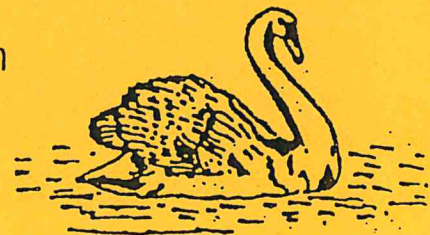


COMPREHENSIVE PLAN

FOR:

CITY OF LACYGNE, KANSAS

The City of the Swan



Comprehensive Plan
for
The City Of La Cygne, Kansas

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January, 2003

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Chapter 1 Introduction

The Kansas State Statutes authorize “a city planning commission to make or cause to be made a comprehensive plan for the development of such city and any unincorporated territory lying outside the city ...which in the opinion of the planning commission, forms the total community of which the city is a part.” However, if any planning extends past the city boundaries, the board of county commissioners must be notified.

A comprehensive plan is a guide for the city to use in making decisions on the future development in the city. It contains information on current conditions in the city, and goals for what the community should do in the future.

Chapter 2 Community Goals

This plan is intended to stimulate a process to bring the future into perspective and identify realistic horizons and visions for the future in terms of definable goals.

Goals were initially defined during the comprehensive plan process in 1990. These goals were developed from a survey of community residents and from input of Planning Commission members. During the current comprehensive plan update process, the goals were reviewed and revised.

The following goals are presented to inspire and guide the community forward. These goals should be continually reviewed as progress is made toward their achievement and should be evaluated as conditions change. However, more than any other plan component, the Goals state the vision of the community and help provide stability and consistency in the decision making process.

Goals

1. Comprehensive Planning
 - a. Guide community action to bring about the coordinated and harmonious development or redevelopment of the community.
 - b. To promote the health, safety, order, convenience, prosperity, and general welfare of the community and its residents, including a wise use of public funds.
 - c. Undertake new methods to gain citizen input into public policy making and planning.

2. Population Growth
 - a. Encourage moderate population growth, which will enable the City to continue to provide adequate public facilities without strain on resources.
 - b. Work to provide living conditions and employment opportunities that will make the community a desirable place for younger people to live, as well as encourage others to move to La Cygne.
 - c. Enhance the quality of life and protect the welfare of residents to ensure growth and maintenance of our population.
 1. Encourage the city's young people to stay and live in the city.
 2. Encourage population growth by in-migration.
 3. Maintain current population and avoid out-migration.
 4. Work to offer more residential opportunities.

5. Work to attract more employment opportunities.

d. Annex or encourage development in the City to increase available housing units.

3. Environment

- a. Encourage new development design to be compatible with the surrounding area.
- b. Improve visual attractiveness of the City and approaches to the City.
- c. Protect the environment from pollution and eliminate known sources of environmental pollution.

4. Public Facilities

- a. Utilities should be maintained in a safe and lawful manner, at capacities sufficient to meet current needs and allow for moderate expansion.
- b. New development should be required to provide for adequate streets, drainage, utilities, and open space.
- c. Improve and maintain existing parks and recreational programs.
- d. Maintain adequate law enforcement and improve fire protection.
- e. Encourage utilization and improvements of the Community Building and library.
- f. Rehabilitate deteriorated areas of sanitary sewer collection system and maintain adequate wastewater treatment.
- g. Replace water lines that are deteriorated or deficient and increase water treatment capacity.
- h. Develop a storm drainage master plan to meet new regulations.
- i. Encourage the development of recreation facilities to meet the needs of the various age groups in the community.

5. Human Services

- a. Support primary medical and dental care services for the community.
- b. Encourage community efforts to maintain and improve the level of health care available in La Cygne.
- c. Respond to the health and human service needs of the elderly and handicapped.
- d. Identify and address the special human service needs of children and families.

6. Land use

- a. Direct new development to areas that have existing public facilities and infrastructure.
- b. Control land use to provide a logical pattern of growth through the use of zoning and subdivision regulations.
- c. Provide areas for commercial and industrial growth.
- d. Extend influence on zoning and land use to the US69-K152 interchange as quickly as possible.
- e. Update or revise zoning and subdivision regulations as needed.
- f. Identify areas for growth and development, both residential and business.
 - Evaluate potential areas of annexation
 - Offer incentives to private developers, such as creating benefit districts or offering City aid in expanding sewer and water lines into areas to be developed.
- g. Coordinate proposed land use plans with utility availability and expansions.
- h. Begin discussions with Linn County on an Interlocal Agreement to exert some control/influence on development outside the city limits.

7. Transportation

- a. Streets, alleys, and sidewalks should be adequate to meet the needs of residents, businesses, and visitors.
- b. Provide a continuing program for maintenance and/or reconstruction of streets, alleys, and sidewalks.
- c. Develop safe traffic controls and provide required traffic control signs.
- d. Review need to open and/or close dedicated alleys.
- e. Encourage KDOT to improve K-152 at Middle Creek Bridge and the county road intersection.
- f. Develop a transportation master plan (or major street plan) to facilitate growth of the city.
- g. Develop a plan to fund and construct a sidewalk or roadway bridge over railroad tracks on K-152.
- h. Explore reopening Chestnut Street and constructing bridge over railroad tracks.

8. Housing

- a. Improve existing housing conditions and remove rundown uninhabited housing.
- b. Encourage development of a variety of housing units.
- c. Encourage development of codes to provide for adequate, safe housing.
- d. Encourage the development and conservation of affordable single and multi-family housing that will provide quality living conditions.

- Encourage the City Council to continue offering tax and financial incentives for individuals to develop lots or rehabilitate structures.
 - Develop policy for working with housing developers or families to provide streets, sewer lines, storm drainage, water lines, and storm sirens to open new areas to development.
 - Ensure that any new development will be planned and designed to preserve special geographic features such as streams and natural vegetation as much as practicable.
 - Ensure that the City's infrastructure is maintained and expanded to sustain growth.
- e. Support activities that create greater access to affordable housing.
- f. Maintain existing housing in safe and sanitary conditions.
- Encourage use of available financial resources – public and private to provide low interest loan and grants and other incentives to encourage maintenance and rehabilitation of existing housing.
- g. Encourage use of vacant lots in established neighborhoods throughout the city.
- h. Enforce the problem of abandoned or deteriorated houses, buildings, and property and evaluate their effect on existing neighborhoods.
- i. Update subdivision regulations as needed.
- j. Enforce nuisance ordinances.

9. Economic Development

- a. Promote commercial and industrial growth that will strengthen the local economic base and provide employment opportunities.
- b. Commit public and private resources towards attracting industrial growth that is responsive to local health, safety, and welfare to ensure economic expansion.
- c. Revitalize the Central Business District area, emphasizing a mixture of uses.
- d. Encourage the development of new businesses and industry in La Cygne, as well as the expansion of existing businesses.
- Provide economic incentives and encourage efforts to increase the quality and number of jobs created by both new and existing retail and industrial businesses.
 - Ensure that water and sewer service as well as police and fire protection is sufficient and available for further development.
 - Advertise the City's strengths.
 - Encourage the City Council to continue offering tax and financial incentives for individuals to start new businesses in La Cygne.

- e. Encourage planning and development that includes aesthetic features such as landscaping.
- f. Recognize and develop ways to tap into future increased traffic on US 69.
- g. Promote La Cygne at the state and national level.
 - Ensure that information on the KDCH business & industry website is current.
 - Develop an attractive, updated, and informative city website.

10. Government

- a. Encourage thoughtful and accountable government policy and decision-making.
- b. Encourage careful evaluation of financial soundness in all activities. Taxes should be kept at reasonable levels.
- c. Local government should encourage cooperation among all local organizations to improve the community and implement City plans and policies.
- d. Work with county officials to coordinate zoning and subdivision regulations around La Cygne.
Prepare a 4-year capital improvements plan annually.

Chapter 3 Geographic Features and History

Geography

La Cygne lies in the north-central part of Linn County, on the banks of the Marais des Cygnes River. The north city limit is 2-1/4 miles south of the north county line and about seven miles west of the east county line. The city limits enclose an area of approximately 740 acres, with portions not yet developed. The City lies about 4 miles west of U.S. Highway 69, which provides access to Overland Park and the Kansas City metropolitan area about 60 miles to the north. Fort Scott is located about 60 miles south on U.S. 69.

The Burlington Northern Santa Fe (BNSF) Railroad has a main line track through La Cygne from northwest to southeast. Sidings are available in the city and a spur track provides service to the industrial park in the southern area of the city.

The closest general aviation airport is in Paola, about 25 miles to the west, and the closest commercial airport is Kansas City International Airport (MCI) in Kansas City, Missouri, about 71 miles to the north.

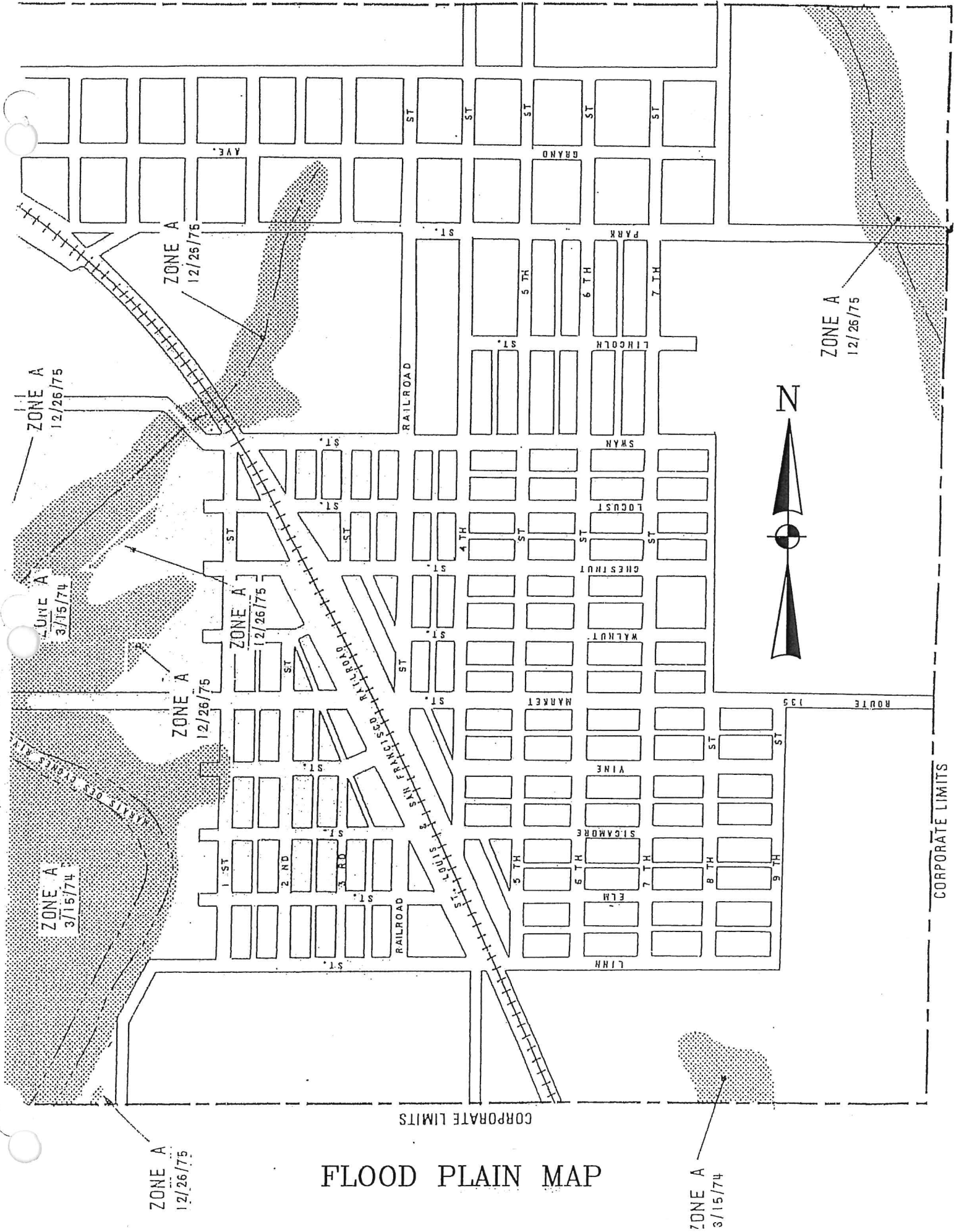
Floodplain areas within the city limits of La Cygne were determined in 1974 and 1975 and are shown on Exhibit 3-1. A new flood study is currently being prepared by the Federal Emergency management Agency (FEMA) for the Marais des Cygnes River in this area. When the results of this study are published, the limits should be added to the Land Use Map. Big Creek is located in the eastern part of the city and is another source of flooding.

Climate and Natural Resources

Information on the climate and natural resources in Linn County was taken from the Soil Survey of Linn and Miami Counties, Kansas, a 1991 publication of the USDA Soil Conservation Service.

Linn County has a continental climate typical of a middle latitude interior of a large land mass. This climate is characterized by large daily and annual variations in temperature. Winters are cold because of frequent outbreaks of polar air and last from December through February. Warm summer temperatures last for about 6 months with short transition seasons of spring and fall. The warm temperatures provide a long growing season for crops.

Linn County is in the path of a fairly dependable current of moisture-laden air from the Gulf of Mexico. However, prolonged dry periods of several weeks are not uncommon during the growing season.



FLOOD PLAIN MAP

In winter, the average temperature is 34.4 degrees F, and the average daily minimum temperature is 23.5 degrees F. The average summer temperature is 77.4 degrees and the average maximum temperature is 89.7 degrees. The lowest and highest recorded temperatures in the area are -23 and 117 degrees.

The average annual precipitation is 38.53 inches. The average annual snowfall is 17.5 inches.

Soil is the most important natural resource in the county. It supports marketable crops and grassland for grazing livestock. Coal is mined in Linn County and oil is also produced. Limestone is quarried for building materials and agricultural use. Sand and gravel are also available in small deposits along the Marais des Cygne River.

Ground water is available in only small quantities and is usually not sufficient for domestic purposes.

The Origin of “La Cygne”

Members of the community have compiled summaries of the history of La Cygne. These summaries and other historical information can be found on the following pages.

(The following furnished by the La Cygne Journal by Mrs. Dr. Clarke, is taken from the Chicago Times, the copy containing the story being the property of Mrs. E.B. Carey.)

The French, to whose daring is due the exploration of much of this western country, visited this section as early as 1719. They have left behind them many evidences of their presence, and there are here today persons who owe their origin to the union of the French voyagers and the Indian women. This region has also a folk-lore that might with profit be made part of the state's recorded history before the extinction of the last remnant of the Indians, who are now rapidly disappearing. They have many charming legends and occasionally an old French half breed will unloose his tongue and relate one of them.

Along the west border of this city runs the Marais des Cygnes River. It is really the north ranch of the Osage, a tributary of the Missouri.

The Marais des Cygnes owes its name it is said, to a love story of the Indians. Many years ago the spot where La Cygne now stands was occupied by the lodges of an Indian chief and his followers. Mankota, the proudest of his race, traced his descent from a royal line, and proud of that descent and of his own majestic form, though the ruler of but a small band, he had the proud step and haughty bearing of a monarch. One child, a daughter, the light of his life, of whom he was prouder than aught else, graced his lodge, and Nanonie was one to be proud of. Slender, lithe, and graceful as a fawn, with dark flowing hair, and

eyes that rivaled the gazelle's in brightness, and in her pensive moods swimming with liquid tenderness. Each young brave of the tribe worshiped Nanonie, but she, heart-free and well content to keep her father's lodge, gave each a decided but kind refusal, which engendered no enmity in their hearts, but made their friendship stronger. One day in the early autumn there came alone to the village a chief from the Cheyenne country and asked permission to erect his lodge on the border of the village. Permission was granted him and he took up his abode with the tribe. Why he came there or why he left his own country was never known, for with the customary reticence of the Indian he never spoke of his former life. Joining the young men in the hunt and in their games, his expertness and unvarying good nature made him a great favorite. In the village assemblages the eyes of the stranger brave always sought those of Nanonie with such intense gaze that hers were downcast. So the winter passed, and in the early springtime their wooing had progressed so far that they took long walks along the banks of the river and it was well understood throughout the tribe their nuptials were to be celebrated at no distant day. And well pleased seemed Nanonie's father.

One bright day Danookee (for that was the name of the strange chief) started on a hunt alone, expecting, as he said, to be absent three days. The days passed in lonely expectation to Nanonie, and at their end Danookee did not return. Weeks and months lengthened out the summer, but still Danookee came not. Nanonie grew pale, was and silent, and her former elastic tread became languid and heavy as she took her lonely walks to and from the place where she had parted from her lover on the banks of the river. The cold breath of winter brought not the lightness back to the heart of Nanonie, nor did her sprightly tread return, nor her eyes become bright. When the warm spring days came she would sit for hours on the banks of the river, gazing on the clear, rippling waters and when the nights were dark and stormy she would rush to the river crying "Danookee! Danookee!" and when with sad and sorrowful steps would return to the lodge. It seemed as though at such times her mind wandered. One night when she had been sitting in the lodge for a long time in brooding silence, she suddenly started up and hurried toward the river crying again "Danookee! Danookee!" oft repeated, in such agonizing accents that the whole tribe rushed toward the place from whence the sounds came. Reaching the bank of the river they beheld by the light of the torches with which some had provided themselves, the form of Nanonie sinking beneath the surface of the water. Two young braves at once plunged in, but she rose no more and beneath the water they found no trace of her. They regained the shore, where all stood gazing upon the spot where Nanonie had disappeared. A light suddenly brightened the stream, and in its midst appeared two beautiful swans, white as the driven snow. A few moments they remained motionless on the water then spreading their wings disappeared in the upper darkness. The Indians said they were the spirits of Danookee and Nanonie flying to the happy hunting grounds. The French hearing the story translated the Indian name of the stream into that by which it is known today; and in naming this city its founder gave it the name of La Cygne - The Swan.

LA CYGNE WEEKLY JOURNAL SATURDAY JULY 2, 1870

A traveling correspondent of the Leavenworth Commercial who spent two or three days here a couple of weeks ago thus gives the result of his observations'

It seems to an observer of the incidents that go to make up a history of the marvelous west, almost futile to predict, as well as hazardous to conjecture, the future of the many new towns springing into existence on our fruitive valleys.

But in the instance of La Cygne, a ten months old town there can be no doubtful prediction. The town is so encircled, as it were, with a network of advantages that it cannot fail to become an important trading point, and the center of a large population. That that population will be of a class combining business tact with culture and refinement is evident from the character of the first refinement is evident from the character of the first thousand settlers, who will do much toward directing the love of the accessory people.

The scenery about La Cygne is lovely, partaking almost of grandeur on the southern hills, and of quiet beauty along the banks of the pebbly bottomed and Willow fringed Marais des Cygnes.

Chapter 4 Population Characteristics and Trends

La Cygne is the second largest city in Linn County, and its population changes have generally followed that of the County. The population figures from the censuses from 1940 through 2000 are shown in Table 4-1.

**Table 4-1
Census Population Data**

<u>Year</u>	<u>City of La Cygne</u>	<u>Linn County</u>	<u>Kansas</u>
1940	981	11,969	1,801,028
1950	815	10,053	1,905,299
1960	801	8,274	2,178,611
1970	989	7,770	2,249,071
1980	1025	8,234	2,363,679
1990	1065	8,233	2,467,845
2000	1115	9,570	2,688,418

Source: U.S. Department of Commerce, Bureau of the Census

Table 4-1 shows that the population of La Cygne was decreasing from 1940 through the 1960's. The large increase in 1970 can be attributed to the construction of the La Cygne power plant east of the city. Since then, the population of La Cygne appears to have grown steadily by approximately 40 persons each decade.

Information available from the Kansas Division of the Budget indicates that the population of La Cygne decreased significantly (9.3%) between 1999 and 2000. This reduction of 114 persons could be a concern, especially if the trend would continue. However, the trend appears to be recovering toward increasing population, as the population increased by 13 persons in 2001. Table 4-2 shows the data for the past few years.

**Table 4-2
Recent Population Data**

<u>Year</u>	<u>City of La Cygne</u>	<u>Linn County</u>
1990	1065	8233
1994	1219	8571
1997	1206	8974
1998	1229	9158
1999	1229	9158
2000	1115	9570
2001	1128	9685

Source: Kansas Division of the Budget

The 2001-2002 Governor's Economic and Demographic Report shows projections of future population for Linn County. The projections are listed in Table 4-3.

**Table 4-3
Population Projections for Linn County**

<u>Year</u>	<u>Linn County</u>
2000	9158
2010	9832
2020	10624
2030	11417
2040	12209

These projections indicate that population will continue to increase in Linn County, but at a rate of less than 1% per year. The population in La Cygne can be expected to increase at approximately the same rate as the County's, unless measures are taken to encourage people to relocate to La Cygne. However, historical trends show that the percentage of La Cygne (and other city's) population to that of the County is decreasing. This can be attributed to the large number of persons relocating to new homes in the unincorporated portions of the County.

One measure that will have a significant affect on the population of La Cygne is the proposed widening of US 69 to a 4-lane divided expressway through Linn County, as included in the current highway bill. When this widening is constructed, it is anticipated that La Cygne will begin to see the high growth rates

that Louisburg and Paola are currently experiencing just north of La Cygne. The historic and projected population is tabulated in Table 4-4 as follows:

Table 4-4
Historic and Projected Population
City of La Cygne, Kansas

<u>Year</u>	<u>City of La Cygne Population</u>
1940	981
1950	815
1960	801
1970	989
1980	1,025
1990	1,065
2000	1,250
2005	1,300
2010	1,350
2015	1,550
2020	1,750

Source: State of Kansas

Chapter 5 Housing

The characteristics of housing available in a community are key indicators of the quality of life in that community. The condition of the housing stock, the availability of adequate variety of housing types, the location of housing relative to shopping, schools, and other necessary services all make up a residence pattern for the area.

Information on current housing stock can be used to analyze the future housing needs of the community. The City can develop housing strategies to accommodate housing needs, optimize quality of life, use land and resources efficiently and minimize adverse impacts on the natural environment.

Current Housing

The 2000 census provides information on housing in La Cygne. In 2000, there were 507 housing units in La Cygne of which 48 were vacant and 3 were for seasonal use. Of the 459 occupied housing units, 334 were owner occupied and 125 were rented.

Windshield surveys were completed in 1990 and 2001 to count the number of various types of housing available in the city. A comparison of the results indicates what types of housing units are being added in the city.

**Table 5-1
Housing Unit Types**

<u>Description</u>	<u>1990 Total</u>	<u>2001 Total</u>	<u>Difference</u>
Frame Houses	330	334	+ 4
Mobile Homes	101	123	+22
Multi-Family Structures	13	15	+ 2

The results of these surveys indicate a small increase in total housing units during that time. It is also apparent that the majority of new structures are mobile homes. The 2001 survey indicates that of the 123 mobile homes, 61 are doublewide units.

Records of permits were issued for new houses over the past eleven years are shown in Table 5-2.

**Table 5-2
New Housing Permits
(by year)**

<u>Year</u>	<u>Number of Permits Issued</u>
1990	4
1991	0
1992	4
1993	5
1994	0
1995	10
1996	3
1997	5
1998	9
1999	7
2000	3
2001	4

Source: City Records

In addition to single-family buildings, one permit for a new multi-family unit was issue in 1995.

Property Maintenance

The majority of houses in the City are well maintained. However, some structures have been allowed to deteriorate and need significant repairs. The codes enforcement official will enforce the city's building maintenance codes to assure that deteriorated structures are repaired or removed.

Chapter 6 Economics and Business Development

Historically, La Cygne was a railroad stop and had a combination of shops, stores, businesses, restaurants, professional offices, and entertainment spots to serve not only the railroad, but also the surrounding farms. Like most small cities La Cygne may have lost the essence of the "town center" that once existed prior to the demise of the family farm and the beginning of the automobile age.

All towns need basic services to support the day-to-day needs of residents, such as grocery stores, doctors, and hardware stores. However, competition from large retailers that are within a reasonable drive make it difficult for many merchants and business owners to survive. It is important while planning to assess available services and understand what may be most needed or wanted.

The job market is also important to evaluate and understand in terms of how the economy may be changing and the possibility of creating any new opportunities.

Also, property tax and sales tax should be examined in terms of its revenue for the city, as commercial and industrial uses are a source of property and sales tax revenue.

It is also important to understand how the economy affects population, housing, and land uses within a community. The strength of a community's economy is important to the current and future well being of its residents.

A limited amount of data and information is available on the economic conditions in La Cygne. There are no specific economic statistics available for La Cygne separate from those for Linn County.

The nature of a community and its economic condition is influential in determining the potential for growth and development. La Cygne is primarily a residential community without major industry. Many residents work outside of La Cygne in the Kansas City metropolitan area, Fort Scott, and at the power plant near La Cygne. Agriculture is another important part of the City's economy.

The economy of La Cygne cannot be looked at in isolation, since it is closely tied to the economy of the surrounding areas and large cities that provide employment for its residents. Past and present economic trends can be analyzed to help assess their affect on the future economy and development is La Cygne.

Employment and Labor Force

Employment trends include both the number of persons in the labor market and the types of employment available for residents. Table 6-1 shows the employment summary for Linn County.

**Table 6-1
 Labor Data for Linn County**

	<u>1983</u>	<u>1989</u>	<u>2000</u>
Civilian Labor Force	4775	3852	3221
Employed	4500	3532	2972
Manufacturing	150	50	157
Services	300	275	179
Government	500	525	715
Wholesale/Retail	325	375	328
Agriculture	575	425	410
Unemployed	275	320	249
Unemployment Rate	5.8%	8.3%	7.7%

Source: Kansas Department of Commerce and Housing

The downward trend in civilian labor force highlights the need for additional employers in the county, including La Cygne, to attract and keep potential workers in the area.

Business and Industry

The City of La Cygne has a good mix of small business and professionals to meet the needs of the community.

Eight significant manufacturing businesses operate in the La Cygne area. These manufacturers and estimated number of employees are shown in Table 6-2.

**Table 6-2
 Manufacturing Business in La Cygne Area**

<u>Firm</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Products</u>
La Cygne Power Plant	313	23	336	Electricity
Midwest Woodworking	50	12	62	Oak Furniture
Reed Mineral	8	2	10	Roofing Granules
Wade Agricultural Products, Inc.	15	5	20	Crushed Rock Lime
La Cygne Ready Mix	1	5	6	Cement
American Woodworks				Wood

D C Manufacturing	3	0	3	Fencing
Ash Grove Aggregates				Rock

Source: Kansas Department of Commerce and Housing

Property Value and Tax Rates

Revenue generated from businesses and residents helps to determine the economic health of a city. These revenues allow the City to provide services and a quality of life for its residents.

The property tax rates for La Cygne for the past five years are listed in Table 6-3.

**Table 6-3
Property Tax Rates (mils)**

<u>Tax</u>	<u>2002</u>	<u>2001</u>	<u>2000</u>	<u>1999</u>	<u>1998</u>
City	37.411	56.315	45.338	45.802	47.595
County	56.364	33.689	32.443	30.401	29.144
School	42.222	40.810	41.343	39.428	38.138
Other	4.727	5.164	4.724	5.986	2.791
Total	140.724	135.978	123.848	121.617	117.668

The current sales tax rate (city, county, and state) is 6.3%.

Pull Factor

The amount of income that stays within a community through retail sales and sales tax generated by local business also tells how much of that income is leaking into other communities. The State of Kansas, Department of Revenue has issued, "An Annual Report of Trade Pull Factors and Trade Area Captures." This report, dated November 2001, assesses retail activity at the city level in Kansas.

"A City Pull Factor (PF) is a measure of the balance of retail trade experienced by the community of businesses in a given year. This PF measures how well a community is holding on to and attracting business as compared to losing it to other places. A PF value above 1.00 indicates that the community is attracting more business than it loses, while a PF less than 1.00 indicates that the community is losing more business than it is capturing. The report indicates that most communities with populations less than 5,000 tend to have negative pull factors, losing business to larger adjacent communities with large stores. Only 16.3 percent of cities with populations between 1,000 and 2,499 have pull factors or 1.00 or more.

The report indicates that La Cygne had a PF of 0.68 for FY 2000 and a PF of 0.66 for FY 2001. This indicates that La Cygne is losing business to other

communities. While this is not unusual, based on the report, La Cygne may want to investigate ways to increase this number.

Chapter 7 Public Facilities and Services

Public facilities and services comprise most of the basic services for a community, including:

- City administration
- Law enforcement
- Emergency and fire services
- Education
- Parks and recreation
- Utilities
- Transportation
- Health Care
- Stormwater management

City Administration

The City of La Cygne is a full-service municipal government with 9 full-time employees. The City has a Mayor-Council form of government. The City operates water and wastewater treatment facilities and a municipal gas system. City administration is operated from a small City Hall located on Commercial Street, one block north of Market Street (K-152). This building is more than 50 years old. The City Clerk's office, council meeting room, and small area for police operations are located in City Hall. The meeting room is large enough to accommodate only 12-15 people for a meeting. Although larger meetings can be held at the community building, the need for a larger council meeting room should be evaluated.

Law Enforcement

Law enforcement is provided by the La Cygne Police Department consisting of two full-time patrol officer and two part-time officers. The patrol car is equipped to receive radio calls from City Hall and the Linn County Sheriff's Department. The Sheriff and the Kansas Highway Patrol are available to assist with emergencies.

The City Judge holds municipal court in the City Hall monthly.

Emergency and Fire Services

Ambulance service is provided by the Linn County Ambulance Service, which stations one ambulance and associated emergency medical personnel in La Cygne.

The La Cygne Volunteer Fire Department provides fire protection within the City. There are no full-time and 12 volunteer fire fighting personnel. The department has two fire trucks that are stored west of the railroad tracks. A county fire station is located on the east edge of the City on K-152. The City has a fire insurance rating of Class 8.

Tornado Sirens

A system of tornado warning sirens has been installed throughout the City of La Cygne. A copy of the siren layout plan is included in Appendix A. As development occurs at the edge of the City, this system should be expanded to assure adequate coverage. The City should consider adopting requirements for developers to install or contribute to the cost of the siren system improvements.

Parks and Recreation

The public library is located adjacent to City Hall and is operated by a board.

A community building is located adjacent to the public library. This facility is used for large town meetings, receptions, and other activities, and is operated by a committee of the City Council.

A public park is located on the south edge of the city and covers approximately 36 acres. The park is operated and maintained by a special Lincoln Township board established by the City and Township. Park facilities include one lighted softball field, two tennis courts, a swimming pool and bathhouse, camping sites, and open spaces for picnics and general recreation.

A public park, Bittiker Park, is also located in the northern part of the City at Broadway and Lincoln Avenue. Facilities at this park include an outdoor basketball court, playground and picnic facilities.

Additional softball and baseball fields are available at the schools in the City. Outdoor basketball facilities are available at the school.

La Cygne Lake, located approximately five miles east of the City, provides facilities for many outdoor activities, including camping, picnicking, swimming, boating, and fishing. A County park at the lake is well maintained and is suitable for the area's needs. State fishing and wildlife areas are also provided at the reservoir.

The Marais Des Cygne Waterfowl Area is also located near the City. This refuge provides habitat for waterfowl and is accessible to waterfowl hunters on a permit basis.

Education

USD No. 362 operates three schools that serve the La Cygne area. The elementary school is located in the city, while the middle and high schools are located about 4.5 miles west of La Cygne. The approximate enrollments are 230 at the elementary school, 133 at the middle school, and 241 at the high school.

There are no private or vocational-technical schools in the area.

A number of secondary education facilities are located within driving distance of La Cygne, including:

Fort Scott Junior College	60 miles
Johnson County Community College	55 miles
Ottawa University	60 miles
Pittsburg State University	71 miles
University of Kansas Regents Center	55 miles
University of Missouri – Kansas City	65 miles

Many other secondary education facilities are located in the Kansas City metropolitan area.

City Operated Utilities

The City of La Cygne operates three municipal utilities: water, wastewater, and gas.

Municipal Water Treatment and Distribution

The City operates a municipal water treatment and distribution system to serve all portions of the city. Much of the distribution system was installed in 1911 and reconditioned in 1985. More improvements have been made recently including a new interceptor sewer and lift station east of the city.

The water treatment plant has capacity to produce 547,000 gallons of treated water per day. In addition to water use within the city, the City provides water to two rural water districts. The present average water demand is 312,000 gallons per day with a peak demand of 513,000 gallons per day.

Two storage tanks provide water storage. A 50,000 gallon elevated tank is located at Commercial and 4th Street. A 250,000-gallon ground storage tank is located in the northern part of the city.

A layout of the water system is shown in Appendix A.

Municipal Wastewater Treatment and Collection

The City operates municipal wastewater treatment and collection facilities to serve its residents. The collection system serves all residences and businesses in the City.

The City's wastewater collection and treatment system was originally constructed in the 1930's with upgrades occurring periodically. The system consists of a gravity collection system comprised of a grid of 8, 10 and 12- inch vitrified clay pipelines with 4-foot diameter manholes spaced along the lines. Three pumping stations, with a capacity of 2 at 500 gpm and 1 at 600 gpm, pump the wastewater to the treatment facility through separate force mains. The treatment facility is a three-cell discharging lagoon system with a total surface area of 14.2 acres at 5' operating depth. In the early 1980's, the facility was upgraded with a concrete curtain wall between lagoons. The permitted population equivalent of the facility is 2400 persons.

A layout map of the sanitary sewer system is included in Appendix A.

Municipal Gas System

The municipal gas distribution system was constructed in the early 1960's to serve all residences in the city and 21 residents outside the city limits. The distribution system consists mainly of 2" and 4" steel pipe with some newer PE pipe. The distribution system is reported to be in good condition except for some small areas. Repairs to service lines are made as needed and the costs billed to the customer.

Gas is purchased from both Panhandle Eastern Pipeline Company. A 20-mile gas supply line runs from the Panhandle Eastern Facility at Henson to La Cygne. The majority of this pipeline is currently being replaced.

Other Public Utilities

Electricity, telephone, and cable television services are the other public utilities available in La Cygne. All three services are regulated by the Kansas Corporation Commission and City franchises.

Kansas City Power & Light provides electrical service, People's Mutual Telephone Service provides telephone service, and Cable TV of Paola provides cable television service.

Solid Waste Disposal

Linn County has established a countywide solid waste disposal system, providing a trash compactor in each City and single landfill waste disposal site for use by

all communities in the county. The City of La Cygne furnishes an operator and site for the compactor. The County reimburses most of the operational cost to the City. The City also contracts with a private waste collection company to provide residential trash pickup. Commercial businesses must contract directly with a waste collection service.

Separation of yard and construction debris, which aren't allowed in the compactor, from the municipal solid waste may be something to consider in the future to reduce landfill costs.

Transportation

Transportation planning is an integral part of the comprehensive planning process and is a major consideration for preparation of the Land Use Plan. However, the transportation plan should respond to and not dictate the land use character of the community.

The existing local street network is adequate for current travel within the city. The City has initiated a program to chip seal the existing streets, with approximately 1/3 completed each year. As future development is proposed within the City, continuance of the efficient street network should be a major factor in evaluating the layout of each development. The city should actively plan for future development by developing a transportation or major streets master plan. This plan would allow designation of roadway classifications for future roads and aid in acquiring right-of-way during or prior to major development along the routes to accommodate future growth and development.

Development of new streets should meet the following minimum requirements:

Street right-of-way	---	60 feet
Street surface	---	24 feet residential, 32 feet commercial and industrial areas
Surface type	---	Double asphalt seal residential areas, 6 inches hot-mix asphalt commercial and industrial areas
Street base	---	6 inch AB-3 Combined Material, 6 inch Type AA Compaction (95% Compaction)
Drainage	---	Surface drainage where possible, minimum culvert size 12 inches

Two major highways provide access to La Cygne: U.S. Highway 69 and Kansas Highway K-152. Both highways are two-lane facilities. K-152 runs east-west through the city. Approximately four miles east of the city, K-152 intersects with U.S. 69, which has a north-south alignment. Approximately eight miles west of the city, K-152 intersects with Highway 7, which has a north-south alignment.

Plans have been completed to widen U.S. 69 to a 4-lane divided expressway, with construction expected to begin in 2003. This improvement is expected to increase traffic significantly on this route and also lead to increased population within the City of La Cygne.

K-152 has an unusual and potentially dangerous geometric alignment approximately $\frac{3}{4}$ mile west of the intersection of K-152 and US 69. At this location, K-152 jogs around a bluff and intersects with a paved county road to the north. Reconstruction and geometric improvements to this intersection would greatly improve access to La Cygne. Also, at the crossing of Middle Creek about $\frac{1}{2}$ mile east of La Cygne, K-152 is frequently topped by floodwaters. City and County officials should work with the Kansas Department of Transportation to encourage inclusion of work on K-152 to correct these deficiencies.

Within La Cygne, the K-152 corridor is sufficient to meet the transportation needs of the City. However, as the City grows and traffic increases, turn lanes or additional travel lanes may be needed. The City should evaluate adopting setback requirements for new developments along the highway that would be compatible with a wider road section through the city.

Another significant transportation related issue is the affect of the Burlington Northern Santa Fe Railroad tracks on traffic movement and provision of public safety services to the western part of the city. This track is a heavily traveled route and interferes with traffic movement when trains are passing through the city. There are no alternate routes to cross the railroad tracks located near La Cygne. La Cygne should evaluate the benefits and costs of constructing a viaduct over the tracks to provide an alternate route when the K-152 crossing is blocked. A similar viaduct has been constructed in Osawatomie, Kansas. Another alternative would be construction of a pedestrian overpass to allow people to cross the railroad tracks when the crossing is blocked. This pedestrian overpass would also reduce the potential for pedestrians to be hit by trains while crossing at-grade.

Health Care Services

Access to quality health care is important to the overall health of a community. Unlike many small communities, La Cygne is fortunate to have a wide variety of health care providers located within the city.

Health care providers in La Cygne include a doctor, dentist, and chiropractor. A pharmacy was recently opened at the corner of 6th and Market streets.

Ambulance service is provided by the Lincoln Township Ambulance Service, which stations one ambulance and associated emergency medical personnel in La Cygne.

The nearest hospital is in Paola, 25 miles to the northwest. Several hospitals and extensive health care facilities are located in the Kansas City metropolitan area about 60 miles to the north.

Swan Manor, Inc. operates an assisted living home on Broadway Street. This facility is privately owned and provides intermediate level care for up to 36 residents.

Mental health services in Linn County are provided by the Southeast Kansas Mental Health Center, which is based in Humbolt. A full-time psychiatric social worker and several part-time specialists are available at the Pleasanton, 15 miles to the south.

Linn County is part of the Southeast Kansas Multi-County Health Department. The health center is located in Pleasanton, Kansas. A full-time nurse and other staff provide standard public health services.

Stormwater Management

The majority of the existing storm water drainage system within the City consists of surface drainage ways and street ditches. Some storm sewers are located along Market Street from the railroad to the east. Although some localized flooding occurs during heavy rains, the system usually functions adequately.

Trends within the country are moving from providing curb and gutter back toward using or allowing ditches along residential streets for water quality reasons. La Cygne should remain informed and consider these trends when reviewing City standards and requirements.

Currently, small communities are exempt from the Stormwater Permit requirements of the Federal Clean Water Act. After March 10, 2003, this exemption will expire. Although small communities, including La Cygne, will not be required to develop citywide stormwater plans to meet the National Pollutant Discharge Elimination System (NPDES) requirements, they will be required to apply to the Kansas Department of Health and Environment (KDHE) for Construction Stormwater Permits for all construction activities that disturb more than one acre of ground. The current law will not require any additional action from the City of La Cygne for control of Stormwater pollutants. However, future laws or regulations may impose additional requirements on the City.

La Cygne should consider initiating a comprehensive inventory of the existing stormwater collection and conveyance system throughout the city and preparing a master plan of proposed improvements.

Proposed Capital Improvements Plan

As part of this Comprehensive plan a capital improvements plan has been developed as a guide for needed major repairs and/ or improvements to City operated services. All of the proposed improvements shall be subject to available funds and the immediacy of other projects. It is recommended that this plan be reviewed on an annual basis by the Planning Commission and City Council to assess progress and formulate future improvements.

Routine maintenance operation and repairs of the streets, water, gas and wastewater systems and other services operated by the City are not included as part of this capital improvement plan.

Summary of Capital Improvements:

<u>Project Description</u>	<u>Estimated Costs (2003)</u>	<u>Possible Funding Source</u>
Annual Street Repair	\$25,000/yr	Street Budget/ General Fund
Street Upgrades	\$100,000	Street Budget/ General Fund
New Police Car (1 every 3 years)	\$30,000	Police Budget/ General Fund
Pickup Truck Replacement	\$25,000	Utility Budget/ General Fund
New or Used Fire Truck/ Fire Equipment/ Breathing Apparatus	\$150,000	General Fund
New Fire House	\$500,000	KANSTEP/ CDBG/ G.O. Bonds
Confined Space Entry Gear	\$15,000	General Fund
Asphalt Patching Equipment	\$10,000	Street Budget/ General Fund
Backup Generator & Transfer Switches for Water Plant	\$55,000	Utility Budget/ General Fund
New City Hall	\$750,000	G.O. Bonds/ General Fund
New City Pool	\$2,000,000	Sales Tax/ G.O. Bonds
Annual City Pool Costs - Maintenance/ Employees	\$275,000/yr	Sales Tax/ Pool Revenue
New Pedestrian Bridge over Railroad	\$200,000	KDOT/ Bonds

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New Vehicle Bridge over Railroad	\$750,000	KLINK/ KDOT
Water Distributions Upgrades	\$850,000	CDBG/ Revenue & G.O. Bonds

Chapter 8 Land Use and Zoning

Planning for the use of land within a community is the most significant element of any comprehensive planning process. The supply of developable land can act as either an opportunity for growth, or a constraint on development for a community. The land uses that are in highest demand or in greatest need should be reflected in the future land use for a community. Land use can also have an effect on demographic and socioeconomic trends.

Existing Land Use

Existing land use within the City of La Cygne is the starting point for evaluating future land use and expansion of the City. An inventory of existing land uses was completed through a windshield survey. At the present, no conflicts in zoning and land use are apparent in La Cygne. Through the enforcement of regulation and ordinances, zoning can effectively serve the following purposes:

- Maintain property values
- Stabilize neighborhoods
- Provide uniform regulations
- Provide safe and efficient traffic movement
- Control aesthetics and architectural harmony
- Provide for peaceful resolution of property disputes or concerns

Several key factors combine to define desirable land use arrangements. The most important factors that affect land use are:

- Existing land use
- Access to streets and roads
- Availability of essential utilities including water and sanitary sewer
- Proximity to related facilities and services
- Natural features
- Land use regulations

The City of La Cygne has established districts to designate and control the development of land within the city. These districts are designated:

- R-1 Single-Family Residential
- R-2 Two-Family and Multiple-Family Dwelling District
- PUD Planned Unit Development District
- M-P Mobile Home Park District
- C-1 General Commercial District
- C-2 Retail Business District
- I-1 Light Industrial District
- I-2 Heavy Industrial District