + 4 practice
Softball Diamonds	1 / 5,000		1.6	(1.6)	incl. in baseball	-	
Swimming Pools	1 / 20,000		0.4	(0.4)	1/7,500	1	1 municipal and ***
Tennis Courts	1 / 2,000	2	3.9	(1.9)	see Multi-Use	-	
Trails (Hike, Bike)	1 mile / 3,000 *	1	2.6	(1.6)	1 mile/1,000	11	reference Plan Map
Volleyball Courts	1 / 5,000	1	1.6	(0.6)	see Multi-Use	-	

est. 2000 Population of Andover = 7,750 (1997 plan)

Projected 2013 Population of Andover = 11,000

### NOTES:

\* An NRPA Standard does not exist. A standard from a comparative city was used.

\*\* - to accommodate tennis, rollerblade hockey and basketball

\*\*\* - one pool per neighborhood by developer

sized to accommodate neighborhood use

-- by convention, school facilities are not included,

but are allowed for in the determination of "Andover standard"

Note that the number of needed facilities differ, often depending on whether school based facilities are included. As the community grows, it can be expected that the availability of facilities now provided by the school district for community use will decrease as overall demand increases. The intent of the City and School District is to continue to cooperate in the use and maintenance of facilities. Although joint use of facilities should continue as feasible, it is recommended that the City plan on meeting the standard with City owned and operated facilities as much as possible.



# Park System Classifications

The park system outlined in this Plan includes the following classifications:

- Neighborhood Park
- Community Park
- Greenway/Greenspace
- Special Purpose Park
- Trails

For each park type in the Plan, a general description is given along with the pertinent development guidelines, which might include:

- Size*
- Service Area*
- Location and Access*
- Use Hours*
- Parking*
- Typical Development*
- Optional Facilities*
- Facility Setbacks*
- Park Lighting*
- Development Costs*

Notable is the inclusion of guidelines addressing location and access and facility setbacks. The most important factors, however, are location and access. They play a key role in good park visibility and the quality of the park environment.

Park development standards place considerable emphasis on the need to reduce the potential for crime at parks by altering landscape, lighting, and amenity design as well as increasing surveillance opportunities. Poorly configured park sites with inadequate street frontage are often to blame. With better exposure to adjoining streets, security is enhanced and the park

becomes a more visible and appreciated asset to the community, especially by those who may never actually set foot in the park. Thus, the development guidelines establish street frontage minimums for neighborhood, community and regional parks. These guidelines must be balanced by the costs associated with special assessments assigned to park street function. As a general rule, the City's costs for these frontage fees should be distributed among the development's parcels, as the park represents a public amenity associated with the development, and/or the community at large.

The quality of a park environment is strongly influenced by adjacent land uses and the type of adjoining streets. A neighborhood park, for example, should ideally be surrounded by residential uses on quiet residential streets. However, a regional park, especially one with lighted athletic fields, would be best located adjacent to a major thoroughfare and away from homes. The classification system provides guidance in this regard for each park type.

Also recommended are facility setbacks to establish the minimum desired distances between certain park uses and the perimeter property line or street rights-of-way. (Requirements for setbacks are commonly found in municipal ordinances regulating private land development, including the City of Andover's. However, setbacks are rarely found in municipal park system master plans and no national standards have been defined.) Park development setbacks are specified for several reasons:

- 1. Safety – Example: playground setbacks from streets*
- 2. Respect for adjacent properties – Example: basketball court setbacks from single family homes*
- 3. Aesthetics – Example: parking lot setbacks from streets.*

Facility setback guidelines provide an additional

means to evaluate the feasibility of desired uses in a park site under consideration for acquisition. Furthermore, properly sized setbacks can reduce grounds maintenance costs by sizing areas for maintenance with larger equipment, thereby decreasing the need for hand mowing and trimming.

## Neighborhood Park

The neighborhood park is the basic unit of the park system and should serve as the recreational focus of an individual neighborhood. Surrounding uses should be predominantly single family or multi-family residential. Playgrounds, trails and useable open spaces are normally high priorities. This type of park is especially important to Andover because the City's growth will come in the form of new subdivisions. The need for new neighborhood parks will parallel this growth.

Park development should achieve a balance between active use areas such as sports fields and game courts and passive use areas intended for sitting, picnicking, and relaxing. As a general rule, about half of the park's area should be planned for passive activities and comprised of natural features. Active recreational facilities should be used mostly in an informal and unstructured manner. Uses requiring chain link fencing should be minimized in order to make the park visually attractive.

With the possible exception of limited use by youth teams, neighborhood parks are not intended for programmed activities that attract users from outside the neighborhood or encourage overuse, or create noise, glare, parking problems, and street congestion. All areas of the park should be readily visible from adjoining streets in order to provide a secure environment.

### •Size

1 to 10 acres, 5 acres optimum.

**•Service Area**

1/2 mile desirable to 1 mile maximum radius, preferably uninterrupted by major thoroughfares and other major physical barriers.

**•Location and Access**

- Centrally located *within* the neighborhood and/or easily accessed by residents
- Frontage required on at least 2 collector and/or local streets; major arterial frontage is undesirable.
- Minimum street frontage of 350 feet
- Prefer surrounding residences to face park site instead of backing - Access to adequate water, sewer and electric service.

**•Use Hours**

Daytime to early evening through sunset.

**•Parking**

Street or curbside parking. On-site parking should be provided only where required by City parking ordinance or where adjoining streets are not curbed and guttered to encourage mostly pedestrian access. Consideration should be given to improving the street instead of constructing on-site parking.

**•Typical Development**

- Playground
- Passive recreational open space - Sports field(s) for practice or non league play (unlighted)
- Trails (1/4 mile increments preferred); tie into Greenways when possible
- Picnic tables (5-6 maximum)
- Support facilities (benches, bike racks, trash receptacles, drinking fountains, signal, etc.)
- Tree plantings

**•Optional Facilities**

- Picnic shelters
- Basketball/multi-use court
- Tennis courts (1-2)
- Special horticultural plantings or gardens (principally maintained by neighborhood residents)

**•Inappropriate Facilities:**

- Lighted athletic fields
- Recreation center
- Multi-use sports pavilion

- Restrooms

- Setbacks**

- On-site parking:

- 10' from street right-of-way

- 25' from single family residential properties

- Playground:

- 25' from street right-of-way

- 25' from other property line

- Multi-use court or swimming pool:

- 25' from street right-of-way

- 50' from single family residential properties

- Park Lighting**

- Generally intended for security and safety.

- Very limited facility lighting, preferably lighted tennis courts only with no glare to adjoining residential uses.

- Development Costs**

- Can range from \$100,000 to \$300,000 depending on existing site conditions and scope of development as influenced by neighborhood input. A budget figure of \$235,000 is used in this plan.

- A neighborhood park will likely include most, but not necessarily all of the typical facilities listed above.

## Community Park

Community parks are typically larger in size than a neighborhood park and serve several neighborhoods with both active and passive recreational facilities. Group activities are well accommodated. They may include highly used recreational facilities such as programmed athletic sports fields, swimming pools and recreation centers, which are less appropriate in neighborhood parks.

Community parks may also contain large passive open space areas or preserve unique landscapes. About 25% - 50% should be planned as undeveloped greenspace. They provide needed visual breaks in the City, particularly when located along major thoroughfares. Most of the park should be visible from adjoining streets. Sites located contiguous to natural watershed drainage areas provide the opportunity to connect with multiple residential neighborhoods via

hike and bike trails.

Neighborhood park facilities may also be provided within a community park to serve a specific neighborhood.

•**Size**

5-50 acres (10 acre minimum preferable)

•**Service Area**

1 mile – 3 miles

•**Location**

- Adjacent to, or in close proximity to, predominantly single-family and multi-family residential areas.
- Frontage required on collector streets (not local neighborhood streets).
- Direct access to major thoroughfare desirable or within 1/4 mile.
- Park access by Greenway desirable
- Minimum street frontage of 700 feet
- Access to adequate water, sewer and electric service.

•**Use Hours**

Daytime and evening use

•**Parking**

- As required by City parking ordinance for traditional facilities
- Parking lots located just off-street; vehicular traffic prohibited within park
- Optional gates at parking lot entrance

•**Typical Facilities**

- Medium to large playground
- Passive recreational open space
- Sports fields (lighted) for practice and league play
- Basketball/multi-use court
- Trails (1/4 mile increments with distance signal)
- Picnic area with up to 15 tables
- Group picnic facility (open-air pavilion with 4-5 tables on concrete slab and large grill)
- Support facilities (benches, bike racks, trash receptacles, drinking fountains, access walks, signal, etc.)
- Landscaping

•**Optional Facilities**

- Recreation center with gym, multi-use meeting and activity spaces, offices, restrooms, kitchen and optional weight/exercise room
- Tennis courts ( 2-4 lighted)
- Multi-use pavilion (i.e. basketball, lighted)
- Swimming pool/Aquatic Park
- Visually screened portable toilets

•**Setbacks**

- On-site parking:  
10' from street right-of-way.  
50' from single family residential property line
- Playground:  
25' from street right-of-way and other property lines
- Multi-use pavilion:  
25' from street right-of-way  
100' from any residential property
- Recreation center:  
25' from street right-of-way  
50' from single family residential properties
- Swimming pool:  
25' from street right-of-way  
50' from single family residential property line
- Tennis Courts:  
25' from street right-of-way  
10' from other property lines

•**Park Lighting**

- Facility lighting at ballfields, pavilions, courts, etc. and associated parking
- Security lighting at playgrounds, trails and exterior perimeters of park structures
- Avoid glare to adjoining residential uses

•**Development Costs**

Can range from \$500,000 to \$4,000,000 depending on existing conditions and scope of development as influenced by community input.



## Greenway (Linear Park)

Greenways are linear parks of open space that offer scenic beauty and allow safe, uninterrupted pedestrian or bicycle movement along natural or man-made corridors. They are generally located along streams and/or in association with major thoroughfares or boulevards. When combined with the City's bikeway system, linear parks can link various other parks, residential neighborhoods, schools, libraries and businesses.

Pedestrian and bicycle trails can accommodate both recreational and purposeful trips. Linear parks provide breaks in the urban development pattern, conserve ecologically unique areas, and provide long stretches of open space well suited for trails. Existing tree cover within natural corridors should be protected.

### •Size

A minimum width of 50 feet; length is variable.

### •Service Area

City quadrant to citywide

### •Location

- Determined by resource availability, linkage need, and opportunities for public access utilizing the resource.
- The design of new subdivisions for adjacent private land should be encouraged to facilitate visibility, access, safety, and access for maintenance. Long stretches of lots backing to the corridor should be avoided. Adjacency to parallel streets, looped streets and cul-de-sacs is preferred. Better visibility and access provides a more secure environment and allows the linear park to become a community wide asset.

### •Use Hours

Daytime and early evening use, trails may be open 24 hours.

### •Parking

On-street parking preferred, except along major thoroughfares. Parking lots for trail users should be small and infrequent (1+ mile spacing).

•**Typical Facilities**

- Pedestrian trails and/or bike paths
- Support facilities (benches, bike racks, trash receptacles, drinking fountains, access/connector walks, signal, etc.)
- Landscaping

•**Optional Facilities**

- Small picnic area
- Small playground
- Screened portable toilets
- Exercise stations
- Public works of art, monuments/ statues, and decorative fountains.

**Special Purpose Parks**

This category addresses a wide variety of special places or facilities, which focus on locally unique or significant natural, historic, or cultural resources. They can be individual sites or part of larger parks.

# Existing Andover Parks and Open Space

Existing park and recreation offerings in the Planning Area are concentrated in several areas. City of Andover Parks and Recreation facilities are primarily located in the 13th Street Sports Park, in which approximately 45 of the 58.8 acres are developed, and in Central Park, the 80 acre parcel purchased since the date of the previous plan.

In addition, there are miniparks, two located in Andover Village, one in the Andover Heights subdivision, a private one in Tuscany, two private in Crescent Lakes, and two private swimming pools at Green Valley Park. Those in Tuscany, Crescent Lakes and Green Valley are maintained by homeowner's associations.

The miniparks consist of one residential lot (approximately one-quarter to one-half acre in size) and offer limited facilities.

The Cedar Pines Golf Course is located in the Green Valley Development, north of U.S. Highway 54. It is a nine hole public course with a short game practice range situated on approximately 60 acres of land.

Other open space and activity fields are found at public school sites, within reserves in certain subdivisions, and at surrounding private facilities, including Terradyne Golf Course and Flint Hills National Golf Club.

This table summarizes existing Park and Open Space Inventory.

Identification	Present Use	Size; Dimensions	Classification	Surrounding Land Uses	Future Development Issues
Andover Heights Mini-Park	2 benches; picnic table; swing set; landscaping	corner residential lot approx. 150' x 150' (.51 acre)	Mini-Park	Residential on two sides; residential street on two sides	sidewalk to play equipment - ADA
Crescent Lakes	Swimming pool playground		Special Use	Commercial; residential	planning additional swimming pool
Central Middle School and High School	Middle School has track & football field H.S. has 2 baseball; 2 softball 4 Tennis Courts		School Park	Residential/Park	Concession/Restroom at each facility
Green Valley Park Lakeside & Fairway	Swimming pool; Pool house; Play off street parking spaces	Corner lot approx. 60' x 120' (.16 acre)	Special Use	residential one side; open space one side; street two sides	
Green Valley Park Onewood & Putter	Swimming pool; Pool house; Play off street parking spaces	Corner lot approx. 60' x 120' (.16 acre)	Special Use	residential one side; open space one side; street two sides	
Andover Village North Mini-Park	2 benches; swing set; picnic table condition good, dated	approx. 80' x 150' (.275 acre)	Mini-Park	residential three sides; street one side	sidewalk to play equipment - ADA
Andover Village; Jamestown Mini-Park	Sand lot, 40' x 40'+/-; half court basketball; picnic table; 2 goals	approx. 150' x 150' (.5 acre)	Mini-Park	residential two sides; streets two sides	sidewalk to play equipment - ADA
Tuscany	Pool; playground		Mini-Park		
13th St Sports Park	3 base/softball fields; 1 baseball field; 2 junior baseball fids; 2 horseshoe	approx. 30 developed acres of 45 acres owned	Community Park	industrial, KTA ROW; residential	Segregate active from passive uses
Andover High School	Track; Football field w/bleachers; open play fields - soccer		School Park		Cooperation and scheduling of use and improvements
Primary Schools	2 ball/play fields				
Central Park	Lodge Fishing Pond w/Decks Picnic & Play	80 acres	Community Park		Playground equipment Trails; shelters Amphitheater Gazebo Restroom/Concession
Cedar Pines Golf Course	9 hole course practice area				
Mobile Manor	Mobile Home Park has a swimming pool and community building/				

# Existing Programs

Major recreation programs currently offered by Andover Parks and Recreation include baseball, soccer, football and basketball and other activities. Participation from 1997 to 2003 is summarized in the following tables.

Andover Sports Programs 1997 to 2003							
	2003	2002	2001	2000	1999	1998	1997
<b>Sport</b>							
<b>Baseball</b>	643	740	735	742	700	658	714
<b>Football</b>	131	169	184	154	118	88	70
<b>Cheerleading</b>	55	40	82				
<b>Soccer</b>	96	123	140	133	98	117	182
<b>Volleyball</b>	40	60		14	16	25	
<b>Basketball</b>	396	345	350	351	342	333	351
<b>Theater</b>	15						
<b>total</b>	<b>1,376</b>	<b>1,477</b>	<b>1,491</b>	<b>1,394</b>	<b>1,274</b>	<b>1,221</b>	<b>1,317</b>

Comparison - Youth Programs in Andover and Other Communities					
Community	Population	Youth Basketball Participants	Participants per 1,000 Population	Youth Baseball Participants	Participants per Population
Derby	18,908	354	18.72	480	25.39
Newton	17,913	500	27.91	450	25.12
Emporia	26,739	85	3.18	356	13.31
Arkansas City	12,043	220	18.27	800	66.43
<i>Average</i>	<i>18,901</i>	<i>290</i>	<i>15.33</i>	<i>522</i>	<i>27.59</i>
<b>Andover</b>	<b>7,750</b>	<b>396</b>	<b>51.10</b>	<b>643</b>	<b>82.97</b>
<i>Data is from 2003; population figures are from 2000 Census</i>					

# Existing Expenses and Revenues

Programs sponsored by Andover Parks and Recreation are generally designed to be revenue neutral. In addition, the City of Andover allocates a line item budget for the Park Department. Revenues from the Fireworks Fund are used to offset some of these expenditures. A summary of expenditures and receipts:

Operating Expense and Revenue History Andover Park Department (thousands)							
	Budget 2003	Actual 2002	Actual 2001	Actual 2000	Actual 1999	Actual 1998	Actual 1997
<b>Personnel</b>	160.5	141.8	124.4	97.3	73.4	58.2	57.8
<b>Contractual</b>	64.8	46.9	49.6	38.9	29.9	25.2	28.8
<b>Commodities</b>	48.5	60.2	44.3	42.8	23.1	21.1	23.6
<b>Capital Improvements</b>	8.0	6.9	21.4	26.5	4.0	10.7	13.4
<b>total</b>	<b>\$281.8</b>	<b>\$255.8</b>	<b>\$239.7</b>	<b>\$205.5</b>	<b>\$130.4</b>	<b>\$115.2</b>	<b>\$123.6</b>
<b>Special Revenue</b>	<b>\$45.0</b>	<b>\$45.0</b>	<b>\$52.5</b>	<b>\$67.5</b>	<b>\$67.5</b>	<b>\$75.0</b>	<b>\$50.0</b>
<b>Program Receipts</b>							
<b>Soccer</b>	3.8	3.8	4.4	4.5	3.8	4.4	6.0
<b>Summerball</b>	34.4	37.5	28.4	28.0	32.2	30.6	
<b>Football</b>	15.5	17.4	11.2	8.8	6.5	6.2	10.5
<b>Basketball</b>	16.7	14.5	13.8	12.9	12.0	13.1	13.0
<b>Concession</b>	6.2	4.6	4.5	6.7	5.4	7.6	
<b>Volleyball</b>	1.8	2.0	0.0	0.8	0.9	1.0	
<b>Cheerleading</b>	3.8	3.3	0.9				
<b>Theater</b>	3.7						
<b>Tennis</b>							0.5
<b>total</b>	<b>\$85.9</b>	<b>\$83.1</b>	<b>\$63.2</b>	<b>\$61.7</b>	<b>\$60.8</b>	<b>\$62.9</b>	<b>\$30.0</b>

# Recommended Park Facilities

Based on the demands identified by the Committee through review of existing offerings, recognized standards, other area communities, and future needs of the Andover Area, a list of recommended facilities was developed. This list indicates those facilities included in the long range aims of the Master Development Plan. Following this list is a map showing proposed locations of facilities. Major facility types include:

## Community Park

The 1997 Committee recommended developing a small, centrally located park as a key to this master plan. The park would contain the elements of a traditional “City Park”, such as a gazebo, playgrounds, small group picnic shelters, and areas for special events such as Greater Andover Days. Although this smaller park could legitimately stand on its own, it was seen as best included within a new community park.

These parks are being developed on the acquired 80 acres and are now collectively known as “Andover Central Park”.

Andover Central Park complements the existing “Andover 13th Street Sports Park”. Sports activities (primarily baseball/softball) are concentrated in the Sports Park, and more passive recreation in Central Park. Future passive recreation opportunities include larger group picnic shelters, hard surface play areas (basketball, tennis, etc.), walking and bicycle trails, and children play areas.

In Andover Central Park, space is available for building sites for community facilities that will outgrow their present buildings during the planning period. (A complete discussion of these facilities can be found in the Community Facilities chapter of the Comprehensive Plan.)



## Neighborhood Parks

Neighborhood Parks are the base unit of a park system, and the Andover area severely requires this basic unit of service. The existing miniparks try to meet this purpose, but are too small and too few to be adequate. The service area of a neighborhood park is up to one-half mile radius with 5 acres considered a minimum size. Neighborhood parks would include open space and play areas, hard surface multiuse courts, and children's play areas. They might also include special use facilities as a major feature in each park. For instance, in addition to the facilities listed, a neighborhood park might include either a swimming pool, a waterplay park, a rollerblade park, special walking trails, or an exercise trail.

Based on the requirements outlined above, Andover will need eight to ten of these parks as a part of this plan, depending on the timing and location of housing development.

## Walking/Biking Trails

The Committee recommends that the City, through its zoning regulations and development policies, continue a policy of requiring 8' wide minimum multiuse paths on collectors (10' desirable) and 10' wide minimum on arterials and major open space trunks.

## Swimming Pool

The demand for a swimming pool remains evident in applied standards, community surveys, and perceived quality of life issues. The expense of building and maintaining such a facility is also keenly in the minds of the Andover community. It is recommended a task force be formed to further explore the needs, costs, and financing options of a community aquatics complex.

Two possible policies have been discussed for this Plan. The primary recommendation is to provide a municipal pool. This pool would be centrally located and would be of sufficient size to serve the entire planning area.

A second possibility is to require, perhaps through Planned Unit Development (PUD) standards, that residential PUDs provide pools, each with sufficient capacity to serve the number of residents planned within the PUD.

## Indoor Facilities

The City has a quality facility in its Community Center in the 13th Street Sports Park. The Center houses an indoor youth basketball court, offices, and storage/use areas for the Park Department.

Previous planning committees have expressed a desire for additional indoor basketball courts. The standards for demand for indoor facilities demonstrate the difficulty in justifying indoor recreation space for a population the size of the Andover planning area. Such facilities require capital investment and operating funds which are in short supply for meeting some of the basic needs outlined earlier.

One opportunity may be to work with the School District to design a community meeting facility jointly used by City and District for large events, such as festivals, graduations, regional tournaments, etc. The multipurpose facility could be designed so that a large meeting area could be subdivided into a number of indoor courts.

While the interest in such facilities should be considered in the long range plan, the cost of such facilities places them much lower in priority.

# Development Budgets and Priorities

Although the true cost of future park facilities depends on a number of variables, including land costs, type of financing, the exact complement of facilities in a particular park, design requirements, and inflation, it is valuable to outline budgets for the development of park elements.

Development budgets, coupled with the relative priority of each improvement, will enable financing opportunities to be logically pursued. They will also enable the City and other entities within the Planning Area to cooperate in the planning of improvements beneficial to all while precluding overlapping projects or conflicting goals.

A list of improvements, along with their descriptions, relative priorities and development budgets, are presented on the following page.

Development Budgets - Detail			
Park and Open Space Master Plan Improvements			
Priority	Improvement		Total
	Element	Budget	
<i>First</i>	Andover Central Park (and Community Park) - partial		<b>\$1,377,083</b>
	Landscape and Irrigation - Developed areas	\$183,333	
	Landscape and Irrigation - Open areas	\$200,000	
	renovate Lake George	\$25,000	
	Toddler's Playground	\$28,000	
	Children's Playground	\$37,000	
	Large Picnic Shelter	\$40,000	
	Small Picnic Shelters (2)	\$60,000	
	Picnic Tables (7)	\$5,750	
	Grills (5)	\$1,000	
	Trash Receptacles (20)	\$5,000	
	Gazebo	\$75,000	
	Amphitheater	\$200,000	
	Multi use hard area	\$12,000	
	Sand Volleyball Court	\$5,000	
	Restrooms/Storm Shelters	\$250,000	
	Parking and Infrastructure	\$200,000	
	Curb and Gutter	\$50,000	
<i>Second</i>	Swimming Pool and Waterplay Park		<b>\$3,000,000</b>
	pool, bathhouse, landscaping, play		
<i>Third</i>	Neighborhood Park (typical)		<b>\$235,000</b>
	Land Acquisition (5 acres)	\$50,000	
	Infrastructure	\$50,000	
	Roads and Parking	\$25,000	
	Landscaping, Lighting, etc.	\$25,000	
	Picnic Shelter	\$30,000	
	Hard Surface Play Areas (2)	\$20,000	
	Children Play Areas (1)	\$20,000	
	Trails and Paths (1/2 mile)	\$15,000	
<i>on demand</i>	Rollerblade/Skateboard Park@ 13th Street Sports Park		<b>\$150,000</b>
	old tennis courts		
<i>later</i>	Andover Central Park (and Community Park) - partial		<b>\$2,716,392</b>
<i>later</i>	Andover 13th Street Sports Park		<b>\$309,140</b>

## Replacement Value of Existing Facilities - Detail

updated 2004

### Park and Open Space Master Plan

Improvement Element	Replacement Value	Total
13th Street Sports Park		<b>\$2,797,000</b>
3 baseball/softball fields	\$150,000	
1 baseball field	\$50,000	
2 horseshoe pits	\$10,000	
1 basketball court	\$15,000	
2 picnic shelters	\$60,000	
2 tennis courts	70000	
1 volleyball court	\$5,000	
2 playgrounds	\$100,000	
1 batting cage	\$25,000	
1 multi-purpose field	\$10,000	
1 soccer field	\$30,000	
1 junior soccer field	\$20,000	
Community Center Building	\$500,000	
Exercise Trail	\$25,000	
Landscaping - 60 acres @\$450/acre	\$27,000	
Land - 60 acres @ \$10,000/acre	\$600,000	
Parking, roads and infrastructure	\$800,000	
Concession and Restrooms	\$300,000	
Andover Village; Jamestown Minipark		<b>\$56,500</b>
Sand lot	\$5,000	
Half Court Basketball Court & goal	\$25,000	
Picnic Table and pad	\$1,500	
Landscaping and irrigation	\$5,000	
Land	\$20,000	
Andover Village; North Minipark		<b>\$47,000</b>
2 benches	\$1,000	
swingset	\$20,000	
picnic table	\$1,000	
Landscaping and irrigation	\$5,000	
Land	\$20,000	
Andover Heights Minipark		<b>\$42,000</b>
2 benches	\$1,000	
swingset	\$20,000	
picnic table	\$1,000	
Landscaping and irrigation	\$5,000	
Land	\$15,000	

# References

*References -*

*These related documents are available from the City of Andover offices:*

Andover Park System and Open Space Master Plan - 1997

Comprehensive Plan for the Andover Area Kansas 1995 - 2010

Andover Parks Implementation Plan - 2000

Community Survey 2003