

**COMPREHENSIVE
DEVELOPMENT PLAN
FOR THE
RUSSELL AREA, KANSAS
2016 – 2036**

CITY OF

Russell

The logo for the City of Russell features a large, stylized blue letter 'R' with a yellow swoosh underneath it. To the right of the 'R' is a yellow wheat stalk with a detailed head of grain. The entire logo is set within a white oval with a blue border, which is placed on a blue gradient background.

Comprehensive Development Plan for the Russell Area, Kansas: 2016-2036

prepared and adopted by the
Russell City Planning Commission

— originally adopted on April 14, 2016 —

approved by the
Russell Governing Body

technical assistance by



and

Russell City Staff

OFFICIAL COMPREHENSIVE DEVELOPMENT PLAN APPROVAL

This document, entitled
Comprehensive Development Plan for the Russell Area, Kansas 2016-2036
is an official Plan of the City of Russell, Kansas, for the Planning Period 2016-2036.
The Planning Area of 39.0 square miles comprises the City of Russell
and portions of Russell and Grant Townships in Russell County, Kansas.

In accordance with K.S.A. 12-747, an officially advertised public hearing was held
on April 14, 2016,
and this document was adopted
by a Resolution of the Russell City Planning Commission
on April 14, 2016.

A certified copy of the *Comprehensive Development Plan*,
together with a summary of the hearing, was submitted to the Russell Governing Body.

Eric Cline, Chairperson, Russell City Planning Commission

ATTEST:

Blaine Stoppel, Secretary, Russell City Planning Commission

APPROVED by the Russell Governing Body
on May 17, 2016 by Ordinance No. 1881
and published on May 26, 2016 in the *Russell County News*.

Raymond C. Mader, Mayor

ATTEST:

Katrina Woelk, City Clerk

Russell Governing Body

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During the course of this project, the **City Planning Commission** provided direction to the consultants, reviewed the preliminary text and accompanying maps, and participated in numerous meetings. **Eric Cline** served as Chairperson during this important period.

Jon Quinday, City Manager, provided direction, reviewed draft documents, and participated in numerous meetings. He also wrote the text for Chapter 9 / Utilities and Stormwater Management Systems, and for Chapter 10 / Community Facilities and Services.

Kayla Schneider, City of Russell Administrative Assistant, functioned as the Comprehensive Plan Project Coordinator, serving as the primary liaison between the City and the planning consultants. Kayla organized and attended numerous meetings, filled out Data Collection Forms, and dealt with a staggering number of emails. She also was the driving force behind the success of the Community Questionnaire, getting them printed and distributed, encouraging participation, collecting completed surveys, and collating the results from the 625 completed Questionnaires.

Megan Koetkemeyer, City GIS/Planning Technician, provided prints of maps for display at various meetings, and was instrumental in carrying out the Existing Land Use Survey.

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Rich Krause / Public Works Director, **Tyler Saryerwinnie** / Building Inspector and Zoning Administrator, **Katrina Woelk** / City Clerk and Finance Director, **Duane Banks** / Electric Utility Director, **Shane Preston** / Russell Fire Chief, and **Dale Weimaster** / Russell Police Chief, all filled out Data Collection Forms and provided background information on various City facilities and services.

Local stakeholders participated in phone interviews to provide information on Russell's planning needs and future goals. Thanks to the following individuals for their time and insights:

- **Larry Bernard** – Principal, Russell High School
- **Jon Birky** – Owner, Klema's Apple Market
- **Harold Courtois** – CEO, Russell Regional Hospital
- **Carol Dawson** – former Mayor and State Legislator
- **Rich Krause** – City Public Works Director and Russell Airport Manager
- **Jessica McGuire** – Director, Russell Public Library
- **Jon Quinday** – Russell City Manager
- **Tim Scheck** – Owner, Scheck Oil Operations, Inc.
- **John "Duke" Strobel** – Owner, Strobel Door & Repair
- **Janae Talbott** – Director, Russell County Economic Development & CVB
- **Krista Whitmer** – Executive Director, Russell Main Street, Inc.
- **Daron Woelk** – Owner, Woelk's House of Diamonds & Espresso Etc.
- **Amber Zvolanek** – Executive Director, Russell Area Chamber of Commerce

Acknowledgments

(continued)

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- **Mike Blanke** – Director, Russell Recreation Commission
- **Eric Cline** – Chairperson, Russell City Planning Commission
- **Jim Cross** – President, Russell City Council
- **Rosalee Hammerschmidt** - Community Member, Seniors
- **Mickey Johnson** - Business Owner
- **Alex Lofland** - Community Member, Young Families
- **GJ Long** – Russell City Council
- **Travis Ochs** – Russell High School Student
- **Krista Pasek** – Director, Russell Main Street, Inc.
- **Jordyn Wagner** – Russell High School Student
- **Gaylon Walter** – Principal, Ruppenthal Middle School

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Executive Summary



EXECUTIVE SUMMARY

Once adopted by the Planning Commission and approved by the Governing Body, this document will be the official comprehensive plan for the City of Russell for the twenty-year **Planning Period** from 2016 through 2036.

The **Russell Planning Area** includes the City of Russell, as well as portions of Russell and Grant townships in Russell County, Kansas — an area of 39.0 square miles. (*See map on page 1-3.*) The delineation of a Planning Area does not create a regulatory boundary as such, but identifies an area which has an influence on the planning and development of the City. Any **extraterritorial jurisdiction** for Subdivision Regulations or Zoning Regulations around a City cannot exceed the Planning Area as delineated, nor be more than three miles from the city limits, nor be more than one-half the distance to another city, nor extend into another county. The City of Russell currently has no extraterritorial jurisdiction.

A Comprehensive Plan provides overall direction for both short and long range planning, but decisions on particular planning situations should always be based on specific conditions at the time. Implementation of planning decisions must take place within the democratic process of government.

The Russell Planning Commission is required to review the *Comprehensive Development Plan* annually, and can propose to amend, extend or add to it as necessary. An attested copy of the *Plan* and any amendments must be sent to all other taxing subdivisions in the Planning Area which request a copy.

Vision Statement for Russell

*As a rural city, it is our vision to serve as the County's regional center.
We will continue to be a community that is dedicated to family, friends and neighbors,
where generations care for each other.
We are One Russell, building a self-reliant future.
This is home.*

QUALITY OF LIFE Quality of life refers to the overall happiness and well-being of a person or community. It is an essential factor in making a community a successful economic competitor, so **investments in quality of life should be regarded as investments in Russell's future.**

Good health is a major element of quality of life, and is impacted both by access to health care services, and by a community's public facilities and programs. Health care services in Russell are excellent, and include the Russell Regional Hospital and Physician's Clinic. Planning decisions affect the design of the neighborhoods in which people live, work, learn, and play — which in turn affects physical activity levels, which affect rates of obesity and related chronic diseases. Planning policies should always be made with an eye toward crafting places that encourage physical activity, nurture social connections, and promote good health.

GOALS Clearly defined planning goals provide a framework for efficient decision-making, make it possible to effectively determine priorities, and facilitate productive use of resources. Concise tables of categorized and prioritized goals and tasks are available in Chapter 2. They were generated from community input at public meetings, stakeholder interviews, the Community Questionnaire, and from comments made by Steering Committee members, City staff, and Planning Commission members.

POPULATION The Planning Commission will plan for an increase in Russell's population from 4506 in 2010 to **4800 people by the year 2036**, for an annual increase of about 0.25% over the next twenty-six years. This translates to approximately **136 additional households** in the City by the end of the Planning Period.

- From its founding in 1871, Russell grew to a population of 1,700 by 1920. The oil boom of the 1920s and 1930s and a World War II Air Base built in nearby Gorham during the 1940s drove the population to a high of 6,483 in 1950. Since then population loss in Russell has become the norm, but it should be recognized that the peak was an anomaly.
- Most of the Great Plains states are losing population, as is most of Kansas. Russell County's population has been decreasing for at least 60 years.
- As of 2010, the population in the Planning Area outside of the City was approximately 158 people, or about 3.5% of the City's population; more than four out of five people in Russell County lived in a city; more than three quarters of the County's urban population live in Russell.
- Over the course of this Plan's twenty-year Planning Period, expect the population of the community to become older, more urban, to live in smaller households, and to have continually rising expectations for community amenities.

HOUSING Housing that is well cared-for, whatever its age or size, is a major factor in a city's quality of life, and its ability to compete economically. Russell should plan to make significant improvements to its **housing quality** during the course of the Planning Period.

- The average American household size has been declining for years, so there is more demand nationwide for smaller houses, duplexes, apartments, and condominiums. Average household size in Russell in 2010 was 2.17 people, a decrease since 2000 of 1.4%. Average family size was 2.75 people, a decrease since 2000 of 2.5%. As of 2010 in Russell, **more than a third of all households are single-person households.**
- Of the 3,910 total housing units in Russell, 3,173 (81.2%) were occupied, and 737 (**18.8%**) were vacant.
- Of the 3,173 occupied housing units in Russell, 2,346 (73.9%) were owner-occupied, and 827 (**26.1%**) were renter-occupied.
- The median value of owner-occupied housing units in Russell was \$63,600. Over one third (34.5%) of Russell's owner-occupied housing units are valued at less than \$50,000.
- Of the 1,520 owner-occupied units in Russell, 889 (58.5%) had a mortgage, and 631 (41.5%) did not.
- As of 2013, 12% of Russell's housing units have residents who moved in since 2010, and 59% have residents who moved in since 2000. About 22% of Russell's occupied housing units have residents who have lived there for more than twenty-five years.

- Nearly one third of Russell's houses are over 75 years old, and 62.4% are more than 50 years old. Well-cared-for older homes help give a community continuity and character.
- The City's 2014 housing study, *Housing in Russell, Kansas*, should be studied in depth by community decision-makers. Notable conclusions: the need for housing diversity, for **high quality** multi-residence and rental housing, for **housing rehabilitation** efforts, and an **acute need for higher-end housing**. The study included a Housing Condition Survey that assessed the condition of every house in Russell; **12.6% of the city's housing stock was in poor or dilapidated condition, in all neighborhoods throughout the community.**

ECONOMY It is *quality of life* that makes a community a *successful* economic competitor. Russell should regard investments in its quality of life as investments in economic development. The City's two major existing impediments to economic expansion – insufficient high-quality housing, and lack of a sufficient dependable water supply for growth – are recognized and understood, and solutions are being actively pursued and implemented.

- Between 1999 and 2013, **per capita income** in Russell increased by over 25%, and **median household income** increased by nearly 35%.
- Of the 2,222 employed civilians over 16 in the City of Russell in 2013, over a quarter were employed in education, health care, and social services (27.9%). A significant majority (76.4%) were privately employed.
- Out of the 3,706 people in the City of Russell who were 16 years of age and older, **a total of 1,297 (35.0%) residents were not in the labor force**. People in this category are typically retired, students, disabled, or full-time homemakers.
- About **881 people commute into Russell for work**; 1,035 both live and work in Russell; 699 people live in Russell and work outside the city limits.
- Of the eight incorporated cities in Russell County, Russell had the third-highest total combined tax rate.

TRANSPORTATION Russell has a good local road system, excellent access to the interstate highway system via I-70, and direct access to freight train service. The Russell Municipal Airport serves general aviation needs, and the Hays Regional Airport, a half-hour drive away, provides access to commercial airline flights.

- Russell's roads are part of a nationwide system of federal street classifications. Changes in classification are periodically reviewed and revised, and must be approved by County Commissioners. **Street classifications affect federal funding for road improvements.**
- Russell has the potential to be a very walkable community, which is a desirable and valuable quality-of-life attribute. Continue to maintain and increase Russell's **sidewalk network**, and consider the possibility of developing a local **bike route system**.
- Consider enhancing the pedestrian experience and improving traffic flow with the addition of **roundabouts, mini roundabouts, or curb extensions** at suitable intersections in downtown Russell.
- An estimate derived from census data indicates that there is an average of **at least one vehicle per 1.3 persons in Russell.**

UTILITIES INFRASTRUCTURE & STORMWATER MANAGEMENT The City operates the water, sewer, sanitation and electric services as municipal utilities. Utilities infrastructure includes the water treatment facilities, water distribution system, the sewage collection and treatment system, the stormwater drainage system, two electric power generation facilities, and the electric distribution system.

- Acquiring and developing an adequate and dependable long-range supply of fresh water is essential in order to assure the future of Russell. Continued support for the **R9 Ranch water project is the most important planning challenge facing Russell** over the twenty-year span of this Plan.
- Continue to support the City's policy requiring installation of underground utilities in new subdivision development. Consider creating **policies** to: (1) Require a waiver of annexation as a prerequisite for connection by rural properties to City utilities; (2) Require a professional stormwater plan and proper stormwater drainage for all new subdivisions, or development exceeding one-half acre in size.
- **Budget funds to replace aged infrastructure:** water transmission lines, water towers, sanitary sewer lines, and about 100 miles of electrical distribution lines.
- Place a high priority on routine maintenance of the **electrical distribution system**, contracting out some activities as needed.
- Conduct a **comprehensive hydrology study** to provide community-wide solutions for stormwater management.
- Consider a City **cost-share program** to provide incentives for existing property owners to replace overhead service lines with underground lines.
- Inform property owners of their responsibility to **maintain access to utilities** for maintenance crews.

COMMUNITY FACILITIES Today, public expectations for municipal services extend beyond basic fire and police protection, and include a high demand for facilities that enhance quality of life. Most of Russell's existing public facilities are in good condition, although a few are in need of improvement, notably the Parks Maintenance and Street Department Buildings.

A good maintenance program and timely updates to existing facilities are the most cost-effective investment the City can make in preserving the quality of its community facilities.

LAND USE PLAN Land Use analysis addresses the distribution and interrelationships of existing land uses, and evaluates the potential for future development. The Land Use Plan also provides a legal foundation for the judicial review of zoning cases. In turn, Zoning and Subdivision Regulations serve to implement the Land Use Plan and other proposals of the Comprehensive Plan.

- As of August 2015, Russell's city limits encompassed 3,065.0 acres of land, with the following percentages of land use categories.
- **Public and semi-public** – 812.2 acres; **37.2%** of the developed area.
- **Residential** – 577.9 acres (549.7 acres single-family, 21.5 acres multi-unit, 6.7 acres manufactured/mobile home park). Residential land use comprises **26.5%** of Russell's developed area.
- **Transportation** – 501.6 acres; **23.0%** of developed area.
- **Industrial** – 187.5 acres; **8.6%** of the developed area.
- **Commercial** – 104.2 acres; **4.8%** of the developed area.
- **Agricultural and Vacant** – 881.7 acres; **28.8%** of Russell's *total* land area.

A **future land use plan** is intended to ensure that land will be developed in patterns that support efficient, balanced, and compatible land uses. When an area is designated for a particular future land use, that designation should be considered as an **indication of preferred land use character and predominant type**, rather than an absolute requirement. The **Future Land Use Map** in Chapter 11 exhibits a desired land use pattern, but it is expected that the Planning Commission may need to make minor adjustments from time to time.

- Strive to consolidate **commercial** development within Russell's three existing retail districts (Downtown, Interchange, and Wichita Avenue), developing a distinct character for each district.
- Encourage appropriate aviation-related development at the **Municipal Airport**.
- Strive to consolidate industrial development, and reduce its wide dispersal throughout the community. Develop a new Industrial Park in the same northeast part of the City as the existing Industrial Park.
- Maintaining and enhancing Russell's quality of life should be the primary intent of future land use decisions.
- Enhance the streetscape and screen unsightly adjacent land uses on public rights-of-way which are main entryways to the community, such as Fossil Street from I-70 to Wichita Avenue, Wichita Avenue both east and west of the city, and Highway 281 north of town.

RESOURCES & CONTEXT Chapter 12 provides background on existing programs, information resources, and potential funding options, organized under headings of Economic Development, Housing, Quality of Life, and Active Transportation. Notes on some worldwide trends germane to Russell's planning activities, and results from the 2015 Community Questionnaire which reflect residents' attitudes towards these issues are also included.

- For a detailed analysis of Russell's housing needs, see the 2014 study *Housing in Russell, Kansas*, by RDG Planning & Design.

REGULATORY TOOLS Chapter 13 discusses regulatory tools that can be utilized to implement a community's planning goals, including Zoning Regulations, Site Plan Review, Subdivision Regulations, Construction & Environmental Codes, and Annexation.

- Because it must act in a quasi-judicial manner, the Planning Commission is required to make its zoning recommendations based on findings of evidence and an issue oriented analysis, in order to prevent arbitrary and capricious zoning decisions. The Governing Body is held to the same standards.
- Court tests of zoning cases are based upon the "reasonableness" of the decision, and state statutes hold that any zoning amendment is **presumed to be reasonable if it is in accordance with the land use element of a comprehensive plan.**
- As a prerequisite to extraterritorial zoning or subdivision jurisdiction outside a city's limits, state statutes require that the land being considered for it must be included within a comprehensive plan.

Responses to the Community Questionnaire on the subject of environmental issues were noteworthy. On issues such as poorly maintained housing, dilapidated outbuildings, unsightly outdoor storage, unkempt vacant lots, and inoperable vehicles, more than nine out of ten respondents considered *each* of these issues to be a problem, and support for stronger City regulations to deal with these problems ranged from 60% for inoperable vehicles up to 77% for dilapidated outbuildings. **Clearly there is robust community support for improving the aesthetic quality of Russell's neighborhoods.**

PLAN IMPLEMENTATION People choose to live in Russell to be near family and friends, to be close to work, and to enjoy the City's small town character. Understanding why people choose Russell is the first essential step in leading the community to a comfortable and sustainable rate of growth. **Organization and leadership** are the keys to successful implementation of this Comprehensive Development Plan.

Section 1 — Comprehensive Planning & Goals Summary

CHAPTER 1. Comprehensive Planning

CHAPTER 2. Quality of Life & Planning Goals

CHAPTER 1. Comprehensive Planning

When formally adopted by the Russell City Planning Commission and then approved by the Governing Body by ordinance, this document will constitute the ***Comprehensive Development Plan for the Russell Area, Kansas: 2016-2036***. This document will then become the official comprehensive plan for the City of Russell, Kansas, replacing in its entirety the City's previous 1998 *Comprehensive Community Plan: City of Russell, Kansas*.

This Comprehensive Plan was prepared under the supervision and with the aid of the Russell City Planning Commission and City staff, with help from a Steering Committee of citizen volunteers, and with technical assistance by *Rice Foster Associates*, Landscape Architecture and Planning, and *Jim Heinicke, LLC*, Strategic Planning Specialist.

Using a Comprehensive Plan

A comprehensive analysis involves the examination of a broad range of individual factors such as transportation, land use, and community facilities, as well as an assessment of how those factors interrelate. For example, the best location for a new park (a community facility) would be near residential neighborhoods (land use), with good road access (transportation).

A comprehensive plan addresses both short and long range planning situations, so it must be specific in some matters and more general in others—but it should always provide overall direction. Within the framework of this Comprehensive Plan, each individual planning situation that occurs during the Planning Period will need to be considered and studied in detail, and a decision made based on specific conditions at that time.

A comprehensive plan has many uses, including the following:

- To compile information and provide plan proposals upon which City officials can base short-range decisions within the context of long-range planning.
- To serve as a guide for the overall development of the Planning Area, including providing assistance to potential developers.
- To serve as a planning basis for the administration of City Zoning Regulations and as a guide for making reasonable decisions on rezoning and special use applications.
- To provide a planning and legal basis for the administration of City Subdivision Regulations, and for the review and approval of plats based on growth policies and the availability of community facilities.
- To plan for orderly annexations.
- To balance urban development with the economical provision of community facilities and services.

- To encourage long-range fiscal planning policies such as a capital improvement program.
- 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 of Russell and other entities—including Hays and other nearby cities; Russell, Grant, and other nearby townships; Russell Unified School District 407; and the Russell County Board of Commissioners, the State of Kansas, and the federal government.

Plan Parameters

This Comprehensive Plan addresses planning issues within a specific geographic area (the *Planning Area*), and within a specific span of time (the *Planning Period*).

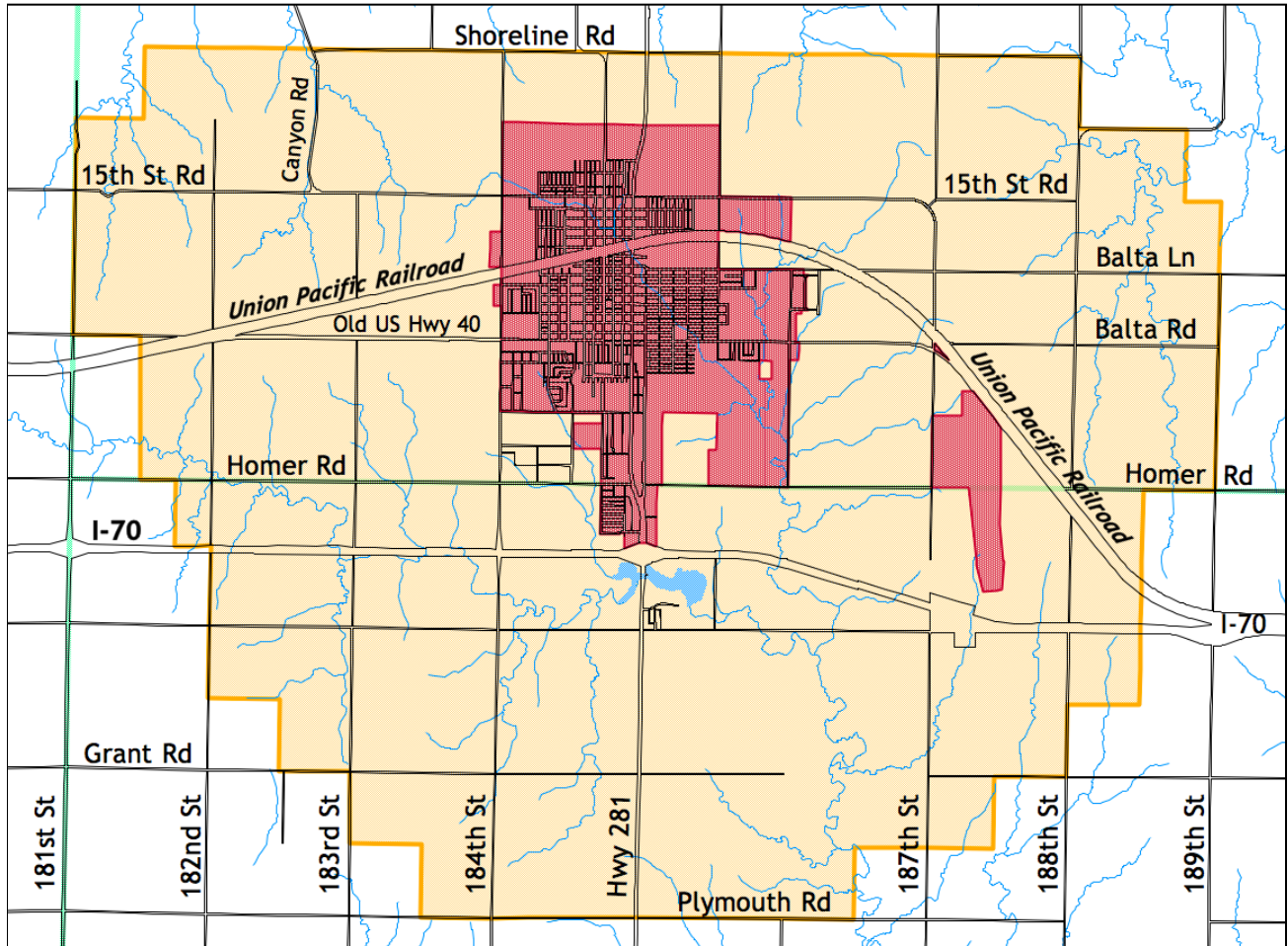
Planning Area The designation of a Planning Area recognizes that the City's activities both affect and are affected by the surrounding region. Delineating a Planning Area does not create a regulatory boundary as such, but identifies an area which has an influence on the planning and development of the 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 Regulations or Zoning Regulations around a city cannot exceed the Planning Area as delineated (nor extend more than three miles from the city limits, nor extend more than one half the distance to another city, nor extend into another county).

As defined for this Plan, the Russell Planning Area includes the City of Russell, as well as portions of Russell and Grant townships in Russell County, Kansas. The maximum extent of the Russell Planning Area is six miles north-to-south and eight miles east-to-west. The Russell Planning Area encompasses a total area of 39.0 square miles or 24,952.1 acres.

The previous *Comprehensive Community Plan: City of Russell, Kansas*, completed in 1998, did not define a Planning Area as such, although it did reference an undefined three-mile extraterritorial rural study area.

Planning Period The Planning Period for this comprehensive plan is the twenty-year time span from 2016 through 2036. For this type of plan, twenty years is typically the practical limit for useful forecasting of both local needs and local resources. For instance, existing community facilities are assessed within this plan, to determine whether they need to be modified or replaced in some way due to changing conditions or population growth, or are likely to last throughout the course of the Planning Period.

Figure 1-A: Russell Planning Area



The Russell Planning Area, shown shaded in orange, has a maximum extent from 181st Street on the west to 189th Street on the east, and from Shoreline Road on the north to Plymouth Road on the south.

Legal Basis

Kansas State enabling statutes provide for a broad interpretation of what constitutes a plan. According to the statutes for Planning and Zoning and Subdivision Regulations for Cities and Counties in K.S.A. 12-747, *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 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.

Planning Commission For this plan to become effective after its completion, it must be formally **adopted** as a whole or in parts by a **resolution** of the planning commission, after a **public hearing** which has been properly advertised beforehand. Adoption must be based on a majority vote of the total membership of the planning commission. A certified copy of the adopted plan or part thereof, together with a written summary of the public hearing, must then be submitted to the governing body for approval.

Governing Body Following adoption by the planning commission, the governing body completes the process by **approval** and **publication of an ordinance**. After receiving the certified copy of the plan or part thereof, together with a written summary of the public hearing, the governing body may either:

"(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 therefor 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."

Copies of the Plan 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.

Annual Review To maintain the viability of the Plan, according to state statutes, at least once each year 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.

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

The Planning Process

City planning can be defined as a decision-making process which is expressed in the form of a plan. The plan typically defines community goals (physical, social and economic), and includes project proposals and policy statements, all aimed at the broad objective of improving a community's quality of life. Planners seek ways to correct the mistakes of the past, preserve the best of the present, and deal with the challenges of the future.

Effective planning should be farsighted, realistic in terms of existing resources and potential capabilities, and adaptable to changing community needs and opportunities. A successful comprehensive plan must reflect knowledge and understanding of the "public interest" in the community. The public interests expressed in a plan must still earn public approval through the democratic process.

A basic purpose of planning is to help guide the use of land in an orderly manner, minimizing conflicts between various users of land. Planning also allows community services to be provided efficiently and economically. Compromise in the location of a community service facility affects its efficiency, and therefore its long-term costs to local taxpayers. To prevent such compromises, the process of planning is a means of making better short-range decisions by relating them to long-range plans.

The planning process consists of inventorying and then analyzing existing conditions and land uses in the planning area, establishing goals and setting standards, projecting future needs, deciding upon alternative solutions to problems, and selecting methods of implementing the plan. Throughout the development of the plan document, officials and citizens should be involved to the maximum extent feasible, have access to the plan materials, and have opportunities to communicate their ideas and reactions.

Such a planning process has been followed in the preparation of this *Comprehensive Development Plan for the Russell Area*. Public meetings were held, which provided a forum for members of the community to express their ideas and comment on the proposed plan. Local stakeholders were interviewed by phone, and a Steering Committee of citizen representatives provided input and review of the Plan documents throughout the process. In addition, the City Council and the Planning Commission held discussions of planning goals.

Community Questionnaire As part of the process of developing this Comprehensive Plan, the opinions of Russell area residents were solicited through a set of surveys. In 2015, City staff distributed a Community Questionnaire to both residents within the City and to rural residents in the Planning Area.

The City distributed 2,177 questionnaires, and a total of 625 were completed and returned – an excellent return rate of 28.7%. Those 625 survey respondents constitute 13.9% of Russell's 2010 population. Of the questionnaires returned, almost 79% of respondents included additional written comments.

The table below shows some basic information on the people who filled out the 2015 Community Questionnaire.

Community Questionnaire – Respondents		
Gender	number	percent
Male	218	37%
Female	372	63%
Age	number	percent
Under 30 years old	19	3%
30 to 65 years old	330	55%
Over 65 years old	247	41%

References will be made periodically in this document to the results of this Community Questionnaire. The complete results of the Community Questionnaire are available to the public at Russell City Hall.

CHAPTER 2. Planning Concepts & Goals

There are several broad planning concepts that affect a wide spectrum of planning decisions. The first and foremost of these is **quality of life**. Developing community infrastructure that supports **healthy lifestyles** is also now recognized as a major planning objective. And finally, it is essential that decision-makers **recognize and adapt to overarching demographic trends** in Kansas and in the nation as a whole.

Quality of Life

Definitions of the term "quality of life" vary, yet most people readily recognize the importance of the concept, and have a strong opinion about whether their personal quality of life is good or not.

A wide variety of factors play a role in quality of life, including housing, neighborhood, schools, physical and mental health, family life, safety and security, the built environment, education, leisure time, recreation options, culture, values, social belonging, spirituality, employment, job satisfaction, and financial security – among others. In short, **"quality of life" is a highly subjective way of describing the overall happiness and well-being of a person or a community.**

Although "quality of life" includes economic factors, it should not be confused with "standard of living", a term which refers strictly to income levels, and how well that income serves to acquire goods and services perceived as necessary.

The fact that quality of life is subjective and difficult to measure makes it no less important. Planning decisions affect housing, the local economy, transportation, safety, parks, health, and many other factors which in turn profoundly affect residents' long-term quality of life.

Every city and county competing for economic advantage understands that good public infrastructure, a trained labor force, reasonable taxes, and available land are all necessary to attract economic activity – so most viable competitors already have those assets in place. According to the American Economic Development Commission, it is quality of life that makes a community a *successful* competitor.

Enhancing Russell's quality of life should be a primary focus of future planning goals. Investments in quality of life should be regarded as investments in Russell's future.



Community Health

One of the most important factors in quality of life is health. Public planning policies and decisions impact both personal and community health.

Planning has always affected public health, and public health issues have driven planning advances. For instance, historically, the design of cities was powerfully influenced by the need to develop systems of fresh water supply and sewage disposal, in order to fight disease epidemics. And one of the original functions of urban parks, such as New York City's Central Park, was to give poor and middle-class city dwellers a place to escape the heat – which, before the advent of air conditioning, killed thousands of people in the city every summer.

In the last few generations, unintended consequences of planning decisions have had a dire effect on American health. The availability of automobiles and the development of the interstate highway system seemed to offer people the benefits of cheap land out in the country, privacy from close neighbors, wide open spaces, and personally controlled transportation. However, unintended side effects include suburban sprawl, social isolation, long commutes and their associated air pollution, and car-dependence – which are now considered major contributing factors to the current obesity epidemic in America.

In 1950, approximately one in ten American adults was obese, with a body mass index (BMI) equal to or greater than 30. By 2010, that number had increased to one in three. In 2011, nearly two thirds (64.4%) of Kansas adults were either overweight or obese, with a BMI of 25 or above.

Many chronic diseases are related to obesity, including diabetes, arthritis, hypertension, heart disease, and a variety of cancers. **Building physical activity back into people's daily routines** is one of the best ways to combat obesity, and all its associated health risks. In turn, **levels of activity are strongly influenced by the design of the neighborhoods in which people live, work, learn, and play.**



Planning for Community Health

Planning policies and decisions shape our neighborhoods and our community, and should always be made with an eye toward crafting places that encourage physical activity, nurture social connections, and promote good health. Many potential planning goals affect aspects of the built environment that can increase opportunities for residents to engage in healthy lifestyle options. Possibilities include:

- Active Transportation – Encourage active transportation options such as walking and biking, by supporting a community-wide network of well-maintained sidewalks, and developing a system of bicycle paths, lanes, and routes.
- Complete Streets – Incorporate street design elements that support safe and comfortable travel by all users, of all ages and abilities, including pedestrian amenities such as shade, benches, curb extensions, and crosswalk medians.
- Mixed Land Use – Support residential neighborhoods that are close to and connected with workplaces, schools, retail, parks, and other destinations. Mixed land use is significantly associated with increased physical activity.
- Vibrant Downtown – Cultivate a vibrant downtown, with shared on-street public parking, good lighting, bike racks, public art, street trees, and creative signage. Strive for a balance of workplaces, restaurants, services and retail that creates synergy, to both support the local economy and enrich local social connections.
- Public Spaces – Develop public gathering spaces flexible enough to support community events such as a Farmers Market or Art Fair. Such places, and the events and celebrations they support, strengthen community ties.
- Connectivity – Promote new developments which are designed to maximize connectivity and walkability – generally encouraging traditional gridiron street networks, and discouraging disconnected and car-dependent cul-de-sac development.
- Parks & Recreation – Develop a diverse system of parks and greenspaces, that increase access to nature, and offer on-demand opportunities for exercise. Consider including linear parks that incorporate paths, and special-use parks that encourage frequent use and enhance social connections, such as a dog park or a park with outdoor exercise equipment. At playgrounds, include shade, drinking fountains, and even waterspray elements to encourage activity even on hot days.

Resources

- *Building Healthy Places Toolkit*, from the Urban Land Institute – www.uli.org
- Active Living by Design – www.activelivingbydesign.org
- Healthy Communities by Design – www.healthycommunitiesbydesign.org
- Designing Healthy Communities – <http://designinghealthycommunities.org>
- CDC / Designing and Building Healthy Places – www.cdc.gov/healthyplaces/

More information specific to Russell County is available from Kansas Rural Health Works, at krhw.net, including the *Community Health Needs Assessment, Russell County, KS, December 2012*, and the *Russell County, KS Community Health Needs Assessment Round #2, May 2015*.

Demographic Trends

Population issues will be addressed in detail in Chapter 5, but a few broad trends should be understood from the outset, since they have significant impacts on a host of planning decisions. Over the course of this Plan's twenty-year Planning Period, expect the population of the community to become **older**, **more urban**, to live in **smaller households**, and to have continually **rising expectations for community amenities**.

Family sizes continue to trend smaller, and people are living longer. Healthy baby boomers are likely to live long active lives after traditional retirement age. As a group, they will want down-sized and accessible housing options, opportunities for part-time and flex-time employment, good local health care services, transportation options that don't require driving, and access to community services that will help them age in place close to family and friends.

The majority of American households are now composed of one or two people; in Russell, more than a third of all households are single-person households. This trend applies to people of all ages, as does the trend toward urban lifestyles. As shown in the table below, Russell County's population is increasingly urban. As of 2010, more than four out of five people in Russell County live in a city. More than three quarters of the County's urban population choose to live in Russell.

Population Trends in Russell County										
City	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Bunker Hill	268	298	253	271	200	181	124	111	101	95
Dorrance	299	325	414	365	331	234	220	195	205	185
Gorham	—	—	—	375	429	379	355	284	360	334
Lucas	651	630	648	631	559	524	524	452	436	393
Luray	475	464	392	351	328	303	295	261	203	194
Paradise	—	178	161	145	134	145	89	66	64	49
City of Russell	1,700	2,352	4,819	6,483	6,113	5,371	5,427	4,783	4,696	4,506
Waldo	246	279	257	216	178	123	75	57	48	30
Russell County	10,748	11,045	13,464	13,406	11,348	9,428	8,868	7,835	7,370	6,970
Total Russell County Urban Population	3,639	4,526	6,944	8,837	8,272	7,260	7,109	6,209	6,113	5,786
Total Russell County Rural Population	7,109	6,519	6,520	4,569	3,076	2,168	1,759	1,626	1,257	1,184
Urban Population as percentage of County Population	34%	41%	52%	66%	73%	77%	80%	79%	83%	83%
Russell Population as percentage of County Population	16%	21%	36%	48%	54%	57%	61%	61%	64%	65%
Russell Population as percentage of Urban Population	47%	52%	69%	73%	74%	74%	76%	77%	77%	78%

Planning Goals for Russell

Although the term did not exist in the 1870s, the founders of Russell were intent on creating a community that supported a high quality of life. They were looking for fellow settlers who had character, energy, and a "desire to live in an industrious, moral and temperate community". Russell was well-led, purposeful, and well-ordered for its first fifty years, but both its infrastructure and its existing culture were overwhelmed by the influx of population during the oil boom of the 1920s and 1930s, followed by a wave of military families during World War II in the 1940s. While those events were beneficial for the local economy, the community is still struggling to restore its quality of life after the disruption and disarray they left in their wake.

Well-defined planning goals will help Russell reinvigorate its quality of life. Communities which recognize and specify their own common goals establish a basis for becoming the kind of place in which people wish to live, to work, and to find cultural and social satisfaction. **Goals** provide a framework for efficient decision-making. Clearly defined goals make it possible to determine mutually recognized **priorities**, and allow resources of time and money to be invested in community needs in an organized and productive manner.

Planning goals take into account not only the physical needs of a community, but also its social, economic and governmental needs. A set of goals which are reasonable and well grounded, yet also purposeful and ambitious, can help frame policies and focus decision-making. Meaningful goals will help Russell establish a unique identity which will distinguish it from other area communities, and enhance its ability to compete for residents, resources, and economic development.

Goals and tasks for the Russell Planning Area were generated primarily from community input during public meetings held on September 10, 2015, and February 25, 2016; from comments made by Steering Committee members, City staff, and Planning Commission members; from phone interview discussions with community stakeholders; and from responses to the Community Questionnaire. The resulting list of goals and tasks were then categorized by the following planning topics, and organized into tables. Each set of goals and tasks was then refined and prioritized by City staff, the Planning Commission, and the Steering Committee.

- Population & Land Use
- Downtown
- Quality of Life
- Economic Development
- Tourism
- Housing
- Transportation
- Utilities & Stormwater Management
- City Facilities & Services
- Parks, Recreation & Urban Forestry
- Policies & Programs

Goals are prioritized with ratings from 1 (highest priority) to 5 (lowest priority); the numbers in the table show the number of votes for each priority received from City staff, Planning Commission members, and Steering Committee members. Dashes indicate that a goal was added later in the planning process, after participants had already voted on priorities.

Tasks associated with the listed goals are not prioritized, but typically will be accomplished when deemed appropriate by the City staff members who are primarily responsible for implementing the goals.

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The righthand column of each table shows votes received at the Public Meeting of February 25, 2016. Approximately 22 participants were given 28 dots each to vote for Goals, and 14 rectangles each to vote for Tasks, and asked to apply them to the items they considered most important.



Public Meeting – Prioritizing Community Goals

PLANNING GOALS & TASKS – Population & Land Use	Priority					Votes
	1	2	3	4	5	
Goals						
Seek modest, but continuing population growth. (Use an estimate of 4800 people for Russell's total population by 2036.)	8	5	1	1	0	8
Recognize and adapt to significant demographic trends, including the aging of Russell's population, and the growth of one-person households.	4	6	3	2	0	0
Study potential land development south of the I-70 interchange, to incorporate the interchange area within the City.	3	3	4	4	1	2
Consolidate industrial land uses in the vicinity of the existing Industrial Park.	7	3	4	1	0	6
Strive to consolidate commercial development primarily in three districts – downtown, interchange district, and Wichita Street – to encourage the synergy resulting from concentration.	6	5	4	0	0	1
Review the boundaries of the City's Zoning Districts, to better correlate with future land use goals.	3	5	6	1	0	1
Work with Russell County to participate in land use decisions impacting the esthetic quality of the approaches to the City.	7	7	1	0	0	11
Protect farm and ranch land from the intrusion of non-agricultural uses which detract from the productivity and character of the rural landscape.	1	1	5	6	2	6
Tasks						
Study the potential for development of a new Industrial Park.						1
Plan for high-end residential development of land south of the I-70 interchange.						0
Develop an annexation strategy for the area south of the I-70 interchange.						1
Review zoning & subdivision regulations in relation to improving community aesthetics.						7
Utilize the Site Plan Approval process to promote beautification, and orderly land use development.						2
Develop a beautification plan for the City's main vehicular entries.						3
Enhance the character of the County Courthouse neighborhood, with landscape improvements in both street rights-of-way and around public buildings.						0

PLANNING GOALS & TASKS – Downtown	Priority					Votes
	1	2	3	4	5	
Goals						
Cultivate a vibrant downtown with a balance of workplaces, restaurants, services, and retail.	9	5	0	1	0	11
Continue to support the existing downtown streetscape, city facilities, and community activities.	9	4	1	1	0	0
Continue to support and encourage activities of the Russell Main Street program.	5	6	2	1	1	1
Tasks						
Develop strategies to retain small downtown retail and service businesses, including help with succession planning.						4
Investigate methods to reduce use of storefronts for storage in downtown buildings.						8
Activate Business Enhancement committee of Main Street program to work on developing incentives, and reducing financial limitations to business development downtown.						0
Encourage downtown business owners to welcome public access to their restrooms, to serve potential customers and to make for a better downtown shopping experience for all.						0
Promote residential uses in downtown buildings, encouraging loft living.						0
Develop a plan to add curb extensions or roundabouts to selected downtown intersections, in order to reduce crosswalk length and improve the pedestrian environment, develop public spaces, and add space for a few downtown street trees.						0
Enhance and improve community events which use downtown as a venue.						2
Adopt ordinances establishing minimum codes for downtown buildings, to require better maintenance by owners.						–

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PLANNING GOALS & TASKS – Quality of Life	Priority					Votes
	1	2	3	4	5	
Goals						
Strive to enhance Russell's small-town character and quality of life.	8	2	4	0	1	10
Promote social connectivity and volunteerism within the community by supporting activities of local groups and organizations.	6	5	3	1	0	2
Develop elements in the City's physical infrastructure which encourage healthy lifestyles.	3	6	6	0	0	2
Encourage Russell's future as a regional health destination by supporting local medical facilities and services.	5	8	2	0	0	5
Tasks						
Develop and invest in policies, programs and projects that improve Russell's quality of life.						2
Continue to communicate, providing the public with updates of the City's efforts to improve the community and provide services.						1
Promote public awareness of healthy lifestyle options. Promote activities and events that strengthen social connections in the community, and celebrate community health.						1
Collaborate with Russell County on community health initiatives, focussing on public education, communication, and coordination.						0
Enhance efforts to inform the community of volunteer opportunities.						–
Continue to support community celebrations.						1
Consider increasing the frequency of the Prairiesta celebration from once every ten years to once every five years.						–
Prepare an analysis of the existing sidewalk system in relationship to community destinations, to promote connectivity and walkability.						2
Promote homegrown production of produce to supply the Farmers Market, encourage its growth, and foster healthy eating.						1

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PLANNING GOALS & TASKS – Economic Development	Priority					Votes
	1	2	3	4	5	
Goals						
Actively create and maintain a positive business climate in Russell.	8	6	1	0	0	6
Be prepared to take advantage of new business prospects as opportunities arise, and to make economic development decisions at the speed of business.	11	3	0	1	0	16
Strengthen connections to the regional economy.	6	8	1	0	0	0
Diversify Russell's economy, to mitigate cyclic impacts of the energy industry.	10	4	0	1	0	8
Tasks						
Cultivate relationships with local business owners, identify potential issues as quickly as possible, and seek opportunities to assist .						0
Retain and strengthen current economic development organizations & relationships : Russell Main Street, Russell County Economic Development and Convention & Visitor's Bureau, and the Russell Area of Chamber of Commerce.						0
Develop an inventory and map of available sites and buildings near Russell, with pertinent information such as square footage, sidewall heights, docks, fixed price, etc.; include underutilized small industrial buildings which are currently used for storage.						1
Develop and regularly update retail and service demand data to demonstrate potentials to prospective companies.						0
Continue to expand marketing materials for economic development, including a web presence to allow site selectors or outside businesses to explore options in Russell. Exhibit economic development in Russell as a high priority.						0
Identify useful incentives to encourage development of new businesses in Russell, especially downtown. For instance, consider increasing the Neighborhood Revitalization Program Area tax benefit, providing partial loan guarantees on building improvements to reduce risk, providing market analysis data for the retail/service sector, and offering bridge loans to small businesses.						1
Encourage development of a licensed commercial Daycare facility in Russell, with facilities for infants, and services available in the evenings as well as in daytime.						2
Study needs for and potential locations for a new industrial park site .						0
Recruit alternative industry .						12
Help local businesses with succession planning as older owners transition to retirement.						0
Identify potential strategies to ameliorate risks for budding entrepreneurs .						0
Study the economic development potential of the Airport .						0
Seek leads for potential new companies from existing businesses, if they have suppliers or customers that may wish to relocate.						0
Promote the message for residents to shop local .						0
Continue to provide news and updates on progress of securing the R9 long term water supply .						1
Provide retail businesses and groups with the results of the Community Questionnaire .						0

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PLANNING GOALS & TASKS – Tourism	Priority					Votes
	1	2	3	4	5	
Goals						
Enhance tourism by taking advantage of existing attractions and events.	6	6	3	0	0	9
Promote local tourism opportunities in regional markets, focusing on appealing to fishers and hunters.	5	7	2	0	1	0
Encourage development of hunting / fishing cabins and other rental housing alternatives for visitors.	2	5	4	3	1	0
Tasks						
Analyze potential for entry monument signage at I-70 interchange, to welcome visitors and residents to Russell.						1
Upgrade existing wayfinding signs, to help visitors and aid residents to find their way around Russell.						1
Analyze billboard marketing options along I-70 to promote Russell.						0
Capitalize on Deines Center as an asset to provide meeting space for out-of-town users for business and organizational day meetings.						2
Revise City website to promote local tourist destinations (Wilson Lake, Museums, etc.).						1
Assign an individual to enhance Russell's web profiles on other tourism websites.						0
Create a local "tourist destinations" map, to be available for download from the City website.						0
Coordinate with Russell's motels to promote Russell attractions on their websites.						1

PLANNING GOALS & TASKS – Housing	Priority					Votes
	1	2	3	4	5	
Goals						
Protect and maintain existing housing that is in good condition.	7	7	0	0	1	5
Maintain a variety of quality housing opportunities in Russell, including quality rental housing, entry level housing, accessible housing, and quality midrange housing.	10	4	0	0	1	9
Develop upmarket homes, and high-end and mid-level rental properties, to meet pent up demand and to free up mid-range properties.	5	8	1	1	0	9
Engage builders and contractors to explore appropriate options for infill development and housing renovations.	10	4	0	0	1	7
Tasks						
Continue to support rigorous code enforcement for housing violations.						7
Continue to be aggressive about condemning rundown houses before they drag their neighborhoods down with them.						10
Adopt an ordinance regarding minimum standards on rental housing.						5
Sponsor an annual "Fix-up Day".						0
Initiate public education efforts on maintenance needs of older houses. (Chimneys, foundations, windows, insulation, etc.).						0
Regularly review housing objectives, and monitor the status of Russell's housing inventory. Set benchmarks to implement <i>Housing in Russell, Kansas</i> , the City's 2014 housing study.						0
Retain the Neighborhood Revitalization Program for older areas of the city, a proven program for assisting citizens to upgrade their homes.						0
Continue to seek grants to meet housing needs.						1
Recruit development/builder/investor team(s) to provide housing to the community.						0
Recruit a developer to initiate targeted upmarket subdivision development in Russell.						0
Promote infill development on vacant lots, on parcels served by existing infrastructure.						0
Recruit a builder to construct infill housing units.						0
Develop appropriate housing incentives, geared to the developer/builder, to make it easier to get a construction loan.						2
Incorporate politically and financially acceptable incentives to encourage residential development.						0
Expand and improve a central source for rental information.						0
Promote the construction of more multi-unit housing, including duplexes, townhomes, multiple dwelling units, and rental units.						0
Encourage development of quality starter homes.						0
Develop accessible housing, for handicapped residents, and to allow seniors the option to age in place.						1

PLANNING GOALS & TASKS – Transportation	Priority					Votes
	1	2	3	4	5	
Goals						
Improve the vehicular flow, pedestrian safety, and continuity of visual character of the Interchange District, the main entrance to Russell. (Fossil Street, from I-70 to Wichita Avenue)	6	6	2	1	0	8
Maintain a long-term, financially sustainable street maintenance plan.	9	4	2	0	0	11
Incorporate Complete Streets design principles into Russell's streets, for both new streets and for existing streets undergoing major renovations.	5	6	4	0	0	0
Encourage active transportation options such as walking and biking.	2	6	5	1	1	3
Tasks						
Continue to maintain Russell's community-wide network of sidewalks.						2
Analyze existing sidewalks and bicycle paths within Russell, linking neighborhoods with local destinations.						1
Develop a program of inspection, prioritization, and funding for on-going street maintenance and improvements.						1
Establish standards for the beautification of the Interchange Business District from Wichita Avenue to I-70. Consider using elements such as landscaping and/or banners to provide continuity of visual character, and adding wayfinding elements and/or public art.						5
More clearly define the Fossil Street frontage roads in the area just north of the I-70 interchange, and improve traffic flow to and from adjacent parking areas. Include provisions for pedestrian connections.						0
Ensure that each school in Russell is adequately accessible via sidewalks.						0

PLANNING GOALS & TASKS – Utilities & Stormwater Management	Priority					Votes
	1	2	3	4	5	
Goals						
Invest in on-going maintenance of utilities and stormwater management facilities.	4	1	–	1	–	4
Continue to cooperate with the City of Hays on the R9 Ranch water project , and pursue funding for development of infrastructure required to implement the project.	2	3	1	–	–	11
Budget Water Improvement Funds to replace aged water lines and water towers .	5	–	–	1	–	5
Establish a program to rehabilitate older sanitary sewer lines , ideally utilizing trenchless techniques.	3	2	–	1	–	2
Conduct a comprehensive hydrology study, to provide community-wide solutions for stormwater management . Consider CDBG or FEMA funding.	2	1	3	–	–	2
Replace electric lines as needed, both to upgrade aged wires and to address added load growth.	3	1	1	1	–	3
Tasks						
Maintain accurate records and maps of both existing and new utilities.						0
Inform property owners of their responsibility to maintain access for utility maintenance crews.						0
Continue to support the groundwater well rehabilitation program.						2
Require over-sizing and looping of water mains , where appropriate.						0
Consider a policy requiring annexation in order to connect to the City water supply .						1
Seek a private contractor to clean the City's main sewer line , then thoroughly assess the pipe's condition by inspecting for fractures with cameras.						0
Consider a policy requiring all new subdivisions, or development exceeding one-half acre in size, to provide proper stormwater drainage, evidenced by a professionally completed stormwater plan.						1
Implement the electric utility's 10-year capital improvement plan .						0
Upgrade equipment at the Fossil Street Electric Substation , including replacing breakers and post insulators, over the next 3 to 5 years.						0
Implement the Electric Coordination Study , correctly sequencing fuse sizes from the end of the circuits back to the substation relays.						0
Continue pole testing program ; use fumigation to extend pole life.						0
Consider a policy requiring the installation of underground utilities in new development .						1
Consider implementing a City cost-sharing program , to provide incentives for existing property owners to replace overhead service lines with underground lines .						1

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PLANNING GOALS & TASKS – City Facilities & Services	Priority					Votes
	1	2	3	4	5	
Goals						
Provide staff and budget to properly maintain existing City facilities.	2	3	–	1	–	3
Maintain a public safety communications system that meets the needs of the entire county.	2	1	2	1	–	2
Consider developing a new Public Works Facility , either at the existing location or on City-owned land near the Parks Department.	–	3	1	2	–	0
Support physician recruitment .	1	2	3	–	–	9
Tasks						
Work with Russell County to establish and migrate to Next Generation 911 .						0
Evaluate and address physical security of 911/Dispatch Center .						0
Update Police Department facility (improve energy efficiency, replace security camera system, replace carpet).						0
Update City Hall (replace roof, minor painting, new energy-efficient HVAC system for basement level, improve insulation, improve efficiency of existing windows, upgrade audio/visual equipment).						0
Update and improve the Street Department Building .						0
Establish an online bill pay system for the City.						1
Establish a Public Works trouble call / work-order system , to respond more efficiently to the public's concerns.						0
Combine the City's two recycling sites at one location, elsewhere than the Public Works Facility.						1
Install landscaping or fencing along N. Fossil Street, to screen view of Public Works Bulk Materials Storage Area .						1
Develop solutions to address Fire Department water pressure needs at various locations.						0
Add fire hydrants in the southern business district and interchange area.						0
Evaluate existing Fire Department equipment (air packs, bunker gear, fire apparatus), and develop a Fire Department Equipment Replacement Plan and budget to meet required improvements.						0
Assess and evaluate Fire Department water rescue capabilities .						0
Actively recruit specialty physicians and surgeons to Russell County.						3
Consider expanding Main Street Manor , the long-term care facility.						1
Renovate existing storage room to provide a separate young adult section in the Library .						0
Consider renovating the Deines Cultural Center's 2nd floor , and adding restrooms, to create usable space.						1
Consider expanding the Russell City Cemetery onto nearby City-owned land.						1
Complete resurfacing of Russell City Cemetery roads.						0
Update the Russell City Cemetery burial directory.						0

Comprehensive Development Plan for the Russell Area, Kansas: 2016-2036

PLANNING GOALS & TASKS — Parks, Recreation & Urban Forestry	Priority					Votes
	1	2	3	4	5	
Goals						
Maintain the high quality of existing park facilities, especially at Russell Memorial Park & Russell Municipal Golf Course.	9	4	2	0	0	8
Upgrade existing neighborhood parks, and consider developing additional neighborhood parks.	2	5	6	2	0	2
Protect, maintain, and enhance Russell's existing urban forest.	2	5	6	2	0	0
Encourage planting of appropriate tree varieties, on both public and private land.	3	3	7	2	0	0
Encourage planting tree rows about cropland in the Planning Area.	1	0	8	5	1	0
Continue to improve ADA accessibility in City Parks.	–	2	3	–	–	3
Work with USD 407 and the Russell Recreation Commission to find opportunities for synergy on recreation and park improvements.	1	1	3	–	–	10
Tasks						
Evaluate existing facilities at all City Parks , including playground equipment and restrooms, to determine whether they need updating, renovation, or construction.						0
Find a location, and pursue development of a Dog Park.						0
Review programs provided by the Russell Recreation Commission, considering community needs.						0
Revise regulations to allow businesses to water trees during the trees' establishment period.						0
Continue to plant a wider variety of trees adapted to Russell's climate in the City Parks.						0
Continue and support participation in the Tree City USA program.						0
Develop public education efforts to encourage private landowners to properly maintain existing trees, and to recognize and remove hazardous trees.						0
Work with the Kansas Forest Service office in Hays to encourage establishment of tree rows by rural residents in the Planning Area.						0
Consider a street tree rebate program by the City, to encourage landowners to purchase and install trees on City rights-of-way. Establish a list of acceptable tree species and varieties.						0
Update and improve the Parks Maintenance Building.						0
Improve signage for tent camping availability at Fossil Lake Park.						0
Evaluate the potential for adding picnic shelters and restrooms at Fossil Lake Park.						0
Install ADA parking stalls and accessible route sidewalks in City Parks.						1
Include ADA accessible options when upgrading Park furnishings, such as picnic tables and playground equipment.						1
Evaluate the Russell Municipal Pool, and analyze its ability to meet future needs.						1
Examine the possibility of expanding the Recreation Commission tax levy boundaries to encompass the entire USD 407 School District.						3
Consider annexation of Fossil Lake Park.						0

Comprehensive Development Plan for the Russell Area, Kansas: 2016-2036

PLANNING GOALS & TASKS – Policies & Programs	Community Priority					Votes
	1	2	3	4	5	
Goals						
Incorporate the community goals established during the comprehensive planning process into City policies and programs.	6	6	2	1	0	3
Consider aesthetics in every City project impacting the visual character of the community.	7	5	2	1	0	4
Continue to cooperate with other local governmental entities, including Russell County, Russell and Grant Townships, USD 407, and the Russell Recreation Commission, to coordinate projects and activities.	8	5	1	0	1	14
Maintain strict code enforcement efforts.	10	4	0	1	0	10
Suitable sites for required City facilities should be identified and acquired in advance of need.	1	2	1	1	–	0
Tasks						
Invest in ongoing maintenance of municipal facilities. Prioritize and reserve funding for infrastructure maintenance and enhancements.						1
Maintain utility rate structures to support not only current operations, but to fund infrastructure maintenance and replacement.						0
Adopt development finance policies in advance of projects, on such issues as IRB's, special assessments, incentives, and utility rates.						0
Continue to utilize special assessments and consider other financing to support residential development.						0
Continue to budget for economic development and marketing activities.						1
Regularly evaluate construction, health, and planning codes. Make additions or revisions as needed, to improve and maintain the quality of housing and related environmental conditions.						0
Focus code enforcement efforts on poorly maintained housing, dilapidated outbuildings, unsightly outdoor storage, unkempt yards and vacant lots, and improperly stored inoperable vehicles.						7
Improve control measures to reduce the feral cat population.						0
Improve enforcement measures to reduce loose, stray, and dangerous dogs.						0
Communicate residential code requirements to all homeowners.						0
Establish methods to work with the County on implementation of zoning regulations and construction and sanitation codes on properties near the City.						3
Review resources provided by USDA Rural Development Programs (www.rd.usda.gov/ks) for potential loan and grant opportunities						0
Review subdivision plats and rezoning applications in light of needs for land acquisitions for public facilities.						0
Review Zoning and Subdivision Regulations and policies and revise to be consistent with the Comprehensive Plan.						1
In new developments, use site plan review and plat review to ensure adequate greenspace, proper landscape screening, and appropriate trees.						1
Effectuate minor updates to the Russell Zoning Regulations to meet current state requirements related to firearms and vesting, and to the Subdivision Regulations related to vesting, review by surveyor, and vacation procedures.						–

Section 2 – Community Background Data

CHAPTER 3. Historical Development

CHAPTER 4. Natural Resources & Environmental Influences

CHAPTER 5. Population

CHAPTER 6. Housing

CHAPTER 7. Economy

CHAPTER 3. Historical Development

Planning decisions often extend their effects for many decades. Understanding a community's history, including past planning choices both good and bad, is an important factor in making the kind of well-informed planning decisions that can shape a positive future for Russell.

Much of the following account of the historical development of Russell was excerpted from a history of Russell prepared by Kay Homewood, Director of the Russell County Historical Society and Genealogy Society.

History of Russell

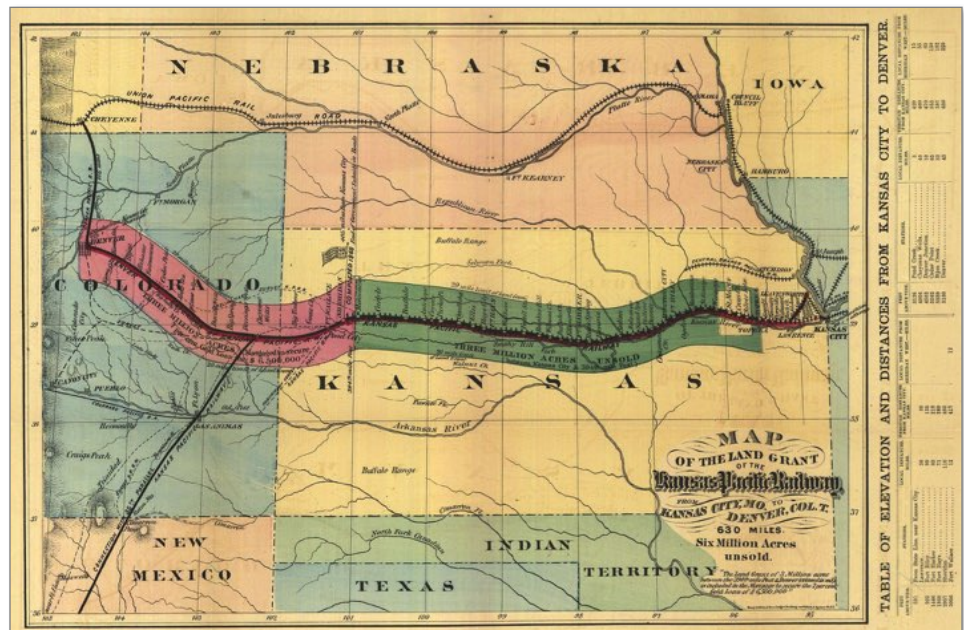


*Butterfield Overland Despatch
Concord Coach*

Russell's story begins with the development of transportation routes across the American west, and water. The Butterfield Overland Despatch company operated mail, freight, and passenger service by horse-drawn stagecoach in the Great Plains. In 1865, they established Fossil Creek Station on their route from Atchison to Denver and the Colorado gold fields, near the area that would later become Russell. Fossil Creek Station was one of many along the trail – basic and crude, it was simply an unmanned stop where travelers could find a reliable source of water for their livestock.

The Kansas Pacific Railway came next, its right-of-way following much the same route from Kansas City to Denver as earlier forms of transport. As a federally chartered railroad, it was backed with government land grants extending 20 miles out on either side of the tracks, which were available for sale to settlers. By 1867 its tracks had reached the area which would become Russell, where the railroad established its own Fossil Station. Still, no settlement yet existed.

*1869 Map of the
Kansas Pacific Railway –
The green and red colors
indicate areas where
property was available
for land grants.
(The 40-mile-wide strip
of land is graphically
exaggerated on the Map.)
Portions of the railroad
shown in green had
already been built; parts
shown in red would be
completed by 1870.*



The 1869 federal Pacific Railway Act authorized the land grants along the railroad, with the intent of populating nearby land with homesteaders who would create new towns, whose economies would in turn support the railroad. The strategy proved effective, and on April 19, 1871, about seventy members of a group of families from Ripon, Wisconsin, organized as the Northwest Colony Association, arrived on the train at Fossil Station with tools, lumber, and great expectations.

"If you have energy and some means, and desire to live in an industrious, moral and temperate community, and can contribute something in character and influence toward building up such a community, we shall greatly welcome you to our colony. If your purpose is to hang around and grumble at real and imaginary difficulties, to favor the introduction of whiskey saloons and gambling dens and other sources of idleness, vice and misery, we do not want you."

— Benjamin Pratt, President of the Northwest Colony Association —

The Kansas Pacific Railway contributed a quarter section of land to the new community, and the settlers purchased another quarter section directly to the south. This half-section extended from what is today 15th Street south to Wichita Avenue, and from Grant Street to Front Street. Their property, held in community ownership by the Northwest Colony Association, was surveyed and laid out into lots. The railroad provided three boxcars in which people lived while homes were being built, and within a few months they had established a settlement. They named their new community Russell, in honor of the county, and in hopes of becoming the county seat.

Russell County had been established by the state Legislature in 1867, but the county government was not organized until 1872. The City of Russell was incorporated in 1872 and named the provisional county seat, though Bunker Hill competed for the honor. In 1874, after two years of contention (see www.kansasgenealogy.com/russell/russell-county-general-history.htm), Russell became the permanent county seat, winning an important battle for its future prosperity.

Lumber was scarce on the prairie, and limited water and high winds made fire a constant concern, so before long the settlers began using locally quarried limestone and brick as their major building materials. The first limestone house in Russell was built in 1872 by blacksmith Nicholas Gernon — a building which is still preserved today by the Russell County Historical Society. By 1874 Russell's first two-story limestone schoolhouse, the Fifth Street School, was constructed at 5th and Kansas Streets.

Gernon House



Fifth Street School



Russell's economy in its early years was based almost entirely on agriculture, including production of grain, sheep, and poultry. The railroad helped the farming and ranching community maintain a connection to the rest of the nation and the world, and brought in manufactured goods that could not be produced locally. The City was well organized and progressive. The first volunteer fire department was founded in 1877. The community had an ongoing commitment to education, and in 1896 Russell High School became one of the first four-year accredited high schools in the state. In 1910 bonds were issued for water service and electric service, and in 1923 street lights were installed downtown. The city continued to grow at a comfortable rate, and by 1920 had reached a population of 1700.



First Russell High School, constructed 1887; later South Side Grade School



Russell County Courthouse, 1910



View from the Courthouse, 1910



Russell business district, 1910



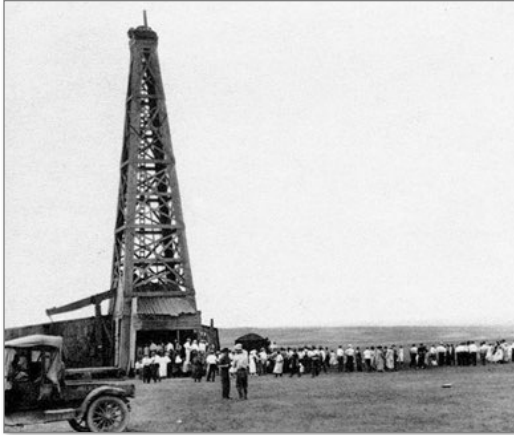
Major family out for a drive, 1910



Russell Record newspaper office, 1910



Second Russell High School, constructed 1918



The first Sunday after the Carrie Oswald discovery well struck oil, 102 visitors came out to see the sight.

Then, on Thanksgiving Day 1923, Carrie Oswald No. 1, an exploratory oil well 120 miles west of the nearest known oil production, came in. Located about nine miles north of Gorham, it triggered the development of the oil industry in western Kansas and states beyond. The oil field around the Carrie Oswald developed rapidly along the Fairport ridge, growing to be a half mile wide and four miles long, and within three years had 99 active oil wells.

Russell would never be the same. Developers, drillers, and roughnecks poured into town. Between 1920 and 1930, Russell's population went up by more than 38%. In the 1930s, when the rest of the nation was staggered by the Great Depression, Russell's population more than doubled. Demand for housing, services, and schools skyrocketed, but tax revenues to pay for city services did too, and Russell boomed.

But in December 1941 the country entered World War II, which diverted materials, fuel, and manpower from oil drilling. Price controls were placed on crude oil, and production was also curtailed by a new regulation on well spacing that only allowed one well in each 40 acres. Existing wells were pumped to capacity throughout the war years, and by the time the war was over production was declining. Oil continued to be an important factor in Russell's economy, but the boom years were coming to a close.

World War II also brought the development of Walker Army Airfield, located about four miles west of Gorham, which was used to train crews for heavy bombers. Construction started in fall of 1942, and by 1944 almost 6000 personnel were stationed at the base. Russell became a bedroom community for the influx of military families, increasing the need for housing, schools, and services in the city yet again. Local residents created makeshift apartments in their basements and garages to help meet the demand, but the base was deactivated in 1946, and the demand disappeared as quickly as it had arrived. The impact of the Airfield lived on in Russell, however, since many servicemen who had been stationed there chose to remain, starting businesses and families, and pumping more life and change into the community.

Between 1940 and 1950, Russell's population increased by more than a third, to a high of nearly 6500 people. But by 1950 the oil boom was over, the Airfield had closed — and Russell's population began a process of slow decline that would go on for decades. Though oil production remains a very important factor in Russell's economy, it is no longer enough to sustain a population as large as Russell's had grown. During the same decades that international competition held down oil prices, agriculture became more and more mechanized, and the number of people it took to manage a farm or ranch drastically decreased. In the 60 years between 1950 and 2010, Russell's population declined by 30%, to about 4500 people.

Yet Russell remains a strong and vibrant community, striving to create a prosperous future with a sustainable population.

Historic Preservation

The city of Russell has eleven sites listed on the National Register of Historic Places: five buildings downtown, two houses, and four petroglyph locations. Downtown, both halves of the Banks-Waudby Building, the Dream Theater, the Russell County Jail & Sheriff's Residence, and the U.S. Post Office on West 6th Street are listed. The two houses are listed due to the unusual method of their construction. The petroglyph sites are listed as works of art.

Additional information on Russell's historical buildings is available from the *Kansas Historic Resources Inventory* database, at <http://khri.kansasgis.org>.

Russell Buildings Listed on the National Register of Historic Places

Banks-Waudby Building (Waudby Building 1)

719 N. Main Street

First National Bank-Waudby Building (Waudby Building 2)

713 N. Main Street

These two adjacent buildings were both listed on the National Register in 2006. Originally constructed in 1885-1886, the northern building (Waudby Building 1) was destroyed by a fire just a few years after its completion, and was completely rebuilt in 1889.

The two-story limestone and brick Late Victorian Italianate buildings are an excellent example of Victorian era commercial construction. While the second-story facades are identical, the first-floor storefronts are different, and Building 1 is considerably longer than Building 2.

The facades of the Waudby Buildings, with their ornate cornices, pediments, and cast iron pilasters, have remained virtually unaltered since their construction.



*Waudby Buildings 1 & 2 – 1885-1886
(northern Building 1 rebuilt in 1889
after being destroyed by fire)*

Russell County Jail & Sheriff's Residence
331 N. Kansas Street

Located southeast of the Courthouse, and now utilized as the Fossil Station Museum, this building was listed on the National Register in 2012. It was designed by Emporia architect C. W. Squires, and built in 1907.

It is a Late Victorian two-story Richardsonian Romanesque building, constructed of locally quarried limestone. A massive stone archway supports a second-story porch over the front entry, flanked by two crenellated turrets.



Russell County Jail & Sheriff's Residence – 1907

Originally, the two-story front section of the building was the sheriff's residence, and the one-story section in back contained the jail. Russell County relocated the jail in 1958, and since 1968 the building has been utilized by the Russell County Historical Society.

Dream Theater
629 North Main

Russell's original downtown theater, the Mainstreet, was built in 1926 and destroyed by fire in 1947. Three surviving walls of that structure were incorporated into the new Dream Theater, which was constructed on the same site in 1948-1949.

Designed by architects Robert Boller & Dietz Lusk Jr. in Late Art Deco style, the Dream has a facade of brick and stucco with accents of ceramic tile, and an asymmetrical grand entry. It was listed on the National Register in 2006.

The Russell Arts Council acquired the deed to the property in 2000, and has maintained and operated the Dream Theater since then with the support of local volunteers.



Dream Theater – 1948-1949

Russell United States Post Office
135 West 6th Street

This building was listed because it contains Treasury Department Section of Fine Arts program artwork. Intended to provide work for Americans during the 1930s Great Depression, this government program commissioned artists to create art for public buildings.

The 1940 oil-on-canvas mural "Wheat Workers", by Missouri artist Martyl Schweig, is installed on the west wall of the Post Office lobby.



Wheat Workers, mural by Martyl Schweig – 1940

The Russell Post Office is a one-story red brick building with limestone details and a wooden cupola, designed in the Classical Revival style. Constructed in 1939-1940, the interior retains its original marble wainscoting and terrazzo floor tiles.



Russell United States Post Office – 1939-1940

Mann House
614 Oakdale

Woelk House
615 Sunset

Both the Mann House and the Woelk House are located on the same block in a modest residential neighborhood in the southeast part of Russell. They are listed because they embody a distinct method of construction – they are Lustron houses.

Lustron houses were a response to the post-World War II housing shortage. The Lustron Corporation of Columbus, Ohio produced prefabricated one and two bedroom houses, which were delivered by truck to building sites across the country. Steel-framed, and clad in porcelain enameled steel panels both inside and out, they did not prove as popular as the manufacturer had hoped. The Lustron Corporation went out of business in 1950, after producing a total of about 2500 houses in its two years of operation.

Both the Mann House and the Woelk House are one-story two bedroom homes, in the original and most popular Lustron model—the Westchester Deluxe. Built around 1949, they were both listed on the Historic Register in 2000.



Mann House – 1949



Woelk House – 1949

CHAPTER 4. Natural Resources & Environmental Influences

Physical features, natural resources, and the proximity of regional destinations all influence development within a community. Both natural and man-made features may positively support particular land uses, or they may restrict development possibilities and limit the directions available for urban growth.

Policies for development should strive to maximize the advantages and minimize the disadvantages of a planning area's location and characteristics, guiding urban development in a way that is both economically efficient and esthetically pleasing.

This chapter presents a brief overview of the Russell Planning Area's location and physical features—including geographic location, climate, soil types, water resources, topography and drainage, flood hazards areas, and woodlands—all of which may impact planning decisions.

Geographical Location

As shown on the geographic location maps which follow, Russell is in central Russell County, in central Kansas. Russell is not bordered by any other towns; the nearest incorporated cities are Bunker Hill (about eight miles to the east, population 95), and Gorham (about nine miles to the west, population 335).

Russell was founded on one of the first transcontinental rail lines, on a route connecting Kansas City to Denver, and the Union Pacific railroad is still a critical component of the city's success. The community also has excellent highway access, lying at the intersection of Interstate 70, which stretches from Maryland to Utah, and U.S. Route 281, which reaches from the Mexican border to Canada.

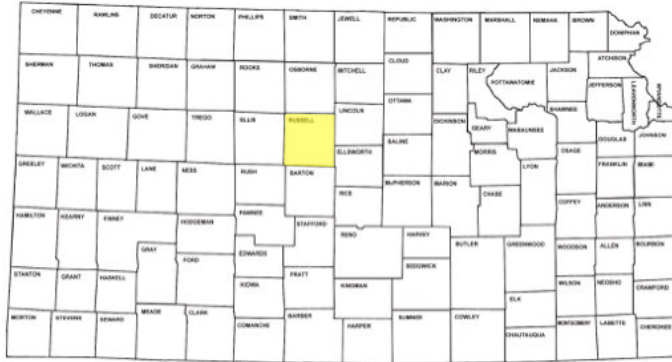
Driving from Russell, it takes approximately a half hour to reach Hays, 47 minutes to reach Great Bend, and 1 hour and 7 minutes to reach Salina. Wilson Lake, with a state park and two recreation areas, is a little over a half hour drive to the east, and Cheyenne Bottoms Wildlife Area is just a 46 minute drive south from Russell.

Originally established near the railroad, Russell's current city limits extend approximately a mile east and a mile west of Highway 281, and stretch about 3 miles north to south, from the I-70 interchange to about a mile north of the railroad tracks.

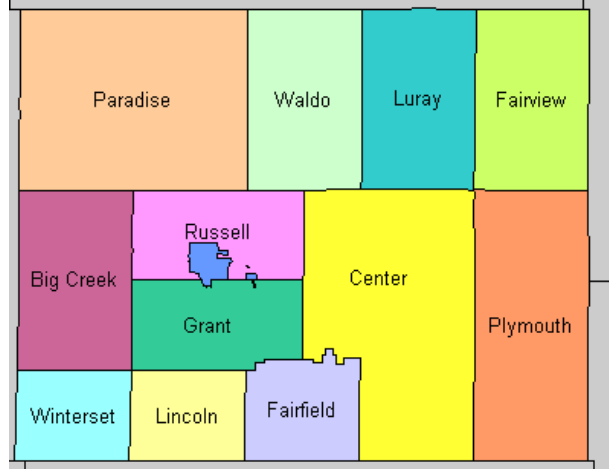
There is land all around the City of Russell potentially available for contiguous expansion. The city limits have not yet encompassed the I-70 interchange itself, or reached south of the freeway, though some residential development is already occurring in the area around and immediately south of Fossil Lake.

Comprehensive Development Plan for the Russell Area, Kansas: 2016-2036

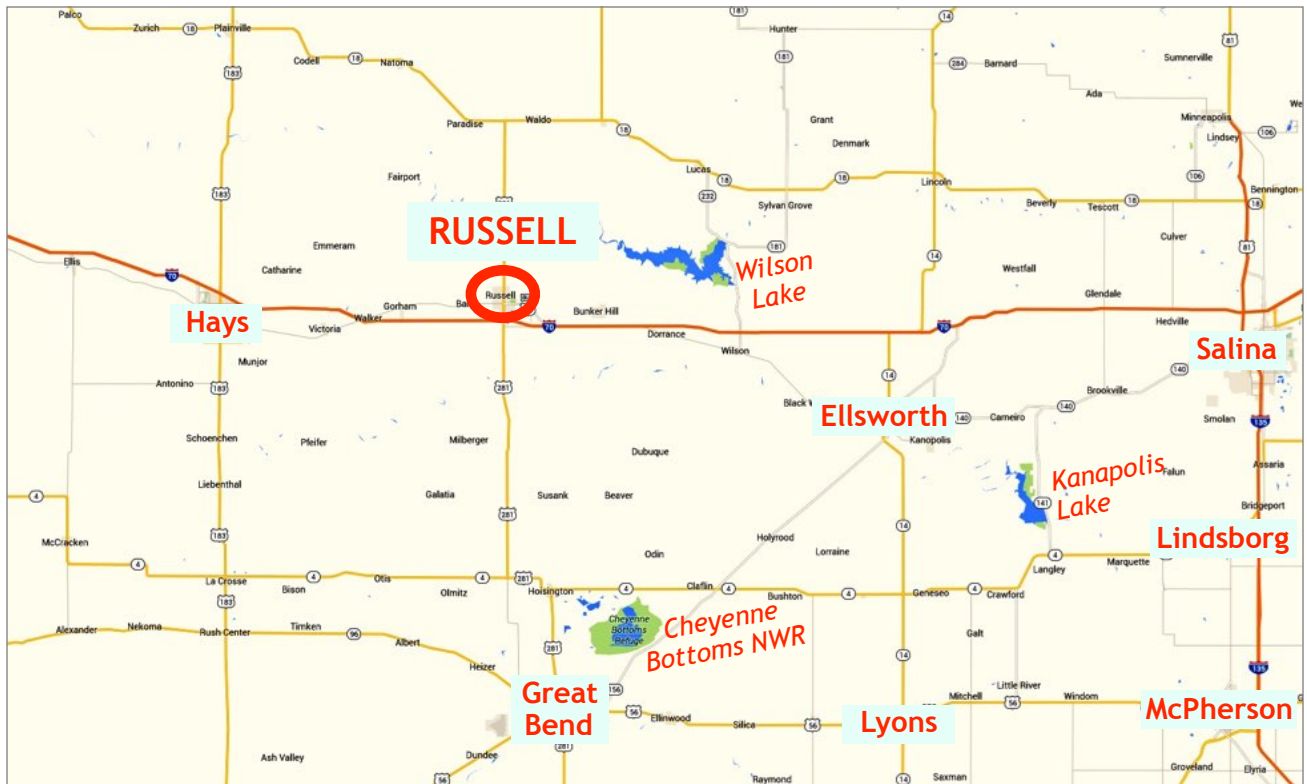
Location of Russell County in Kansas



Russell County Townships



Geographic Location of Russell



Climate

The continental climate typical of the Planning Area is characterized by wide daily and annual temperature variations, abundant spring rainfall, occasional high winds, and much sunshine. Frequent and abrupt weather changes occur, usually of short duration.

Summer Russell's summers are generally hot and humid. The hottest month is typically July, with an average high temperature of 92°F. On average, there are 59 days during the year when the daily high temperature in Russell reaches or exceeds 90°F, and 11 days a year when it reaches or exceeds 100°F. The record high temperature in Russell, recorded on June 30, 1980, was 114°F.

Winter Russell's winters are generally cold and dry. Typically the first fall freeze occurs by the second week of October, with the last spring freeze over by the end of April. There are an average of 126 days a year when the minimum temperature falls below freezing. The coldest month is usually January, with an average low temperature of 18°F. The record low for Russell was minus 24°F, recorded on December 22, 1989.

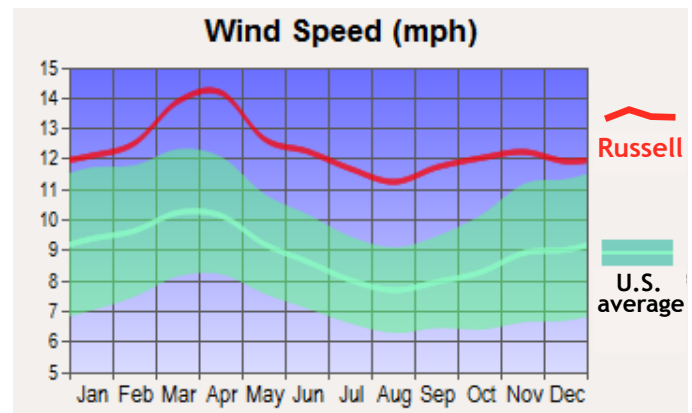
Precipitation Russell's average annual precipitation is just 26 inches, and droughts may occur. There are typically 86 days each year which have some measurable precipitation, with most of it occurring as rainfall during the spring and summer, from May through August.

Snow amounts may vary radically from year to year. Average annual snowfall is only 20 inches, with measurable snowfall occurring on average only 12 days a year. There are typically 26 days in a year in Russell with at least one inch of snow on the ground.

Sunshine On average, there are 224 sunny days per year in Russell, and the yearly average percent of possible sunshine is 68%. Day length ranges from about 9-1/2 hours to nearly 15 hours at Russell's latitude.

Wind Prevailing winds are usually from the south. Highest average wind speeds are in the spring, particularly in March and April. Tornadoes may occur; F-4 tornadoes, with wind speeds between 207 and 260 mph, occurred within 25 miles of the city in 1993 and in 2001.

The Russell area enjoys a long growing season, and relatively mild winters that mean construction activities can be sustained almost all year round. However, high winds or hail may occasionally damage crops or structures, sometimes catastrophically. Recurring abrupt temperature swings, and frequent, often daily, freeze-thaw cycles in winter profoundly affect the durability of road surfaces and some other building materials.



Wind Speed chart from City-Data.com

Soil Types

Some soil types are suitable for certain land uses, but not for others. When an inappropriate land use is imposed on an unsuitable soil type, both the land use and the soil are compromised. Soil is a valuable resource, and planning decisions should support its protection.

Soils in the area about Russell are generally well-drained loams – variously loams, silty loams, and silty clay loams—with slopes typically ranging between level and 7 percent. These rich prairie soils are well suited to both agriculture and development.

Official soil survey information, which is fundamental to many planning decisions, is provided by the USDA Natural Resources Conservation Service (NRCS) on their website *Web Soil Survey*. Information is offered on the characteristics of the soils themselves, and their suitability for farming, range management, recreational development, and wildlife protection, as well as for various urban development uses such as:

- Building Site Development – including restrictions on shallow excavations, basements, commercial buildings, and roads.
- Sanitary Facilities – including restrictions on septic tank absorption fields, sewage lagoon areas, and various types of sanitary landfills.
- Construction Materials – including suitable sources of roadfill, sand, gravel, and topsoil.
- Water Management – including limitations for pond reservoirs, and for embankments, dikes, and levees; features affecting drainage, irrigation, terraces and diversions, and grassed waterways.
- Engineering Index Properties – including depth, USDA textures, Unified and AASHTO classifications, fragments, sieve numbers, liquid limits, and plasticity.
- Physical and Chemical Properties of the Soils – including depth, percentage of clay, moist bulk density, permeability, available water capacity, pH, salinity, shrink-swell potential, erosion factors, wind erodibility, and percent of organic matter.
- Soil and Water Features – including hydrologic group, flooding frequency and duration, high water tables, bedrock depth and hardness, and corrosion risks for steel and concrete.

Using the *Web Soil Survey*

The *Web Soil Survey* is at: <http://websoilsurvey.nrcs.usda.gov/app/HomePage.htm>
Click on the green "Start WSS" button to begin.

Area of Interest Select the zoom or pan tools along the top of the aerial map, and zoom in until you find the property you are looking for. Then select the AOI rectangle or polygon tool to draw your "Area of Interest". After you have drawn your AOI, you can save the web page as a link in your web browser, so you can easily return to it.

Map & Data After your AOI is defined, click on the "Soil Map" tab to see a soils map and a table showing the percentages of all the soil types in your area of interest. Click on the "Soil Data Explorer" tab to find information related to your soils, in hundreds of categories – from soil chemistry, erosion factors, or depth of the water table, to its suitability for building basements or a septic field, to its probable yield of corn silage when irrigated.

Water Resources

An adequate long-range supply of fresh water is an essential foundation for any community's future development. A city must have access to a water source which is sufficient in quantity and quality to support both its current and anticipated needs, and must also have legal access through water rights to utilize that source.

Acquiring and developing such a water source is the most important planning challenge facing Russell over the twenty-year span of this Plan.

Water Rights

The system of water rights used in the American west is based on the principle of "prior appropriation". It originated during the California gold rush in the mid-1800s, when some people realized they could make more money selling water to miners than they could make mining gold.

In the prior appropriation system, water was considered a property separate from the land it flowed over, and rights to water were established by building a structure to divert it. Water claims were granted on a first come, first served basis, and the first person to use a quantity of water for a recognized "beneficial use" established the right to use that quantity of water for that use indefinitely. People with senior water rights could divert their full quantity of water before junior rights holders could take any. If rights holders did not put their water to a beneficial use in a reasonable amount of time, they lost their claim.

The definition of what constituted a "beneficial use" varied, but historically the hierarchy of uses was topped with domestic use in cities, followed by agriculture, then industry. Recreation, wildlife habitat, and ecological preservation, if they were considered at all, were minor priorities.

One of many unintended consequences of the prior appropriation system was that it gave water rights holders incentives to use as much water as possible, and to go on using it even if their need had diminished. This system is still in place today, and water in the west is legally a commodity. The system has become more and more complex and cumbersome over the last century, and is now governed by an elaborate network of state rules, codes, and regulations.

The 1945 *Kansas Water Appropriation Act (K.S.A. 82a-701 et seq.)* is today's water law in Kansas. It recognized vested water rights that had been actively preserved, but required an appropriation process for creation of any right to groundwater or surface water other than domestic use. Water rights in Kansas are regulated under the office of the Chief Engineer of the Division of Water Resources, who has statutory authority to regulate both surface and groundwater rights according to the doctrine of prior appropriation.

In much of the American west, including Russell County, water rights are over appropriated – that is, there are more water rights legally allocated from a given water source than there is actual water available. In spite of all its problems, the prior appropriation system has proven to be very resistant to change, and difficult to adapt to modern reality. Nevertheless, it is the system that the City of Russell must deal with in order to secure a water supply adequate for the community's present and future needs.

Russell's Future Water Supply

Russell lies between the Saline River, about 5 miles to the north, and the Smoky Hill River, about 8 miles to the south. Russell County does not lie over any part of the High Plains Aquifer, which provides groundwater to much of western Kansas. The City's current water supply comes from surface water in Big Creek, which frequently runs dry, and the Pfeifer Well Field, which by itself can supply demand for only a short period of time before risking permanent damage. The City's existing water system will be addressed in more detail in the Utilities chapter of this Plan.

According to the most recent of the many Water Studies commissioned by the City over recent decades (*Water Supply Study for the City of Russell, Bartlett & West, December 2014*), Russell's estimated future demand for water is 2,748 acre-feet per year, which would appear to be well within the capacity of the City's existing 5,814 acre-feet of water rights. However, the City's two water sources are over appropriated and not physically capable of meeting that demand, so the Kansas Division of Water Resources limits Russell to taking only 1,840 acre-feet each year from those sources. The deficit between need and supply has led to recurring water emergencies in the City of Russell over many years, in spite of stringent conservation measures.

Russell's hopes for a dependable future water supply are invested in a cooperative project with the City of Hays. The project is possible because of a change to Kansas water law established by the 2012 *Kansas Water Transfer Act*, which now allows more than 2,000 acre-feet of water per year to be transported outside a 35-mile radius from the point of diversion.

R9 Ranch The 7,000-acre R9 Ranch (previously called the Circle-K), along with its 8,000 acre-feet of water rights, was purchased by the City of Hays in 1994. The City of Russell bought an 18-percent share of the property from Hays in 1995. In April of 2014 the City of Russell signed a Letter of Intent with the City of Hays to develop the ranch as a long term water source for both cities.

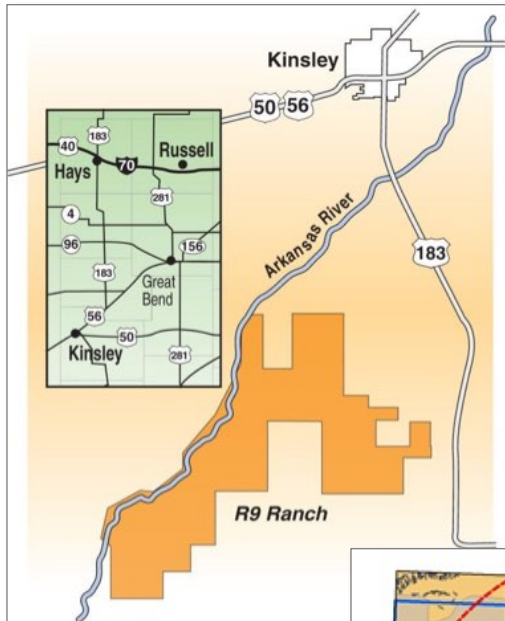
In July 2015, the Cities of Hays and Russell filed a Change-in-use Water Application with the Division of Water Resources. The application requests that the water use be changed from agricultural irrigation to municipal use, that its place of use be changed from Edwards County to the cities of Hays and Russell, that permission to drill a series of water wells on the R9 Ranch property be granted, and that Hays and Russell be permitted the capability of withdrawing as much as 7,500 acre-feet of water annually.

The amount of water lost to evaporation or used by vegetation on site, instead of returning to the aquifer as recharge, accounts for the difference between the 8,000 acre-feet of water rights attached to the ranch and the 7,500 acre-feet of water being requested.

It will take some time for Division of Water Resources staff to review the 1500-page Change-in-use Application, and assuming it is approved, a Transfer Application will then need to be filed, to allow the water to be legally moved in the amounts and for the distance proposed. The entire permitting process, which will include public meetings to allow both supporters and opponents of the project to express their opinions, might easily take several years.

Only after both Applications are approved can the process of actually building the physical infrastructure to transport the water begin. Phase One of the project will include drilling six to eight wells, and building a 20-inch pipeline 65 miles long, to connect the R9 Ranch to an existing Hays water mainline at Schoenchen. Another pipeline will be built from Schoenchen east to Pfeifer, to connect to Russell's existing water system.

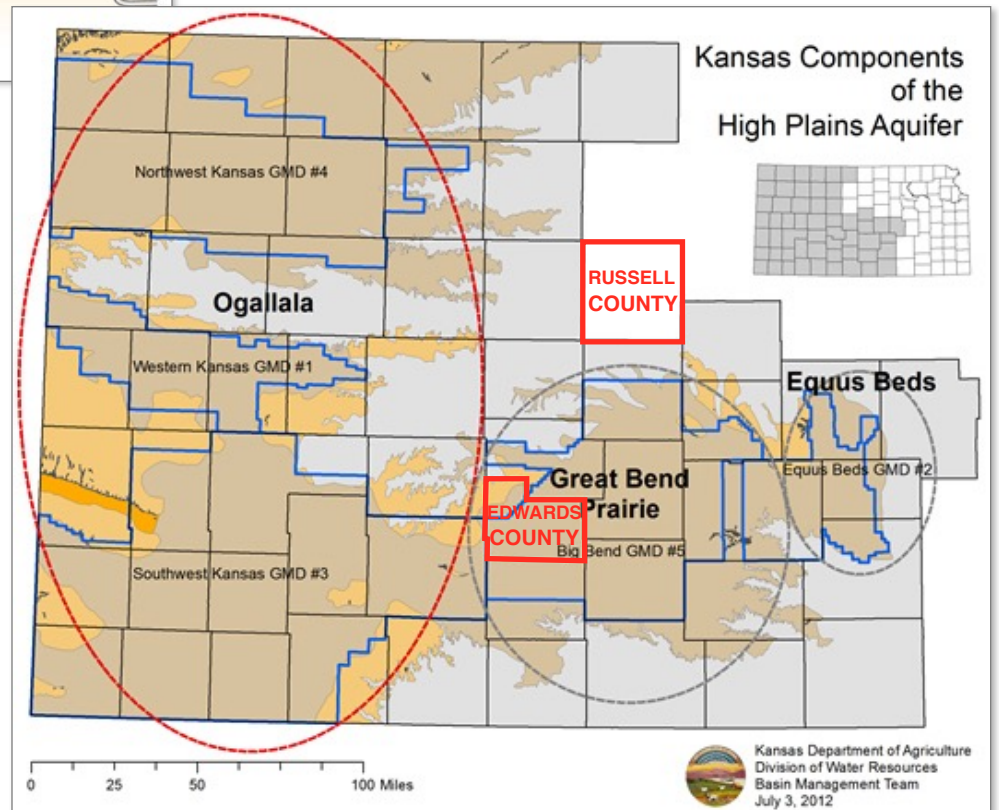
Phase One is expected to cost \$72.9 million, and would produce 1 to 2 million gallons of water each day. Phase Two would drill wells in the western part of the ranch, and yield an additional million gallons of water daily. Phase Three would drill wells in the southwest part of the ranch.



The R9 Ranch is in Edwards County, south of Kinsley, along the banks of the Arkansas River. The whole of Edwards County lies above the Great Bend Prairie Aquifer, and the property also draws water from the Arkansas River alluvium.

The High Plains aquifer system lies in the southern part of the Great Plains, underlying portions of eight states, including Kansas. It is the shallowest and most abundant source of water in the region. In Kansas, the High Plains Aquifer system has three major components: the Ogallala aquifer to the west, the Great Bend Prairie aquifer in the center, and the Equus Beds Aquifer to the east. Russell's future water supply would come from the Great Bend Prairie Aquifer.

The R9 Ranch project will be a monumental challenge, but it is absolutely critical that it be successfully accomplished in order to assure the economic future of both Hays and Russell.

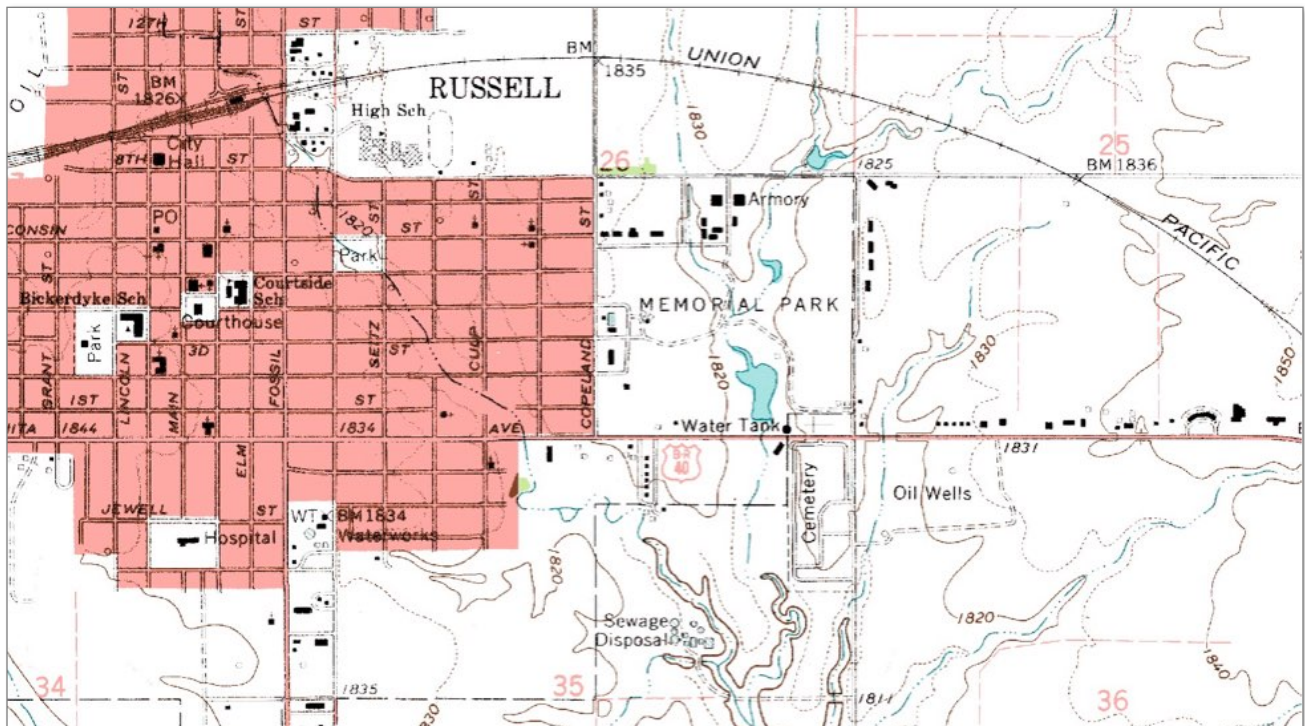


Topography, Drainage & Floodplains

The topography of local landforms, and the drainage patterns that result, significantly impact potential land uses. The location and design of some facilities—such as water towers, sewage treatment plants, stormwater management structures, and cell towers—are powerfully influenced by relative land elevations.

Elevations inside the main part of Russell's city limits range from a high of 1856 feet above mean sea level on the west edge of town near Wichita Avenue, down to 1790 feet in the southeast corner of town. (The Airport is at 1862 feet.) Within the Russell Planning Area, elevations range from nearly 1900 feet to about 1720 feet. In the City itself, as in the Planning Area as a whole, land drains generally to the north in areas north of the railroad tracks, and drains generally to the south in areas south of the railroad tracks.

The bulk of the Planning Area is drained by various branches of Fossil Creek, which flow generally south to the Smoky Hill River, which flows east to Kanapolis Lake and then northeast to Junction City where it merges with the Republican River to form the Kansas River, which in turn flows on to the Missouri River, then to the Mississippi, and eventually on to the Gulf of Mexico. The northern edge, the northwest, and the far eastern portions of the Planning Area are drained by north-flowing tributaries of the Saline River, which flows east through Wilson Lake to eventually join the Smoky Hill River east of Salina.

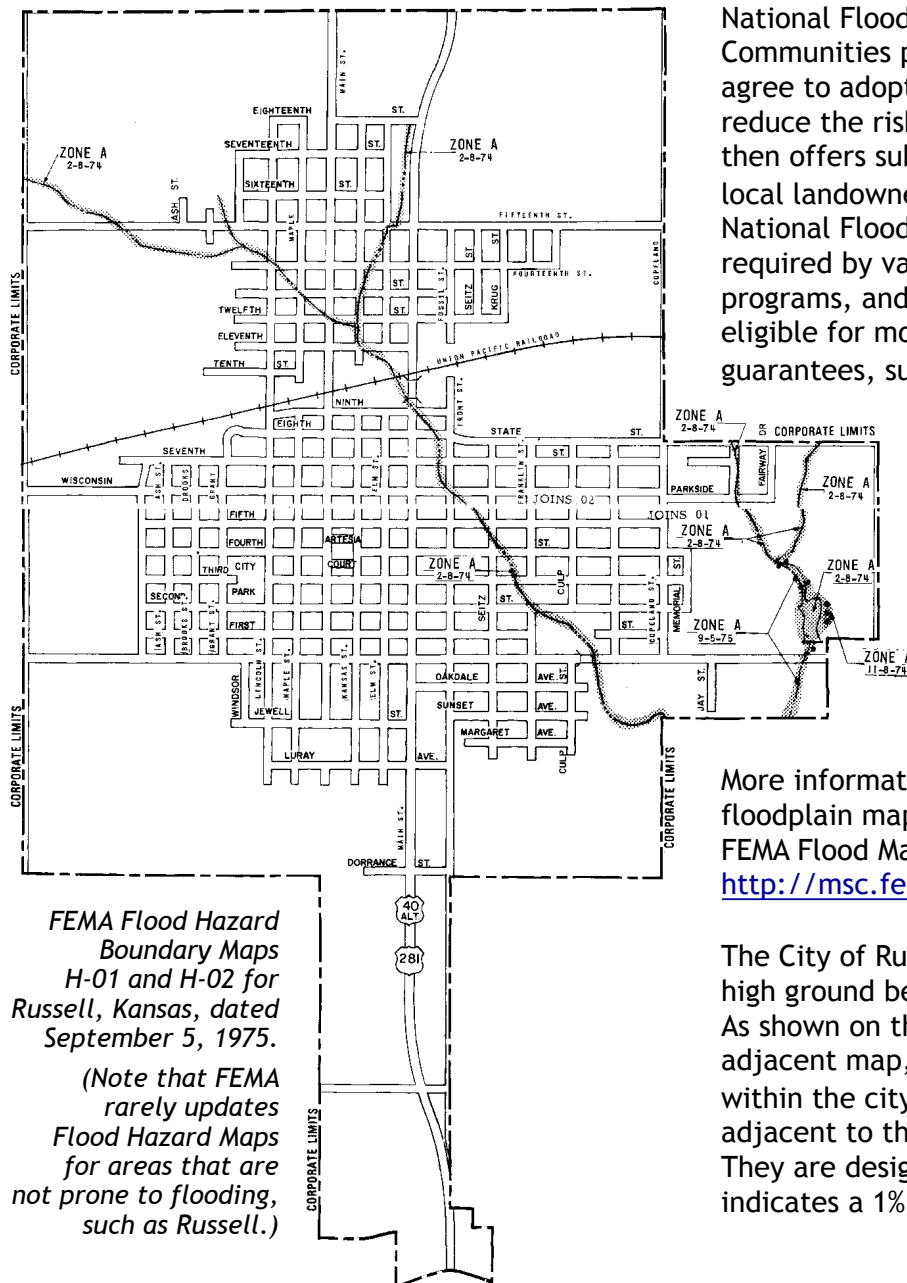


Topographic maps from the U.S. Geological Survey are available for viewing or download from the TopoQuest website at www.topoquest.com. Maps can be searched for by name, and the Planning Area is covered by four maps: Russell, Russell Northwest, Russell Southwest, and Homer.

Floodplains

In the United States, the Federal Emergency Management Agency (FEMA) is responsible for mapping floodplains. Flood Insurance Rate Maps produced and updated by FEMA classify floodplains into various flood hazard areas, based on degree of risk. The three broadest categories of floodplain designation are floodway, 100-year flood zones, and 500-year flood zones. A **floodway** is the channel of a river or stream. Areas designated as **100-year flood zones** have a 1% chance each year of being inundated. Areas designated as **500-year flood zones** have a 0.2% chance each year of being inundated.

Since private insurers are generally unwilling to cover structures in floodplains, Congress created the National Flood Insurance Program (NFIP). Communities participating in the NFIP agree to adopt and enforce ordinances to reduce the risk of flooding, and the NFIP then offers subsidized flood insurance to local landowners. Participation in the National Flood Insurance Program is required by various federal grant programs, and is required in order to be eligible for mortgages backed by federal guarantees, such as VA and FHA loans.



FEMA Flood Hazard Boundary Maps H-01 and H-02 for Russell, Kansas, dated September 5, 1975. (Note that FEMA rarely updates Flood Hazard Maps for areas that are not prone to flooding, such as Russell.)

More information, including floodplain maps, is available from the FEMA Flood Map Service Center at <http://msc.fema.gov/portal>.

The City of Russell is located on the high ground between two drainage basins. As shown on the shaded areas of the adjacent map, the only flood hazard areas within the city limits are immediately adjacent to the Fossil Creek drainage way. They are designated Zone A, which indicates a 1% annual chance of flood.

Community Forest

When individual trees by houses, in parks, and along streets are considered collectively, they form 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, decreasing air and water pollution, diminishing summertime energy use, furnishing wildlife habitat, screening undesirable views, serving as buffers between land uses, and raising property values. Additionally, a well-maintained and well-planned urban forest enhances the community's character, and its quality of life.

Trees in Kansas have come under extraordinary stress in recent years, from ice storms, drought, hot and cold spells ferocious even by Kansas standards, and insect and disease outbreaks, particularly diseases affecting pines and ash trees. In Russell, many mature trees planted during the early years of the City's development are nearing the ends of their lives. To maintain the benefits of a healthy community forest, Russell's public trees will need to be properly managed over the next twenty years and beyond.

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.

Maintaining a healthy community forest over the long-term requires expertise and ongoing efforts by City staff, a commitment by City officials to dedicate necessary resources to the task, and broad public support and understanding of the value of trees to the community's quality of life.

Tree Board To sustain a healthy community forest, leadership and long-term focus on community forestry issues are necessary. Russell's Tree Board is the organization dedicated to providing that leadership. The Board has seven volunteer members, appointed by the Mayor for 3-year terms. Their responsibilities include the development, annual update, and administration of a plan for the care, preservation, pruning, planting, replanting, removal or disposition of trees and shrubs in parks, along streets and in other public areas in Russell.

A comprehensive **City Tree Plan** should include an ongoing care and replacement schedule for trees in rights-of-way and on other public properties. The first step would be to conduct a baseline study of Russell's existing trees, establishing their species, size, and condition, as well as identifying locations in need of new trees. Also consider developing a **Street Tree Plan**, to enrich the visual character of the community's main traffic corridors.

Tree City USA Established and managed by the Arbor Day Foundation, this program provides a framework for community forestry management. It requires a city to maintain a tree board or department, have a community tree ordinance, spend at least \$2 per capita on urban forestry annually, and celebrate Arbor Day. Russell has been a Tree City USA community since 1986. More information on the Tree City USA program is available at www.arborday.org.

Shelter Belts

Woodlands in the Russell Planning Area are located primarily along the creeks and major drainage ways, and in a very few shelter belts. The value of shelter belts lies not in their price as timber, but in their environmental significance. They reduce soil erosion, help prevent flooding, improve air and water quality, and serve as a habitat for wildlife. Riparian forests along the banks of streams are a crucial element in protecting surface water and helping to recharge the aquifer—and a sufficient supply of fresh water is critical to the community's long term survival.

Much of the agricultural land around Russell is pasture, and grasses can protect the soil from erosion very well, so long as they are not overgrazed. Wherever the land is plowed, however, shelter belts serve as an essential safeguard against erosion for farming on the prairie.

Consider working with the County and the Kansas Forest Service to encourage the development of more shelter belts in the Russell Planning Area. They are critically important to the long-term health of the soil and water on which much of the Russell area economy depends.



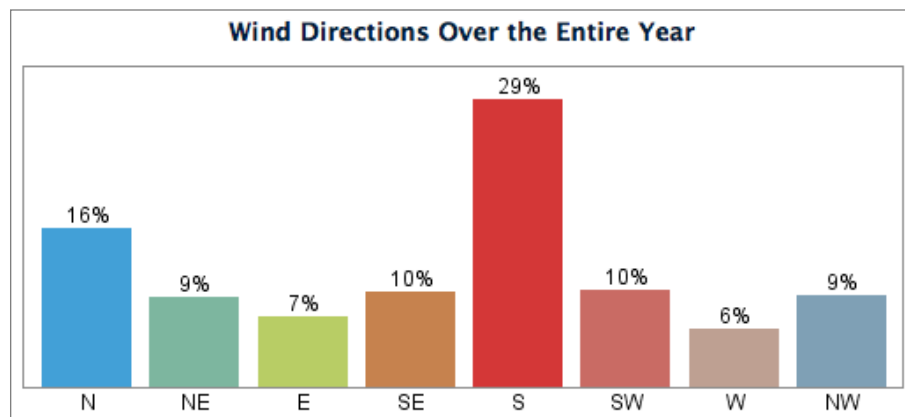
For information on programs and funding opportunities that can help improve your community forest, see the Kansas Forest Service website at www.kansasforests.org.

Major Constructed Features

Large physical features constructed by people also influence development patterns. For example, transportation routes typically stimulate development, particularly at major intersections. Other facilities, such as wastewater treatment plants or large utilities installations, provide services essential to attract residents to a community, yet may repel residential development in their immediate area.

The **Union Pacific Railroad** tracks divide the northern part of Russell from the bulk of the community, but are an essential contributor to the city's success. **Interstate I-70** runs along the southern boundary of the City, and the interchange has a major impact on Russell's economy. The **Russell Municipal Airport** is close enough to provide convenient services to the community, but is far enough east of the rest of the city to avoid any adverse development influence. Land in the immediate vicinity of such major transportation facilities tends to be best used for either agricultural, recreational, commercial, or industrial development, as opposed to housing.

Russell's **Wastewater Treatment Plant** is southeast of the bulk of the City's developed area. There is also an **Ethanol Plant** to the northeast of the city. Potential residential development downwind of such facilities can be problematic. Prevailing winds in Russell are from the south, however more than two thirds of the time winds come from various other directions. This would indicate that residential development should be discouraged in areas near these facilities in all directions, but especially to the north.



Russell Wind Directions chart from WeatherSpark.com

Fossil Lake was created when Fossil Creek was dammed as a Works Progress Administration project during the 1930s Great Depression. Although it is outside Russell's current city limits, the Lake is already a focus for high-end residential development, which should continue to be encouraged.

CHAPTER 5. Population

Understanding the demographic, physical, social and economic characteristics of people in the Russell Planning Area helps community leaders develop planning policies to effectively meet residents' needs.

Census Data

The U.S. Census is taken only once every ten years, and there has been a recognized need for more frequently updated information. Beginning with the 2010 Census, the U.S. Census Bureau simplified the information collected by the Census, and began utilizing the *American Community Survey (ACS)* to gather more detailed social and economic information on a more frequent basis.

Also administered by the Census Bureau, the ACS is sent to about 250,000 American households each month, so that data collection is ongoing. The *Survey* can therefore produce much more current socioeconomic data, providing updated information annually to larger cities, and once every three years to smaller communities. Though more current, the ACS is based on a much smaller sample size, so if at any point there is a discrepancy between the two sources, information from the Census is regarded as the official data.

Census information in this chapter, as well as in Chapter 6 / Housing and Chapter 7 / Economy, originates from both the most recently available ACS, and from the 2010 and earlier censuses. The source of data sets will be noted.

Census information is available in more detail from the U.S. Census Bureau FactFinder website at <http://factfinder2.census.gov>, where typing in the name of a place brings up the available data sets for that location. More detailed Kansas information, including historical demographic data, is available from the *University of Kansas Institute for Policy & Social Research*, at www.ipsr.ku.edu/ksdata.

Census Definitions

The Census Bureau utilizes precise definitions of terms, some of which vary from standard usage. Understanding the Census definitions of the following terms will help clarify understanding of the data in these chapters.

Family / Household: A *family* consists of two or more related people residing in the same housing unit. A *household* consists of all people who occupy a housing unit regardless of relationship, and may refer to a person living alone.

Median / Mean: A *median* is the middle number in a distribution of numbers, such that there is an equal probability of being above it or below it. A *mean* is generally understood as the "average" of a set of numbers, calculated by adding all the numbers in a set and then dividing by the total number of numbers. While a mean may be skewed by a single out-of-the-norm number in the set, a median typically gives a fairly accurate picture of "normal".

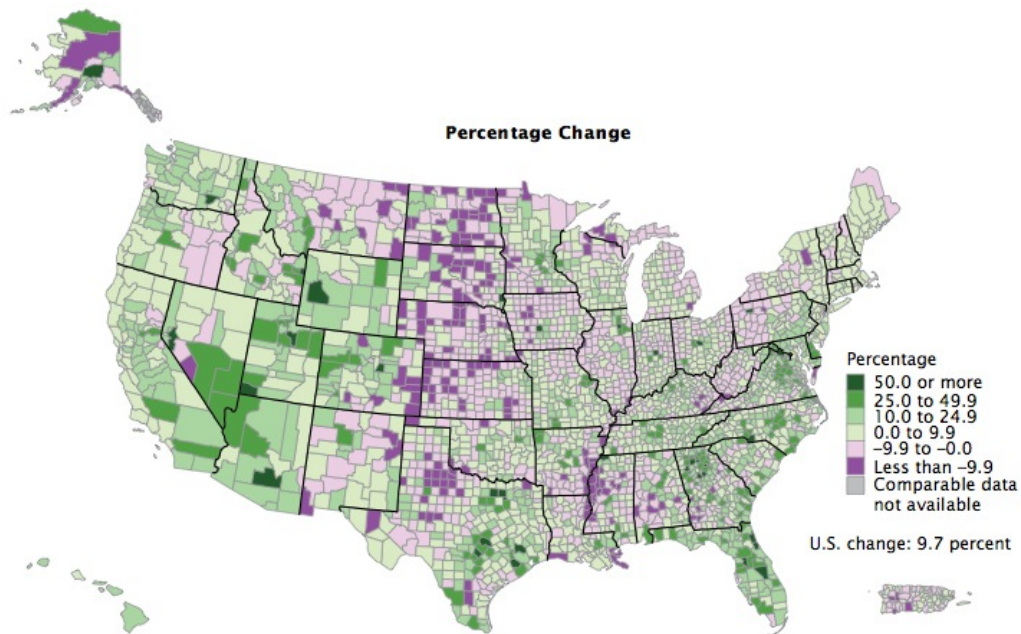
Historical Population Trends

After the American population boom in the post-World War II era, rates of growth became more stable during the fifty years from 1960 to 2010. As detailed in the following table, the population of the United States has been growing by an average of about 11.5% per decade for the last fifty years, while Kansas has been growing by about 5.6%. During that same time frame, Russell County's population has been decreasing by an average of 9.2% per decade. Such a decrease is not unusual for rural counties in America's heartland.

Census	U.S.		Kansas		Russell County	
	Population	% Change	Population	% Change	Population	% Change
1950	151,325,798		1,905,299		13,406	
1960	179,323,175	18.5%	2,178,611	14.3%	11,348	-15.4%
1970	203,211,926	13.3%	2,246,578	3.1%	9,428	-16.9%
1980	226,545,805	11.5%	2,363,679	5.2%	8,868	-5.9%
1990	248,709,873	9.8%	2,477,574	4.8%	7,835	-11.6%
2000	281,421,906	13.2%	2,688,418	8.5%	7,370	-5.9%
2010	308,745,538	9.7%	2,853,118	6.1%	6,970	-5.4%

National Population Trends

Recent national population trends show some states and counties losing population, as people move from rural areas to cities, and from the northeast and midwest to the south and west. This map shows the percentage of population change between 2000 and 2010, for each county in the country. Green shades indicate growth; purple shades indicate population loss; the darker the color, the more intense the change.

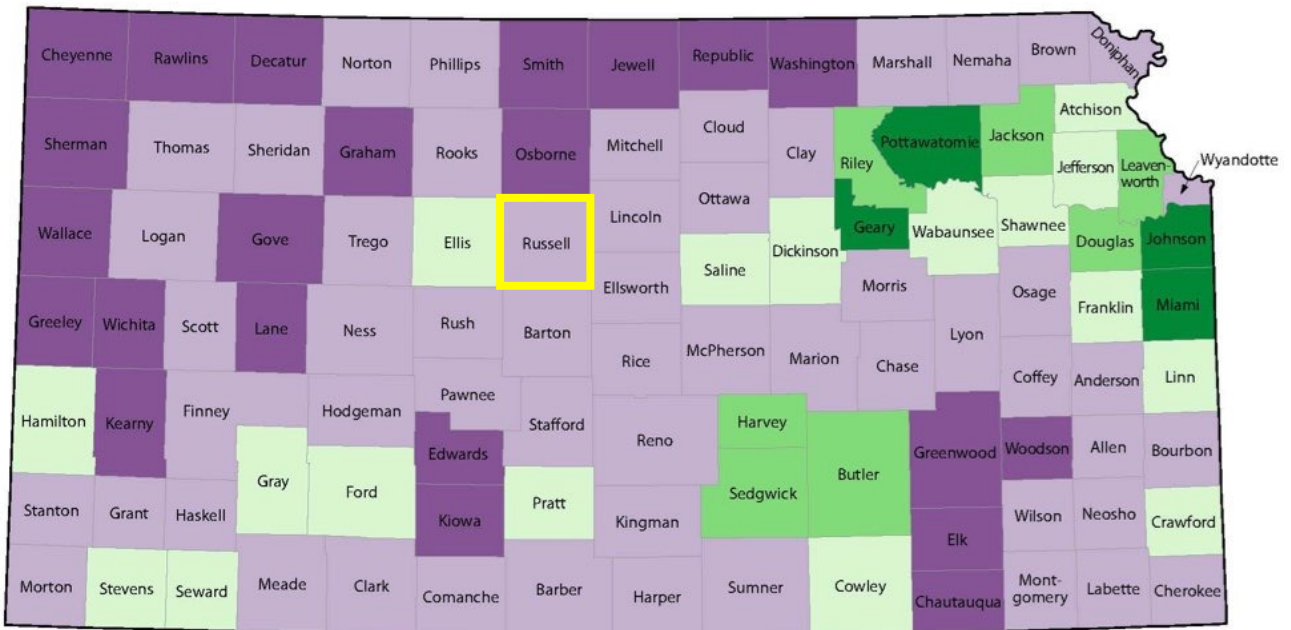


Source: U.S. Census Bureau, 2010 Census and Census 2000.

Kansas Population Trends

A similar map for the state of Kansas shows that most population growth in the last decade has taken place in the northeast part of the state (around Kansas City, Topeka, and the university towns of Lawrence and Manhattan), and around Wichita. Most rural Kansas counties are experiencing ongoing population loss. Between 2000 and 2010, Russell County's population decreased by 5.4%.

KANSAS - 2010 Census Results
 Percent Change in Population by County: 2000 to 2010



Percent Change
 15.0 to 23.0
 5.0 to 14.9
 0.0 to 4.9
 -10.0 to -0.1
 -22.1 to -10.1
 Percent Change for State: 6.1%

Source: U.S. Census Bureau, Census 2000 and 2010 Census Redistricting Data Summary File
 For more information visit www.census.gov.

As a rural midwestern city, Russell faces the challenge of countering these national and regional trends.

Russell's Population History

Russell					
Census	Population	% Change	Census	Population	% Change
1910	1,692	—	1970	5,371	-12.1%
1920	1,700	0.5%	1980	5,427	1.0%
1930	2,352	38.4%	1990	4,783	-11.9%
1940	4,819	104.9%	2000	4,696	-1.8%
1950	6,483	34.5%	2010	4,506	-4.0%
1960	6,113	-5.7%			

The population of the City of Russell grew substantially from the 1920s through the 1940s, primarily due to the oil boom; during the 1930s, Russell's population more than doubled in a decade. By the 1950's, however, population loss became the norm. Since that time, only one decade showed population growth – an increase of 1.0% in the 1970s. Between 2000 and 2010, Russell's population decreased by 4.0%.

Population Data – U.S. Census Bureau

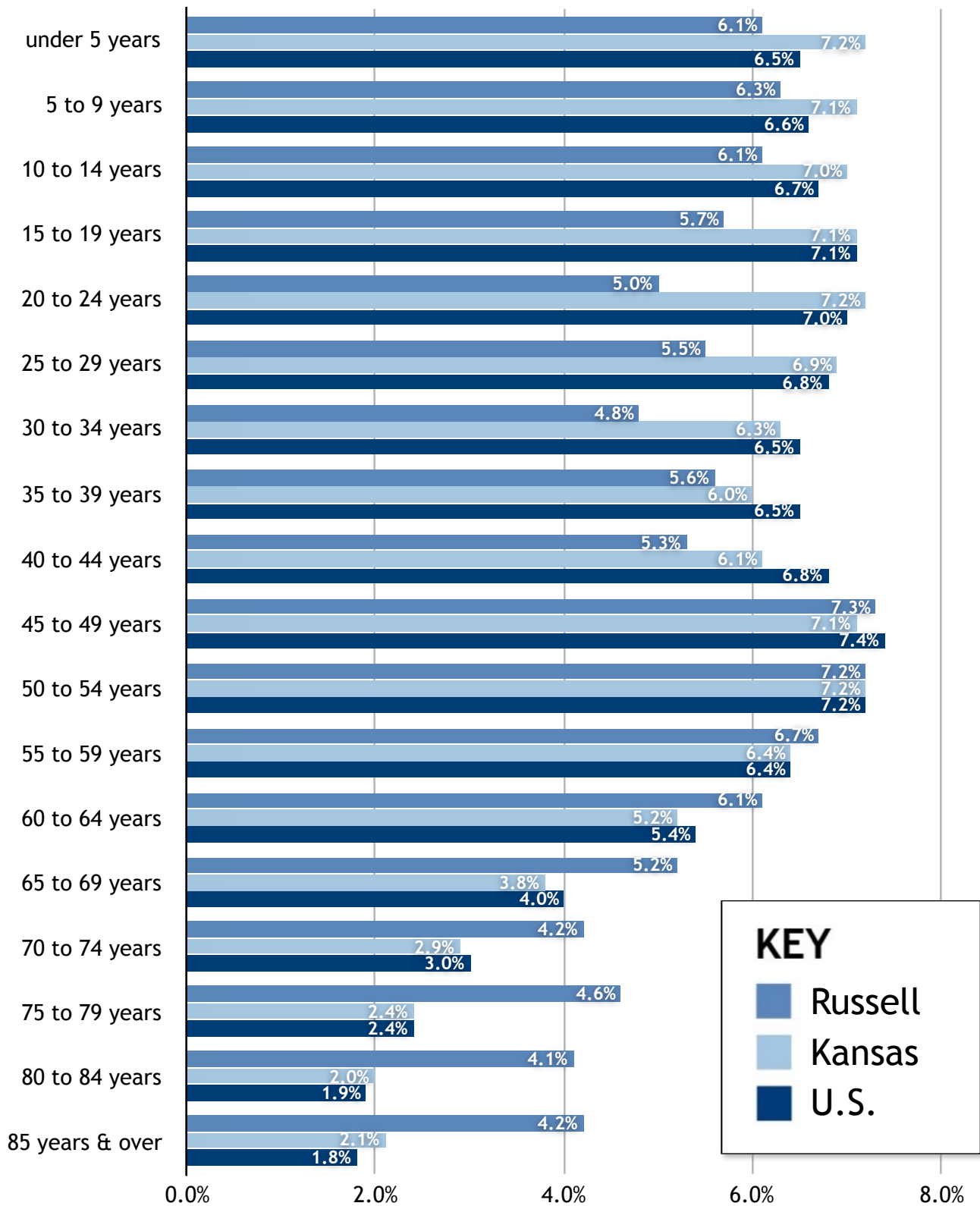
In this section, information from the 2010 Census will be used to discuss Russell's population growth, age distribution, and household and family characteristics. Information from the *2009-2013 American Community Survey 5-Year Estimates* will be used to discuss citizenship, veterans status, ancestry, race, marital status, and educational attainment.

POPULATION DATA FROM THE 2000 & 2010 CENSUS

	Russell			Russell County		
	2000	2010	Change	2000	2010	Change
Total Population	4,696	4,506	-4.0%	7,370	6,970	-5.4%
Median Age (in years)	42.8	44.6	1.8	44.1	46.5	2.4
% Male	47.6%	51.0%	3.4%	48.1%	49.4%	1.3%
% Female	52.4%	49.0%	-3.4%	51.9%	50.6%	-1.3%

According to the U.S. Census, Russell's total population decreased between 2000 and 2010 by 4.0%, a rate which was somewhat better than that of Russell County (-5.4%). Between 2000 and 2010, the population of Kansas increased by 6.1%, and the population in the nation increased by 9.7%.

2010 Census—Population by Age



Population by Age / Age Distribution The chart on the previous page shows the percentage of each age category for Russell residents, compared to figures for Kansas and the United States. Russell's population shows a lower percentage of young adults, and a much higher percentage of seniors, than the state or the nation.

Households & Families in Russell		
Family Households	1,216	59.6%
<i>Husband & Wife (no children in household)</i>	628	30.8%
<i>Husband & Wife with own Child(ren) under 18 years</i>	302	14.8%
<i>Male with own Child(ren) under 18 years</i>	68	3.3%
<i>Female with own Child(ren) under 18 years</i>	130	6.4%
<i>Male householder with other relatives</i>	28	1.4%
<i>Female householder with other relatives</i>	60	2.9%
Non-Family Households	825	40.4%
<i>Male living alone (under 65 years)</i>	231	11.3%
<i>Male living alone (65 years and over)</i>	90	4.4%
<i>Female living alone (under 65 years)</i>	162	7.9%
<i>Female living alone (65 years and over)</i>	260	12.7%
<i>Other non-family households</i>	82	4.0%
TOTAL HOUSEHOLDS	2,041	100.0%

- **Households & Families** Out of 2041 total households in Russell in 2010, 1216 (59.6%) were family households, and 825 (40.4%) were non-family households. Between 2000 and 2010, the number of family households in Russell decreased from 1250 to 1216 (-2.7%), and the number of non-family households increased from 807 to 825 (2.2%). The total number of households in Russell decreased from 2057 to 2041 (-0.8%).
- **Household & Family Size** As counted by the 2010 Census, the average household in Russell had **2.16 people**, and the average family had **2.79 people**. Between 2000 and 2010, the average household size changed from 2.20 to 2.16 persons per household, a decrease of 1.8%; the average family size changed from 2.82 to 2.79 persons per household, a decrease of 1.1%. **More than a third (36.4%) of households in Russell were single-person households; roughly half of those householders were under 65 years of age and about half were 65 years old and older.**
- **Children/Seniors** Out of 2,041 households in Russell, 535 (26.2%) had children under 18 years of age in the household, and 696 (34.1%) had individuals 65 years of age or older in the household.
- **Families with Children** As counted by the 2010 Census, there were 500 family households in Russell with children of their own under 18 years of age in the household (24.5% of all households). Of those 500 households, 302 (60.4%) were headed by a married couple, 68 (13.6%) were headed by single fathers, and 130 (26.0%) were headed by single mothers.

POPULATION DATA FROM THE AMERICAN COMMUNITY SURVEY

Information in this section originates in the *2009-2013 American Community Survey 5-Year Estimates*, since some social information was not collected in the 2010 Census. There are discrepancies between the two data sets; for instance, the number of households utilized by the *Survey* (2,077) is different than the official 2010 Census figure for number of households (2,041). To maintain consistency within the following data, *Community Survey* numbers are used throughout this section.

- **Citizenship** Out of a total population of 4,534 people in Russell, 4,421 were born in the U.S., and 72 were born either in U.S. territories or to American parents abroad. Out of 41 foreign-born residents in Russell, none are naturalized U.S. citizens; all 41 are citizens of other nations.
- **Veterans** Of the 3,545 people in Russell who are civilians and 18 years old or older, 388 (10.9%) were military veterans.
- **Ancestry** The percentage of Russell residents indicating various ancestries included German (47.8%), Irish (20.4%), English (14.5%), American (10.2%), Dutch (2.5%), Scottish (2.3%), French (except Basque) (2.0%), Welsh (1.7%), Norwegian (1.6%), Scotch-Irish (1.4%), Polish (0.9%), Italian (0.9%), Russian (0.7%), French Canadian (0.7%), Danish (0.5%), Swedish (0.4%), and Czech (0.2%).
- **Language** Of the 4,227 people in Russell who are 5 years old or older, 4,053 (95.9%) speak only English at home; 39 (0.9%) speak Spanish at home, but are fluent in English; 135 (3.2%) speak other Indo-European languages than Spanish at home, and of those, 43 (1.0%) speak English less than "very well".
- **Race** Racially, Russell is very homogenous: 96.0% white, 2.3% multi-racial, 1.0% Black, and 0.7% American Indian and Alaska Native. Only 1.9% of Russell's population is Hispanic, of which 1.9% is Mexican, and 0.1% is Cuban.
- **Disability** Of the total civilian non-institutionalized population in Russell (4,433 individuals), 755 (17.0%) have a disability. Of those 755 with a disability, 35 are under 18 years old, 306 are between the ages of 18 to 64 years, and 414 are 65 years of age or older.

Russell Marital Status	Males (15 and over)		Females (15 and over)		All (15 and over)	
Never Married	496	27.0%	306	16.1%	802	21.5%
Married (not separated)	1,041	56.7%	978	51.4%	2,019	54.0%
Separated	14	0.8%	33	1.7%	47	1.3%
Widowed	76	4.1%	259	13.6%	335	9.0%
Divorced	208	11.3%	325	17.1%	533	14.3%
Total	1,835	100.0%	1,901	100.0%	3,736	100.0%

Never Married Of people in Russell 15 or older, **21.5% have never married**. Nationally, nearly one third of American adults have never married. The proportion of Americans who have never married has been increasing across all age categories in recent decades. This trend has significant planning implications for both housing needs and social services.

Russell Educational Attainment (25 years old and over)		
Less than 9th grade	85	2.7%
9th to 12th grade, no diploma	267	8.4%
High school graduate (including equivalency)	1,080	34.0%
Some college, no degree	778	24.5%
Associate's degree	286	9.0%
Bachelor's degree	344	10.8%
Graduate or professional degree	333	10.5%
Total	3,173	100.0%

Of people in Russell 25 years old or older, **88.9% had a high school degree or higher**, compared to 89.8% in Kansas and 80.4% nationally. Of people in Russell 25 years old or older, **21.3% had a bachelor's degree or higher**, compared to 25.8% for Kansas and 24.4% nationally.

Planning Area Population Estimates

The U.S. Census does not provide population data sorted by "Planning Area", so other means are used to arrive at a reasonable estimate of the Planning Area population.

Household Size The Land Use Survey in August 2015 counted 64 **housing units** in the Russell Planning Area, outside of the City. According to the 2010 Census, the average household size in Russell was **2.16 people per household**. Multiplying yields a rough estimate of about **138 persons** in the Planning Area.

Family Size If most of the 64 rural housing units contain families, as seems likely, then making an estimate based on the average family size in Russell in 2010 (**2.79 people per family**) yields a rough estimate of about **179 persons** in the Planning Area.

Depending on which estimate is used, the Planning Area population outside the City ranges from 138 to 179 persons, with an average of **158 people estimated in 2010 in the Planning Area, outside of the City**. The 2010 population for the City of Russell was 4,506 people, for an estimated total of **4,664 people in the entire Planning Area, including the City, as of 2010**.

These estimates indicate that the population in the Planning Area outside the City is approximately **3.5%** of the City's population.

CHAPTER 6. Housing

The variety and quality of housing options available in a city strongly influence the quality of life which attracts potential homeowners to the community. A sufficient supply of an assortment of housing types is also an important factor in attracting new businesses and their employees. Elevating the quality of housing in Russell will enhance the quality of life for the entire community, improve its economic development potential, and support the City's growth.

Residential land use covers 26% of Russell's developed urban land, and is the third largest category of land use (after agriculture and transportation) in the Planning Area.

A healthy housing market benefits the local economy in many ways, supporting a wide variety of businesses—including construction, real estate, insurance, banking, building materials, design, and many retailers. Residential properties are also a major source of City tax revenues through property taxes.

A house is usually the largest single investment for a family or individual, and with its surroundings is a source of great influence on household happiness. While a nice house does not guarantee a happy home life, the lack of a suitable residence can certainly detract from a desirable lifestyle. Houses that are difficult to maintain can generate financial concerns and ongoing physical discomfort. Young adults, families with children, singles, couples, and retirees all require housing suited to their particular needs; if it is not available locally, they will often consider moving to another community to find it.

In the mid- to late-2000s, the nation experienced a mortgage crisis which changed lending practices. The ability to qualify for a mortgage can now sometimes be as much of a barrier to buying a home as the cost of housing itself. Many communities, as well as the homebuilding and home financing industries, have reassessed their policies and techniques in order to support the development of affordable housing and starter homes, to help more people qualify to enter the housing market. This responsibility should be assumed by both public and private interests, and planners should bear in mind the social value of the high rates of home ownership which have served American communities so well in the past.

Housing Data – U.S. Census Bureau

This section gives an overall picture of the housing situation in the City of Russell, based primarily on information from the *2009-2013 American Community Survey 5-Year Estimates*. Housing information from the 2010 Census is also included; though very limited, it is the official data on the few points of information which were counted.

Definition of "Housing Units"

The Census count of housing units includes both occupied and vacant buildings. Recreational vehicles and the like are included only if they are occupied as someone's usual place of residence. Vacant mobile homes are included provided they are intended for occupancy on the site where they stand, but if they are on sales lots or in storage yards they are not counted as housing units. The Census does not include nursing homes, hospitals, or dormitories in their count of housing units; such buildings are defined as "Group Quarters", and are counted separately.

HOUSING DATA FROM THE *AMERICAN COMMUNITY SURVEY*

The 2010 Census did not collect detailed housing information, which was instead acquired through the Census Bureau's *American Community Survey*. The *Survey* is sent to about 250,000 households each month, rather than once per decade like the Census, so data collection is ongoing and produces much more current socioeconomic information.

However, the *American Community Survey* is based on a much smaller sample size, so if at any point there is a discrepancy between it and the Census, information from the Census is regarded as the official data. For instance, the total number of housing units utilized by the *Survey* (2,345) is different than the official 2010 Census figure for number of housing units (2,393). To maintain consistency within the following data, *Community Survey* numbers are used throughout the rest of this section, unless otherwise noted.

- **Occupancy** Out of 2,345 housing units in Russell, 2,077 (88.6%) were occupied and 268 (11.4%) were vacant. Of the 2,077 occupied units, 1,520 (73.2%) were owner-occupied, and 557 (26.8%) were renter occupied. (For comparison, the percentage of owner-occupied housing units in Russell in 2000 was 71.9%.)
- **Household Size** The average household size of owner-occupied units was 2.20 persons. The average household size of renter-occupied units was 1.95 persons.
- **Fuel** Out of 2,077 occupied housing units, 1,722 (82.9%) use utility gas as the house heating fuel, 260 (12.5%) use electricity, 42 (2.0%) use wood, 26 (1.3%) use bottled or tank gas, and 27 (1.3%) use no fuel.

Housing Types	Number	Percentage
Single, detached	2,032	86.7%
2 units (duplex)	24	1.0%
3 or 4 units	62	2.6%
5 to 9 units	60	2.6%
10 to 19 units	16	0.7%
20 or more units	93	4.0%
Mobile Home	58	2.5%
TOTAL HOUSING UNITS	2,345	100.0%

Housing Types Well over four out of five housing units in Russell are single-family detached homes.

Mobile Homes The number of manufactured and mobile homes (58) noted in the *2009-2013 American Community Survey 5-Year Estimates* considerably exceeds the number counted in Russell (17) during the Existing Land Survey conducted in August of 2015. Code changes and code enforcement efforts by the City during the early 2000s likely account for the reduction in numbers of manufactured and mobile homes in the City.

Age of Housing Units	Number	Percentage
Built 1939 or earlier	742	31.6%
Built in 1940's	417	17.8%
Built in 1950's	306	13.0%
Built in 1960's	180	7.7%
Built in 1970's	464	19.8%
Built in 1980's	137	5.8%
Built in 1990's	34	1.4%
Built in 2000's	65	2.8%
Built 2010 or later	0	0.0%
TOTAL HOUSING UNITS	2,345	100.0%

Age of Housing Units

Nearly one third (31.6%) of Russell's houses are over 75 years old, and 62.4% are more than 50 years old. While these older homes help give the community continuity and character, they can have a blighting effect if not well-maintained.

Like most places in America, the City experienced a housing boom in the late 1940s and the 1950s, and another in the 1970s.

Nationally, the housing bubble of the early 2000s burst in 2006, and residential construction declined severely. Housing starts after that did not begin their slow recovery until 2009, and by 2014 were still less than half of their 2005 levels. Housing construction in Russell reflects the national decline during those years.

Year Householder Moved into Housing Unit		
Moved in	number	percent
1969 or earlier	180	8.7%
1970 to 1979	125	6.0%
1980 to 1989	156	7.5%
1990 to 1999	394	19.0%
2000 to 2009	975	46.9%
2010 or later	247	11.9%
TOTALS	2,077	100%

Years of Occupancy

Of Russell's 2,077 occupied housing units, 59% have residents who moved in within the last fifteen years. About 22% of Russell's occupied housing units have residents who have lived there for more than twenty-five years.

Bedrooms per Housing Unit		
Bedrooms	number	percent
1	255	10.9%
2	763	32.5%
3	842	35.9%
4	348	14.8%
5 or more	137	5.8%
TOTALS	2,345	100%

Bedrooms

Of the 2,345 housing units in Russell, 44% are 1- or 2-bedroom homes. Many of these support the growing numbers of one- or two-person households which are now the typical American household.

The real estate industry uses the number of bedrooms per house as a key factor in marketing homes. In recent decades, a 3-bedroom house has been considered the standard starter home for a typical family; 36% of Russell's housing stock falls within this category. About 21% of Russell's houses have 4 or more-bedrooms.

- **Total Rooms** The median number of *total* rooms per housing unit in Russell is 5.9 rooms.

Value of Owner-occupied Housing Units	Number	Percentage
Less than \$50,000	525	34.5%
\$50,000 to \$99,999	546	35.9%
\$100,000 to \$149,999	327	21.5%
\$150,000 to \$199,999	85	5.6%
\$200,000 to \$299,999	20	1.3%
\$300,000 to \$499,999	17	1.1%
TOTAL OWNER-OCCUPIED HOUSING UNITS	1,520	100.0%

Value Over one third (34.5%) of Russell's owner-occupied housing units are valued at less than \$50,000. The majority (57.4%) are between \$50,000 and \$150,000 in value. A total of 8.0% are valued at more than \$150,000.

- **Median Value** The median value of owner-occupied housing units in Russell was \$63,600.

Selected Monthly Owner Costs— Housing Units WITH a Mortgage		
	number	percent
\$300 to \$499	130	14.6%
\$500 to \$699	136	15.3%
\$700 to \$999	280	31.5%
\$1000 to \$1499	217	24.4%
\$1500 to \$1999	126	14.2%
TOTALS	889	100%

Housing Costs The cost of owning a house varies significantly between those paying a mortgage, and those who do not have a mortgage to pay.

- **Mortgages** Out of the 1,520 owner-occupied units in Russell, 889 (58.5%) had a mortgage, and 631 (41.5%) did not.
- **Monthly Cost** The median monthly owner cost for housing units with a mortgage was \$928, and for housing units without a mortgage was \$367.

Selected Monthly Owner Costs— Housing Units WITHOUT a Mortgage		
	number	percent
less than \$100	31	4.9%
\$100 to \$199	109	17.3%
\$200 to \$299	117	18.5%
\$300 to \$399	89	14.1%
\$400 or more	285	45.2%
TOTALS	631	100%

Selected Monthly Owner Costs as a Percentage of Household Income				
Percentage of Income	Housing Units WITH a Mortgage		Housing Units WITHOUT a Mortgage	
	number	percent	number	percent
less than 10%	—	—	191	30.3%
10 to 14.9%	—	—	107	17.0%
15 to 19.9%	—	—	116	18.4%
less than 20%	454	51.1%	—	—
20% to 24.9%	206	23.2%	54	8.6%
25% to 29.9%	60	6.7%	73	11.6%
30% to 34.9%	84	9.4%	10	1.6%
35% or more	85	9.6%	80	12.7%
TOTALS	889	100%	631	100%

Housing Costs as a Percent of Income Of those *with* a mortgage, nearly three quarters paid less than 25% of their household income per month in owner costs. Of those *without* a mortgage, nearly half paid less than 15% of their household income per month in owner costs. The 14.3% of people without a mortgage who are still paying more than 30% of their income in housing costs are likely people with a very low household income, such as elderly people on a fixed income.

Gross Rent in Occupied Units	Number	Percentage
Less than \$200	8	1.6%
\$200 to \$299	16	3.1%
\$300 to \$499	129	25.1%
\$500 to \$749	204	39.8%
\$750 to \$999	81	15.8%
\$1,000 to \$1,499	33	6.4%
\$1,500 or more	42	8.2%
TOTAL OCCUPIED RENTAL UNITS	513	100.0%

Rental Rates An additional 44 nominal rental units in Russell were occupied, but the residents paid no rent. Over three quarters of Russell's rental units (80.7%) are rented for between \$300 and \$999 per month.

- **Median Rent** The median rent of occupied rental units in Russell for which rent was paid was \$664 per month.

Gross Rent as a Percentage of Household Income		
Percentage of Income	Households	
	number	percent
less than 15%	25	4.9%
15% to 19.9%	0	0.0%
20% to 24.9%	48	9.4%
25% to 29.9%	146	28.5%
30% to 34.9%	0	0.0%
35% or more	294	57.3%
TOTALS	513	100.0%
not computed	44	

Rental Costs as a Percent of Income Of those renting housing units in Russell, more than a quarter paid between 25% and 30% of their household income per month in housing costs. About 14.3% paid less than a quarter of their household income for rent. The 57.3% of people who are paying more than 35% of their income on rent are likely people with a very low household income, such as low wage workers or elderly people on a fixed income.

HOUSING DATA FROM THE 2010 CENSUS

The data on housing that was collected by the 2010 Census is very limited, but it takes precedence over the far more extensive and detailed data collected from the *2009-2013 American Community Survey 5-Year Estimates*. Where the information under this heading disagrees with that previously described in this chapter, the following numbers are considered to be the official data.

- Of the 3,910 total housing units in Russell, 3,173 (81.2%) were occupied, and 737 (18.8%) were vacant.
- Of the 3,173 occupied housing units in Russell, 2,346 (73.9%) were owner-occupied, and 827 (26.1%) were renter-occupied.
- Of the 3,173 households in Russell, 1,958 (61.7%) were families, and 1,215 (38.3%) were non-family households.
- The average household size in Russell changed from 2.20 people per household in 2000 to 2.17 people per household in 2010, a decrease of 1.4%. The average family size in Russell changed from 2.82 people per family household in 2000 to 2.75 people per family household in 2010, a decrease of 2.5%. This reflects a nationwide trend toward smaller-sized households, which means that a given population requires more housing units to meet demand.
- The average household size of an owner-occupied housing unit in Russell is 2.22 people. The average household size of a renter-occupied housing unit in Russell is 2.02 people.
- The homeowner vacancy rate in Russell in 2010 was 1.7%. The rental vacancy rate in Russell in 2010 was 11.1%.

Study: *Housing in Russell, Kansas*

In 2014, consultants *RDG Planning & Design* completed a housing study for the City of Russell. This report analyzes demographic trends influencing housing in Russell; assesses the types and conditions of Russell's existing housing stock, summarizes housing conditions on a neighborhood level, and specifies areas for targeted housing strategies; identifies existing and potential imbalances in the local housing market, and determines future housing demands in Russell; and identifies resources and challenges affecting local housing policy, defines strategic goals for the community's housing, and proposes programs and policies designed to meet Russell's housing goals.

Because housing issues are a major planning influence in Russell, this report should be studied in depth by community decision-makers. Some highlights of the study, of particular interest from a planning perspective, are noted below.

- The local market will generate a **demand for nearly 80 housing units** in the decade between 2015 and 2025.
- **Diverse Housing Stock Essential for Economic Growth** A diverse housing supply is an essential factor for economic growth. Entry level workers require lower cost housing, mid-level homes support workforce members, and higher value homes are necessary to attract and retain manager and executive level positions.
- **Develop Housing Suitable for Residents' Varied Needs** Lack of appropriate housing options may be costing Russell potential residents, and driving existing residents to search for needed housing in other communities. This is a particular issue for families with teenagers needing more room, empty nesters eager to downsize, and seniors wanting low maintenance homes.
- **Acute Need for Higher-end Houses** Upper income households in Russell, particularly those making between \$100,000 and \$150,000 annually, face the most acute shortage of suitable housing. As a result, these homeowners continue to occupy residences that would otherwise be available and affordable for middle income households looking to move up to a larger or higher-quality home.
- **Need for Rentals** Since very few rental units have been constructed in Russell in recent years, a high percentage of new rental development is needed to compensate for previous shortfalls. High quality rental housing suitable for young professionals is particularly needed, to help prevent them from moving away and establishing roots elsewhere. New rental development should also include workforce housing, housing for young and growing families, and housing for independent seniors.
- **Need for Multi-residence Units** The development of more condominium townhomes or patio homes that offer a reduced-maintenance lifestyle would attract entry-level buyers, downsizing empty nesters, and active seniors — particularly if designed with residential ambience, and incorporated into walkable neighborhoods.
- **Rehabilitate Existing Houses** Russell has a significant number of houses that are ripe for rehab, and the community's need for lower value housing will probably be largely met by rehabilitating suitable existing houses. Local homeowners should be encouraged to invest in renovating older homes, and local entrepreneurs should be encouraged to seize the opportunity to start home rehabilitation businesses.

Housing Condition Survey

As part of the housing study, a housing condition survey was conducted by RDG in February of 2013. The condition of every house in Russell was categorized as either Excellent, Good, Fair, Poor, or Dilapidated.

- Excellent: No maintenance needs evident
- Good: Having only one or two minor, non-structural deficiencies
- Fair: Structurally sound, but with three or more minor, non-structural deficiencies
- Poor: Major rehab needed for non-structural, or possibly one structural deficiency
- Dilapidated: Deteriorated beyond saving, with noted structural deficiencies

The survey found that 12.6% of the city's housing stock was in poor or dilapidated condition; of those homes, 71% were over 70 years old (built before 1945). Looked at from another perspective, of the houses in Russell that were built before 1945 (70 years old or older), 21.0% were categorized in either Poor (18.7%) or Dilapidated (2.3%) condition. However, 79% of these older homes are in either Excellent (0.3%), Good (22.5%), or Fair (56.2%) condition. The majority of the city's older homes are being well maintained, and are a continuing asset to the community's housing stock.

Problem homes in Russell are not confined to a few run-down neighborhoods, but rather are dispersed throughout the community. A targeted program to remove dilapidated houses would have a major impact on the value of neighboring properties. Promote infill development on the resulting vacant lots, on parcels already served by existing infrastructure.

Neighborhood Projects The housing study identified four areas of the city with high concentrations of poor-condition housing and large numbers of vacant lots; these areas would be appropriate for major residential **redevelopment** projects. Five areas of the city, with a mix of homes in good condition and homes in poor condition but worthy of renovation, were identified as suitable for **rehabilitation** efforts.

CHAPTER 7. Economy

In this chapter, economic information from the Census originates primarily in the *2009-2013 American Community Survey 5-Year Estimates*, and applies only to people living *within* the city limits of Russell. Since it does not include data on those living in the Russell Planning Area, the extensive agricultural component of the local economy does not appear proportionately in the data shown.

Additional economic information was collected from residents in Russell and its Planning Area as part of the Community Questionnaire distributed as part of this planning process

Economic Data – U.S. Census Bureau

Income & Earnings

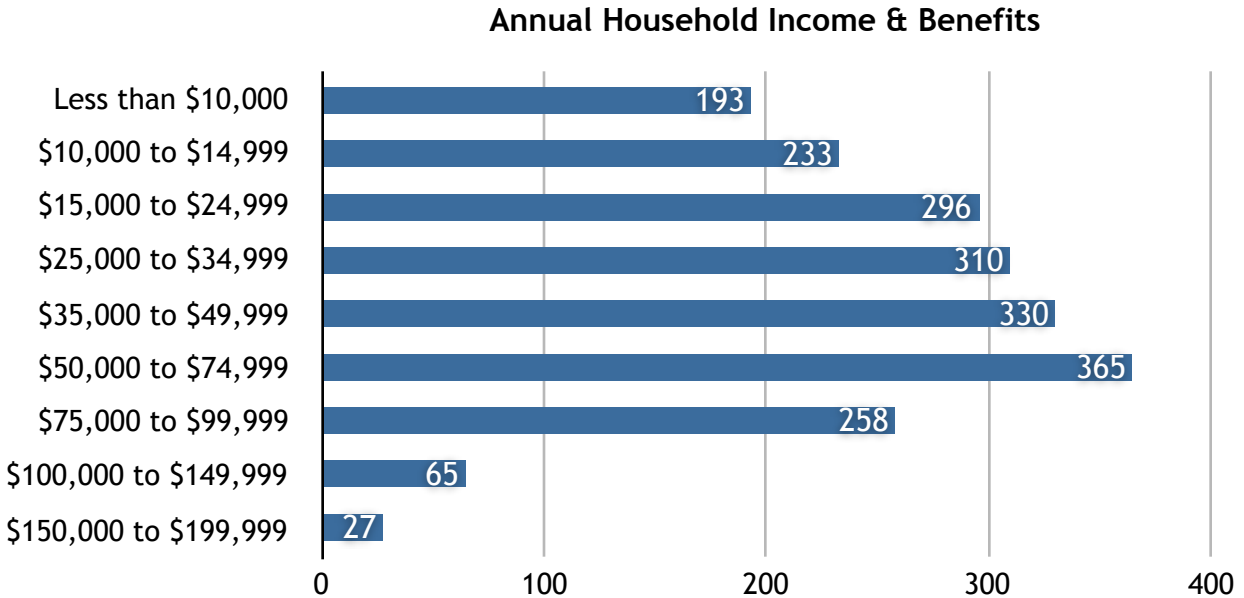
The per capita income figure is a mean, derived by dividing the total income of every person 16 years old and over in a geographic area by the total population in that area. This figure is useful primarily when compared to the same datum for other geographic areas, and should not be construed as an accurate representation of actual income or earnings for a typical Russell resident.

Annual Per Capita Income	
United States	\$28,155
Kansas	\$26,929
Russell County	\$24,683
Russell	\$19,722

Median earnings noted below are for full-time, year-round workers.

	2009-2013 ACS 5-year Estimate			
	Median Earnings		Median Income	
	Males	Females	Household	Family
Russell County	\$37,762	\$25,545	\$37,111	\$48,132
Russell	\$38,861	\$24,016	\$35,301	\$42,120

In the *2009-2013 American Community Survey 5-Year Estimates*, out of 2,077 households in Russell, **annual household income and benefits** were distributed as shown; the bars indicate the number of households in each income range. Incomes are shown in 2013 inflation-adjusted dollars.



Census 2000 to ACS 2009-2013: In the 14 years from 1999 to 2013, per capita income levels for residents in the City of Russell increased by over 25%.

Income Comparisons	Income 1999	Income 2013	Percentage Increase
Per Capita Income	\$15,690	\$19,722	25.7%
Median Household Income	\$26,217	\$35,301	34.6%
Median Family Income	\$37,813	\$42,120	11.4%

Types of Employment

From the *2009-2013 American Community Survey 5-Year Estimates*: Out of a population of 4,534 persons, there were 3,706 people in the City of Russell who were 16 years of age and older. Of those, 2,409 were in the labor force (65.0% of those 16 and up). Of those in the labor force, 7 (0.2%) were in the armed forces, 180 (4.9%) were unemployed, and 2,222 (60.0%) were civilians and employed. The following three tables show data for those 2,222 employed civilians, by occupational category, by the industry in which they were employed, and by the class of worker.

Comprehensive Development Plan for the Russell Area, Kansas: 2016-2036

Occupational Category	Persons	Percentage
Sales and office	684	30.8%
Management, business, science, and arts	564	25.4%
Production, transportation, and material moving	336	15.1%
Service	329	14.8%
Natural resources, construction, and maintenance	309	13.9%

Industry in which Employed	Persons	Percentage
Educational services, and health care and social assistance	619	27.9%
Retail trade	429	19.3%
Agriculture, forestry, fishing and hunting, and mining	219	9.9%
Construction	214	9.6%
Arts, entertainment, and recreation, and accommodation and food services	192	8.6%
Manufacturing	169	7.6%
Professional, scientific, and management, and administrative and waste management services	145	6.5%
Other services, except public administration	68	3.1%
Finance and insurance, and real estate and rental and leasing	57	2.6%
Public administration	45	2.0%
Information	33	1.5%
Transportation and warehousing, and utilities	32	1.4%
Wholesale trade	0	0.0%

Class of Worker	Persons	Percentage
Private wage, salary, and commission workers	1,698	76.4%
Government workers (working for federal, foreign, international, tribal, state or local government)	319	14.4%
Self-employed (in own not incorporated business)	164	7.4%
Unpaid family workers	41	1.8%

Of the 2,222 employed civilians over 16 in the City of Russell in 2013, over a quarter were employed in education, health care, and social services (27.9%). A significant majority (76.4%) were privately employed.

Out of the 3,706 people in the City of Russell who were 16 years of age and older, a total of 1,297 (35.0%) residents were not in the labor force. People in this category are typically retired, students, disabled, or full-time homemakers.

Unemployment

The 2009-2013 American Community Survey 5-Year Estimates defines the labor force as those individuals, 16 years old or older, who are employed or seeking employment.

Employment	Russell		Russell County		Kansas	
	Persons	%	Persons	%	Persons	%
Labor force	2,409		3,668		1,509,187	
Employed / military	7	0.3%	12	0.3%	17,775	1.2%
Employed / civilian	2,222	92.2%	3,428	93.5%	1,387,071	91.9%
Unemployed civilians	180	7.5%	228	6.2%	104,341	7.0%

In a time frame when the U.S. unemployment rate was 9.7%, Russell County (6.2%) was doing considerably better than the nation, and somewhat better than the state as a whole (7.0%). The City of Russell's unemployment rate, at 7.5%, was worse than the county or state, but still better than the national average.

Changes in Poverty Levels

These numbers show the percentages of families and individuals whose income in the previous 12 months was below the poverty level.

Poverty	2000 Census	2009-2013 ACS	Change
Families below poverty level	11.3%	13.9%	2.6%
With related children under 18	18.5%	27.8%	9.3%
With related children under 5	25.3%	35.6%	10.3%
All people below poverty level	14.3%	18.2%	3.9%
Aged 18 years and over	14.0%	15.4%	1.4%
Aged 65 years and over	11.8%	9.2%	-2.6%

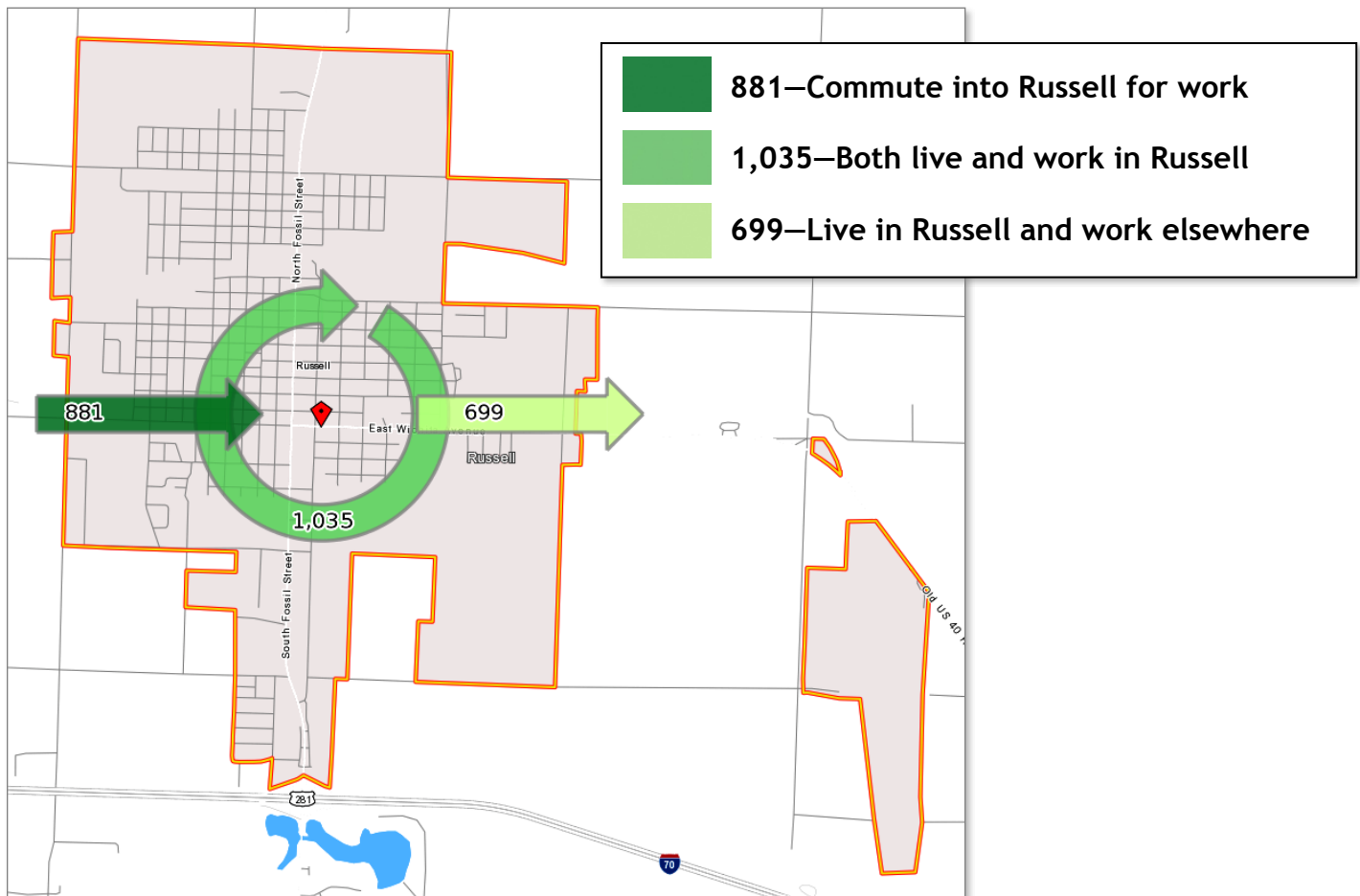
The percentage of families with children (particularly those with pre-school children) that had incomes below the poverty level increased significantly between 2000 and 2013. The percentage of people over 65 years old whose incomes were below the poverty level actually decreased during the same time frame.

Commuting

Workers in Russell, 16 years old or older, commuted to work as shown in the following table. The mean travel time to work for them was 13.2 minutes. The national average commute time was 25.5 minutes, in Kansas it was 19.0 minutes. and in Russell County it was 14.3 minutes.

Commuting in Russell	Persons	Percentage
Drove in car, truck or van—alone	1,795	81.4%
Drove in car, truck or van—carpooled	309	14.0%
Worked at home	79	3.6%
Walked	23	1.0%
Public transportation (excluding taxicab)	0	0.0%
Other means	0	0.0%

Inflow / Outflow Job Counts Based on **2011** Census information, of the 1,916 people employed in Russell, 881 (46.0%) commute into the city from elsewhere. Of the 1,734 employed people *living* in Russell, 699 (40.3%) commute out of the city to work elsewhere. There are 1,035 people who both live and work in Russell.



Local Tax Levies

Property tax rates are expressed in mills, or tax dollars due per one thousand dollars of the assessed valuation of property. Assessed value is substantially lower than market value. Assessments are made and millage is levied in one year for tax payments due in the following year.

2015 Levy	in mills
State of Kansas	1.500
Russell County	70.868
Russell USD 407	50.328
Russell Recreation Commission	3.806
Midwest Extension District #15	1.389
<i>Subtotal</i>	<i>127.891</i>
City of Russell	
General	40.979
Library	4.448
Industrial	0.003
Employee Benefits	12.852
Airport	0.002
Fire Equipment	0.997
<i>Subtotal</i>	<i>59.281</i>
Total 2013 Levy	187.172

This table shows the official 2015 ad valorem tax levies for the City of Russell, as available on the Russell County website at <http://ks-russellco.manatron.com>, under the "About Russell County" tab.

Russell County taxes pay for county government, road and bridge maintenance, ambulance services, health services, senior citizen services, noxious weed control, the County Fair, the 4-H Building, and direct elections, among other purposes.

Cities in Russell County	2015 Total Combined Tax Rate in mills
Bunker Hill	195.263
Luray	193.623
Russell	187.172
Gorham	173.622
Waldo	163.736
Lucas	163.260
Dorrance	163.027
Paradise	162.862

Of the eight incorporated cities in Russell County, the City of Russell had the third highest total combined tax rate.

Economic Data – Community Questionnaire

Tax Rate Perceptions

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked how they would rate the City tax rate and the School District tax rate.

Community Questionnaire – Perception of Tax Rates								
	High		Reasonable		Low		Don't know	
City of Russell tax rate	277	47%	256	44%	2	0%	51	9%
Russell School District tax rate	172	30%	290	50%	8	1%	113	19%

Shopping Patterns of Russell Residents

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents both inside and outside the City were asked where they did most of their shopping for various categories of items.

Community Questionnaire – Shopping Locations								
Shopping Location	RUSSELL		HAYS		ELSEWHERE		INTERNET	
Residents	All	%	All	%	All	%	All	%
Groceries	495	64%	237	31%	37	5%	3	0%
Medicine	491	77%	101	16%	27	4%	15	2%
Hardware	273	46%	268	45%	41	7%	11	2%
Clothing	84	10%	401	50%	189	24%	129	16%
Furniture	250	41%	254	42%	87	14%	14	2%
Appliances	166	27%	375	60%	72	12%	10	2%
Fuel	542	81%	104	15%	26	4%	1	0%
Auto Repair	452	72%	125	20%	52	8%	3	0%
Total Responses	2,753	52%	1,865	35%	531	10%	186	3%

The pattern of local shopping behavior reflects the variety of retail options in Hays, about a half hour's drive away. Overall, over half (52%) of respondents shop in Russell, more than a third (35%) shop in Hays, 10% shop "elsewhere", and only 3% shop on the internet, at least for these categories of items.

When Russell area residents were asked their reasons for shopping elsewhere than in Russell, responses to the 2015 Community Questionnaire indicated that a wider selection of options, better prices, and local unavailability of items are the major reasons noted for shopping elsewhere than in Russell.

Community Questionnaire – Stores & Services Needed			
Store or Service	Number	percent	% of 625
Clothing	368	18.7%	58.9%
Restaurant	326	16.5%	52.2%
Grocery	231	11.7%	37.0%
Dentist	221	11.2%	35.4%
Electronics	175	8.9%	28.0%
Doctor	120	6.1%	19.2%
Appliance	113	5.7%	18.1%
Furniture	88	4.5%	14.1%
Hardware	82	4.2%	13.1%
Auto Repair	69	3.5%	11.0%
Cleaners	50	2.5%	8.0%
Barber Shop	40	2.0%	6.4%
Pharmacy	26	1.3%	4.2%
Motel	23	1.2%	3.7%
Gas Station	21	1.1%	3.4%
Beauty Shop	20	1.0%	3.2%

On the 2015 Community Questionnaire, 89% of respondents indicated that they feel there is a need for more stores and services in Russell. The table below shows the responses received when Russell area residents were asked what kinds of stores and services they feel are needed.

Written comments on the Questionnaire indicated that shoe stores, clothing stores, and a wider variety of restaurants were particularly desired.

Location of Employment

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked the location of employment for persons in their household.

Community Questionnaire – Location of Employment			
	number	percent	% of 625
Russell	373	69%	60%
Hays	82	15%	13%
Other City	65	12%	10%
Unincorporated areas	20	4%	3%

Note: In both tables on this page, respondents were offered the option of checking multiple responses to each question, so the column headed "percent" shows the percent of the total number of responses to the question. However, the column headed "% of 625" shows the percent of the total number of returned questionnaires (625).

Section 3 — Infrastructure & Facilities

CHAPTER 8. Transportation Systems

CHAPTER 9. Utilities and Stormwater Management Systems

CHAPTER 10. Community Facilities & Services

CHAPTER 8. Transportation Systems

A good transportation system impacts other societal goals, including economic vitality, air quality, social equity, environmental resource preservation, and overall quality of life. A transportation plan is intended to create and maintain a transportation system that serves community facilities, responds to both existing and future land use patterns, and supports desired development.

Ideally, a transportation system includes various modes of travel and transport, for both passengers and freight. Modes – including roads, railroads, air travel, public transit, bicycle and pedestrian paths, and sidewalks – interconnect, allowing someone to use multiple means of transport in a single trip. Realistically, though all potential transport modes should be considered when developing a transportation plan, transport mode options must be prioritized for each individual community, and selected on a basis of economic feasibility, energy efficiency, and low long-term maintenance costs.

Russell has a good local road system, excellent access to the interstate highway system, and direct access to freight train service. The Russell Municipal Airport serves general aviation needs, and the Hays Regional Airport, a half-hour drive away, provides access to commercial airlines through United Express.

Roadways and Streets

Aside from Interstate 70, roads and streets in the Russell Planning Area are typically one of three broad design types: urban gridiron streets, subdivision streets, or rural roads. The following descriptions are generalized, and are intended only to describe typical conditions for each street design type; exceptions occur.

Gridiron streets form a grid of 90-degree intersections, creating rectilinear blocks typically about 260 feet wide by 260 to 500 feet long, often with alleys for utility access. Gridiron streets are usually surfaced with brick, concrete, or asphalt, but on some locations may be gravel. Paved gridiron streets typically have curbs, gutters, and drainage structures, while unpaved ones have drainage ditches.

Lots associated with gridiron street neighborhoods are relatively small by expansive suburban standards, and usually of uniform size and shape; multiple lots are sometimes combined into a single parcel with a single owner. Alleys provide potential vehicle access to the detached backyard garages often found in older neighborhoods.

Nearly all the streets within the city limits of Russell are in this category.

Subdivision streets usually occur in neighborhoods platted in the 1950s or later. They typically incorporate curvilinear streets, T-intersections, and cul-de-sacs. Rather than alleys, they use a system of easements to allow utility access. Subdivision streets are usually surfaced with concrete or asphalt, and have curbs, gutters, and drainage structures.

Lots associated with subdivision street neighborhoods are large and of varying sizes and shapes. Houses often have wide driveways connecting to multi-bay attached garages.

In Russell, there are only a handful of neighborhoods that fit in this category, generally on the periphery of the city – for instance, the one west of Wheatland Nursing Center, the one south of Memorial Park, the one east of Amber Drive, and the one south of Wisconsin Street on the west edge of town.

While gridiron streets maximize both physical and social interconnectedness, subdivision streets are intended to maximize privacy.

Rural roads are usually mile-line roads – straight, oriented closely to north-south or east-west, and typically about a mile apart. They may be surfaced with asphalt, gravel, or be compacted dirt. They generally have drainage ditches.

Most of the roads in the Planning Area outside Russell's city limits are typical rural roads.

Functional Classification System – Federal

The roads in the Russell Planning Area are part of a nationwide system of federal street classifications, which are reviewed periodically, and revised as necessary to reflect changing conditions. Changes in classification must be approved by local County Commissioners.

Street classifications affect funding for road improvements. A street must be in the approved federally classified roadway system before projects on that roadway can receive federal transportation funding.

Streets are classified into a function-based hierarchy depending on how they balance access to adjacent land uses against speed and traffic volume. **Arterials** maximize traffic flow and speed, but have limited access. **Collectors** balance traffic with access while gathering traffic from local roads and funneling it to the arterial network, and **Local Roads** reduce speed and traffic volume in order to maximize access to adjacent properties. All roads not designated as a higher classification are considered local roads.

There are numerous categories within this general hierarchy, but aside from Local Roads, only four apply directly to the Russell Planning Area.

- **Interstates** are the highest classification of Arterials, and minimize access in order to increase speed for long distance travel. **Interstate 70** is the only interstate passing through the Russell Planning Area.
- **Minor Arterials** serve trips of moderate length, connect population centers to the arterial network, and facilitate travel through rural areas. **U.S. Highway 281** is the only Minor Arterial passing through the Russell Planning Area.

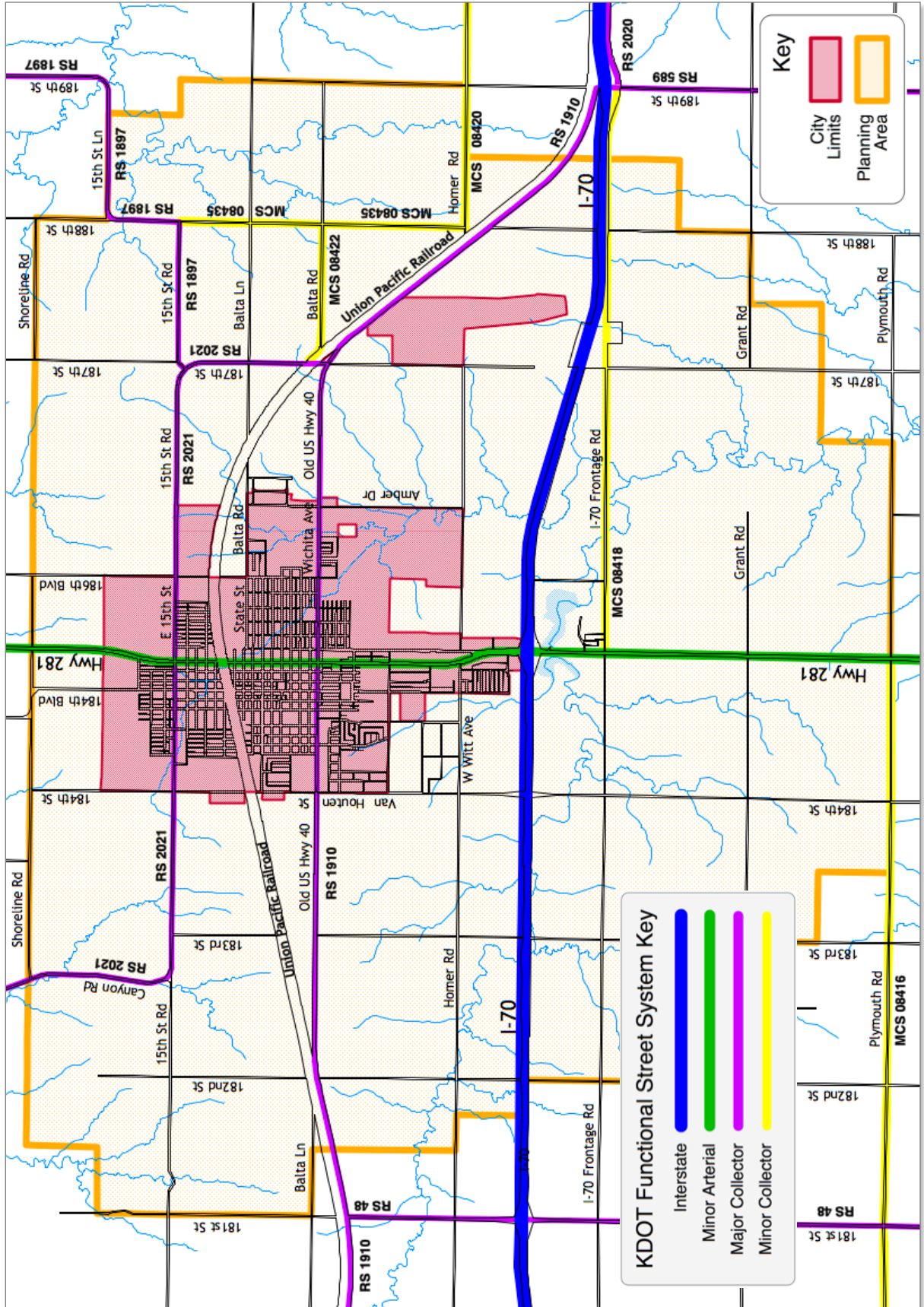
- **Major Collectors** connect towns and cities which are not on arterial routes to each other, to arterial roads, or to destinations such as consolidated schools or shipping points, generally with higher speeds and less access than Minor Collectors. Within the Russell Planning Area, the Major Collectors are:
 - RS 2021 – 187th Street, north from Old U.S. Highway 40 to 15th Street Road, then west on 15th Street Road from 187th Street to Canyon Road, then north on Canyon Road
 - RS 1897 – 15th Street Road, from 187th Street east to 188th Street, then north on 188th Street from 15th Street Road to 15th Street Lane, then east on 15th Street Lane from 188th Street to 189th Street, then north on 189th Street
 - RS 1910 – Old U.S. Highway 40 / Wichita Avenue, west from I-70
- **Minor Collectors** provide service to smaller communities, and connect locally important traffic generators to major collectors or arterials, operating at lower speeds with fewer signalized intersections than Major Collectors. Within the Russell Planning Area, the Minor Collectors are:
 - MCS 08422 – Balta Road, from 187th Street east to 188th Street
 - MCS 08420 – Homer Road, east from 188th Street
 - MCS 08418 – I-70 Frontage Road, east from U.S. Highway 281
 - MCS 08416 – Plymouth Road, west from U.S. Highway 281
 - MCS 08435 – 188th Street, from 15th Street Road south to Homer Road

More information on federal functional street classifications can be found in the 2013 Federal Highway Administration report *Highway Functional Classification Concepts, Criteria and Procedures*, available at www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/fcaub.pdf.

Maps showing federal functional street classifications for each county in Kansas are maintained by the state Department of Transportation (KDOT). All of KDOT's *County Roadway Functional Classification Maps* are available at www.ksdot.org/burtransplan/maps/CountyFunClass.asp.

*The diagram on the following page shows
federal functional street classifications
from the 2013 KDOT
Functional Street Classification Map for Russell County
for the Russell Planning Area,
for the 5 to 10 years succeeding 2013.*

KDOT Functional Street Classification Map 2013



Functional Classification System – Local

City streets which are not classified in the federal functional street system may be classified within a *local* functional street system, which is typically used to focus maintenance priorities for snow removal and repairs. Similar terminology is applied, but at a far smaller scale.

Local Arterials Currently, the streets in Russell that function as local arterials are all in the federal functional classification system: Fossil Street, 15th Street, and Wichita Avenue.

Major Local Collector Streets connect city destinations with the network of federally classified streets, and carry relatively high volumes of traffic. In Russell's case, these are streets leading to or serving the downtown area. Major local collector streets are shown in orange on the diagram on the following page, and listed below.

East / West –

- 8th Street / State Street, from Lincoln Street east to Culp Street
- Wisconsin Street, from Lincoln Street east to Fossil Street / Highway 281

North / South –

- Main Street, from 15th Street south to Wichita Avenue

Minor Local Collector Streets gather traffic from local residential neighborhoods and carry it to major local collectors, or to federally classified arterials or collectors. Russell's minor local collector streets are shown in chartreuse on the diagram on the following page, and listed below.

East / West –

- 12th Street, from Kilian Street east to Culp Street
- Wisconsin Street, from Van Houten Street east to Lincoln Street
- Wisconsin Street, from Fossil Street east to Copeland Street
- Jewell Street, from Ash Street east to Maple Street
- Luray Street, from Maple Street east to Kansas Street
- Witt Avenue, from Main Street east to Fossil Street

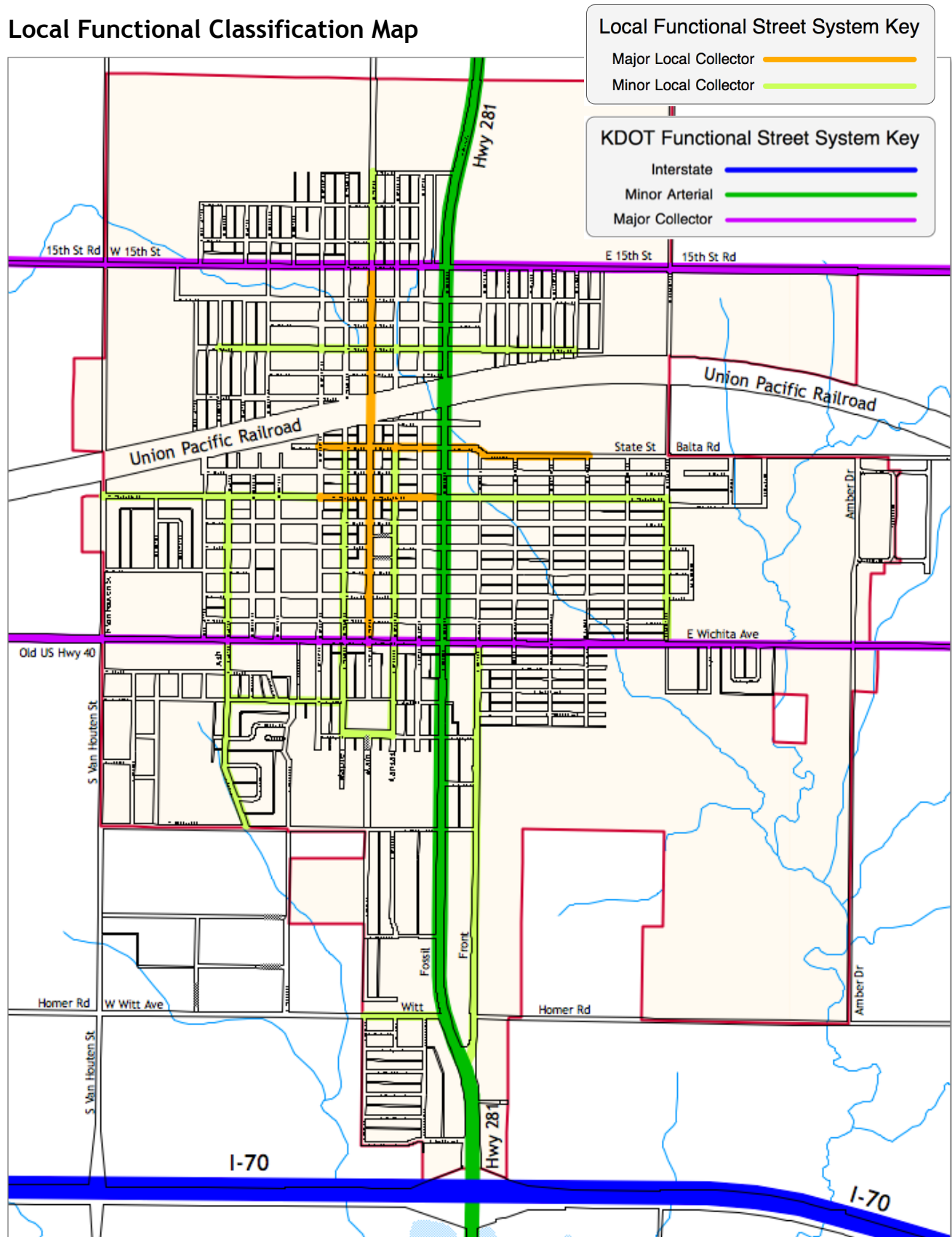
North / South –

- Main Street, from 18th Street south to 15th Street
- Ash Street, from Wisconsin Street south to Dorrance Street
- Maple Street, from 8th Street south to Luray Street
- Kansas Street, from 8th Street south to Luray Street
- Copeland Street, from Wisconsin Street south to Wichita Avenue
- Front Street, from Wichita Avenue south to Fossil Street

Local Streets are the smaller streets that provide access to individual properties; they generally carry little traffic, and have slower operating speeds. All Russell streets not specifically classified above are considered local streets.

The diagram on the following page shows local functional classifications for the Russell Planning Area, as of 2016. It also shows Federal Functional Streets in the city.

Local Functional Classification Map



Street & Parking Design Standards

Each type of street in a local classification system – arterial, collector, and local – serves a different purpose, and requires different design criteria. Though a particular street may not require all of the following elements at any given point in time, every street *right-of-way* should have sufficient width to allow for the potential future development of all of the following elements, at some stage in the street's life:

- paved traffic lanes, with adequate turning radii at corners
- curbs and gutters
- signs for traffic control and other purposes
- stormwater drainage ditches and/or structures
- underground and overhead utilities
- sidewalks
- planting areas for street trees and landscaping
- on-street parking

Arterial Streets serve as an area's primary links to the state and federal highway system. Their right-of-way should be 80 to 120 feet wide; Russell's Subdivision Regulations require a minimum width of 100 feet. Arterial street roadways are typically 24 to 48 feet wide. The more of the following elements that are likely to occur, the more right-of-way may be needed:

- considerable truck traffic, or large volumes of auto traffic
- substantial on-street parking
- significant stormwater drainage problems
- bicycle/pedestrian paths (8' to 12' wide), or sidewalks
- street trees

Collector Streets connect neighborhoods, and provide access to facilities such as schools, parks and shopping areas. Their right-of-way should be 70 to 80 feet wide; Russell's Subdivision Regulations require a minimum width of 80 feet. Collector street roadways are typically 36 to 40 feet wide, and may accommodate two 10- to 12-foot traffic lanes plus two 8-foot-wide on-street parking areas.

Local Streets should incorporate traffic-calming measures to reduce their use by through traffic. Their right-of-way is typically 60 to 64 feet wide; Russell's Subdivision Regulations require a minimum width of 60 feet. Local street roadway widths vary, and may be as wide as 30 to 34 feet, with the latter widths dependent upon whether two traffic lanes and on-street parking are desired. Minimum street width and turning radii are often dictated by the needs of local fire-fighting vehicles.

These criteria should guide the design of any streets platted for new developments in the Russell area.

Complete Streets

The complete streets planning concept calls for street design that supports safe and comfortable travel by *all* users, of all ages and abilities, including pedestrians, bicyclists, public transit users, and motorists. Complete street design recognizes that public rights-of-way are meant to serve more than just vehicular traffic.

Complete streets, also called livable streets, typically include sidewalks with curb ramps, good crosswalks (often with medians for pedestrian refuge), countdown signals, and shade for pedestrians, as well as bike lanes and bike racks. Depending on local needs, they may also include on-street parking, and bus stops or bus lanes.

Complete streets vary widely because they are always designed to fit a community's specific local needs. Find more information from the *National Complete Streets Coalition* at www.completestreets.org.

Continue to incorporate and enhance complete streets principles in Russell, particularly downtown, and in the vicinity of schools.

*"The role of streets
is to build communities,
not the other way around."*

Gary Toth—Project for Public Spaces

Roundabouts & Curb Extensions

Russell's downtown streetscape is in general very attractive, with historic brick streets that help establish the character of the downtown neighborhood. However, the sheer expanse of bricks can be somewhat intimidating for pedestrians at crosswalks — particularly at the intersection of Main and Wisconsin Streets, where two 100-foot-wide rights-of-way cross. The public input process for this Plan also indicated dissatisfaction with the delays caused by what is perceived as an excessive number of traffic signals downtown.

Both of these problems could be ameliorated — and the attractiveness of the downtown streetscape could be even further enhanced — with the addition of roundabouts, mini roundabouts, or curb extensions at suitable locations in the downtown area.

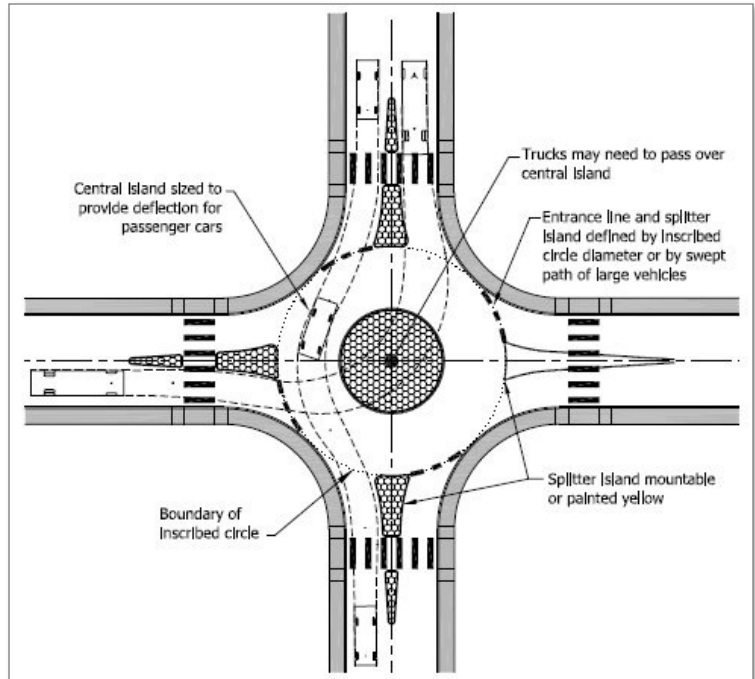


Roundabouts are a type of intersection that can be used instead of traffic signal lights. Traffic circulates counterclockwise through a roundabout, and approaching drivers slow down and yield to traffic already in the roundabout, but *only if* there is traffic already in the roundabout. A traversable truck apron around the edge of the central island allows emergency vehicle and truck traffic to maneuver through the intersection.

Roundabouts are **less costly**, more efficient, and generally **more attractive** than conventional signalized intersections, without compromising the ability to keep people and freight moving. Roundabouts also **improve safety** for both drivers and pedestrians, and are known to **reduce accidents** – especially the types of crashes that result in injury or loss of life. Compared to signalized intersections, they **reduce delays for drivers**, as well as the fuel waste and pointless vehicle emissions associated with such delays.

Mini-roundabouts operate in the same manner as larger roundabouts, but can be utilized in narrower rights-of-way to replace either signalized or stop-sign-controlled intersections. Mini-roundabouts are most appropriate in locations where the intersecting roadways all have speed limits of 30 mph or less, and rights-of-way less than 90 feet in width.

The center island in a mini-roundabout is a traffic guidance device, rather than a physical barrier, and is designed to be completely traversable. Large vehicles simply drive right over it to pass through the intersection.

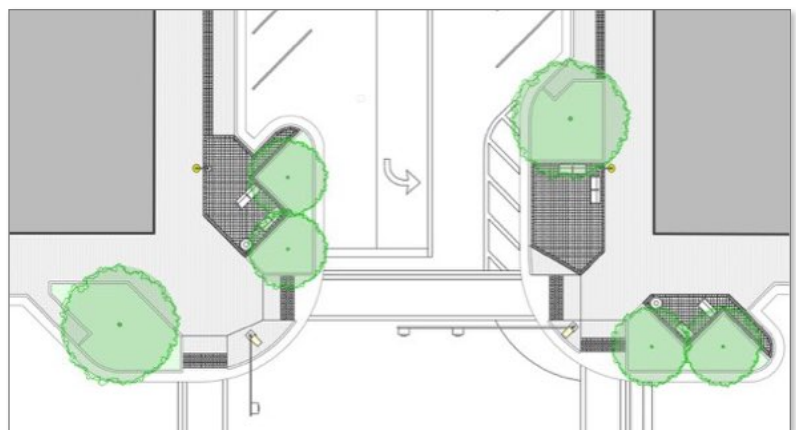


More information on roundabouts and mini-roundabouts is available at <http://safety.fhwa.dot.gov/intersection/innovative/roundabouts/>.

More information on mini-roundabouts is available at <http://safety.fhwa.dot.gov/intersection/innovative/roundabouts/fhwas10007/>.

Curb extensions extend the width of the sidewalk at corners. They **protect adjacent on-street parking**, provide space for **streetscape amenities** such as benches and street trees, and reduce the length of crosswalks. Curb extensions **increase pedestrian safety**, both by allowing approaching drivers to see pedestrians who might otherwise be obscured by parked vehicles, and by reducing the crossing distance and therefore the time in which pedestrians are exposed to cross traffic. At a signalized intersection, a shorter crosswalk allows the pedestrian phase of the traffic signal to be reduced, **shortening signal cycles**.

Initiate a study to determine whether some of these solutions might be worth pursuing, to improve traffic flow and the pedestrian experience in downtown Russell.



Parking

A vehicular circulation system must accommodate vehicles not only when they are traveling, but also when they are parked. An estimate derived from census data indicates that there are currently *at least* 3,484 vehicles based in Russell. Russell's population estimate for the same time frame is 4,534 – for an average of at least one vehicle per 1.3 persons.

- **Vehicles** According to the *2009-2013 American Community Survey 5-Year Estimates*, of the 2,077 occupied housing units in Russell, 144 (6.9%) had no vehicles available, 842 (40.5%) had one vehicle available, 631 (30.4%) had two vehicles available, and 460 (22.1%) had three or more vehicles available.

Parking facilities are categorized as on-street or off-street. **On-street parking** may be parallel, diagonal, reverse diagonal, or at right angles to the curb. **Off-street parking** includes parking lots in business areas, as well as driveways, carports, and private garages in residential areas.

Commercial Parking It is important to have adequate parking to support local businesses, but it is also important not to *overbuild* parking facilities. Parking spaces and their associated aisles are surprisingly expensive to construct, they generate runoff which adds significant load to stormwater management systems (increasing their cost), and they absorb and reflect substantial amounts of radiant heat (raising air conditioning costs for adjacent buildings). Requiring every business to have its own dedicated parking spaces can exacerbate these costs, while shared public parking reduces them.

Small town main streets were traditionally designed and intended to support both traffic flow and shared on-street public parking. Though out of fashion in recent decades, this parking solution is now being recognized again as a valuable and cost-effective parking strategy. In Russell's downtown retail district, there is a good mix of public on-street parking for customers, and lots suitable for staff parking. Nearly three quarters of respondents to the Community Questionnaire indicated that parking downtown was generally easy to find. Where necessary downtown, consider establishing a **two-hour time limit for on-street parking**, to make sure it is not monopolized by staff and stays available for business customers.

Public Transit Service

Russell Ride is the City's local public transit system, offering handicap accessible transportation to any location within the city limits. The service is available on demand, Monday through Saturday, for \$1 per ride each way. It provides more than 13,000 rides per year on average. The Russell Ride transportation program is supported by a grant from the Kansas Department of Transportation, and by revenue from the City's property tax. More information is available at <http://russellcity.org/188/Public-Transit>.



Railroad Service

Like many towns in Kansas, Russell *became* a town because of its proximity to the railroad. Tracks of the **Union Pacific Railroad** pass generally east-west through Russell, on their way from Kansas City and points east, to Denver and points west. Access to rail freight service is still important to the local economy, particularly for Russell's Co-op and the ethanol plant.

According to information from the Federal Railroad Administration Office of Safety Analysis, which is voluntarily reported by the railroads and the state, the main UP track through Russell carries **four trains per day** on average. Russell has railroad crossings at Van Houten, Lincoln, Main, Fossil, and Copeland; they are all at-grade, and all have gates.

The nearest access to **rail passenger service** for Russell residents is the Amtrak station in Hutchinson, about a hundred-mile drive away.

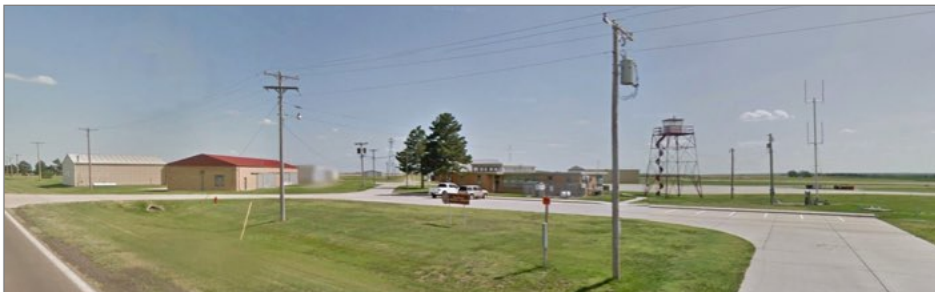
Information on railroads in Kansas, including the *2011 Kansas Statewide Rail Plan*, is available on the website of the Kansas Department of Transportation (KDOT), at www.ksdot.org; just click on the train icon. Information on road crossings is available from the Federal Railroad Administration Office of Safety Analysis at <http://safetydata.fra.dot.gov/officeofsafety/publicsite/Query/invdetl.aspx>.

Air Travel Service

The Hays Regional Airport, a half-hour drive away from Russell, provides access to commercial airlines through United Express flights operated by SkyWest Airlines. Essential Air Service flights out of Great Bend and Salina were discontinued in 2013, so from Russell, Hays is now the closest available access to airline service. The nearest major airports to Russell are the Wichita Dwight D. Eisenhower National Airport (less than a 2½-hour drive away), and the Kansas City International Airport (a 3½-hour drive away).

Other services at Hays Regional Airport include private charter flights, and a privately owned and operated critical care medical transport service. Other airports near Russell include the Salina Regional Airport, the Great Bend Municipal Airport, and the Ellsworth Municipal Airport, as well as a variety of small general aviation airports.

The **Russell Municipal Airport** serves general aviation needs, with a 5,500-foot concrete main runway with runway lights, and a 1,602-foot turf runway. The taxiways and aircraft parking ramp were upgraded to concrete in 2006-2007. Self-service aviation fuel is available.



Russell Municipal Airport

Sidewalks and Bicycle/Pedestrian Pathways

As the American population ages, and the obesity epidemic becomes more severe (especially among children), more communities are realizing the value of offering residents safe venues for bicycling and walking. Walking and biking are some of the very best and most widely accessible forms of exercise. A sidewalk or pathway system not only contributes to public health, but also enhances a sense of community, as people get to know their neighbors and their neighborhoods in a way not possible from the seat of a car.

Paths that support walking and biking for exercise and recreation also provide an alternative transportation option. For children who are too young to drive, for people unable to drive, and for those who simply prefer not to drive when they can avoid it – a sidewalk and pathway network offers an alternative way to safely get where they want to go. Bicycle and pedestrian pathway networks are most successful when they **connect residential neighborhoods to community destinations**, including schools, parks, churches, and downtown businesses.

Sidewalks

Older neighborhoods were designed to be walkable, if for no other reason than that children regularly walked to school. Subdivisions developed since the 1950s were often built with limited sidewalks, in part because lot sizes were so large that sidewalks would be very expensive, and in part because cul-de-sac street design makes pedestrian connections so difficult to achieve. As more homebuyers seek walkable neighborhoods, older homes in downtown areas are becoming more highly desirable real estate.

Russell has sidewalks throughout the downtown business district and in many of its residential neighborhoods. The condition of the City's sidewalks varies, and efforts to maintain existing infrastructure should be supported. Focus efforts to improve and extend the sidewalk system in areas near schools and parks.

Bicycle / Pedestrian Pathways

Pathway networks are usually constructed in public rights-of-way. They can be designed as *bike paths* (built within a right-of-way, but separated from the road itself), or as dedicated *bike lanes* on a road or its shoulder (defined with pavement markings), or they may simply be *bike routes* (designated with "Bike Route" or "Share the Road" signs).



Combined Bike/Ped Path



Bike Path



Bike Lane



Bike Route & Share the Road Signs

Russell currently has no off-road bicycle paths and no designated on-road bicycle lanes or routes in its Planning Area. There is a 3/8 mile walking track, with exercise equipment stations, adjacent to the Russell Regional Hospital; it was recently resurfaced with a material made from recycled tires. Two walking/bicycle path projects are currently in the planning stages in Russell. Based on the results of the Community Questionnaire, public interest in developing a pathway network seems rather low, but it often takes the construction of a few pathway segments to trigger local public support in a community. Perhaps the new projects will begin to generate a support base for future pathway development.

There is substantial potential for a successful bicycle path network in Russell in future, so even if the City chooses to make no immediate plans to implement a pathway system, it would be wise to keep the community's options open. Make sure that planning decisions made now do not foreclose the possibility of future development of a local bicycle/pedestrian pathway network connecting Russell's neighborhoods to parks, schools, and downtown.

Bicycle Racks Even without dedicated bicycle routes, local cyclists do ride bikes on Russell's streets and sidewalks. Encourage this activity by giving them somewhere to put their bikes when they get where they're going. Consider instituting a Bicycle Rack installation program, implemented either through the City or through volunteer efforts, or both. Determine locations where racks are needed, looking particularly at schools, parks, the Library, downtown stores and restaurants, and similar destinations.

Select a rack design that meets functional requirements for proper bicycle support and lockability, is ADA compliant, and is built for low maintenance. The simplest bicycle rack designs which meet these criteria are either the inverted "U" type, with a crossbar for ADA vertical-element compliance, or a post-and-hoop. There are endless variations on these themes, including the option to customize bike racks for Russell. Place racks so they are convenient to destination entrances, clear of pedestrian traffic patterns, and highly visible for security.

Visit the website www.bicyclinginfo.org to find more about criteria for bicycle facilities, as well as educational programs for both drivers and cyclists.



CHAPTER 9. Utilities & Stormwater Management Systems

A community's quality of life depends very much on the caliber of its public services and facilities. An adequate and dependable utilities system is essential to maintain a high quality of life for current residents, and to support future development.

Utility lines are typically located within or adjacent to transportation rights-of-way or drainage easements, and are often built and maintained in conjunction with road installation or repair projects. It is essential to preserve enough space in such public corridors to accommodate future utilities. Without long-term planning, constricted utilities may limit growth, and become a financial burden on the community.

It is important to maintain accurate **records and maps** of both existing and new utilities, and to develop **procedures for installation and maintenance**. The City has developed a GIS database of local utilities information, including data and mapping for Russell's water system, sanitary sewer system, stormwater management system, and electric distribution system. This will prove to be an invaluable resource to help the City maintain its utilities efficiently.

The City of Russell operates the water, sewer, sanitation and electric services as City utilities. Russell's utilities infrastructure includes the water treatment facilities, water distribution system, the sewage collection and treatment system, the stormwater drainage system, two electric power generation facilities, and the electric distribution system. Of these utilities, the gravity flow limits of the sewage collection system and drainage systems impose the most direct limits on the direction, density and extent of urban development.

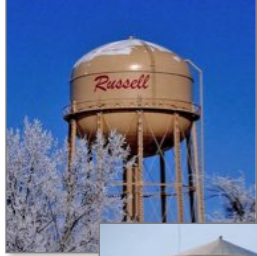
Water Distribution System

The water system in Russell supplies and distributes quality water for the City of Russell. Services include pumping and purifying water, maintaining distribution systems, managing facilities, and planning for the City's future needs.

The Russell Water Utility produces, treats, and distributes approximately 331,216,000 gallons of water per year for its customers. The water utility provides customers with treated water that originates from two sources – surface water from Big Creek is transferred through 8 miles of transmission line, and well water from the Pfiefer Well Field is transferred through 22 miles of transmission line.

The well system, surface water intake system, and two water towers are controlled by a SCADA (Supervisory Control and Data Acquisition) system, which operates with coded signals over communication channels and allows control of remote equipment. These signals can alert staff members to issues with the pumps or with the tower in sufficient time to make adjustments to the system, supporting high system performance and continued customer satisfaction.

Water distribution mains in Russell are typically 6 inches in diameter, though some are 4, 8 or 12 inches in diameter. The City has made strides to improve water quality by replacing aged water distribution lines, adding a water mixing system for the North water tower, and providing regular maintenance for our two water towers and the City's well-field.



The Water Utility maintains 349 fire hydrants, as well as the City's water storage facilities, which consist of two 500,000-gallon water towers, and two underground storage tanks – one holds 750,000 gallons and the other holds 250,000 gallons. The City's water distribution system has an average daily usage of 650,000 gallons, and a peak demand in the months of July and August of over 1,200,000 gallons per day.

Some rural residential and commercial activities in close proximity to Russell are served by either Post Rock Rural Water District, private wells, or the City of Russell.

Water Treatment

Russell's water is treated to remove several contaminants, and a disinfectant is added to protect users against microbial contaminants. The Safe Drinking Water Act (SDWA) requires states to develop a Source Water Assessment (SWA) study for each public water supply that treats and distributes raw source water, in order to identify potential contamination sources. The state's last assessment of Russell's source water was completed on January 31, 2003.

Russell's water system managers are required to test a minimum of five water samples per month in accordance with the Total Coliform Rule for microbiological contaminants. Coliform bacteria are usually harmless, but their presence in water can be an indication of disease-causing bacteria. When coliform bacteria are found, special follow-up tests are done to determine if harmful bacteria are present in the water supply. If this limit is exceeded, the water supplier is required to notify the public.

Recent Improvements and Future Plans

The City has an on-going well rehabilitation program for existing groundwater wells. Three City wells go through a complete rehabilitation program each year.

In the 17 years preceding 2015, 85 percent of Russell's existing cast iron water distribution pipes were replaced with C-900 PVC pipe. Where possible, those replacement water lines were relocated to be out from under street infrastructure, in order to reduce traffic disruptions during future repairs.

The Water Improvement Fund should **budget funds for replacing the remaining outworn water transmission lines, and for replacement water towers.**

To ensure that Russell residents have enough water for their future needs, both intermediate (for the next 5 to 10 years) and long-term (for the next 50 to 100 years), **additional water sources** are being pursued (*see Chapter 4*). Funds should definitely continue to be budgeted for this essential project.

Policies

Recognizing the importance of quality infrastructure and the scarcity of water resources, the City completed a rate study and implemented **demand-based water rates** in 2014.

Any extension of water service outside the city limits is subject to the approval of the governing body. The City of Russell should consider a policy that **requires annexation as a prerequisite for connecting to the City water supply**, to ensure sufficient revenue through usage and property taxes to pay the cost of extending water service and meeting future maintenance demands.

Also, to ensure property water supply to new developments and to potential developing areas, the City should **require over-sizing and looping of water mains** as necessary.

Sewage Collection and Treatment System

A gravity flow sewer system conveys wastewater by gravity, through pipes installed with sufficient slope to keep the suspended solids moving through the system. Where local topography limits the option of gravity flow, lift stations must be employed to pump the sewage from the low point in the system up to another gravity line. Currently the City system utilizes six sewage lift stations, located at the Wastewater Treatment Plant, Industrial Park, Amber Drive, I-70, Memorial Park, and Cindy Drive.

Sanitary Sewer Lines

Many of Russell's neighborhoods have sewer lines that are worn out and deteriorating. Before the end of this Planning Period, the community will need to **establish a program to begin the task of rehabilitating all its older sanitary sewer lines**.

Traditionally, replacing a sewer line involved digging a trench along the entire length of the existing pipe, then replacing the deficient pipe piece by piece, or building a new sewer pipe parallel to the old one in order to maintain service. Fortunately, more efficient methods are now available. Modern **trenchless sewer rehabilitation techniques** use the existing pipe as a host for a new pipe or liner, and can correct deficiencies with less disturbance and environmental degradation. Trenchless sewer rehabilitation methods include slip lining; cured-in-place pipe; pipe bursting (or in-line expansion); and modified cross section liner.

Sewer Cleaning Program Russell's main sewer trunk line runs for approximately 7,084 feet northwest to southwest across the city, and is constructed of 21-inch-diameter vitreous clay tile pipe. The City has a sewer cleaning program that cleans a portion of the system each year; this program has not been completed annually due to on-going maintenance issues. The City should work with a private contractor to **have the main trunk line cleaned**, and then have a camera visually inspect the pipe for fractures. Such an inspection would accurately **assess the condition of the sewer main**, allowing the City to precisely define problem areas and implement necessary repairs.

Wastewater Treatment Facility

The Russell Wastewater Treatment Facility is located at 480 S. Amber Drive. Russell constructed four lagoons for wastewater treatment in May 1995. An area to expand and construct a fifth lagoon was acquired adjacent to the existing lagoons, to accommodate future growth.

Lagoon systems are designed to operate by allowing microorganisms in the water to receive enough oxygen and sunlight for biological processes to break down the waste. The lagoons for the City of Russell are built and maintained in a location where trees and other structures will not restrict sunlight exposure or air movement.

A dike is constructed on all sides of the lagoon to prevent surface water inflow and discharge of effluent. The amount of water in each lagoon is reduced through evaporation and wind action. The minimum detention period for water in the wastewater lagoons is approximately 120 days.

Russell's lagoon system covers 64.9 surface acres.

- Lagoon #1 covers 24.4 acres, is 10 feet deep, and holds approximately 58 million gallons
- Lagoon #3 covers 17.6 acres, is 10 feet deep, and holds approximately 46 million gallons
- Lagoon #4 covers 17.7 acres, is 8 feet deep, and holds approximately 44 million gallons
- Lagoon #5 covers 5.2 acres, is 15 feet deep, and holds approximately 23 million gallons



Rural Sewage Disposal

Some residential lots and commercial operations in the Planning Area are beyond the reach of the municipal Sanitary Sewer System. Such landowners must deal with sewage disposal on their own properties, utilizing septic tanks and leach fields.

In the Planning Area outside the City, permits for on-site sanitation facilities are evaluated by the Russell County Environmental Sanitarian, who is contracted through the Central Kansas Local Environmental Planning Group. Certificates of Compliance are issued by the Russell County Zoning Department.

Stormwater Management System

When precipitation occurs too rapidly to be absorbed by plants and soil, water runs off the surface of the land and flows down to streams. While this is a natural process, development creates expanses of impervious surfaces, which may generate far more runoff than natural systems can handle. Stormwater management systems prevent excess runoff from accumulating to the point where it causes localized flooding.

Russell's stormwater drainage system discharges into tributaries of the Smoky Hill River. An unnamed tributary which runs through the center of the city transports a majority of Russell's stormwater runoff.

Recent Improvements and Future Plans

The city has budgeted funds to reconstruct a portion of S. Fossil Street, which includes improving stormwater runoff flows through an improved drainage system.

A **comprehensive hydrology study** should be conducted in the near future, to provide solutions for stormwater management for the entire community. Possible funding for implementation may exist from the Community Development Block Grant program, or from other flood prevention related resources, including the Federal Emergency Management Agency (FEMA).

Policies

In general development, whether a Stormwater Impact Study is completed is at the discretion of the Building Official. The City of Russell should consider a **policy requiring that all new subdivisions, or development exceeding one-half acre in size, must provide proper stormwater drainage, evidenced through a professionally completed stormwater plan.**

Electrical Generation and Distribution System

Since 1910, the City of Russell has owned, operated and maintained an electrical generation and distribution system that provides power within the City of Russell, as well as a 50 square mile service area south of the city limits. The system serves approximately 3,420 meters. Demand typically peaks at about 25 megawatts in the summer due to air conditioning and other loads, and in the winter at around 17 megawatts. The City of Russell electrical distribution and generation territory is regulated by the Kansas Corporation Commission.

When not generated internally, electrical power for the community is provided primarily by purchased power contracts with Sunflower Electric Power Corporation, headquartered in Hays. Any remainder of needed power is purchased off the market.

Energy Transmission Lines

Purchased power is transmitted to Russell over 115 kV transmission lines. With the current configuration of high tension power lines in the region, it is unlikely that any additional connections will be established in the near future. Any large increase in future load due to local expansion of industry, however, will likely require the transmission system to be upgraded. This could lead to a stronger and more reliable power connection from Sunflower Electric sources to the City.

City Power Plants

The City owns and operates two power plants and one peaking facility.

- The Fossil Street Power Plant, located at 301 E. 8th Street, utilizes three dual fuel generators, which can use either straight diesel fuel or a combination natural gas and diesel fuel. The generators have a combined rated nameplate capacity of 10.8 megawatts.
- The Turbine Power Plant, located at 1250 E. 15th Street, includes two natural gas turbine generators, with a combined nameplate rated capacity of 15 megawatts.
- The peaking units, located at 12th and Front Streets, include two diesel fuel generators with a combined rated nameplate capacity of 5 megawatts.



Fossil Street Power Plant

These three facilities provide backup power for the community, and prove their worth when transmission from Sunflower Electric is disrupted for extended periods of time. The generators can also carry the entire load of the community, be operated during peak demand conditions, or when called upon from the Southwest Power Pool for voltage support, or to provide power generation for the market.

The City has made a commitment to keep the generation equipment active, and has recently completed projects which bring the units into compliance with current environmental regulations, including the addition of mufflers and catalytic converters. A 10-year capital improvement plan is in place for the electric utility, which includes on-going maintenance and, if necessary, additional generation capabilities.

Substations

The City of Russell has 10 substations located strategically throughout the service territory. The substations reduce the high voltage generated by the power plant to a voltage suitable for use by consumers. Substations tie the generators into a bus which then disperses the power to the fourteen distribution circuits which serve the community.

In order to continue to meet the community's increasing peak demand, and to improve system reliability, the City of Russell has invested funds in the following improvements.

- Windsor Substation was upgraded, with regulators, a pad mount transformer, and reclosers for circuit control and protection.
- The Homer Road Substation was added, with a transformer and the capacity to serve three circuits in the southern portion of the city.
- At the main power plant substation, the breakers serving the Center Residential, East Commercial, and East Residential 1 distribution circuits were all recently upgraded to new units with electronic controls; they are now in excellent condition and should not require any changes during the planning period.
- New breakers were added to serve the East Residential 2 and the North Residential 2 distribution circuits, along with solid state protective relays and communications to bring information and control back to the Operations Control Center.
- A High Voltage Loop circuit was constructed, to add redundancy and improve reliability by providing the capability to feed the system from multiple directions.

Distribution System

Russell's electrical distribution system has a total of 166 miles of primary line, 90% overhead and 10% underground. Reliability of the distribution system is being improved, through completion of a 34.5KV loop around the city. The loop circuit will allow power to be supplied from multiple directions, and provide the flexibility to take sections down for maintenance.

Maintenance Distribution system maintenance is always a high priority, but with limited staffing for a 50 square mile service area, maintaining desired maintenance goals has proven difficult. As the system continues to age, an even higher priority will need to be placed on routine maintenance items such as replacing rotten poles, trimming trees away from power lines, and patrolling the line looking for potential problems. Existing staff levels will not be sufficient to maintain the system to the degree able to sustain expected levels of service, and it will be necessary to contract out some activities such as pole testing and line replacement.

A significant percentage of old overhead distribution lines within the city were rebuilt as part of the 34.5KV loop project, dramatically improving their reliability. However, there are still approximately 100 miles of copper line in the system, 70 percent of the total. Much of this copper line is over 60 years old, and even with good maintenance practices cannot be expected to last through the Planning Period.

Maintenance Access Issues There are a number of locations in the City where maintenance access to power lines has been compromised over the years. Adjacent landowners have built structures such as sheds or fences, or extended landscaping, blocking access to power lines by City crews. Poor maintenance access to power lines can put City electrical department staff at risk, and add significantly to outage times. **Property owners should be informed of their responsibility to maintain access for maintenance crews.**

Future Electrical Distribution System Improvements

The City will continue to work with Mid-States Energy Works, Inc. to implement plans to improve Russell's electrical distribution system.

- Implement **additional upgrades to equipment at the Fossil Street Substation**, including breaker replacement and post insulators, over the next 3 to 5 years.
- **Implement the Coordination Study**, to correctly sequence fuse sizes from the end of the circuits back to the substation relays, which will reduce the number of customers exposed to outages.
- A **pole testing program** will be implemented, to identify weaknesses in the distributions system. Fumigation will be utilized to help protect and extend the life of poles.
- Russell's electrical department staff will be examining the possibility of **replacing conductors** (wires) in parts of some circuits, to address added load growth which could add strain to the system during high load periods.

Public Expectations

There is growing public awareness of the visual impact and sometimes noise made by utility equipment, and an increasing public expectation that electric, telephone and TV cable lines should be installed underground. Though underground utilities are more costly to install, they are far less prone to service outages during inclement weather, and can reduce long-term maintenance costs.

The City of Russell should consider a **policy requiring the installation of underground utilities** for new development. Additionally, the City of Russell should consider a **cost-share program** to provide incentives for existing property owners to replace overhead service lines with underground service lines.

CHAPTER 10. Community Facilities & Services

A community's quality of life depends very much on the caliber of its public facilities and services. Today, public expectations for municipal services extend beyond basic fire and police protection, and include a high demand for community facilities related to health, education, and leisure time activities.

In Russell, some public services (such as cable TV and internet) are provided by private firms, but most essential public services are supported by public funds, and maintained under public control. Utilities and stormwater management services were discussed in the previous chapter; this chapter will address other public facilities and services provided to the Russell community, including:

- Russell City Hall
- Law Enforcement
- Publics Works Facilities
- Parks & Recreation
- Russell Volunteer Fire Department
- Emergency Medical Services
- Health Care Facilities
- Educational Facilities
- Russell Public Library
- Deines Cultural Center
- Cemeteries

When planning for future community facilities, it is very important to determine the optimum location for each facility – in relation to land use, streets, and developmental influences – in order to maximize its efficiency and economy in serving the public. It is crucial to identify and acquire suitable sites in advance of need; they may otherwise be preempted for other purposes. Subdivision plats and rezoning applications should be reviewed in light of the need for land acquisitions appropriate for public facilities.

It is also vitally important to provide adequate staff and budgetary support for maintenance of public facilities. A good maintenance program is the most cost-effective investment a City can make in preserving the quality of its community facilities.

Most of Russell's existing public facilities are in good condition, though a few are in need of updating and improvement – particularly the Parks Maintenance and Street Department Buildings. This chapter evaluates how well each facility will continue to serve through the Planning Period to 2036, and projects future needs for public facilities in the Russell Planning Area during the twenty-year Planning Period.

Public Perception of Community Facilities & Services

The table on the following page shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked how they would rate various community facilities, programs, and services in the Russell area. The facilities and services are sorted in order of their *combined* "Great" and "Adequate" ratings.

It is clear that the City is doing very well at providing core facilities and services, and that the community recognizes and appreciates their value.

Community Questionnaire— Ratings of Community Facilities & Services / Sorted by G&A									
Community Facility or Service	Great		Adequate		G&A	Inadequate		Don't know	
Parks	253	43%	294	50%	92%	31	5%	14	2%
Fire Protection	264	44%	285	48%	92%	9	2%	37	6%
Swimming Pool	412	61%	213	31%	92%	14	2%	39	6%
Dream Theater	368	63%	171	29%	92%	10	2%	37	6%
Ambulance Service	278	48%	256	44%	92%	10	2%	39	7%
Police Protection	222	38%	305	52%	90%	31	5%	25	4%
Trash Disposal	177	30%	346	59%	90%	46	8%	13	2%
Sewage Disposal System	136	23%	382	66%	89%	30	5%	35	6%
Traffic Signs & Signals	119	20%	399	68%	89%	59	10%	7	1%
Electric Service	158	26%	370	62%	88%	61	10%	9	2%
Russell Public Library	232	40%	280	48%	88%	19	3%	52	9%
Playgrounds	226	39%	267	46%	86%	32	6%	51	9%
Sports Fields	282	49%	205	36%	85%	17	3%	71	12%
Street Lighting	120	20%	378	64%	85%	82	14%	8	1%
Health Services	196	33%	292	50%	83%	79	13%	19	3%
Stormwater Drainage System	108	19%	357	62%	81%	73	13%	34	6%
Deines Cultural Center	328	52%	175	28%	80%	9	1%	113	18%
City Hall	166	29%	324	57%	80%	23	4%	52	9%
Street Maintenance & Cleaning	102	17%	356	61%	78%	119	20%	11	2%
Recreation Programs	230	40%	213	37%	77%	40	7%	91	16%
School Facilities	123	22%	286	51%	72%	76	13%	81	14%
Street Paving	62	10%	339	57%	67%	181	30%	18	3%
Water Supply System	102	17%	284	48%	66%	185	32%	15	3%
Sidewalks	67	11%	316	53%	65%	194	33%	15	3%
Fossil Station Museum	146	25%	211	37%	62%	27	5%	191	33%
Skate Park	116	21%	225	40%	61%	33	6%	183	33%
Oil Patch Museum	115	20%	203	35%	56%	45	8%	209	37%
Industrial Development Sites	26	5%	228	41%	45%	165	29%	141	25%
Housing Availability	42	7%	199	35%	42%	241	42%	87	15%
Housing for the Elderly	37	7%	182	32%	39%	232	41%	116	20%
Housing Quality	25	4%	192	34%	38%	273	48%	79	14%
Sufficient Variety of Housing Types	34	6%	172	31%	37%	258	47%	88	16%
Sufficient Quality Rental Housing	22	4%	102	18%	22%	334	58%	116	20%
Job Opportunities	12	2%	110	18%	20%	397	66%	80	13%

Russell City Hall

Russell City Hall is located at 133 W. 8th Street. The north end of the building houses the Fire Department, and the south end houses City administrative functions. Originally built in 1945, the office and storage areas of the building total 4,977 square feet, with an additional 4,819 square feet for the Fire Department. An interior renovation of the offices and council chambers was completed in 1996.

Both on-street and off-street parking are available for staff and community members.

The City Hall building supports many City services. Office space is provided for City staff, including the City Manager, City Clerk/Treasurer, Public Works Director, Building Official, GIS technician, Human Resources manager, Information Technology specialist, and Utility Billing and Administrative Assistants. City Hall has a Council Chamber which is used for meetings of the City Council, Planning Commission, Board of Zoning Appeals, and for other public meetings.

Major Functions

- Governing Body Policy Making
- All Boards and Committees
- Planning and Zoning Administration
- City Management Functions
- Accounts Receivable and Payables
- Utility Billing



Future Facility Needs / Issues to Consider

The City continues to make improvements to the City Hall facility. Starting in 2015, the basement was utilized to accommodate regulatory record management requirements, consolidated Information Technology services, and regular safety training sessions.

Specific needs for the facility include minor renovation items, since many of the updates done in the 1990s have reached the end of their useful lifespans. To ensure the facility meets the needs and standards of the community throughout the Planning Period, certain items should be addressed:

- Complete roof replacement
- Complete minor painting
- Installation of heating / air conditioning / ventilation unit for basement
- Consider and complete analysis regarding the establishment of online bill pay
- Evaluate insulation and replace as necessary
- Address efficiency of existing windows
- Address effectiveness of audio/visual equipment

Law Enforcement

The Russell Police Department is located at 339 E. 8th Street. Originally built in 1960, the building was converted from a grocery store to the police department in 1971. The office and storage areas of the building total approximately 6,400 square feet.

The Russell Police Department provides 24/7 service to the community, and is currently staffed by eight officers, including the Chief of Police. The Russell County jail is used for any incarcerations.

There are currently eight patrol vehicles in service. Patrol vehicles are replaced every 8 to 9 years, when they have approximately 90,000 miles of service.

Dispatch and 911 services operate out of the Russell Police Department, and follow state E-911 procedures. Dispatch and Police follow National Incident Management System (ICS) during an emergency. Dispatch services will be migrating to the Next Generation 911 system in 2016.

The Russell Police Department began using in-car video systems for all marked patrol vehicles in 1996, and plans to add body-worn cameras in 2016.

In 2006 the Police Department began using a software aided evidence management system that allows evidence to be tracked and updated digitally. The department uses an electronic records management system as well.

Parking for community members is limited to on-street public parking. There is limited off-street parking for staff.



Major Functions

- Investigate all criminal activity within the city limits
- Enforce Standard Traffic Ordinance, Uniform Public Offense Codes, and City of Russell Codes
- Routine Patrol, & vacation watch (checking house and garages at the request of citizens that are out of town)
- First response, as available, to EMS calls and Fire Department calls
- Provide foot patrol at High School and Middle School events
- Assist other city departments as needed, as well as outside agencies

Future Facility Needs / Issues to Consider

The City continues to make improvement on the facility. An interior renovation of the offices, courtroom, and evidence storage areas was completed in 2011. In 2013 the outside storage area was added. In 2015, lobby security was improved. Additionally, after a 6-year life span, the security camera system at the police department is to be replaced in 2016-2017. The facility has plenty of space for future reconfiguration to meet expected growth.

Effective communication is a vital part of law enforcement service, and a necessity for the safety of both officers and the public. The City will need to work with public safety entities served to maintain a communications system that meets the needs of the entire county. This is expected to require budgeted dollars for equipment, as well as tower infrastructure. The City budgets for radio acquisition over time, through the Equipment Reserve Plan, to avoid being hit with one large expenditure.

To ensure the facility meets the needs and standards of the community throughout the Planning Period, certain items should be addressed:

- Work with Russell County to establish and migrate to Next Generation 911
- Replace security camera system
- Evaluate and address facility energy efficiencies
- Replace Public Safety Building carpet
- Evaluate and address physical security of 911/Dispatch Center

Public Works Facilities

The Public Works Facility, encompassing three buildings with a total of 13,550 square feet of space, is located in the 200 and 300 blocks of E. 9th Street. It provides offices, equipment storage, and work space for the Street Maintenance, Public Works Mechanic, Sanitation, Public Transportation, and Recycling staff.

The Street Maintenance Building was built in 1940 and constructed of rock limestone. The Russell Public Works Building is north of the Municipal Power Plant. The Public Works Mechanic Building has two bays to perform maintenance and repairs on city-owned vehicles and equipment. Two metal buildings were added, one in 1970 and the other in 2005, to store maintenance equipment and tools, and also house part of the city's recycling center.



Parking for community members is available through off-street parking. There is no on-street parking available at these facilities.

Major Functions

Street Maintenance

- Provide safe, smooth, drivable and attractive street surfaces in a financially sustainable manner
- Provide safe, attractive and functional sidewalks
- Respond to calls 24/7 to troubleshoot street services and assist utility departments, as needed

Public Transportation

- Provide transportation between the public and businesses efficiently, safely, and reliably at affordable cost to the people in the community

Sanitation Services / Recycling

- Provide free local recycling of paper, cardboard, plastics, glass, tin, and aluminum

Future Facility Needs / Issues to Consider

The City needs to analyze the possibility of establishing of an effective **work order / trouble call system** that allows information to flow and to be tracked efficiently through digital means. Not only would this assist internal operations, but an ideal system would allow direct reporting from the customer or resident to the necessary party regarding an issue or concern.

The Public Work Facility, which currently supports Street Maintenance, Public Works Mechanic, Sanitation, Recycling, and Public Transportation functions, no longer adequately meets the needs of the City. Equipment and inventory storage requirements have gotten bigger over time, and the size of the space is simply no longer sufficient. Many pieces of equipment are stored outside, which exposes the equipment to the weather and the elements, reducing the life expectancy of some items. Current insulation and HVAC equipment are not energy-efficient, and result in higher utility costs.

Cardboard and paper **recycling** are contained within the Public Works Facility. In 2015, the City expanded its recycling services to include plastics, glass, tin, and aluminum. These items are collected at a separate site. Having the two recycling sites at one location would provide for a more efficient and convenient recycling program. Relocating the cardboard and paper recycling area to another location would free up valuable space inside the Public Works Facility for equipment storage.

To ensure the facility meets the needs and standards of the community throughout the Planning Period, certain items should be addressed:

- Study and consider a work-order / trouble call system for issues and concerns that need to be addressed
- Consider developing a new Public Works Facility, either at the existing location or at a new location on City-owned land near the current Parks Department

BULK MATERIALS STORAGE YARDS

The City has two areas used for bulk storage of materials – one area along the railroad tracks at the Public Works Facility, and the main Bulk Storage Yard on Homer Road near the wastewater treatment lagoons.

The **Bulk Materials Storage Area** at the Public Works Facility site is used for things such as sand, gravel and road salt. Portions of the storage area are within the railroad right-of-way, as allowed by an agreement between the City and the Union Pacific Railroad Company. **Landscape screening or fencing along N. Fossil** would improve the appearance of the Public Works Facility for adjacent commercial areas, as well as for drivers on N. Fossil / US Highway 281.

Russell's **Bulk Materials Storage Yard** is located on Homer Road, adjacent to the wastewater treatment lagoons. It is used to store supplies and items required for City staff. The Yard is fenced, and the gate is kept locked outside of City business hours.

Major Functions

- Provides staging / storage areas for bulk materials such as asphalt millings
- Police firing range is also located at this site

Future Facility Needs / Issues to Consider

To ensure the facility meets the needs and standards of the community throughout the Planning Period, certain items should be addressed:

- Install landscaping or fencing along N. Fossil to screen view of Public Works Facility's Bulk Materials Storage Area

Parks & Recreation

Parks improve a community's quality of life, offer healthy recreational opportunities for people of all ages and economic backgrounds, and are an important factor in attracting new business to a community. Parks protect open space – which preserves wildlife habitat, improves air and water quality, and helps mitigate flooding. A good park and recreation system is an essential element of a livable community.

Public parks and recreation services are delivered to residents of the Russell Planning Area both by the City of Russell at its parks and recreation facilities, and by the Russell Recreation Commission through use of the City's and USD 407's facilities.

Regional recreation facilities include the Russell Municipal Golf Course, Russell Municipal Swimming Pool, Fossil Lake, and Wilson Lake (30 minutes northeast).

Maintenance City Parks are maintained by Russell's Public Works Department, which mows and maintains over 160 acres of park land, as well as the rights-of-way along roads and railroad tracks, and city-owned land. Public Works also maintains the Russell Municipal Swimming Pool, Municipal Golf Course, and Fossil Lake.



Major Functions

- Provide green open-space for recreation and nature activities
- Provide an outlet for healthy exercise
- Provide safe, interactive opportunities for youth and older generations at the same time

CITY PARKS

The City of Russell has eight parks in the community, each with different facilities available. Facilities include six covered shelters with picnic tables, and a public restroom facility.

- **Memorial Park** located east of Copeland Street at 1056 E 4th. It incorporates a drainage way, and encompasses 119 acres. Facilities include a Wooden Play Park, Extreme Park, 12 horseshoe pits, six tennis courts, and an 18-hole Frisbee Golf Course. Within this park, **Memorial Park Ball Complex** includes 3 softball fields, 2 youth fields, and 2 tee ball fields, as well as bleacher seating, a concession stand, and restrooms.
- **Fossil Creek Park** is at 543 E. 5th Street, between 5th and Wisconsin Streets, east of Front Street. This 2.7 acre park incorporates a drainage way, and includes picnic tables, swings, slides, merry go rounds, and a jungle gym set.
- **Bickerdyke Park** is located between 2nd Street and 4th Street, west of Bickerdyke Elementary School, at 325 N. Grant. This 4.2 acre park includes a playground area, picnic shelter, and a walking trail.
- **Aimes Park** is located at 1015 N. Main Street, just north of the railroad tracks. This 0.45 acre park incorporates a drainage way, and has a swing, climber and rocking animals.
- **Water Tower Park** is located at 337 W. 15th Street, just west of Lincoln Street. This 0.5 acre park has swings, a climber, and a picnic table.
- **Eagle Park** is located at 145 Amy Avenue. Located on a 0.15 acre lot in a residential neighborhood, this tiny park has with a slide, and rocking animals for toddlers.
- **Bronco Park** is at 421 E. State Street, at the northeast corner of 8th and Fossil. This 1.5 acre park incorporates a drainage way, and has a picnic shelter.
- **Fossil Lake Park** is outside the current city limits, southeast of the I-70 interchange, but is owned and maintained by the City of Russell. This 13.2 acre park provides public access to Fossil Lake, and its facilities include tent camping, paths, and a fishing dock.

Future Facility Needs / Issues to Consider

Traditionally, the community has focused the majority of its parks resources on the Memorial Park Complex, but it is time to begin enhancing the viability and usefulness of the other seven city parks as well. The first step is to evaluate facilities at those parks – including playground equipment and restrooms – to determine whether they need updating, renovation, or construction.

Improvements to Fossil Lake Park are needed, including signage for tent camping availability. The addition of shelters and restrooms should be evaluated with an eye toward increasing usage of Fossil Lake Park.

Trees in Parks The community should continue to invest in the reforestation of the park system. As existing trees in the park system near the end of their life spans, new trees should be planted to replace them. Trees adapted to Russell's climate and soils must be selected. Selecting a range of species and varieties helps increase the health and resilience of the urban forest, and provides a variety of sizes, colors, blooms, and textures within the parks.

Accessibility At all parks, the community should make an effort to promote ADA accessibility through the installation of handicap parking stalls and accessible route sidewalks. When upgrading furnishings and facilities, such as picnic tables and playground equipment, select a suitable number of accessible options.



Greenspace in New Developments When planning new developments, the City Planning Commission should use site plan review and plat review to ensure that proper green space and landscape screening are achieved, and that appropriate trees are planted.

RUSSELL MUNICIPAL POOL

The Russell Municipal Pool was built adjacent to the Memorial Park complex in 2000, born out of a grassroots effort and generous donation from the Duke Johnson Trust. The pool is regularly open from Memorial Day until mid-August each year. More information is available at www.russellcity.org/pool.php.

Future Facility Needs / Issues to Consider

The Russell Municipal Pool is now over 15 years old, and is showing signs of deterioration and need for repair. The City should complete a study to evaluate the current state of the facility, and analyze its ability to meet the future needs of the community.



RUSSELL RECREATION COMMISSION

Kansas state law allows communities to choose to support recreational programs through a mill levy based on School District boundaries, rather than municipal boundaries. This system allows the population of an entire School District to support school-based recreational facilities and programs – which, after all, benefit the citizens of the entire School District. State statutes require that funds dedicated to a Recreation Commission may not in any way reduce the dollars provided to the School District for educational purposes.

In Russell's case, the Russell Recreation Commission mill levy boundary is currently the same as the City of Russell's municipal boundary. For residents of the City of Russell, the 2015 property tax levy for the Russell Recreation Commission was approximately 3.806 mills. Utilizing the USD 407 School District boundaries for the Recreation Commission tax levy could reduce the number of mills required to fund the Recreation Commission.

A five member Recreation Board is appointed by the Mayor, with the City Council's consent.

The Russell Recreation Commission offers a wide variety of programs, classes and activities, for youths, adults, and seniors. Program offerings include youth baseball, youth basketball, youth soccer, art, cooking, youth and adult volleyball, adult softball, swimming lessons, fitness classes, nature detectives, and Zumba, among others. On average over 1,100 people participate in Russell Recreation programs, with more than 5,000 spectators annually. Programs are supported by membership and class fees, in addition to the public tax support. For more information, see russellrec.com.

Future Facility Needs / Issues to Consider

The City should make efforts to work in partnership with USD 407 and the Russell Recreation Commission on recreation and park improvements, when synergy and opportunities exist.

Examine the possibility of expanding the Recreation Commission tax levy boundaries to encompass the entire USD 407 School District.

Russell Volunteer Fire Department

The Russell Volunteer Fire Department responds to fire calls in the City of Russell, and also provides rescue and haz-mat (hazardous materials) services to all of Russell County. The Fire Department averages more than 200 calls per year, with about 75% originating outside the City.

The National Insurance Services Office (ISO) rates fire departments on a wide variety of factors, on a scale of 1 to 10, with one being the highest rating. The latest ISO inspection for the Russell Fire Department was in 2004. The City was rated as a 4 and the service area outside the City was rated 9.

The Russell Fire Department has a full-time Chief who is responsible for the day-to-day operations of fire personnel, inspections, and equipment. In addition, there are currently 17 Fire Department volunteers who respond to calls. Approximately 20% of the volunteers are full-time employees for the City of Russell.



The Fire Department facility in Russell is located in the 800 block of N. Maple Street. The building is not staffed 24/7, and is used primarily to house firefighting equipment and first response vehicles. Built in 1945, the 4,918 square foot facility has four bays for first response vehicles. There is sufficient off-street parking to serve staff and volunteers during emergency responses.

Current Fire Apparatus:

- 1978 Initial Attack/Brush 750 GPM, 267 gallons water
- 2001 Rescue/Pumper, 1250 GPM, 500 water, 40 gallon foam
- 2001 Aerial/Quint 100 foot ladder, 2000 GPM, 300 water
- 2014 CAFS Pumper, 1500 GPM, 900 water
- 2007 Haz-mat/Support trailer
- 2011 F250 Command Vehicle

Major Functions

- Respond to fire, haz-mat, and rescue calls
- Provide fire inspection services
- Provide fire prevention education

Future Facility Needs / Issues to Consider

- Work with Public Works Department to address water pressure needs at various locations
- Work with Public Works Department to add hydrants in the southern business district and interchange area
- Assess and evaluate existing equipment (air packs, bunker gear, fire apparatus), and develop an Equipment Replacement Plan within budgetary constraints
- Assess and evaluate the Department's water rescue capabilities (Fossil Lake / Waste Water Lagoons / Municipal Golf Course ponds)

Emergency Medical Services

Ambulance service for the City of Russell is provided by the Russell County Emergency Medical Service, which provides 24-hour emergency medical response throughout the County. Emergency medical calls for Russell County are dispatched through the Russell Police Department, which provides county-wide 911/dispatch services. In 2015 there were 1,146 runs made by Russell County EMS.

Currently, Russell County EMS employs 6 full-time paramedics, 4 Emergency Medical Technicians (EMT's) and 4 Advanced EMT's. Part-time staff includes 3 paramedics, 2 Advanced EMT's and 8 EMT's. Russell County EMS Paramedics are Kansas certified Mobile Intensive Care Technicians.



Russell County EMS and Extension facility

The Russell County EMS facility, located in the 300 block of S. Fossil Street, was acquired in 2012. The 3,750 square foot facility has four ambulance bays, three offices and one education/training room.

Major Functions

- Respond to Emergency Medical Service calls
- Provide transport from emergency scene to medical facility
- Provide transport between local and regional hospitals
- Provide standby emergency medical services at events

Health Care Facilities

Good access to adequate health care is an important component of a community's quality of life. The availability of health care also has an economic impact, since it is often one of the site selection criteria used by business and industry.

Access to health care for residents in the Russell Planning Area is most immediately available from three local medical clinics / centers – Russell Regional Hospital, Russell Regional Hospital Physician's Clinic, and Russell Family Medical Care. There are currently four physicians, one dentist, two optometrists, two chiropractors, three nurse practitioners, and one physician's assistant based in Russell.

RUSSELL REGIONAL HOSPITAL

Built in 1942, this nonprofit 25-bed critical access hospital is a point of local pride. The Hospital has 24-hour physician coverage in the Emergency Department. Facilities on the Hospital campus include the Physician's Clinic and a 22-bed long-term care facility called Main Street Manor.



The community is committed to sustaining quality local healthcare. Bond issues to fund expansions and improvements to the Hospital passed in 1957, 1971, 1977, 1981, and 2003, and a recent capital campaign provided funding for:

- Construction of a 9,500 square foot Physician's Clinic
- 1,100 square foot expansion of Rehabilitation Services
- Minor remodel and re-opening of surgery for minor procedures
- Minor remodel of existing clinic to be used for specialty clinics

As of 2015, the average daily census at Russell Regional Hospital is 9 patients. Off-street and on-street parking is available for patients and staff.

More information is available at www.russellhospital.org.

Major Functions

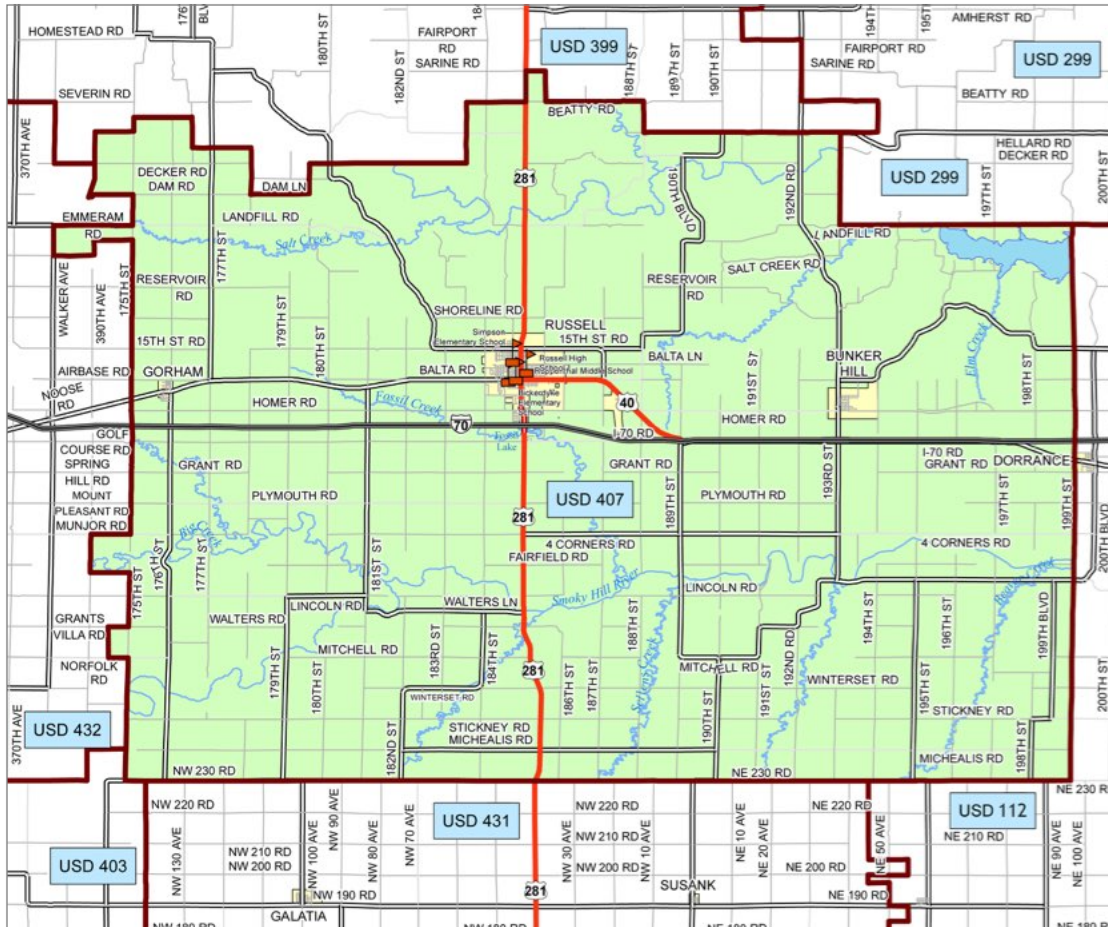
- Serve patients and families with medical issues
- Out Patient clinic
- Emergency Services (Level 2)
- Dietary
- Laboratory
- Main Street Manor - A Retirement Community
- Radiology
- Rehabilitation Services
- Respiratory Therapy
- Rheumatology
- Specialty Clinics
- Surgery
- Swing Bed

Future Facility Needs / Issues to Consider

- Physician recruitment should remain a high priority and be supported; actively recruit specialty physicians to conduct surgical procedures here in Russell County.
- Consider expanding the long-term care facility.

Educational Facilities

The Russell Planning Area is served by Unified School District 407, which covers an area of 489 square miles and includes most of the southern two-thirds of Russell County. Before the 2010-2011 school year, USD 407 had served all of Russell County except for the northwest and southeast corners, but in 2010 when the Lucas-Luray High School was acquired by the Sylvan Grove school district, and Luray Elementary School closed, USD 407 was reduced in size.



KDOT Map of USD 407 as of 2015
(available from <https://www.ksdot.org/bureaus/burtransplan/maps/SchoolDistrict.asp>)

As of 2015, there are about 820 children attending USD 407 schools; approximately 87% of those students live within the City of Russell.

The USD 407 District Office is located in a former bank building at 802 N. Main Street. The facility provides office space for the Superintendent of Schools, Food Service Director, Special Education program administration, Technology staff, and administrative support staff. A large boardroom furnishes meeting space for the Board of Education. More information on USD 407 and its schools is available at www.usd407.org.



FUNDING

The following table summarizes the number of full-time-equivalent students in USD 407 schools, the total assessed valuation of property in the School District, the assessed valuation per student, and the bonded indebtedness of USD 407 as of June 30th of the four most recent school years.

School Year	FTE Students	Total Assessed Valuation	Assessed Valuation per Student	Bonded Indebtedness
2012	772.5	\$85,725,474	\$110,971	0
2013	778.5	\$89,826,595	\$115,384	0
2014	762.7	\$94,568,730	\$123,992	0
2015	820.0	\$69,612,734	\$84,890	0

The total assessed valuation of property within the Russell School District decreased by approximately \$25 million between the 2014 and 2015 school years, due largely to the steep decline in crude oil prices at that time.

SCHOOLS

Russell USD 407 operates four schools, all located in the City of Russell.

- Simpson Elementary
- Bickerdyke Elementary
- Ruppenthal Middle School
- Russell High School

Simpson Elementary School

Originally built in 1952, Simpson Elementary School is located at 1323 N. Main Street. There are 13 classrooms, a library, and a cafeteria/gymnasium in the 26,615 square foot one-story brick building. Nearby parking provides 15 off-street parking and 20 on-street parking spaces.

- Accommodates pre-kindergarten through 1st Grade
- Average class size is 21
- Currently there are 144 students



Simpson Elementary School

Bickerdyke Elementary School

Originally built in 1952, Bickerdyke Elementary School is located at 348 N. Maple Street. There are 19 classrooms, a library, a cafeteria, and a detached gymnasium in the 34,370 square foot split-level brick building. On-street parking accommodates 50 parking spaces.

- Accommodates Grades 2 through 5
- Average class size is 21 students
- Currently there are 249 students



Bickerdyke Elementary School

Ruppenthal Middle School

Originally built in 1938, Ruppenthal Middle School is located at 400 N. Elm Street. Expanded to allow additional classroom space, there are currently 21 classrooms, a gymnasium, a cafeteria, a library, and an auditorium in the 66,175 square foot three-story limestone building. Off-street parking accommodates 50 parking spaces.

- Accommodates grades 6 through 8
- Average class size is 21
- Currently there are 190 students



Ruppenthal Middle School

Russell High School

Originally built in 1962, Russell High School is located at 565 E. State Street. There are 35 classrooms, a library, a vocational / agricultural shop, two gymnasiums, a weight room, a wrestling room, and a conference room in the 133,130 square foot one-story brick faced building. Also on site are a football practice field, an 8-lane track, turf football field, baseball field, concession stands, bus barn, maintenance building, and off-street parking for staff (26 stalls), students (166 stalls) and visitors (61 stalls).

- Accommodates Grades 9 through 12
- Average class size is 20 students
- Currently there are 240 students



Russell High School campus

Future Facility Needs / Issues to Consider

- The School District should consider whether to invest funds to bring identified facility needs to standard, invest funds in new facilities or a combination of both.
- The City should ensure that each school is adequately accessible via sidewalks.

USD 407 identifies specific goals to pursue during each school year.

The four goals to be pursued in the 2015-2016 school year are:

- Goal 1: Improve communication from the District to the USD 407 internal and external publics
- Goal 2: Provide a high performance school culture
- Goal 3: Provide for well-maintained, updated and safe facilities

HIGHER EDUCATION

There are ample opportunities for higher education within comfortable commuting distance of Russell. Fort Hays State University, and Northwest Kansas Technical School are all located within 30 miles of Russell. Barton County Community College is about 40 miles away.

Russell Public Library

The Russell Public Library is located at 126 E. Wisconsin Street, adjacent to the Central Business District. The 9,800 square foot facility is divided into two sections. The larger section is for adults and houses the majority of the library's collection. The smaller section is for children. The facility also includes a small office, two storage rooms, media room and board room. Public parking is available on Wisconsin Street.



Russell Public Library

There are currently 1,994 registered borrowers, who can choose from 22,733 books and 760 periodicals, plus 733 audio books and 791 DVD's. There are also computers available to the public for internet access. Library programs include the Summer Library Program, the Early Out Program, Crafternoons, PrimeTimers, Storytime (twice a week), the Lego Club, the Adult Knitting Club, the Kids Knitting club, GED classes, and Teen Tech Week, among others.

The Russell Public Library is a member of the Central Kansas Library System (CKLS), which is a regional system of cooperating libraries. In order to ensure that many of the state's smaller libraries sustain a least a minimum level of service, Kansas state law established seven regional library systems. Membership is voluntary, and each member library retains its local self-government and independence. More information on the CKLS is available at www.ckls.org.

An eight-member Library Board is appointed by the Mayor of the City of Russell with the consent of the City Council.

The Russell Public Library is open six days a week, for a total of 44 hours per week. More information is available at www.russellpubliclibrary.com.

Major Functions

- Provide an open and free learning environment for all ages
- Provide physical and digital access to library materials

Future Facility Needs / Issues to Consider

In the next twenty years, renovation of an existing storage room to provide a young adult section of the library, separate from the adult section, should be considered.

Deines Cultural Center

The Deines Cultural Center is located in the Central Business District at 820 N. Main Street. The three-story brick building contains three galleries, a ceramics studio, and a classroom, as well as a collections storage room, a kitchen, and office space. Public parking is available on Main Street.

The galleries regularly display art exhibitions from local, regional, and national artists. Live music performances, workshops and classes are also held in the Deines Cultural Center. Galleries are available for rent as venues for private special events.



Deines Cultural Center

Building maintenance, utilities and staffing are provided by the City of Russell. Events and programs are funded by the private not-for-profit *Friends of the Deines* organization.

An eleven-member Board provides guidance to the full-time Deines Cultural Center Director. Seven members of the Board are appointed by the Mayor with the consent of the City Council, one member is appointed by the Russell Arts Council, and three members are permanent.

The Deines Cultural Center is open six days a week for a total of 28 hours per week. More information is available at www.deinesculturalcenter.org.

Major Functions

- Provide an open and free educational resource that enriches local cultural life, by providing artistic exhibits and activities, musical events and concerns, and educational and historic programs.
- Offer venues for special events, available for rent.

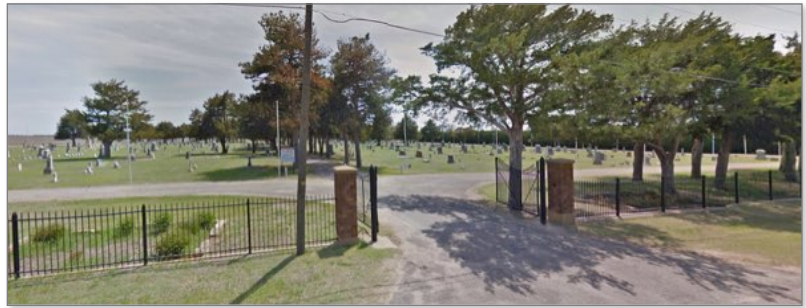
Future Facility Needs / Issues to Consider

- Consider renovations to the 2nd floor to create usable space
- Consider the addition of restrooms on the 2nd floor
- Update security including exterior lighting and cameras

Cemeteries

There are three cemeteries within the Russell planning area.

The 18.2 acre **Russell City Cemetery**, is located at 1600 E. Wichita Avenue. The City Cemetery is operated and maintained by the Public Works Department, under the supervision of the Cemetery Sexton. The City Cemetery's rules, regulations and fees were updated in 2014.



Russell City Cemetery

The 3.2 acre **St. Mary's Catholic Cemetery** is located north of the City Cemetery, on the other side of Wichita Avenue.

*St. Mary's
Catholic Cemetery*

The 3.8 acre **St. John's Lutheran Cemetery** is located south of the City Cemetery.

*Russell
City Cemetery*

Future Facility Needs / Issues to Consider

- The City should consider developing additional burial locations at city-owned land directly south of the current cemetery.
- Road resurfacing should be completed in the next 5 to 10 years.
- The current burial directory should be assessed and updated.

*St. John's
Lutheran Cemetery*



Section 4 — Planning the Future

- CHAPTER 11. Land Use Patterns & Population Goal
- CHAPTER 12. Policies & Programs
- CHAPTER 13. Regulatory Tools
- CHAPTER 14. Comprehensive Plan Implementation

CHAPTER 11. Population Goal & Land Use Patterns

As part of the comprehensive planning process, a community's land use patterns are mapped to show the amount and locations of land in use for residential, commercial, industrial, and public purposes. The ability to plan for changes in future land use patterns requires a solid understanding of existing land use conditions, and the community's future land use goals.

In addition, a realistic approximation of potential changes in Russell's population over the twenty-year Planning Period is necessary, since significant increases or decreases in population impact the amount of land likely to be required for various land uses.

Future Population Goal

A community's future population is subject to too many unknown factors to be predicted with any precision, but determining a reasonably accurate estimate is an essential foundation for making planning decisions regarding everything from future housing requirements to future sewage treatment capacity.

Russell's decennial Census population went from 1,700 in 1920, before the oil strike, to a peak of 6,483 people in 1950, nearly quadrupling its population in just thirty years. That population peak reflected the combined impact of the oil boom years and Walker Army Airfield's influence, and was clearly not sustainable. Rather than fretting over the fact that Russell's population has decreased since that time, it should instead be recognized that the peak was an anomaly. The City's focus now should be on establishing a population goal that is appropriate for the community's present and future, not one based on an incongruity of its past.

The housing study produced for the City in 2014 used a cohort-survival forecast method to estimate future population, and suggested a goal of growing Russell's population at a rate of 0.5% annually between 2015 and 2025, resulting in a population of 4,660 people by 2025.

The Planning Commission determined that it will plan for an increase in the City's population from 4,506 in 2010 to **4800 people by the year 2036**, for an increase of 294 individuals, which is a 0.25% annual increase over twenty-six years – or a net increase of approximately eleven additional people per year on average.

Any population increase at all can be regarded as an ambitious goal, given that the number of people in Russell has been gradually decreasing for the past 60 years, and that the long-term trend for this region of the nation is population decrease. However, assuming that Russell's current efforts to develop a sufficient reliable water supply are successful, and that the community improves and expands its housing stock, it is an achievable ambition.

Land Use Plan

Analysis of existing land use patterns is a basic and critical component of comprehensive planning, and profoundly influences other major elements of a Comprehensive Plan, such as planning for new community facilities or transportation system improvements. The need to improve existing land use patterns and expand or contract certain land use categories also impacts municipal policies and programs.

The use of any given parcel of land may change over time, but it is typically a slow process. Therefore, existing land use patterns are generally recognized and accepted as the basis for the realistic projection and delineation of future land use patterns. The patterns of future land use proposed for the Russell area must also reflect the estimated future population of the City by the end of the Planning Period.

A Land Use Plan describes future goals for land use within the Planning Area. It must coordinate future land use plans with existing land use patterns, strive for harmony between land uses and existing physical conditions, minimize incompatible adjacent land uses, and maintain a balance among the various types of land use within a community. The last two issues are of particular importance in Russell.

This Land Use Plan addresses the distribution and interrelationships of existing land uses in the City of Russell and its surrounding Planning Area. It evaluates the potential for future development in the area, and will help to guide that development as it occurs.

Although zoning and land use are interrelated, a Land Use Map is *not* a Zoning Map. An **Existing Land Use Map** is a snapshot of what types of uses a parcel or part of a parcel of land were being used for, on the day when the land use survey was done. A **Future Land Use Map** is a projection of proposed future land uses, and provides guidance for zoning case reviews.

Included within this chapter are Existing Land Use Maps for both the City (Figure 11-A) and the Planning Area (Figure 11-B), as well as a Future Land Use Map for the urban area (Figure 11-C). The maps can also be seen on the City website at www.russellcity.org, and full-size versions of the maps are available for viewing at Russell City Hall.

Existing Land Use

A field survey of the Russell Planning Area was conducted on August 3 and 4, 2015, to compile an inventory of existing land use. The consultants, with the assistance of City of Russell GIS staff, classified each parcel of land by its type of use.

The following land use definitions were used in the survey, to classify existing land uses within the Russell Planning Area:

Agricultural and Vacant – Land used for agricultural purposes, such as growing crops or raising livestock. Also, undeveloped land (land not built upon) such as natural open space or vacant lots.

Single-family Residential – Land devoted to residences occupied by one household. Manufactured/mobile homes, not otherwise located in mobile home parks, were further identified separately from site-built housing units.

Multi-unit Residential – Land devoted to multiple occupancy dwellings containing two or more individual residential units, such as duplexes, fourplexes, and apartment buildings.

Public and Semi-public – Land devoted to City buildings, schools, parks, and other governmental activities, including special uses regulated by government, such as utilities, cemeteries, and nursing homes. Also includes institutional or fraternal uses of land for public purposes, 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 pipe yards and salvage yards.

Transportation – Public or semi-public land used for transportation right-of-way, for example streets, alleys, highways and railroads.

Information from the field survey is shown on the
Existing Land Use Map – Urban Area, Figure 11-A,
inserted following this page.
This map focuses on land within the city limits.

FIGURE 11-A
EXISTING LAND USE — URBAN AREA

COMPREHENSIVE DEVELOPMENT PLAN

RUSSELL AREA RUSSELL COUNTY, KANSAS



Key

- City Limits
- Floodplain Zone A
(1% annual chance flood;
no base flood
elevations determined)
- Urban Manufactured Home
- Rural House
- Rural Manufactured Home

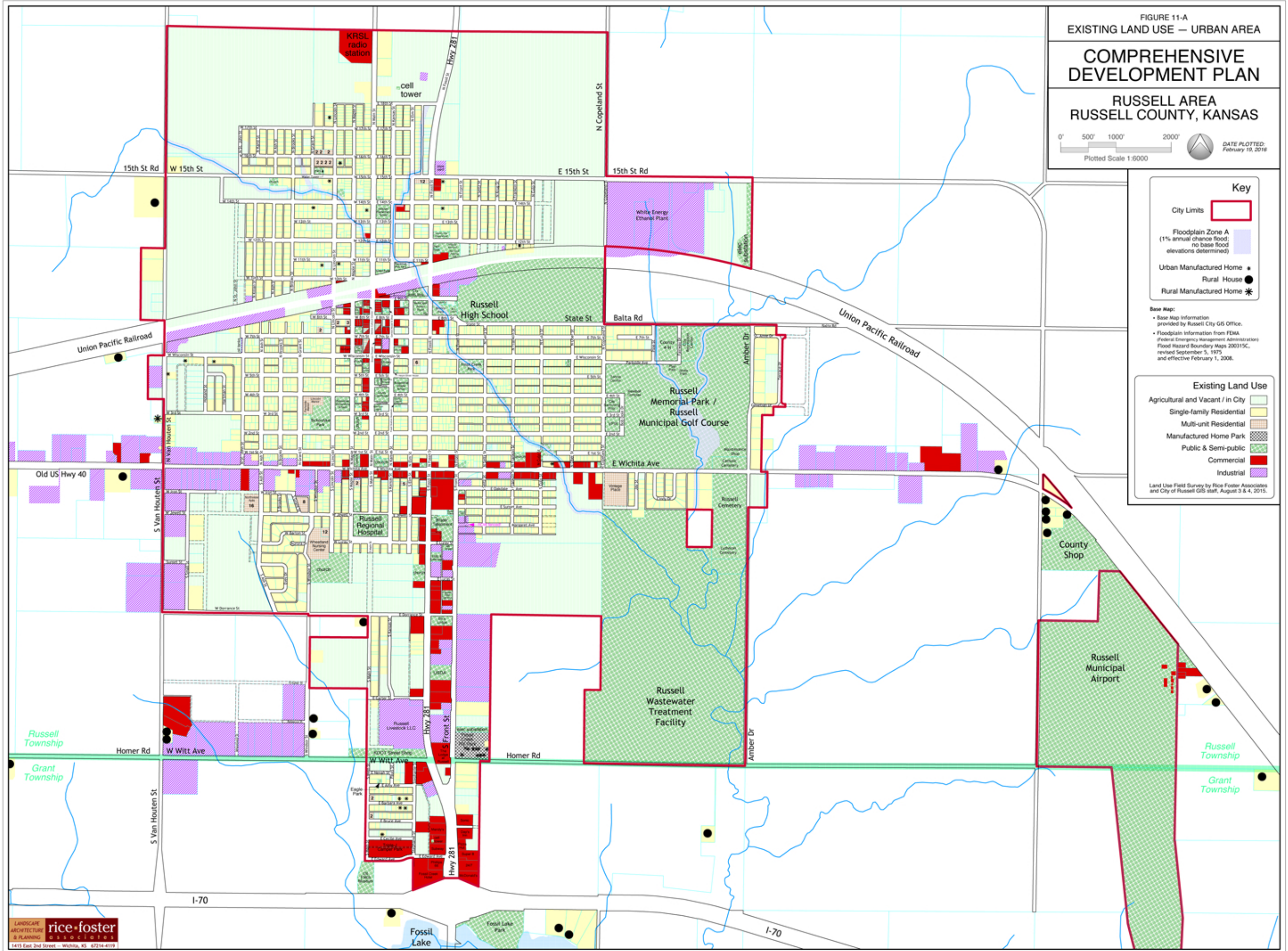
Base Map:

- Base Map Information provided by Russell City GIS Office.
- Floodplain Information from FEMA (Federal Emergency Management Administration) Flood Hazard Boundary Maps 200315C, revised September 3, 1975 and effective February 1, 2008.

Existing Land Use

- Agricultural and Vacant / in City
- Single-family Residential
- Multi-unit Residential
- Manufactured Home Park
- Public & Semi-public
- Commercial
- Industrial

Land Use Field Survey by Rice Foster Associates and City of Russell GIS staff, August 3 & 4, 2015.



Existing Land Use in the City of Russell			
	Total acres	Percentage of developed area	Percentage of total area
Residential (total)	577.9	26.5%	18.9%
<i>Single-family Residential</i>	549.7	25.2%	17.9%
<i>Multi-unit Residential</i>	21.5	1.0%	0.7%
<i>Manufactured/Mobile Home Park</i>	6.7	0.3%	0.2%
Public & Semi-public	812.2	37.2%	26.5%
Commercial	104.2	4.8%	3.4%
Industrial	187.5	8.6%	6.1%
Transportation Right-of-way	501.6	23.0%	16.4%
Total Developed Area	2,183.4	100.0%	71.2%
+ Agricultural & Vacant	881.7		28.8%
= Total Area	3,065.0		100.0%

Note: Land use quantities include all land within the Russell city limits.

Source: Land Use Field Survey by Rice Foster Associates, P.A. and City of Russell GIS staff, August 3 & 4, 2015. Land Use calculations by Rice Foster Associates.

General City Pattern / Existing

There are 3,065 acres (4.79 square miles) within Russell's city limits. The bulk of the city is contiguous, comprising 2,810.1 acres or 4.4 square miles, and stretching 3 miles north-south, from the I-70 interchange to a half-mile north of 15th Street, and a little over two miles east-west, from Van Houten Street to Amber Drive. The Russell Municipal Airport is a large island annexation of about 253.3 acres in size. Another very small island annexation is just north of the Airport – a triangular parcel 1.6 acres in size, located south of the railroad, north of Wichita Avenue, and east of 187th Street.

Tracks of the Union Pacific Railroad run generally east-west through Russell, dividing the northern quarter or so of the city from the rest. Interstate Highway I-70 lies immediately to the south of Russell, running from east to west. U.S. Route 281, extending from the Mexican border to the Canadian border, runs north to south through the middle of town.

Several branches of Fossil Creek run through Russell, including one which flows generally northwest to southeast across the main part of the city. The Creek's main branch flows through the Planning Area southwest of the city, and is dammed to form Fossil Lake. Yet another branch flows through Russell Memorial Park, and is dammed to create the small lake there.

Developed land represents 71.2% of the City's area and totals about 2,183.4 acres. The balance of land in the City is vacant or still in agricultural use. Most of the developed land in the Russell Planning Area is within the city limits, with the exception of the residential development about Fossil Lake, primarily industrial areas along Wichita Avenue east and west of town, and some industrial land uses along Witt Avenue southwest of the city.

Public and semi-public land uses total 812.2 acres, representing 37.2% of the developed area within the city limits. This is Russell's largest category of land use, primarily due to several very large sites – the Russell Wastewater Treatment Facility, the Russell Municipal Airport, and the Russell Memorial Park and Municipal Golf Course. Other public and semi-public land uses include: City parks, City Hall, City Shop, Water Treatment facility and Water Tower, Power Plant, Library, County Courthouse, Sheriff's Office, Fire Department, EMS and Extension Office facilities, KDOT Street Shop, USDA facility, Post Office, Russell Regional Hospital, Senior Center, American Legion, Elks Lodge, Russell Public Schools, cemeteries, museums, and a number of churches.



Russell County Courthouse

Residential land uses total 577.9 acres within the city limits – with 549.7 acres in single-family homes, 21.5 acres in multi-unit residences, and 6.7 acres in manufactured home parks. Residential uses are the second largest category of land use in Russell.



Typical residential neighborhood

Russell has a variety of multi-unit housing options available, including downtown lofts, a number of duplexes, and various small apartment buildings ranging from 3 to 16 units in size, typically dispersed within single-family residential neighborhoods. The Russell Housing Authority also owns and operates three major apartment complexes in the city, with a total of 78 units, for elderly, disabled or low-income tenants – Parkside Manor, Lincoln Manor, and Prairie Acres.



Lincoln Manor & Parkside Manor

There are a total of 29 manufactured or mobile homes within the city limits of Russell, 19 of them at various individual locations, and 10 within the Fossil Creek RV Park.

Transportation rights-of-way total 501.6 acres, representing 23.0% of Russell's developed area. This is the third-largest category of land use in Russell, and includes platted rights-of-way for streets, alleys and the railroad.

Industrial land uses total 187.5 acres, representing 8.6% of Russell's developed area. This is the second-smallest category of land use in Russell. Industrial land uses within the City are scattered widely across Russell, with concentrations in the Interchange District along Front Street, on Wichita Avenue from Lincoln west to Van Houten Street, along Van Houten from Wichita south to Dorrance Street, and along the railroad right-of-way. There is a 79-acre Industrial Park in the northeast part of the city, on the southeast corner of 15th and Copeland Streets.



Russell Industrial Park



Van Houten industrial area



Interchange District / Front Street industrial area



West Wichita Avenue industrial area



Railroad industrial area

Commercial land uses total 104.2 acres, representing 4.8% of Russell's developed area. This is the City's smallest category of land use, and includes offices, banks, stores, motels, and restaurants. Commercial land uses in Russell are located primarily in one of three commercial districts – downtown, along Wichita Avenue from Grant to Copeland, or in the Interchange District along Fossil Street from Wichita to I-70.

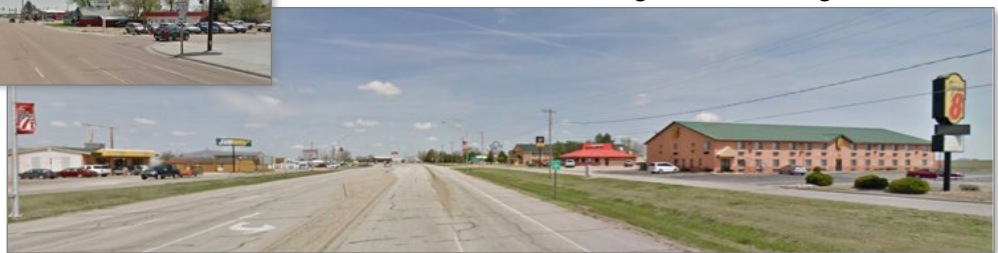


Downtown commercial district



Wichita Avenue commercial district

Interchange District along Fossil Street



When all of the previous land use categories are added together, they equal 2,183.4 acres of *developed* land within the city limits, or 71.2% of Russell's total land area. Everything else, including **vacant lots and agricultural land** within the city limits, is considered to be *undeveloped* land. Russell has 881.7 acres of land use in this category, which is 28.8% of the total land area within the city limits. There are some vacant lots scattered about the City, and a few vacant buildings and lots in the downtown area, but the bulk of Russell's vacant land is in large parcels on the City's periphery.

Existing Land Use Outside the City Limits

Existing Land Use in the Russell Planning Area			
	Total acres	Percentage of Planning Area outside city limits	Percentage of Developed Area
Single-family Residential	259.6	1.19%	16.63%
Public & Semi-public	41.7	0.19%	2.67%
Commercial	17.5	0.08%	1.12%
Industrial	132.9	0.61%	8.51%
Transportation Right-of-way	1,109.5	5.07%	71.06%
Agricultural & Vacant	20,325.8	92.87%	—
Total Planning Area	24,952.1		
minus area within city limits	3,065.0		
= Planning Area outside of city limits	21,887.1	100.0%	

Note: Land use quantities include all land within the Russell Planning Area, but outside the city limits. Developed area includes all land uses except agricultural and vacant.

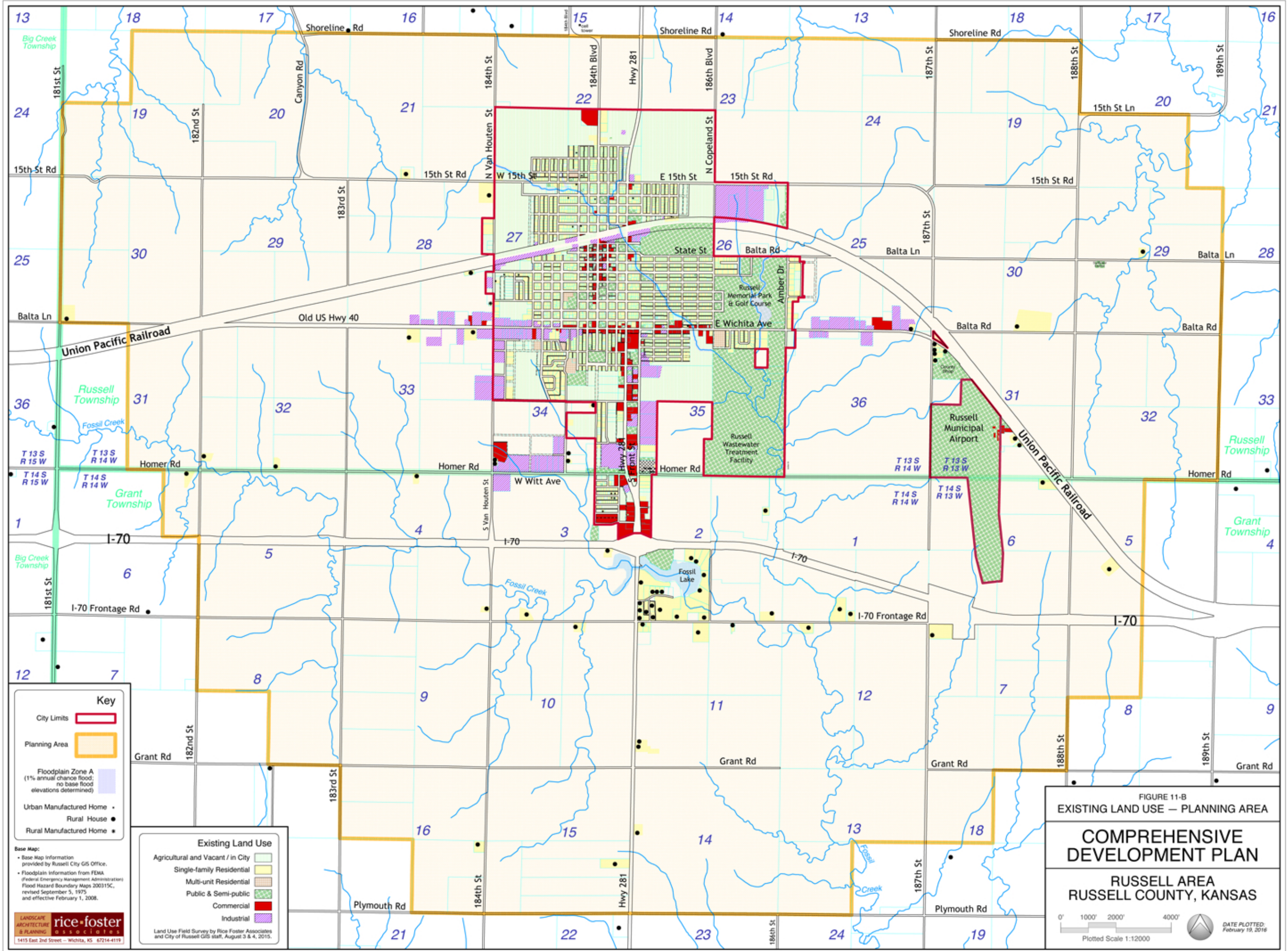
Source: Land Use Field Survey by Rice Foster Associates, P.A. and City of Russell GIS staff, August 3 & 4, 2015. Land Use calculations by Rice Foster Associates.

Russell's Planning Area encompasses 24,952.1 acres, or 39.0 square miles in total. Excluding the 3,065.0 acres inside the city limits, the balance of the Planning Area comprises 21,887.1 acres or 34.2 square miles. In the following discussion, land use quantities refer to the Planning Area *outside the city limits*.

In the Russell Planning Area, **agriculture** is the predominant land use by a wide margin, utilizing nearly 93% of the land outside the city limits. **Transportation** is the second-largest category, using 1,109.5 acres (5.1% of the land). **Single-family residential** uses 259.6 acres (1.2% of the land), **industrial** uses cover 132.9 acres (0.6% of the land), **public and semi-public** uses cover 41.7 acres (0.2% of the land), and **commercial** uses cover 17.5 acres (0.1% of the land).

Rural **residential** land uses consist of single-family housing in the development around Fossil Lake, a number of houses that have been built along I-70 Frontage Road between Van Houten and 187th Streets, and scattered individual properties. There are no multi-unit residential buildings or manufactured home parks in the Planning Area outside of the City.

Rural **industrial** land uses are concentrated along Wichita Avenue for about a mile east and a half mile west of the city limits, along Witt Avenue for a half mile east of Van Houten, and on the west side of Van Houten just north of Dorrance. Rural **commercial** properties are intermixed with the industrial land uses in the same areas. **Public** land uses consist largely of a City-owned lot that allows public access to Fossil Lake, the Oil Patch Museum, and a Sunflower Electric facility.



Key

- City Limits
- Planning Area
- Floodplain Zone A (1% annual chance flood; no base flood elevations determined)
- Urban Manufactured Home
- Rural House
- Rural Manufactured Home

Base Map:

- Base Map Information provided by Russell City GIS Office.
- Floodplain Information from FEMA (Federal Emergency Management Administration) Flood Hazard Boundary Maps 200315C, revised September 5, 1975 and effective February 1, 2008.

rice-foster
LANDSCAPE ARCHITECTURE & PLANNING ASSOCIATES
1415 East 2nd Street - Wichita, KS 67214-4119

Existing Land Use

- Agricultural and Vacant / in City
- Single-family Residential
- Multi-unit Residential
- Public & Semi-public
- Commercial
- Industrial

Land Use Field Survey by Rice Foster Associates and City of Russell GIS staff, August 3 & 4, 2015.

FIGURE 11-B
EXISTING LAND USE — PLANNING AREA

COMPREHENSIVE DEVELOPMENT PLAN

RUSSELL AREA RUSSELL COUNTY, KANSAS

0' 1000' 2000' 4000'
Plotted Scale 1:12000

DATE PLOTTED:
February 19, 2016

Future Land Use

A future land use plan is intended to enhance, over time, the arrangement of land uses in the City of Russell, and ideally, in the Planning Area as well, so that land will be developed in patterns that better support efficient, balanced, and compatible land uses. Future land use concepts are communicated primarily, though not exclusively, in the Future Land Use Map developed as part of this comprehensive planning process.

A number of factors must be considered when projecting future land use, including community attitudes and goals, existing physical features and their respective development influences, existing land use patterns, potential utility service areas, future population goals and housing needs, and proposed development projects.

The **Future Land Use Map** in this document exhibits a desired pattern for land use within Russell; however, since the City does not currently have extraterritorial jurisdiction, land uses outside the city limits are shown on the Map as they existed during the land use survey in August of 2015. The Future Land Use Map is intended to guide land use planning decisions during the twenty-year Planning Period.

Flexibility is essential in a future land use plan, and it is expected that the Planning Commission may need to make minor adjustments from time to time. When development in a particular area is being considered, policy decisions should remain in keeping with the overall future land use concepts expressed in the Future Land Use Map, but must also respond to current data. **When an area is designated for a particular future land use, that designation should be considered as an indication of preferred land use character and predominant type, rather than an absolute requirement** that the area be developed exclusively for the noted land use. For example, a church or park could be considered compatible in an area designated for future residential land use.

General City Pattern / Future

Historically, Russell has maintained a pattern of compact and contiguous development. Such development helps maximize the efficiency and minimize the cost of providing public services, from utilities to police patrols. The community should continue to strive for contiguous and infill development.

In general, it is considered desirable for **residential** land use within a city to be separated or at least screened from commercial or industrial uses. The exception to this guideline is downtown, where multi-story buildings can support a mix of uses – such as commercial uses on the street level, and residential uses on upper floors.

Some **public** land uses are compatible with residential areas (such as neighborhood parks, or small churches), some are appropriate to commercial areas (City Hall or a Post Office, for example), and some should be treated as if they were industrial sites (sewage treatment plants). When schools were smaller and most children regularly walked to classes, schools were often built in the heart of residential areas, but today's large schools generate a lot of traffic, and are typically sited on major roads, near but not within residential neighborhoods.

By preference, **commercial** land uses are located near transportation nodes, and clustered together to create economic synergy. Ideally, both retail destinations and many workplaces should be within walking distance of residential neighborhoods.

Industrial land uses often require heavy-duty utility services, generate substantial truck traffic, and may produce dust and other air pollutants, as well as considerable noise. Therefore they are often consolidated in a few areas with appropriate utility service, typically near railroads or highways, and away from residential neighborhoods. Ideally, industrial land uses are sited on the opposite side of the urban area from a community's primary prevailing wind direction.

Figure 11-C depicts Russell's proposed urban land use patterns through 2036. Major future **land use goals** for the City involve creating some high-end housing developments, developing quality mid-range housing on available infill lots, consolidating as practicable each of its three commercial areas to create more retail synergy, and relocating widely dispersed industrial land uses to fewer and more suitable locations.

The overarching intent of future land use decisions should be maintaining and enhancing Russell's quality of life.

Future Residential

Russell's population in the 2010 Census was 4,506, and the population goal by the end of the Planning Period in 2036 is 4,800 – an increase of 294 people. Taking the additional population, and dividing that number by the 2010 Census figure of 2.16 persons per household, Russell may expect **about 136 additional households** by 2036, or an average increase of about **five to six housing units per year** for the twenty-six years between 2010 and 2036. This number does not take replacement housing units into account, which are needed to compensate for houses lost to, for instance, fire or demolition.

To estimate the *approximate* amount of land needed to accommodate 136 housing units, assume a typical suburban lot size of 10,000 square feet for a single-family detached dwelling, with 25% of the land per acre dedicated to street right-of-way; this would result in about 3.27 dwelling units per acre. If every single one of the estimated 136 new households in Russell chose to live in such a suburban house, Russell could expect to need **up to 41.6 acres of residential development** to support such a population increase – a little more than a quarter of a quarter section. In fact, Russell will require a variety of housing types, often using less land per household, sometimes using considerably more – but this figure does provide some insight into the approximate extent of residential land acreage likely to be needed.

For a community to keep young and old family members nearby, and to have an opportunity to attract new residents, housing needs for all social and economic levels must be met. Russell has a wide variety of housing options, and it is important that the community continue to **maintain a diverse housing inventory.**

The overall quality of Russell's housing inventory is lower than it should be, and on all too many blocks throughout the city, housing quality tends to cover a range from very-well-cared-for to dilapidated. The City should **pursue strategies to help low-income residents maintain their houses**, partnering with non-profit organizations where feasible. It is also essential that the City **continue to pursue rigorous enforcement of code requirements, demolishing abandoned and dilapidated houses where necessary**, to preserve the property values of neighboring residents and improve the quality of Russell's neighborhoods.

Quality mid-range housing, much of it sized to meet the needs of the one- or two-person households that are the new American majority, could be infill developed on lots available after dilapidated houses are removed. More than a third of households in Russell are single-person households; roughly half of such householders are under 65 years of age, and half over.

Russell also needs **new high-end housing**, to free up existing quality mid-range housing currently being occupied by residents who would choose to move up if only there were options available. Some suitable locations for such high-end developments within the city are shown on the Future Land Use Map – on the north end of town, and in areas north of Dorrance Street.

Consider promoting development of a few **downtown loft apartments** in upper levels of commercial buildings along Main Street, to appeal to that specialized niche market. Urban loft living is often particularly attractive to young professionals and down-sizing baby boomers.

The City's Housing Authority has done an excellent job of providing decent and safe housing at affordable rental rates, for eligible low-income families and individuals, the elderly, and persons with disabilities. The City should continue to support its **public housing** options, investing in ongoing maintenance, and in additional development as needed.

Multi-unit housing should ideally be located near community facilities, and near business areas, both for residents' shopping convenience and to strengthen business activity. Residential neighborhoods can accommodate smaller multi-unit housing, such as duplexes, triplexes and fourplexes, so long as parking requirements are handled sensitively. Larger multi-unit developments can act as a buffer between single-family and nonresidential uses, and are often developed along arterial and collector streets which can support the higher density traffic they generate.

Manufactured Housing With the high cost of housing in general, manufactured housing (manufactured, mobile and modular homes) is a solution for some people today. For an explanation of the differences between manufactured, residential-design manufactured, mobile, and modular homes, see Chapter 13 on Regulatory Tools.

It is generally more desirable to locate **single-wide** manufactured/mobile homes in mobile home parks designed for their size and shape. **Multiple-wide** manufactured housing and modular homes, however, do fit on conventional lots. As mandated by state statutes, multiple-wide residential-design manufactured homes on permanent foundations are provided for in all single-family residential zones.

Future Public & Semi-public

Currently, Russell has adequate existing City-owned land to meet most of the utilities, stormwater management, and community facilities needs likely to be required over the span of this twenty year Planning Period. The possible exception to this might be the need to acquire additional suitably located land to serve as a new neighborhood park, particularly as new residential development occurs.

The County Courthouse neighborhood, with its public buildings and historic limestone architecture, has a remarkable character, which should be enhanced with landscape improvements in both street rights-of-way and around the public buildings.

Future Commercial

Currently, Russell's commercial land use is dispersed about the city in such a way that very little **retail synergy** takes place. In order to achieve a whole that is more than the sum of its parts, where customers are likely to visit adjacent businesses just because they are conveniently nearby, the community should strive to consolidate commercial land uses in Russell's existing commercial districts. Among the three districts, there is ample space to accommodate all the commercial land use a city the size of Russell is likely to require, and all of the districts would profit from additional density.

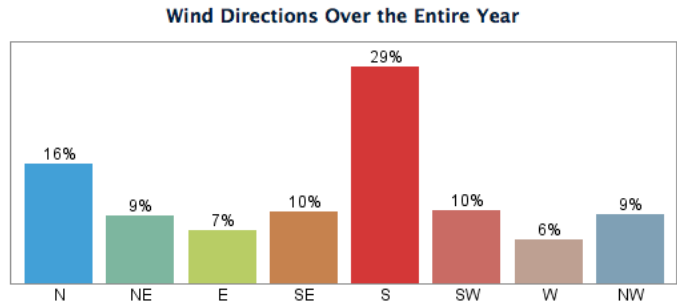
Attempt to **develop a distinct character for each commercial district**. For instance, the **downtown district** might focus on government services, offices, restaurants, and specialized retail businesses, encouraging window-shopping and an inviting pedestrian experience. The **I-70 interchange district** along Fossil Street is ideal for supporting the sorts of businesses that typically require large parking lots, where customers are most likely to arrive by car. The hotel and fast-food focus of the area immediately north of the interchange itself is appropriate, and should simply be intensified and refined. Along **Wichita Avenue**, a concentration of local service businesses might be appropriate. The idea is to encourage the growth of shopping destinations which complement rather than compete with each other.

In addition, the small existing commercial area at the **Municipal Airport** should be encouraged to expand with appropriate aviation-related development.

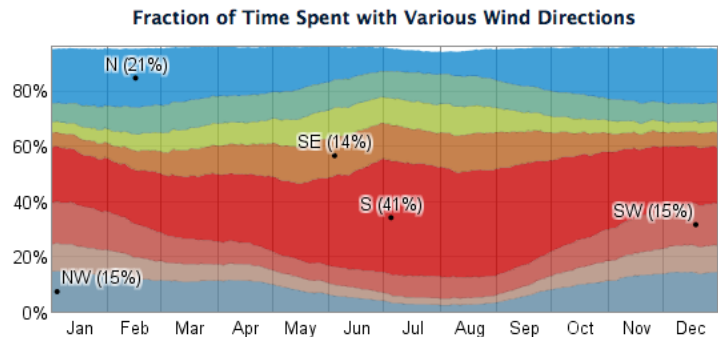
Future Industrial

Ideally, industrial land uses should be sited downwind from residential areas. However, as shown in the adjacent charts from city-data.com, in any given month winds in Russell are likely to come from every point on the compass. Still, the most common single wind direction is from the south, so the best available option is to focus industrial development to the north of the community.

Russell's existing Industrial Park is well sited, northeast of the city and adjacent to the railroad tracks. Additional Industrial Park space, needed to attract desired businesses to Russell, should be located in the same general vicinity.



The fraction of time spent with the wind blowing from the various directions over the entire year. Values do not sum to 100% because the wind direction is undefined when the wind speed is zero.



The fraction of time spent with the wind blowing from the various directions on a daily basis. Stacked values do not always sum to 100% because the wind direction is undefined when the wind speed is zero.

There are several other concentrations of industrial land use in Russell, some of which should be continued and enhanced, and some of which are not ideally located. The large-lot light industrial district long **South Front Street** is suitable for businesses needing convenient highway access, and a concentration of smaller-lot light industrial land uses occurs along **West Wichita Avenue**. Both of these areas are suitable for light industry, but are too close to nearby residential neighborhoods to support heavy industry. Certain industrial uses are inevitable and appropriate along the **railroad tracks**, and are acceptable so long as industrial development in this area does not interfere too much with adjacent residential neighborhoods. Existing industrial uses along **South Van Houten Street** are not ideally located relative to potential residential development, and additional industrial development should not be encouraged in that area.

Future Transportation Rights-of-way

Russell's existing road network is well developed, and it is likely that the only additional streets needed during the twenty-year Planning Period will be those necessary for access to new residential or industrial developments.

The quality of Russell's roadways is good from a functional perspective, but in some instances could use esthetic improvement. Particularly on the roads which are the main entryways to the community, pursue steps to enhance the streetscape and screen unsightly adjacent land uses. Fossil Street from I-70 to Wichita, Wichita Avenue both east and west of the city, and Highway 281 north of town should be singled out for such efforts.

Future Land Use Outside the City

Most of the Planning Area outside the city is used mainly for farming and ranching, and given that **agriculture** will continue to be an essential component of the region's long-range economic vitality, that should be viewed as the highest and best use of the land.

Some **residential** development has already occurred around Fossil Lake, outside of the existing city limits, and there is potential for additional residential development along Highway 281 south of town. City utilities provide water and electric power to this area, however, sanitary sewer service cannot be economically extended south of I-70. Therefore large-lot high-end residential development, with on-site sewage disposal, might be the most appropriate option for this area.

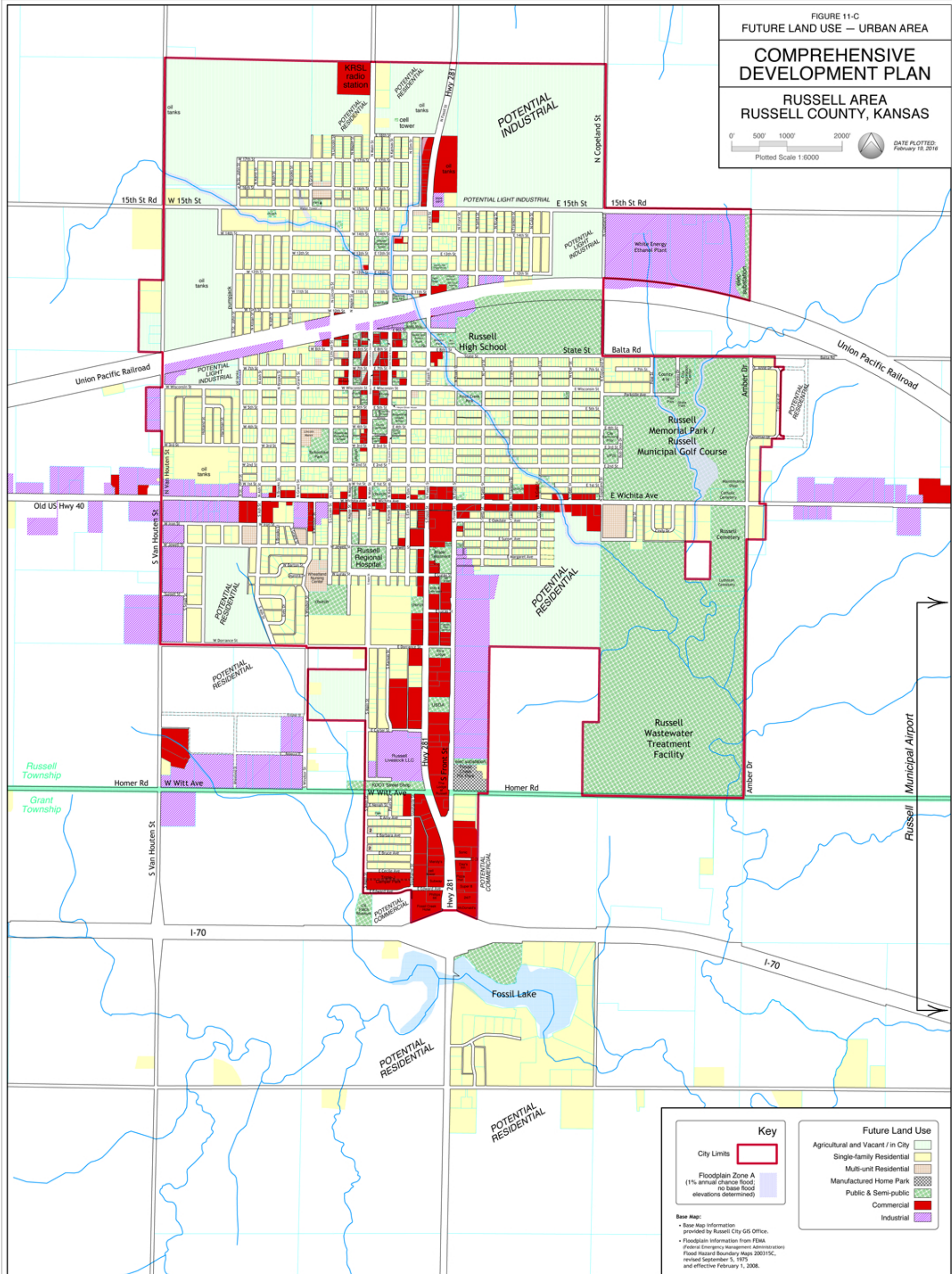
Considerable **industrial** land use occurs outside the city limits on Wichita Avenue both east and west of town, and unfortunately much of it is unattractive industrial development. Considering that Wichita Avenue constitutes two of the four main entrances to Russell, a solution to the problem should be actively pursued. It is beyond the scope of this Plan to say whether the solution might best involve annexation or cooperation with the County, a change in land use or new screening requirements, or some other answer – but letting the situation continue for another twenty years is not an acceptable resolution.

The *Future Land Use* map, Figure 11-C, is inserted following this page.
This map focuses on land within and near the current city limits.

FIGURE 11-C
FUTURE LAND USE — URBAN AREA

COMPREHENSIVE DEVELOPMENT PLAN

RUSSELL AREA
RUSSELL COUNTY, KANSAS



Key		Future Land Use	
City Limits		Agricultural and Vacant / in City	
Floodplain Zone A (1% annual chance flood; no base flood elevations determined)		Single-family Residential	
		Multi-unit Residential	
		Manufactured Home Park	
		Public & Semi-public	
		Commercial	
		Industrial	

Base Map:

- Base Map Information provided by Russell City GIS Office.
- Floodplain Information from FEMA (Federal Emergency Management Administration) Flood Hazard Boundary Maps 200315C, revised September 5, 1975 and effective February 1, 2008.

CHAPTER 12. Implementation Resources & Community Context

In order to implement the goals of this Comprehensive Plan, over the next twenty years Russell's Planning Commission members, Governing Body, and City staff will need to be aware of available resources of information and funding. Though resources change over time – existing programs may be ended or defunded, or new programs may begin – this chapter will provide an overview of some of the state, regional, and national programs that are often useful in helping Kansas communities achieve their planning goals.

In order to provide context for community planning decisions, background information on existing programs, as well as notes on some worldwide trends germane to Russell's planning activities, and local questionnaire results are also provided here.

Seeking Grants Grant funding is available from both governmental and non-profit foundation sources, in all of the above categories. Funding is often in the form of matching grants, and competition is fierce.

The advantages of procuring outside funding should always be weighed against the sometimes substantial costs of grant research, selection, preparation, submittal, and administration. Be prepared to budget funds for either staff time for grant proposal preparation, or to employ a professional grant writer. Funds for the City's portion of matching grants should also be pre-approved by the governing body, to be readily available when needed. If a City is willing to raise their percentage of matching funds even a little beyond a grant's required minimum, the likelihood of winning the grant may increase substantially.

To successfully compete for grant funding, carefully select projects that are well matched to specific grant program criteria. Preliminary concept plans may need to be produced for proposed projects, and included in funding proposals. Do not be discouraged if a grant proposal is turned down; instead, ask grantors for as much information as possible on *why* your project was not selected, and improve your submittal for the next funding cycle.

Leadership Council Russell already has an existing informal group of community leaders in place, but consider activating a more systematic Leadership Council. Such a group would meet on a regular basis to share activities and programs, with the goal of improving coordination of local development activities and establishing even better relationships among organizations.

Membership of the Leadership Council would include key community policy makers, including the Mayor, the City Manager, and a County Commissioner; the Board President of the Russell School District and the Superintendent of Schools; the Board Presidents and Executive Directors of the Chamber of Commerce, Russell County Economic Development, and Russell Main Street; and perhaps representatives from large local employers.

Additional resources and background information are organized within this chapter under the following general headings:

- Economic Development
- Quality of Life
- Housing
- Active Transportation

Economic Development

A community has many reasons for promoting economic development, including an overriding interest in improving local job opportunities and broadening its tax base. Although economic development is not typically a responsibility of the Planning Commission, many planning decisions have a profound impact on the local economy. From housing options, to infrastructure upgrades, to downtown streetscaping – planning decisions affect quality of life, and a community's quality of life is fundamental to successful economic development.

Russell is well organized for economic development success. Current economic development efforts are primarily undertaken by City staff and by the Russell County Economic Development Department (RCEDD)/ Convention & Visitors Bureau (CVB). Volunteer economic development efforts are provided by the Russell Main Street organization, and the Russell Area Chamber of Commerce.

Coordination among these entities is essential, in order to utilize resources efficiently and promote the best interests of Russell. This involves RCEDD recruiting industry, assisting existing businesses, and creating jobs, while the City of Russell focusses on facilitating development, encouraging a healthy business environment, and planning for the future.

Russell County Economic Development / Convention & Visitors Bureau is a Department of County government, working to retain existing businesses, attract new business and jobs, and encourage tourism in Russell County. More information is available at www.russellcoks.org.

Russell Main Street, Inc. is a local nonprofit organization, dedicated to the renovation, economic growth, business recruitment and retention, and maintenance of a vibrant downtown district. More information on Main Street Russell is available on their website at russellmainstreet.com.

The **Russell Area Chamber of Commerce** is a volunteer organization that helps promote the growth of local business, working in partnership with the City and the corporate community to advocate for and expand business in the Russell area. More information is available on their website at russellchamber.com.

Resource: Information on economic development tools for Kansas communities is available from the League of Kansas Municipalities, in a 2013 publication called *Economic Development Tools for Kansas Municipalities*. See www.lkm.org/publications/

City Web Presence

Russell recently updated the City website, and should utilize this enhanced web presence for economic development purposes. Commercial and industrial site selectors typically make their first choice of potential development locations through the internet. Site selection is a process of elimination, and if the City does not capture interest early in the process, there is little chance of later success. The City website should provide an inventory of sites, opportunities, and programs, set up to be user-friendly for site selectors.

Also, consider offering a database of vacant low-cost buildings in Russell which might be suitable for assembly manufacturing. Although this may not be the City's ultimate goal in economic development, it is a short-term option for bringing vacant buildings into use, and would provide jobs that could ease downturns in the energy industry.

Global Economic Trends & Russell

With modern communication and transportation networks, many worldwide trends have a more immediate local impact than in the past. Community leaders should always stay aware of the national and international context which shapes good local decision-making.

For example, world population growth is expected to increase more than 4 million people over the next 40 years, and all those people must eat. There is a huge and increasing middle class in China and India. As the purchasing power of these groups grow, the result will be more product demand. Increased world demand will provide opportunity for local businesses to export their goods to the world marketplace.

With increased focus on exports, the logistics of getting goods to the market will become more important. Fortunately, Russell has excellent highway and rail connections to Kansas City, Wichita and Omaha, which are all on the **Mid-Continent Corridor**. This corridor serves as a major freight thoroughfare from Mexico to Canada. In addition, maritime shipping is available from the **Tulsa Port of Catoosa, Oklahoma**, less than 350 miles away. The Port is one of the largest, most inland river-ports in the United State, and is connected to Russell through both highway and mainline rail service, facilitating exports from this area.



Energy demand is steadily increasing, and Kansas is known for its oil and gas capability. In addition, Kansas ranks third among states for wind energy potential. This is another future market that offers opportunity to Kansas communities.

Beyond national and international trends, the City must take care of its existing businesses. Economic developers commonly state that 80% of future jobs will come from the businesses that are already in place, so **supporting existing local businesses should always be the primary economic development concern.**

Regional Cooperation

By their nature, some factors impacting a community's economic development extend beyond planning area boundaries into a regional context. In particular, communication systems and transportation systems must be considered from a larger perspective. Many environmental factors are also regional issues – including air quality, water quantity and quality (both surface and underground), and drainage and flooding.

Economic development opportunities on a regional level are best achieved through cooperation, with other governmental entities, with regional agencies, or with private organizations. Such joint undertakings can reduce the cost of providing a facility or service singly, improve its quality, and often make a project or program possible that is not economically feasible by a single city. Regional cooperation is also sometimes required by various state and federal grant programs in order to be eligible, or to qualify for added financial incentives.

In order to effectively manage regional issues, smaller governmental units often cooperate across political boundaries by utilizing **intergovernmental agreements**. In addition to many such agreements between groups of cities and counties, numerous state and federal agencies operate by regional divisions.

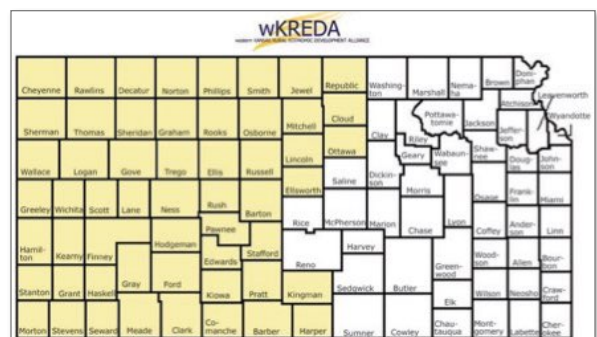
The **Interlocal Cooperation Act**, K.S.A. 12-901 *et seq.*, is the principal statute which authorizes cooperation between public agencies and private groups for specific public improvements and services. Such interlocal agreements require the approval of the State Attorney General, and must be filed with the Secretary of State, and recorded with the County Register of Deeds.

Many regional organizations which are created by local governments are financed and appointed by, or served on by members of the County Board of Commissioners. Russell is represented in many regional organizations indirectly through the Russell County Board of Commissioners.

Regional Organizations

Cooperative Extension Service: With offices in Russell and Ellsworth, Midway Extension District #15 of the Kansas State University Cooperative Extension Service provides a wide variety of information on development, but does not write applications or provide grant monies. Many training programs have been conducted on the "how to" of community development and on leadership for officials and civic leaders. The Extension Service is active statewide in implementing the PRIDE Program for cities. More information is available on the Extension website at www.midway.k-state.edu.

Kansas Rural Economic Development Alliance (wKREDA): This volunteer organization works to coordinate economic development and community improvement activities in western Kansas. Russell County is among its 55 member counties. Its initiatives include the "We Have Jobs" program, which offers potential employees a single website to explore employment opportunities in western Kansas. More information is available at www.discoverwesternkansas.com.



Economic Development Programs

In Kansas, economic development initiatives supported by statutory language may create state programs, or simply provide local enabling legislation. In recent years, many such state programs have been unfunded, or have endured significant funding cuts. Information on state economic development programs, including PRIDE, SCIP and CDBG, is available on the website of the Kansas Department of Commerce, under the Communities tab, at www.kansascommerce.com. Other programs are offered through the U.S. Department of Agriculture, and the Kansas Development Finance Authority.

Kansas PRIDE Program: This program is a partnership of Kansas State University Research and Extension, the Kansas Department of Commerce (KDOC), and Kansas PRIDE, Inc. The program provides technical assistance and training opportunities, and addresses such areas as planning, community services, and community enrichment. PRIDE is a community-initiated effort that helps local leaders prepare for and manage change through a hands-on approach to community self-improvement. www.kansasprideprogram.ksu.edu

Small Communities Improvement Program (SCIP): The Kansas Department of Commerce offers grants of up to \$125,000 to small communities that are willing to put sweat equity into local improvement projects. The community provides local labor and equipment, and SCIP provides technical assistance and financial support. Eligible projects include city-sponsored farmers markets, parks and playgrounds, public restrooms, and walking trails, among others. Funding for this program is currently in question, but may be supported again during the course of the Planning Period. www.kansascommerce.com/index.aspx?NID=125

Community Development Block Grant Program (CDBG): This program distributes federal funds to Kansas cities and counties via the Kansas Department of Commerce. CDBG funding is available for projects in six categories, including commercial rehabilitation, economic development, and neighborhood stabilization. To receive funds, a project must meet at least one of three federally mandated criteria:

- Benefit low- and moderate-income individuals
- Remove or prevent slum or blight conditions
- Eliminate an urgent need created by a disaster, when local funds are unavailable

More information on the CDBG Program in Kansas is available at www.kansascommerce.com/index.aspx?NID=126

In 2015, the City was awarded \$350,000 in CDBG funds to replace the community tennis courts, as part of a special round of parks and recreation funding, and in 2016, \$400,000 in CDBG funds as part of the funding that will reconstruct a half mile of south Fossil Street in Russell.

One of the categories in the CDBG Program is the **Kansas Small Towns Environment Program (KAN STEP)**. This program helps communities address water, sewer and public building needs. KAN STEP offers annual competitive grants (maximum amount \$300,000), and requires the use of volunteers to match CDBG funds. To achieve funding under this program, communities must demonstrate that they are ready to take action, have the volunteer resources to solve the problem, and can document a potential 40 percent cost savings from the proposed project. More information on the KAN STEP Program is available at www.kansascommerce.com/index.aspx?NID=130

Rural Development Kansas Programs: The United States Department of Agriculture (USDA) offers a number of programs through its Rural Development offices in each state, offering loans, grants and loan guarantees to support essential services such as housing, economic development, health care, first responder services and equipment, and water, electric and communications infrastructure. They also promote economic development by supporting loans to businesses through banks, credit unions, and community-managed lending pools. More information on Rural Development Programs in Kansas is available at www.rd.usda.gov/ks.

Rural Opportunity Zone: Counties designated as a Rural Opportunity Zone are authorized to offer financial incentives to attract new full-time residents. Russell County is one of 73 counties in Kansas so designated, and can offer waivers of Kansas income taxes for up to five years and/or student loan repayments of up to \$15,000 to qualifying new residents. For more information see www.kansascommerce.com/DocumentCenter/View/2757.

Kansas Development Finance Authority (KDFA): The KDFA implements various low-interest tax exempt bond programs for municipalities through state revolving loan funds. KDFA works in partnership with the Kansas Department of Health and Environment (KDHE) and the Kansas Department of Transportation (KDOT) to offer loans through four programs.

- *Kansas Clean Water Supply Revolving Loan Fund Program* for municipal and rural waste water systems (with KDHE)
- *Public Water Supply Revolving Loan Fund Program* which targets public drinking water systems (with KDHE)
- *Transportation Revolving Loan Fund* to provide financing for local road and bridge infrastructure improvements (with KDOT)
- *Communication's Revolving Loan Fund Program* to upgrade communications equipment (with KDOT)

KDFA also works in conjunction with the Kansas Department of Commerce to issue bonds which provides funds for job training, and for major project investments for companies which are locating or expanding their business in Kansas. More information is available at www.kdfa.org

- *Investments in Major Projects and Comprehensive Training Program (IMPACT)*

Neighborhood Revitalization Program (NRP): The City of Russell, Russell County, and USD 407 jointly offer this incentive program, which allows a graduated property tax rebate for a period of 10 years, in order to encourage improvements such as new construction, additions, and major rehabilitations. Both residential and commercial property may qualify, so long as they are in one of the program's designated areas (which include most of the City). Maintenance activities do not generally qualify, unless they significantly increase the appraised value of a building.

Russell's City Council adopted a new Neighborhood Revitalization Plan which became effective in January 2016. The Russell NRP is intended to promote revitalization and development within the City by stimulating new construction and encouraging the rehabilitation of existing structures. The NRP requires a minimum investment of \$5,000 for residential structures, and \$10,000 for commercial/industrial areas. Qualifying projects may receive a stepped percentage tax rebate throughout a 10-year period. See <http://www.russellcity.org/152/Neighborhood-Revitalization-Plan>.

Main Street Programs: The National Trust for Historic Preservation established the National Main Street Center in 1980, and since then has successfully helped more than 2000 cities and towns across the country to revitalize their downtowns. In 2013, the Trust formed a new nonprofit subsidiary called the National Main Street Center, Inc., and renamed the program **Main Street America**. Information is available at www.preservationnation.org/main-street/.



In 2012, the Kansas Department of Commerce abruptly ended the Kansas Main Street program at the state level, and allowed it to "transition to local control". Since a certified state organization is required in order for individual local groups to be qualified to join the national organization, some of the 25 existing local Main Street organizations in Kansas worked together to create and fund a new state Main Street organization. In September 2015, after three years of effort, the nonprofit organization **Kansas Main Street, Inc.** was launched, with funding from the United States Department of Agriculture, to serve as the National Main Street Coordinating Program for Kansas.

Main Street programs utilize an extremely effective four point approach, which recognizes that a community's ability to organize its people, market its assets, improve its downtown, and restructure its economy are all interrelated. Now a statewide program is available again to help support the continuing efforts of the **Russell Main Street** program to invigorate the community's economic success.

Tax Supported Funding

The City of Russell utilizes both property tax exemptions and Industrial Revenue Bonds to encourage local economic development projects and job creation.

Property Tax Funding for Recruiting Industry & Manufacturing Under K.S.A. 12-1617(h), cities are authorized to annually levy 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.

Industrial Revenue Bonds (IRBs) are issued by a government, but at the request of and on behalf of a private business, in order to support a specific project, such as the construction or expansion of a new manufacturing plant. Since the bonds are issued by a government entity, they are tax exempt, and therefore the private business receives a lower interest rate on funds for startup. The business is responsible for repaying the IRB; the sponsoring government holds title to the collateral until the bonds are paid in full. There are federal limits on the amount of IRBs that can be issued, and the uses to which the funds can be put.

Tourism

Although tourism may not be a major factor in Russell's economy, it is definitely worth pursuing efforts to attract tourists, and tourism dollars. One possible market is the segment of the traveling public that prefers **small town explorations** over traditional tourist destinations. They find their ports of call on the internet, on sites like www.LoveSmallTownAmerica.com and <http://RealSmallTowns.com/>, and are always looking for local celebrations and unique small town experiences.

Continue to support Russell's existing tourism segment based on hunting and fishing. Efforts to attract **hunters, anglers, and birders** should be taken seriously, because the economic impact of these groups is extraordinary. According to the Kansas portion of the U.S. Fish & Wildlife Service's *2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation*, 342,000 anglers from both inside and outside the state fished in Kansas in 2011, spending over \$166 million in trip related and equipment expenditures. There were also 319,000 hunters from both inside and outside the state who hunted in Kansas in 2011, spending over \$236 million in trip related and equipment expenditures.

- www.census.gov/prod/2013pubs/fhw11-ks.pdf

According to a December 2013 report by the U.S. Fish & Wildlife Service, there were 47 million birders over the age of 15 in the nation in 2011, and 18 million of them traveled to engage in birding. Nationally, in 2011, birders spent over \$14.8 billion on trip-related expenditures, as well as \$26 billion on equipment. (Yes, billions, not millions. Annually.) Kansas had 476,000 birders.

- <https://griffingroups.com/file/view/50635/birding-in-the-united-states-a-demographic-and-economic-analysis>



Most of the current efforts to market Russell as a tourist destination are undertaken by the Russell County Convention and Visitors Bureau, and City activities to market Russell should be coordinated with the County staff engaged in these efforts.

On the City's recently improved website, make a point to emphasize Russell's nearby recreational assets, such as Wilson State Park and Wilson Wildlife Area. Provide website links to local motels and campgrounds, and to other local attractions. Offer timely announcements of items of interest, from fishing and hunting seasons, to bird migration dates. Give ample notice about local celebrations and events, and specifically invite visitors to come and enjoy the community's hospitality. Make sure potential tourists know that they are *welcome* in Russell!

Housing

As discussed in Chapter 11, Russell will need a total of approximately 136 additional housing units by 2036, in order to meet its expressed goal for population growth. Meeting this housing goal would require, on average, construction of at least five to six housing units per year for the twenty-six years between 2010 and 2036, not counting those needed to replace houses lost to demolition or fire. In reality, housing development is unlikely to occur at a steady pace, and will more likely occur in intermittent bursts.

During this planning process, both improvements to the existing housing stock and the construction of new housing in specific categories were identified as essential economic development requirements for Russell. According to the 2010 Census, about 881 people regularly commute into Russell to work. If Russell had more quality housing available, it is likely that some of those commuters might choose to live in Russell.

Given the life cycle of people and families, housing needs change over time. In the single year between 2012 and 2013, according to the U.S. Census, about 11.7% of all Americans moved. If suitable housing options are not available when housing needs change, it can cause residents to leave a community, or potential residents to choose another city.

In recent decades, the Census shows fewer and fewer persons living in the average American household. Many factors contribute to this trend, including the increasing number of young people who delay marriage or having children, high divorce rates, and a population in which more people choose to live alone. As household sizes get smaller, there is more demand nationwide for smaller houses, duplexes, apartments, condominiums, and modular and manufactured housing.

Housing diversity should be reinforced in order to meet the demands associated with changing demographics. Support development and renovation projects that will provide additional quality rental homes, quality starter homes, family homes with modern amenities such as open floor plans and attached garages, and accessible homes that allow aging in place.

Russell already has a variety of rental and multi-family housing options available, including both a substantial stock of quality low-income housing, and an excess of low-quality rental housing. The community needs more **high quality homes** in a variety of categories, including starter homes, family homes, homes suitable for one or two-person households, and accessible homes. In particular, Russell has an unmet demand for high-end family homes.

For a more detailed analysis of Russell's housing needs,
see the 2014 study by RDG Planning & Design –
Housing in Russell, Kansas.

Housing Teams & Incentives

Invest some municipal staff time toward inspiring the business community, either locally or regionally, to recognize opportunities for housing development in Russell.

Consider recruiting a **housing development team** to provide new housing in Russell. Find one or two appropriate developers, builders, and investors, and sell the potential opportunity to them. Emphasize the City's willingness to cooperate with residential development activities, and to provide utilities.

Consider recruiting a similar **housing renovation team** to improve selected existing housing in Russell. Such a team might include a real estate specialist, a general contractor with ample renovation experience, and investors who understand that the unexpected is a predictable part of home renovation projects.

The City may need to find politically and financially acceptable **incentives**, tailored to stimulate residential growth. Housing problems in Russell are related more to supply than demand. It is important to make sure that any such policies that are adopted do not significantly damage the existing home market. Incentives can cause problems if a new house becomes much less expensive than an existing house going on the market. Potential supply side incentives might include:

- Developing a City policy regarding the location(s) of development qualifying for incentives, qualifications for utility extensions, terms of specials, etc.
- Incorporating a limited risk sharing fund set aside for residential development
- Providing utility special assessment subsidies, covering the City's share of installation and connection costs
- Offering interest risk guarantees to developers or builders
- Offering partial construction loan guarantees
- Offering a waiver of construction permit fees
- Offering an expedited permitting process
- Offering Neighborhood Revitalization benefits
- Providing non-financial incentives
- Defining Rural Housing Improvement Districts

Housing Programs

The City of Russell's local Housing Authority focusses on providing and managing apartments for low-income, elderly, and disabled residents. There are federal programs available which may be able to provide resources for other housing needs, such as mortgage support and housing rehabilitation.

When private financial institutions in an area are unable to provide mortgages for low and moderate income persons on affordable terms and conditions, various federal housing assistance programs may be considered. These programs are typically administered by the Federal Housing Administration (FHA) of the U.S. Department of Housing and Urban Development (HUD), or the **Rural Development Office** of the U.S. Department of Agriculture. The latter agency includes grant programs for cities under 10,000 in population, for which Russell is eligible. More information is available at www.rurdev.usda.gov/ProgramsAndOpportunities.html.

The federal **Home Investment Partnership Program (HOME)** is administered by the Kansas Housing Resources Corporation in Topeka. This grant program is designed to assist with rehabilitation, rental housing, new construction, and home ownership targeted to low and moderate income families. More information is available at www.kshousingcorp.org.

Quality of Life

The Community Questionnaire included several questions which addressed issues related to quality of life, including questions on volunteerism, community celebrations and events in Russell, and improvements needed in the downtown and interchange business districts. These Questionnaire results on community attitudes towards quality of life issues provide context on which planning and funding decisions for Russell's future may be based.

Volunteerism

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked if they volunteer for any City Boards or community activities.

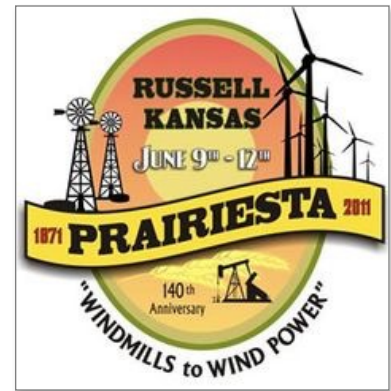
Community Questionnaire – Volunteerism			
Yes		No	
132	23.0%	443	77.0%

This is a fairly low rate of participation in community engagement, and may indicate either lack of information on opportunities, or lack of enthusiasm. ("Lack of time" is rarely a valid excuse – volunteers are generally at least as busy as non-volunteers!) Consider enhancing efforts to inform the community of volunteer opportunities. Successful volunteer-driven projects and events will inspire enthusiasm.

Celebrations & Special Events

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked what local celebrations or special events in Russell they or members of their household had attended within the last five years. The "percent" column shows the percentage of the total *responses*, while the last column shows the percentages of the 625 *respondents* who completed and returned questionnaires.

Community Questionnaire – Celebrations & Special Events in Russell			
Celebration / Special Event	number	percent	% of 625
Russell County Free Fair	485	21%	77.6%
Prairiesta 2011	443	19%	70.9%
Independence Day Freedom Fireworks Celebration	431	18%	69.0%
Weihnachtfest Christmas Festival	379	16%	60.6%
Bricks, Broncs, & Barbecue	295	13%	47.2%
Veterans Day Parade	171	7%	27.4%
St. Patrick's Day Parade	131	6%	21.0%



Downtown Business District

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked to select which factors of the physical environment need improvement in Russell’s downtown business district.

Community Questionnaire – Downtown Business District / Factors Needing Improvement		
	Number	Percent
Storefronts used as storage	338	21.6%
Restrooms	193	12.4%
Condition of streets	167	10.7%
General appearance of building facades	167	10.7%
Area behind businesses	167	10.7%
General attractiveness of streets & sidewalks	122	7.8%
Street trees	119	7.6%
Condition of sidewalks	88	5.6%
Parking lots	62	4.0%
Handicap access to businesses	60	3.8%
Business signs	44	2.8%
Ease of vehicle access	35	2.2%

Russell’s downtown has a history as the heart of the community, and great potential as a future walkable neighborhood. Improving the pedestrian experience – by reducing the number of storefronts used for storage and thereby increasing retail density, by improving public access to restrooms, and by enhancing crosswalk safety with either roundabouts or curb extensions – would help make downtown a more attractive retail destination.



Russell Downtown Business District

Interchange Business District

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked to select which factors of the physical environment need improvement in Russell’s interchange business district, along Fossil Street from Wichita Avenue to I-70.

Community Questionnaire – Interchange Business District / Factors Needing Improvement		
	Number	Percent
Condition of streets	171	15.9%
Pedestrian access	166	15.4%
General attractiveness of street right-of-way	158	14.7%
Areas behind businesses	143	13.3%
General appearance of building facades	132	12.3%
Business Signs	80	7.4%
Street trees	70	6.5%
Restrooms	66	6.1%
Parking lots	53	4.9%
Handicap access to businesses	36	3.3%



Russell Interchange Business District

Most visitors arriving in Russell approach the City from the I-70 interchange, gaining their first impression of the community from what they see in this district. While the street itself is currently undergoing improvements, efforts to enhance the streetscape along Fossil Avenue – the area between the curbs and the right-of-way lines – would go a long way toward helping Russell put its best foot forward. Even such a simple thing as adding wind-resistant banners to the existing lightpoles and planting a few street trees could help begin to establish some continuity of visual character in the Interchange Business District.

Because this stretch of Fossil Avenue is the primary approach to the City, over time it should become a welcoming boulevard with a well-planned streetscape. Streetscape improvements should be included as part of future road reconstruction or utility projects, and should be implemented through Russell's planning regulations. Streetscape enhancements might include:

- Improved directional and business signage
- An identity signage system for Russell, including monument signs visible from I-70 before drivers reach the exit ramps
- Improved vehicular circulation, especially at frontage roads, within parking lots, and for better cross-lot access
- Improved pedestrian circulation, particularly around motels and restaurants
- Enhanced landscape, including street trees and parking lot screening
- Establish a palette of materials and repeated iconic elements

Potential Funding Resource

The **Dane G Hansen Foundation** funds projects in 26 northwest Kansas counties, including Russell County. Besides offering scholarships to outstanding students, the Foundation supports education, health care, economic development, community social services and security, conservation and the environment, arts and culture, and community beautification. This foundation may offer a potential funding opportunity for various projects noted in this Plan and related to quality of life. For more information, see www.danehansenfoundation.org

Active Transportation

Active transportation primarily refers to walking and bicycling, although any kind of human-powered transportation, from wheelchairs to inline skates to skateboards, is included within the definition. Having options for active transportation enhances a community's quality of life, and improves community health by helping residents to increase physical activity.

The **Partnership for Active Transportation** is a coalition of nonprofit, for-profit, and public sector entities, working together to create healthier places for healthier people by promoting greater public investment in safe trail, walking, and bicycling networks. More information is available from: www.railstotrails.org/partnership-for-active-transportation/

In Kansas, pathways advocates and health professionals have a highly successful ongoing collaboration, expressed by the annual **Kansas Built Environment and the Outdoors Summit**. The built environment refers to the ways in which the structures and systems of a community guide the countless daily decisions that contribute to overall health and well-being. This three day conference, held each October in various locations around the state, brings together planners, builders, health professionals, park professionals, and other stakeholders and advocates, providing them with information and tools to improve the built environment and thereby improve community health. The summit offers an extraordinary opportunity to develop partnerships and collaborations which can translate conference ideas and inspiration into concrete change at home. More information is available from: www.kansasbeos.org

The **Russell Sidewalk Replacement Program** is designed to assist property owners with the replacement of deteriorated sidewalks. The city will reimburse the landowner for half of the cost of sidewalk construction, up to a maximum of \$750 for a single frontage and \$1,200 for a double frontage. Funding is limited and participation is on a first-come, first-served basis. For more information, see <http://www.russellcity.org/153/Sidewalk-Replacement-Program>.

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked if anyone in their household walks to work or school.

Community Questionnaire – Walk to Work or School?					
Regularly (4 times per week or more)		Occasionally		Never	
8	1.6%	81	16.6%	399	81.8%

Even by modern American car-dependent standards, the nearly 82% of people in Russell who "never" walk to school or work constitutes a high percentage. The city's grid street design and large stock of existing sidewalks give the community the potential for walkability, but dispersed destinations and perceived safety issues reduce the likelihood that people will take advantage of available opportunities. While the Sidewalk Replacement Program is a very important effort to maintain Russell's sidewalk network, additional options for active transportation would improve Russell's walkability and its quality of life.

Bicycle / Pedestrian Pathways – Design Issues

Pathways for pedestrians and bicyclists are constructed on public land, usually in street rights-of-way, sometimes along drainage routes. Pathways can be designed as *bike paths* (built within a right-of-way, but separated from the road itself), or as dedicated *bike lanes* on a road or its shoulder (defined with pavement markings), or they may simply be *bike routes* (designated with signs on existing roads).



Bike Path



Combined Bicycle/Pedestrian Path



Bike Lane



Bike Route Sign



Share the Road Bike Route Sign

Bicycle Racks Be sure to select a rack design that meets functional requirements for proper bicycle support in Russell's windy environment, is lockable, is ADA compliant, and is built for low maintenance. The simplest bicycle rack design which meets these criteria is the inverted "U" type, with a crossbar for ADA vertical-element compliance, but there are endless variations on the theme. Place racks so they are convenient to destination entrances, clear of pedestrian traffic patterns, and highly visible for security.



Visit the website www.bicyclinginfo.org to find more about criteria for bicycle facilities, as well as educational programs for both drivers and bicyclists.

Active Transportation Programs

Transportation Alternatives Program (TAP) This program is the successor to previous Transportation Enhancements, Safe Routes to School, and Recreational Trails programs, utilizing federal gas tax dollars to support alternative transportation modes. It is the most common source of funding for the development of bicycle and pedestrian paths in the state. TAP in Kansas is administered by the Kansas Department of Transportation. Proposed projects have to be submitted by a governing entity willing to fund a local match of at least 20% of the eligible project cost, and usually 100% of the project design cost. For more information on TAP, see

http://trade.railstotrails.org/ta_basics
www.fhwa.dot.gov/map21/guidance/guidetap.cfm
www.ksdot.org/burtransplan/TransEnhance.asp

Safe Routes to School (SRTS) is a federal program intended to make it safer for more children to walk and bike to school, thereby reducing childhood obesity, as well as the traffic accidents, wasted fuel, and air pollution that result from traffic congestion near schools. More information on Safe Routes to School is available at www.saferoutesinfo.org, and on the KDOT website at www.ksdot.org/bureaus/burTrafficEng/sztoolbox/Safe_Routes_to_School.asp.

Once a separate program, SRTS is now part of the Transportation Alternatives Program. A city or a nonprofit organization can apply for SRTS funding to plan, design, and build projects that improve the ability of students to walk and bike to school. Eligible projects include sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle crossing improvements, on-street bicycle facilities, off-street bicycle and pedestrian facilities, secure bike parking, and traffic diversion improvements within about two miles of schools. SRTS also funds activities that encourage walking and bicycling to school, including public awareness and outreach campaigns, traffic education and enforcement near schools, and student training programs on bicycle and pedestrian safety.

Walking School Bus For children in Russell who are not walking to school, consider implementing a Walking School Bus program. Parents often cite safety issues as one of the main reasons they prefer not to let their children walk to school, so a walking school bus arranges for children to walk in groups, with adults along to supervise. Think of it as a carpool, highly flexible in size, only without the car. The program can be as informal as a couple of families taking turns walking their kids to school – or as structured as a defined route with meeting points, a timetable, and a schedule of trained volunteers. It is this flexibility that makes a Walking School Bus program so adaptable to the needs of communities of all sizes. For more information, go to the website at www.walkingschoolbus.org.



School Zone Program The Kansas Department of Transportation (KDOT) funds a School Zone Program that can help towns with a population of fewer than 20,000 people improve their school zones with pavement striping, school zone signs, and reduced speed assemblies. For more information, see www.ksdot.org/burTrafficEng/sztoolbox/School_Zone_Program.asp.

Sunflower Foundation This private nonprofit organization, headquartered in Topeka, is dedicated to being a catalyst to improve the health of all Kansans. Among other activities, they support the *Sunflower Trails Program*. Since it began in 2005, this program has helped communities and schools build, expand, enhance or connect Kansas trails, on more than 140 projects in more than 55 Kansas counties. To learn more about Sunflower Trails grant opportunities, see www.sunflowerfoundation.org//grants/sunflower_grants.

Reconnecting America This national non-profit is dedicated to integrating transportation and community development. Among other resources, they maintain a very useful list of federal grant opportunities at <http://reconnectingamerica.org/resource-center/federal-grant-opportunities/>.

Bicycle Friendly America Program

The bicycling equivalent of the Tree City USA program (which is supported by the Arbor Day Foundation), Bicycle Friendly America is supported by the League of American Bicyclists. A Bicycle Friendly Community encourages people to bike for transportation and recreation through engineering, education, encouragement, enforcement, and evaluation. More information on the program is available at <http://bikeleague.org/bfa>.



CHAPTER 13. Regulatory Tools

A number of regulatory tools can be utilized to implement a community's planning goals. The Planning Commission is involved with the development of Zoning and Subdivision Regulations, and is responsible for making decisions on zoning and subdivision cases. The planning Commission may also recommend other local codes, and make recommendations on annexation decisions.

Zoning Regulations protect property values, and regulate the intensity of development to avoid congestion and to relate it to the availability of necessary public and private facilities and utilities. Zoning seeks to locate land uses in compatible arrangements of residential, commercial and industrial uses so that they avoid conflicts with each other. Standards are established for the setbacks in yards, and for the maximum height and the extent of lot coverage for structures which affects their degree of open space.

Site Plan Approval State statutes allow for Site Plan Approval as part of a community's Zoning Regulations. A Site Plan is a detailed drawing that shows how a parcel of land will be developed. Site Plan Review is the process of reviewing site plans to ensure that the proposed land use meets the design standards provided in the Regulations. Site Plan Approval is typically required for all new developments, except for single-family housing, and for duplexes which are not in a courtyard setting.

Subdivision Regulations specify the standards and conditions under which a tract of land can be subdivided. They ensure that a new development will have lots and streets designed to meet local standards, and will provide adequately for necessary utilities and public improvements. Subdivision Regulations may also stipulate the requirements for street lighting, signs, sidewalks, sewage disposal, and water supply systems, and may encourage the dedication or acquisition of land for schools, parks, and other community facilities within the new subdivision.

Construction & Environmental Codes Various codes provide standards for the quality of construction, and can be used to remedy substandard housing as well as sanitary and nuisance conditions. Codes are generally enforced by trained city staff specifically assigned those duties.

Annexation is the process by which a city expands its boundaries, in order to manage its physical growth in a sensible, predictable, and fiscally responsible manner. Annexation may be used to provide utilities and services to existing or new development, and to provide room for the city's future growth and development. To ensure tax support from areas to which the City provides municipal services outside its boundaries, it is very important to initially require a **waiver of annexation** as a condition of providing utility services, making the property subject to annexation anytime deemed desirable by the City.

More detailed information follows, on each of these regulatory tools.

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 types of zoning districts containing compatible residential, commercial, and industrial land uses. Regulations establish residential densities, and also specify the maximum height and minimum building setback lines for structures, which affect the degree of open space on the zoning lot. Provisions are included to ensure an adequate number of off-street parking spaces, to control the extent and location of signs, and to regulate accessory uses and home occupations.

Zoning regulations guide the overall pattern of land use development for the future, and help to prevent undue overcrowding and depreciation of property values. Zoning can help maintain development at a pace which can be sustained by the community's infrastructure of public and private facilities and utilities. Zoning seeks to *prevent* conflicts between adjacent land uses, and is the major tool for *resolving* conflicts which do occur. 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 very long periods of time, by the gradual demise of lawful, nonconforming (grandfathered-in) land uses. This is why it is so important to **adopt and enforce zoning *before* problems occur.**

Legislative Capacity and Quasi-judicial Actions: When a city adopts new zoning regulations or makes revisions to existing regulations, it is acting in a "**legislative capacity**". Since a court case in 1978, cities in Kansas have been required to act in a "**quasi-judicial**" manner when holding a hearing and deliberating on a zoning request for a specific parcel of land.

Because it must act in a quasi-judicial manner, the **Planning Commission is required to make its recommendations based on findings of evidence and an issue-oriented analysis, in order to prevent arbitrary and capricious zoning decisions. The Governing Body is held to the same standards.** If the Governing Body chooses to differ with or amend the recommendation of the Planning Commission, it must support its decision by determining its own analysis and findings, and either override the Planning Commission's recommendation by a two-thirds majority vote, or by a simple majority vote return the decision to the Planning Commission to be reconsidered.

Reasonableness: The Governing Body must establish the factors on which zoning decisions are determined. According to K.S.A. 12-757(a), the governing body *"...shall establish in its zoning regulations the matters to be considered when approving or disapproving a zoning request..."*. 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.

Court tests of zoning cases are based upon the "reasonableness" of the decision. State statutes note the importance of the comprehensive plan to zoning by the fact that any amendment (for instance, to change 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."*

Extraterritorial Zoning

The City of Russell does not currently have extraterritorial jurisdiction. The possibility is worth pursuing, however, in the hope of eventually extending extraterritorial zoning to several existing industrial areas adjacent to the City. Orderly and aesthetically attractive development at Russell's fringe would be mutually beneficial to both the City and the County, helping to promote economic development and attract new residents. Although the current leadership of Russell County is not inclined to permit extraterritorial zoning by the City, it is possible that those attitudes may change at some point during the twenty-year span of this Plan; the following information is therefore provided.

Unless a County assumes the responsibility, the zoning enabling statutes of Kansas make it possible for a city to establish zoning within its boundaries, and to extend such zoning extraterritorially – within its county, and for a maximum of three miles outside the city limits, but not more than one-half the distance to another city which has adopted similar regulations. Floodplain regulations may also be extended extraterritorially by a city for a similar distance, unless a county has assumed this jurisdiction.

As an exemption for agricultural uses and related agricultural structures (except in designated floodable areas), cities are not authorized to adopt regulations outside the city which apply to or affect *"...any land in excess of three acres under one ownership which is used only for agricultural purposes"*.

As a prerequisite to extraterritorial zoning, according to K.S.A. 12-715b, the land being considered for adoption of extraterritorial zoning outside a city 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's governing body or the board of county commissioners. The Russell Planning Area, as shown on page 1-3 of this Plan, therefore qualifies as land that could be considered for adoption of extraterritorial zoning.

Cities are required to notify the board of county commissioners in writing, 60 days before initiating extraterritorial zoning regulations. If a city has an 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.

Board of Zoning Appeals

Any city which enacts zoning regulations must create a board of zoning appeals. Under K.S.A. 12-759, cities may establish boards of three to seven members who serve staggered three or four-year terms. When the city exercises zoning in the city only, all members must reside in the city limits. For extraterritorial zoning, at least one board member must reside outside the city.

The recodified Kansas statutes, effective January 1, 1992, also permit a planning commission to concurrently be designated as a board of zoning appeals, and Russell has chosen to do so. Any appeal from a decision of the board itself is made directly to District Court, and must be made within 30 days.

Such boards decide appeals from determinations of the zoning administrator, based on evidence at a public hearing. They may also grant variances and exceptions to the zoning regulations. If approved, **variances** permit modifications in such standards as the maximum height of structures, building setback lines and minimum lot sizes. **Exceptions** allow uses in zoning districts which are not otherwise permitted outright, provided that such uses are specifically listed in the regulations. Exceptions in the City's Zoning Regulations are referred to as **conditional uses**, because conditions are usually attached to their being granted.

Russell County Zoning

Russell County zoning applies to all unincorporated areas within Russell County, including all of the Russell Planning Area outside of the City. Information on Russell County Zoning requirements is available from the County website at <http://ks-russellco.manatron.com/>, under the County Departments tab, under Zoning.

Site Plan Approval

K.S.A. 12-755(a)(4) provides zoning authority to allow Site Plan Approval provisions to be included in Zoning Regulations. Zoning Regulations may "control the aesthetics of redevelopment or new development". The Site Plan Review process makes the approval of projects possible, and allows public concerns to be addressed.

In Russell's Zoning Regulations, a site plan is required for a conditional use permit and for variance applications. Other plans are required for planned unit developments, to obtain a building permit, and to provide appropriate landscaping and screening.

Consider adopting a Site Plan Review and Approval process for Russell, which would be applicable to all new development except single-family and duplex residential development which is not contained in a courtyard setting, and to intensive alterations of existing sites and structures.

Site Plan Approval can help establish a minimum level of esthetic quality for development in Russell, to meet planning goals, express the community's identity, preserve a sense of place, enhance the attractiveness of businesses and other land uses, and beautify the streetscape. Plans for a proposed project are reviewed from the perspective of how the exterior of the building and the design of its site visually impact the community, as well as how it accommodates vehicle and pedestrian traffic, parking, utilities, drainage, trash services, and other functions.

Esthetic standards utilized during the Site Plan Review process may be adopted in the form of written **Design Criteria**. They can include landscape criteria, streetscape criteria which address improvements in the public right of way, and other criteria which address design elements that may be used on private property.

Design Criteria are **not** intended to impose inflexible rules of style, size, material, or color on private and public spaces. Rather, design choices must be based on sound fundamental principles of successful planning, and then adapted to the specific needs of Russell. Application of Design Criteria, on both existing architectural elements and on new construction, acts over time to create a collective visual impression that expresses the character of the community.



The recently adopted "*Zoning Regulations / City of Russell, Kansas*" became effective on February 26, 2015, as effectuated by Ordinance Number 1858. Minor updates to the Zoning Regulations are recommended, in order to meet current state requirements related to firearms and vesting.

Construction & Environmental Codes

Although zoning and subdivision regulations are very important implementation tools, they do not provide standards for the quality of construction, nor do they remedy substandard housing and sanitary conditions. These objectives can be accomplished through the adoption of various construction and environmental codes. Codes also establish the process for permit approval, licenses, and cases, and create enforcement procedures for inspections and appeals.

The City's construction, health, and planning codes should be regularly evaluated, and updated as necessary to meet changing needs. Make necessary additions or revisions to improve and maintain the quality of Russell's housing stock, and improve environmental conditions in the community.

County Codes A county can adopt construction and environmental codes for all its unincorporated area, or for a defined area around a city. Counties may also adopt a city's codes by reference for an area around a city, or cities may adopt by reference codes adopted by counties. Either the city or county may perform the administrative functions needed, as may be jointly agreed. K.S.A. 12-751(b) of the 1992 recodification of State Planning and Zoning Statutes authorized cities to "...adopt and enforce building codes outside the city limits" in conjunction with the jurisdiction of extraterritorial subdivision or zoning regulations. In 1998 a petition procedure was added, which permitted 20% of the electors to cause an election to be held to decide whether such building codes should be retained if they were adopted. Once removed, they cannot be reestablished for four years.

Model Codes National and international 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, certain kinds of animals, the height of mowed grass, abandoned and inoperable vehicles, and the removal of dilapidated structures. All of these codes are important to upgrade and maintain the quality of the housing inventory, which in turn affects the City's quality of life and its tax revenue base.

Type of Codes

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

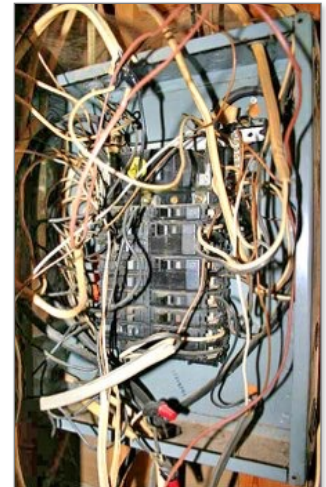
Building Codes govern the construction requirements for all types of buildings by regulating their design, methods of construction, quality of materials, types of use, degree of occupancy, site location factors, and certain equipment required for their construction and operation. **Energy-efficiency requirements and historic preservation standards** are recent additions to building codes.



Building Code violation

Plumbing Codes are responsible for regulating both sanitary sewer and potable water carrying systems.

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



Electrical Code violation

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, and refrigeration systems, as well as 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, water supply, 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.



Sanitation Code violation

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 require the repair or removal of dangerous and unsafe structures by the owner or the City.

City Beautiful Ordinances are a method of removing or causing the repair of unsightly and blighted structures to promote beautification. Such ordinances are often combined with the minimum standards found in housing codes. They can be used for both principal and accessory structures.



Dangerous / Unsightly Structure

Weed Mowing Ordinances establish a maximum standard for the height of vegetation outside of planting beds. If the owner does not keep vegetation within the required limit, the City will mow, and then assess the cost to the owner.

Manufactured Home Park Codes cover such items as water, sewer, drainage, and street and parking facilities in manufactured home parks, as well as their service areas, density, open spaces and recreational areas, refuse disposal methods, and utility connections. Manufactured Home Park Codes may also be written to cover recreational vehicle campgrounds.

Manufactured Home Park Codes cannot control the actual location of manufactured home parks, or the locations of individual homes scattered in a community, since this can only be accomplished by zoning regulations. However, since Manufactured Home Park Codes are adopted as health and safety codes, they are not limited by the grandfather clause inherent in the administration of zoning regulations and so can be used to upgrade existing parks.

Manufactured Housing Codes

Manufactured, modular, and prefab homes are all forms of housing constructed in factories. A manufactured home may cost about one-half the per square foot cost of a site-built dwelling. Provided they meet local construction codes, modular 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, multiple-wide manufactured homes are sometime accommodated in neighborhoods of site-built homes. Their shorter length permits them to be oriented parallel to the street. However, the longer 70' to 90' single-wide manufactured homes pose a problem in such neighborhoods. If placed parallel to the street, they create a wide frontage which significantly increases the cost of utilities and streets. If 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 practice, single-wide homes are usually angled on the lot in order to permit more windows on one side 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 site-built houses.

In 1974, the U.S. Congress changed the name "mobile home" to "manufactured housing". 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. Homes which do not meet the HUD national standards, almost all of which were built prior to June 15, 1976, are still referred to as "mobile homes". **Manufactured homes which are certified under the HUD Code override any local construction codes, except for the manner in which they are installed** – that is, hooked up to utilities, skirted, placed on a permanent foundation, and/or anchored.

The Kansas Legislature passed an extensive Kansas Manufactured Housing Act in 1991 as K.S.A. 59-4201, *et seq.* Kansas also has statutes requiring the state architect to establish tie-down design standards under K.S.A. 75-1226, *et seq.* The state does not enforce tie-down standards locally, but regulates the design where they are manufactured.

Effective January 1, 1992, the Kansas Legislature adopted in the recodified planning and zoning statutes mandatory provisions for a "residential-design manufactured home" in K.S.A., 12-742 and 763. **Zoning regulations which exclude such homes from single-family residential districts solely because they are manufactured homes cannot be adopted or enforced in Kansas.** Such homes must at least meet the minimum standards of the HUD Code, be 22 feet in width, have a pitched roof, siding and roofing materials customarily used on site-built houses, and be placed on a permanent foundation. Additional architectural and esthetic 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.

Existing Codes for Russell

As of 2015, the City of Russell has adopted the following national and international model codes. The International Property Maintenance Code covers Housing, Nuisances, and Sanitation.

Model Codes	Year Adopted	Year Last Reviewed
International Fuel Gas Code (2000 edition)	2000	2000
International Mechanical Code (2000 edition)	2000	2000
International Plumbing Code (2000 edition)	2000	2000
International Property Maintenance Code (2000 edition)	2000	2000
National Electrical Code of 2002	2002	2002
International Building Code (2012 edition)	2015	2015
International Fire Code (2012 edition)	2015	2015
International Residential Code (2012 edition)	2015	2015

As of 2015, the City of Russell has also adopted the following locally prepared codes. The City originally adopted a Manufactured / Mobile Home Park Code in 1975.

Locally Prepared Codes					
Code	Year Adopted	Year Last Reviewed	Code	Year Adopted	Year Last Reviewed
Dangerous Structures	1994	2007	Inoperable Vehicle	1990	2010
Manufactured/Mobile Home Park	2015	2015	Animal Control	1998	1998
Subdivision	1994	2015	Weed Mowing	2006	2006
Zoning	2015	2015	Moving Structures	1973	1973
Sign	2015	2015	Fireworks	1994	2011
Salvage Yard	2015	2015	—		

Russell County Sanitary Codes

Russell County sanitary codes apply to all unincorporated areas within Russell County, including all of the Russell Planning Area outside of the City. The county sanitary code is the *Russell County Environmental Code*, which was approved and adopted by the Board of County Commissioners in 1992. A copy is available at www.kdheks.gov/nps/lepp/county_codes/RussellCounty.pdf.

Environmental Conditions in Russell

Currently, much of the housing stock in Russell is in poor condition. To ameliorate that situation, to improve property values, and to enhance the community's quality of life – it is important to maintain high standards of enforcement on environmental issues.

Deteriorating houses create a blighting effect which can spread like cancer through a neighborhood, decreasing the value of nearby properties, eroding the tax base, and eventually compromising a city's economic development efforts. A house in poor condition may simply be the result of a single homeowner's inability or unwillingness to properly maintain it, but the problem is sometimes exacerbated by environmental conditions which discourage homeowners from investing in their property.

Residents were asked to comment on their perception of a variety of potential environmental problems in Russell, including poorly maintained housing, dilapidated outbuildings, unkempt vacant lots, unsightly outdoor storage, poor drainage, inoperable vehicles, and nuisance dogs. Most of the answers were quite positive, but some of them reflect concerns which merit a response.

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked to what degree they felt the listed issues are problems in Russell and/or the rural area.

Community Questionnaire – Environmental Conditions								
Environmental Issues (Sorted by percentage Combined Serious & Minor)	Serious		Minor		No problem		Combined Serious & Minor	
Poorly Maintained Housing	348	62%	195	35%	16	3%	543	97%
Dilapidated Outbuildings	350	63%	190	34%	20	4%	540	96%
Unsanitary Outdoor Storage	329	59%	196	35%	34	6%	525	94%
Unkempt Vacant Lots	287	51%	237	42%	34	6%	524	94%
Inoperable Vehicles	246	45%	255	46%	48	9%	501	91%
Loose / Stray / Feral Cats	184	33%	257	46%	120	21%	441	79%
Loose / Stray / Feral Dogs	68	12%	301	55%	181	33%	369	67%
Oversized Garages / Shops	85	16%	221	41%	231	43%	306	57%

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked if they thought City regulations need to be stronger regarding any of the listed issues.

Community Questionnaire – Environmental Regulations						
Environmental Issues (Sorted by percentage Yes)	Yes		No		Don't Know	
Dilapidated Outbuildings	424	77%	69	12%	61	11%
Poorly Maintained Housing	406	74%	75	14%	67	12%
Unsanitary Outdoor Storage	389	72%	85	16%	68	13%
Unkempt Vacant Lots	376	69%	97	18%	71	13%
Inoperable Vehicles	326	60%	134	25%	80	15%
Loose / Stray / Feral Cats	233	43%	213	39%	102	19%
Loose / Stray / Feral Dogs	160	30%	266	50%	110	21%
Oversized Garages / Shops	127	24%	298	56%	108	20%

The community is clearly aware of, and concerned with, the serious environmental issues that exist in Russell, and supportive of increased regulatory control of the problems.

Annexation

A good annexation policy is an important tool for assuring the orderly installation of streets and utilities as new development occurs, as well as maintaining the vitality of the City's future tax base. Extraterritorial zoning and subdivision regulations can also help to guide growth which will enhance the quality of future annexable land.

Generally, it is desirable for annexation to occur at the time of development. The most fundamental policy to support a city's reasonable growth by annexation is to refrain from extending utilities or other services outside the city limits unless annexation takes place, or a written waiver agreement is signed between a city and the property owner agreeing not to oppose annexation in the future. Without such an agreement, annexing land after development takes place can be very difficult and costly.

Petition or Consent Annexation

The preferred method of annexation is a petition or consent arrangement with a cooperating property owner. This method is far less time consuming and complex than a unilateral annexation by a city. Revisions to the state statutes on annexation procedures were adopted by the 2010 Legislature as amendments to K.S.A. 12-519 *et seq.* These revisions include K.S.A. 12-520(h), prohibiting annexations of narrow corridors of land, which makes it much more difficult to annex land in unusual situations.

Unilateral Annexation

In planning for an orderly, unilateral annexation approach so that in time the appropriate public facilities and services will be available when needed, a city is required to have a "plan" as to the extent, financing and time-table for such improvements (K.S.A. 12-520b). 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 in K.S.A. 12-531 and 532, whereby the county commissioners are required to hold a hearing three 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.

There are six conditions under which a city can unilaterally annex land, many of them related to the degree to which the annexable property adjoins the city. 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 City may petition the board of county commissioners under K.S.A. 12-521 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 annexed by a city without a formal hearing by a county. Additional annexations to an island annexation by a city are not allowed.

For such unilateral annexations, extensive notification is now required to public agencies in the area including city, county or regional planning commissions having "jurisdiction" (K.S.A. 12-520a). Presumably the latter means "planning jurisdiction" and in the case of Russell would involve both the City and the County Planning Commissions. The designated planning commissions are required to review the proposed annexation and make a finding of its compatibility or incompatibility with any adopted land use or comprehensive plan.

Future Annexation in Russell

In contrast to many cities, Russell has been fortunate in containing most of its adjacent urban development within the city limits. However, some development has occurred in the Planning Area near the City – including primarily industrial development along Wichita Avenue both east and west of the City, and along Witt Avenue southwest of the City, as well as residential development around Fossil Lake just south of the City, and a bit of commercial development just east of the Airport. These developed areas should be studied and considered for annexation.

Resource: *Annexation in Kansas: A Manual Concerning the Annexation Powers and Duties of Cities* (2014 Edition) is published by the League of Kansas Municipalities (LKM). Among other things, it provides samples of plans for extensions of municipal services, and various procedural forms. It is available through the LKM website at LKM.org.

CHAPTER 14. Comprehensive Plan Implementation

A comprehensive plan is a leadership tool, but it is only effective if it is implemented, and implemented well. When properly executed, a comprehensive development plan guides policy making decisions in the public sector. Proposals in the plan provide ideas to accomplish planning goals.

After a public hearing on the Comprehensive Plan document, and adoption of the Plan by the Russell City Planning Commission, the Governing Body then approves the Comprehensive Development Plan by ordinance. Once adopted and approved, Planning Commission members, City Council members, and City staff are responsible for understanding this Comprehensive Development Plan in detail, and for determining the best methods to implement policies and procedures to achieve Plan goals.

Previous chapters provided resources for information and funding, and addressed regulatory tools available for implementing planning decisions. This chapter provides an overview of Planning Commissioners' statutory responsibilities, and reviews methods for implementing this Comprehensive Development Plan by governmental and administrative policies, including community involvement, project review, neighborhood and project plans, action programs, and capital improvement programming.

The dictionary definition of "govern" is *to control and direct the making and administration of policy*. To govern then means to make policy, not just to make decisions. **Policies** are established principles and guidelines, intended to ensure that every important decision is made with long-term goals in mind.

Policy Resource: The League of Kansas Municipalities provides sample policy statements on a variety of subjects, available on their website at www.lkm.org/publications/#list.

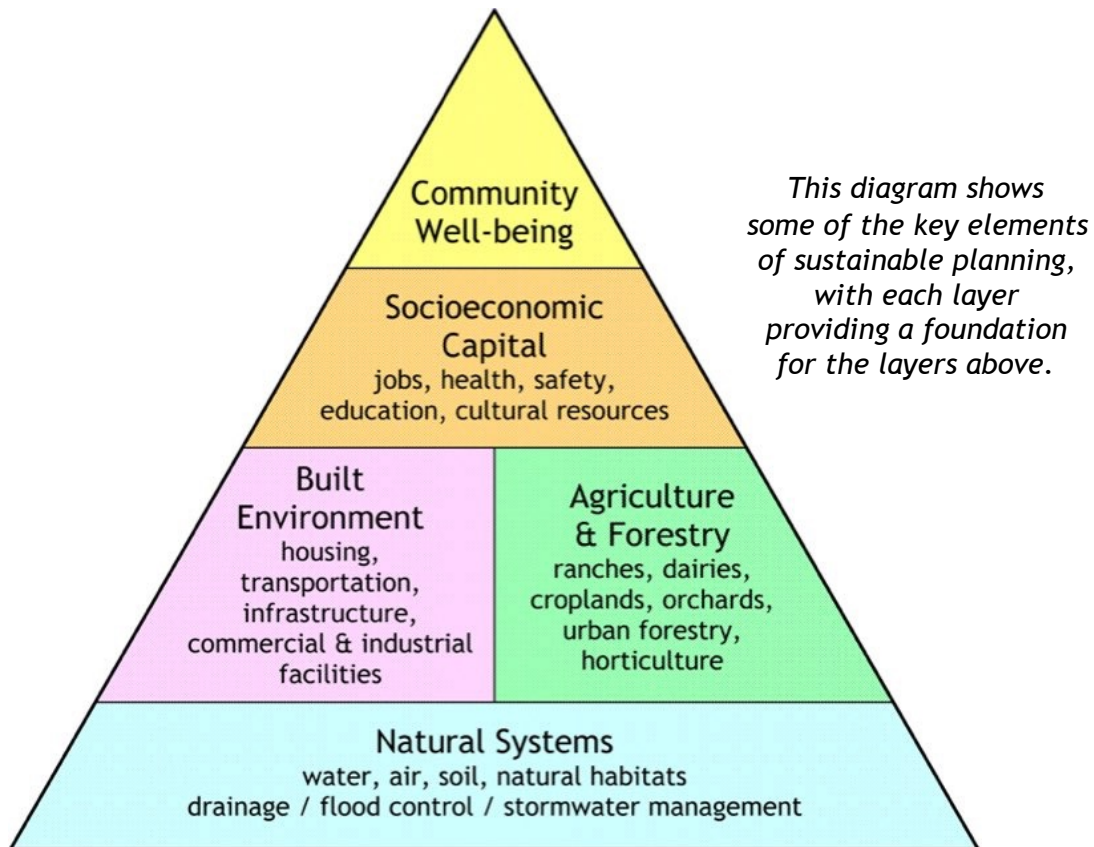
A good working relationship between governmental agencies, private organizations, potential developers and citizens is essential, in order to achieve a coordinated community effort. Assigning specific responsibility for specific proposals is also crucially important – because in community-wide endeavors, "everybody's business" can easily become "nobody's business", and proposals can be forgotten. **Leadership and organization are the keys to successful implementation of this Comprehensive Development Plan.**

In order for those leaders to achieve a well planned community over the long haul, two ideas are fundamental – development must be *sustainable*, and those who make planning decisions must understand *why* people choose to live in Russell.

A Sustainable Community

Since its founding in 1872, Russell has sustained itself as a community through tough economic times and booms alike. It is Russell's people, and their connections with each other, that give the community its strength and resilience. Willingness to help others, a long-standing commitment to local schools, and stewardship of the land have all helped Russell to prosper when many other small Kansas towns have failed.

If Russell wishes to continue to grow and thrive, it needs to employ a strategy of sustainable development, a concept now at the forefront of community planning. It is defined as development that meets a community's present needs – environmental, social, and economic – without compromising the ability of future generations to meet their own needs. Development that is *not* sustainable forecloses a community's future.



Many Russell families have lived in the area for generations, but it is a community that also welcomes newcomers. People in Russell appreciate and nurture the small-town quality of life that makes existing residents want to stay, and also attracts new residents. **Sustaining this small town quality of life into the future should be the overarching goal of every decision made during the implementation of this Plan.**

Choosing to Live in Russell

Ultimately, the way this Plan is implemented will influence the choices people make as they decide whether to move here or not, to stay in Russell or leave, to establish a business here or somewhere else. **Understanding why people choose Russell is the first essential step in leading the community to a comfortable and sustainable rate of growth.**

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked how long they have lived in or near Russell.

Community Questionnaire – Length of Residence					
<5 years		5 to 10 years		>10 years	
76	12%	52	8%	486	79%

Nearly four out of five of the Questionnaire respondents have lived in Russell for more than a decade. This continuity accounts for a great deal of Russell's sense of community.

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents who had moved to the area within the previous 10 years were asked their major reasons for moving to Russell. Multiple reasons could be checked, so the "percent" column shows the percentage of the total *responses*, while the last column shows the percentages of the 625 *respondents* who completed and returned questionnaires.

Community Questionnaire – Reasons for Moving to Russell			
	number	percent	% of 625
To be close to relatives & friends	83	33.1%	13.3%
To be close to work	55	21.9%	8.8%
To retire	33	13.1%	5.3%
To live in a smaller town	30	12.0%	4.8%
Economical place to live	23	9.2%	3.7%
Good housing available	15	6.0%	2.4%
Good schools available	9	3.6%	1.4%
To live in a larger town	3	1.2%	0.5%

Half (314 people, or 50.2% of the 625 total respondents) of those who answered this question had lived in Russell for more than 10 years. Of those who had moved here within the last decade, **the most important reason why people chose to move to Russell was to live near family and friends (13.3%)**, followed by the wish to **live close to work (8.8%)**. Other important factors for moving to Russell included **retiring (5.3%)**, and wanting to **live in a smaller town (4.8%)**. Compared to the small percentage of those who moved to Russell to live in a larger town (0.5%), the last factor emphasizes the importance of maintaining and enhancing Russell's small town character.

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents were asked where they had lived previously.

Community Questionnaire – Previous Residence		
	number	percent
Elsewhere in Russell County	89	17%
Elsewhere in Kansas	307	60%
Outside Kansas	116	23%

The largest category (60%) of people who have moved to Russell is those who have moved from **elsewhere in Kansas**, outside of Russell County.

The table below shows the responses received on the 2015 Community Questionnaire, when Russell area residents who were planning to leave the Russell area were asked their reasons for leaving. Multiple reasons could be checked, so the "percent" column shows the percentage of the total *responses*, while the last column shows the percentages of the 625 *respondents* who completed and returned questionnaires.

Community Questionnaire – Reasons for Leaving Russell			
	number	percent	% of 625
Personal Reasons	36	30.8%	5.8%
Job change	27	23.1%	4.3%
Quality of housing	20	17.1%	3.2%
Retirement	19	16.2%	3.0%
Health reasons	11	9.4%	1.8%
My children are graduating	3	2.6%	0.5%
I am graduating	1	0.9%	0.2%

Nearly two-thirds (410 people, or 65.6% of the 625 total respondents) of those who answered this question did *not* intend to leave Russell. Of those who are planning to leave, the **most important reason why people chose to leave Russell was personal reasons (5.8%)**, followed by a **job change (4.3%)**. **Housing quality (3.2%)** and **retirement (3.0%)** were also factors.

From a planning perspective, these Community Questionnaire responses emphasize the need to maintain and enhance Russell's **small town character and quality of life**, and to provide places and events for family and friends to gather and enjoy. Maintaining **good jobs, good housing**, and a **good school system** are also important factors in the City's future success.

It is important for Russell to **both retain existing residents and attract new residents** – without becoming too focused on one strategy or the other. Developing strategies to help retain both populations would help the City grow.

The Planning Commission

The Russell City Planning Commission was initially created by Ordinance Number 450, approved by the Russell Governing Body on April 23, 1935. Planning Commission Bylaws were approved and signed by the Russell Planning Commission on September 27, 1993.

The 1992 recodification of Kansas state statutes under K.S.A. 12-741, *et seq.*, required reestablishment of Planning Commissions under a new Ordinance, and adoption and approval of a new set of Planning Commission Bylaws.

In response to Russell County's decision to begin regulating zoning in all unincorporated areas of the County, Ordinance Number 1777 was approved by the Governing Body on May 15, 2007; it revised the appointment procedure for Planning Commission members to eliminate the need for representatives from outside the City. With the approval of the City Council, the Mayor appoints the five Commission members. Members serve three-year staggered terms, and meetings are held on the second Thursday of each month.

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:

- Review the Plan annually as required by state statutes and report its status to the Governing Body. Such annual reviews may result in minor changes in the Plan. A major review is recommended at least once every five years.
- Prepare, adopt, and maintain Zoning Regulations for the City by way of holding public hearings and making recommendations to the Governing Body.
- Prepare, adopt, administer, and maintain Subdivision Regulations, to assist the Governing Body and developers in the design and improvements necessary for proper land development in the City.
- Hold hearings on vacations of rights-of-way and easements for recommendations to the Governing Body.
- Review improvement projects as proposed by the Governing Body and other organizations and make determinations as to their conformance to the Plan.
- Review potential properties for annexation and make recommendations regarding annexation to the Governing Body.
- Undertake neighborhood or project plans, to provide more detailed data for new areas, to rehabilitate older areas, or for special projects in the Planning Area.
- Assist the Governing Body on special planning projects, including economic development efforts, capital improvement programming, and grant applications.
- Maintain a working relationship to implement plans with public and private organizations at the city, township, county, regional, state, and federal levels of government.
- Establish a convenient reference library of plans, information, maps, and policy statements readily accessible to officials, citizens, and potential developers.

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 the public 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.

There are many ways that the Planning Commission can encourage the involvement of both urban and rural residents, cultivate their input, and enhance their understanding of planning proposals, including:

- Conduct business and hearings in open meetings – for which adequate notice has been given, agendas have been provided, minutes are taken, and an opportunity for the public to voice their opinions and contribute their ideas is offered.
- Involve the residents of an area when preparing plans and considering regulatory decisions which affect them.
- As needed, appoint ad hoc committees of both urban and rural residents to study and make recommendations on specific plans or proposed regulations.
- Arrange for liaison representation or periodic communications to and from organizations related to the implementation of Plan proposals, especially the Governing Body, Russell Unified School District 407, Russell and Grant township trustees, and the Planning and Zoning Department of Russell County.
- Schedule an annual meeting of public officials and leaders of community organizations to receive comments on the City's planning activities, and to report back to their members.
- Take responsibility as members of the Governing Body and Planning Commission to keep the public informed on planning matters through personal contacts and group activities.
- Make local officials as well as appropriate outside resources such as consultants available to community organizations on planning matters.
- Distribute information regularly to the news media and encourage them to attend and report on meetings.
- Make draft plans, reports, maps and regulations available on the City website so that they can be adequately circulated for review, and later make sure final versions are available to the public. Provide printed documents in sufficient quantity to meet the needs of people without internet access.

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

Project Review

When this Comprehensive Development Plan and any of its amendments have been approved by the Governing Body, and the effectuating ordinance published, a procedure is established under K.S.A. 12-748 to review projects proposed by the City and other public entities which are embraced within the Plan. According to 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 Governing Body may proceed with the project only after this procedure is completed. In the event the Planning Commission finds that the proposed project does not conform to the plan, the Commission is required to submit their findings in writing to the Governing Body. 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 then proceed to make the necessary changes in the Plan, utilizing the formal adoption procedures described in Chapter 1.

Projects can also be reviewed in such a manner as to satisfy this legal procedure during consideration of zoning cases or the processing of plats, both of which should bear a relationship to the Comprehensive Plan.

Other projects could be processed for *"project review"* by having the Planning Commission review an 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 review process is necessary by the Planning Commission, except as may be required by zoning and subdivision regulations. The concept of project review enables the Governing Body to make current decisions in relationship to long-range planning and retain their final decision-making authority.

Neighborhood and Project Plans

Due to their large-scale perspective and long range view, comprehensive plans tend to generalize, rather than specify detailed proposals. As development takes place, more detailed decisions must be based on more specific and current information. The preparation of specific neighborhood and project plans, developed as needs are foreseen, should be a regular part of the continuing planning process.

Neighborhood plans typically analyze in detail the land use, circulation and public facility needs of part of the Planning Area which poses unusual, difficult or new conditions. A neighborhood plan might deal with an area as small as a block or as large as a major segment of the Planning Area. Such plans are particularly useful to properly connect streets and utilities in newly developing areas, and in addressing older areas in need of rehabilitation. The plans provide assistance in making current and future decisions on land use proposals, applications for zoning, subdivision plats, annexations, and capital improvement programming. They also facilitate a good working relationship between developers and area residents.

Project plans are different from neighborhood plans in that they involve a study to develop a site for a particular purpose, such as a park, recreation area, public building, or industrial tract. They are often prepared as a part of grant applications or bond issues, or as a result of funding becoming available from these sources.

Neighborhood and project plans often focus on a community's historic downtown, on specific business districts, or on potentially annexable areas. In their simplest form, they may consist of simply a drawing and an explanatory report. More complex issues or areas, however, may require more complex plans, which are then sometimes adopted as elements of the comprehensive plan.

Neighborhood and project plans may be prepared by the Planning Commission to assist the Governing Body or area residents. They may be approved by the Commission or Council or both. They may serve simply as policy guidelines for future decisions, or they may be formally approved as an element of the Comprehensive Plan. It is very important that property owners and potential developers who may be affected by such plans be participants in their preparation.

Action Program

During the process of developing this Comprehensive Plan, the community established a number of planning goals for Russell, which are listed in Chapter 2. While relative priorities were estimated at the time this Plan was written, community leaders should regularly review goals, tasks, and priorities, and revise them as necessary, based on their urgency and the availability of resources during the course of the Planning Period. This process is often incorporated into the Planning Commission's required annual review of the Comprehensive Plan, and the Governing Body's annual budgeting process.

As each goal or task is addressed, an action program will need to be developed for its implementation. An action program is a way to make sure that goals turn into reality, by describing specific tasks that must be achieved in order to reach each goal. To be effective, an action program must include clear-cut implementation information for each goal:

- Define the tasks necessary to achieve the goal
- Determine who is responsible for making sure tasks are achieved
- Set a schedule and a deadline
- Assign resources (funding, staff, etc.) sufficient to achieve each task
- Establish communication hierarchies (Who needs to know what?)

Be willing to spend time and effort on the early stages of the planning process for significant public projects — it will pay off later in community satisfaction with the overall success of the final project. Making good decisions throughout a logical process of design helps prevent costly revisions later, during construction. Engaging the services of a design professional to help throughout the planning process, as opposed to waiting until you are ready for construction drawings, is recommended.

Capital Improvements Program (CIP)

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 often 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 plus 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 subdivision development, and is especially useful in relation to the legal requirements for unilateral annexations referred to previously in this chapter. Some advantages of a CIP include:

- Help focus attention on community goals
- Encourage citizen and group participation
- Improve intergovernmental cooperation
- Increase capability of utilizing various matching funds programs
- Improve project implementation
- Stabilize financial programs

The City of Russell currently has a CIP for the general fund, and for each of the utility funds.

Russell's Statutory Debt Limitation

While there are a number of exceptions, it is sufficient for general financial planning purposes to say that under Kansas law, to calculate the **bonded debt limitation**, 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. Revenue bonds, and bonds issued for general sewer and water work are outside the debt limitations.

As of December 31, 2015, the City had \$5,010,000 in outstanding debt. All of this amount was exempt, in the form of water, sewer, storm sewer, and electrical improvements, under the state debt limitation statutes governed by K.S.A. 10-308. Using the City's 2015 estimated total tangible assessed valuation including that for motor vehicles of \$29,804,713, the City is currently using none of its 30% debt limitation. The City of Russell therefore has \$8,941,414 for future bonded indebtedness under the statutory limitation to carry out the growth policies of Russell.

Good municipal management maintains a continuing effort to keep public facilities up-to-date, while not allowing the mill levy for indebtedness to fluctuate too greatly. The ability of the City to reach the goals established in this Plan should be greatly enhanced by the continued prudent planning of its finances.

City of Russell Valuation and Indebtedness			
<i>(Source: 2014 & 2015 City Budgets)</i>			
	2013	2014	2015
Valuation	\$26,182,170	\$28,677,204	\$29,092,064
Debt			
General Obligation Bonds	\$5,020,000	\$4,570,000	\$5,300,000
Revenue Bonds	—	—	—
Other	—	\$1,732,183	\$1,656,118
Lease Purchase	—	—	\$206,481
Total Debt	\$5,020,000	\$6,302,183	\$7,162,599
Debt to Valuation Ratio	19.2%	22.0%	24.6%