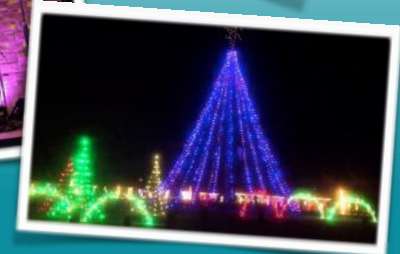


— Winfield —
Comprehensive
Development Plan
2020-2040



Winfield Comprehensive Development Plan 2020-2040

adopted by the
Winfield City Planning Commission

on _____, 2020

approved by the
Winfield Governing Body

on _____, 2020

technical assistance by



and

Winfield City Staff

OFFICIAL COMPREHENSIVE DEVELOPMENT PLAN APPROVAL

This document, entitled
Winfield Comprehensive Development Plan 2020-2040
is an official Plan of the City of Winfield, Kansas, for the Planning Period 2020-2040.
The Planning Area comprises the City of Winfield plus a certain surrounding area
in Cowley County, Kansas, which is all within 3 miles of the City.

In accordance with K.S.A. 12-747, an officially advertised public hearing was held on November 9, 2020,
and this document was adopted by Resolution # _____ of the Winfield City Planning Commission
on November 9, 2020.

A certified copy of the *Comprehensive Development Plan*,
together with a copy of the adoption Resolution and a summary of the hearing,
were then submitted to the Winfield Governing Body.

ATTEST

/s/ _____

William Tuttle
Chairperson, Winfield City Planning Commission

/s/ _____

Patrick Steward (City staff)
Secretary, Winfield City Planning Commission

APPROVED by the Winfield Governing Body on November 16, 2020 by Ordinance No. _____,
which was published on _____, 2020, in the *The Cowley CourierTraveler*.

ATTEST

/s/ _____

Ronald Hutto, Mayor

/s/ _____

Brenda Peters, City Clerk

Acknowledgments

This Comprehensive Plan was prepared under the supervision and with the aid of the Winfield City Planning Commission and City staff, with help from a Steering Committee of citizen volunteers, and with technical assistance by planning consultant Foster Design Associates LLC of Wichita.

WINFIELD CITY PLANNING COMMISSION

Willie Tuttle, Chairperson

Rick Cowlshaw, Vice-Chairperson

Patrick Steward, Secretary (City Staff)

David Brazil

Thomas McNeish

Brenda Butters

Mona Mozingo

Jeanie Campbell

Tom Pettey

Taylor Dory

Don Williams

Robert Gottlob

Tiffany Parsons, Recording Secretary

William E. Muret, City Attorney

WINFIELD PARK BOARD

Marilyn Albright

John Boyle

Claire Graham

Joyce McArtor

Larry Schuster

Dan Tapia

Max Thompson

Kelly Wall

Ron Hutto, Mayor (*ex-officio*)

City Liaison: Gary Mangus, Assistant to the City Manager

WINFIELD GOVERNING BODY

Ron Hutto, Mayor

Phil Jarvis

Greg Thompson

WINFIELD CITY STAFF

Taggart Wall, City Manager

Patrick Steward, Community Development Director

Brenda Peters, City Clerk

PLANNING CONSULTANTS

David W. Foster, PLA, ASLA, APA

Debra Foster, M.Arch.

Foster Design Associates LLC

Landscape Architecture & Planning

1415 East 2nd Street North, Wichita, KS 67214-4119

316-262-452 debra@fosterdesignassociates.com

Acknowledgments

COMPREHENSIVE PLAN STEERING COMMITTEE

Gary Brewer – Retired Executive; Community Member
Gail Burden – Small Business Owner Optometrist; Winfield City Band
Rick Cowlshaw – Planning Commission Member
Julie Graham – Small Business Owner- Photography
Bob Hartley – Retired Community Member
Anne Jarrett – Former City Finance; Small Business Owner CPA; Rural Utility Customer
Chris Jarvis – Small Business Owner- Home on the Range Firearms
Dawn Pleas – Vice President for Retention and Student Success Southwestern College
Bart Redford – CEO/Owner Walnut Valley Festival
Nathan Reed – USD 465 Superintendent
Becky Reid – K State Research Extension
Kaydee Riggs Johnson – Vice President Marketing Southwestern College; Small Business Owner-Brewery
Crystal Rowley – Special Education Teacher
Scott Schoon – Retired Rec Director; Aquatic Center Director
Aline Sivongxay – Lao Community Member
Anthony Stonerock – Chamber Board President; Young Professional

COVID-19 PANDEMIC

The 2020 COVID-19 pandemic began about halfway through this planning process, preventing completion of the originally intended sequence of Steering Committee and public input meetings.

Fortunately, the Community Questionnaire had already been finished, along with the early meetings that provide the most essential guidance on community interests and concerns.

During the pandemic, feedback on the draft Plan was achieved through email reviews.

At the time this Plan was written, the long-term economic impacts of the pandemic could not be reliably predicted. Nevertheless, the goals expressed in this Plan are valid, and should be pursued—when they reasonably can be, with whatever resources are then available.

Table of Contents

Section 1 – Planning the Future

CHAPTER 1. Planning – Process, Parameters, & Principles 1-1

Planning Process	1-1
Plan Parameters	1-3
Planning Principles	1-5

CHAPTER 2. Winfield's Planning Goals 2-1

Goal 1: Housing	2-1
Student Goals	2-4
Community Questionnaire Goals	2-4

CHAPTER 3. Land Use Plan 3-1

Existing Land Use	3-2
Future Land Use	3-14

Section 2 – Community Background Data

CHAPTER 4. History 4-1

Winfield's Historical Development	4-1
Historic Preservation	4-5

CHAPTER 5. Environment 5-1

Location	5-1
Climate	5-3
Soils	5-4
Topography & Drainage	5-4
Floodplains	5-6
Water Resources	5-9
Woodlands	5-10
Major Constructed Features	5-11

CHAPTER 6. Demographics 6-1

Population Trends	6-2
Population Data – U.S. Census Bureau	6-6

CHAPTER 7. Housing 7-1

Housing Data – U.S. Census Bureau	7-2
Housing Data – Community Questionnaire	7-8

CHAPTER 8. Economy 8-1

Major Local Employers	8-1
Economic Data – U.S. Census Bureau	8-2
Economic Data – Community Questionnaire	8-8
Local Bond Debt & Tax Levies	8-8

Section 3 – Systems & Facilities

CHAPTER 9. Transportation Systems _____ 9-1

Highways & Streets	9-1
Pedestrian & Bicycle Facilities	9-10
Railroad Service	9-13
Air Travel Service	9-15
Public Transit Service	9-16

CHAPTER 10. Utilities & Stormwater Management _____ 10-1

Water Supply & Distribution	10-2
Sewage Collection & Treatment	10-3
Electrical Generation & Distribution	10-6
Natural Gas Distribution	10-8
Solid Waste Disposal	10-9
Stormwater Management	10-10

CHAPTER 11. Community Facilities & Services _____ 11-1

City Hall	11-2
Police Department	11-3
Fire/EMS Department	11-4
Municipal Operations Center	11-6
Parks Office & Shop	11-7
Winfield Public Library	11-8
Public Housing	11-9
Cemeteries	11-9
Health Care Facilities	11-12
Schools	11-14
Southwestern College	11-17
Public Perceptions of City Facilities	11-18

Section 4 – Comprehensive Planning

CHAPTER 12. Regulatory Tools _____ 12-1

Zoning Regulations	12-2
Subdivision Regulations	12-3
Extraterritorial Jurisdiction	12-4
Site Plan Review & Approval	12-6
Construction & Environmental Codes	12-7
Annexation	12-12

CHAPTER 13. Resources _____ 13-1

Seeking Grants	13-1
Regional Cooperation	13-2
Housing	13-3
Economic Development	13-5
Pedestrian/Bicycle Transportation Programs	13-9

CHAPTER 14. Comprehensive Plan Implementation _____ 14-1

Functions of a Comprehensive Plan	14-1
Legal Basis	14-2
Planning Commission Responsibilities	14-4
Community Involvement	14-5
Project Review	14-6
Neighborhood & Project Plans	14-6
Capital Improvements Program (CIP)	14-7
Taking Action	14-8

Appendix 1 – Consolidated Tables of Goals

Section 1 – Planning the Future

CHAPTER 1. Planning – Process, Parameters, & Principles

CHAPTER 2. Winfield's Planning Goals

CHAPTER 3. Land Use Plan

CHAPTER 1. Planning – Process, Parameters, & Principles

There are many good reasons to have a comprehensive plan. If a city wants to have subdivision regulations or extraterritorial zoning, state statutes require that a Comprehensive Plan be adopted first. The land use component of a Plan ensures efficient, balanced, and compatible land development, and provides a legal foundation for the judicial review of zoning cases. A Plan is often a prerequisite for grant applications, to win outside funding for City projects.

But the most important purpose of a comprehensive plan is this: **it is a leadership tool, intended to guide public policy decisions in directions that will accomplish long-term community planning goals.**

To figure out what the community's goals really are, the process of producing this Plan engaged Winfield's citizens and neighbors, and asked them to think deeply about the community as a whole, and to consider what they want Winfield to become in the generations ahead.

This document is the result of a year-long process of asking questions and finding answers, in order to define a set of aspiring yet realistic goals for Winfield. It also provides a foundation of background data, including an overview of City facilities and systems. It offers a review of regulatory tools and other resources available to support the Plan's implementation. But the core of this Plan, its heart and soul, is the **community goals**.

These goals incorporate fundamental planning principles, express Winfield's community values, and provide both current and future City leaders with a vision of Winfield's future that should inform and help shape their policy-making decisions.

Planning Process

Winfield's previous *City of Winfield, Kansas Comprehensive Plan* was completed in 1993 by Burns & McDonnell. This document has become outdated, but is still an excellent historical reference. City leaders began working to create an updated comprehensive plan in 2019.

To produce this current *Winfield Comprehensive Development Plan*, **public meetings** were held, which provided a forum for members of the community to express their ideas and comment on the proposed plan. A **Steering Committee** of community stakeholders provided input throughout the planning process, and the **Planning Commission** and the **City Commission** held discussions of planning goals. City staff also met with three **USD 465 youth focus groups**, discussing issues with students from Winfield's elementary, middle and high schools.

In addition, a **Community Questionnaire** was distributed to people in the Winfield area, both inside and outside the city limits. It was available in hardcopies and on the web, and was mailed to every electric utility customer within three miles of the city limits. The Questionnaire document was 15 pages long, and included 67 questions, many of them open-ended—so filling it out required a substantial commitment of time and effort. Nevertheless, a **total of 935 questionnaires were completed and returned**—a testimony to the level of citizen involvement in this community.

Winfield Comprehensive Development Plan 2020-2040

The table below shows some of the characteristics of the people who responded to the Community Questionnaire.

Characteristic	Respondents	
Male	295	31.6%
Female	591	63.2%
Prefer not to say	15	1.6%
No answer	34	3.6%
Inside City	799	85.5%
Outside City	121	12.9%
No answer	15	1.6%
Under 19 years old	3	0.3%
19 to 29 years old	99	10.6%
30 to 45 years old	273	29.2%
46 to 65 years old	296	31.7%
66 to 80 years old	192	20.5%
Over 80 years old	55	5.9%
No answer	17	1.8%
Total returned	935	100%

Periodically in this document, references will be made to some of the results of the Community Questionnaire. Note that, although a total of 935 questionnaires were returned, not every person answered every single question—so sometimes the total responses for a specific question don't add up to 935.

The complete tabulated results of the Questionnaire are available to the public on the City website, and from the office of the City Clerk at Winfield City Hall.

Plan Adoption & Approval

By state statute, the City Planning Commission is responsible for preparing, adopting and maintaining a city's Comprehensive Plan. When a Plan is completed to the satisfaction of the Planning Commission members, the Planning Commission must hold a **public hearing**, and formally **adopt** the Plan by resolution. They then send the Plan to the Governing Body, with a recommendation that the City Commission **approve** the Plan by ordinance.

When this Plan is adopted and approved, it will become the official comprehensive development plan for Winfield, Kansas, and its Planning Area, for the Planning Period from 2020 through 2040. It will replace in its entirety the City's previous 1993 *City of Winfield, Kansas Comprehensive Plan*.

After the Plan is approved, Planning Commission members, the Mayor and City Commission members, and City staff are responsible for understanding the Plan in detail, and for determining the best methods to implement policies and procedures to achieve the community goals expressed in this Comprehensive Plan.

Plan Parameters

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

Planning Period The Planning Period for this Plan is the twenty-year time span from its adoption in late 2020 through 2040. For this type of plan, twenty years is typically the practical limit for useful forecasting of local needs and resources.

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 which therefore should be studied as part of what state statutes refer to as the "total community of which the City is a part".

By statute, any **extraterritorial jurisdiction** for Subdivision Regulations or Zoning Regulations around a city cannot exceed its delineated Planning Area—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.

Like the City itself, the Winfield Planning Area is in two parts—one encompassing the City proper, and one encompassing Winfield City Lake. All of the Planning Area is in Cowley County, Kansas.

The main Planning Area extends a maximum of 9.5 miles east-to-west and 10.5 miles north-to-south, and covers a total area of approximately 83.5 square miles. The Lake Planning Area extends a maximum of 6 miles east-to-west and 3.5 miles north-to-south, and covers a total area of approximately 16.6 square miles. Together, they cover 100.1 square miles.

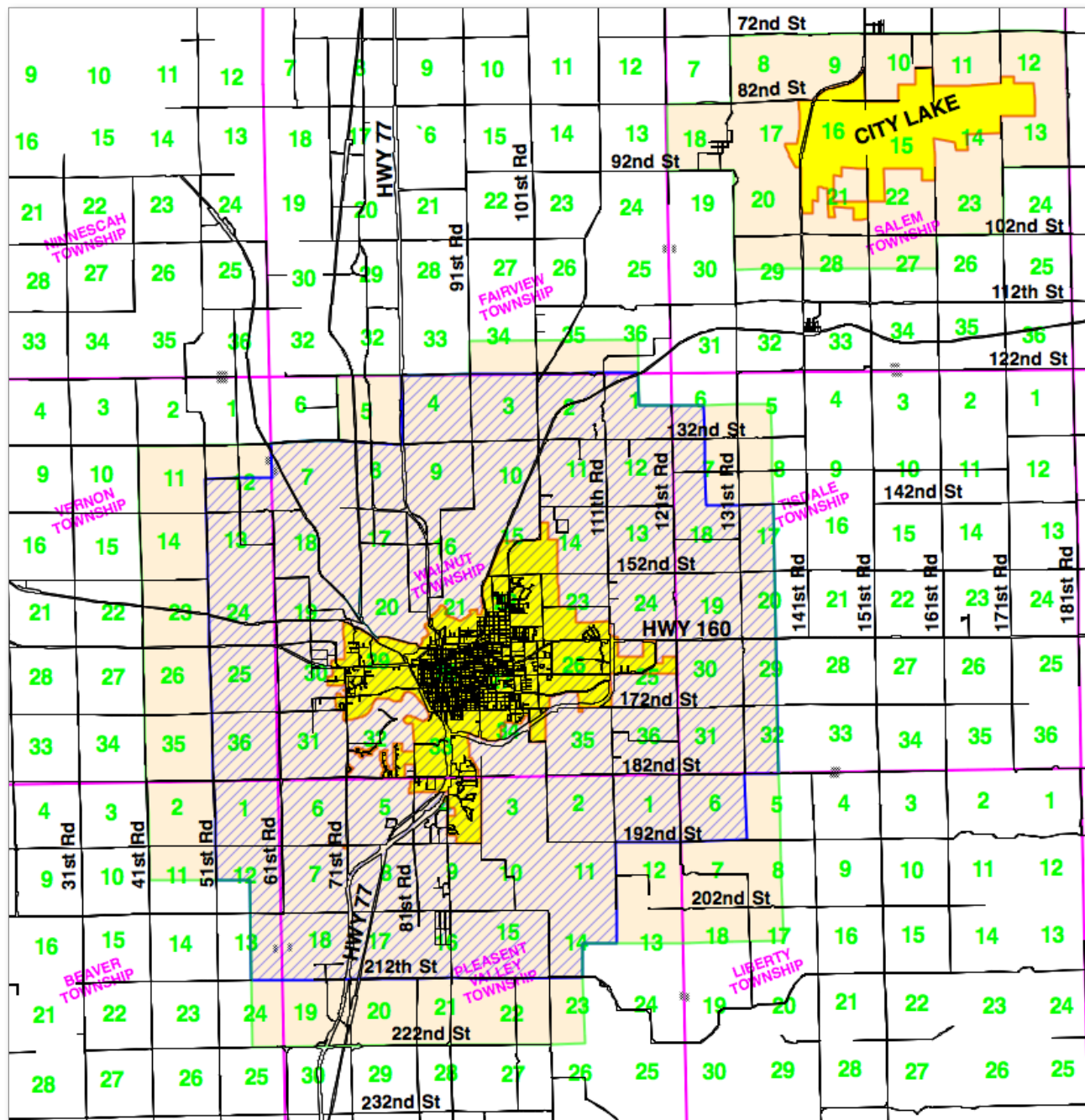
As defined for this Plan, the Winfield Planning Area is composed of:

Winfield City Area

- In Fairview Township (Township 31 South / Range 4 East)
 - South halves of Sections 34 and 35
 - Southwest quarter of Section 36
- In Vernon Township (T32S, R3E)
 - Sections 11-14, 23-26, and 35-36
- In Walnut Township (T32S, R4E)
 - South half and northwest quarter of Section 1
 - Sections 2-5 and 7-36
- In Tisdale Township (T32S, R5E)
 - Southwest quarter of Section 5
 - South half of Section 6
 - West halves of Sections 8, 17, 20, 29 and 32
 - Sections 7, 18-19, and 30-31
- In Beaver Township (T33S, R3E)
 - Sections 1-2
 - North half of Section 11
 - North half and southeast quarter of Section 12
 - East halves of Sections 13 and 24
- In Pleasant Valley Township (T33S, R4E)
 - Sections 1-12 and 15-22
 - North half of Section 13
 - North half and southwest quarter of Section 14
 - West half of Section 23
- In Liberty Township (T33S, R5E)
 - Sections 6-7
 - West halves of Sections 5 and 8
 - Northwest quarter of Section 17
 - North half of Section 18

Winfield City Lake Area

- In Salem Township (T31S, R5E)
 - Sections 8-18 and 20-23
 - North half of Sections 27-29



Winfield Planning Area & Extraterritorial Jurisdiction for Subdivision Regulations

- The area within Winfield's city limits is shown in bright yellow.
- The Planning Area is shown in orange.
- The City's extraterritorial jurisdiction for Subdivision Regulations is shown with blue diagonal lines.
An extraterritorial jurisdiction must not extend beyond the Planning Area.
- Townships are outlined in pink. A township typically contains 36 sections; each section is nominally one square mile in area.
- Section numbers are shown in green.

Planning Principles

Professional 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.

Three fundamental guiding principles provide a framework to support and guide all such planning decisions—**quality of life**, **community health**, and **sustainability**. In addition, planners must always be aware of fundamental **demographic trends**.

Quality of Life

In this highly mobile era, an excellent quality of life is essential for attracting new residents and new businesses to a community. But what does "quality of life" actually mean? And how do planning decisions affect this nebulous but essential community characteristic?

Definitions of the term "quality of life" vary by perspective, incorporate a wide variety of factors, and tend to run to many pages in length when people get serious about trying to nail down the concept. Yet even without an academically precise definition, most people readily recognize the importance of the idea, and have a strong opinion about whether their personal quality of life is good or not.

Factors that play a role in quality of life may include housing, neighborhood, schools, physical and mental health, family life, safety and security, the built environment, education, leisure time, recreational 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 the goods and services viewed as necessary by the individual or community whose income is being evaluated.

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 the community's 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* economic competitor.**



Improvements to the City's already-high quality of life will be fundamental to successfully attracting new businesses and new residents to the community. Maintaining and enhancing Winfield's quality of life should be a primary focus of the community's planning goals. **Investments in quality of life should be regarded as investments in Winfield's future.**

Community Health

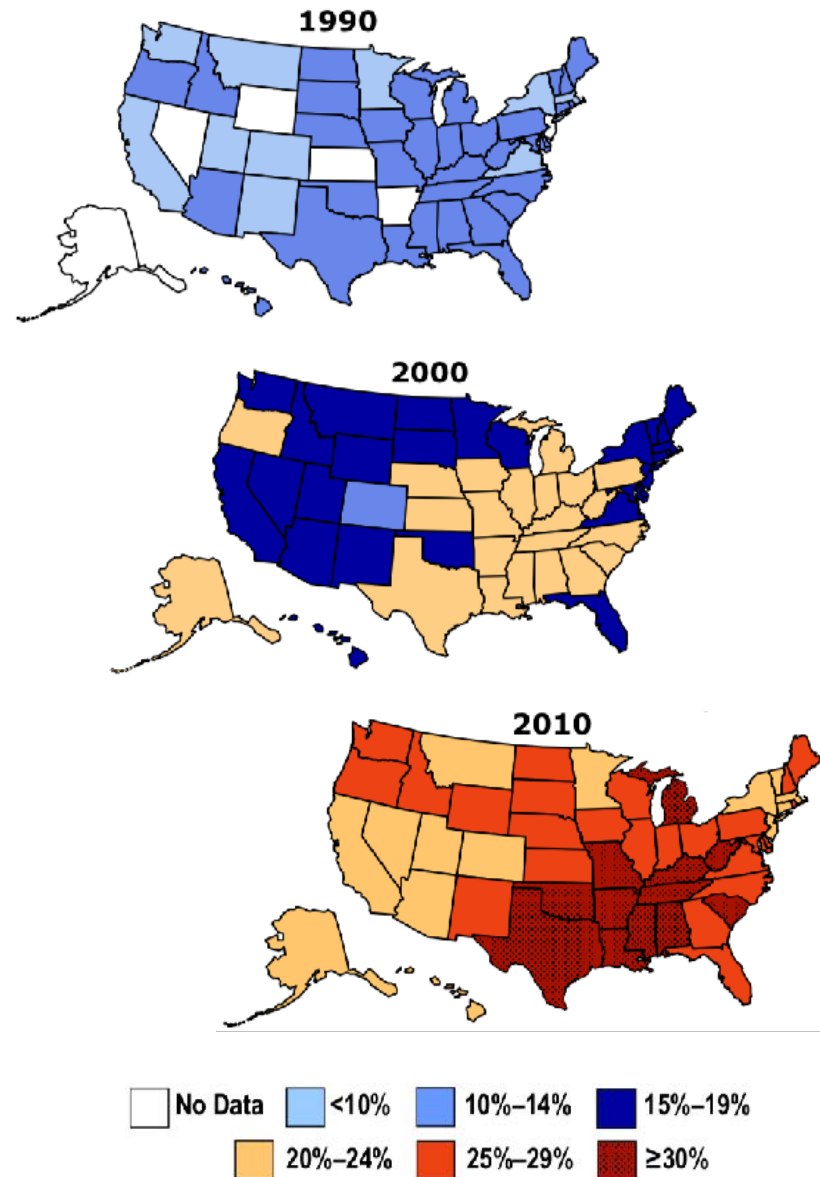
One of the most important factors in quality of life is health. Public planning policies and decisions impact both personal and community health.

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 cars and the development of interstate highways 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 10% of American adults were obese, with a body mass index (BMI) equal to or greater than 30. By 2015, that number was four times higher. According to a 2011 report from KDHE, nearly two thirds (64.4%) of Kansas adults were either overweight or obese, with a BMI of 25 or above.

Obesity is not simply a harmless expression of human diversity. It is a significant public and personal health problem, related to a number of serious chronic diseases—including diabetes, arthritis, hypertension, heart disease, and a variety of cancers.



CDC Obesity maps showing trend
of population percentage with BMI of 30 or above

Building physical activity back into people's daily routines is one of the best ways to combat obesity, and all its associated health risks. Levels of activity are strongly influenced by the design of the neighborhoods in which people live, work, learn, and play.

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**. Aim to 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 bicycle paths, lanes, and routes.
- **Complete Streets** – Incorporate street design elements that support safe and comfortable travel by 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 a variety of public gathering spaces flexible enough to support community events and celebrations, which strengthen community ties.

- **Connected Neighborhoods** – Make sure new developments are designed to maximize connectivity and walkability, and pursue options to connect existing neighborhoods. In general, encourage traditional gridiron street networks, and discourage disconnected and car-dependent cul-de-sac development.
- **Parks & Recreation** – Support 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 such as dog parks or outdoor exercise zones, that encourage frequent use and enhance social connections. At playgrounds, include shade, drinking fountains, and even waterspray elements to encourage activity even on hot days.

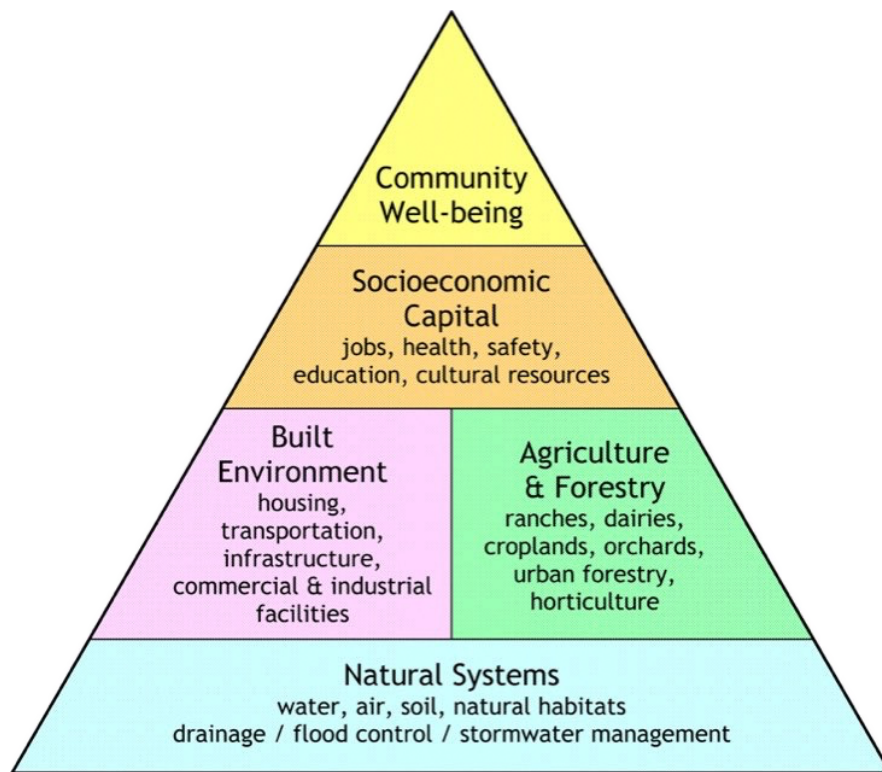
Resources

- Urban Land Institute – [Building Healthy Places Toolkit](#)
- [Healthy Places By Design](#)
- National Association of County and City Health Officials – [Healthy Community Design](#)
- American Public Health Association – [Healthy Community Design](#)



Sustainability

Sustainable development 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.



This diagram shows some of the key elements of sustainable planning, with each layer providing a foundation for the layers above.

Environmental sustainability for a community starts with leadership decisions that preserve clean air and water, protect the soil that supports agriculture, safeguard natural habitats and wildlife to maintain ecological diversity, and manage stormwater runoff to control flooding.

- Securing an ample and reliable source of clean **water** is a major environmental challenge for most cities in the American west, but earlier Winfield leaders attended to that problem with the development of Winfield City Lake.
- **Flooding** has also been a crucial environmental issue for Winfield since its founding. While the existing levee system has done an excellent job of protecting the city, the system must continue to be maintained, and may at some point within the 20-year planning period need to be expanded to cope with changing conditions and ongoing development.

Many streets in Winfield have curbs and gutters in very poor condition, which compromises the entire **stormwater drainage system**.

Social sustainability requires leadership decisions that recognize the relationship between planning and quality of life. Everyday choices made by Planning Commission and City Commission members accumulate over time to have a profound affect on how the people of Winfield can live their lives.

A community that is socially sustainable has high-quality **housing** options at a range of price points, a variety of types of **neighborhoods** (including ones that are **walkable**), and a **transportation** system that serves everyone (including people who don't drive). It has an **education** system that prepares the community's young people for a responsible and successful future, and a **health care system** that meets the needs of residents of all ages. It provides ample opportunities for locals and visitors to **celebrate** and enjoy Winfield's **arts and culture**.

- **Housing** is now the single greatest planning challenge facing Winfield. If the City is to continue to grow and thrive, steps must be taken both to preserve and improve its older homes, and to develop new high-quality homes in a variety of types and neighborhoods, suitable for a variety of lifestyles.
- New technologies are opening up alternative **transportation** solutions for smaller cities that simply don't have the population to support a traditional public transportation system at a scale that can be responsive to today's 24/7 transportation needs. Be open to opportunities to develop alternative methods of providing transit to residents who don't own cars—a percentage of people which is likely to increase over time.
- A high-quality **education system** is essential in order to produce graduates who are civically and ethically responsible adults, and capable of economic success. Schools provide students with the foundation to pursue technical skills and professional expertise necessary in the information economy, as well as fostering the flexibility and entrepreneurial attitude they will need to cope with a lifetime of rapid economic change.
- Continue to support Winfield's excellent **health care system**, and its thriving **arts and culture** scene. Both are major contributors to the community's high quality of life, helping to attract and retain residents, as well as bringing outside dollars into the community's economy.

Economic sustainability is also essential, supporting social and environmental resources which in turn support the local economy. Cooperative **economic development** efforts, both public and private, contribute to economic success.

Winfield is fortunate to have a long history of **economic diversity**, with a foundation in agriculture and oil, and a good balance of manufacturing and commercial enterprises. Economic sustainability also depends on having a reliable **utilities infrastructure** which is capable of supporting both business expansion and residential growth for additional employees.

- Continued cooperation between the City and County in the pursuit of local **economic development** will be instrumental in sustaining the area's economic success. Coordinate efforts with the Winfield Area Chamber of Commerce and Cowley First (the Cowley County Economic Development Department).
- Much of Winfield's municipal **utilities infrastructure** is in good condition, including its Water Treatment Plant and Power Plant. However, the Wastewater Treatment Plant will likely need either upgrades or substantial improvements within the 20-year Planning Period. Both the water distribution system and the sewage collection system are aging, and a program of gradual replacement of the pipes will need to begin soon.

In addition, over the twenty-year span of this Plan, a sustainable supply of reasonably low-cost **energy** and high-speed, high-capacity **communications infrastructure** will become more and more important for economic success.

Demographic Trends

Population data will be addressed in detail in Chapter 6, 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** or **multi-generation households**, and to have continually rising expectations for **community amenities**.

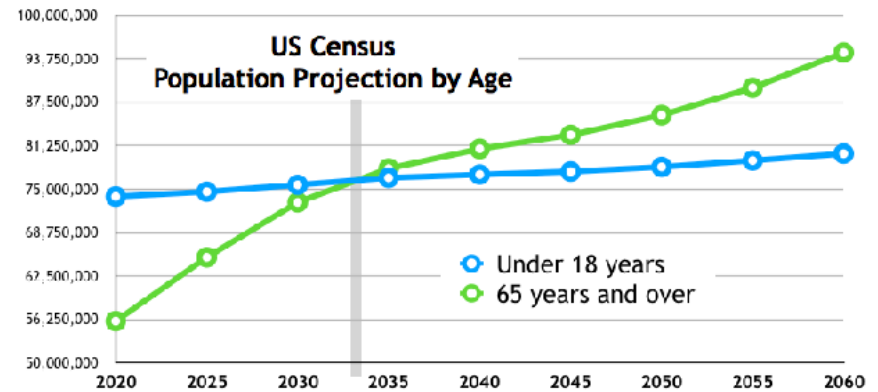
Family and household sizes continue to trend smaller. A growing majority of households, both nationally and in Winfield, have only one or two people. Young adults often postpone marriage and child-bearing. More and more people choose to remain single their whole lives. Many find themselves single after divorce.

The exception to the shift toward smaller households is the increasing number of multi-generation family households. Common historically, the percentage of such households in the U.S. started to decline in the 1950s, bottomed out in the 1980s, and has since—driven by both social trends and economic pressure—continued to rise.

People are living longer. Healthy seniors are likely to live long active lives after traditional retirement age, and want access to flexible employment opportunities, and to services that will help them age in place close to family and friends.

The trend toward urban lifestyles applies to all age groups. More and more people want to live in walkable neighborhoods, close to restaurants, shops and entertainment amenities.

Together, these trends signal a need for down-sized and accessible housing options, housing options designed for multiple independent adults in one household, opportunities for part-time and flex-time employment, excellent internet service, good local health care services, and transportation options that don't require driving.



Sometime before 2035, Census population projections expect the number of seniors in the United States to surpass the number of children.



CHAPTER 2. Winfield's Planning Goals

This chapter provides an overview of Winfield's **most important comprehensive planning goal—housing**. It also includes the public response to several **specific goals that were proposed in the Community Questionnaire**.

Many other more detailed planning goals are incorporated throughout this Plan, located within the text near the background information which supports them, and highlighted in yellow.

As an aid to the City leaders and municipal staff who will be primarily responsible for seeing that these goals are implemented, all the goals that are discussed in detail throughout the rest of this document are also shown in **consolidated tables of categorized and prioritized planning goals**, available in [Appendix 1](#).

Planning goals must take into account the physical, social, economic and governmental needs of a community. Goals which are reasonable and well grounded, yet also purposeful and ambitious, can help **frame policies and focus decision-making**.

Meaningful goals will help Winfield hone its unique identity, which in turn will distinguish it from other communities, and enhance its ability to compete for residents, resources, and economic development.

Goals for the Winfield Planning Area were generated primarily by Steering Committee members, City staff, and Planning Commission members; from responses to the Community Questionnaire; and from community input during public meetings.

Goal 1: Housing

During this planning process, the need to improve and expand Winfield's **housing was identified as the single most important goal** for the community over the next twenty years. Winfield's lack of sufficient housing for a variety of residential markets has become the primary limiting factor on the community's continued economic growth.

Detailed background information on Winfield's housing is available in **Chapter 7**, but the central issue is that Winfield's existing housing stock is aging, and the number of new housing starts in the city has been trending downward for decades.

There is simply not enough quality housing in Winfield, in various categories, to meet pent-up demand. It is a problem that has been getting progressively worse for several decades, and private development has not solved it.

Until a wider variety of high-quality housing is readily available, businesses that might have located in Winfield will move instead to places with sufficient housing for their employees. Professionals who might have brought their talents to Winfield will go to cities where they can find a house that meets their needs.

Two-thirds of all the people employed in Winfield live elsewhere. Many of those commuters might choose to live, and pay taxes, in Winfield—if only they could find suitable housing.

To support its economic future, Winfield needs to invest both in preserving and improving its heritage housing, and in developing various types of new housing—including low-maintenance and accessible patio homes and apartments, as well as suburban family homes.

RENOVATE

The older homes in Winfield's walkable urban neighborhoods are an essential element of the community's character—and character is a valued and marketable commodity.

Nationally, a number of demographic and social trends are resulting in more and more people choosing to live in smaller homes in urban neighborhoods, as opposed to suburban developments. However, since most home-buyers prefer a move-in-ready home, that trend applies most powerfully to older houses that have been renovated to be sound and reliable, and redesigned to serve modern lifestyles.

Renovations often involve structural repairs to foundations; chimney repairs; new roofs; energy-efficient windows, doors and insulation; upgraded plumbing, electrical and HVAC systems; and stylish fixtures, finishes and lighting. Even buyers looking for a smaller home in an older neighborhood usually still want a modern interior, with an open floor plan, large kitchen, master suite, spa-like bathrooms, and direct access to space for outdoor living.

Whether this sort of massive renovation can be accomplished profitably depends on the local financial balance between remodeling costs and the potential market value of a renovated home—and market value depends at least in part on how many other high-quality renovated homes are in the immediate neighborhood.

Often, **government or nonprofits or a partnership of both must jump-start the process of neighborhood improvement.** By renovating enough homes in a specific district, home values can be increased enough to make flipping profitable for private developers. Once that happens, the process is self-sustaining.

HOUSING DIVERSITY

Winfield has a backlog of demand for housing in general, but also has unmet demand for certain specific housing types—including houses for small households, multi-master homes for extended families, low-maintenance homes such as patio homes and townhouses, accessible homes, and high-quality contemporary suburban homes.

For decades, Census data showed a trend of **fewer and fewer persons living in the average American household.** Many factors contributed, from high divorce rates to a growing percentage of individuals who simply choose to live alone. This trend seems to have bottomed out recently, at an average American household size of 2.6 people. Extended families have begun to live together again. More elders are living with adult children, and more young adults are living with their parents well into adulthood. Also, more people are defraying high housing costs by living with housemates, or leasing accessory dwelling units.

Now, there is **more demand nationwide for smaller and leaner housing options.** This can include new-build structures, such as small houses, duplexes, townhomes, apartments, condominiums, and modular housing. In addition, many of the older one- or two-bedroom homes that were common in neighborhoods constructed in the first half of the 20th century can be retrofitted into ideally sized homes for today's smaller households.

There is also **more demand for housing designed to accommodate extended families or renters.** Options might include houses and apartments with multiple master suites, or tiny homes and accessory dwelling units in the back yards of single-household homes.

As the population ages, **low maintenance and accessible homes,** designed to allow for aging in place, are only going to become more marketable. And in Winfield, there is an unmet need for additional suburban development, particularly of **townhomes, duplexes and mid-range family homes.**

MUNICIPAL ACTION

The decline of residential development in Winfield has been going on for decades. If private development was going to solve the problem, it would have already. Cowley County's housing efforts are largely focussed on federal programs aimed at supporting rural housing and low-income housing. Therefore, to get the process of housing development in Winfield moving, it is clear that **City government will need to take the lead.**

This does *not* mean that City government should take on full financial responsibility for housing development. Instead, community leaders will need to agree to commit resources to City staff, who in turn will become the catalyst for the process.

The City must become proactive on housing—initiating contact with nonprofit foundations, actively seeking grants, and recruiting private developers to participate in a cooperative and coordinated effort to make Winfield's housing market hot enough to become self-sustaining.

Responses to the 2019 Community Questionnaire indicate that there is **strong public support for local government action** to improve heritage housing *and* develop new housing in Winfield.

- **91%** of respondents think the City should increase efforts to encourage preservation of **older houses** in Winfield.
- **72%** of respondents think the City should invest more resources to encourage development of **new housing**.

There are innumerable options to encourage housing development in Winfield. Consider the following possibilities:

CITY GOALS FOR HOUSING

- Dedicate either a City staff member or a consultant to the pursuit of housing **grants**.
- Pursue relationships with **nonprofits** willing to partner with the City on housing, particularly any dedicated to renovating heritage housing.

- Establish a municipal **Land Bank**, which would provide a mechanism for the City to acquire and maintain vacant, abandoned, or foreclosed properties and convert them to productive use.

Resources: The [Center for Community Progress](#), including their publication [Land Banks and Land Banking, 2nd Edition](#). Also see the [Kansas Legislator Briefing Book 2019](#).

- Identify one neighborhood in which to **test a pilot program for residential revitalization of older houses**, aiming to increase property values enough to make additional renovations profitable for high quality flips.
- Provide **incentives for local contractors to renovate** older homes, preferably to sell rather than to rent. Options might include reduced dump fees for debris, reduced tap fees for utilities, or some sort of tax relief for houses being renovated.
- Use similar **incentives to encourage infill housing** on lots where houses have been demolished.
- **Actively market Winfield to developers of new housing**, particularly those doing **accessible, low maintenance townhomes or patio homes** suitable for empty nesters and retirees.
- Seek to develop **new high-quality apartments** in Winfield, with the amenities (especially high-speed internet) to attract and retain young adults after they graduate.
- Actively market Winfield's quality of life, cultural amenities, and local medical resources to **developers of large-scale retirement communities**, which are often religious nonprofit foundations. Such communities typically require at least a quarter-section of land, and include a nursing home, assisted living and independent living apartments, and single-household homes, as well as on-site amenities such as a cafe, theater, chapel, hair salon, fitness center with pool, and walking paths.

Student Goals

Input from local young people on community goals came primarily from City staff discussions with three **USD 465 youth focus groups**, with students from Winfield's elementary, middle and high schools.

The **Elementary School** focus group valued walkability and environmental responsibility. They expressed a desire for sidewalks, a zoo, a trampoline park, more restaurants, more trees, and a ban on plastic bags.

The **Middle School** focus group valued things to do with friends and community pride. They wanted more youth activities, more bike trails and paved walking paths, a trampoline park, a bowling alley, a movie theater, more restaurant choices, and a cleaner community with less litter.

The **High School** focus group valued community pride, activities and services, and both social and environmental responsibility. They wanted to see dilapidated properties cleaned up, more activities, more sidewalks and paved paths, a skating rink, a dry cleaner, a bowling alley, and a homeless shelter. They are passionate about recycling, and want to reduce litter and ban plastic bags.

Community Questionnaire Goals

The 2019 Community Questionnaire asked area residents to think about Winfield's long-term future. A number of questions, some broad and some specific, generated answers intended to help City leaders understand the characteristics of the community that are most valued, and the vision of Winfield's future that its people cherish.

Choosing Winfield

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 Winfield or leave, to establish a business in this city or somewhere else. **Understanding why people choose Winfield** is the first essential step in leading the community to a successful future.

MOVING TO WINFIELD

The table below shows the responses received on the 2019 Community Questionnaire, when Winfield area residents who had moved to the community within the previous ten years were asked what their major reasons were for moving to the Winfield area.

Reasons for Moving to Winfield		
Not Applicable – I have lived here longer than 10 years	482	43%
To be close to relatives and friends	139	22%
To be close to work	112	18%
For the quality of life	95	15%
To live in a smaller city	72	11%
For an economical place to live	62	10%
For the good schools	41	7%
To retire	39	6%
For the good housing	28	4%
To live in a larger city	20	3%
To attend college	20	3%

Of those respondents who had moved to Winfield within the previous decade, **the most important reason why people chose to move to Winfield was being close to relatives and friends (22%)**, followed by the wish to **be close to work (18%)**, and the community's **quality of life (15%)**. These results reinforce the need to make planning decisions that enhance Winfield's social connections and quality of life.

Winfield Comprehensive Development Plan 2020-2040

The table below shows the responses received when Winfield area residents were asked where they had lived previously. This information may help focus the City's marketing efforts when seeking new residents.

Previous Residence		
Not Applicable – I have lived here all my life	234	25%
Elsewhere in Kansas	326	35%
Outside Kansas	254	28%
Elsewhere in Cowley County	108	12%
Total Responses	922	100%

STAYING IN WINFIELD

When Winfield area residents were asked how long they had lived in or near Winfield, 61% of the respondents said they had been here for more than twenty years. People who live in Winfield do tend to stay, which is good, but these results also indicate a need to attract more newcomers to the community, if Winfield is to grow.

Length of Residence		
More than 20 years	568	61%
10 to 20 years	156	17%
Less than 5 years	107	12%
5 to 10 years	96	10%
Total Responses	927	100%

LEAVING WINFIELD

The table below shows the responses received when residents who were planning to leave the Winfield area were asked what their reasons were for leaving.

Reasons for Leaving Winfield		
Not Applicable – I am not planning to leave	570	59%
Job change	119	31%
Personal reasons	87	22%
Retirement	64	16%
Need lower-cost housing	52	13%
Need better-quality or different kind of housing	24	6%
My children are graduating	23	6%
Health reasons	14	4%
I am graduating	6	2%

Most respondents (59%) were not planning on leaving Winfield. Of those planning to leave, the most important reasons mentioned were a job change (31%), personal reasons (22%), or retirement (16%). Almost 1 in 5 of those planning to leave were doing so because they needed a type or quality of housing that they were not finding in Winfield.

Many people come to Winfield because of a job, or because it's the kind of place they want to find or make a career. Once here, the quality of life makes people tend to stay, and they create networks of friends and family that then attract even more people to the city.

Economic vitality is definitely a major factor in a community's success, but it is important to remember that in today's highly mobile society, a job alone is generally not enough to keep someone in a community where their social needs are not met.

Downtown

During the last half of the 20th century, suburban living was widely regarded as *the* American dream. Many of our cities became "doughnut cities"—sprawling suburbs circling a center with nothing left in it.

The suburban lifestyle is still suitable and attractive for many people. But in the 21st century, more and more Americans are opting again for urban living. Whether in big cities or small, they seek a vibrant downtown, with strong pedestrian connections to nearby residential neighborhoods.

Downtown Winfield, which has never stopped functioning as the economic and social heart of the community, is perfectly positioned to be the core of exactly the sort of walkable live-work-play district that is now highly desirable for everyone from young professionals to down-sizing baby boomers.

The 2019 Community Questionnaire asked a number of questions related to the future of downtown Winfield.

RENOVATE & ENFORCE

- *In order to **encourage renovation of downtown buildings**, should the City revise building codes and development regulations to be more flexible?*

Of those with an opinion, **91%** answered "Yes".

- *Should the City increase efforts to contact absentee downtown landowners, to **more actively enforce regulations** regarding vacant buildings and the aesthetics of building facades?*

Of those with an opinion, **98%** answered "Yes".

These are extraordinarily strong levels of public support, for more flexible building codes that encourage renovation, and for more active enforcement of regulations that are intended to maintain the quality of downtown buildings.

NOSTALGIC CHARACTER

- *What is your vision for the overall character of downtown Winfield in 20 years—cutting edge or nostalgia?*

Of those with an opinion, **79%** answered "Nostalgia".

People in Winfield value their historic buildings, and generally prefer to maintain downtown's traditional character.

ACTIVATING THE SIDEWALKS

- *As long as sufficient space for pedestrian traffic was kept clear, would you like downtown business owners to have the option to put small **tables and chairs on the sidewalk** in front of their business during business hours, for customers to use?*

Of those with an opinion, **85%** answered "Yes".

- *As long as sufficient space for pedestrian traffic was kept clear, would you like downtown business owners to have the option to **display merchandise on the sidewalk** in front of their business?*

Of those with an opinion, **77%** answered "Yes".

Such sidewalk activities help activate a downtown, and there is very strong public support for both possibilities.

- *Riding bicycles is not safe on Main Street or 9th Avenue, which are both state highways. Should Winfield regulations allow bicyclists to ride on downtown sidewalks instead?*

Of those with an opinion, **64%** answered "No".

The primary reason was concern over pedestrian safety.

While it is important to provide cyclists with access to downtown businesses and amenities, this is clearly not a preferred tactic for achieving that goal.

Quality of Life

The 2019 Community Questionnaire asked about a variety of issues related to quality of life in Winfield.

The table below shows the responses received when Winfield area residents were asked which of the listed items currently contributes to their quality of life in Winfield.

Contributes to your quality of life		
Parks and recreational opportunities	660	13.0%
Walkable neighborhoods	590	11.6%
Nearby Farmer's Markets, Flea Markets, or Swap Meets	539	10.6%
A vital and attractive downtown	531	10.5%
Community celebrations	464	9.2%
School activities & events	464	9.2%
Opportunities to pursue a healthy and fit lifestyle	458	9.0%
Participation in local groups / activities (Church, Rotary, Seniors' Group, Band, etc....)	451	8.9%
Winfield Community Theatre, SWC Theatre, etc.	253	5.0%
Arts & Humanities Council programs	244	4.8%
Cowley County Historical Museum	208	4.1%
South Kansas Symphony, Winfield Municipal Band, etc.	203	4.0%

Parks and recreational opportunities, walkable neighborhoods, nearby markets and swap meets, and a vital and attractive downtown contributed the most to respondents' quality of life.

CELEBRATIONS & SPECIAL EVENTS

The following table shows the responses received when Winfield residents were asked what local celebrations or special events they or members of their household had attended within the last five years.

Local celebrations / special events		
Isle of Lights	882	24.1%
Cowley County Fair	770	21.0%
Art in the Park	601	16.4%
Walnut Valley Festival	471	12.9%
Independence Day Celebration	401	11.0%
Island Park Concert Series	393	10.7%
Uncork the Music Concert Series	144	3.9%

Bearing in mind that the *Uncork the Music Concert Series* is a fairly new concert-and-wine-tasting event, with a more limited potential audience than other listed celebrations, these results indicate a notably high level of community participation in *all* of the local celebrations and special events.

CHAIN STORE OR LOCAL?

- Over the next 20 years, would you rather see Winfield have more **big box and chain stores and restaurants**, or more **locally owned businesses and restaurants**?

Of those with an opinion, **72% preferred locally owned businesses and restaurants** over big box or chain stores.

This indicates strong public recognition of and support for the value of Winfield's distinctive character, and the small local businesses that contribute to its individuality.

FOOD TRUCKS

- *In Winfield, **food trucks** are currently allowed only on commercially zoned private property. They are prohibited in street rights-of-way and in public parking areas. These regulations are an attempt to create equitable opportunities in Winfield for both brick and mortar restaurants, and food truck vendors. Should regulations and fees for food trucks be less restrictive, more restrictive, or kept the same?*

One out of 5 respondents did not venture an opinion on this topic. Of those with an opinion, a fairly marginal 52% preferred less restrictive regulations on food trucks, while 42% wanted regulations kept the same. Only 6% favored more restrictions on food trucks.

The results appear to indicate that most people want food trucks to thrive in Winfield, but also expect City regulations to continue to maintain a fair balance between food trucks and restaurants. The City passed a new Food Truck Ordinance in 2020 to achieve this outcome.

MARQUEE PERFORMING ARTS CENTER

- *Do you think there should be continued investment in renovating the downtown **Marquee Performing Arts Center** (the former Fox Theatre), as a multi-purpose facility that provides entertainment, education, and cultural events for the community?*

Of those with an opinion, only 7% answered "No".

Of the 93% who answered "Yes", 66% preferred that the investment should come from a combination of both public and private sources, while 24% thought the Performing Arts Center should be entirely supported by private funding. Only 3% thought it should be entirely supported by public funding.

SENIOR PROGRAMS

- *Do you think there are sufficient senior citizen programs and activities in Winfield?*

42% of those who responded had no opinion—likely people who don't need or use such services, and so don't pay attention to the issue. Of those with an opinion, **60%** answered "Yes".

CHILD CARE

- *Do you think there is sufficient quality child care available in Winfield to meet local needs, including care for infants and toddlers?*

51% of those who responded had no opinion—likely people without young children, who simply don't pay attention to the issue. Of those with an opinion, **67%** answered "No".

By a margin of more than 2 to 1, respondents felt that there is not sufficient quality child care available in Winfield to meet local needs.

- *Considering the impact that child care availability has on the local economy, would you support public investment in additional child care services in Winfield?*

30% of those who responded had no opinion. Of those with an opinion, **72%** answered "Yes".

Even many of those who had no opinion on the sufficiency of child care in Winfield, likely because they don't personally need or use such services, still think it is important enough to support the idea of public investment in child care services.

CHAPTER 3. Land Use Plan

Analysis of existing land use patterns is a basic component of comprehensive planning, affecting planning decisions regarding everything from new community facilities to transportation system improvements. It is the essential first step in order to determine desired *future* land use patterns, a determination which in turn 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 accepted as the basis for a realistic projection of future land use patterns.

A Land Use Plan describes future goals for various categories of land uses—such as residential, commercial, and industrial—within the Planning Area. Types and amounts of future land use categories must be designed to accommodate the estimated future population of the City by the end of the Planning Period.

A Land Use Plan must coordinate *future* land uses with the patterns of *existing* land use, **minimize incompatible adjacent land uses**, strive for **harmony** between land uses and existing physical conditions such as floodplains, and maintain an appropriate **balance** among the various types of land use within a community.

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

MAPS

Included within this chapter are diagrammatic maps showing existing land use patterns for both the City and the Planning Area, as well as maps showing proposed future land use patterns and growth areas for the City.

Although zoning and land use are interrelated, an Existing Land Use Map is **not** a Zoning Map. An **Existing Land Use Map** is a snapshot of what types of use a parcel or part of a parcel of land was being used for, at the time the map was created—irrespective of that parcel's zoning.

An analysis of how land use patterns intersect with existing zoning districts can help to inform any potential adjustments that may be needed to zoning district boundaries in the City's Zoning Regulations.

A **Future Land Use Map** is a projection of proposed future land use patterns. A Future Land Use Map in a legally adopted and valid Comprehensive Plan provides a **legal foundation** for both the judicial review of zoning cases, and for the adoption of Subdivision Regulations.

Existing Land Use

Existing land use in the Winfield Planning Area was evaluated late in 2019. Land uses were determined using an examination of aerial photos and street views, coordinated with a review of the use designations available from Cowley County Appraiser's records, and then double-checked against the City's utility meter rate codes.

Each parcel of land was classified by its current type of use, according to the following land use definitions:

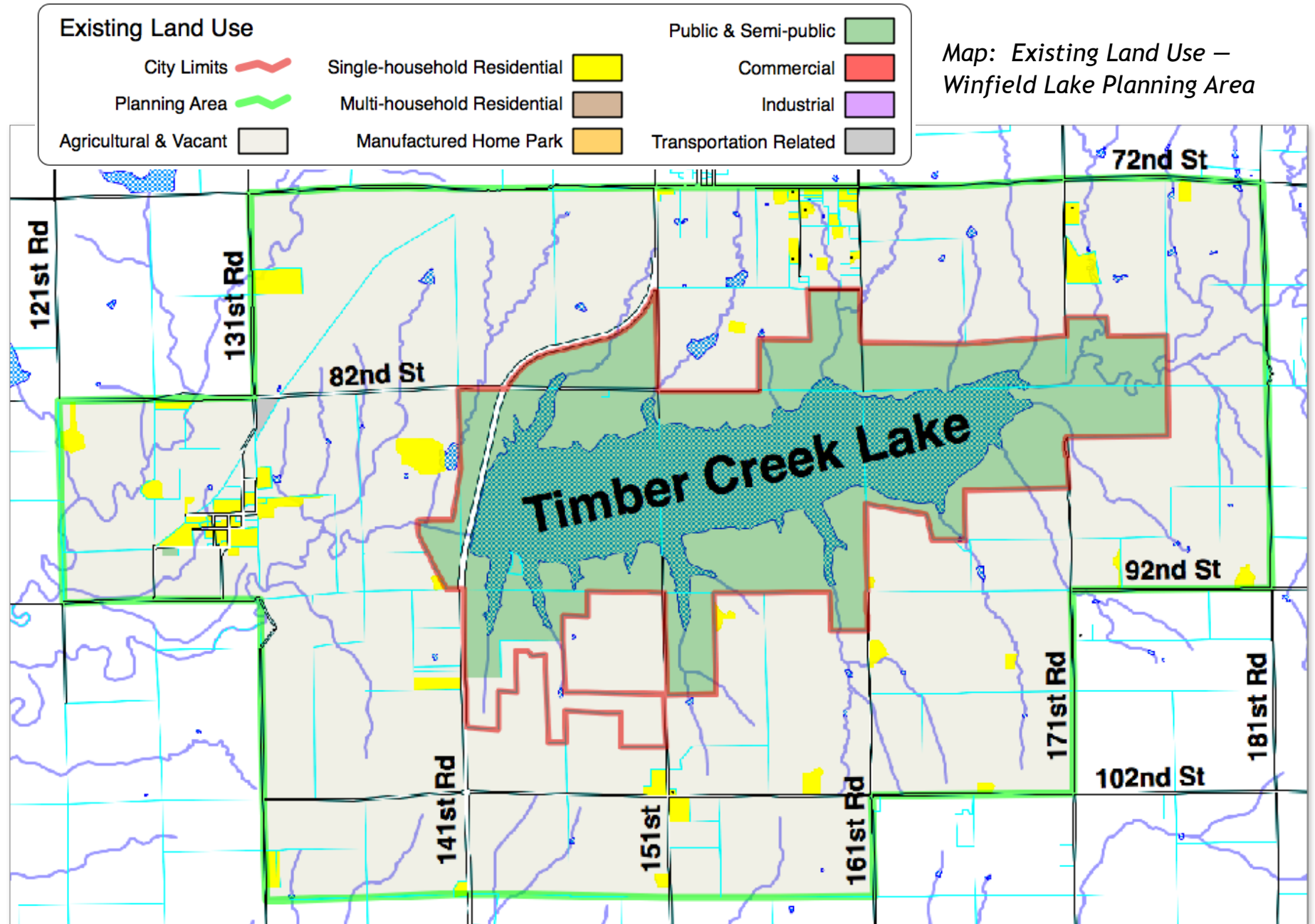
- **Agricultural and Vacant / Rural** – Land outside the City limits, used for agricultural purposes, such as growing crops or raising livestock, or retained as natural open space and not built upon.
- **Agricultural and Vacant / Urban** – Land within the City limits which is not built upon, such as vacant lots, natural open space, and urban land used for agricultural purposes.
- **Single-family Residential** – Land devoted to residences occupied by one household, including land owned by homeowners associations. Individual manufactured/mobile homes were identified separately from site-built housing units,
- **Multiple-family Residential** – Land devoted to multiple occupancy dwellings containing two or more individual residential units, such as duplexes or apartment buildings.
- **Manufactured Home Park** – Land under single ownership, on which are two or more manufactured or mobile homes in which people reside. (Land used for an individual mobile home or manufactured home was counted as single-household residential land use, not as part of a mobile home *park*.)

- **Public and Semi-public** – Land devoted to City, County or State buildings, parks, schools, airports, and other governmental activities, including special uses regulated by government, such as utilities, cemeteries and nursing homes. Also includes institutional uses of land for public purposes, such as churches, social or service clubs, lodge halls, and nonprofit organizations.
- **Commercial** – Land and buildings where merchandising, service oriented, or professional activities are conducted.
- **Industrial** – Land and buildings used for manufacturing or heavy construction purposes, or their associated storage. Includes salvage yards.
- **Transportation** – Public land used for transportation right-of-way or other transportation related purposes. Includes streets, alleys, highways and railroads; does not include parking lots.

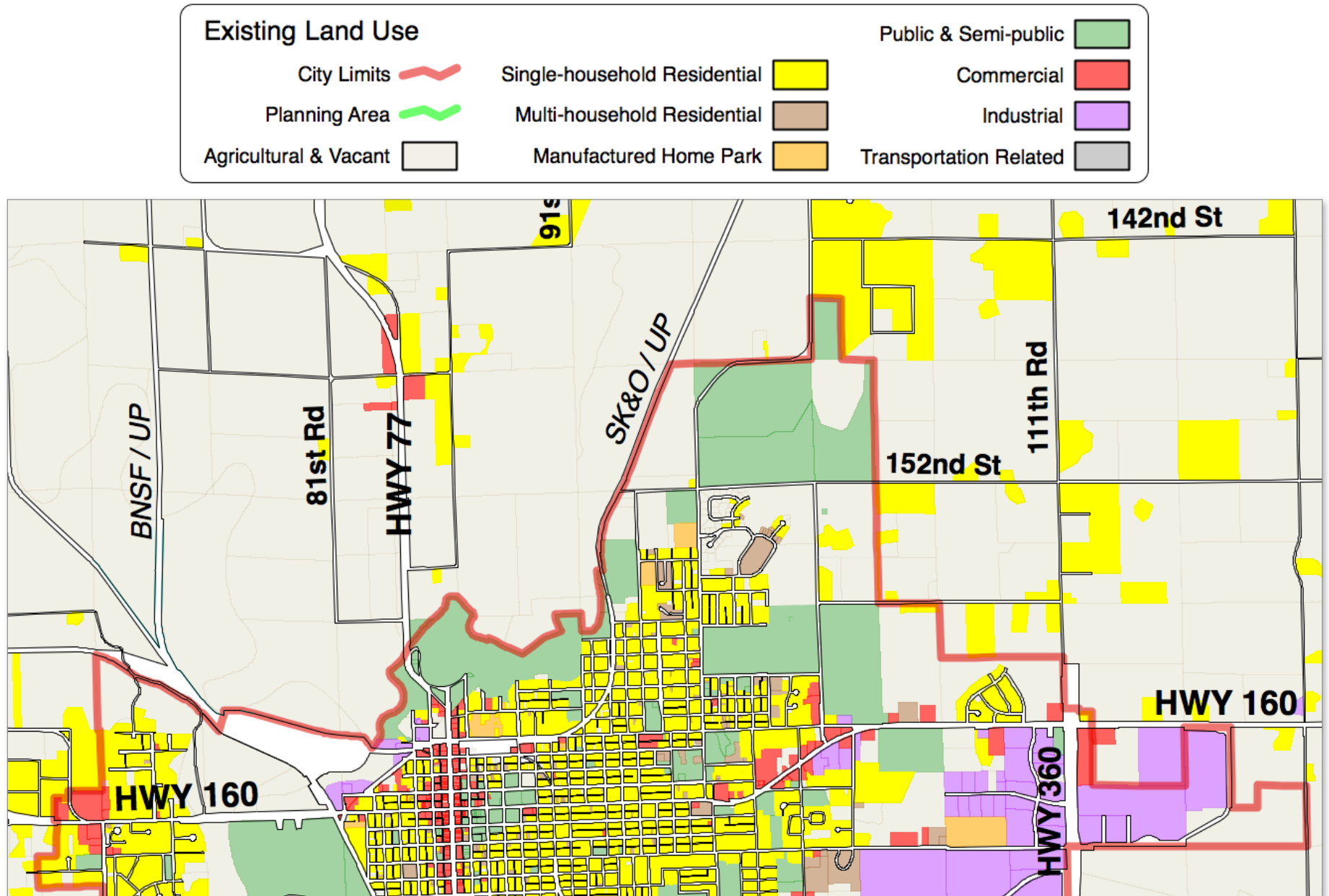
MIXED USE

"Mixed use" describes land with multiple uses on a single parcel, typically residential along with another use such as office, retail, public, or entertainment. It often occurs in downtown areas where multi-story buildings allow residential uses on upper floors, and commercial uses on the street level.

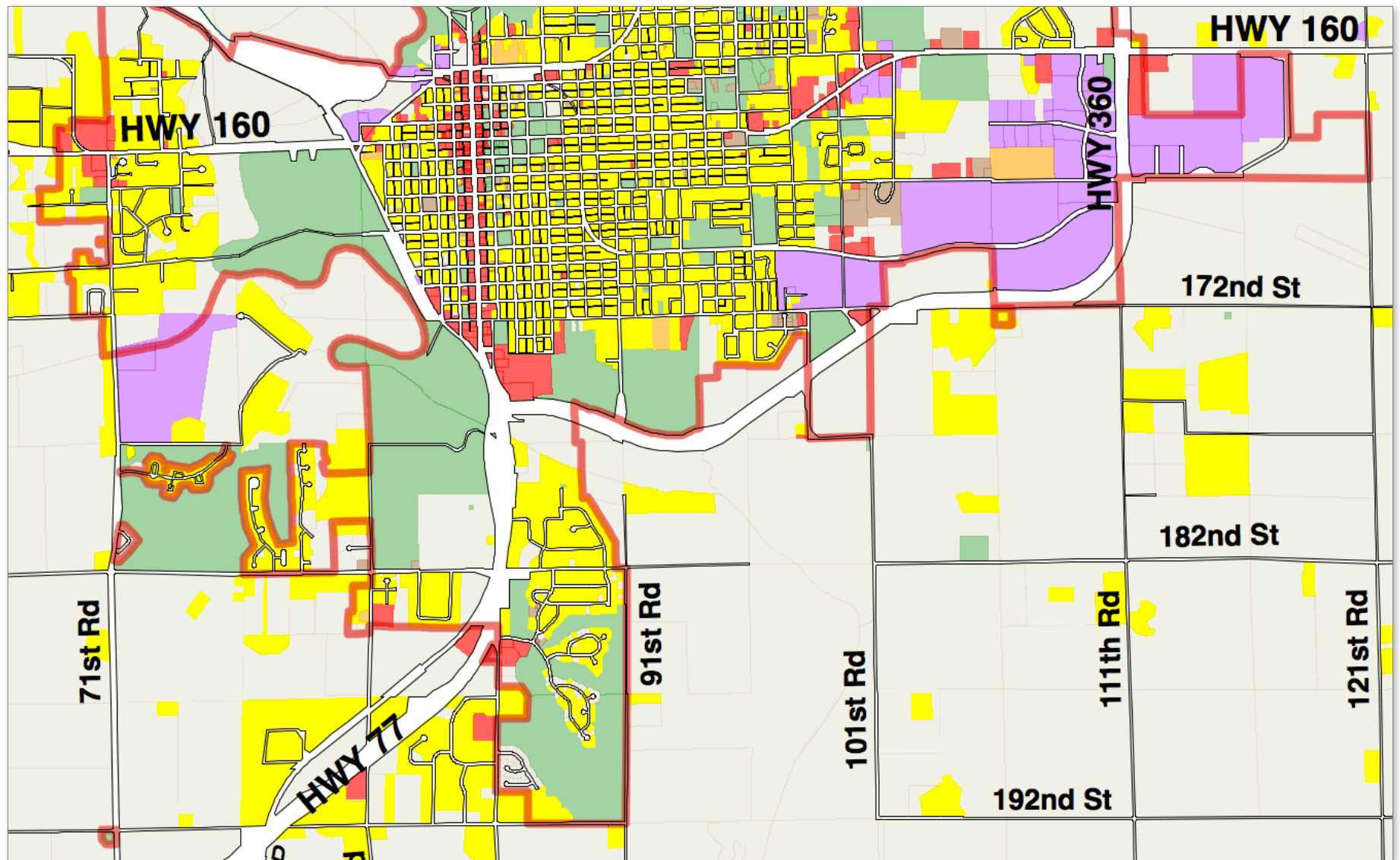
Though not listed or mapped as a separate category for this analysis, mixed land use was historically common, and is now being recognized again as advantageous. During the course of this Planning Period, mixed land use in Winfield should be expected and encouraged to grow, especially downtown, in Baden Square, and in the University area. Cultural changes across the nation mean more and more people want to live and work in walkable neighborhoods, and mixed land uses are the key to achieving them.



Winfield Comprehensive Development Plan 2020-2040



Map: Existing Land Use – City of Winfield (NORTH)



Map: Existing Land Use – City of Winfield (SOUTH)

Winfield Comprehensive Development Plan 2020-2040

Existing Land Use inside the City of Winfield									
Land Use	Winfield EXCLUDING the Winfield Lake Area			Winfield Lake Area			City of Winfield (total)		
	Total acres	% of developed area	% of total area	Total acres	% of developed area	% of total area	Total acres	% of developed area	% of total area
Residential (total)	1,464.5	32.9%	26.5%	0.0	0.0%	0.0%	1,464.5	21.2%	18.0%
<i>Single-household</i>	1,331.4	29.9%	24.1%	0.0	0.0%	0.0%	1,331.4	19.3%	16.4%
<i>Multi-household</i>	87.9	2.0%	1.6%	0.0	0.0%	0.0%	87.9	1.3%	1.1%
<i>Manufactured Home Park</i>	45.2	1.0%	0.8%	0.0	0.0%	0.0%	45.2	0.7%	0.6%
Public & Semi-public	1,346.0	30.2%	24.3%	2,424.6	98.9%	93.9%	3,770.6	54.6%	46.5%
Commercial	206.8	4.6%	3.7%	0.0	0.0%	0.0%	206.8	3.0%	2.5%
Industrial	451.5	10.1%	8.2%	0.0	0.0%	0.0%	451.5	6.5%	5.6%
Transportation ROW	984.2	22.1%	17.8%	28.2	1.1%	1.1%	1,012.4	14.7%	12.5%
Total Developed Area	4,449.8	100.1%	80.4%	2,452.7	100.0%	95.0%	6,902.5	100.0%	85.0%
+ Agricultural & Vacant	1,081.4	—	19.5%	129.9	—	5.0%	1,211.3	—	14.9%
= Total Area	5,534.5	—	100.0%	2,582.6	—	100.0%	8,117.1	—	100.0%

GENERAL CITY PATTERN — EXISTING

The City of Winfield, including the large island annexation around the City Lake, incorporates 8,117 acres, or 12.68 square miles. Nearly a third of that land (32%) is in the portion of the City that includes and protects Winfield City Lake. The table above shows land use percentages for the City as a whole, and also shows the Lake annexation and the rest of the City separately.

Since 94% of the Lake area is in public use,
including it in the analysis of land use proportions
would skew the results.

**The following discussion of existing land use patterns
is focused on the main part of the City,
excluding the Lake area.**

There are 5,534 acres of land (8.65 square miles) within the main part of Winfield's city limits. Most of the City is contiguous, with just four small island annexations. The city limits extend from a quarter-mile south of 142nd Street on the north to just south of 192nd Street on the south, and from 121st Road on the east to a quarter-mile west of 71st Road on the west.

Developed land represents 80% of the City's area and totals about 4,450 acres. The balance of land in the City, which is vacant or still in agricultural use, is categorized as **undeveloped** (1,081 acres or 20% of all the land in the City). Most of the undeveloped land is in large parcels near the City's perimeter, or in vacant lots in newer residential developments. About 85 vacant lots are scattered through the City's core residential areas. Only a handful of commercial or industrial properties are vacant.

Existing land use patterns within the city limits are generally cohesive.

- **Residential** neighborhoods, composed mostly of single-household houses, form the bulk of the City's core. Multi-household housing, ranging from duplexes to large apartment complexes, is dispersed throughout the City and typically integrated into single-household residential neighborhoods. There are a handful of smaller manufactured home parks in Winfield, and six large ones, generally located near the edges of the City.
- **Public and semi-public** land use tends to be concentrated either downtown for uses such as the Post Office or County Courthouse, or on the edges of the City for uses requiring large amounts of land, such as the Wastewater Treatment Plant. Parks are often located in floodplain areas not suitable for other uses. Semi-public uses, such as churches, tend to be widely distributed across the City.
- **Commercial** uses are primarily downtown, along Main Street/Highway 77 from Island Park south to Highway 360. Smaller commercial concentrations are also located on the western edge of the City, near the intersection of 9th Avenue and Country Club Road; in the southeast corner of the City, along Wheat Road, in the vicinity of 19th Avenue and the railroad; and on the east end of town, along Highway 160, from approximately Mound Street east to the city limits.
- **Industrial** land uses inside the City are mostly concentrated in the east end of town, near Highway 360. (An additional concentration of industrial uses is located outside the city limits, at Strother Field Industrial Park.)

RESIDENTIAL — EXISTING

Residential land use covers 1,465 acres within the city limits, accounting for 33% of developed land. It is the single largest category of land use in Winfield, edging out public uses.

Of the 1,465 acres in residential use, 91% is used for single-household homes, 6% is used for multi-household homes, and 3% is used for manufactured home parks.

Single-household Housing In Winfield, residential neighborhoods composed primarily of single-household houses range from historic century homes near the downtown core, to subdivisions constructed during the early 2000s near the edge of town. Every decade between is represented with houses built somewhere in the City. Unfortunately, only a handful of homes have been constructed in Winfield since the 2006 mortgage crisis—a 14-year gap in housing construction which is having a major impact on the local economy.



*Winfield
residential
neighborhoods*



Winfield Comprehensive Development Plan 2020-2040

Multi-household Housing Much of Winfield's multi-household residential development is concentrated either downtown, or on the northeast side of town near Southwestern College, or in senior living centers such as Canterbury Village, Walnut Towers apartments, and Cumbernauld Village.



neighborhood duplex



downtown 12-unit apartment



Walnut Towers senior apartments

Manufactured Home Parks There are small manufactured home parks scattered in various places around the City, but the six major parks are located as follows: on the west side of College at Tweed Street, southeast of Michigan Street and North Avenue, east of Millington between 4th and 5th, southwest of 9th and Lowrey, north of 12th and a bit west of Highway 360, and south of 19th and east of Broadway.



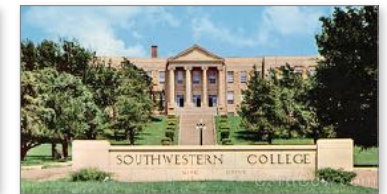
typical manufactured home parks in Winfield



PUBLIC AND SEMI-PUBLIC — EXISTING

Public and semi-public land use represents 30% of the developed area within the main city limits. It is the City's second-largest category of land use, after residential. This may seem like an excessive amount of public land, but most of it is accounted for by the high number of institutional uses in the City, and by the large amount of floodplain land which is best suited to public uses such as parks.

Public and semi-public land use in Winfield is devoted to uses like schools, the County Courthouse, the hospital, churches, and cemeteries. Large institutional uses include Southwestern College, Winfield Veterans Home, and Winfield Correctional Facility. City government uses include the Power Plant, Water Treatment Plant, Wastewater Treatment Plant, Baden Square, Winfield Fairgrounds and the entire park system, as well as a variety of smaller municipal facilities such as the Police Department, Fire Department, Library and City Hall.



typical public & semi-public land uses in Winfield

COMMERCIAL — EXISTING

Winfield has 207 acres of land in commercial use within the city limits, which comprise 5% of the developed area, and 4% of the total land use in the City. It is the smallest category of land use in Winfield.

Most commercial land uses in Winfield are concentrated in the downtown area and along Main Street from Island Park at the north end down to Highway 360 on the south. Another concentration is on the east end of town, along Highway 160, roughly from College Street east to the city limits line.

Smaller commercial clusters occur on the west side, in the area of 9th Avenue and Country Club Road, and southeast, at Wheat Road north of Highway 360. A few commercial parcels are scattered in other locations, but for the most part, Winfield's commercial activity is well-concentrated.



commercial land uses in downtown Winfield



highway commercial land uses in Winfield

INDUSTRIAL — EXISTING

Winfield has 452 acres of land devoted to industrial uses within the city limits, which is 10% of the developed area. It is the second-smallest category of land use in Winfield, after commercial.

Industrial land uses inside the City limits are mostly in the east end of town, in an area south of Highway 160 and within a mile east or west of highway 360. Anchored by what were initially Rubbermaid manufacturing plants, the area now hosts facilities for everything from steel fabrication to medical supplies.

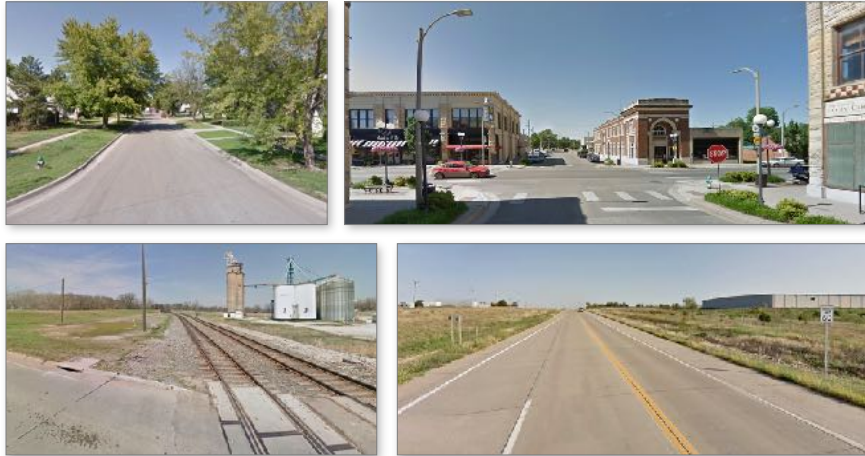
Another smaller industrial area is located near the intersection of Highway 160 and Harris Road. In the northwest part of the City, a few industrial uses are located along the River, including the Valley Cooperative grain elevators.

*typical industrial
land uses in Winfield*



TRANSPORTATION RIGHTS-OF-WAY – EXISTING

Within the main part of the City, 984 acres are incorporated in platted rights-of-way for streets, alleys and railroads. This land use comprises 22% of the developed area, and 18% of the City's total area. Transportation is Winfield's third-largest category of land use.



typical transportation land uses in Winfield

LAND USE OUTSIDE THE CITY LIMITS – EXISTING

The Planning Area around the main part of the City encompasses 53,433 acres, or 83.5 square miles. Excluding the 5,534 acres (8.7 square miles) which are inside the city limits in that portion of the Planning Area, the balance of the main Planning Area comprises 47,899 acres or 74.8 square miles.

The table on the following page shows land use percentages for the Planning Area *excluding* land inside the city limits. The table shows percentages for the City as a whole, and also shows the Planning Area around the Lake annexation and the Planning Area for the rest of the City separately.

In the main Winfield Planning Area outside of the City, **agriculture** is the predominant land use, utilizing 88% of the land.

Of the *developed* land in the main Planning Area, not vacant or in use for agricultural production, more than half (51%) is in **single-household residential** use. **Transportation rights-of-way** account for 28%, and 14% is in **public/semi-public** use, mostly at Strother Air Field and the Winfield Country Club. Rural land in **industrial** use (5%) is mostly at Strother Industrial Park, a concrete ready mix plant on the west side, and an auto salvage yard on east Highway 160. Only 2% of the main Planning Area's developed land is in **commercial** use.

Strother Field Industrial Park has been an EPA Superfund site since 1986. Two inactive landfills there were once used for disposal of industrial solvents, which contaminated local groundwater.

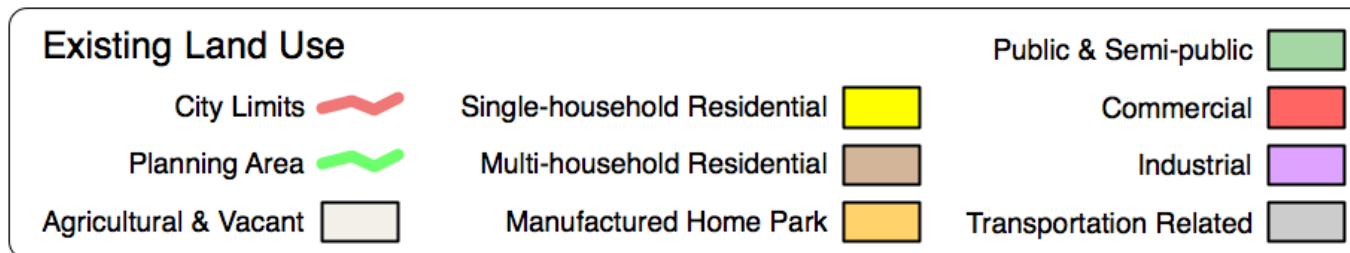
An on-going remediation program is gradually cleaning up the groundwater, but the EPA still limits certain land uses at the site. For instance, residential uses are prohibited, and deed restrictions prevent construction of new wells for water intended for human consumption.

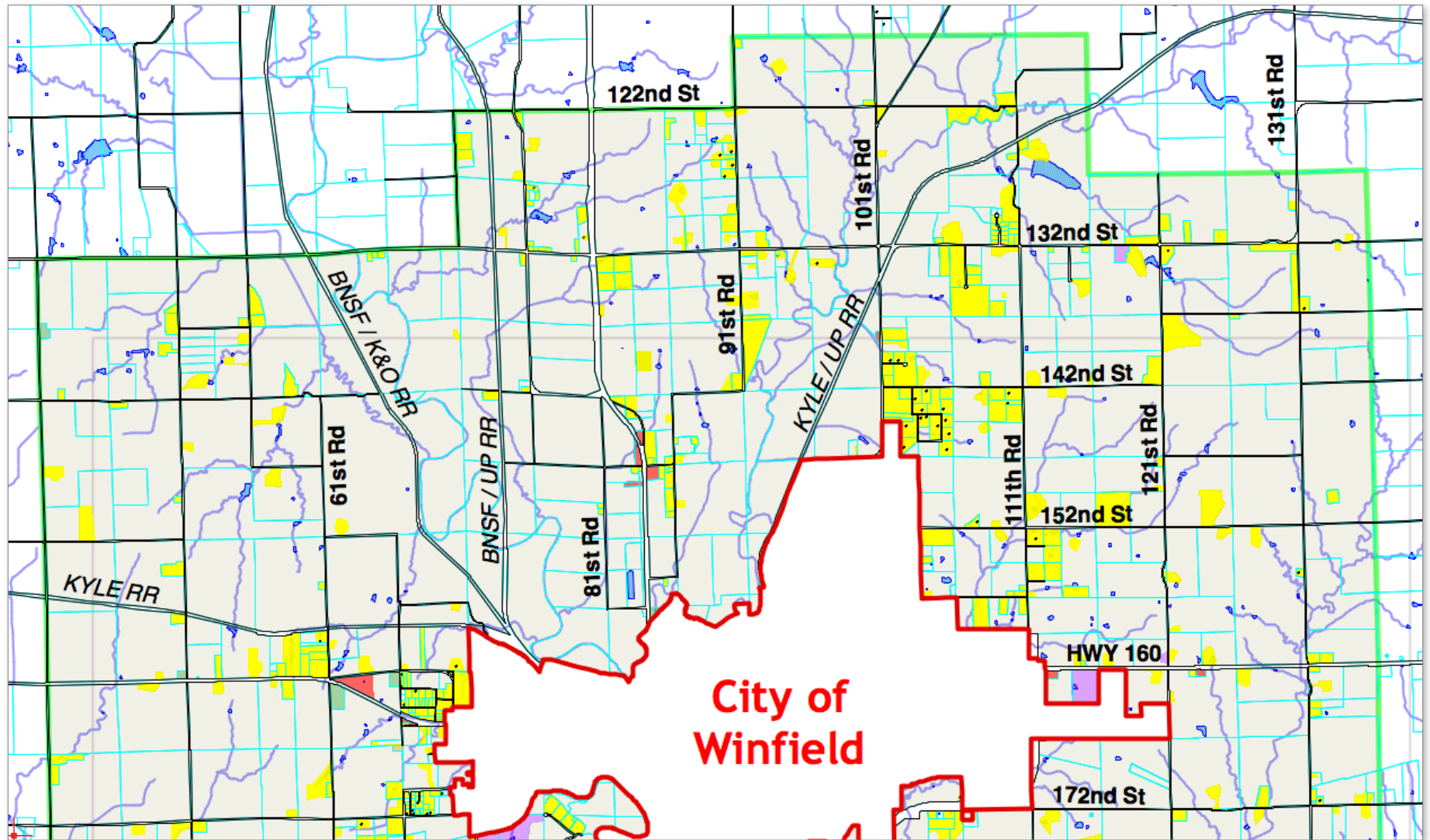
GOAL

- Developed land outside of the City that is adjacent to or quite near the city limits may be appropriate to consider for annexation within the Planning Period.

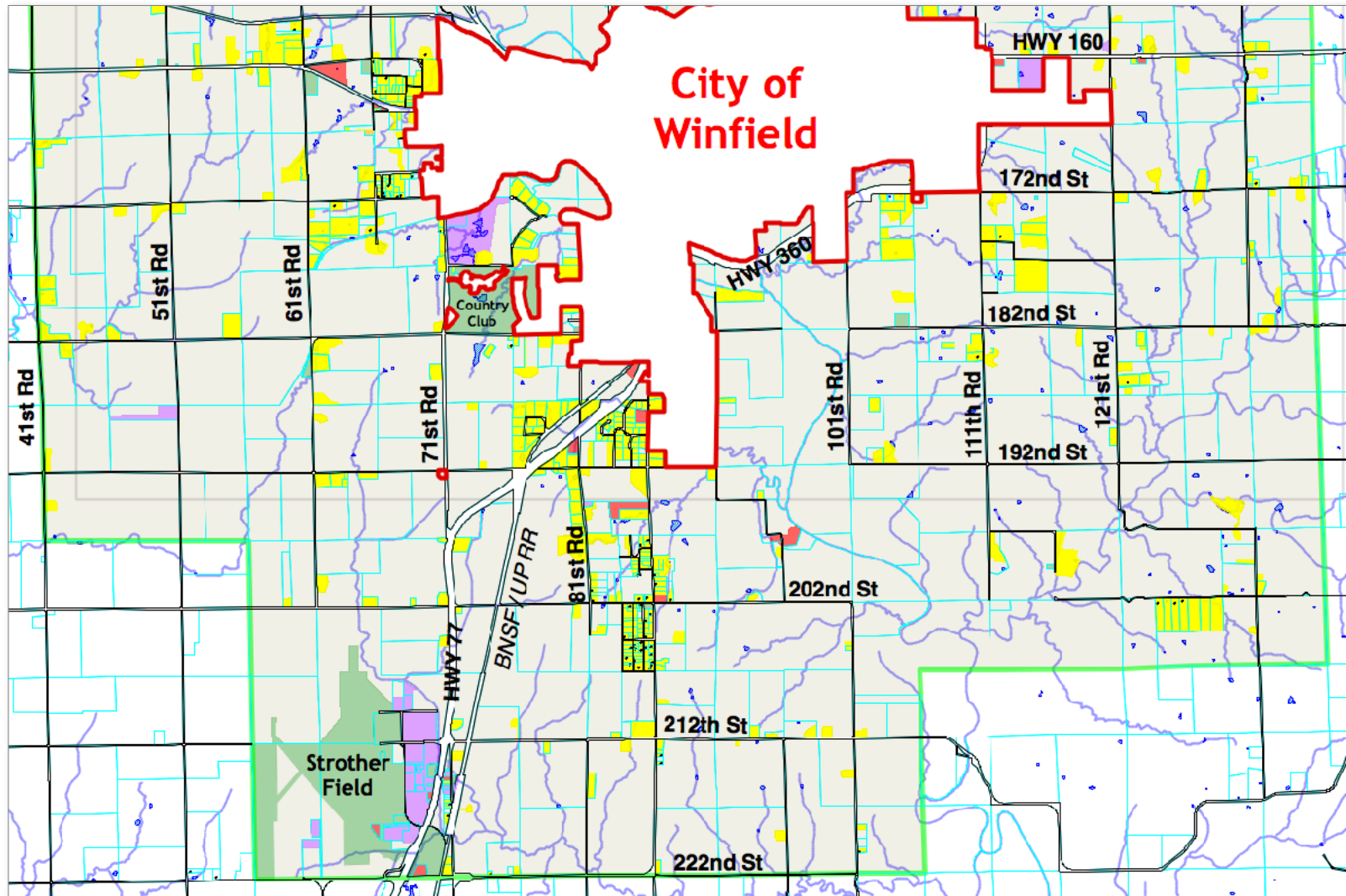
Winfield Comprehensive Development Plan 2020-2040

Existing Land Use in the Winfield Planning Area but outside the City									
Land Use	MAIN Winfield Planning Area			WINFIELD LAKE Planning Area			Winfield Planning Area (total)		
	Total acres	% of Planning Area outside of city limits	% of Developed Area	Total acres	% of Planning Area outside of city limits	% of Developed Area	Total acres	% of Planning Area outside of city limits	% of Developed Area
Single-household Residential	2,968.4	6.2%	51.0%	243.0	3.0%	55.8%	3,211.4	5.7%	51.3%
Public & Semi-public	811.3	1.7%	13.9%	1.9	0.02%	0.4%	813.2	1.5%	13.0%
Commercial	95.4	0.2%	1.6%	0.0	0.0%	0.0%	95.4	0.2%	1.5%
Industrial	300.8	0.6%	5.2%	0.0	0.0%	0.0%	300.8	0.5%	4.8%
Transportation ROW	1,644.2	3.4%	28.3%	190.9	2.4%	43.8%	1,835.0	3.3%	29.3%
Agricultural & Vacant	42,078.6	87.8%	—	7,595.2	94.6%	—	49,673.8	88.8%	—
Total Planning Area	53,432.9	—	—	10,613.6	—	—	64,046.5	—	—
minus area within city limits	5,534.5	—	—	2,582.6	—	—	8,117.0	—	—
= Total Planning Area outside of city limits	47,898.5	100.0%	—	8,031.0	100.0%	—	55,929.5	100.0%	—





Map: Existing Land Use – Winfield Planning Area (NORTH)



Map: Existing Land Use – Winfield Planning Area (SOUTH)

Future Land Use

A future land use plan is intended to encourage efficient, balanced, and compatible land use patterns in the City and its immediate area. The **Future Land Use Maps shown at the end of this chapter** exhibit a desired pattern of land use, and are intended to guide land use planning decisions during the Planning Period.

However, flexibility is also essential in the implementation of a future land use plan, and it is expected that the Planning Commission may occasionally need to make minor adjustments. When a particular area is about to be developed, policy decisions should remain in keeping with the overall future land use concepts expressed in the Future Land Use Maps, 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 school could be considered compatible in an area designated for future residential land use.

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

In general, it is considered desirable for **residential** land use patterns within a city to be separated from commercial or industrial uses. The exception to this guideline is in mixed-use neighborhoods, especially where multi-story buildings can support commercial uses on the street level and residential uses on upper floors. In mixed-use neighborhoods, the proximity of residences to commercial and public areas promotes walkability.

Some **public** land uses are compatible with residential areas (such as neighborhood parks or small churches), and some are appropriate to commercial areas (City Hall or the Post Office, for example). Modern schools tend to be larger and generate more traffic and noise than schools in earlier times, but ideally should still be located close enough to residential neighborhoods to allow children the option to walk or bike to school.

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

Industrial land uses, particularly for heavy industry, often require heavy-duty utility services, generate considerable 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 services, typically near railroads, highways or airports, and away from residential neighborhoods.

DIRECTION OF GROWTH

Winfield's founders located the original City in a curve of the Walnut River, just south of Timber Creek. Access to fresh water and rich floodplain soils have given Winfield many advantages over the years, but there are undeniable disadvantages to the City's site, as well.

Floodways and floodplains prevent development to Winfield's north, northwest, and southeast. The large industrial area in east Winfield discourages residential development in that direction. Large institutional uses such as Southwestern College, the Correctional Facility and the Veterans Hospital lie to the City's northeast, and relatively little residential development has occurred in that direction.

However, there is ample land to Winfield's **west and south** which is not in floodplains, and which is potentially suitable for development. The City has already leapfrogged the River and its floodplains to begin expanding to the west and south, typically with suburban style residential developments.

Residential developments to the west have quick access to downtown via Highway 160. Developments to the southwest provide easy access to jobs at Strother Field Industrial Park or in Arkansas City via Highway 77.

GENERAL CITY PATTERN – FUTURE

Usually, it is wise for a city to maintain a compact and contiguous development pattern. Compact development maximizes the efficiency and minimizes the cost of providing public services, from utilities to police patrols. Sometimes, though, circumstances make it necessary for a City to stretch its boundaries in a specific direction.

In Winfield's case, the **planned southwest bypass makes proactive expansion to the west and south advisable**. It is especially important that the City have the ability to **guide development in the vicinity of the two proposed interchanges**.

Although construction of the bypass has been indefinitely delayed by a combination of state budget problems and the Covid 19 pandemic, it is likely to be built sometime during the 20-year Planning Period.

Given the combination of the future bypass and existing floodplain constraints, Winfield should **focus on encouraging development in the area between the existing city limits and the proposed interchanges**.

RESIDENTIAL – FUTURE

The most important goal identified for Winfield during this planning process is the need to improve and expand housing options, since housing is the primary limiting factor constraining the City's growth.

In addition to preserving and improving the heritage housing in its older, walkable neighborhoods, there is an unmet demand for new suburban-style housing of various types, including low-maintenance and accessible patio homes and apartments. Both demographics and economics are driving up the demand for high quality urban housing options—including economical units for young adults and accessible units for seniors.

The following rough calculations show the scale of Winfield's 20-year housing needs. These estimates do *not* account for the replacement housing units that will be needed in order to compensate for existing houses lost to, for instance, fire or demolition.

- If the City's 2010 Census population of 12,301 grew by a modest **3% per decade**, Winfield would have 13,442 people by the end of the Planning Period in 2040, for a net gain of about 1,141 individuals. Taking the additional population, and dividing that number by the *2013-2017 American Community Survey* average household size of 3.03 people per household, Winfield might expect to have **about 377 additional households by 2040**, which would require an average increase of **about 19 housing units per year** for the twenty-year Planning Period.
- A similar calculation for a **5% per decade** rate of population growth would result in **about 640 additional households by 2040**, requiring an average increase of **about 32 housing units per year** for the twenty-year Planning Period.

Winfield has a number of vacant infill lots in scattered locations in its core residential neighborhoods. Though small by suburban standards, these lots are suitable for single-household homes with modern amenities and traditional character. New high-quality turn-key homes in established walkable neighborhoods are very marketable.

There are also a number of undeveloped lots still available in suburban residential developments on Winfield's peripheries, with streets and utilities already in place. Larger residential lots can accommodate not only single-household homes, but also smaller types of multi-household housing, such as duplexes, triplexes and fourplexes, so long as parking requirements are handled sensitively.

Any new residential subdivision development should be located close to existing city limits, to allow efficient connections to existing streets and utilities, and should be platted to provide future road access to adjacent open land. Annexation of any new residential development should occur as part of the agreement to provide municipal utilities.

Multi-household Housing Winfield has a variety of multi-household options available, including low-income apartments. However, there are limited higher-end rental housing options in Winfield. **Accessible patio homes or townhomes** appeal to people who are interested in a low-maintenance lifestyle, but not yet ready for a retirement community, such as empty-nesters or those who travel a great deal for work or pleasure. **Lofts in mixed-use neighborhoods** also appeal to this market, as well as to young professionals.

MIXED USE – FUTURE

The future land use plan for **downtown** is more a matter of preserving and enhancing Winfield's existing downtown, rather than making any substantial changes to land use patterns there. The major difference would be an increase in mixed use development, working toward the creation of **walkable live-work-play neighborhoods** in the urban core.

This might include development of upper-level residences in multi-story downtown buildings, as well as development of more multi-household housing options in existing residential areas adjacent to downtown.

Also continue to make planning choices that enhance walkable mixed use neighborhoods the vicinities of **Baden Square** and **Southwestern University**.

PUBLIC & SEMI-PUBLIC – FUTURE

The City currently owns enough land to allow for necessary expansion or relocation of municipal support facilities. As new residential development occurs, additional **park land** may be needed, particularly for sports fields. Any new approved plats for subdivision development may also provide for parkland, as appropriate.

Flood-prone Properties Certain properties in floodplains are not suitable for development, but were developed in the past, and are now prone to repeated flooding damage. When and if any of these properties become available for sale, the City should at least consider acquiring them. Public ownership can help reduce the costs of future flood damage. Such properties can be used instead for stormwater management or park expansion areas.

COMMERCIAL – FUTURE

Continue to enhance Winfield's two primary commercial areas—the offices, banks, stores, and restaurants of the **downtown retail district**, and the **Highway 160 commercial area** on the east side of town. Ideally, businesses in each area should serve different commercial needs, complementing each other, rather than unduly competing.

When the two new southwest bypass interchanges are constructed—one at Highway 77 south of town and one at Highway 160 west of town—the immediate area around each set of ramps can be expected to develop with **interchange-oriented commercial development**, creating two more commercial nodes in Winfield.

Downtown is the heart of Winfield, and the commercial areas on Highway 160 and at the bypass interchanges will function as **gateways to the city**. It is important to Winfield's image to **keep all of its commercial district streetscapes attractive**.

INDUSTRIAL – FUTURE

Winfield has an established high-quality industrial zone on the east side of the City. Currently, it is nearly at capacity, with only a few pad-ready sites still available for future development. There is ample developable land available to the east and south, which should allow contiguous expansion of the existing industrial area as needed.

TRANSPORTATION RIGHTS-OF-WAY – FUTURE

From a land use perspective, Winfield has an adequate right-of-way network to sustain expected growth. If new subdivisions are developed on currently vacant land, their streets should be platted with enough width to accommodate paved roadways suitable for expected traffic loads, as well as adequate drainage facilities, utilities, sidewalks, and street trees. Street patterns should be designed to coordinate with both existing streets, and with potential future street expansion.

LAND USE OUTSIDE THE CITY – FUTURE

Portions of the Planning Area near Winfield have already been developed for residential use. Consider annexation of any residential parcels making use of City utilities.

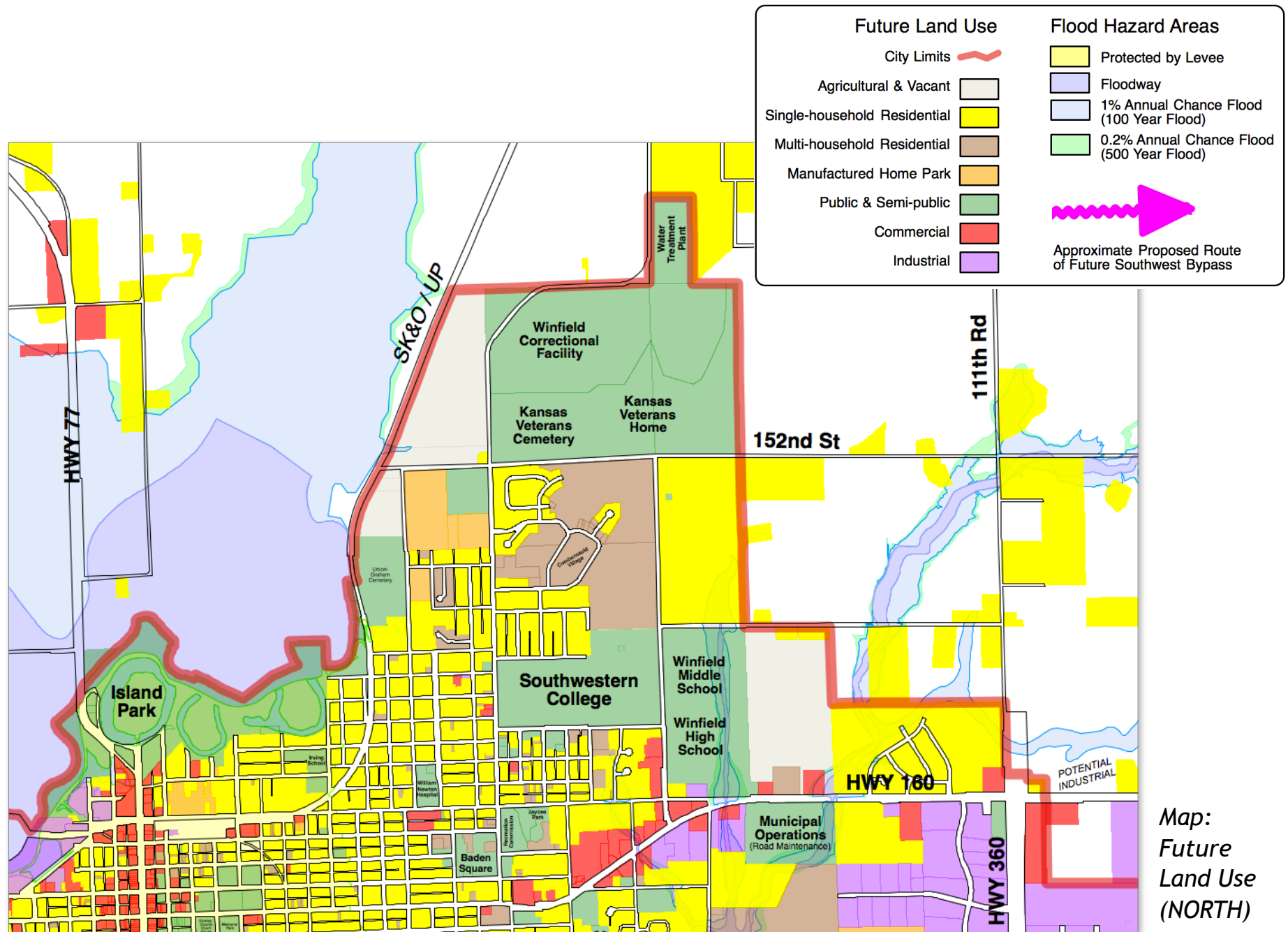
If demand for **large-lot residential housing** occurs in the Planning Area, **discourage scattered lots** and instead **establish platted rural subdivisions**. Such subdivisions should have good road access, and be located to avoid floodplains and areas of poor drainage.

With the exception of growth areas already discussed (toward the future southwest bypass), the Planning Area outside the City should continue to be used mainly for **agriculture**, which should be viewed as the highest and best use for such rich soils.

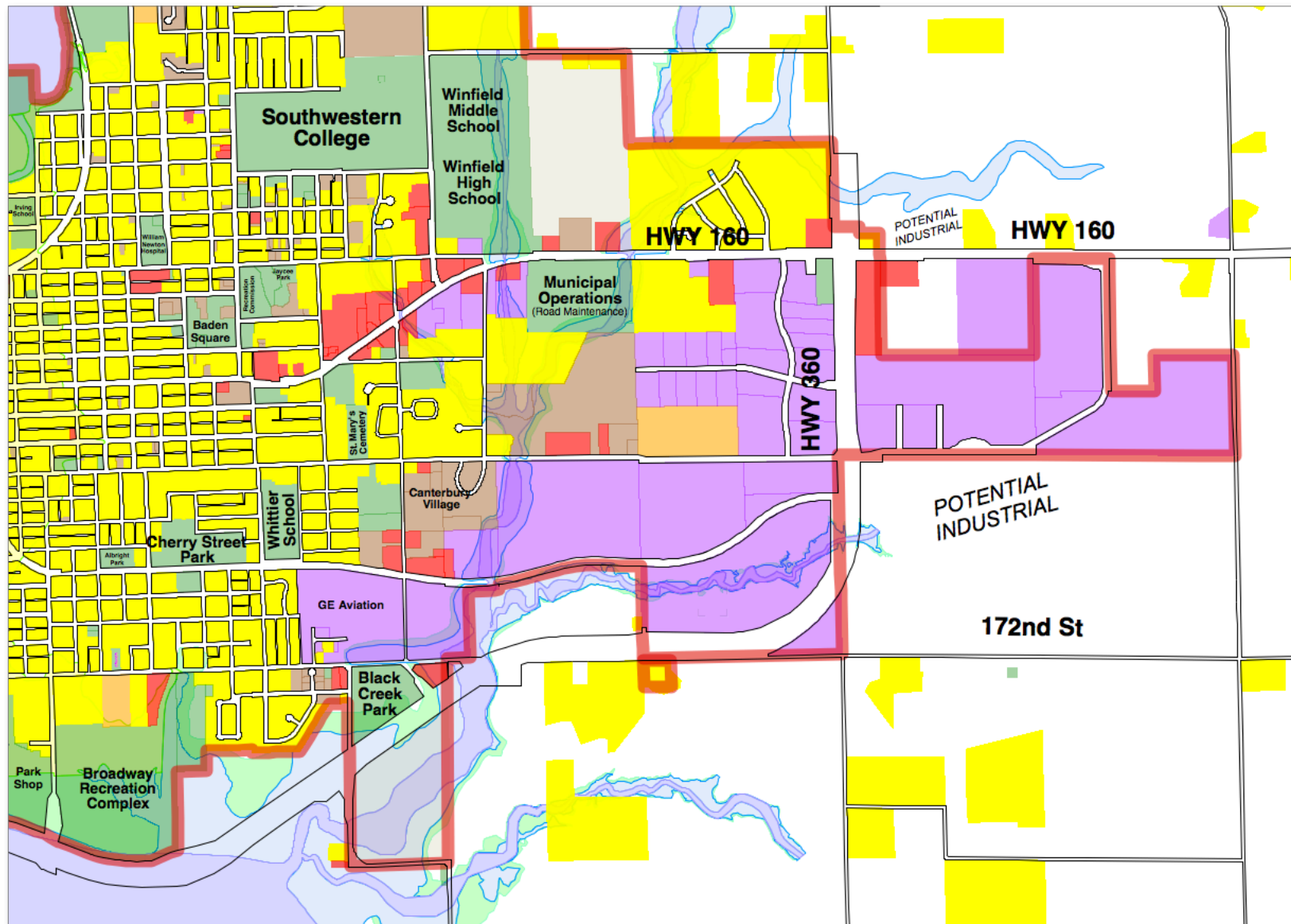
FUTURE LAND USE GOALS

- **Focus on development and annexations to the west and south**, toward the planned southwest bypass. The City should have the ability to **guide development in the vicinity of the two proposed bypass interchanges before** they are constructed.
- Preserve and improve the **heritage housing** in Winfield's older, walkable neighborhoods. Focus on **updating smaller homes** for one- or two-person households. Include economical units for young adults and accessible units for seniors.
- Pursue development of **new suburban-style housing of various types**, including low-maintenance and accessible patio homes and apartments.
- As opportunities occur, consider City acquisition of flood-prone properties, to reduce the municipal costs of future flood damage.
- Expand Winfield's industrial capacity in advance of demand.
- Encourage **platted rural subdivisions, as opposed to scattered large-lot residential development**.

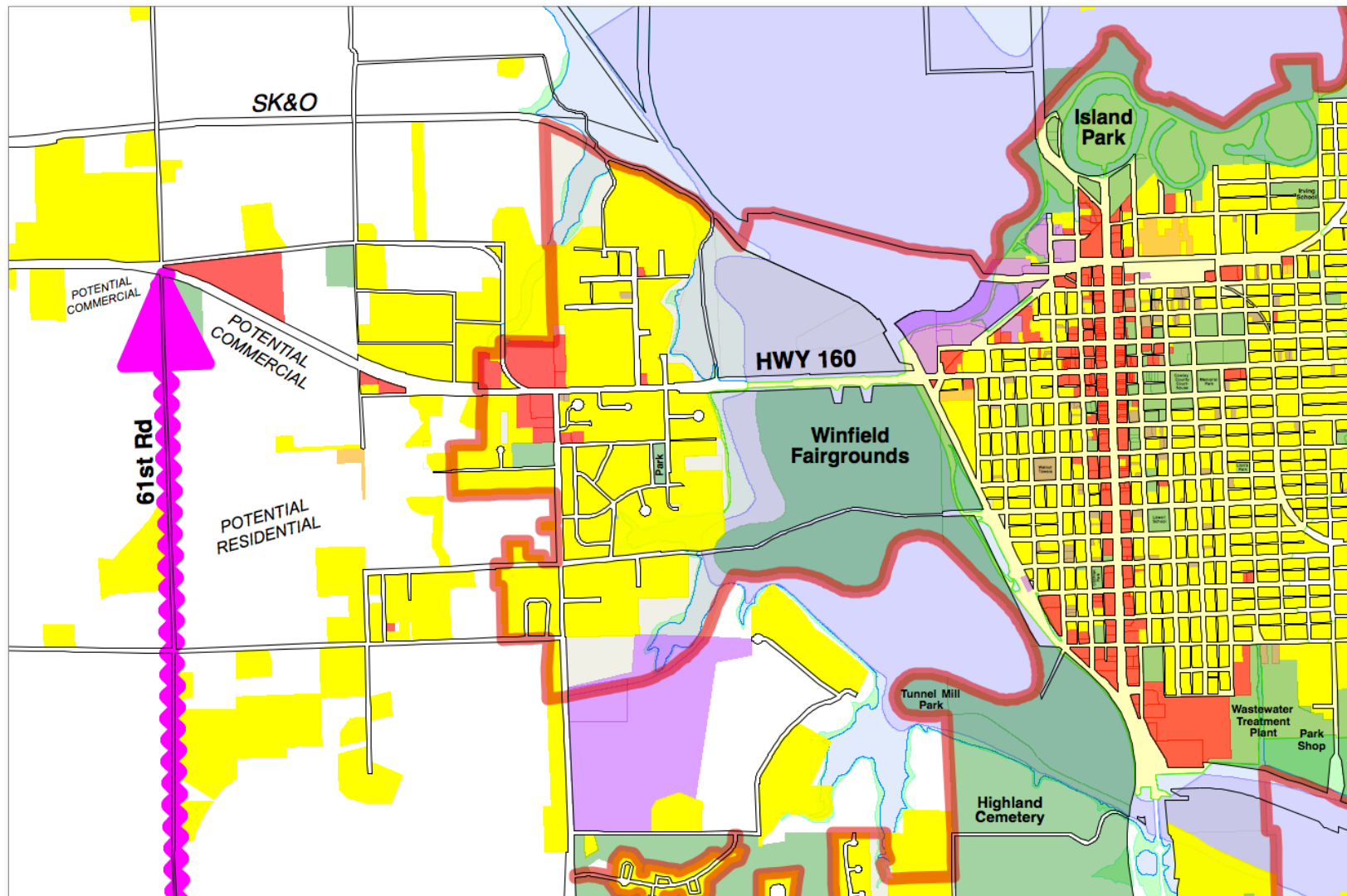
Winfield Comprehensive Development Plan 2020-2040



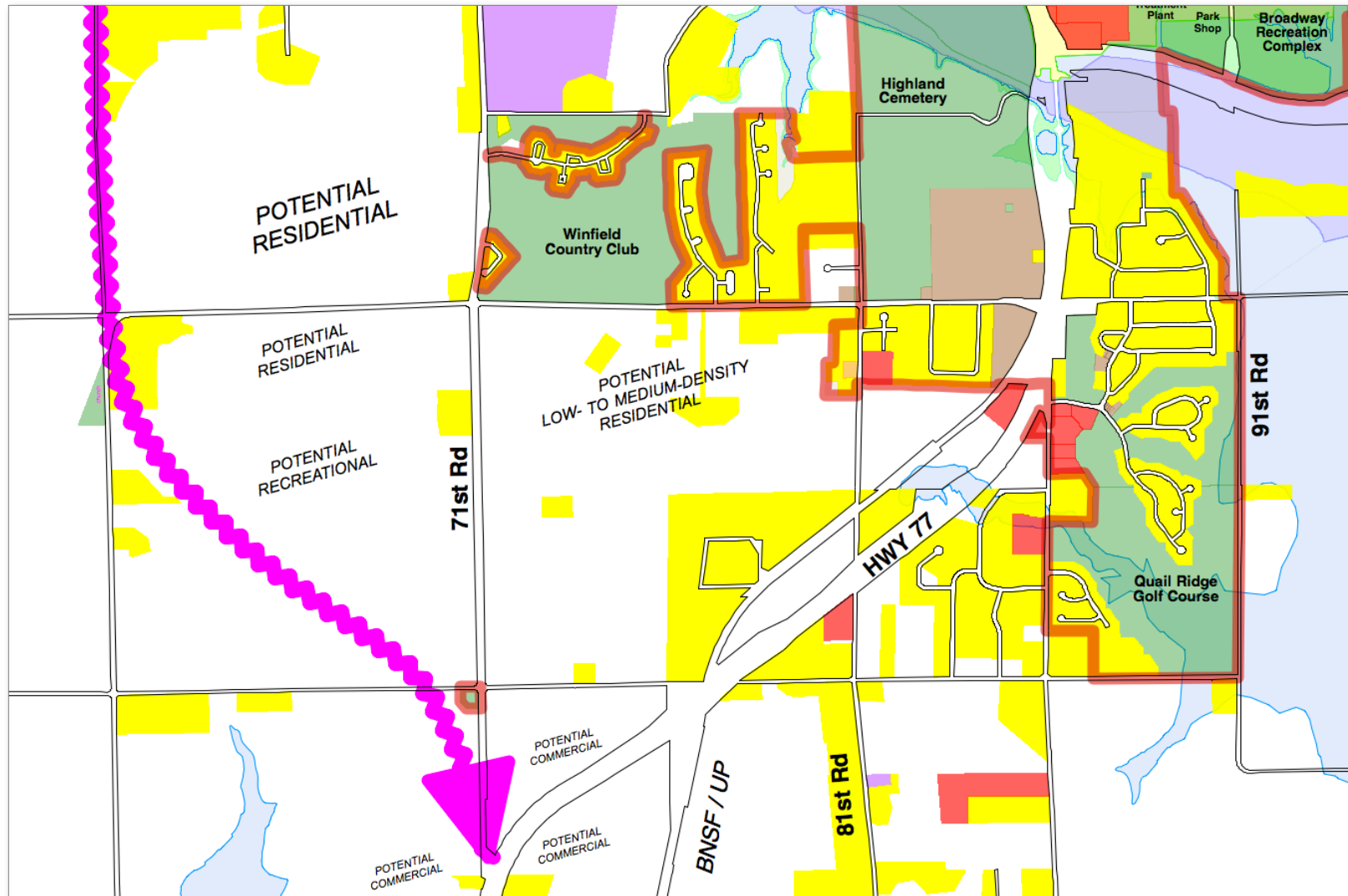
Map:
Future
Land Use
(NORTH)



Map:
Future
Land Use
(EAST)



Map:
Future
Land Use
(WEST)



Map:
Future
Land Use
(SOUTH)

Section 2 – Community Background Data

CHAPTER 4. History

CHAPTER 5. Environment

CHAPTER 6. Demographics

CHAPTER 7. Housing

CHAPTER 8. Economy

CHAPTER 4. History

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 well-informed planning decisions that can shape a positive future for Winfield.

Winfield's Historical Development

In 1803, the United States bought most of what is now Kansas from France, through the Louisiana Purchase. Kansas became a U.S. Territory in 1854, and a state in 1861. After the Civil War, the Army drove the Indians out of the Great Plains, and railroads were extended rapidly into the American west.

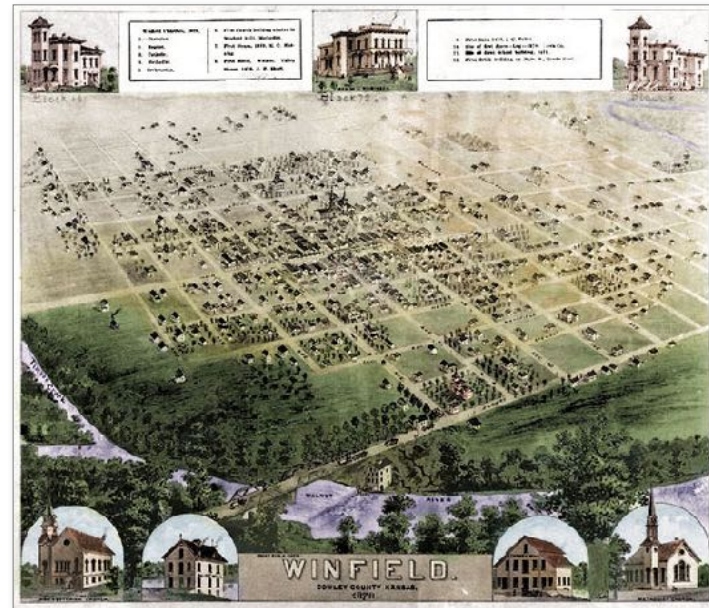
In March of 1867, Hunter County was officially organized by the Kansas Legislature, and reserved for the Osage Indians. In 1870, the county's name was changed to Cowley County, and it was officially opened for settlement.

Winfield was founded by E.C. Manning of the Winfield Town Site Company, who purchased the land from Osage Chief Chetopah in January 1870. Manning chose the site in the Walnut River Valley "for its general beauty, pure water, abundant wildlife and fertile river bottom soil". The City was named after Reverend Winfield Scott, who promised to build a town church in exchange for naming rights. He did, and the First Baptist Church is still in operation today.

Beginning in 1871, the first school in Winfield took place in a room downstairs from the newspaper office. The first Winfield public school building was completed in 1872. Today, Winfield USD 465 enrolls over 2000 K-12 students.

The City of Winfield was officially incorporated in 1873, when the community's growth prompted the first City Council to "satisfy pressing needs that ranged from regulating destitute itinerants, sanitation and fire protection to plain old lawlessness".

A lengthy and bitter competition took place between the towns of Winfield and Cresswell (now known as Arkansas City), as they fought to become the **County seat**. In 1873, after two special elections and numerous petitions to the state government, Winfield was declared the winner. A County Courthouse was immediately constructed in downtown Winfield.



Winfield
1878

Railroads In the autumn of 1879, the first railroad tracks reached Winfield. Built by the Florence, El Dorado, and Walnut Valley Railroad Company, the line was leased and operated by the Atchison, Topeka and Santa Fe Railway. The Southern Kansas and Western Railroad reached Winfield from the east in February of 1880. By 1887, a total of five railroads converged in Winfield, assuring the City's growth and prosperity.

Winfield Comprehensive Development Plan 2020-2040

Southwestern College In 1885, Winfield won the bid for construction of a new Methodist college, to be called Southwest Kansas Conference College (simplified in 1909 to Southwestern College). The City pledged 40 acres of land and \$40,000 towards construction, plus \$2,000 a year for ten years. Cowley County also issued \$100,000 in bonds to have a new rail line built to Winfield, to help serve the campus.

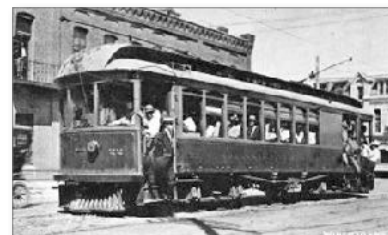
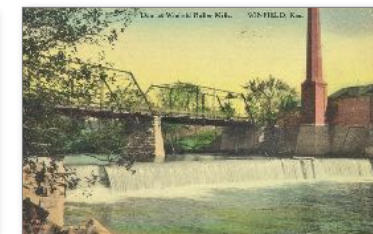
Construction of the \$60,000 four-story main college building began in the fall of 1885, and classes began in the fall of 1886.

Today, Southwestern College is a private four-year institution, still affiliated with the United Methodist Church. It serves nearly 2,000 students on campus, at outreach centers in Wichita and Oklahoma City, and online. The College continues to be a major local employer and an important institutional presence in Winfield, bringing cultural resources and diversity to the community.

State Hospital The 1881 Kansas Constitution stated that the care, treatment, and education of the handicapped was a public responsibility. Accordingly, the *Kansas State Asylum for Idiotic and Imbecile Youth* was established. Originally located in Lawrence, it was moved to its permanent home in Winfield in 1887. Later known as the **Winfield State Hospital and Training Center**, the Hospital was a dominant local employer for the next 117 years, until it closed in 1998.

Part of the facility is now the **Kansas Veterans Home**, a 142-bed nursing home managed by the Kansas Commission on Veterans' Affairs Office. Another part is now operated by the Kansas Department of Corrections as the **Winfield Correctional Facility**, which houses up to 556 prisoners.

St. John's College was a two-year college in Winfield, affiliated with the Lutheran Church, which operated from 1893 until 1986. The bulk of the campus is now owned by the City of Winfield. Called Baden Square, the facilities are used for a variety of civic functions.



The **Winfield Public Carnegie Library** was built in 1912. **William Newton Hospital** opened in 1927. In the 1970s, a new **Cowley County Courthouse** was built, and a new **Winfield High School** was completed.

Business & Industry By 1900, Winfield's population had grown to 5,554 and the City had become the **business hub** of the area. In addition to its railroads, Winfield had flour mills, stores, elevators, newspapers, banks, churches, schools, and a variety of small manufacturing plants.

In 1916, Gott Manufacturing was established, originally producing metal water coolers, and eventually becoming a major producer of insulated water jugs. Purchased by Rubbermaid in 1986, the facility continues to produce a variety of products. Starting in 2011, the company (now Newell Rubbermaid) invested \$26.6 million in its Winfield facility, adding a 500,000-square-foot distribution center next to its factory. As of early 2017, Newell Rubbermaid employed 1,054 people in Winfield.

In the 1920s, **oil and natural gas** production and the discovery of **helium** near Dexter helped Winfield to prosper. In 1925, oil production peaked in Cowley County at more than 7 million barrels.

Strother Field In 1942, Winfield and Arkansas City began development of a shared municipal airport, located about halfway between the two cities. Shortly thereafter, it was acquired by the U.S. military, which completed construction and established a military pilot training base called Strother Field. At its peak there were about 3,400 Air Force personnel and 400 civilian employees at Strother. The base remained in operation until the end of World War II.

In 1953, Strother Field reverted to the control of Winfield and Arkansas City, and became a shared municipal airport and industrial park for both cities.

GE Aviation, an aircraft-engine division of General Electric, began operations in Winfield in 1947, and established a factory at Strother Field in 1951. The plant originally produced military jet engines for Wichita's aircraft manufacturing industry, then transitioned to overhauling jet engine parts and accessories. By the 1960s, the factory had grown to 125,000 square feet, and was servicing engines for business jets. As of 2017, GE Aviation employed about 750 people.

In 1957, a Crayola crayon-manufacturing plant was opened in Winfield, which operated until 1997.



In 1967, **Cessna Aircraft Company** opening a factory at Strother Field, initially producing the Cessna 150, and later the Cessna 172. When the market for light aircraft crashed during the 1980s recession, about 700 Cessna employees at Strother Field were laid off, and Cessna closed the factory in the early 1980s. In 1985, much of the Cessna facility was purchased by GE.

In 2010, a major international **oil pipeline** was extended north to south through Cowley County. The state legislature granted the Keystone-Cushing Pipeline a ten-year exemption from property taxes, a decision which was opposed by the six Kansas counties through which the pipeline passed.

Flooding Winfield's location in the Walnut River valley has resulted in numerous floods over the City's history. Severe flooding occurred in 1904, 1923, 1928, 1944, 1998 and 2019. Municipal efforts to control high water began in 1924 with construction of the Lincoln Street dike, which was then extended from Mill Street to the South Santa Fe Bridge in 1936. After that dike was overtopped by the 1944 flood, it was raised an additional three feet in height, and further extended from Lincoln Street to Harter Street. Opened in 1997, a small part of the K-360 highway bypass around the southeast quadrant of the city also functions as a protective levee. A tail levee was constructed parallel to K-360 in 1999, which provides flood protection for the Bliss Street Drainage area.

Winfield City Lake Flooding of agricultural lands in the Timber Creek watershed was also an ongoing problem. A system of 35 flood retarding dams on Timber Creek and its tributaries included construction of the dam that created Winfield City Lake. Completed in 1970, the Timber Creek Dam is owned by the City of Winfield. It is an earthen flood control dam, 91 feet high and 5,800 feet long, with a maximum capacity is 65,300 acre-feet of water. It drains an area of 64.2 square miles.

Located about ten miles northeast of downtown Winfield, Winfield City Lake is the primary water supply for over 60% of Cowley County, including the cities of Winfield, Burden and Dexter. Secondly, it is also a major regional recreational asset. The **Timber Creek Watershed District** was established to help protect the Lake's water quality.

Arts & Culture Winfield has always been known for its cultural assets. As early as 1878, Manning's Opera House opened. By 1888, the elegant Grand Opera House was built on Main Street and operated until it was converted into the Regent Movie Theater in the 1920s. Island Park hosted Chautauqua events for many years, from 1887 to 1924.



The **Winfield Municipal Band**, founded in 1895, is still thriving today. The **South Kansas Symphony** is based at Southwestern College, which also has a concert band, a jazz band and several choral groups. **Winfield Community Theatre**, founded in 1967, puts on four productions each year. The **Winfield Arts and Humanities Council** supports the visual arts with classes, artists in residence, and regular shows.

Each September since 1972, the Winfield Fairground has played host to bluegrass, folk and Celtic music fans at the **Walnut Valley Festival**. The Festival originated as a small event at Southwestern College in 1967, and now attracts more than 10,000 visitors to Winfield annually.

Art in the Park takes place each October in Winfield. Since 1977, when it began as a tiny show in Memorial Park, it has evolved into a large, juried festival with over 100 artists, attracting up to 6,000 visitors.

City of Winfield Winfield has a City Manager form of government. Three City Commissioners are elected at large, one of whom serves as Mayor on a rotating basis. The City of Winfield operates one of the largest municipal electric and gas utilities in the state, as well as water, sewer and refuse services.

Winfield today has charm, historic character, and small-town ambience, combined with a progressive attitude and a globally linked economy.

Historic Preservation

Winfield has a remarkable inventory of historical public and commercial buildings in the downtown area, particularly along Main Street, along 9th Avenue, and on the Baden Square campus. The City also has a large number of lovely old homes, ranging from stately mansions to charming bungalows. Such structures help give Winfield character and a sense of place.

Sixteen structures in the Winfield area are listed on both the National Register of Historic Places and the Kansas State Register of Historic Places. They include two bank buildings, a commercial building, a church, a school, the Carnegie Library, three college buildings on the Baden Square campus, and four houses, as well as two bridges and a World War II era wind indicator at Strother Field.

A number of other structures in and near Winfield are listed as potentially eligible for listing on the National or State Register. For more information, see the *Kansas Historic Resources Inventory* database, at <https://khri.kansasgis.org>.

If the State Historic Preservation Officer finds that a project would encroach upon, damage or destroy any State or National historic site or its environs, the project may not proceed, unless the local governing body determines "that there is no feasible and prudent alternative to the proposal and that the program includes all possible planning to minimize harm" to the historic site.

Winfield Structures Listed on the National Register of Historic Places

Cowley County National Bank Building

820-822 Main Street

Now called the Kaufman Building, this two and a half story limestone building was designed by architect W.A. Ritchie in the Second Empire mode.



Winfield National Bank Building (1923)

901 Main Street

Winfield National Bank built a two-story brick building at the southwest corner of Ninth and Main in 1879, then replaced it in 1923 with this Classical Revival-style building. Designed by the American Fixture Company, the building has a smooth stone exterior and a symmetrical facade, with Beaux Arts detailing. It features the temple front typical of the style, with a parapet over a recessed entrance framed by pilasters.



Pettit Cleaners Building (1880)

114 East 8th Avenue

Originally used as a carriage works, this building has been adapted numerous times over the decades to meet new commercial requirements. In 1947, Winfield architect William N. Caton was hired by owner Earl Pettit to design the Streamlined Moderne facade seen on the building today.



Grace Methodist Episcopal Church (1917)

320 College Street

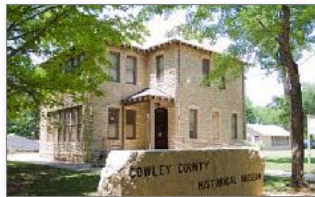
Built in 1917 after the original wooden church burned, this three-story brick building with limestone accents was designed in the Collegiate Gothic style. It has a remarkable collection of stained glass windows in the American Gothic Revival style.



Bryant School (1880)

1011 Mansfield Street

Used as a school from 1880 until 1964, this building is now owned and operated by the Cowley County Historical Society Museum.



Winfield Public Carnegie Library

1001 Millington St.

Before industrialist Andrew Carnegie established the Carnegie Foundation, many communities in the United States had no library, and those that existed were typically circulating libraries, available only to those who could afford to pay a subscription fee. The system we take for granted today, of publicly supported libraries free to all users, is largely a result of Andrew Carnegie's vision and generosity. Between 1886 and 1921, in the United States alone, funds from the Carnegie Foundation helped build 1,681 city libraries, as well as 108 college libraries.

At the time, public libraries were a relatively new building type, and many early Carnegie libraries were expensive Beaux Arts buildings with impressive facades and extremely inefficient floor plans. Then in 1910 the Carnegie Foundation began providing the first widely circulated guidelines for public library design—*Notes on Library Buildings*. These guidelines established many of the standard design elements still regularly used in libraries today.

Winfield won a \$15,000 grant from the Carnegie Corporation Library Building Program in 1902, but did not build the one story red brick building with limestone details until 1912—a delay which undoubtedly affected the design of the Library for the better.

Winfield's Carnegie Library building is still in use today, though not as a library. It currently houses several businesses, including a dance school.



Baden Hall (1893-1894)

619 College Street

Designed by architect Charles F. May, Baden Hall was the only building on the campus of St. John's Lutheran College for twenty years, originally serving as classroom and dormitory space, then later as administrative offices. A three-story masonry structure built in the Richardsonian Romanesque style, the building's facade is dominated by a four-story bell tower framing the front entrance. The City of Winfield acquired the building after the college closed in 1986, and it has now been converted to low-income apartments.



Mundinger Hall (1950 & 1953, in 2 phases)

1315 East 6th Avenue

Originally the Girls Dormitory for St. John's Lutheran College, Mundinger Hall was designed by Wichita architects Overend & Boucher in the Collegiate Gothic style, with handcrafted stone masonry. Originally intended to have symmetrical wings on either side, the west wing was added in 1953, but funding constraints prevented the east wing from ever being built. Now owned by the City of Winfield, the building has been converted into apartments.



Rehwinkel Hall (1916)

1415 East 6th Avenue

Originally called West Dormitory, this Classical Revival limestone building was the third building constructed on the St. John's Lutheran College campus, after Baden Hall and a gymnasium that no longer exists. Now owned by the City of Winfield, the building has been converted to low-income apartments for the elderly and handicapped.



W.H. Coffin House (1892)

421 East 11th Avenue

This Queen Anne style Victorian home was designed by architect Emanuel Klauser.



W.P. Hackney House (1886)

417 East Tenth Street

Built around 1886 for prominent Kansas lawyer and politician William Patrick Hackney, this Vernacular style house has angled corners, massive chimneys and superb stone construction. It is located just south of Memorial Park, commanding lovely views.



Wilmer House (1917)

1310 East 9th Avenue

Built for local physician Dr. F. M. Wilmer, this Craftsman-style house has triangular brackets along the roofline, large square columns on the porch, wide overhanging eaves, and interior built-ins typical of the Craftsman style. It is a three-story side-gabled frame house with clapboard siding and shingle details.



Magnolia Ranch (1883)

11 miles southeast of Winfield in rural Cowley County

Built in 1883 at a cost of \$30,000, this 23-room ranch house was the home of Civil War veteran and wealthy bachelor Colonel Arthur H. Greene. Named for the many magnolia trees planted on the site, it is an early Renaissance style building, constructed of stone quarried about two miles northwest of the ranch.



Two bridges were nominated to the Register under the thematic resources category of "Masonry Arch Bridges of Kansas".

East Badger Creek Culvert (1905-1906)

182nd Road, east of 131st, in rural Cowley County

Built in 1905-1906, this one-lane native limestone span is about 29 feet long and 20 feet wide. It embodies the type, period and method of construction of a rural masonry arch bridge of Kansas.



Silver Creek Bridge (1908-1909)

southeast of Winfield in rural Cowley County

Designed by architect Walter Sharp, this limestone veneer, earth loaded bridge is 140 feet long and 18 feet wide, and has two arches—one round and one oval.



Strother Field Tetrahedron Wind Indicator (1942)

22215 Tupper Street

Still in its original location at Strother, this structure alerted pilots to wind direction as they came in to land. About 27 feet long, it has an exterior of galvanized tin, with lights along the edges. It is one of only five World War II era tetrahedron wind indicators still known to exist at former Kansas airfields.



CHAPTER 5. Environment

Natural resources, physical features, and the location of regional destinations all influence land use patterns 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.

Development policies should be established which maximize the advantages and minimize the disadvantages of a planning area's location and physical characteristics. Such policies are essential to guide urban development in a way that is both economically efficient and esthetically pleasing.

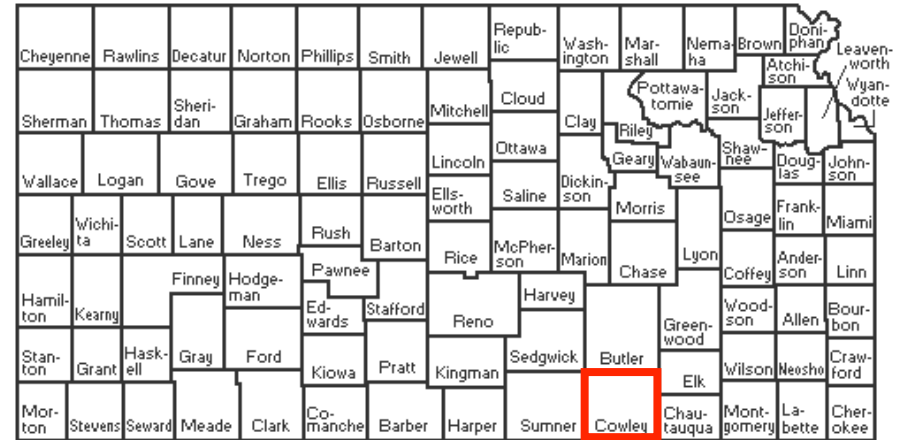
In this chapter, a general picture is presented of the Winfield Planning Area's location and physical features, and their implications for the future development of various land uses. Geographic location, climate, soil types, topography and drainage, flood hazard areas, water resources, community woodlands, and major constructed features will be discussed.

Location

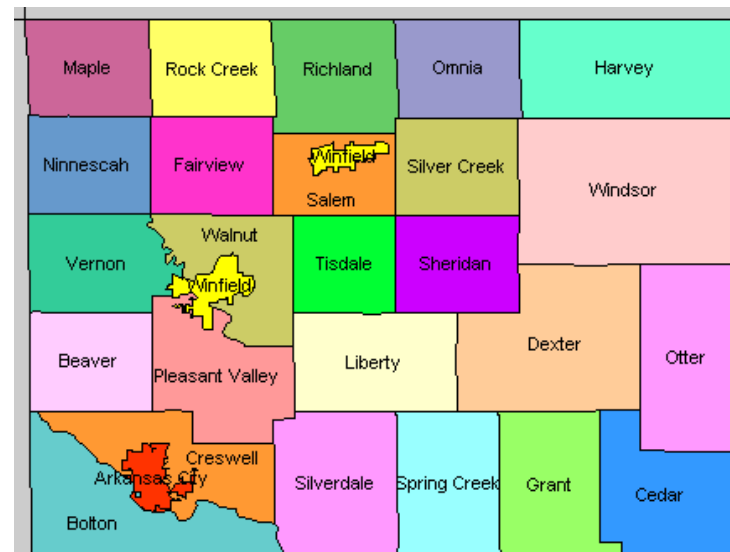
Cowley County is in south-central Kansas. It is about a third of the way west from the eastern border of the state, and adjacent to the Oklahoma state line.

Both parts of the **City of Winfield** are in the northwest quarter of Cowley County. The main part of the City is in Walnut, Vernon, and Pleasant Valley Townships, and Winfield City Lake is in Salem Township. Winfield is located on the Walnut River, which flows roughly northwest-to-southeast through the western portion of the main part of the City.

The **Winfield Planning Area** includes parts of Fairview, Vernon, Walnut, Tisdale, Beaver, Pleasant Valley, Liberty and Salem Townships.



Location of Cowley County in Kansas



Townships in Cowley County

Winfield Comprehensive Development Plan 2020-2040

Winfield is not directly bordered by any other cities, but it is within an hour's drive of a variety of other communities, both large and small. This increases options for both employers and employees in the Winfield area, as well as making services and amenities available that otherwise could not be supported by Winfield's population alone.

The following cities are within an hour's drive of Winfield. Population numbers are from US Census 2018 estimates, and distances are by road.

- Wellington – population 7,748, west 24 miles
- Arkansas City – population 11,793, south 14 miles
- El Dorado – pop. 12,935, north-northeast 49 miles
- Andover – population 13,278, north 42 miles
- Ponca City – population 24,033, south 41 miles
- Derby – population 24,721, northwest 31 miles
- Wichita – population 389,255, northwest 42 miles



Geographic Location of Winfield

Climate

Climate significantly affects agricultural, economic, and construction activities. Winfield's Planning Area has a continental climate, characterized by frequent and abrupt weather changes, with wide daily and annual temperature variations, a great deal of sunshine, occasional high winds, and abundant spring rainfall.

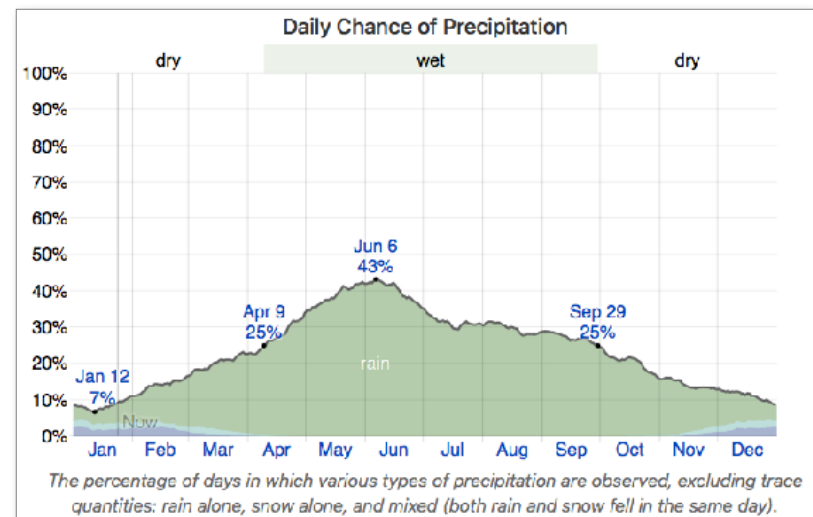
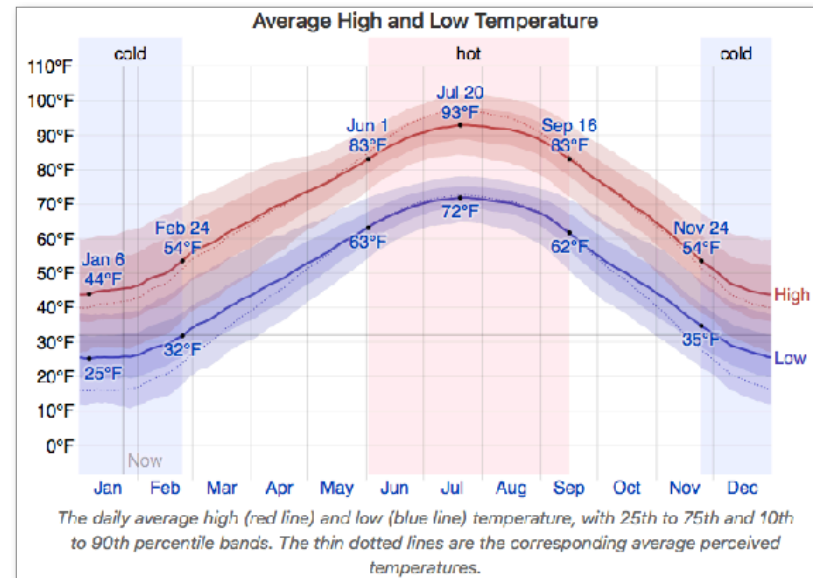
While Winfield's climate is notably variable, it is generally beneficial. Its long growing season offers temperatures and sunshine conducive to agricultural production. Total precipitation is adequate for the principal crops (wheat, milo, corn, soybeans, sunflowers, cotton, alfalfa, brome hay, sudan grass, and prairie hay), though in some years its timing and distribution can cause problems. High winds or hail may occasionally damage crops or structures, sometimes catastrophically.

The typically mild winters mean that various outdoor recreational activities can be sustained almost all year round. Only during the coldest weeks of the year is construction restricted, or construction methods constrained. However, 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.

Winfield's summers are typically hot, humid, and sunny, while winters are cold, dry, windy, and occasionally overcast. Fahrenheit temperatures over the course of a year typically range between 25 and 93 degrees, rarely falling below 11 or rising above 102.

Climate data specific to Winfield is available from a number of online sources, including:

- [USClimateData.com](https://climate.data.noaa.gov/)
- [WeatherSpark.com](https://www.weather-spark.com/)
- [WeatherBase.com](https://www.weatherbase.com/)



Charts from Weatherspark.com

Soils

Soil is a valuable resource, which should be protected. 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.

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*. Maps of soil types in any selected area are provided, as well as information on the characteristics of the soils themselves, including their suitability for farming, range management, recreational development, and wildlife protection, as well as for various urban development uses.

Using the *Web Soil Survey* (WSS)

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

Area of Interest (AOI) Simply zoom in on the aerial map until you find the property you are looking for, and draw your "Area of Interest" with the AOI tool. 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.

Soils in the vicinity of Winfield are typically loams—primarily silt loams or silty clay loams. Slopes mostly range between level and 7%, but a few areas may slope as much as 30%. In general, soils in the Winfield Planning Area are well suited to both agriculture and development.

Topography & Drainage

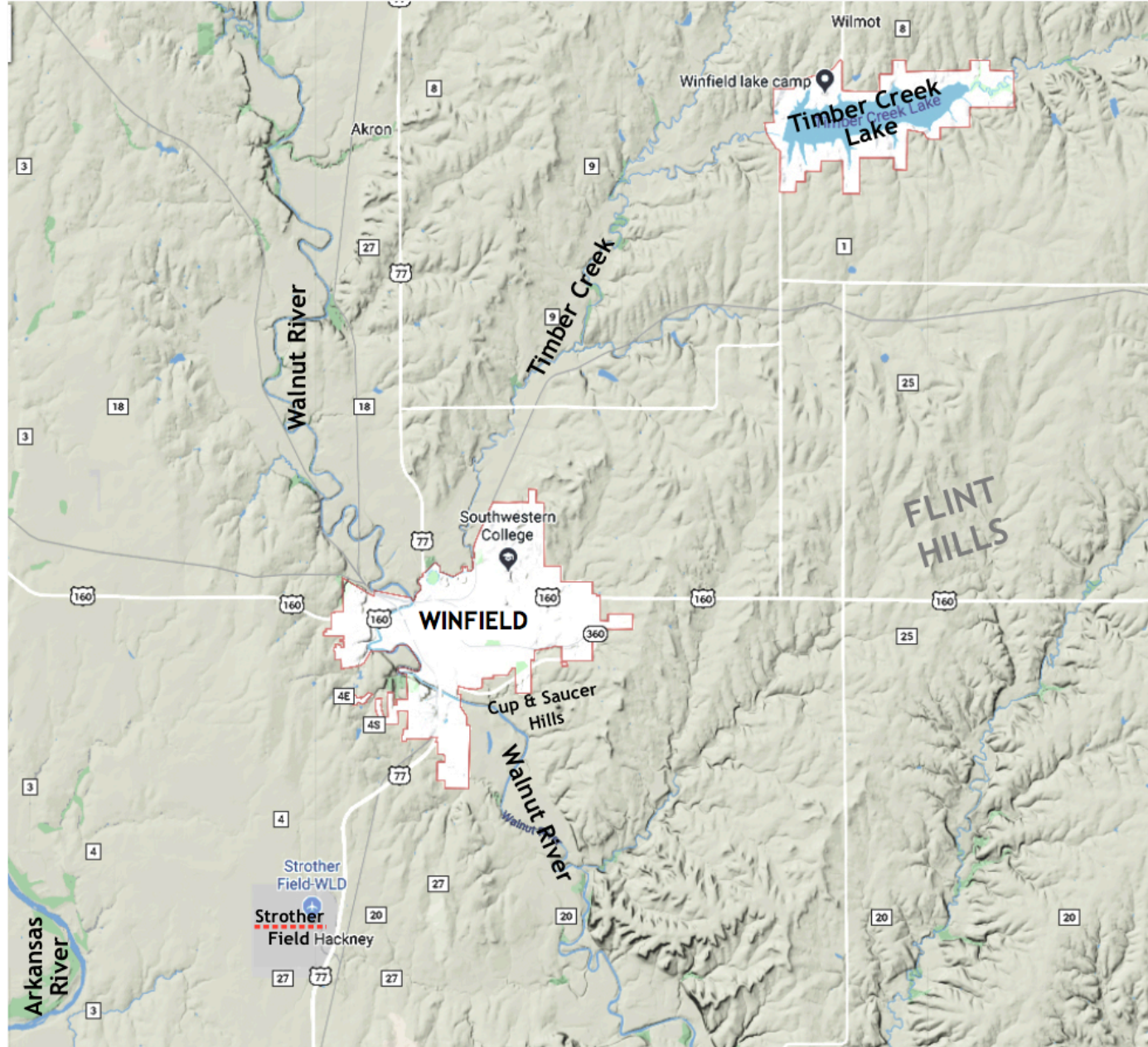
The topography of local landforms, and the drainage patterns which result, have a significant impact on potential land uses. The location and design of some facilities—such as cell towers, water towers, sewage treatment plants, stormwater management structures, and wind turbines—are strongly influenced by relative land elevations.

Winfield is located in the western edge of the Flint Hills, east of the broad Arkansas River valley. Overall, the Winfield Planning Area slopes broadly from northwest to southeast.

Landforms around the area have been shaped by the flow of water. **Timber Creek** flows west-southwest through Winfield City Lake, then heads roughly southwest until it flows into the Walnut River about a quarter mile southwest of Island Park. The meandering **Walnut River** runs generally north to south, from El Dorado Lake, through Winfield, to where it flows into the Arkansas River just southeast of Arkansas City.

Most of Winfield's developed area is on low ground, southeast of the confluence of Timber Creek and the Walnut River. There is a bluff west of the Walnut River, and there are several ridges in the area northeast of 9th & College Avenues, occupied by Winfield Correctional Center and Southwestern College.

Topographic maps from the U.S. Geological Survey are available for viewing or download from the TopoQuest website at www.topoquest.com/places.php.



Topography
in the
Winfield Area

Floodplains

Historically, people were attracted to relatively flat land near waterways as a place to settle and build. While such land typically has rich soils and easy access to water, it is also prone to high-water flooding, making it potentially dangerous for both people and structures.

In the United States, the Federal Emergency Management Agency (FEMA) is responsible for mapping floodplains. The **Flood Insurance Rate Maps** produced and updated by FEMA classify floodplains into various Special Flood Hazard Areas, based on degree of risk. The three broadest categories of floodplain designation are floodway, 1% annual chance floodplain, and moderate flood hazard areas.

- **Floodway:** The channel of a river or stream.
- **1% Annual Chance Floodplain:** Areas that will be inundated by a flood event having a 1-percent chance of being equaled or exceeded in any given year. Also referred to as the base flood area or 100-year floodplain.
- **Moderate Flood Hazard Area:** Areas between the limits of the 1% annual chance floodplain and the area that will be inundated by a flood event having a 0.2-percent chance of being equaled or exceeded in any given year. Also referred to as the 500-year floodplain.

Floodplain information shown on the Comprehensive Plan maps was provided by Cowley County GIS, and is based on the following Flood Insurance Rate Maps (FIRM) from the Federal Emergency Management Agency (FEMA), all of them effective on October 19, 2010:

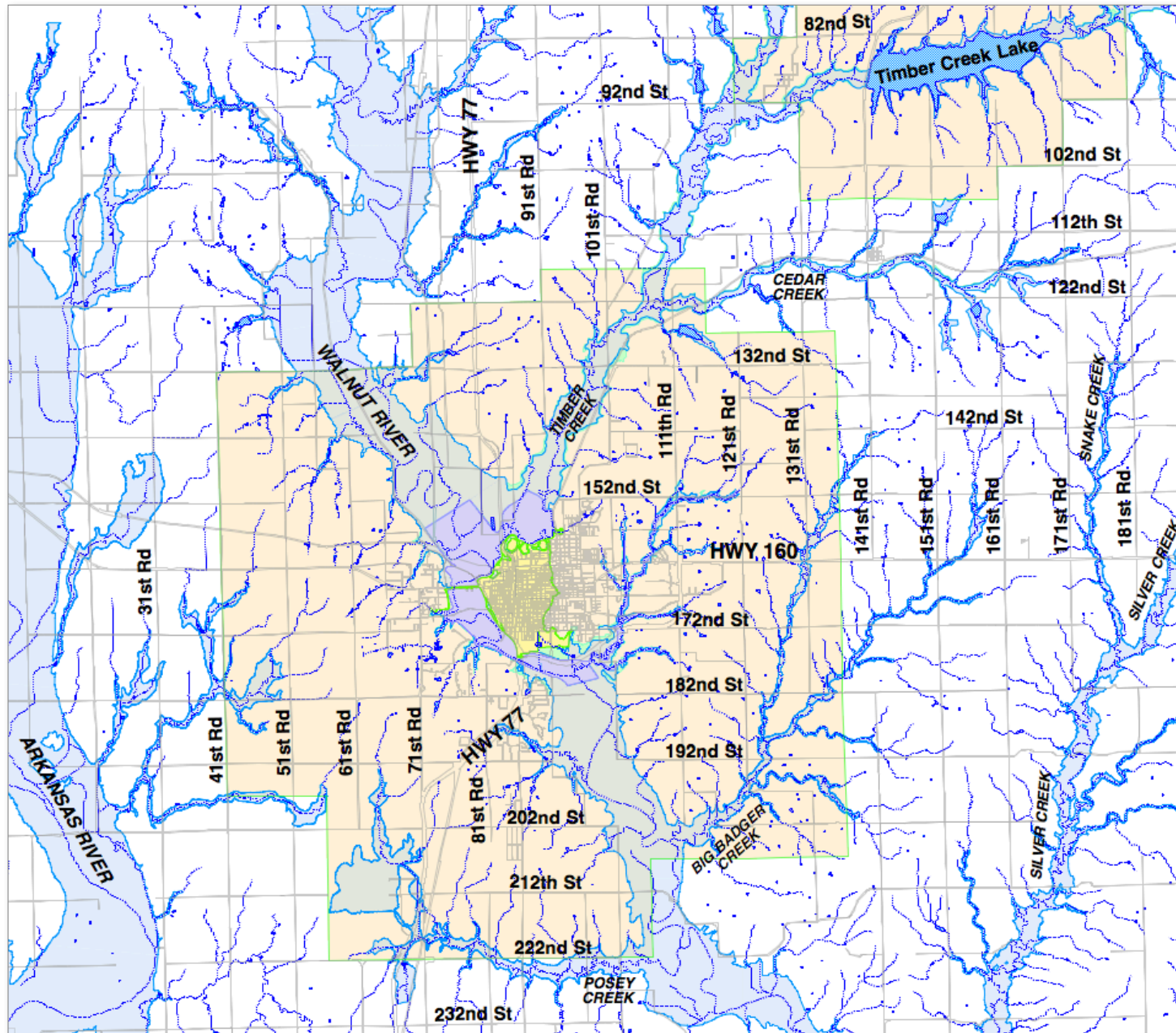
Urban area maps:

- 20035C0213D
- 20035C0214D
- 20035C0332D
- 20035C0334D
- 20035C0351D
- 20035C0352D
- 20035C0353D

Rural area maps:

- 20035C0200D
- 20035C0225D
- 20035C0250D
- 20035C0350D
- 20035C0375D

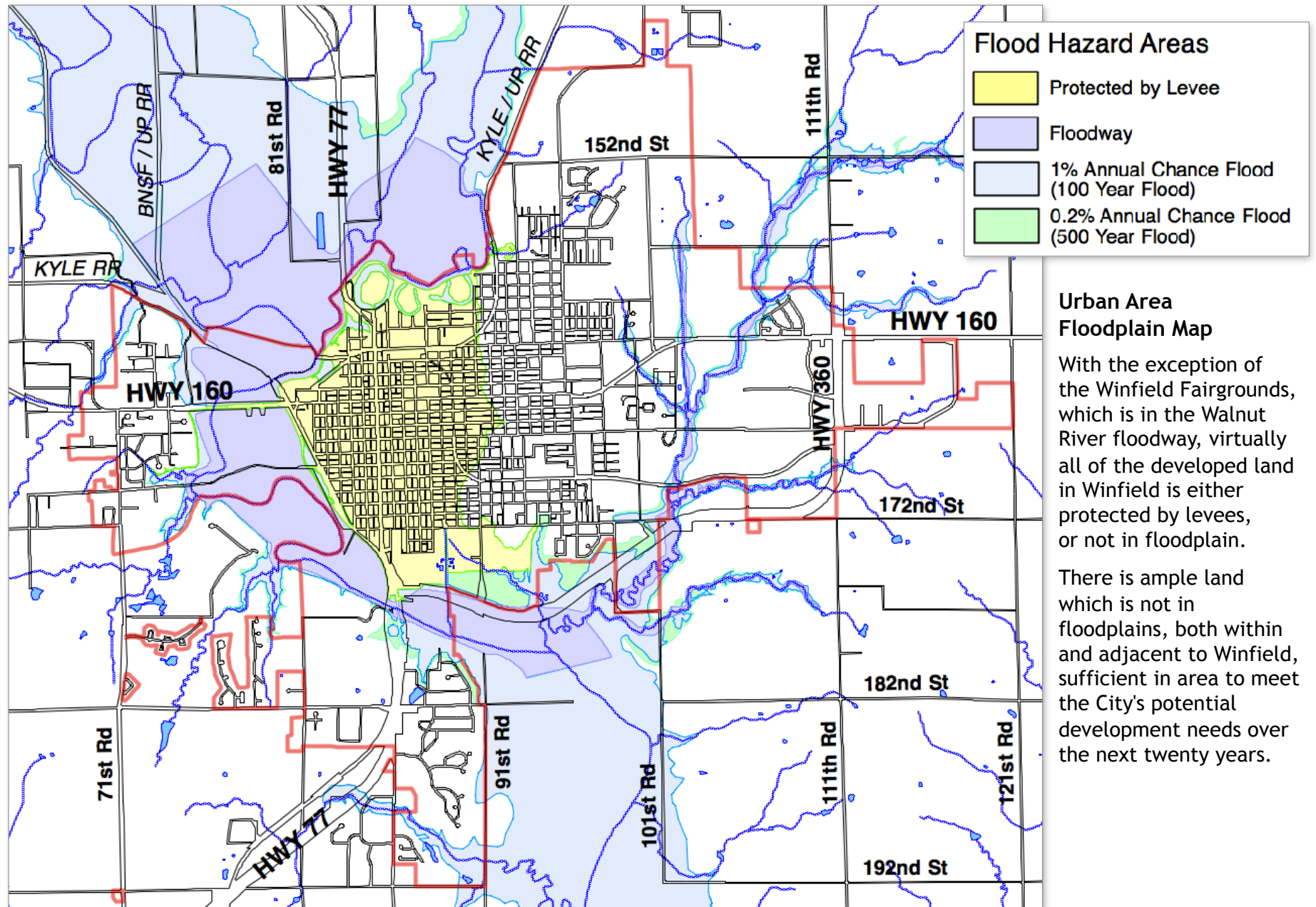
More information is available from the [FEMA Flood Map Service Center](#).



Planning Area Floodplain Map

The Federal Emergency Management Agency surveys floodplains in more detail in urban areas, but in rural areas, only 1% Annual Chance Floodplains are demarcated.

On this map, the Winfield Planning Area is shown in pale orange, and 1% Annual Chance Floodplains are shown in light blue.



Flood Insurance

Historically, private insurers were generally unwilling to provide insurance for structures in floodplains, so in 1968 Congress created the **National Flood Insurance Program (NFIP)**, to help floodplain property owners protect themselves financially against property losses due to flooding. Communities participating in the NFIP agreed to adopt and enforce ordinances which meet or exceed FEMA requirements, to reduce the risk of flooding. In return, the NFIP subsidized flood insurance to local landowners, with rates based on degree of risk, as determined by the Flood Hazard Area in which their property is located.

One of the inadvertent side-effects of this law was to facilitate construction in floodplains, increasing the number and value of structures at risk. Over the ensuing decades, numerous major floods across the nation resulted in extraordinarily high costs to federal taxpayers.

Various revisions of the NFIP resulted, in attempts to bring insurance rates into alignment with actual risk, and to more strongly discourage people from building in floodplains. These revisions included the Flood Insurance Protection Act of 1973, the Flood Insurance Reform Act of 2004, the Biggert-Waters Flood Insurance Reform Act of 2012, the Consolidated Appropriations Act of 2014, and the Homeowner Flood Insurance Affordability Act of 2014.

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.

The City of Winfield participates in the NFIP. Floodplain requirements for the City, and for certain areas outside the city limits but within the Planning Area, are administered by the City Engineer, who acts as Winfield's Floodplain Administrator. Winfield's current Floodplain Management Regulations are in Article 19 of the City's 2017 Zoning Regulations.

Cowley County has participated in the NFIP since 1992. The Board of County Commissioners adopted updated Floodplain Management Regulations in 2013. Floodplain requirements for unincorporated areas of Cowley County which are outside a city's extraterritorial jurisdiction are administered by the County's Floodplain Administrator.

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.

Many communities in the American west are struggling to secure adequate water supplies, but good planning decisions in earlier years have put Winfield in an exceptional position. Winfield City Lake, created by damming Timber Creek, is the source of water for the City water system, which also serves much of the County. It is a supply which should be ample for the community's needs for the 20-year Planning Period and beyond.

Located as it is on the Walnut River, the Winfield area also has abundant and good quality groundwater available.

Woodlands

Woodlands reduce soil erosion, help prevent flooding, improve air and water quality, and serve as wildlife habitat.

Rural Woodlands

In the Winfield Planning Area, rural woodlands are located primarily along waterways and in shelter belts. **Riparian forests** along the banks of streams are a crucial element in protecting surface water and helping to recharge the aquifer. **Shelter belts** are an essential safeguard for farming on the prairie, yet throughout Kansas they are showing a decline in vigor due to the advanced average age of the trees.

Although woodlands in Winfield's Planning Area cover a relatively small acreage, they are very important to the long-term health of the soil and water on which much of the Winfield area economy depends. Every effort should be made to sustain and enhance these woodlands. In particular, consider pursuing efforts to reinvigorate shelter belts.

Urban Forest

When individual trees in yards, in parks, and along streets are considered collectively, they form an **urban forest**. The benefits of urban trees 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. A well-maintained and well-planned urban forest enhances the community's livability, its character, and its quality of life.

Trees in Kansas come under extraordinary stress, from ice storms, drought, hot and cold spells, and insect and disease outbreaks—particularly diseases affecting pines and ash trees. Also, many of the wonderful mature trees that were planted along streets and in parks during the early years of development in Kansas cities are now nearing the ends of their lives.

Under Kansas statute K.S.A. 12-3201 *et seq.*, cities are authorized to regulate the planting, maintenance, treatment, and removal of trees and shrubbery on all street and alley rights-of-way. Abutting property owners hold "title to and property in" any trees and shrubbery in the planting strip between the property line (which is typically along the back edge of the sidewalk) and the back-of-curb line. Property owners can recover damages to such trees, and initiate actions to prevent their destruction. Cities can designate allowable street trees in the planting strip. 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.

Planning for Trees

Many trees in Winfield's parks and along the City's public streets are reaching the end of their life spans, and safety considerations will require the removal of many of them during the 20-year span of this Plan. Planting replacement trees will improve the City's esthetic quality and enhance the character of the community's public greenspaces.

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, budget at least \$2 per capita annually on urban forestry, and celebrate Arbor Day. Winfield has participated in the program since 1981. More information on the Tree City USA program is available at www.arborday.org.

The City of Winfield has had a **Tree Board** since 1973, which helps provide the leadership and long-term focus necessary to sustain a healthy urban forest. The nine-member Board was established by a City ordinance, which describes the terms of office and responsibilities of members. A Tree Board typically advises the governing body on tree related issues, prepares a City Tree Plan, initiates tree planting and maintenance projects, and works to educate the public on the benefits of trees.

Consider implementing a comprehensive **City Tree Plan**, for ongoing care and replacement of trees on public properties. The first step would be to conduct a baseline study of the City's existing trees, establishing their species, size, and condition. Also identify locations where new trees are needed, and establish a list of tree species and varieties suitable for Winfield's climate.

For information on other helpful organizations, and on funding programs 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 vicinity.

Winfield's development is influenced primarily by **railroad and highway routes**, which will be covered in more detail in the Transportation chapter, and by the **levee system** that protects all of downtown and a large portion of the rest of the City's developed area from flooding.

Winfield's major utilities infrastructure is located appropriately in public, commercial, or industrial areas. The **Water Treatment Plant** is on high ground at the north edge of town, adjacent to the Winfield Correctional Facility. The **Wastewater Treatment Plant** is on low ground at the south end of town, adjacent to the Walmart/Dillons commercial area. One **Power Plant** is on West 14th Avenue south of the Fairgrounds, and the other is on East 12th Avenue, adjacent to the large industrial facilities in the southeast part of town.

Strother Airport and its associated industrial area are far enough south of the city that neither its flight operations nor its industry have any significant impact on development in the main part of Winfield.

Winfield Dam and Winfield City Lake The most obvious man-made physical feature within the city limits is the 1.5 square mile Winfield City Lake. Annexation of the lake and enough land around it to protect its water quality accounts for nearly a third of the area of the City of Winfield. Continued protection of this critical resource is an essential and ongoing planning goal.

CHAPTER 6. Demographics

Understanding the physical, social and economic characteristics of people in Winfield helps community leaders develop policies to effectively meet residents' needs. Such an analysis also provides a foundation for estimating the size and characteristics of the city's potential future population, which is a necessary step for predicting Winfield's planning, infrastructure and development needs over the next two decades.

Census Data

Demographic data in this Comprehensive Plan is from the *2010 Census* and the *2013-2017 American Community Survey 5-Year Estimates* (ACS). The U.S. Census is taken only once every ten years, and though the Census will be taken in 2020, the data will not be available until more than a year later—too late to be available for this Plan. The ACS is also administered by the Census Bureau, and provides updates in the years between censuses.

The ACS, which has replaced the Census long form, provides more detailed and more current information than the decennial census. However, since the ACS is based on a smaller sample size, if at any point there is a discrepancy between the two sources, information from the Census is regarded as the official data.

Population information is available in more detail from the [U.S. Census Bureau Explore Census Data](#) website, where typing in the name of a place brings up an overview of available data for that location, with links to the complete data tables. More detailed Kansas information, including historical demographic data, is available from the [University of Kansas Institute for Policy & Social Research](#).

Census Definitions Certain terms used in the following chapters are defined precisely by the Census Bureau, with differences from standard usage which have significant implications for correctly understanding the data.

Housing Unit: A house, apartment, mobile home, a group of rooms, a single room occupied as a separate living quarter, or vacant units intended for occupancy.

Separate living quarters are those in which the occupants do not live and eat with other persons in the structure, and which have direct access to their unit from the outside of the building or via a common hall—as opposed to **group quarters** such as college dormitories, skilled nursing facilities, or correctional facilities.

Family: A family consists of two or more people who are related by blood or marriage residing in the same housing unit.

Household: 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".

Population Trends

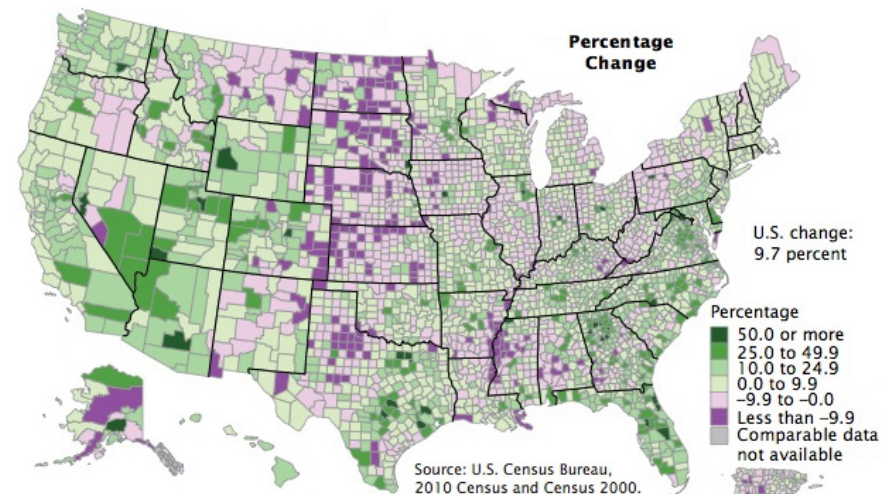
After the American population boom in the post-World War II era, rates of growth became more stable during the fifty years from 1960 to 2010. As detailed in the following table, the population of the United States has been growing by an average of about 11.5% per decade for the last fifty years, while Kansas has been growing by only about 5.6%. During that same time frame, Cowley County's population has been *decreasing* by an average of 0.7% per decade. Such a small rate of decrease is actually better than many rural counties in America's heartland are managing to do.

	U.S.		Kansas		Cowley County	
	Population	% Change	Population	% Change	Population	% Change
1950	151,325,798		1,905,299		36,905	
1960	179,323,175	18.5%	2,178,611	14.3%	37,861	2.6%
1970	203,211,926	13.3%	2,246,578	3.1%	35,012	-7.5%
1980	226,545,805	11.5%	2,363,679	5.2%	36,824	5.2%
1990	248,709,873	9.8%	2,477,574	4.8%	36,915	0.2%
2000	281,421,906	13.2%	2,688,418	8.5%	36,291	-1.7%
2010	308,745,538	9.7%	2,853,118	6.1%	36,311	0.1%
AVG		11.5%		5.6%		-0.7%

National Population Trends

Recent national population trends show people moving from rural areas to cities, and from the northeastern and central parts of the nation to the south and west. The Great Plains in particular are losing population to other parts of the country.

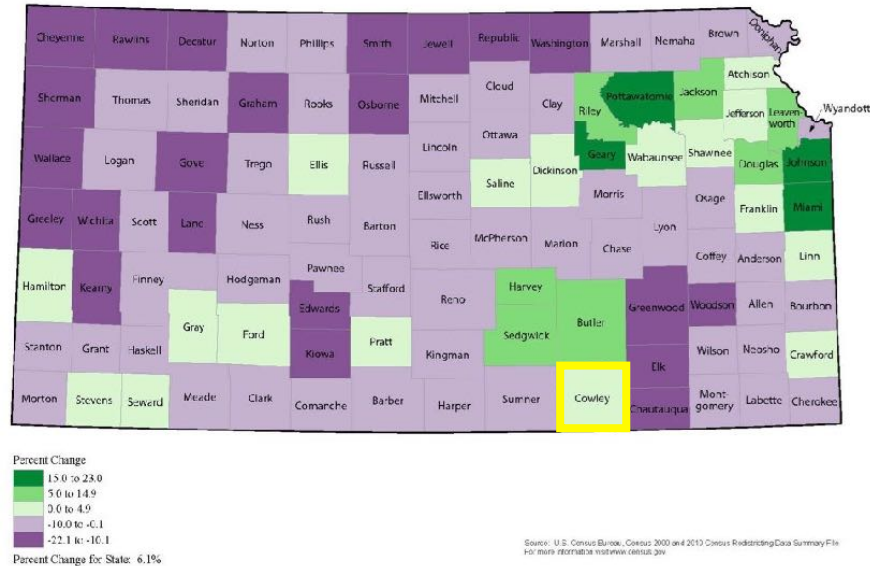
The following map shows the percentage of population change between 2000 and 2010, for each county in the country. Green shades indicate growth; purple shades indicate population loss; the darker the color, the more intense the change. Dark purple indicates counties which lost at least 10% of their population in one decade.



Kansas Population Trends

A similar map for the state of Kansas shows that most population growth in the last decade has taken place around Wichita, and in the northeastern part of the state—around Kansas City, Topeka, and the university towns of Lawrence and Manhattan. Between 2000 and 2010, Cowley County's population increased, but only by one tenth of one percent (0.1%). Still, that puts Cowley County well ahead of most counties in Kansas.

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

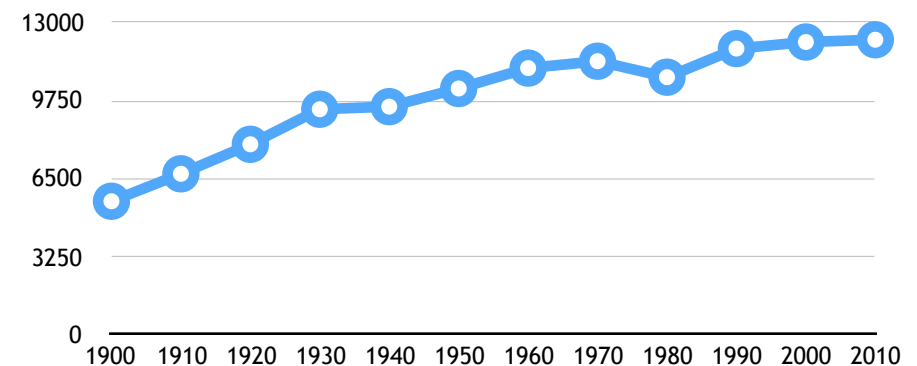


Population Change 2000-2010	number of counties	percentage of 105 counties in Kansas
Gain — 15.0% to 23.0%	4	3.8%
Gain — 5.0% to 14.9%	7	6.7%
Gain — 0.0% to 4.9%	17	16.2%
Loss — 10.0% to 0.1%	55	52.4%
Loss — 22.1% to 10.1%	22	21.0%

Winfield's Population History

Winfield					
Census	Population	% Change	Census	Population	% Change
1900	5,554	—	1960	11,117	8.3%
1910	6,700	20.6%	1970	11,405	2.6%
1920	7,933	18.4%	1980	10,736	-5.9%
1930	9,398	18.5%	1990	11,931	11.1%
1940	9,506	1.1%	2000	12,206	2.3%
1950	10,264	8.0%	2010	12,301	0.8%

Since the first Census data was collected in 1900, the census population for the City of Winfield has ranged from a low of 5,554 in 1900, to a high of 12,301 in 2010. The City's population shows a generally upward trend, except for a population plateau in the Great Depression of the 1930s, and a population loss of 5.9% in the 1970s. After a large 11.1% increase in the 1980s, the City's rate of population increase has declined, and between 2000 and 2010 was just 0.8%.



According to the 2013-2017 American Community Survey 5-Year Estimates, Winfield's population was 12,180 people.

Future Population

Many social and economic variables can affect the patterns of change over time in a community's population. Nevertheless, a reasonably accurate idea of a community's future population is an essential foundation for making planning decisions, because changes in population affect requirements for everything from police services to housing construction to sewage treatment capacity.

Making an accurate estimate for the future population of a small city is especially difficult, since a small change in absolute numbers can represent a substantial percentage of population change.

Over this Plan's 20-year period, City leaders will work toward a **goal of increasing Winfield's population**. Given that the long-term trend for this region of Kansas is population *decrease*, this is a challenging but reasonable goal.

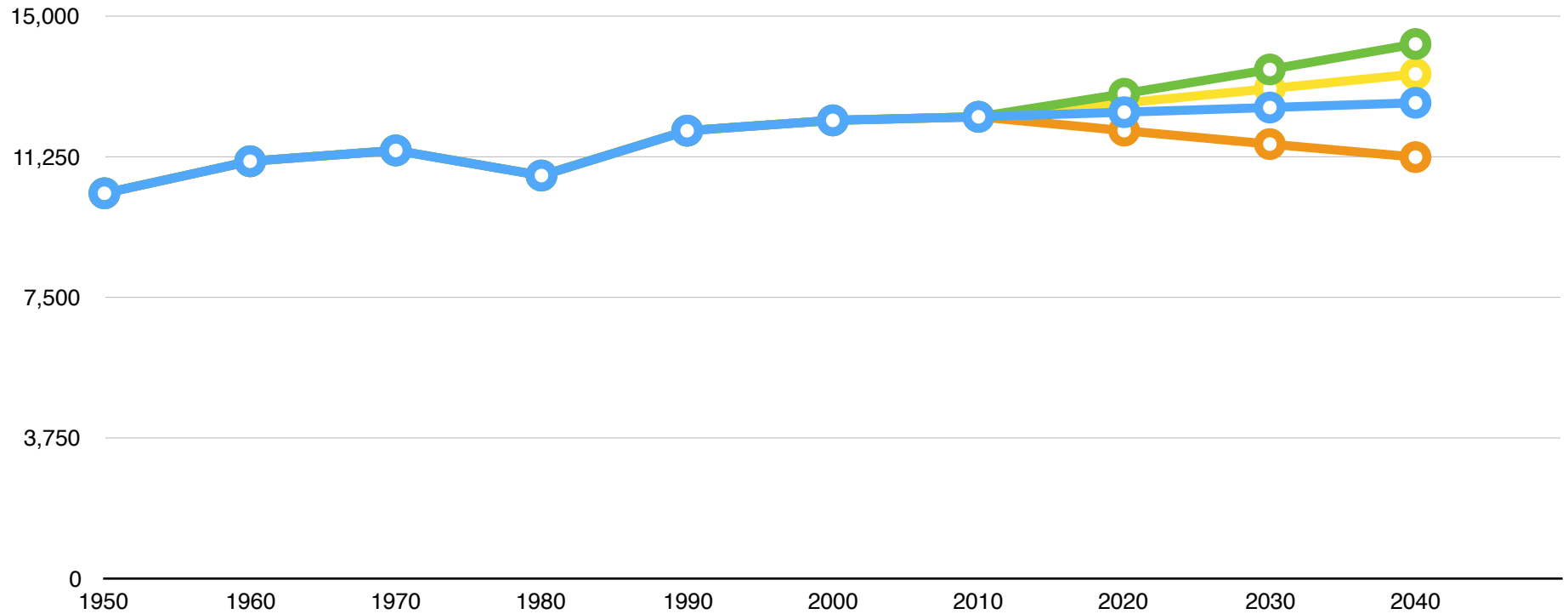
According to the 2010 Census, Winfield's population in July of that year was 12,301—the City's largest population ever. In the six decades since the 1950 census, Winfield has gained an average of 3.2% in population per decade.

Winfield		
Census	Population	% Change
1900	5,554	—
1910	6,700	20.6%
1920	7,933	18.4%
1930	9,398	18.5%
1940	9,506	1.1%
1950	10,264	8.0%
1960	11,117	8.3%
1970	11,405	2.6%
1980	10,736	-5.9%
1990	11,931	11.1%
2000	12,206	2.3%
2010	12,301	0.8%
Average per decade		3.2%

The following table and the graph on the following page show what Winfield's 2040 population would be under various potential rates of population change—a loss of 3% per decade, or gains of 1%, 3% or 5% per decade.

Future Population at Various Rates of Change				
Census	-3%	+1%	+3%	+5%
2010	12,301	12,301	12,301	12,301
2020	11,932	12,424	12,670	12,916
2030	11,574	12,548	13,050	13,562
2040	11,227	12,674	13,442	14,240

Winfield Comprehensive Development Plan 2020-2040



A city has three basic strategic options for increasing its population, all of which should be pursued as appropriate: **retain existing residents, attract new residents, and annex additional residents.**

Important factors that allow a community to attract and retain residents include good-quality housing at a variety of price points and in a variety of types, good schools and parks, community amenities that enhance quality of life, sufficient child-care options, business creation opportunities, and employment opportunities.

Population Data – U.S. Census Bureau

This section includes information on Winfield's demographics and social characteristics. Data is from the *2013-2017 American Community Survey 5-Year Estimates*.

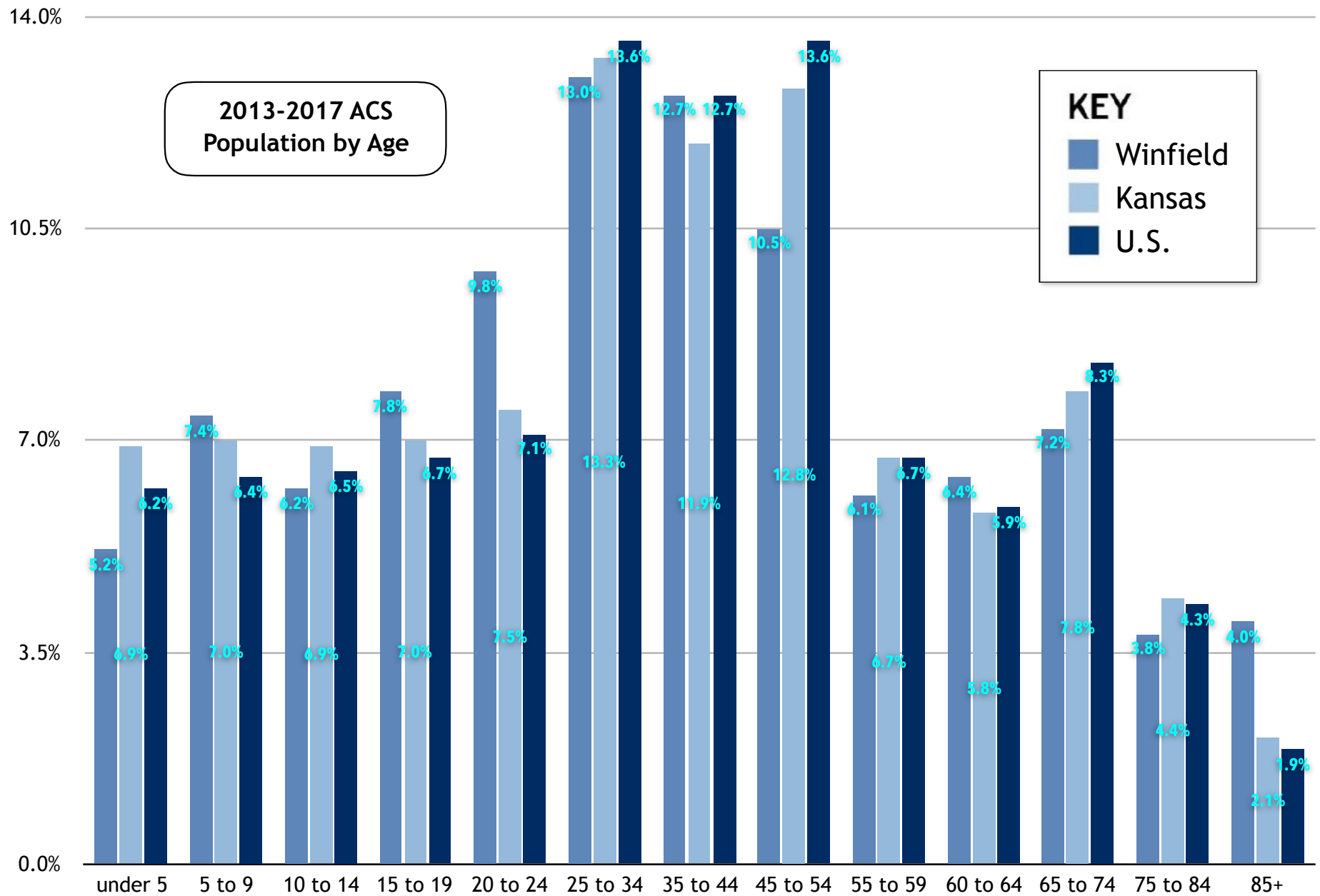
The adjacent table contains information which is useful primarily when viewed in comparison to the same data from other geographic areas. For instance, Winfield has unusually high percentages of both males and veterans, which may be influenced by the presence of the Veterans Home and the Correctional Facility. Winfield is racially diverse by Kansas standards, but has a relatively low percentage of Hispanics. The support provided by a variety of medical and retirement facilities may account for the high percentage of disabled people. Compared to the state and the nation, Winfield's average **household** size is notably larger, and its average **family** size is notably smaller.

- **Citizenship** Out of a total population of 12,180 people in Winfield, 95.8% were born in the U.S., and 0.5% were born either in U.S. territories or to American parents abroad. Of the 450 foreign-born residents in Winfield, 211 are naturalized U.S. citizens, and 239 are not U.S. citizens.
- **Disability** Of the total civilian non-institutionalized population in Winfield (11,207 individuals), 1,846 people (16.5%) have a disability. Of those 1,846 disabled people, 157 (8.5%) are under 18 years of age, 1,020 (55.3%) are between 18 and 64 years in age, and 669 (36.2%) are 65 years of age or older.

	City of Winfield	Cowley County	Kansas	U.S.
% Male	52.6%	50.3%	49.8%	49.2%
% Female	47.4%	49.7%	50.2%	50.8%
Median Age (in years)	35.3	38.2	36.2	37.7
Average Household Size	3.03	2.45	2.53	2.64
Average Family Size	2.50	2.98	3.12	3.24
Households with 1 or more people under 18 years	34.4%	31.6%	32.3%	32.0%
Households with 1 or more people 65 years and over	27.2%	30.4%	25.8%	27.4%
% Veterans (now civilians)	10.4%	9.3%	8.9%	8.0%
% White	84.2%	88.2%	88.2%	76.0%
% Hispanic or Latino	8.1%	10.6%	11.3%	17.3%
% Foreign Born	3.7%	3.5%	6.9%	13.2%
% Disabled (civilian, non-institutionalized)	16.5%	16.1%	12.5%	12.5%

Population by Age / Age Distribution The chart on the following page shows the percentage of each age category for Winfield residents, compared to figures for Kansas and the United States.

Winfield Comprehensive Development Plan 2020-2040



Winfield Comprehensive Development Plan 2020-2040

Winfield's population is generally well balanced among age cohorts. The numbers of preschool children and 45-to 54-year-olds are lower than state and national percentages. The percentages for 15-to-24-year-olds are high, likely because of Winfield's college population. The numbers of those over 85 years old are more than double the national average, probably due to the community's high-quality retirement facilities.

Households & Families in Winfield		
Family Households	2,763	64.6%
<i>Married couple</i>	<i>2029</i>	<i>47.5%</i>
<i>Male householder with no spouse present, with family</i>	<i>255</i>	<i>6.0%</i>
<i>Female householder with no spouse present, with family</i>	<i>479</i>	<i>11.2%</i>
Non-Family Households	1,511	35.4%
<i>Householder living alone (under 65 years)</i>	<i>625</i>	<i>14.6%</i>
<i>Householder living alone (65 years and over)</i>	<i>574</i>	<i>13.4%</i>
<i>Other non-family households</i>	<i>312</i>	<i>7.3%</i>
TOTAL HOUSEHOLDS	4,274	

- **Children / Seniors** Out of 4,274 households in Winfield, 1,470 (34.4%) had children under 18 years of age in the household, and 1,162 (27.2%) had individuals 65 years of age or older in the household.
- **Single-parent Families** Out of 1,267 family households where adults are living with their own children under 18 years of age, 498 families (39.3%) were single householders with no spouse present.
- **Never Married** Of people in Winfield 15 years old or older, 30.9% have never married. The proportion of Americans who have never married has been increasing across all age categories in recent decades.
- **Living Arrangements** In Winfield, 8,679 individuals live in family households, 2,023 individuals live in non-family households, and 1,478 people live in group quarters. (Group quarters include college dormitories, nursing homes, and correctional facilities.
- **Single-person Households** Out of 4,274 households in Winfield, 1,199 (28.1%) are single-person households—14.7% with a householder under 65 years of age, and 13.4% with a householder 65 years of age or older.

These figures have significant planning implications for both housing needs and social services.

Winfield Comprehensive Development Plan 2020-2040

Winfield Educational Attainment (25 years old and over)		
Less than 9th grade	297	3.8%
9th to 12th grade, no diploma	508	6.6%
High school graduate (including equivalency)	2,547	32.9%
Some college, no degree	1,989	25.7%
Associate's degree	752	9.7%
Bachelor's degree	1,074	13.9%
Graduate or professional degree	582	7.5%
Total	7,749	100.0%

- Of people in Winfield 25 years old or older, 89.6% had a high school degree or higher, compared to 90.5% in Kansas, and 87.3% nationally.
- Of people in Winfield 25 years old or older, 21.4% had a bachelor's degree or higher, compared to 32.3% in Kansas, and 30.9% nationally.

CHAPTER 7. Housing

The variety and quality of housing options available in Winfield have a powerful impact on the community's quality of life, and on whether or not homeowners choose to move to or remain in the City.

In the main part of the City (excluding the part around the Lake), residential land use covers more acreage (33%) than any other category of Winfield's developed urban land, and is the second largest category of land use (after agriculture) in the Planning Area.

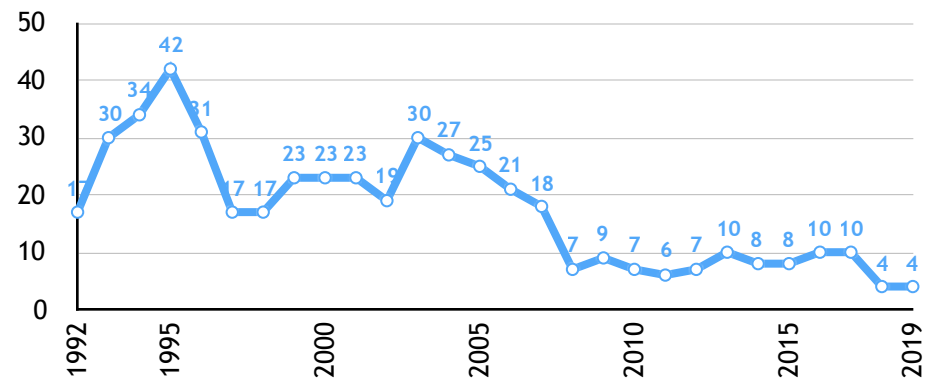
Residential properties are a major source for the City's tax revenues, but the economic importance of housing is not confined to the tax structure. A healthy housing market benefits many businesses—including construction, real estate, insurance, banking, building materials, design, and many retailers. As a result of the multiplier effect, the exchange of money for these services and supplies enhances the area's total economic environment. **A sufficient, diverse, and high-quality housing supply also increases the opportunity to attract new businesses and their employees.**

A house is usually the largest single investment for a family or individual, and a home and its neighborhood are a source of great influence on household happiness. While a nice house does not guarantee a happy home life, a house which is unsuitable or which does not function properly for its residents can certainly increase chronic stress levels. Houses that are difficult to maintain can generate financial concerns and physical discomfort.

Young adults, families with children, singles, couples, empty nesters and retirees all need housing suited to their particular requirements—and if it is not available locally, they will often consider moving to another community to find it.

Housing was identified as an important issue for Winfield in both the 1975 and 1993 Comprehensive Plans. Since then, it has become an ever more significant factor, as the existing housing stock has continued to age, and the number of new housing starts has continued to decline.

Building Permits Issued per Year in Winfield for Single-Family Houses



In 2014, a **Comprehensive Housing Study** was prepared for Cowley First by community planning and research firm Hanna:Keelan Associates, P.C. of Lincoln, Nebraska. It estimated 5-year housing needs for Cowley County as a whole, and for certain cities in the County, including Winfield. A list of housing goals and action steps was provided, and although the Study's ambitious goals for 2019 were not met, it is still an excellent source of strategies for improving the availability of a variety of housing types in Winfield.

Housing information in this chapter comes from the U.S. Census Bureau, and from the results of the *Winfield Community Questionnaire* which was conducted as part of this Comprehensive Plan.

Housing Data — U.S. Census Bureau

This section gives an overall picture of the housing situation in the City of Winfield, based primarily on Information from the *2013-2017 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.

Housing information is available in more detail from the [U.S. Census Bureau Explore Census Data](#) website, where typing in the name of a place brings up an overview of available data for that location, with links to the complete data tables. More detailed Kansas information is available from the [University of Kansas Institute for Policy & Social Research](#).

Census Definitions

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 buildings such as dormitories, nursing homes, hospitals or correctional facilities in their count of housing units; such buildings are defined as "Group Quarters", and are counted separately.

Group Quarters: A place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization which provides housing and/or services for the residents. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, and correctional facilities.

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* (ACS). The ACS, which has replaced the Census long form, provides more detailed and more current information. However, since the ACS is based on a smaller sample size, if at any point there is a discrepancy between the two sources, information from the Census is regarded as the official data.

Data in this section is from the *2013-2017 American Community Survey 5-Year Estimates*.

- **Occupancy** Out of 5,035 housing units in Winfield, 4,274 (84.9%) were occupied and 761 (15.1%) were vacant. Of the 4,274 occupied units, 2,523 (59.0%) were owner-occupied, and 1,751 (41.0%) were renter-occupied.

Persons per Household	All Occupied Housing Units (5,035)	Owner-occupied Housing Units (2,523)	Renter-occupied Housing Units (1,751)
1-person	28.1%	24.5%	33.2%
2-person	33.3%	41.1%	22.2%
3-person	15.1%	14.0%	16.7%
4 or more-person	23.5%	20.5%	27.9%

- **Household Size** The average household size of owner-occupied units was 2.48 persons. The average household size of renter-occupied units was 2.54 persons.

Planning for Smaller Households Over a quarter of Winfield's occupied housing units contain single-person households, and another third contain just two people. **Plan to provide a wide array of housing options for these smaller households, since together they occupy 61.4% of the housing units in Winfield.**

Winfield Comprehensive Development Plan 2020-2040

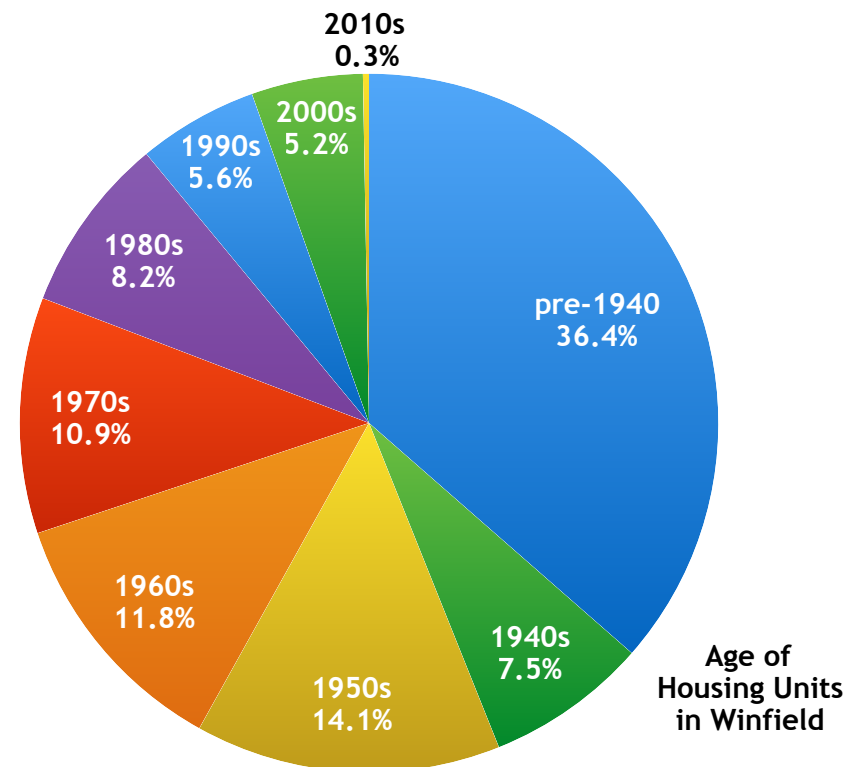
Housing Types	Number	Percentage
Single, detached	3,895	77.4%
Single, attached	64	1.3%
2 units (duplex)	132	2.6%
3 or 4 units	186	3.7%
5 to 9 units	113	2.2%
10 to 19 units	27	0.5%
20 or more units	330	6.6%
Mobile Home	288	5.7%
TOTAL HOUSING UNITS	5,035	100.0%

Housing Types Winfield has a wide array of housing types, but over three quarters of its housing units are single-household detached homes.

Age of Housing Units			
Year Built	Age Range (in 2019)	Number	Percentage
Built 1939 or earlier	≥80 years old	1,835	36.4%
Built in 1940s	70 to 79 years old	377	7.5%
Built in 1950s	60 to 69 years old	712	14.1%
Built in 1960s	50 to 59 years old	595	11.8%
Built in 1970s	40 to 49 years old	550	10.9%
Built in 1980s	30 to 39 years old	412	8.2%
Built in 1990s	20 to 29 years old	280	5.6%
Built in 2000s	10 to 19 years old	260	5.2%
Built 2010 or later	≤10 years old	14	0.3%
TOTAL HOUSING UNITS		5,035	100.0%

Age of Housing Units 70% of Winfield's houses are more than 50 years old, and over a third of are more than 80 years old. When they are well maintained, older homes can help give a community continuity and character, but if they are allowed to fall into disrepair, they can become a source of blight.

Levels of residential construction in Winfield began to decline in the 1980s, a decline exacerbated when the housing bubble of the early 2000s burst in 2006, and residential construction nationwide screeched to a virtual halt. While most communities recovered from the housing bust during the ensuing decade, Winfield did not. Very few housing starts occurred in Winfield in the 2010s.



Winfield Comprehensive Development Plan 2020-2040

Year Householder Moved into Housing Unit		
Moved in	number	percent
1979 or earlier	321	7.5%
1980 to 1989	289	6.8%
1990 to 1999	663	15.5%
2000 to 2009	963	22.5%
2010 or later	2,038	47.7%
TOTALS	4,274	100%

Years of Occupancy Of Winfield's 5,035 occupied housing units, nearly half have residents who moved in within the last ten years. About 14% of Winfield's occupied housing units have residents who have lived there for more than thirty years.

Bedrooms per Housing Unit	number	percent
0	75	1.5%
1	584	11.6%
2	1,326	26.3%
3	2,010	39.9%
4	744	14.8%
5 or more	296	5.9%
TOTALS	5,035	100%

Bedrooms For many years, the real estate industry has used the number of bedrooms per house as a key factor in marketing homes. A 3-bedroom house has been considered the standard starter home for a typical family; nearly 40% of Winfield's housing stock falls into this category.

However, as household sizes continue to fall, and one- or two-person households become the norm, smaller houses are becoming more and more marketable, especially in walkable neighborhoods.

Value of Owner-occupied Housing Units	Number	Percentage
Less than \$50,000	485	19.2%
\$50,000 to \$99,999	984	39.0%
\$100,000 to \$149,999	538	21.3%
\$150,000 to \$199,999	298	11.8%
\$200,000 to \$299,999	183	7.3%
\$300,000 to \$499,999	35	1.4%
TOTAL OWNER-OCCUPIED HOUSING UNITS	2,523	100.0%

- **Median Value** The median value of owner-occupied housing units in Winfield was \$88,100.

Value Just over 60% of Winfield's owner-occupied housing units are between \$50,000 and \$150,000 in value.

Winfield Comprehensive Development Plan 2020-2040

**Selected Monthly Owner Costs –
Housing Units WITH a Mortgage**

	number	percent
Less than \$500	37	2.6%
\$500 to \$999	637	44.4%
\$1000 to \$1499	518	36.1%
\$1500 to \$1999	183	12.8%
\$2000 to \$2499	49	3.4%
\$2500 to \$2999	0	0.0%
\$3000 or more	11	0.8%
TOTALS	1,435	100%

**Selected Monthly Owner Costs –
Housing Units WITHOUT a Mortgage**

	number	percent
Less than \$250	180	16.5%
\$250 to \$399	272	25.0%
\$400 to \$599	314	28.9%
\$600 to \$799	212	19.5%
\$800 to \$999	104	9.6%
\$1000 or more	6	0.6%
TOTALS	1,088	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. Of those with a mortgage, the majority (80.5%) paid between \$500 and \$1499 per month in owner costs. Of those without a mortgage, almost 54% paid between \$250 and \$599 per month in owner costs.

- **Mortgages** Out of the 2,523 owner-occupied housing units in Winfield, 1,435 (56.9%) had a mortgage, and 1,088 (43.1%) did not.
- **Monthly Cost** The median monthly owner cost for housing units with a mortgage was \$1,029, and for housing units without a mortgage was \$451.

Housing Costs as a Percent of Income People paying a very high percentage of their income in housing costs are often people with a very low household income, such as students or elderly people on a fixed income.

**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%	—	—	420	38.6%
10 to 14.9%	—	—	277	25.5%
15 to 19.9%	—	—	106	9.7%
less than 20%	920	64.1%	—	—
20% to 24.9%	160	11.1%	82	7.5%
25% to 29.9%	129	9.0%	44	4.0%
30% to 34.9%	33	2.3%	34	3.1%
35% or more	193	13.4%	125	11.5%
TOTALS	1,435	100%	1,088	100%

Winfield Comprehensive Development Plan 2020-2040

Gross Rent in Occupied Units	Number	Percentage
Less than \$500	313	18.8%
\$500 to \$999	1045	62.6%
\$1000 to \$1499	217	13.0%
\$1500 to \$1999	75	4.5%
\$2000 to \$2499	10	0.6%
\$2500 to \$2999	9	0.5%
TOTAL OCCUPIED RENTAL UNITS receiving rent	1,669	100.0%

Rental Rates Of Winfield's 1,751 occupied rental units, 1,669 (95.3%) had tenants who paid rent, and 82 units (4.7%) were occupied by people who paid no rent.

- **Median Rent** The median rental rate of Winfield's occupied rental units being paid rent was \$691 per month.

Gross Rent as a Percentage of Household Income		
Percentage of Income	Households	
	number	percent
less than 15%	328	20.5%
15% to 19.9%	143	8.9%
20% to 24.9%	149	9.3%
25% to 29.9%	246	15.4%
30% to 34.9%	187	11.7%
35% or more	549	34.3%
TOTALS	1,602	100%
not computed (no rent paid or no income)	149	39%

Rental Costs as a Percent of Income 39% of renters in Winfield paid less than 25% of their household income per month in housing costs. More than a third (34.3%) of Winfield tenants are paying more than 35% of their income on rent; they are likely people with a very low household income, such as students or elderly people on a fixed income.

HOUSING DATA FROM THE 2010 CENSUS

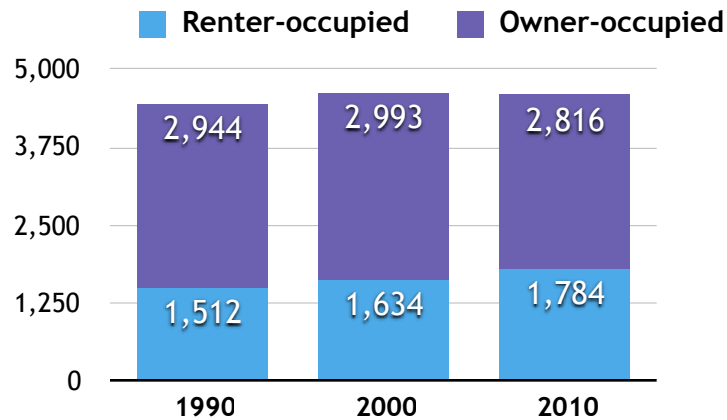
The data on housing that was collected by the 2010 Census is very limited, but it takes precedence over the more extensive and detailed data collected from the *2013-2017 American Community Survey 5-Year Estimates*.

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 5,217 **total housing units** in Winfield, 4,600 (88.2%) were **occupied**, and 617 (11.8%) were **vacant**.
- Of the 4,600 **occupied housing units** in Winfield, 2,816 (61.2%) were **owner-occupied**, and 1,784 (38.8%) were **renter-occupied**.
- Of the 4,600 households in Winfield, 2,848 (61.9%) were **family households**, and 1,752 (38.1%) were **non-family households** (including people living alone).
- The **average household size** in Winfield is **2.37** people per household.
- The **average family size** in Winfield is **2.98** people per family household.

WINFIELD RENTALS OVER TIME

US Census records show that, as time has passed, the percentage of renter-occupied housing units in Winfield has been growing—from 33.9% in 1990, to 35.3% in 2000, to 38.8% in 2010.



However, rental percentage in and of itself is not necessarily a problem. Differences in lifestyle and in demographics may account for this change, as more young adults and more empty-nesters choose to rent rather than buy. Having a variety of good quality rental options available in Winfield is actually an advantage to the community.

Instead, the concern about rentals is focused on the percentage of single-household homes that are moving from resident-ownership to rental properties, particularly in older neighborhoods. Again, this is not automatically a problem—if the landlord maintains the property at least as well as a homeowner would. Unfortunately, this is often not the case.

The following table shows single-household detached homes as a percentage of all occupied housing units, and **renter-occupied single-household detached homes as a percentage of all occupied single-household detached homes**.

WINFIELD RENTAL UNITS OVER TIME					
ACS	Occupied Housing Units				
	TOTAL	single-household detached		renter-occupied single-household detached	
2010	4,611	3,629	78.7%	820	22.6%
2011	4,601	3,681	80.0%	773	21.0%
2012	4,737	3,647	77.0%	805	22.1%
2013	4,557	3,550	77.9%	355	10.0%
2014	4,489	3,506	78.1%	797	22.7%
2015	4,458	3,522	79.0%	924	26.2%
2016	4,526	3,539	78.2%	1,051	29.7%
2017	4,274	3,361	78.6%	976	29.0%
2018	4,361	3,484	79.9%	1,092	31.3%

Between 2010 and 2018, the percentage of single-household detached houses in Winfield held relatively steady—ranging from 77% to 80%, with an average of 78.6% annually. In that same time frame, the **percentage of Winfield's single-household detached houses that were renter-occupied** went from 22.6% to 31.3—an increase of 8.7% over 9 years.

Housing Data – Community Questionnaire

Housing Availability & Quality

The two tables below shows the responses received on the 2019 Community Questionnaire, when Winfield area residents were asked how they would rate the availability and the quality of various housing types in Winfield.

HOUSING AVAILABILITY	Ample		Adequate		Inadequate		Don't Know	
Low-income Housing	105	15.4%	272	39.9%	304	44.6%	234	25.6%
Middle-income Housing	72	9.3%	419	53.9%	287	36.9%	131	14.4%
High-income Housing	291	41.5%	369	52.6%	42	6.0%	208	22.9%
Downtown Lofts	28	5.8%	123	25.4%	334	68.9%	417	46.2%
Townhomes	25	5.1%	221	45.5%	240	49.4%	412	45.9%
Patio Homes	32	6.9%	228	49.2%	203	43.8%	431	48.2%
Apartments	69	10.2%	314	46.4%	294	43.4%	225	24.9%
Newer Single-household Houses <i>(built 1970 or after)</i>	102	14.6%	432	61.6%	167	23.8%	203	22.5%
Manufactured / Mobile Homes	106	19.9%	319	60.0%	107	20.1%	365	40.7%
Older Single-household Houses <i>(built before 1970)</i>	219	29.8%	466	63.4%	50	6.8%	172	19.0%

HOUSING QUALITY	High		Average		Low		Don't Know	
Low-income Housing	47	6.7%	267	38.1%	386	55.1%	207	22.8%
Middle-income Housing	51	6.7%	475	62.3%	236	31.0%	141	15.6%
High-income Housing	250	36.5%	401	58.5%	34	5.0%	216	24.0%
Downtown Lofts	22	5.7%	164	42.4%	201	51.9%	506	56.7%
Manufactured / Mobile Homes	29	5.4%	246	45.7%	263	48.9%	361	40.2%
Apartments	39	6.3%	325	52.3%	258	41.5%	280	31.0%
Older Single-household Houses <i>(built before 1970)</i>	63	8.9%	439	62.0%	206	29.1%	194	21.5%
Townhomes	45	10.8%	250	60.1%	121	29.1%	479	53.5%
Patio Homes	58	13.7%	258	61.0%	107	25.3%	472	52.7%
Newer Single-household Houses <i>(built 1970 or after)</i>	103	15.1%	501	73.4%	79	11.6%	212	23.7%

Winfield Comprehensive Development Plan 2020-2040

The table below shows the responses received on the 2019 Community Questionnaire, when Winfield area residents were asked how they would rate the availability of quality retirement-appropriate housing in Winfield, in various categories.

RETIREMENT-APPROPRIATE HOUSING	Ample		Adequate		Inadequate		Don't Know	
Low-income Housing	44	8.5%	182	35.3%	289	56.1%	386	42.8%
Middle-income Housing	34	6.5%	253	48.5%	235	45.0%	376	41.9%
High-income Housing	105	22.1%	265	55.8%	105	22.1%	422	47.0%
Houses	44	8.8%	257	51.2%	201	40.0%	390	43.7%
Apartments	42	8.6%	212	43.3%	236	48.2%	402	45.1%
Single-household Houses	45	9.0%	257	51.6%	196	39.4%	390	43.9%

The following table shows the responses received on the 2019 Community Questionnaire, when Winfield area residents were asked: "In recent years, there has been little private investment in housing in Winfield. Should the City invest more resources to encourage development of new housing?"

City Investment in New Housing?					
Yes		No		I Don't Know	
514	72%	195	28%	194	21%

The following table shows the responses received when Winfield area residents were asked: "Should the City increase efforts to encourage preservation of older houses in Winfield, in order to maintain the character of older residential neighborhoods?"

Encourage Preservation of Older Houses?					
Yes		No		I Don't Know	
753	91%	75	9%	86	9%

The following table shows the responses received when Winfield area residents were asked: "Should the City increase efforts to encourage homeowners, including landlords, to maintain their property, in order to maintain the quality of residential neighborhoods?"

Encourage Owners to Maintain Their Property?					
Yes		No		I Don't Know	
848	96%	38	4%	36	4%

The following table shows the responses received when Winfield area residents were asked: "Should the City invest more resources toward demolition of abandoned or dilapidated properties?"

Demolish abandoned or dilapidated properties?					
Yes		No		I Don't Know	
758	93%	56	7%	105	11%

These responses indicate powerful public support for local government action to preserve historic housing, improve neighborhoods, and help to develop new housing in Winfield.

CHAPTER 8. Economy

In this chapter, information on local employers comes from the Cowley County Economic Development Department. Other socioeconomic information is from the U.S. Census Bureau, and from the results of the Winfield Community Questionnaire which was conducted as part of this Comprehensive Plan.

Major Local Employers

The adjacent table lists major employers in the Winfield area, in order of their approximate number of employees as of early 2020. Businesses shown in cells with a tan background are located at Strother Field.

In addition to the employers shown in the table, other Winfield area employers include Clock's Medical Supply, Coca-Cola Bottling, Ferguson Enterprises, Fluid Kinetics, Nelson Machine & Welding, Midwest Composites, Norton Enterprises, RobotZone/ServoCity, and Schwan's. Other Strother Field employers include Ark Valley Distributing and Greif, Inc.

Major employers both affect and are affected by a wide variety of planning decisions, especially regarding housing, and should be explicitly included in the discussion to develop this Plan's short-term and long-term community goals.

Major Employers in Winfield		
Employer	Product or Service	Employees
Newell Rubbermaid	plastic blowmolding	800
GE Aviation	aircraft engine maintenance	750
USD 465	education	625
William Newton Memorial Hospital	hospital & outpatient services	310
Silgan Dispensing Systems	plastics	276
Southwestern College-214	education	214
Winfield Correctional Facility	Department of Corrections	200
Western Industries	plastic blowmolding	195
City of Winfield	municipal government	170
Kansas Veterans Home	health & long-term care	167
Cowley County	county government	154
Galaxy Technologies	tool & die	153
Husky Liners, Inc.	cargo liners	150
S & Y Industries	Printed Circuit Boards	100
Twin Rivers Developmental Supports	developmental disabilities services	77
Webster Combustion	burners & steel fabrication	63
Columbia Elevator	manufactures elevators cabs	60
Morton Buildings	metal buildings	48
Vector Tooling Technologies	tool design & manufacturing	47

Economic Data — U.S. Census Bureau

The Census Bureau's *American Community Survey* (ACS) has replaced the Census long form. The ACS gathers data continuously, providing more current economic information than the decennial Census. Census data is available on the [Explore Census Data](#) website.

Census data in this section is from the *2013-2017 American Community Survey 5-Year Estimates*. Much of the Census data is **useful primarily when compared to the same data for other geographic areas**, typically the county, state and nation.

Note that Census information in this section applies only to people living *within* the city limits of Winfield, and does not include data on those living in the Winfield Planning Area. Therefore, the extensive agricultural component of the local economy may not appear proportionately in the data shown for the City, but may be inferred from the data for Cowley County.

Annual Per Capita Income

"Income" includes not just earnings, but also income from other sources, such as investments, Social Security or Supplemental Security, retirement accounts, or public assistance.

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 most useful when compared to the same datum for other places, and should not be construed as an accurate representation of actual income for a typical Winfield wage or salary earner.

Annual Per Capita Income	
United States	\$31,177
Kansas	\$29,600
Cowley County	\$23,130
Winfield	\$20,876

While the annual per capita income for the City of Winfield is lower than comparable figures for the county, state and nation, this figure is impacted by the relatively high proportion of low-income or non-earner adults in the City, including students, inmates at the Correctional Facility, and many of the people in skilled nursing facilities.

Median Earnings

	Median Earnings					
	Male Workers (full-time, year-round)		Female Workers (full-time, year-round)		All Workers, (full-time & part-time)	
	amount	% of US	amount	% of US	amount	% of US
United States	\$50,859	—	\$40,760	—	\$32,141	—
Kansas	\$48,614	95.6%	\$37,387	91.7%	\$31,401	97.7%
Cowley County	\$45,044	88.6%	\$33,289	81.7%	\$26,806	83.4%
Winfield	\$43,220	85.0%	\$32,065	78.7%	\$25,170	78.3%

Median earnings for **full-time year-round workers** are lower in Winfield than in the county, state, or nation.

Gender Wage Gap This country, along with most of the world, has long had a significant gap between what males earn versus what females earn. Some of the wage gap is accounted for by factors such as differences in educational attainment, work experience, and family caregiver responsibilities. However, gender discrimination is also still a major factor, including segregation of women into lower-paying jobs, and outright wage discrimination.

The 2013-2017 ACS data in the table above shows that nationally, the wage gap between men and women was **20%**—that is, full-time working women earned 80% of what full-time working men earned. In Kansas, the gap was worse at **23%**, while in Cowley County and in Winfield it was really unfavorable, at **26%**. A typical full-time working woman in Winfield earns less than three quarters of what a typical full-time working man earns.

Retaining young talent is one of the most important ways a community can secure its economic future, and aggressively attacking the wage gap is one of the best ways to hang on to young educated workers. **Young college-educated women in particular are inclined to leave places where the wage gap is notably high.**

Median Household Income

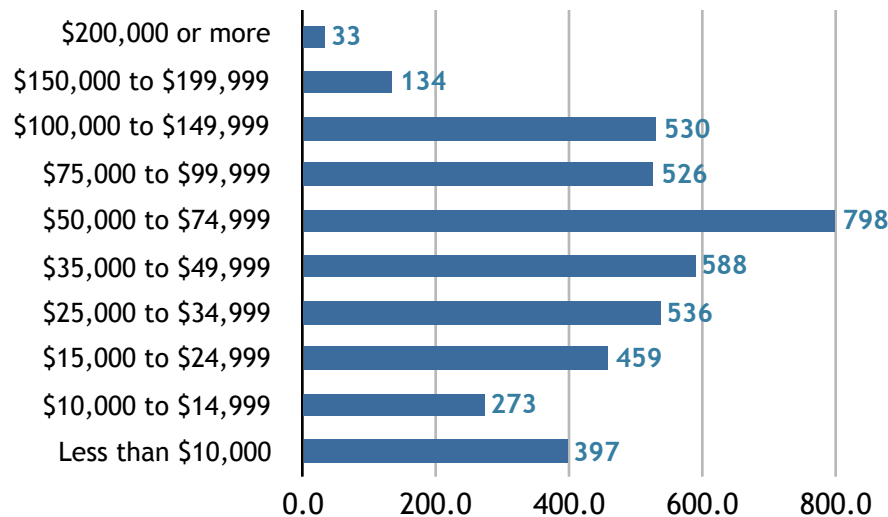
Non-family households include persons living alone, while family households often have more than one income earner. The figures shown for "all households" include both family and non-family households. These numbers do not include the incomes of anyone living in group quarters, such as dormitories, skilled nursing facilities, or correctional facilities.

	Median Household Income		
	Family	Non-family	All Households
United States	\$70,850	\$34,611	\$57,652
Kansas	\$70,711	\$31,524	\$55,477
Cowley County	\$56,644	\$26,222	\$46,624
Winfield	\$62,083	\$21,989	\$46,371

The median household income for **families** in Winfield is higher than that for Cowley County in general, but lower than that in the state or nation. Median income for Winfield's **non-family** households is notably lower than that for the county, state, and nation.

Annual Household Income & Benefits

In the 2013-2017 American Community Survey 5-Year Estimates, out of 4,274 households in Winfield, annual household income and benefits were distributed as shown in the graph below. The bars indicate the number of households in each income range, with incomes shown in 2017 inflation-adjusted dollars.



Types of Employment

Out of a population of 12,180 persons, there were 9,679 people in the City of Winfield who were 16 years of age and older. Of those 16 and up, 5,276 were in the labor force (54.5%), including 5,017 (51.8%) who were employed civilians, 4 in the armed forces (0.04%), and 255 (2.6%) who were unemployed.

The following three tables show data from the 2013-2017 ACS for Winfield's 5,017 employed civilians 16 years of age and older—by occupational category, by the class of worker, and by the industry in which they were employed.

Occupational Category	Persons	%
Management, business, science, and arts	1,228	24.5%
Service	1,210	24.1%
Production, transportation, and material moving	1,069	21.3%
Sales and office	996	19.9%
Natural resources, construction, and maintenance	514	10.2%

Class of Worker	Persons	%
Private wage, salary, and commission	3,758	74.9%
Government workers (working for federal, foreign, international, tribal, state or local government)	1,066	21.2%
Self-employed (in own not-incorporated business)	187	3.7%
Unpaid family workers	6	0.1%

Of the 5,017 employed civilians over 16 years of age in the City of Winfield, over a quarter (28.2%) were employed in education, health care, and social assistance. Three-quarters (74.9%) were privately employed, but more than one in five (21.2%) of Winfield's employed civilians are government workers.

Winfield Comprehensive Development Plan 2020-2040

Industry in which Employed	Persons	%
Educational services, and health care and social assistance	1,413	28.2%
Manufacturing	1,067	21.3%
Retail trade	566	11.3%
Arts, entertainment, and recreation, and accommodation and food services	455	9.1%
Public administration	307	6.1%
Professional, scientific, and management, and administrative and waste management services	270	5.4%
Construction	213	4.2%
Other services, except public administration	188	3.7%
Transportation and warehousing, and utilities	149	3.0%
Finance and insurance, and real estate and rental and leasing	136	2.7%
Agriculture, forestry, fishing and hunting, and mining	121	2.4%
Wholesale trade	84	1.7%
Information	48	1.0%

Unemployment

The Census defines the **labor force** as those civilians, 16 years old or older, who are employed or seeking employment. The **unemployment rate** is the percent of people *in the labor force* who are unemployed—a ratio which only includes those working or *actively looking* for work; it excludes retirees, full-time homemakers, and full-time students, among others.

Unemployment Rate (2013-2017 ACS)			
United States	6.6%	Cowley County	5.2%
Kansas	4.8%	Winfield	4.8%

The 2013-2017 American Community Survey 5-Year Estimates Winfield's unemployment rate is lower than Cowley County's, and 1.8 points lower than the national average.

The percentages of "unemployed civilians" shown in the table below include people who are *not* actively looking for work, such as students, homemakers and retirees.

Employment	Winfield		Cowley County		Kansas	
	Persons	%	Persons	%	Persons	%
Population 16 years of age and over	9,679	100.0%	28,133	100.0%	2,264,633	100.0%
• Civilian labor force	5,272	54.5%	16,414	58.3%	1,491,054	65.8%
<i>Employed / civilian</i>	5,017	51.8%	15,567	55.3%	1,420,045	62.7%
<i>Unemployed civilians</i>	255	2.6%	847	3.0%	71,009	3.1%
• Military labor force	4	0.04%	13	0.05%	18,430	0.81%
• Not in labor force	4,403	45.5%	11,706	41.6%	755,149	33.3%

Out of the 9,679 people in the City of Winfield who were 16 years old or older, a total of **4,403 (45.5%) were not in the labor force**, compared to **36.7% nationally**. People in this category are typically retired, students, disabled, or full-time homemakers. Winfield has Southwestern College, lots of young families, the Correctional Facility, and various retirement facilities including the Kansas Veterans' Home—making it likely that students and retired people account for the bulk of the difference.

Poverty

The Census uses federal poverty guidelines to determine poverty levels. Other indicators often used to estimate the degree of poverty in a community include rates of health insurance coverage, and the percentage of students eligible for free or reduced-cost lunches at school. As with many such indicators, the numbers are most useful when compared to similar data for other geographic areas.

The following table shows percentages of people whose income in the previous 12 months was below the federal poverty level, as well as rates of health insurance coverage for the civilian non-institutionalized population. Information is from the *2013-2017 American Community Survey 5-Year Estimates*.

	Poverty Rates		Health Insurance Coverage (% of civilian non-institutionalized population)	
	All Families	All People	With	Without
United States	10.5%	14.6%	89.5%	10.5%
Kansas	8.5%	12.8%	90.4%	9.6%
Cowley County	11.1%	16.0%	89.5%	10.5%
Winfield	10.7%	17.8%	89.9%	10.1%

Winfield's poverty level for **families** is slightly lower than the rate in Cowley County as a whole, and is nearly the same as the national average, but is more than two percent higher than the Kansas average. People living **outside a family** support structure typically endure higher rates of poverty than people living within a family, and in Winfield are nearly twice as likely to be poor.

About one in ten people in Winfield's non-institutionalized population have no **health insurance coverage**, a local rate which is slightly worse than the state's, but slightly better than the national average.

Under the 1946 **National School Lunch Program**, children from households with incomes at or below 130% of the Federal poverty guidelines are eligible for free lunches, while those from households at or below 185% are eligible for reduced price lunches. **Nationwide, about three quarters of all children are eligible for either free or reduced-price lunches.**

During the 2017-2018 school year, 50.0% of students in Cowley County were eligible to enroll in the Free Lunch Program, and another 12.1% were eligible to enroll in the Reduced Price Lunch Program, for a total of **62.1% of Cowley County students**. During the same time frame, the eligibility rate for students in Kansas as a whole was just **46.4%**.

The following table shows the percentages, as of 2017, of families and individuals in Winfield whose income in the previous 12 months was below the poverty level.

% Below Poverty Level / by Age			
All Families	10.7%	All People	17.8%
With related children under 18	19.2%	Under 18 years	21.3%
With related children under 5	31.0%	18 to 64 years	18.8%
		Aged 65 years and over	7.8%

In Winfield, families with children under five years old, which includes single mothers, are by far the most likely to be living in poverty. People over age 65 are by far the least likely to be living in poverty.

Commuting

The 4,860 workers living in Winfield, 16 years old or older, commuted to work as shown in the following table. The **mean travel time to work** for them was **14.6 minutes**. The national average commute time was 26.4 minutes, in Kansas it was 19.2 minutes, and in Cowley County it was 18.0 minutes.

Commuting	Persons	%
Drove in car, truck or van—alone	1,086	80.6%
Other means	101	7.5%
Worked at home	73	5.4%
Drove in car, truck or van—carpooled	47	3.5%
Walked	41	3.0%
Public transportation (excluding taxicab)	0	0.0%

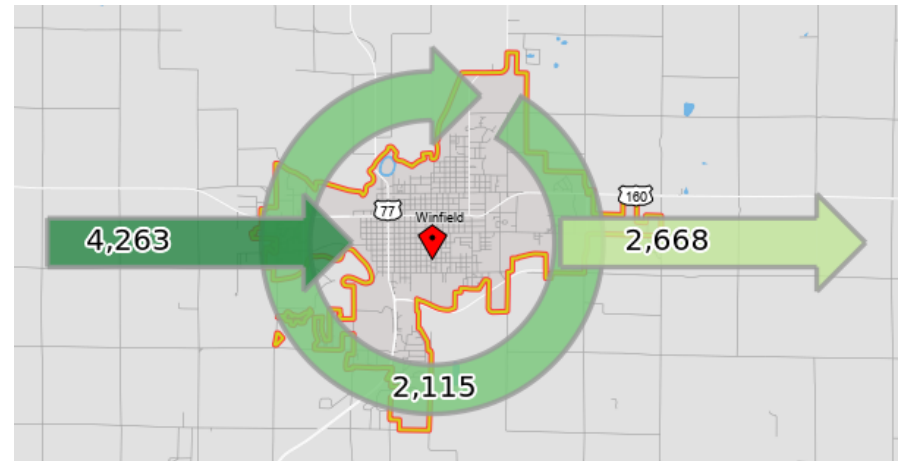
As is typical for rural Kansas communities, most people commute by vehicle, alone.

Inflow / Outflow Job Counts

(Based on 2017 data from the American Community Survey on primary jobs.)

Out of 6,378 people *employed* in Winfield, 4,263 (66.8%) commute into the City from elsewhere, and 2,115 people (33.2%) both live and work in Winfield.

Out of the 4,783 *employed* people *living* in Winfield, 2,668 (55.8%) commute out of the City to work elsewhere. This number includes those who work at Strother Field and its industrial park. According to Cowley County's data on area industries, approximately 1300 people work at Strother, but a significant number of them are undoubtedly from Arkansas City or other places.



Two-thirds of the people who work in Winfield live elsewhere and commute into the City, which indicates the importance of Winfield as a regional employment center. It is likely that some of those commuters might choose to live in Winfield, if good quality housing at a variety of price points was available.

Economic Data — Community Questionnaire

Location of Employment

The table below shows the responses received on the 2019 Community Questionnaire, when Winfield area residents were asked the location of their primary employment:

Location of Primary Employment		
Not Applicable — I am not employed outside the home	266	29%
Winfield	492	76.0%
Other	49	7.6%
Arkansas City	42	6.5%
Wichita	41	6.3%
Derby	9	1.4%
Wellington	6	0.9%
Unincorporated Area	6	0.9%
Mulvane	2	0.3%

The 29% of respondents that do not work outside the home may be retired, or may work from home. Of the respondents that do work outside the home, over three-quarters work in Winfield. The next largest category was "Other", which may indicate that respondents work in small cities in the vicinity of Winfield. Roughly equal percentages of Winfield area residents are employed in either Arkansas City (6.5%) or Wichita (6.3%).

The table below shows the responses received on the 2019 Community Questionnaire, when Winfield area residents were asked if the City should continue to invest in economic development, and if so, how much?

Invest in Economic Development?		
Yes, about the same amount	342	49%
Yes, even more	310	45%
Yes, but less	33	5%
No	11	2%
I don't know	219	24%

Local Bond Debt & Tax Levies

Statutory Debt Limitation

As of December 2019, the City had \$23,325,000 in outstanding debt. Of this amount, \$17,363,023 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 2020 estimated total tangible assessed valuation including that for motor vehicles of \$71,994,982, the City is currently using 8.28% of its statutory 30% debt limitation.

This leaves \$21,598,494 for future bonded indebtedness to carry out the growth policies of Winfield. As of mid-2020, about \$4 million in bonds have been issued, and another \$10 million are under consideration, to fund a new Public Safety Facility—still well within the City's limit.

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—so the 2019 levy describes taxes that will be due in 2020.

Tax levy information is available on the [Cowley County Appraiser's Department](#) website.

The following table shows the official 2019 ad valorem tax levies for the majority of property owners in the City of Winfield. Some Winfield residents may pay slightly different rates because they live in USD 462 as opposed to USD 465, or live in either Watershed District 38 (Timber Creek) or 60 (Middle Walnut).

2019 Levy	in mills
State of Kansas	1.500
Cowley County	46.985
Cowley College	20.281
Winfield USD 465	50.951
Recreation Commission	4.685
<i>Subtotal</i>	<i>124.402</i>
City of Winfield	—
General	37.025
Bond & Interest	8.178
Library	6.744
Special Liability Fund	2.200
<i>Subtotal</i>	<i>54.147</i>
<i>Total 2019 Levy</i>	<i>178.549</i>

Services Provided

The property tax levy to the **State** pays for educational and institutional building funds.

Cowley County taxes pay for county government and facilities, elections, courts, road and bridge maintenance, health and emergency services, senior citizen services, youth services, mental health services, economic development, noxious weed control, and the Extension Council, among other purposes.

Property tax levies also support the **public schools** and the **Recreation Commission**, as well as **Cowley College**.

City of Winfield property taxes pay for city government and facilities, municipal utilities, police, fire and EMS services, municipal courts, parks, disability services, economic development, building inspections and code enforcement.

The 2019 City of Winfield tax levy of 54.147 is slightly lower than the 2018 rate of 54.246. The total 2019 tax levy of 178.549 is slightly higher than the 2018 rate of 176.786, due to an increase in the County levy, primarily for road and bridge maintenance.

The 2019 assessed valuation of property in Winfield was \$72,129,884. Applying the 2019 total mill levy of 178.549 would produce total property taxes of \$12,878,719, to be paid from Winfield city property owners in 2020, to the State of Kansas, Cowley County, Cowley College, School District 465, the Winfield Recreation Commission, and the City of Winfield.

Tax Rate Compared to Other Cities

Cities in Cowley County	2019 Total Assessed Valuation	2019 City Levy in mills
Dexter	\$758,465	97.243
Burden	\$1,550,830	89.656
Arkansas City	\$56,477,167	69.727
Atlanta	\$659,146	60.628
Winfield	\$72,129,884	54.147
Udall-Maple	\$664,084	51.112
Udall-Ninnescah	\$2,857,746	47.172
Geuda Springs	\$48,222	30.168
Cambridge	\$315,139	24.745
Parkerfield	\$2,861,977	15.033

Of the nine cities in Cowley County, the City of Winfield had the highest Total Assessed Valuation, and only the fifth highest mill levy.

Nearby Comparable Cities	2019 Total Assessed Valuation	2019 City Levy in mills
Arkansas City (Cowley County)	\$56,477,167	69.727
Wellington (Sumner County)	\$44,777,840	59.117
Augusta (Butler County)	\$61,234,324	56.308
Winfield (Cowley County)	\$72,129,884	54.147
El Dorado (Butler County)	\$92,877,403	53.045
Haysville (Sedgwick County)	\$61,977,133	48.239
Derby (Sedgwick County)	\$237,822,350	48.049
Mulvane (Sumner County)	\$55,492,872	46.590
Andover (Butler County)	\$159,843,017	42.311

Compared to eight other nearby cities of similar population, Winfield had the fourth-highest 2019 Total Assessed Valuation and the fourth highest 2019 city mill levy.

Throughout history, people have nearly always perceived their taxes as "too high". The question that should always be considered, however, is, "Too high compared to what?"

Compared to other cities in Cowley County, and to other nearby cities with similar populations, Winfield's City mill levy is comfortably in the middle—neither unreasonably high nor unsustainably low.

And as always, the amount of taxes paid should be judged against the value received. The City of Winfield has a long history of providing good value to its citizens.

Section 3 – Systems & Facilities

CHAPTER 9. Transportation Systems

CHAPTER 10. Utilities and Stormwater Management Systems

CHAPTER 11. Community Facilities & Services

CHAPTER 9. 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.

A transportation system should include various modes of travel and transport, for both passengers and freight. Transport modes may include roads, railroads, air travel, public transit, bicycle and pedestrian paths, and sidewalks. Ideally, modes should interconnect, to allow someone to use multiple means of transport in a single trip.

When developing a transportation plan, consider a variety of potential transport modes, and select alternatives based on economic feasibility, energy efficiency, and low long-term maintenance costs.

Winfield's residents have reasonably convenient access to a variety of long-distance transportation options.

- Access to the **interstate highway system** is available via I-35; the nearest interchange is a 20-minute drive west on Highway 160.
- Access to **public air travel** is available at the Wichita Dwight D. Eisenhower National Airport, on the south side of Wichita, a 53-minute drive to the northwest from Winfield.
- Strother Field, just a 10-minute drive south of the City via Highway 77, provides excellent access to **private aviation** service.

- Access to **freight train service** is available in Winfield through BNSF Railway, the South Kansas & Oklahoma Railroad, Union Pacific and the Kansas & Oklahoma Railroad.
- **Passenger rail service** is available from Amtrak via the Newton Station, just north of Wichita, a one-and-a-quarter-hour drive away.

Highways & Streets

A 2010 study by MKEC Engineering Consultants, Inc. provided a block by block assessment of Winfield's 92 miles of streets. The study included a street inventory with information on pavement type, area and condition, as well as drainage and sidewalk characteristics. (See [*Assessment & Maintenance Plan for Transportation Networks – City of Winfield, Kansas.*](#))

The study determined that Winfield had 79 miles of paved streets, and 13 miles of unpaved streets. Street pavement types included about 10 linear miles of concrete, 48 miles of asphalt with curbs, 15 miles of asphalt without curbs, and 6 miles of brick.

MKEC estimated that the cost of correcting all unmet street maintenance needs, as of 2010, would be \$22.5 million. Several scenarios for a pavement maintenance program were presented.

In 2019, Winfield voters approved a sales tax, which will be in place for the next 25 years, to support street improvements.

Highway Connections

Winfield has good connections to the national road network. The City is located at the intersection of two federal highways—U.S. 77 and U.S. 160. A short stretch of state highway (K-360) acts as a bypass around the city's southeast quadrant.

- **U.S. Route 77** is a major north-south route, stretching from Omaha, Nebraska, to Brownsville, Texas. In Winfield, it is Main Street—a four-lane asphalt road with curbs and gutters. In the downtown area, it is flanked by on-street diagonal parking.

On the north edge of the city, the Highway 77 bridge is the main way across Timber Creek. The Highway 77 bridge in the south end of town is the only way across the Walnut River going south from Winfield.

US-77 has intermodal connections at Strother Field with both rail and air traffic.



US Route 77 – Main Street in downtown Winfield

- **U.S. Route 160** is a 1,465-mile-long east-west route, stretching from Tuba City, Arizona, to Poplar Bluff, Missouri. In Winfield, it is 9th Avenue—the primary east-west route through the city.

In Winfield, US 160 is typically a two-lane concrete road with curbs and gutters, often flanked by on-street parallel parking. It passes by the Fairgrounds, and goes through both the heart of downtown and residential neighborhoods. The Highway 160 bridge is one of just two bridges supporting travel west from Winfield across the Walnut River (14th Avenue bridge is the other).



US Route 160 – at 9th Avenue in Winfield

- **K-360** is the highway bypass around the southeast quadrant of Winfield, connecting US 77 on the east side of town to US 77 on the south side, just north of the Walnut River. Established in 1997, this three-and-a-half mile state highway is a two-lane concrete road with wide shoulders, which also acts as a flood-control levee along a portion of its length.



K-360 Winfield southeast bypass

A Southwest Bypass

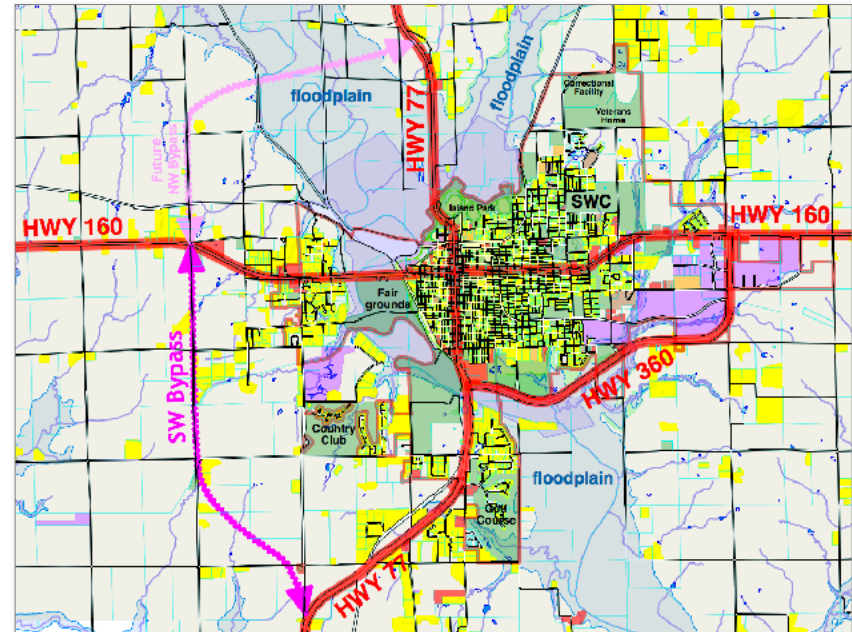
Currently, truck traffic serving Winfield's industrial areas and Strother Industrial Park often comes from and returns to Interstate 35 via Highway 160—and travels the length of downtown Winfield on Highway 77 / Main Street in the process. The high volume of truck traffic is a problem on multiple levels for downtown, causing noise and vibration, clogging other vehicle traffic, increasing air pollution, and generally reducing walkability and quality of life in the City's core.

The proposed solution is a Highway 77 bypass around the west side of Winfield, a possibility which was examined in the 2007 KDOT [US-77 Corridor Management Plan](#). The first phase of the project would be the southwest portion of the bypass, connecting US-77 near Country Club Road south of town to US-160 west of town.

The Corridor Management Plan recommended that an alignment study be commissioned within 3 to 5 years, but state budget problems precluded that goal. **The exact alignment of the bypass has not yet been determined**, but as a practical matter, right-of-way would have to be acquired on land that has not yet been developed.

Not only would a southwest bypass divert a great deal of truck traffic from downtown Winfield, it would also open up **options for new development** southwest of the City, on land that is not in floodplain. New residential development is crucial to support Winfield's economic growth, and the direction of Winfield's future development lies to the west and south.

When asked whether they would like to see the City pursue development of a southwest highway bypass, **83%** of respondents to the **Community Questionnaire** answered "yes". Some concern was expressed that any reduction in traffic on Main Street would be detrimental to downtown retail businesses, but reducing truck traffic would enable downtown to become a more attractive and walkable retail destination, appealing to more customers.



The pink line indicates the location of a bypass around southwest Winfield, as shown in the US-77 Corridor Management Plan.

The City should continue to work with KDOT to **pursue development of a southwest bypass**, because it would offer a substantial opportunity to improve walkability in the downtown neighborhood, and because it would jumpstart the expansion of crucially needed residential development in Winfield.

Acquisition of right-of-way should take place as early in the process as possible, before random development in the area forecloses options to achieve the best possible alignment.

Annexation of land in the vicinity of the bypass right-of-way should follow as closely as possible after its alignment is determined, to give Winfield as much control as possible over the development that is bound to occur near the bypass, Municipal control is especially important at the two interchange locations, where the bypass will link to Highways 77 and 160.

Federal Functional Classifications

The roads in the Winfield 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 the local County Commission.

Federal 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.

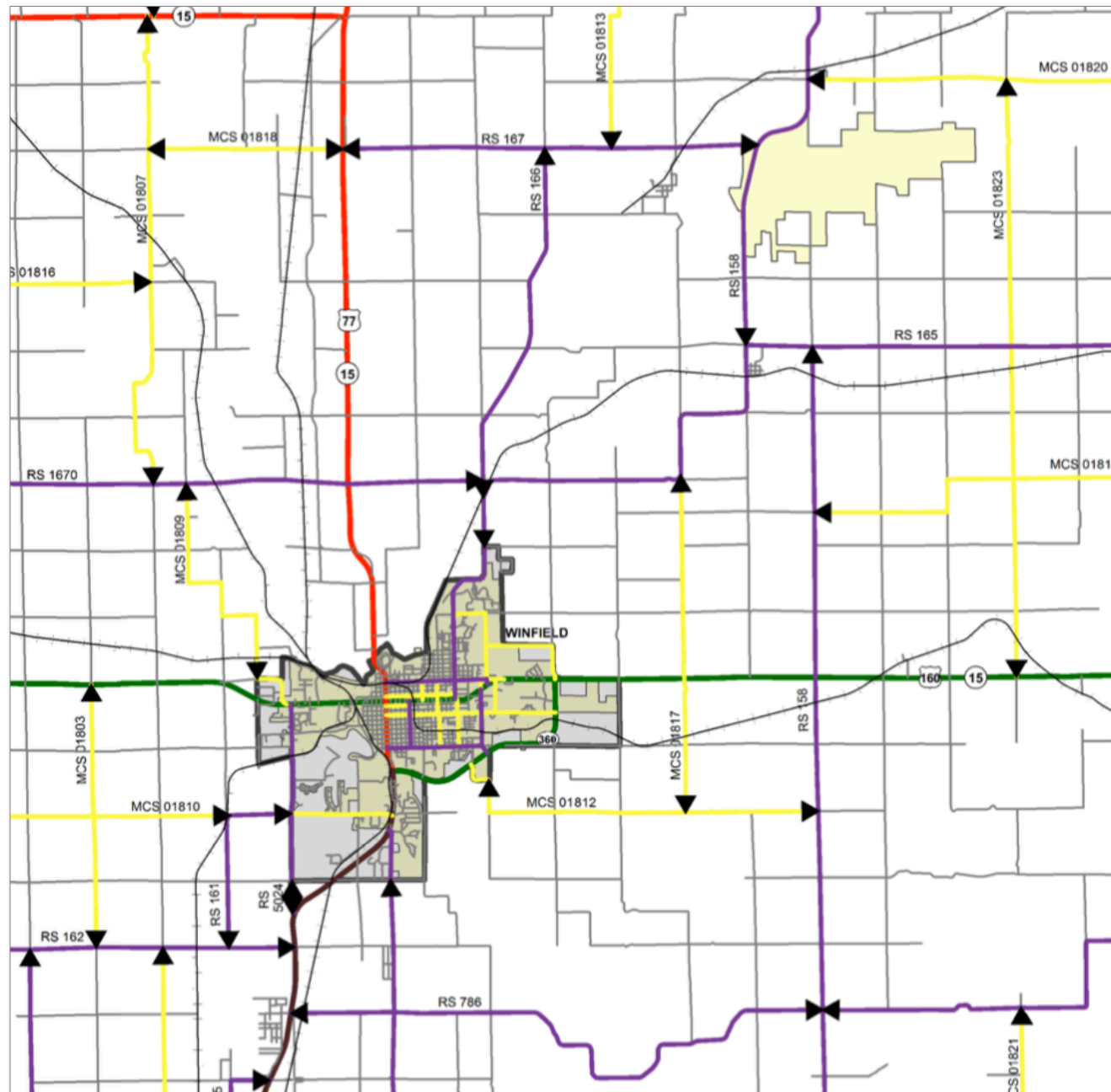
Streets are classified into a function-based hierarchy depending on how they balance traffic volume and speed against access to adjacent land uses. **Freeways and Expressways** are dedicated to high-speed traffic, typically providing no access at all to adjacent properties. **Arterials** maximize traffic flow and speed, but provide limited access to adjacent properties. **Collectors** balance traffic with access, and **Local Roads** reduce speed and traffic volume in order to maximize access.

More information on the federal functional street classifications can be found in the 2013 Federal Highway Administration report [Highway Functional Classification Concepts, Criteria and Procedures](#).

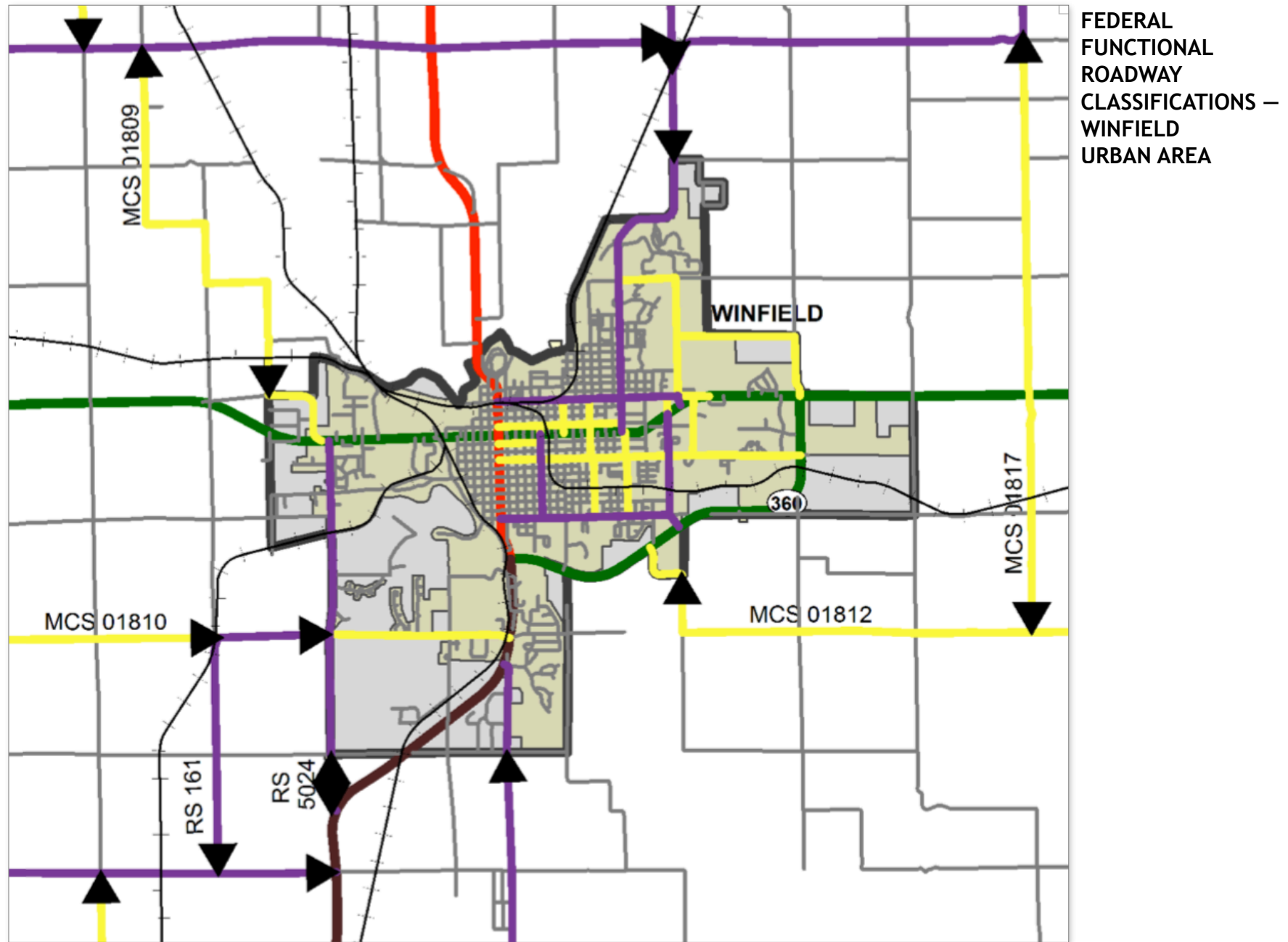
Maps showing federal functional street classifications for each county in Kansas are maintained by the state Department of Transportation (KDOT), available on the web at KDOT's [County Roadway Functional Classification Maps](#).

Excerpts from the Cowley County 2015 Functional Classification Map follow, and show the Federal Highway Administration's 5- to 10-year future functional classifications for the Winfield area. Any street which is not classified in one of the functional street categories is considered a **local street**.

FEDERAL FUNCTIONAL ROADWAY CLASSIFICATIONS —



*Excerpt from the
Cowley County map,
which is available
on the KDOT website*



Street & Parking Design

Community transportation systems were once built to support pedestrians, bicyclists and public transit systems (trolleys, buses, and local trains), as well as cars and trucks. But starting in the 1950s, American streets were designed with an overriding goal of maximizing speed and traffic volume for cars and trucks.

In the 1990s, recognition finally began to dawn that we were losing something of great value, and that other modes of transportation, such as walking and biking, mattered. Since then, communities across the U.S. have been working to retrofit pedestrian and bicycling infrastructure back into rights-of-way that spent decades with cars as their sole focus.

Street design philosophy is now based on the idea of **complete streets**, which calls for street design that utilizes the public right of way to support safe and comfortable travel by *all* users, of all ages and abilities, including pedestrians, bicyclists, public transit users, and motorists.

Complete streets include sidewalks with curb ramps, and good crosswalks. Some streets may also have curb extensions, crosswalk medians for pedestrian refuge, bike lanes or bike routes, or countdown signals. Amenities might include shade and benches for pedestrians, and bike racks. Complete streets can also include on-street parking, and bus stops or bus lanes.

The combination of elements which are incorporated in any given complete street is always designed to fit a community's specific local needs.

For more information on complete streets, see:

- [National Complete Streets Coalition](#).
- USDOT's [Pedestrian and Bicycle Information Center](#), for links to more resources on complete streets, pedestrian and bicycle facilities, e-scooters, e-bikes, and bike share programs.

Whenever the design or renovation of a right-of-way is part of a planning project, Planning Commission and City Commission members have the opportunity to incorporate complete streets principles. Each small project may allow only an incremental change in the City's overall transportation network—but over time, such incremental changes can accumulate, and have a profound effect on Winfield's quality of life.

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

Gary Toth
Project for Public Spaces

RIGHT-OF-WAY WIDTHS

Once adjacent land has been developed, it is extremely difficult and expensive to expand the width of a street right-of-way. So when new streets are platted, their rights-of-way should be required to have sufficient width to support not only immediate proposed uses, but also to allow for potential future changes—in adjacent land use, in utilities infrastructure requirements, and in modes of transportation.

Arterial streets usually have a right-of-way 80 to 120 feet wide, with roadways 24 to 48 feet wide. **Collector streets**, which connect neighborhoods to facilities such as schools, parks and shopping areas generally have a right-of-way 70 to 80 feet wide, or wider if they are intended to accommodate bike lanes.

Local streets typically have a right-of-way 60 to 64 feet wide, and often incorporate traffic-calming measures to reduce their use by through traffic.

For any street, the **minimum width and turning radius** is usually dictated by the needs of local fire-fighting vehicles.

GRIDIRON AND SUBDIVISION TYPE STREETS

Urban residential streets can usually be categorized as either gridiron or subdivision types. Each type of street has advantages and disadvantages which impact the character of the neighborhood, the efficiency of traffic patterns, the provision of utilities, and how people live.

Gridiron streets form a grid of 90-degree intersections, creating rectilinear blocks typically about 300 feet wide by 350 to 550 feet long, with **alleys** for utility and garage access. Gridiron streets are usually surfaced with concrete or asphalt, sometimes brick, and occasionally may be unpaved. Paved gridiron streets typically have curbs, gutters, and drainage structures, while unpaved gridiron streets usually have drainage ditches.

In a pattern established when the City was originally platted, the majority of streets within the city limits of Winfield are in this category. Winfield blocks in historic neighborhoods are generally about 300 feet square, with a central alley.

Lots associated with gridiron street neighborhoods are rectangular, and of uniform size. Houses are usually close to each other, and placed fairly close to the street; they commonly have large front porches. Gridiron streets often have sidewalks on both sides, and mature street trees.

Gridiron streets maximize both physical and social interconnectedness.



Typical gridiron street

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

In the City of Winfield, developments which utilize this type of street design are on the outskirts of the City, to the east, south and west. Though very popular for more than 50 years, neighborhoods with such streets are extremely car-dependent, and are now becoming less desirable as more and more Americans recognize the value of walkable neighborhoods.

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

Subdivision streets are intended to maximize privacy.



*Typical
subdivision
street*

In general, people without children in the household may be more inclined toward the walkability of gridiron street neighborhoods, while families with youngsters may be more inclined toward suburban living—though individual taste often trumps demographics.

As Winfield develops additional housing over the twenty-year span of this Plan, strive to provide a balance of both gridiron and subdivision street neighborhoods to meet changing demand.

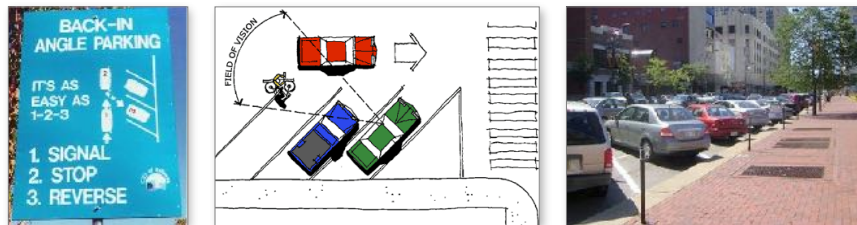
Parking

A vehicular circulation system must accommodate vehicles not only when they are traveling, but also when they are parked. Census data from the *American Community Survey* indicates that, for a population of 12,180 people, there are **currently at least 7,737 vehicles based in Winfield**—or roughly two vehicles for every three people.

- **Vehicles** Of the 4,361 occupied housing units in Winfield, 291 (6.7%) had no vehicles available; 1,435 (32.9%) had one vehicle available; 1,603 (36.8%) had two vehicles available; and 1,032 (23.7%) had three or more vehicles available.

Parking facilities are categorized as either on-street or off-street. **On-street parking** may be parallel, angle, back-in angle, or at right angles to the curb. It is generally adjacent to the sides of the street, but may under certain circumstances be in mid-street between traffic lanes. **Off-street parking** includes parking lots and public parking garages in business areas, as well as driveways, carports, and private garages in residential areas.

Back-in angle parking (also known as reverse diagonal parking) is still unfamiliar in many communities, but should be considered as an option in Winfield. It has proven safety benefits over traditional front-in angle (diagonal) parking, including better sight lines as drivers pull out into traffic, and more safety for children because open car doors direct them toward the sidewalk rather than out into the street.



(For more information, see [Bike Walk Montana.org](http://BikeWalkMontana.org).)

Residential Parking In many older neighborhoods, streets were designed and are expected to support both traffic flow and shared on-street parking. Modern suburban developments often require off-street parking, and so devote less land to paved streets but more to driveways and garages. In both cases, there is usually adequate parking designed into residential neighborhoods to support normal residential needs.

Parking at Schools and Parks Particularly when they are located in or adjacent to residential neighborhoods, public facilities such as schools and parks need to provide adequate off-street parking for the large numbers of vehicles that often accumulate. Schools must be designed to provide adequate queuing space for both buses and parents' vehicles.

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.

American 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 Winfield's downtown retail district, most parking is on-street front-in diagonal parking. Many other streets accommodate on-street parallel parking, often on both sides of the street.

GOALS FOR STREETS & PARKING

- Continue to fund and implement a **pavement maintenance program** for Winfield's streets.
- Implement **complete streets** principles to make Winfield more walkable and bikeable, particularly downtown and in the vicinity of Baden Square, the Hospital, and the University.
- Revise City Subdivision Regulations to require a complete transportation plan, including pedestrian networks.
- Pursue development of a **southwest bypass**, including acquisition of a **right-of-way**, and **annexation** of land in its vicinity.
- At some appropriate location in Winfield, implement at least one demonstration project of on-street **back-in angle parking**, to introduce the concept to the community.
- Add parking where needed, including **ADA compliant spaces**, at many of Winfield's parks, as suggested in the [Winfield Master Plan for Parks, Trails & Recreation 2020-2040](#).

Pedestrian & Bicycle Facilities

Walkability and bikeability are important assets for enhancing quality of life and improving community health. As a result, the sidewalks and paths that support walking and biking are often regarded primarily as a recreational resource—but they should also be considered an important element of the community's transportation system.

For children who are too young to drive, for people unable to drive, for people who can't afford to drive, and for those who simply prefer to avoid driving whenever they can—a sidewalk and pathway network offers an alternative way to safely get where they need or want to go.



Bicycle and pedestrian pathway systems are most successful as a viable transportation option when they **connect residential neighborhoods to community destinations**, including schools, parks, churches, and downtown businesses. Winfield has the size, compactness, and grid-type street layout that give it great potential as a very walkable and bikeable community.

For more detailed information on issues and community expectations regarding Winfield's sidewalks and pathways, see the "[Pathway Network & Goals](#)" chapter of the [Winfield Master Plan for Parks, Trails & Recreation 2020-2040](#).

Community goals for sidewalks and pathways are listed in the Parks Plan. They should be annually reviewed by the Planning Commission, along with the goals for other community facilities which are included in this Comprehensive Plan.

SIDEWALKS

Before the 1950s, neighborhoods were designed to be walkable, if for no other reason than that children regularly walked to school. Subdivisions developed since then were often built with few or no sidewalks, in part because lot sizes were so large that sidewalks were prohibitively expensive, and in part because cul-de-sac street design makes pedestrian connections so difficult to achieve.

From the 1950s to the 1990s, America's love affair with the car led to a focus of resources on streets and parking. For over 40 years, sidewalks were largely ignored, with predictable results for their condition.

Now, cultural changes are making walkable neighborhoods highly desirable again, increasing the potential value of both residential and commercial properties in such areas. Investment in sidewalks should be regarded as an investment in Winfield's quality of life, and its future.

Sidewalk Policies Many of Winfield's existing sidewalks are in need of repair, and some rights-of-way do not have sidewalks at all. Municipal sidewalk policies should stipulate an ongoing program to properly maintain existing sidewalks, provide a means to retrofit new sidewalks into existing neighborhoods where they were never built, and address sidewalk construction in new development and remodeling projects.

Sidewalk Funding There is no national standard for how sidewalk repair and installation projects are paid for. While public streets and parking areas are regularly funded with tax dollars, sidewalk funding is a patchwork of solutions that varies from city to city.

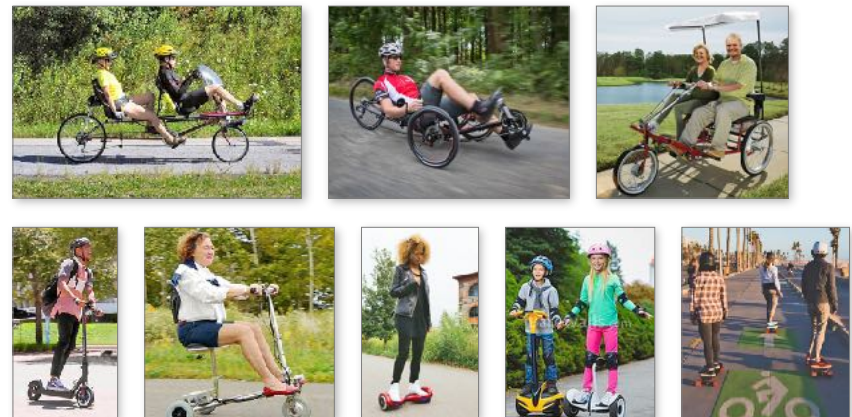
In Winfield, there is strong public support for dedicating additional and consistent City funding to sidewalks, either through full municipal funding or by a cost split program between the City and adjacent landowners.

The [2010 MKEC Transportation Assessment Study](#) provided an inventory of the City's sidewalks, and conducted a targeted inspection of 5.3 miles of sidewalk pavement and wheelchair ramps. Based on that sample, MKEC estimated that Winfield had about 67 miles of paved public sidewalk, and that about 125,000 linear feet of sidewalks and 2,200 curb ramps were in need of repair, at an estimated 2010 cost of more than \$7 million.

BICYCLE FACILITIES

To provide a community-wide transportation system that functions effectively for cyclists, a variety of facility types must interconnect and work together—including bike lanes, bike routes, and mixed-use paths. Bike racks are also an indispensable part of a successful bicycle transportation system.

Over the course of this Plan, bicycle facilities may have to serve not just bicyclists, but people using other kinds of cycles such as tricycles, recumbent bikes, or electric bikes. In addition, a burgeoning variety of **micromobility devices**, such as electric scooters and electric skateboards, often utilize bike lanes, bike routes and mixed-use paths. Take **ongoing changes in transportation technology** into account, both when designing Winfield's bicycle facilities, and when developing policies for their operation.



Bike Lanes & Bike Routes

Winfield's bicycle facilities are currently very limited. There are no designated on-road bicycle lanes or routes in the Winfield Planning Area. Existing mixed-use paths are in several parks, in disconnected segments, and the City's streets are not designed to safely accommodate bicycle use. In order to create a bikeable network in Winfield, on-street bike lanes and perhaps some bike routes will be essential.

A **bike lane** is typically 5 feet wide, and located on a street or its shoulder, between a motor vehicle traffic lane and the gutter or road edge. A **bike route** is designated with signs and pavement markings, on a street specifically intended for simultaneous use by both motor vehicles and bicycles. Bike routes do not increase bicycle use or improve bike safety to the same degree as bike lanes, and should never be used in places where it is possible to install bike lanes instead.



Bike Lane



Bike Route



While every single street does not need to provide for every type of user, a community's street system should serve the needs of all its citizens. Even if the City chooses to make no immediate plans to implement a bicycle transportation network, make sure that planning decisions made now do not foreclose the possibility of its future development.

Bicycle Racks If a pathway network is to serve as an alternative transportation option for cyclists, it must include parking facilities for bicycles. Secure bicycle racks should be available at local destinations, particularly at schools, parks, the Library, downtown stores, and similar destinations.

Ideally, bike racks should be of similar or identical design throughout the City, expressing a theme unique to Winfield. For information on rack design and installation procedures, see the [Winfield Master Plan for Parks, Trails & Recreation](#).

MIXED-USE PATHS

Mixed-use paths are intended for use only by pedestrians and bicyclists. With the exception of emergency or maintenance vehicles, or motorized wheel chairs, no motorized vehicles are permitted to use them.

Mixed-use paths are often located in street rights-of-way, but are completely separated from vehicle traffic lanes. They may also be constructed in abandoned railroad rights-of-way, drainage ways, on levees, or on public property such as parkland.

Currently, the only mixed-use paths in the City are recreational. Located in parks (Black Creek, Cherry Street, the Fairgrounds, Broadway Recreation Complex and Island Park), they are not connected to any other community destinations, and so do not function well as a transportation system.

At the time of the [2010 MKEC Transportation Assessment Study](#), there were only about 2.7 miles of relatively new concrete paths in the City, mostly in Island Park and in the Broadway Recreation Complex. The study made recommendations for a **hike/bike pathways network**, separate from the sidewalk system, linking destinations throughout Winfield. A diagrammatic map in the [Winfield Master Plan for Parks, Trails & Recreation](#) shows an updated version of a proposed pathways network.

Railroad Service

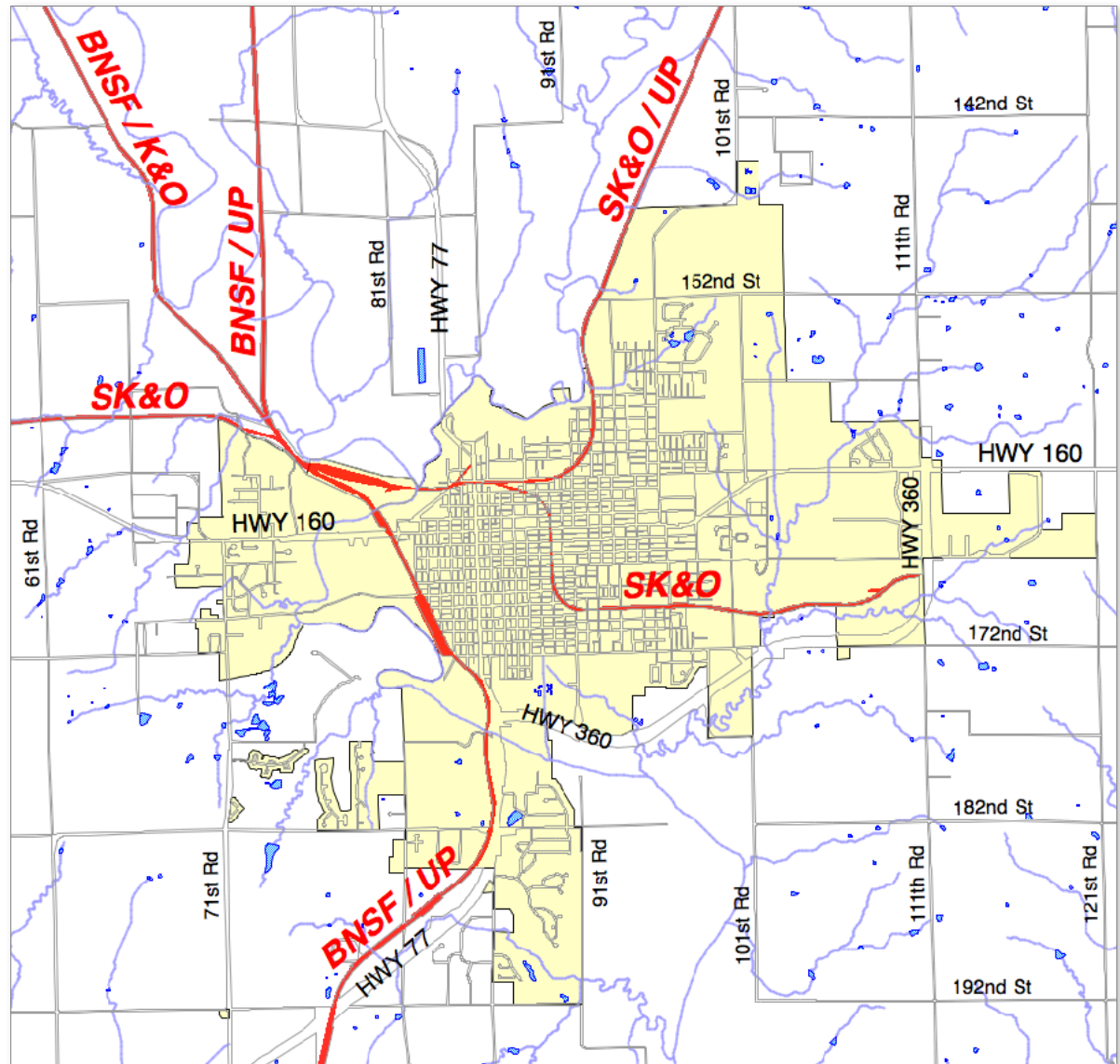
The nearest access to **passenger rail service** for Winfield is available at the AMTRAK station in Newton, north of Wichita, about an hour-and-a-quarter drive away.

However, Winfield has ample access to **freight rail service**. Railroad tracks from the northwest, north, south, northeast, and west converge in northwest Winfield at an unusually complex rail junction.

From Winfield, **BNSF Railway** tracks head **northwest** toward the Wichita rail network, **north** to El Dorado and points north, and **south** to Arkansas City and points south. The northwest tracks are also used by the **Kansas & Oklahoma Railroad (K&O)**, while the north-south line is shared with **Union Pacific (UP)** trains.

The **northeast-to-west** line is owned by the **South Kansas & Oklahoma Railroad (SK&O)**. The west tracks dead end just short of Oxford, about eight miles west from the Winfield junction. The northeast tracks are also used by Union Pacific (UP), and link to Kansas City and other points east.

In addition, an **SK&O spur line** runs through Winfield from the northwest rail junction to the **southeast industrial area**, dead ending at Highway 360.



RAILROAD CROSSINGS

The Federal Railroad Administration [Office of Safety Analysis](#) (OSA) collects and publishes railroad crossing data, which is voluntarily reported by the railroads and the state. The data, which is regularly updated, includes the types of warning devices at each location where tracks intersect a street, the average vehicle count at each intersection, and the number of trains per day on each track.

According to 2019 SOA data, Winfield has a total of 38 railroad crossings inside the City, where tracks intersect streets or alleys. Twelve of the urban intersections are protected with automatic gates. Three have cross buck signs with flashing lights. Sixteen have cross buck signs without lights. At seven locations, where tracks cross alleys or street extensions, there are no warning signs at the crossings.

There are an additional 34 railroad crossings close to Winfield, but outside the city limits. Twelve such intersections are protected with automatic gates. One intersection, at 51st Road west of town, has cross buck signs with flashing lights. There are 19 other rural intersections in the Winfield area which are protected only by cross buck signs.



cross buck sign
with flashing lights



railroad crossing with automatic gates,
cross buck signs and lights

Trains per Day According to 2019 SOA data, the **northeast-to-west SK&O** line carries about **three** trains per day. The **SK&O spur** line through town typically carries just **one** train per day. The **BNSF** tracks are much more heavily utilized—the **northwest** line to Wichita carries about **eight** trains per day, while the main **north-south** line carries up to **twenty** trains per day.

Like many cities in Kansas, Winfield's early development depended on its proximity to the railroad, and access to rail freight service is still important to the local economy. Nevertheless, the sheer number of railroad crossings in Winfield compromises safety and diminishes quality of life.

The north-south BNSF line is currently on the western periphery of the bulk of urban development. When a southwest bypass is eventually built around Winfield, however, it is likely to stimulate much more residential and commercial development to the west of the tracks. Any **plans for such a bypass should also consider solutions for the increased number of vehicle-train conflicts that will almost certainly result** as the community grows to encompass *both* sides of these busy tracks.

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.

RAILROAD SERVICE GOALS

- Retain railroad access to Winfield's industrial areas.

Air Travel Service

Airline Travel Winfield residents have good access to national and international air travel. The Wichita Dwight D. Eisenhower National Airport is less than an hour's drive away, on the south side of Wichita. It hosts seven airlines—Alaska Airlines, Allegiant Air, American Airlines, Delta Air Lines, Frontier Airlines, Southwest Airlines, and United Airlines.

Tulsa International Airport is about two hours and twenty minutes away from Winfield by car. With the exception of Alaska Airlines, it hosts the same airlines as the Wichita airport.

General Aviation Strother Field is located just six miles south of downtown, about halfway between Winfield and Arkansas City. Jointly owned by the two cities, it has been a shared municipal airport and industrial park since 1953. Strother Field is not supported by local tax dollars, but supports itself with fees and sale of services, including water service from its own system.



Strother Field and Industrial Park

This public airfield, on a 1,530-acre site, has two asphalt runways and a taxiway. Runway 35 is 5,506 feet long and 100 feet wide. Runway 31 is 3,137 long and 75 feet wide. Both runways are in good condition.

Strother Field has jet fuel available, as well as hangers and tie-downs for visiting aircraft. It offers air freight service, charter service, pilot instruction, aircraft rental, and aircraft sales.

As of 2018, about 17 aircraft were based at Strother Field. Aircraft operations averaged about 125 per week, with most activity from corporate aircraft operations and flight training. Strother Field also supports air ambulance flights and highway patrol operations, as well as aircraft involved in pipeline inspections, aerial photography, and United States Department of Agriculture operations.

Public Transit Service

There is no regularly scheduled City bus service or other public transit system in Winfield. However, two programs that serve the Winfield area offer on-call transportation. Both have vehicles with wheelchair lifts, to facilitate service for the disabled.

Both are funded by Federal Transit Administration *Section 5311 Formula Grants for Rural Areas*.

The nonprofit **Cowley County Council on Aging**, headquartered in Winfield, offers on-demand transportation on weekdays during business hours. Fares are \$2 per person per ride inside the City, and \$5 per person per ride outside the City. The program has five vehicles, three with wheelchair lifts.



The nonprofit **Twin Rivers Developmental Supports, Inc.**, headquartered at Strother Field, also offers transportation services. Rides must be scheduled 24 hours in advance, but are available on both weekends and weekdays, in both daytime and evening hours. Fares are \$2 per ride inside the City, and \$4 per ride outside. The program has seven vehicles, six with wheelchair lifts.

There is no **taxi** service located in Winfield, although **rideshare** services such as Uber or Lyft may be available.

The nearest access to **intercity bus service** is in Wichita, through Greyhound Lines, Inc.

CHAPTER 10. Utilities & Stormwater Management

A community's long-term success depends very much on the caliber of its infrastructure and utilities. Dependable and cost-effective utility services are essential, both to maintain a high quality of life for current residents, and to support future growth.

The City of Winfield provides **water** supply and distribution, **sewage** collection and treatment, **electricity** supply and distribution, **natural gas** distribution, and **solid waste disposal** as municipal utilities.

Winfield's utilities operations and maintenance are self-supported, funded by both commercial and residential user fees. City staff administer billing services for municipal utilities, and also regularly update records and maps of the utilities systems, an essential task that supports good future planning decisions and efficient maintenance of municipal utilities systems.

Standards and procedures for installation and maintenance of utilities should be regularly reviewed, and updated as necessary—to reflect both changes in technology, and changes in public expectations for environmental responsiveness.

Properties outside the city limits can receive City of Winfield utilities services without being annexed. However, the property owners must sign a **waiver of annexation** before service is provided, agreeing not to protest future annexation.

Space for a Utility Network Main utility lines (as opposed to individual customer service lines) are most often located within transportation rights-of-way, and are often built and maintained in conjunction with road installation or repair projects. It is essential to reserve enough space in such public corridors to accommodate future utilities. Without long-term planning, constricted utilities may limit growth, and their maintenance may become a financial burden on the community.

Policies on the placement of structures, fences and vegetation in **utility and drainage easements** should be reviewed and amended, and rigorously enforced.

Communications Services

Publicly regulated private companies provide communications services in Winfield, including both hardwired and wireless phone service, cable TV service, and internet service. Such companies normally maintain continuing short and long-range facility planning programs. All of them maintain toll-free phone numbers and customer service websites for service contacts.

Of those respondents to the Community Questionnaire who had an opinion, 87% thought their **cell phone coverage** in the Winfield area was adequate, and 70% thought their **internet access** in Winfield was sufficient, in coverage, speed, and availability.

MUNICIPAL UTILITIES SYSTEMS GOALS

- Regularly review and update standards and procedures for installation and maintenance of utilities, to reflect changes in technology and in environmental expectations.

Water Supply & Distribution

Wholly owned and operated by the City of Winfield, the municipal water system supplies and distributes high-quality fresh water to residents of Winfield, as well as the cities of Burden and Oxford, five Rural Water Districts, and most of Cowley County. As of May 2019, the water distribution system served about 5,200 meters.

Water Department services include pumping fresh water, managing water treatment facilities, and maintaining the distribution system. The water system also supports all the City's **fire hydrants**, which are flushed and tested annually.

The Winfield Water Department routinely monitors and tests water quality according to state and federal requirements, in order to provide safe and dependable drinking water to the community. An [annual water quality report](#) is available on the City's website.

Water for the Winfield area is supplied from Winfield City Lake to the City's **Water Treatment Plant** at 15250 101st Road. The Plant, which was completely renovated in 2005, has the capacity to treat 5.5 million gallons of water per day, using solid contact units, conventional dual media filtration, and ozone and chlorine disinfection. The City typically spends \$250,000 per year to keep the plant continually upgraded, and operating in peak condition.



Treated water is stored in a 1.5 million gallon ground storage tank located near the Treatment Plant, then pumped as needed to replenish the water in the one-million-gallon storage tower at Simpson Avenue and College Street. The height of the water tower provides the necessary pressure to distribute water via gravity flow throughout the City, through a network of mains and individual service lines which range from 1 to 16 inches in diameter.

Rural residents who are not connected to the Winfield water supply system either directly or through one of the Rural Water District systems must maintain private water wells, which are regulated by the 2006 [Cowley County Sanitary Code](#).



water treatment equipment



water tower



Rural Water District water tower

WATER SUPPLY & DISTRIBUTION GOALS

- Replace **ozone equipment** at the Water Treatment Plant.
- Repaint the ground storage tank at the Water Treatment Plant, and refurbish/repaint the elevated storage tank.
- Consider adding a **second elevated water storage tank** at the Water Treatment Plant.
- Much of the water distribution system is aging, and the community could face an increasing number of water main breaks in coming years. Consider establishing a capital improvement line item to budget for replacing a certain percentage of outworn water lines each year.
- Update and improve the Water Treatment Plant.

Sewage Collection & Treatment

Winfield's sewage collection and treatment system consists of a network of sewage collection pipes, manholes, lift stations, and a Wastewater Treatment Plant. As of 2019, the system is providing service to approximately 4,600 customers.

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.

The City maintains a computerized map of the sewer system, which includes the gravity flow limits of the system. Lift stations are expensive to construct and maintain, so when possible, development within the system's existing gravity flow limits is preferable to development which requires a new lift station.

Rural residents outside the city limits can connect to the City's sewer system without being annexed first. However, a **waiver of annexation** (an agreement not to protest future annexation) must be signed before service is provided to customers outside the City.

Private residential sewage disposal systems in the Planning Area outside the City are regulated by the 2006 [Cowley County Sanitary Code](#).

Collection System

There are over 70 miles of sanitary sewer lines in Winfield's wastewater collection system, as well as 14 lift stations, all of which are maintained by City staff.

Many of Winfield's neighborhoods have sewer lines that are worn out and deteriorating. Cracks allow tree roots to grow into the pipes, causing blockages. Waste may leak out and contaminate groundwater. Stormwater infiltration into the system also occurs, which increases the volume of influent the Wastewater Plant must treat, and therefore its operational costs.

Once, 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. Modern **trenchless sewer rehabilitation** techniques use the existing pipe as a host for a new pipe or liner, and can correct deficiencies with much less disturbance and environmental disruption.

Winfield is currently in the process of repairing and replacing its sewer system mainlines and manholes. To maintain high-quality service, and to keep long-term costs down, the City should continue the program until all its older sanitary sewer lines have been rehabilitated.

Wastewater Treatment Plant

Located on a 12-acre site at 2120 Andrews Street, east of the Walmart Supercenter, the Winfield Wastewater Treatment Plant was originally built in the 1930s. It was most recently upgraded in 1999, with a new solids processing building and related equipment, a new head works building with a bar screen and grit removal system, a new final clarifier, a blower building with aeration blowers, and a new ultraviolet disinfection building.

The Winfield Wastewater Treatment Plant utilizes a Modified Ludzack-Ettinger (MLE) process to treat sewage. This variation on an activated sludge process cycles wastewater through both aerobic and anaerobic treatment phases to remove more nitrates.



Winfield has a population of a little over 12,000 people, while the Wastewater Treatment Plant is designed to support a population equivalent (PE) of 20,000 people—which would seem to indicate ample capacity for growth.

However, the term "population equivalent" is used to describe the capacity of a wastewater treatment facility in terms of a fixed population, while taking into account transient populations that the system must also serve—such as the staff and students of a school system which brings a large number of additional people into the City every school day. Production of waste water by industrial activities may also reduce the population that can be supported by a treatment facility with a given PE.

Designed for a population equivalent of 20,000 people, the Wastewater Treatment Plant has a maximum design capacity of 4 million gallons per day. As of 2019, its average flow per day was 1.5 million gallons, well within design parameters.

Currently the plant treats about 600 million gallons of sewage each year, cleaning it to the point that treated effluent meets or exceeds strict permit requirements prescribed by the Kansas Department of Health and Environment and the federal Environmental Protection Agency.

As much as 125 million gallons a year of treated effluent is pumped to the city-owned Quail Ridge Golf Course to be used for irrigation, while the rest is discharged into the Walnut River.

The existing Facility's ability to meet the community's needs for the twenty-year duration of the Planning Period will depend on the amount of population growth that occurs in the City, on the number of additional properties outside the city limits that link to the municipal sewage system, on possible changes to USD 465's school population, on any industrial development that may occur, and on any changes to federal regulatory requirements.

Wastewater treatment in Winfield is funded by a sewer service fee collected from the users. These funds are used for the operation, maintenance, and project financing for the sewer system and the Wastewater Treatment Facility.

Rural Sewage Disposal Many properties in the Planning Area are beyond the reach of the municipal sanitary sewer system, and must deal with sewage disposal on their own sites, utilizing septic tanks, leach fields, and/or sewage lagoons. In the Planning Area outside the City, permits for on-site sanitation facilities are issued by the Cowley County Health Officer. The 2006 [Cowley County Sanitary Code](#) requires permits for all new construction or modification of on-site wastewater treatment systems. Systems must be located and designed to protect both surface water and groundwater from potential contamination.

WASTEWATER TREATMENT GOALS

- Continue the maintenance and upgrade program to replace or reline sewer pipes and rehabilitate manholes.
- Work to **mitigate stormwater infiltration** to the wastewater collection and treatment system.
- Continue the sewer cleaning program.

Electrical Generation & Distribution

The City of Winfield operates its own power generation and distribution system, which is tied into the national grid. The City's Tie Substation is connected to Evergy transmission lines, with two feeds coming from Evergy's Oak Substation, and one from their Timber Junction Substation.

In addition, Winfield is a member of the [Kansas Power Pool](#), a group of 24 cities that cooperate to provide public power to their communities.

Electric energy in Winfield comes from both the City Power Plant and purchased power, in a balance that is adjusted daily in order to meet demand with the lowest cost energy available.

The City's electric utility provides power not only for residents of Winfield, but also for the Strother Field Industrial Park, the cities of Burden and Dexter, and for many rural customers in northern Cowley County. As of May 2019, Winfield's electric utility served about 7,500 meters.

Winfield's community-owned electric utility has been in operation since 1904, with the City Commission serving as its Board of Directors. Profits from the sale of electricity support other vital city services.

REDUCING CARBON EMISSIONS

Global warming and its associated extreme weather events and ecological disruptions are expected to be irreversibly catastrophic by the end of the century, unless humans drastically reduce their carbon emissions very soon.

When fossil fuels are burned, carbon dioxide is released into the air. It is a greenhouse gas, which traps heat in the planetary biosphere. Today, Earth's atmosphere contains 42% more carbon dioxide than it did before the industrial era—and the delicate balance of atmospheric gases that kept Earth's climate stable has been disrupted.

(For more information, see [ClimateCentral.org](https://climatecentral.org).)

Utilizing renewable energy resources, instead of fossil fuels, substantially reduces the amount of carbon dioxide released. As a power producer and distributor, the City of Winfield will consider opportunities to make a difference that matters, **by transitioning as rapidly as possible from fossil fuels to renewable energy sources**, including wind and solar power, for its electrical system.

Fortunately, Kansas is very well positioned to make this feasible. In the 2010s, Kansas led the nation in expansion of renewable power generation, mostly because of the dramatic growth of wind energy facilities across the state. As the 8th sunniest state in the country, Kansas also has considerable, though currently undeveloped, solar power potential.

As of 2019, Kansas had nearly 3,200 wind turbines, with about 6,100 megawatts of generating capacity, providing over 41% of the electricity used in the state. Yet our wind potential has barely been tapped, and we are expected to rapidly become a major exporter of wind energy to other states.

For many young adults, reducing their carbon footprint is a very important life goal. Diversifying the City's energy production portfolio could be one more way to help engage and retain the community's youth.

Municipal Power Plant

Constructed in 1970, Winfield's municipal East Power Plant is located at 2801 East 12th Avenue on a 66.6-acre site. The 100 by 33 foot building contains a natural gas fired Combustion Engineering VU-60 boiler that produces steam for a General Electric turbine and generator. The turbine is a straight condensing single flow exhaust unit. The hydrogen cooled generator produces 26.5 megawatts of power.

The turbine and generator were completely overhauled in 2013. Other recent renovations include a control systems upgrade in 2001, rehabilitation of a cooling tower in 2002, and removal of obsolete oil tanks in 2012.



East Power Plant



East Power Plant site aerial

Solar Array As of 2018, three quarters of the Kansas Power Pool's aggregate energy resources were nonrenewable. In an effort to begin transitioning to a more renewable energy portfolio in the future, seven of KPP's 24 members agreed to install a solar voltaic project. Funded in part by KPP, the City of Winfield's solar array was completed in 2019.

Built just east of the existing Power Plant and engineered by Zeemac, LLC of Missouri, the new solar array produces only 25 kilowatts of electricity—about enough to power four houses. Nevertheless, it is an important first step into solar voltaic power generation for Winfield. It allows the City to begin evaluating the technology, while planning solar power's place in the future of Winfield's electricity production system.

Transmission & Distribution System

The City of Winfield owns and maintains a 69 kilovolt transmission loop system that interconnects with Evergy's transmission system. The City's transmission loop feeds five substations, which then distribute 12.5 kilovolt power throughout the City's 114-square mile service territory. Voltages provided to customers range from 120 volts up to 12,470 volts, depending on need.

The distribution system is well integrated—there is typically an alternate feed available to route power around an outage, and quickly restore service. Also, key lines are designed to have the capacity to carry additional load from adjacent circuits when necessary.

Winfield's electrical distribution system has a total of 29 miles of high-voltage transmission line, 295 miles of distribution line, and 13,373 power poles.

Maintenance standards are high. A SCADA (Supervisory Control And Data Acquisition) computer system gathers and analyzes real time data from Winfield's power transmission and distribution lines, allowing City staff to monitor and control the system 24 hours a day.

Overhead Lines 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.

Approximately 90% of Winfield's distribution lines are overhead, and about 10% are underground. Currently, the City does not require new development in Winfield to have electrical lines underground. There are no plans to bury any existing overhead lines, nor is there any City incentive program to encourage property owners to have their supply lines buried.

ELECTRICAL SYSTEM GOALS

- Continue to pursue options to transition to renewable and renewable-supporting energy sources for the City's electrical power.
- Consider adopting a policy that encourages new development in Winfield to have utility lines buried underground.
- Establish a program to encourage property owners to have their individual service lines buried.

Natural Gas Distribution

The City of Winfield purchases natural gas from a variety of suppliers, which is delivered to the City through a major gas transmission pipeline at five different border stations. The municipal utility then distributes the natural gas to its customers through a network of almost 100 miles of pipeline.

Winfield's municipal natural gas utility is the largest publicly owned and operated natural gas distribution system in the state, serving over 5,000 customers. It supplies nearly a billion cubic feet of gas annually, including fuel for the City Power Plant during summer's peak electricity demand.

Many of the older gas lines in the city were bare steel, which is subject to rust and corrosion. In the early 1990s, the City implemented a program to replace those older lines with polyethylene pipe, a high grade plastic specifically designed for natural gas. As sections of the mainlines were replaced, City crews also replaced the associated customer service lines all the way to each house, at no cost to the customer. The distribution system also includes about 20 miles coated steel pipe that is catholically protected.

NATURAL GAS UTILITY GOAL

- Continue replacing steel gas pipes with polyethylene pipes.

Solid Waste Disposal

The City of Winfield provides an integrated refuse disposal, recycling, and yard waste management program for the community. This municipal service is an efficient and cost-effective system for removing solid waste and keeping Winfield clean.



Refuse Collection Residential refuse is collected once each week, mostly at street-side, but sometimes in alleys. Commercial refuse is collected as often as necessary, for fees that vary based on container size and collection frequency. If waste from industrial or manufacturing sites exceeds the City's equipment capabilities, it is collected and disposed of by third-party service providers.

Recycling The City of Winfield's recycling program used to pay for itself, with the market value of recycled materials just managing to cover the costs of the program. However, recent drastic reductions to the global market for recycled materials have made it necessary for the City to significantly revise the recycling services it can cost-effectively provide.

As of June 2020, weekly curbside pickup using City-issued carts was limited to only corrugated cardboard. In addition, on Friday and Saturday mornings the **Arkansas City/Winfield Recycling Center** at Strother Field allows drive-through drop-off of certain sorted recyclables, including plastics, steel, newspapers and other paper, paperboard, corrugated cardboard, and glass bottles.

Winfield's municipal **Compost Facility**, located at 320 Broad Street, is opened for limited hours from spring through fall. It accepts unbagged leaves and grass, and tree branches six inches or less in diameter. Non-commercial disposal of up to four tires per person is also allowed, a policy which helps to prevent illegal dumping of tires. The compost site does not accept lumber, construction debris or household trash.

Neighborhood Clean-Up Program On Saturday mornings from April through October the City of Winfield places a construction-size dumpster at either the Fairgrounds or the City Operations Center on East 9th Street; the location is announced on the City's website. The dumpster is available to residents free of charge for disposal of large house and yard clean-up items. Only oil, paint, batteries, refrigerators, and air conditioners are not accepted. This program is not only a welcome service for residents, it is also a very cost-effective strategy to reduce illegal dumping.

Municipal solid waste from Winfield is taken to the **Cowley County Landfill and Transfer Station**, located on 81st Road a couple of miles southeast of Strother Field. The Transfer Station also accepts household hazardous waste, construction demolition debris, and tires; fees are posted on the County website.

Solid waste collection services in the Planning Area outside the City are available from Waste Connections of Kansas, Inc.

SOLID WASTE DISPOSAL & RECYCLING GOAL

- Pursue appropriate municipal **recycling options**, as economic conditions change over the Planning Period.

Stormwater Management

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, rivers, or lakes. While this is a natural process, development creates large expanses of impervious surfaces (roofs, streets, parking lots, etc.) which may generate far more runoff than natural systems can handle.

Excess runoff can cause localized flooding. It can collect trash and other pollutants and transport them into natural waterways. It can erode river banks and scour stream beds, depositing so much sediment in ponds and lakes that they have to be dredged.

Stormwater management systems prevent excess runoff from accumulating in low areas to the point where it causes localized flooding, and potential water damage to homes, roads, and other structures. Areas prone to such flooding are constrained in their development potential, create traffic safety problems, and may contribute to blighted conditions.

Established in 1995, **Winfield's Stormwater Utility** builds, operates and maintains the municipal stormwater drainage system. The system reduces potential hazards to life and property by collecting and detaining stormwater runoff, and then releasing it in a controlled manner. Improvements to existing stormwater facilities and plans for new facilities are proposed in the City's five-year capital improvement plans.

CLEAN WATER ACT / NPDES PERMIT PROGRAM

Heavy metals, coliform bacteria and suspended solids from urban stormwater runoff all pose a significant threat to aquatic life and the usability of the nation's surface water resources. The **National Pollutant Discharge Elimination System (NPDES)** permit program, initiated under a 1987 amendment to the federal Clean Water Act, specifies limits on what can be discharged into surface waters in municipalities, and requires monitoring and reporting.

The NPDES program has helped to both improve the quality and control the quantity of stormwater discharge. Construction activities which will disturb one or more acres of ground must have authorization from the Kansas Department of Health and Environment (KDHE) to discharge stormwater runoff. Activities which disturb less than one acre may also have requirements, as determined by KDHE.

In Winfield, all contractors are required to complete and submit a *Stormwater Pollution Prevention Plan* form, to describe how their job site will comply with NPDES requirements. The form, which is available on the City website, must be submitted to the City Engineer's Office for review and approval before any digging or construction begins.

CHANGING STRATEGIES

Traditional stormwater management strategies divert stormwater away from developed areas, channeling it as quickly as possible into a natural drainage system such as a stream or river. In urban areas, runoff is typically guided by streetside curbs and gutters into underground storm sewers, while in rural areas runoff is usually transported by open roadside drainage ditches.

Green Infrastructure In recent years, stormwater management strategies have evolved to recognize the advantages of reducing runoff in the first place by reducing impervious surfaces, and increasing opportunities for precipitation to be absorbed as close to the point where it falls as possible. Utilizing green infrastructure techniques—from residential raingardens to urban bioswales to permeable parking lots—can often help **manage stormwater more effectively and less expensively than traditional methods.**

To learn more, see the Environmental Protection Agency's Green Infrastructure web page at <http://water.epa.gov/infrastructure/greeninfrastructure>.

STORMWATER MANAGEMENT GOALS

- Develop an overall **Stormwater Drainage Management Plan**, compliant with EPA rules. Incorporate a **map** of Winfield's drainage system; show directions of flow, and highlight areas with recurring drainage problems. Include a review of maintenance policies, and prioritize potential improvements to drainage infrastructure.
- Whenever substantial construction work is done on a Winfield street, **consider incorporating green infrastructure stormwater management strategies into the street design**. Not only would such a program help protect local waterways from the damage and pollution caused by street runoff, but it could reduce the need for expensive "gray infrastructure" drainage facilities.
- Incorporate a **zero runoff policy** in the City's new Subdivision Regulations. Require a proper **stormwater drainage plan for all new subdivision development**. Consider incorporating the concept of a **four-corner lot drainage plan**, which establishes the finished grade of the property corners of each lot in the subdivision at the time of platting to ensure drainage.

CHAPTER 11. Community Facilities & Services

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

Winfield's existing public facilities are generally in good condition. Most essential public services in the community are supported by public funds, and maintained under public control.

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

When planning for any future community facilities, it is important to determine their optimum location, to maximize efficiency and economy in serving the public. **Identify and acquire suitable sites for community facilities in advance of need.** Otherwise, ideal sites may be preempted for other purposes. The need for land acquisitions for public facilities should be a consideration in the review of subdivision plats and rezoning applications.

Utilities and stormwater management facilities and services were addressed in the previous chapter, and parks and recreation services are discussed in detail in the 2020 Winfield Master Plan for Parks, Trails & Recreation. This chapter will cover other public facilities and services provided to the Winfield community, including:

- City Hall
- Police Department
- Fire/EMS Department
- Municipal Operations Center
- Parks Office & Shop
- Winfield Public Library
- Public Housing
- Cemeteries
- Health Care Facilities
- Schools
- Southwestern College

Each facility will be evaluated on **its ability to continue to serve through the Planning Period** to 2040. **Future needs** for public facilities in the Winfield Planning Area during the 20-year Planning Period will also be described.

City Hall

Winfield City Hall is located at 200 East 9th Avenue. The two-story brick building with limestone details was originally constructed in the 1920s.



The majority of parking for City Hall is provided by the paved public lot on the southwest corner of Millington Street and 8th Avenue, just northwest of City Hall. It has 53 parking spaces, including 3 ADA spaces. Four off-street parking spaces on the northeast corner of the site are typically used by staff. There is also a limited amount of on-street parking adjacent to City Hall, on both Millington Street and 9th Avenue.

City Hall houses the administrative functions of municipal government, providing facilities for City staff, including the following:

- The **Customer Service Office** takes care of utility service connections and disconnections, and processes over 85,000 utility bills each year. This includes reading more than 17,000 utility meters each month. They handle Municipal Court payments, and voter registration. They process liquor licenses, and licenses for electricians, plumbers, and arborists in the city. They handle the sale of dog tags, Lake permits, and garage sale permits, as well as the sale of spaces in City cemeteries.

- The **City Manager** is responsible for day-to-day management of the City in accordance with policies established by the City Commission, while meeting the requirements of State and federal laws, regulations and guidelines. The City Manager develops the City budget and capital improvements program, directs their administration, and makes long-term plans to meet the City's operational needs.
- The **Finance Department** provides financial management, oversight and reporting for the City, including accounting services and contract management. They prepare Winfield's Comprehensive Annual Financial Report, prepare and coordinate operations and capital improvement budgets, and invest City funds to achieve maximum returns.
- The **Purchasing Division** deals with suppliers, and manages City bidding and evaluation procedures for purchase of materials and services needed by the City. The Purchasing division handles all procurement and contracting for the City, with the exception of public works contracts for City infrastructure, which are handled by the **Public Improvements Department**.
- The **Legal Department** includes the City Attorney's Office and the Municipal Court. The **City Attorney's Office** provides legal advice to the City Commission, City boards, and City Administration. They draft and review ordinances, contracts, and legal opinions, and represent the City in litigation. The **Municipal Court** has jurisdiction over certain offenses committed within the city limits of Winfield, including traffic and parking violations, misdemeanor criminal offenses, and all violations of City ordinances related to zoning and building codes.
- The **Planning Department** works on long-range planning, zoning issues and the subdivision of land.

- The **Management Information Systems Department** is responsible for development, operation, and maintenance of all City information technology systems, and related hardware and software. This Department includes **Geographic Information Systems (GIS)**, which creates and maintains maps that are essential for both short-term and long-term planning, and for City infrastructure management.
- The **Department of Public Improvements / Building and Construction Division** issues permits for buildings, demolition, mobile homes, signs, home occupations and swimming pools. It reviews plans for proposed construction to verify compliance with zoning codes, building and fire codes, and with the Americans with Disabilities Act. It inspects construction projects, and enforces structural, electrical, mechanical, and plumbing codes.
- The **Department of Public Improvements / Engineering Division** provides support on all municipal construction projects in the City, including streets, storm drainage, and utility extension and repair. Staff plans and designs some projects, or may act as the liaison between the City and consultant engineers, inspecting work and administering payments.
- The **Department of Public Improvements / Street Maintenance Division** performs regular maintenance on the City's 86 miles of asphalt, concrete, gravel, and brick streets—including sweeping streets, installing pavement markings, cleaning drainage ways, removing snow, cleaning up after storms, patching potholes, maintaining signs, and leveling gravel streets and alleys.

CITY HALL GOALS

- Incorporate access control to **improve security**, reconfiguring the facility as necessary.
- Update and remodel interior spaces, to increase flexibility of uses and improve the customer experience.

Police Department

Since 1963, the Winfield Police Department has operated out of a downtown building located just north of City Hall, at 812 Millington Avenue. Built in 1930, the 2-story building is constructed of concrete block with brick veneer, with a 3-bay attached garage behind.



The City is currently in the process of planning and building a **new Public Safety Center**, which will be designed to efficiently support modern police operations.

The Winfield Police Department has 25 full-time and 2 part-time staff members, providing police protection services to the City 24 hours a day, seven days a week.

Within the building, the Chief, the Captain and the Department Administrative Assistant each have an office, three offices are used by Patrol officers and supervisors, two offices by the Investigations supervisor and three Investigators, one by Animal Control, and one by the Data Entry Coordinator. Data Entry staff work in the front reception area.

The building has restrooms and a full kitchen. There is only one meeting room, and no designated training room. A small room and the basement are used for storage. There is one cell, suitable only for very limited temporary detentions; prisoners typically are held at Cowley County Jail.

Cowley County operates the **E911 dispatch system** for emergency calls.

Vehicles The Winfield Police Department uses Dodge Chargers for patrol vehicles, has a Chevrolet Tahoe for a K-9 vehicle, a Ford F-250 for Lake Patrol, and a Ram 2500 for Animal Control. Approximately three vehicles are replaced each year.

POLICE DEPARTMENT GOALS

- Complete design and construction of the new Public Safety Center.
- Evaluate the existing Police Department building for possible new uses after police operations move to the new facilities.
- Increase staff as necessary, as the community grows.
- Continue regularly replacing patrol vehicles and upgrading computers.

Fire/EMS Department

The **Winfield Fire / Emergency Medical Services Department** provides 24/7 fire protection and emergency medical services within the city of Winfield. In addition, the Fire Department serves a 236-square mile area outside the city limits, while EMS serves a 750 square mile. In 2019, personnel from Winfield's Fire/EMS Department responded to 2,251 calls within the city, and 634 calls from outside the city limits.

The **Winfield Fire Station** is located at 817 Fuller Street, on 9th Avenue two blocks east of City Hall. The south half of the building was completed in 1886, constructed of local limestone in the Classical Revival style. It originally had three stories and a tower, and housed all of Winfield's City offices, including the Police and Fire Departments. When the current City Hall building was completed in the mid-1920s, other staff relocated, and the older building was dedicated solely to Fire Department use.

The Fire Station was extensively remodeled in 1931. The third floor and tower on the original structure were removed, and the bay doors for fire equipment were moved from the south side to the east side. The brick north annex was added, doubling the number of vehicle bays. When the remodel was done, the 140 by 50 foot building covered its entire 7000 square foot lot.



The Fire/EMS Department currently occupies the whole building, with the exception of the second floor of the annex, which is used by the City Band. **Parking** for Fire/EMS Department staff is provided in the large parking lot to the west of the building, which is owned by Cowley County.

Winfield Comprehensive Development Plan 2020-2040

The **E911 dispatch system** for emergency calls is operated by Cowley County.

Apparatus The tables below show fire fighting and EMS apparatus in service in Winfield, as of January 2020. In general, the City's firefighting vehicles are expected to provide 10 to 15 years of use before being replaced. EMS vehicles are replaced after 180,000 miles of use.

Winfield Fire Department Apparatus (as of January 2020)			
Year	Description	Tank Capacity (in gallons)	Pump Capacity (in GPM)
1989	Pickup 72	—	250
1993	Rescue 71	0	0
1995	Tanker 71	—	250
1999	Engine 72	—	1250
2001	Quint QT71	—	1500
2006	Aerial Platform 71	—	2000
2013	Pumper 71	—	240
2016	Pickup 74	400	250
2018	Engine 71	—	2000

EMS & Ambulance Vehicles (as of January 2020)		
Year	Vehicle	Description
2005	Medic 77	Ford E450
2014	Medic 71	Chevrolet 4500 – Osage
2016	Medic 74	Dodge – Braun
2019	Medic 72	Ford 450 – Osage
2019	Medic 73	Ford 450 – Osage

Winfield has 29 full-time and part-time firefighters, and one volunteer firefighter. All of them are cross-trained as Emergency Medical Technicians or Paramedics.

ISO RATINGS

Fire department services nationwide are rated by the **National Insurance Services Office (ISO)**. Ratings, which cover a wide variety of factors, are made on a scale of 1 to 10, with one being the highest rating. A City's ISO rating may impact fire insurance rates for local residents.

The latest ISO inspection for the Winfield Fire Department, in November of 2017, rated fire protection services in the City at 3, and rated services outside the city limits at 10. The ISO noted that improvements to the rural rating could be attained with more dispersed deployment of apparatus and personnel. They also recommended that GIS locators be installed on all firefighting vehicles.

FIRE/EMS DEPARTMENT GOALS

- Acquire and install GIS locators on all firefighting apparatus.
- Replace oldest fire fighting apparatus.
- Complete and implement current plans to build a new Winfield Fire/EMS Station. Include more apparatus storage space and more staff parking.
- Evaluate the existing Fire Department building for possible new uses after operations move to the new facilities.

Municipal Operations Center

The City of Winfield has consolidated its heavy equipment and materials storage on one 30.5-acre site at 2701 East 9th Avenue. The Municipal Operations & Fleet Services Center is on the south side of Highway 160, just east of Winfield High School. Black Crook Creek flows through the east side of the site.

The Operation Center houses administrative offices for all municipal utilities, as well as the City's Purchasing Department, Central Stores, the Streets Department, Fleet Services, and Sanitation/Recycling.

A large paved parking lot on the north side of the site, off Highway 160, provides public access to the main Operations Center building and the Service Center. A network of gravel roads provides access to all the buildings and storage areas on site. Additional paved staff parking is available at most of the buildings.

The main **Operations Center** building was constructed in 1967. The north portion is 35x172 feet in size, constructed of concrete block with brick veneer. It provides conditioned office space for municipal utilities staff. It is directly connected to a 9,760 square foot warehouse to the south, which in turn connects to a 9,600 square foot warehouse with loading docks to the east, and a 1,440 square foot warehouse to the west. All three warehouse spaces are constructed of concrete block, and have space heaters.

Built in 2003, the **Service Garage** is a single-story metal building, 72x140 feet in size, with seven service bays. It provides space for staff to maintain and repair City vehicles and heavy equipment.

A **Storage** building 10,640 square feet in size and an **Equipment Shed** 1,860 square foot in size were constructed in 2014. They are single-story metal buildings, with no heating or air conditioning.



A number of other outbuildings are distributed around the site, including a storage building for **Fire Department rescue equipment**, a **Dog Holding Shelter**, a storage building for **concrete forms**, and a **Transformer Processing Building**.

Approximately 17 acres of the site are fenced, providing a **secure outdoor storage yard** for vehicles and bulk materials.

MUNICIPAL OPERATIONS CENTER GOALS

- Replace the **HVAC system**.
- Replace the **roof**.
- Overlay the **parking lot**.

Parks Office & Shop

Winfield's parks and recreation services are discussed in detail in the 2020 *Winfield Master Plan for Parks, Trails & Recreation*. However, the Office and Shop facility which supports Parks Department staff is described here.

The **Parks Office and Shop** is east of the City Wastewater Treatment Plant, located on the same 41.4-acre parcel of land. The Parks facility is at 2205 Broadway Street, across the road and directly west of the Broadway Recreation Complex.



Constructed in 2000, the **Office** portion of the facility is a single-story building constructed of native stone, 2,200 square feet in size. The 7,800 square foot **Shop** building is to the west of and connected to the Office. The Shop is metal on a wood frame, and conditioned only with a space heater. Behind the Parks Office & Shop, there are secure fenced **outdoor storage yards** for bulk materials.



PARKS OFFICE & SHOP GOALS

- Construct an equipment shelter (a lean-to or similar enclosure) to provide weather protection.
- Connect the building to the City's fiber optic network.

Winfield Public Library

Winfield Public Library is located at 605 College Street, at the southeast corner of 6th and College. It occupies the northeast corner of the Baden Square campus, and has ample paved parking on its east and north sides.

The building was originally a college library, constructed in 1962. After the campus was acquired by the City, the mid-century modern structure was renovated in 1990 to serve as a public library. The 13,735 square foot Library building was remodeled further during the mid-2000s—to provide better work flow for staff, dedicated computer areas, improved young adult and children's facilities, a family restroom, an updated meeting room, and better finishes, lighting, acoustics, and windows throughout.



Founded in 1913, Winfield's Library is governed by a 7 member **Board of Trustees**, with duties defined by state statutes. Board members are appointed by the City Mayor, who is also an ex-officio Library Board member.

The Winfield Public Library offers a wide range of programs and services to its 19,220 registered users, and to the community at large. It checks out over 134,000 items per year.



As of 2018, the Library's collection included 57,633 books and 114,292 e-books, 114,292 CDs, and 5,061 DVDs. The Library maintained 64 electronic collections and 93 periodical subscriptions. The Library also participates in an Interlibrary Loan service that provides patrons with access to four million books, audiobooks, compact discs and DVD's in over 300 Kansas public, academic and school libraries.

The Library offers ten computers for public use, with software and internet access, as well as free wi-fi. For homebound Winfield resident, Library staff provide free at-home delivery of library materials.

During the COVID-19 pandemic, the Library closed to public use but continued to serve the community by providing books, DVDs, Summer Activity packets, crafts and other items via curbside pickup. Library Board meetings during the pandemic were video-conferenced.

The Winfield Public Library is a member of the **South Central Kansas Library System (SCKLS)**, which is a regional system of cooperating libraries from twelve counties, based in Hutchinson. An elected Executive Committee, composed of one member from each county, establishes policy and provides financial oversight of the SCKLS. Membership is voluntary, and each member library retains its local self-government and independence. Among other services, SCKLS provides a bookmobile service, workshops, and technology and grantsmanship training for Library staff. More information on the SCKLS is available at www.sckls.info.

Public Housing

Public housing programs in the U.S. are intended to provide decent housing for low-income residents, the elderly, and people with disabilities, at affordable rents that are based on household income. Housing programs are federally subsidized through the Department of Housing and Urban Development (HUD), and managed by local housing authorities.

Established in 1982, the **Winfield Housing Authority** is located at 1417 Pine Terrace. The Authority manages fifty City-owned public housing apartments, called Cedar Brook Apartments, which offer one-, two-, three-, and four-bedroom apartments to eligible renters. For more information, see <http://winfieldhousing.com>.



Winfield's **Cedar Brook Apartments** are located on two nearly adjacent sites in the northeast part of the City. There are a number of single-story brick buildings on each site; each building contains no more than four apartment units. Cedar Brook North at 420 North Park Place has 22 units on a 3.5-acre site, while the nearby Cedar Brook South has 28 units on a 2.9-acre site.

Cemeteries

There are four cemeteries in Winfield. Three of them—**Highland Cemetery**, **Union-Graham Cemetery**, and **St. Mary's Cemetery**—are owned and managed by the City of Winfield. The fourth is the **Kansas Veterans' Cemetery**, which is owned by the Kansas Commission on Veterans Affairs.

All four cemeteries are currently in active use. Highland Cemetery and the Veterans Cemetery both have ample room for expansion. Within the 20-year Planning Period, St. Mary's may reach capacity. All available plots at Union-Graham have been purchased, though not all have been used.

KANSAS VETERANS' CEMETERY AT WINFIELD

The Kansas Veterans' Cemetery at Winfield is located at 1208 North College Street, near the Kansas Veterans' Home. One of four state veterans' cemeteries in Kansas, it is reserved for veterans of the U.S. military, and their spouses and children. While it is not a municipal facility, its presence does impact the demand for other cemetery facilities in Winfield.

ST. MARY'S CEMETERY

Located at 1938 East 12th Avenue, this small 4.6-acre cemetery was originally established in 1883 by Holy Name Catholic Church. Ownership was transferred from the Wichita Catholic Diocese to the City of Winfield in 1941.

The Catholic Church no longer forbids cremation, though it does require that ashes be kept in a sacred place, and not scattered or kept at home. A columbarium, designed to hold cremation urns, will therefore likely be needed at St. Mary's Cemetery within five years.



St. Mary's
Cemetery

UNION-GRAHAM CEMETERY

Located at 601 North Michigan Street, the 21.9 acre Union-Graham Cemetery started out as two separate cemeteries. Graham Cemetery was established in 1872 by the Winfield Cemetery Association, and Union Cemetery in 1898 by the Cowley Union Cemetery Association. Union-Graham Cemetery contains the graves of some of Winfield's earliest residents and founding families.

Since 1918, both cemeteries have been owned and operated by the City of Winfield. Burial records for the two cemeteries are still kept separately.



Union-Graham Cemetery

Though all available burial plots at Union-Graham are in use or reserved, columbaria will be needed during the course of the Planning Period. In addition, a maintenance shed on the site, which burned down in 2019, should be replaced.

HIGHLAND CEMETERY

Located south of the Fairgrounds at 702 Amos Becker Road, the 150-acre Highland Cemetery sits on a bluff overlooking the Walnut River. Originally established in 1875, the Cemetery has been owned and operated by the City of Winfield since 1918.

The Cemetery includes the 3,760 square-foot Highland Abbey Mausoleum building, constructed in 1913, with a narthex added in 1950. There are also two Columbaria for cremation urns, and a Remembrance Garden for scattering cremation ashes.



Highland Abbey Mausoleum



Highland Cemetery

In addition, Highland Cemetery has several outbuildings, including a 900 square foot Maintenance Building, a 600 square-foot shed, and a 550 square-foot shed, all built in 1995.

The Highland Cemetery parcel has nearly 66 acres of land currently in agricultural use, which will be available for future expansion at need.

An on-site office for use by Cemetery operations staff is needed. Additional columbaria may also be required at some point during the 20-year Planning Period.

Changing Practices

Dealing with death has always been an activity powerfully shaped by tradition. Nevertheless, attitudes and rituals surrounding the disposition of loved ones' bodies have been changing dramatically over the last 50 years. Planners who deal with cemeteries will need to adapt their physical facilities to meet these transforming expectations.

Changes have been driven by both social and economic factors—ranging from concerns over environmentally unsustainable funeral and burial practices, to prohibitive costs for funerals and burial plots, to the dispersion of American families across the country, to the trend toward mourning via social media.

Starting in the 1950s, many suburban communities were designed without cemeteries, and many older cemeteries are running out of space—a problem that will inevitably get worse as population increases. As burial space becomes more scarce, its cost will continue to rise.

Cremation In 1960, only 4% of Americans who died were cremated. In 2020, cremation is more common than burial, and by 2030, the cremation rate in America is expected to be 70%. That figure may well change, however, as interest in reducing carbon emissions inclines people to look for less fuel-intensive solutions.

One alternative to thermal cremation is **hydro-cremation**, or alkaline hydrolysis. It is a process that uses water, pressure, heat and an alkaline chemical solution to dissolve soft tissues, leaving only bone fragments to be processed into ash. It uses less energy and causes less air pollution than thermal cremation. Though not yet available from funeral service providers anywhere in the state, it has been legal in Kansas since 2011.

Scattering Ashes For various personal or religious reasons, some people who choose cremation may want their remains to be kept indefinitely in an **urn in a cemetery columbarium**. However, many people prefer to have their ashes scattered. Some cemeteries maintain a **memorial garden** specifically for this purpose.

Alternatively, people often scatter ashes at a place that was meaningful to the deceased—which could be almost anywhere, from a backyard garden to a favorite vacation spot. There is no public health risk involved in scattering ashes, and no Kansas law controls where human ashes may be scattered or stored. In the City of Winfield, ashes may be legally scattered only at a cemetery, or on private property with the owner's permission.

Green Burial is an option that is rapidly becoming more popular, especially for ecologically-minded people. Instead of striving to retard decomposition, this alternative method of interment allows the body to decompose naturally, returning to the earth. No toxic embalming chemicals or concrete vaults are used, and any caskets or shrouds are biodegradable. No headstones are installed, though GPS coordinates of each burial site are recorded, and available to loved ones who may wish to visit a specific burial location.

Green burial cemeteries are intended to remain as green space in perpetuity, reserved as a conservation site or wildlife preserve, and protected from development. Some traditional cemeteries are now dedicating a specific portion of their sites for green burials.

WINFIELD CEMETERIES GOALS

- Design and build a columbarium at St. Mary's Cemetery.
- Plan for additional columbaria at Highland Cemetery.
- Consider adding a columbaria at Union-Graham Cemetery.
- Consider designating a Green Burial area at Highland Cemetery.

Health Care Facilities

Medical facilities in Winfield, as in most communities, are not City-owned. They are nevertheless an important factor in long-term planning for City leaders. 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.

William Newton Hospital provides the foundation for healthcare services for residents in the Winfield Planning Area. For over 30 years, the Hospital has worked to help the community maintain local control of healthcare, establishing formal networks with regional healthcare providers, recruiting physicians, and partnering with local industries to provide occupational health services.

In addition to physicians, Winfield is also well supplied with dentists, optometrists, chiropractors and pharmacists. Built in 2011, and just a 15-minute drive away in Arkansas City, is the 38-bed **South Central Kansas Medical Center** hospital. A wide variety of hospitals, clinics, and other medical services are also available in the Wichita metropolitan area, about an hour's drive away.

WILLIAM NEWTON HOSPITAL

Serving Winfield since 1927, William Newton Hospital (WNH) is categorized as a community general hospital. It is governed by a Board of Trustees, whose five members are appointed by the Winfield City Commission.

WNH is a locally managed nonprofit organization, which receives no tax support. Since 2006, WNH has been certified as a Critical Access Hospital, eligible for cost reimbursement from Medicare. Since 2005, the **William Newton Healthcare Foundation** has helped to provide additional financial support for the Hospital.



Winfield Comprehensive Development Plan 2020-2040

William Newton Hospital delivers inpatient and outpatient services, including radiology, orthopedics, surgery, obstetrics, pediatrics, cardiology, and oncology. WNH offers emergency care, home health care, diabetes education and counseling, sleep studies, and rehabilitation services. The Hospital has facilities for MRI and radiation treatments, a hyperbaric chamber for wound healing, a pharmacy, a pathology lab, a Family Birthing Center, and quarters for EMS personnel.

WNH opened the **Winfield Healthcare Center** in 1992, to provide office space for consulting staff physicians, as well as hospital outpatient services. In 2004, the three story, 30,000 square foot **Physicians Pavilion** was built next to the Healthcare Center, to provide state-of-the-art doctors' office facilities to help keep needed physicians in the Winfield area. Both facilities are located just across 5th Avenue from the Hospital.



William Newton Hospital



Winfield Healthcare Center



Physicians Pavilion

To improve healthcare access for rural residents in Chautauqua, Elk and Cowley counties, the Hospital operates five **rural health clinics**. **Health Professionals of Winfield**, located in the Physicians Pavilion, is an internal medicine and primary care practice for adults. **Cedar Vale Rural Health Clinic**, **Dexter Community Rural Health Clinic**, **Moline Community Rural Health Clinic** and **Tallgrass Rural Health Clinic** in Sedan are all family practice clinics.



Cedar Vale RHC



Dexter CRHC



Moline CRHC



Tallgrass RHC

All tax-exempt hospital facilities in the nation are required to conduct a **Community Health Needs Assessment (CHNA)** at least once every three years. The CHNA has to include input on community healthcare needs, from both public health experts and the community at large, as well as an implementation strategy to address those needs. The most recent (2018) report is available at [Cowley County Health Needs Assessment Final Report](#).

William Newton Hospital is in the process of implementing a ten-year **Master Facility Plan**. The first step was a \$1.5 million project project in 2016, which upgraded the Hospital's electrical, water, and air conditioning systems, as well as its parking lots. In 2020, the hospital completed construction on Phase 1, the expansion of the surgical department.

HEALTH CARE FACILITIES GOALS

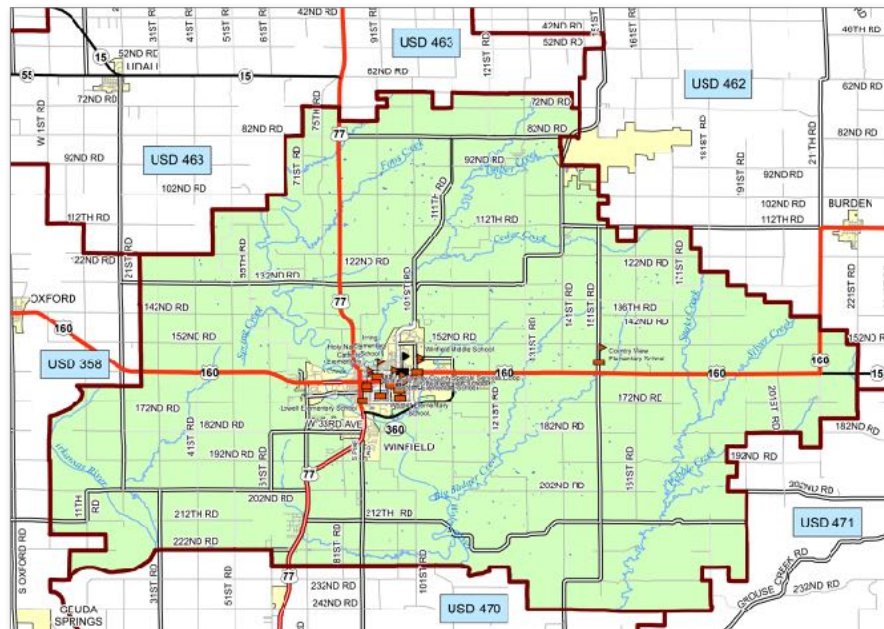
- Continue implementation of the William Newton Hospital **Master Facility Plan**.
- Continue to **recruit and retain family physicians**.

Schools

Schools are not City-owned, but their quality is a critical factor in securing any community's future.

Winfield Unified School District 465 serves a 260 square mile area in and around the city of Winfield. The majority of the District is in Cowley County, though some small parts of it extend into Sumner and Chautauqua Counties as well.

About four out of five of USD 465 students live inside the City of Winfield, while the remaining 20% are from the rural areas of the District. Student enrollment trends in USD 465 had been showing a small decline for about a decade, but starting in the 2018-2019 school year showed a slight upward trend for two years.



- **Winfield Early Learning Center**, at 509 East 8th Avenue, was built in 1963, with additions constructed in 1986 and 1992. The single-story building is now 33,792 square feet in size, and has 25 classrooms, a gym, and a cafeteria.

The School's drop-off zone is not adequate. There are 20 parking spaces for staff, which are not sufficient. Traffic flow is currently a problem, and will likely get worse after a proposed new City facility is built nearby.

The Early Learning Center serves pre-Kindergarten students, with an average class size of 15. As of 2020, the School had 249 full time equivalent (FTE) students in two shifts. The facility was not designed for either the number of students or the age range currently housed at the Early Learning Center.

The District has maintained an additional pre-school classroom at the Cumbernauld Village retirement community, in a cooperative program that involves grandparent volunteers. Due to the COVID-19 pandemic, that classroom was relocated to the Early Learning Center, at least for the 2020-2021 school year.

- **Country View Elementary School**, at 16300 151st Road, is the only USD 465 school located outside of Winfield, in a rural area east of the city. Built in 1986, with additions constructed in 2005, the single-story building is now 29,847 square feet in size, and has 15 classrooms, a gym/cafe/tertia, and a barn.

The School's drop-off zone is adequate, as is parking, with 30 unpaved off-street parking spaces for staff.

Country View serves Kindergarten through Grade 5 students, with an average class size of 20. As of 2020, the School had 129 full time equivalent (FTE) students. School capacity is 300 FTE students, so there is room to grow.

- **Irving Elementary School**, at 311 Harter Street, was built in 1963, with additions constructed in 1969. The single-story building is now 43,372 square feet in size, and has 25 classrooms, a gym, and a cafeteria.

The School's drop-off zone is not adequate. There are only 10 on-street parking spaces for staff, which are not sufficient.

Irving serves Kindergarten through Grade 5 students, with an average class size of 25. As of 2020, the School had 332 full time equivalent (FTE) students. School capacity is 450 FTE students, so there is room to grow.

- **Lowell Elementary School**, at 1404 Millington Street, was built in 1957, with additions constructed in 1963, 1969, and 2005. The single-story building is now 32,272 square feet in size, and has 25 classrooms, a gym, and a cafeteria.

The School's drop-off zone is not adequate. There are only 5 on-street parking spaces for staff, which are not sufficient.

Lowell serves Kindergarten through Grade 5 students, with an average class size of 25. As of 2020, the School had 245 full time equivalent (FTE) students. School capacity is 400 FTE students, so there is room to grow.

- **Whittier Elementary School**, at 1400 Mound Street, was built in 1954, with additions constructed in 1960, 1986, and 2006. The single-story building is now 32,272 square feet in size, and has 25 classrooms, a gym, a cafeteria, and a tennis center.

The School's drop-off zone is not adequate. There are 50 parking spaces, all of them on-street except for the parking lot at the tennis center. Parking is insufficient.

Whittier serves Kindergarten through Grade 5 students, with an average class size of 25. As of 2020, the School had 263 full time equivalent (FTE) students. School capacity is 400 FTE students, so there is room to grow.

- **Winfield Middle School**, at 130 Viking Boulevard, was built in 2006. The single-story building is 112,147 square feet in size, and has 50 classrooms, a gym, a cafeteria, and football/soccer practice fields.

The School's drop-off zone is not adequate. There are 50 parking spaces for staff, which are sufficient. There is a traffic flow issue in the vicinity of the school.

Winfield Middle School serves students in grades 9 through 12, with an average class size of 15. As of 2020, the School had 518 full time equivalent (FTE) students. School capacity is 600 FTE students, so the school is nearing capacity.

- **Winfield High School** is located at 300 Viking Boulevard, on the same campus as Winfield Middle School. It was built in 1974, with additions constructed in 1998 and 2006. The two-story building is 184,663 square feet in size, and has 65 classrooms, a gym, a cafeteria, a track, football practice fields, and a vocational/agricultural building.

The School's drop-off zone is not adequate. There are 150 parking spaces for staff and students, which are sufficient. There is a traffic flow issue in the vicinity of the school.

Lowell serves students in grades 9 through 12, with an average class size of 15. As of 2020, the School had 641 full time equivalent (FTE) students. School capacity is 750 FTE students, so the school is nearing capacity.

There are also two private religious schools in Winfield.

- **Trinity Lutheran School** is a state-accredited school that offers a preschool program, an all day kindergarten, and combined-grade classrooms for grades 1-2, 3-4, and 5-6. Yearly enrollment is typically about 60 students, with class sizes of 10 to 12 students.
- **Holy Name Catholic School** offers a preschool program, an all day kindergarten, and classes for students in grades 1 through 6.

CITY GOALS FOR SCHOOLS

- Coordinate upgrades to utilities infrastructure and stormwater management systems with school facility improvements.

Southwestern College

The presence of a thriving local college is a major predictor of long-term success for any small American city. Southwestern College (SWC) in Winfield has a powerfully positive effect on the community's economy, and even more on its quality of life. The College attracts young people and highly educated people to the City, and many of them stay.

Opened in 1885, Southwestern is a private college affiliated with the United Methodist Church. Its 82-acre main campus is located in northeast Winfield, and has 20 buildings, including on-campus housing for up to 485 students.

As of 2020, SWC has 245 staff members, including 45 faculty at the main campus. It has more than 700 full-time students, from 30 states and 18 foreign countries, who bring cultural diversity to Winfield. As of the autumn of 2019, SWC also serves nearly 800 online students. Between 2015 and 2019, SWC saw a 35% increase in the size of its student body.

SWC has a number of off-campus facilities, including the Southwestern College Learning Center at 120 West 12th Street, the 240-acre Moore Biological Field Station and Hege Field Laboratory on 131st Road, and the Professional Studies Office in Wichita. It also owns a number of residential properties in Winfield, some of which are rented to faculty, and some of which are adjacent to campus and have been secured for future development.

SWC has 458 paved and 163 unpaved off-street parking spaces on campus. Of those, 13 paved and 9 unpaved spaces are reserved for staff and delivery vehicles, and 8 paved spaces are reserved for visitors.



Planners should continue to maintain a cooperative relationship between the City and the College, working together to benefit both.

CITY GOALS FOR SOUTHWESTERN COLLEGE

- Coordinate upgrades to utilities infrastructure and stormwater management systems with College facility improvements.
- Consider closing Houston Road at Warren Avenue as a through street, to facilitate development of a new SWC Residence Hall at the southeast corner of Warren Avenue and Houston Road.
- Coordinate with SWC planners as they continue work on updating the Campus Master Plan, bringing municipal support to bear where appropriate.

Public Perceptions of City Facilities

The following tables show the results from the 2019 Community Questionnaire, when Winfield area residents were asked to rate the community's physical facilities, as well as community programs and services.

Facilities are arranged in order of the percentage of responses rating them "Excellent". Yellow cells indicate the three highest "Inadequate" scores.

For physical facilities, the Library, City Parks and the Hospital are clustered near the top of the ratings. For programs and services, Fire Protection, EMS services and the Library got the highest ratings.

The worst ratings for physical facilities went to street paving and maintenance (53%), stormwater drainage systems (32%), and street lighting (25%). It is not unusual for streets to receive such ratings, since they are something most residents interact with every day, which means more people are well aware of every single fault.

For programs and services, the worst ratings went to services at Winfield City Lake (28%). Medical and hospital services had the next worst ratings, though dissatisfaction there may well have much to do with economic and systemic factors beyond the control of local institutions.

How would you rate the following community physical facilities?								
PHYSICAL FACILITIES	Excellent		Adequate		Inadequate		Don't Know	
Winfield Public Library	462	53%	393	45%	12	1%	54	6%
Broadway Recreation Complex	391	50%	356	46%	32	4%	141	15%
City Parks	366	41%	464	52%	67	7%	19	2%
William Newton Hospital	328	38%	467	54%	76	9%	42	5%
Winfield Aquatic Center	273	36%	449	60%	32	4%	164	18%
Compost Facility	228	32%	451	64%	25	4%	207	23%
Rec Center / Fitness Center	251	31%	490	60%	79	10%	99	11%
Baden Community Center	197	25%	501	64%	85	11%	136	15%
USD 465 facilities	190	25%	500	65%	82	11%	132	15%
Cowley County Historical Museum	169	24%	466	67%	58	8%	226	25%
City Hall	180	23%	564	71%	49	6%	124	14%
Arts & Humanities Facilities	158	22%	469	67%	77	11%	210	23%
Winfield City Lake	132	19%	432	62%	136	19%	217	24%
Traffic Signs and Signals	134	15%	617	68%	154	17%	14	2%
Stormwater Drainage System	101	13%	419	55%	246	32%	151	16%
Street Lighting	119	13%	555	61%	229	25%	14	2%
Street Paving and Maintenance	63	7%	352	40%	471	53%	27	3%

Winfield Comprehensive Development Plan 2020-2040

How would you rate the following community programs and services?								
COMMUNITY PROGRAMS & SERVICES	Excellent		Adequate		Inadequate		Don't Know	
Fire Protection – service	495	57%	351	41%	15	2%	58	6%
Winfield Public Library programs	462	56%	343	42%	20	2%	100	11%
EMS / Ambulance – service	475	55%	357	42%	25	3%	67	7%
Police Protection – service	424	48%	399	45%	63	7%	39	4%
Municipal Electric Power – service	398	45%	464	52%	25	3%	34	4%
Trash Disposal – service	385	44%	445	51%	37	4%	53	6%
Natural Gas – service	368	44%	464	55%	12	1%	76	8%
Recreation Commission programs (at Rec Center)	347	44%	390	49%	59	7%	126	14%
Compost Facility – service	324	43%	394	52%	35	5%	162	18%
Water & Sewer – service	368	43%	473	55%	20	2%	61	7%
Parks maintenance	381	42%	454	50%	67	7%	19	2%
Recycling program & service	334	42%	388	48%	80	10%	119	13%
William Newton Hospital – services	330	38%	424	49%	108	13%	60	7%
Arts & Humanities programs	256	36%	400	56%	58	8%	204	22%
Dental services	297	34%	488	57%	76	9%	67	7%
Programs at Winfield Aquatic Center	224	33%	412	60%	45	7%	237	26%
Cowley County Historical Museum programs	212	33%	364	56%	74	11%	272	30%
Medical services	291	33%	495	55%	109	12%	29	3%
City Hall services	196	27%	499	68%	38	5%	187	20%
USD 465 K-12 classes, programs & activities	193	26%	472	64%	74	10%	158	18%
Services at Winfield City Lake	99	16%	352	56%	176	28%	294	32%

Section 4 – Comprehensive Planning

CHAPTER 12. Regulatory Tools

CHAPTER 13. Resources

CHAPTER 14. Comprehensive Plan Implementation

CHAPTER 12. Regulatory Tools

A community's planning goals are implemented in a variety of ways, including the use of regulatory tools. The Planning Commission is directly involved with the development and administration of Zoning and Subdivision Regulations, can recommend other local codes, and makes recommendations to the City Commission on annexation decisions.

The following regulatory tools will be discussed in more detail in this chapter.

- **Zoning Regulations** protect property values by ensuring that residential, commercial and industrial land uses are located in compatible arrangements which prevent conflicts. They also regulate the intensity of development, in order to manage traffic congestion, and to keep development in balance with the availability of utilities and other essential infrastructure.

Zoning regulations establish standards for building setbacks from property boundaries, for required parking spaces, and for maximum height and lot coverage for structures.

- **Subdivision Regulations** specify the standards and conditions under which a tract of land can be subdivided. They ensure that a new subdivision development will have lots and streets designed to meet local standards, and will adequately provide for necessary utilities and public improvements.

Subdivision Regulations may stipulate requirements for street lighting, sidewalks, water supply and sewage disposal systems, and may encourage the dedication or acquisition of land for schools, parks, open space, or other community facilities within the new subdivision.

- **Extraterritorial Jurisdiction** Kansas statutes allow a City to exercise authority for a certain distance beyond its boundaries, through zoning and subdivision regulations, *unless* the county chooses to assume the responsibility instead. A city's extraterritorial jurisdiction is the area of land beyond the city limits, in which the city's zoning or subdivision authority is exercised.
- **Site Plan Review & Approval** State statutes allow for Site Plan Approval to be authorized in 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 community's design standards as provided in the regulations. Site Plan Approval is typically required for all new development, except for single-family dwellings and duplexes which are not in a courtyard setting.
- **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 administered and enforced by trained staff specifically assigned those duties, typically a Code Enforcement Officer.
- **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 room for the city's future growth and development, and is often required before providing municipal utilities and services to existing or new development.

Zoning Regulations

Winfield's Zoning Regulations apply only within the City.

City, county, or joint city-county zoning regulations are the primary methods for regulating the use of land and structures in Kansas. Such regulations provide the legal method to divide an area into various zoning districts containing compatible residential, commercial or industrial land uses.

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 costs.

Zoning regulations guide the overall pattern of land use development for the future, help to prevent overcrowding or sprawl, and help prevent depreciation of property values. Zoning can help maintain the rate of development at a pace which can be sustained by the community's infrastructure of public and private facilities and utilities.

Zoning regulations establish residential densities, and also specify the maximum height and minimum building setback requirements for structures, which affects the amount of open space on a zoning lot. Provisions may be included to ensure an adequate number of off-street parking spaces, to control the size and location of signs, to regulate accessory structures and uses, and to regulate home occupations.

Zoning regulations in Kansas are **not retroactive** and, therefore, they are not effective in cleaning up past mistakes—except over very long periods of time, by the gradual demise of lawful nonconforming uses (grandfathered-in land uses). This is why it is **important to adopt and enforce appropriate 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 1978 court case, cities in Kansas have been required to act in a ***quasi-judicial*** manner when holding a hearing and deliberating on an application for rezoning of a specific parcel of land.

To 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 may not do so arbitrarily. It **must support its decision by determining its own findings and analysis**, and either override the Planning Commission's recommendation by a two-thirds majority vote, or by a simple majority vote return the recommendation to the Planning Commission to be reconsidered.

Reasonableness: The Governing Body must establish specific **factors** on which zoning decisions and special use cases are to be 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..."*.

Court tests of zoning cases are based upon the "reasonableness" of the City's decision. Any zoning amendment (for instance, to change a zoning district classification or boundary), is **legally presumed to be reasonable if it is in accordance with a land use plan** or the land use element of a comprehensive plan. Having a good land use plan within this Comprehensive Plan is a key component of the City's defense, should a zoning decision ever be challenged in court.

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-year or four-year terms. When a city exercises zoning only inside the city limits, as Winfield does, all members must reside in the city limits. For a city with extraterritorial zoning, at least one member of the Board of Zoning Appeals must reside outside the city.

Kansas statutes permit the members of a Planning Commission to be concurrently designated as the Board of Zoning Appeals. Winfield has chosen not to do so, and maintains two separate Boards, though some Planning Commission members typically also serve on the Board of Zoning Appeals. Any appeal from a decision of the Board itself can be made to the Municipal Court or directly to District Court, and must be made within 30 days.

The Board of Zoning Appeals make decisions when a determination of the Zoning Administrator is appealed. They also may choose to grant variances, or exceptions (conditional uses) to the zoning regulations.

Variances can permit modifications in such standards as the maximum height of a structure, in building setbacks, or in minimum lot sizes.

Exceptions allow uses in zoning districts which are not otherwise permitted outright, provided that such uses are specifically listed in the Zoning Regulations for that Zoning District. Exceptions are typically referred to as **conditional uses**, because conditions are usually attached to their being granted.

Subdivision Regulations

Winfield's Subdivision Regulations apply both within the City and in its Extraterritorial Jurisdiction.

Subdivision Regulations are another important method of controlling the development of land. As required by K.S.A. 12-749(a), a **city must adopt a comprehensive plan *before* it can adopt subdivision regulations.**

Subdivision Regulations are utilized to set standards for the arrangement and design of streets, utility easements, lots, block sizes, open space, installation of public improvements, and proper drainage.

Subdivision Regulations also provide a framework to establish a working arrangement between the City and developers—to accept **dedications** of land within a development for future public facilities, to guarantee to the City the installation of necessary **public improvements** such as streets or sidewalks, and to allow for the use of **impact fees** to mitigate the City's costs of providing public utilities and services for the new development and other nearby areas which are benefited.

According to [K.S.A. 12-749\(a\)](#), a city may extend its **Subdivision Regulations extraterritorially**. This arrangement recognizes that cities are the main providers of urban utilities in most counties, and logically should be able to administer the initial design and construction of utility services, even outside current city limits. Extraterritorial enforcement of Subdivision Regulations also increases a city's ability to ensure that new streets tie properly into the existing urban street system.

When a standard in the Subdivision Regulations is less restrictive than a standard in other applicable regulations or codes, the most restrictive requirement applies. However, in rural areas, **interim standards** on water supply, sewage disposal, and future easements may be applied temporarily, until urbanization is a reality.

Extraterritorial Jurisdiction

Kansas statutes ([K.S.A. 12-715b et seq.](#)) make it possible for a city to extend regulatory control beyond its boundaries, through zoning regulations, subdivision regulations, building codes, and floodplain regulations, within three miles of the city limits, but *only when a county does not assume the responsibility*.

There is an **exemption for agricultural uses and related agricultural structures**. 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". This exception, however, does *not* apply to floodplain regulations in areas designated by FEMA as floodplain.

If a City administers Zoning or Subdivision Regulations in an extraterritorial jurisdiction, **at least two members of the City Planning Commission must reside outside of the city but within three miles of the city limits**. (See [K.S.A. 12-744.](#))

Cowley County has no current Zoning Regulations or Subdivision Regulations, and has not established a County Planning Commission. The only construction codes Cowley County enforces are those regarding private sewage disposal, through the County Health Department. Cowley County has Floodplain Regulations, but since there is no building permit process to initiate elevation certificates, enforcement is limited.

Since Cowley County does not have Zoning or Subdivision Regulations, the City has the right to apply its own equivalent regulations **within three miles** of the city limits.

Currently, City of Winfield **Subdivision Regulations apply** outside the City within 3 miles of the corporate limits, but City Zoning Regulations, Construction Codes and Floodplain Regulations do not apply.

EXTRATERRITORIAL ZONING REQUIREMENTS

Before a City can implement extraterritorial zoning, its Zoning Regulations must authorize it, and incorporate provisions to apply it. Winfield's current **Zoning Regulations already allow for the possibility of extraterritorial zoning**.

A city must notify the board of county commissioners of its intention to adopt extraterritorial zoning regulations, in writing, 60 days before initiating such regulations by ordinance.

Joint Planning Option A rarely used alternative to accomplish extraterritorial zoning is to establish a joint, metropolitan or regional planning commission that includes both the city and the county. In such a case, the land proposed for extraterritorial zoning has to have been included in a comprehensive plan which was recommended by one of those two planning commissions, and which was then approved by either the city governing body or the board of county commissioners.

EXTRATERRITORIAL SUBDIVISION REQUIREMENTS

According to [K.S.A. 12-749](#), a city planning commission may apply subdivision regulations to land outside of but within three miles of the city limits, provided such land is in the same county, and does not extend more than half the distance toward another city which has adopted subdivision regulations. A county may establish subdivision regulations for all or for parts of the unincorporated areas of the county.

If both a city and county want simultaneous subdivision jurisdiction in the same area, a joint city-county subdivision committee may be formed. According to [K.S.A. 12-750\(a\)](#), such a committee must be composed of at least three planning commission members from both entities, who then adopt and administer mutually agreed upon regulations. This is considered to be an extremely cumbersome method of subdivision regulation, and is rarely used in Kansas.

Site Plan Review & Approval

[K.S.A. 12-755\(a\)\(4\)](#) provides authority to allow Site Plan Approval provisions to be included in Zoning Regulations, in order to *"control the aesthetics of redevelopment or new development"*.

Site Plan Review (SPR) is intended to maintain and enhance the quality of a city's built environment. SPR can help improve the livability of neighborhoods, express community identity, preserve a sense of place, and contribute to a positive community image. Properly applied SPR standards can enhance the appearance of commercial areas, screen undesirable views, and improve relationships among non-compatible land uses. Over time, the Site Plan Approval process can increase property values and improve quality of life for the entire community.

Applicability SPR typically applies to all new development except single-family dwellings or duplexes which are not contained in a courtyard setting. SPR also applies to extensive alterations of existing sites and structures. SPR Criteria generally apply only to those parts of a development project which can be seen from public rights-of-way, such as building exteriors, accessory structures, parking areas, outdoor lighting, and landscaping.

Design Criteria: Written and illustrated Design Criteria may be adopted, to establish the esthetic standards utilized during the Site Plan Review process. Design Criteria can include both 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 Winfield.

Site Plan Review Committee: The Planning Commission is responsible for reviewing and making final decisions on all site plans submitted for approval. However, the use of a Site Plan Review Committee, to make recommendations to the Planning Commission, can facilitate the review process. The Committee usually includes members of the Planning Commission, as well as a selection of local residents with backgrounds in design or construction.

Plans for a proposed project, whether new construction or significant renovation, 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, emergency vehicle access, and other features.

Site Plan Approval often **makes development possible**. By clearly specifying the required conditions for a project, it ensures that new development is compatible with the character of the community and will contribute to the Winfield's future quality of life.

Currently, Winfield does not have Site Plan Review, but these regulatory options may be adopted in future.

GOAL

- Consider the option of establishing **Site Plan Review standards**, particularly for highway commercial and industrial development and for interchange-oriented commercial development. Site Plan Review can serve all the businesses that benefit from being part of a high-quality commercial locale.

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 or unsanitary 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, to sustain the quality of Winfield's housing stock, and to improve environmental conditions in the community.

City Extraterritorial Codes According to [K.S.A. 12-751\(b\)](#), cities are authorized to adopt and enforce building codes outside the city limits, in conjunction with the jurisdiction of extraterritorial subdivision or zoning regulations. A petition procedure permits 20% of the electorate to require an election to be held to decide whether the adopted extraterritorial building codes should be retained. If building codes are removed by such a vote, they cannot be reestablished for at least four years.

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 the city, or a city may adopt its county's codes by reference. Either the city or county may perform the administrative functions needed, as may be jointly agreed.

Types of Codes

A variety of building, construction, and environmental codes play a role in protecting the health, safety and welfare of the public and their property. **Codes establish minimum standards** which, over time, help to upgrade and maintain the quality of the community's building inventory, in turn improving the quality of life and the city's tax revenue base.

Model Codes Typically, a city adopts national or international model codes by reference, sometimes with specific local amendments to address specific local conditions. Model codes are developed by independent standards organizations, which regularly update their codes to deal with the latest in building materials and techniques.

It is generally far more cost-effective to adopt a model code, than to invest municipal resources in writing and regularly updating a local code. Also, contractors are familiar with most model codes, but may be reluctant to work in a community with its own idiosyncratic requirements.

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 fairly recent additions to building codes.



example: 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.

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. They set safety standards and attempt to prevent fires from starting and spreading. They are a factor in fire insurance ratings.

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.

Dangerous Structures Ordinances require the repair or removal of dangerous and unsafe structures by the owner or the City.

Housing Codes prevent overcrowding, and maintain minimum health and safety features in dwellings. They are concerned with the quality of the residential environment, and affect the upkeep and maintenance of existing dwellings. They can be enforced as a response to regular house-to-house inspections, or complaints, or be triggered by a change in ownership or renter.

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 it and then assess the cost to the owner.



*example:
Plumbing Code violation*



example: Sanitation Code violation



*example:
Electrical Code violation*



*example:
Dangerous Structure violation*

City Beautiful Ordinances are a method of removing or causing the repair of unsightly and blighted structures in order to promote beautification. They can apply to both principal and accessory structures. Such ordinances are often combined with housing code minimum standards.

Manufactured Home Park Codes cover such items as water supply, sewage disposal, drainage, and street and parking facilities in manufactured home parks, density, open spaces and recreational areas, refuse disposal methods, and utility connections. Manufactured Home Park Codes may also be written to include **recreational vehicle campgrounds**.

Manufactured Home Park Codes cannot control the actual location of manufactured home parks, or the locations of individual manufactured 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, Modular, & Prefab Housing

Manufactured, modular, and prefab homes are all forms of housing constructed in factories. A manufactured home may cost about 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.

HUD Code 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.

Kansas Standards The Kansas Legislature passed an extensive Kansas Manufactured Housing Act in 1991 as [K.S.A. 58-4201, 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 instead regulates the design at the manufacturer.

Residential-design Manufactured Homes In [K.S.A. 12-742 and 763](#), effective January 1, 1992, the Kansas Legislature adopted mandatory provisions for a "residential-design manufactured home". Such homes must meet the minimum standards of the HUD Code, be at least 22 feet in width, have a pitched roof, have siding and roofing materials customarily used on site-built houses, and be placed on a permanent foundation. These statutes do not preempt or supersede valid restrictive covenants running with the land.

Additional architectural and esthetic standards may be adopted in local zoning regulations to ensure the compatibility of residential-design manufactured homes with site-built housing. However, **zoning regulations which exclude residential-design manufactured homes from single-household residential districts solely because they are manufactured homes cannot be adopted or enforced in Kansas.**

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 neighborhoods of site-built homes. 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.

Existing Codes for Winfield

In 2017, Winfield adopted the following model codes, which were still in effect as of January 2020:

- International Building Code (2015 edition)
- International Residential Code (2015 edition)
- International Plumbing Code (2015 edition)
- National Electrical Code of 2014
- International Mechanical Code (2015 edition)
- International Fire Code (2015 edition)
- International Fuel and Gas Code (2015 edition)

In 1973, the City of Winfield adopted locally prepared codes addressing inoperable vehicles, nuisances, animal control, weed mowing, and fireworks. The animal control code was last reviewed in 2007, the fireworks code in 2013, and the nuisances and weed mowing codes in 2017.

In 2008, the City of Winfield adopted locally prepared codes for housing, dangerous structures, moving structures, and sanitation.

The City of Winfield's current Zoning Regulations and Subdivision Regulations were adopted in 2017. Sign regulations, which are part of the Zoning Regulations, were updated in 2019.

The *Cowley County Sanitary Code* was adopted by the Board of County Commissioners and became effective on March 21, 2006. Its provisions are applicable to all unincorporated areas within Cowley County, including all of the Winfield Planning Area outside of the City's boundaries.

Public Support for Code Enforcement in Winfield

Deteriorated properties create a blighting effect which can spread through a neighborhood, decreasing the value of nearby properties, eroding the tax base, and eventually compromising a city's economic development efforts.

A property in poor condition may be the result of a single landowner's inability or unwillingness to invest in proper maintenance, but the problem spreads when the deteriorated conditions cause adjacent landowners to become discouraged from investing in their properties as well.

City efforts to improve deteriorated environmental conditions can help encourage neighboring landowners to continue to invest in their own properties. Ongoing and aggressive code enforcement efforts can prevent a pattern of spreading blight from being established in Winfield's residential neighborhoods.

The 2019 Community Questionnaire addressed the question of public support for strong environmental requirements and vigorous code enforcement with several questions. The answers showed an **extraordinary degree of public support for the robust codes and vigorous code enforcement** that will help to maintain high environmental standards in Winfield.

- **Approval for stronger regulations or enforcement** on unkempt vacant lots, poorly maintained housing, dilapidated outbuildings, unsightly outdoor storage, and inoperable vehicles ranged from **87% up to 93%**.
- **93%** of respondents want the City to invest more resources toward **demolition of abandoned or dilapidated properties**.
- **98%** of respondents want the City to increase efforts to **enforce the property maintenance code**.

The following table shows the results from the 2019 Community Questionnaire, when Winfield area residents were asked whether City **regulations or enforcement** need to be stronger regarding any of the listed environmental issues.

Stronger Enforcement?						
	Yes		No		I Don't Know	
Unkempt Vacant Lots	778	93%	58	7%	83	9%
Poorly Maintained Housing	766	93%	62	7%	97	10%
Dilapidated Outbuildings	757	93%	54	7%	100	11%
Unsightly Outdoor Storage	715	89%	91	11%	109	12%
Inoperable Vehicles	699	87%	102	13%	117	13%

The following table shows the results from the 2019 Community Questionnaire, when Winfield area residents were asked if the City should invest more resources toward demolition of abandoned or dilapidated properties?

Demolish abandoned or dilapidated properties?					
Yes		No		I Don't Know	
758	93%	56	7%	105	11%

The following table shows the results from the 2019 Community Questionnaire, when Winfield area residents were asked if the City should increase efforts to **enforce its property maintenance code**?

Enforce Property Maintenance Code?					
Yes		No		I Don't Know	
704	98%	11	2%	219	23%

Annexation

Annexation is the process of bringing property which has been under the jurisdiction of a county into the jurisdiction of a city. It is generally applied to land that is developed or about to be developed, and which uses or will use the city's utilities or other services.

Annexation allows a city government to exercise the regulatory authority necessary to protect public health and safety in peripheral urbanizing areas. It also ensures that residents and businesses who benefit from access to a city's facilities and services share fairly in the tax burden associated with constructing and maintaining those facilities and services.

Ideally, annexation occurs with the consent of the property owners involved. Unilateral annexation by a city is also an option, though it is more time consuming and complex than a consent annexation.

ANNEXATION IN KANSAS

Since 2005, state statutes governing annexation in Kansas have been very detailed and complex. [K.S.A. 12-520 through 12-520\(c\)](#) stipulate a variety of conditions that must be met before a city can annex land, mostly having to do with public ownership, agricultural use, fire districts, and with how contiguous the proposed annexation is to existing city boundaries.

Platted areas of any size which adjoin a city are the most eligible for annexation. Limitations exist on unplatted land over 21 acres in size. Unplatted agricultural land of 21 acres or more must have the consent of the landowner.

When property which does not adjoin city limits is annexed, it is termed an **island annexation**. In Kansas, such property may be annexed without a formal hearing by the county, but only if the property is *city owned*. For such property that is *not* owned by the city, even if the landowner consents, annexation must be approved by the county commissioners.

Whether a proposed annexation does or does not meet any of K.S.A. 12-520's conditions for annexation, **a city has the right to petition** the board of county commissioners to consider an annexation. Under [K.S.A. 12-521](#), the board of county commissioners must consider the matter at a **quasi-judicial hearing**, where the board is required to make its findings based on a preponderance of evidence.

PETITION OR CONSENT ANNEXATION

A property owner may petition a city to have their property annexed, or may consent to annexation when approached by the city. Annexation is generally a straightforward process under either of these circumstances.

Cooperation often occurs as a result of a **waiver of annexation** agreement. Most cities, including Winfield, require landowners to sign a waiver of annexation before allowing municipal utilities to be extended to serve property outside the city limits. In such a waiver, the property owner agrees not to oppose annexation in the future, as a condition of receiving utility or other municipal services.

Without such agreements, annexing land after development takes place can be very difficult and costly for the City.

UNILATERAL ANNEXATION

A city can unilaterally annex land, without the cooperation of all affected property owners, but the process is long and difficult.

For a unilateral annexation in Kansas, [K.S.A. 12-520a](#) requires extensive notification to public agencies in the area, including any city, county or regional planning commissions with jurisdiction. In the case of Winfield, this would involve both the City and the County Planning Commissions, which would be required to review the proposed annexation and make a finding of its compatibility or incompatibility with any adopted comprehensive plans or other land use plans.

[K.S.A. 12-520b](#) requires the City to have a **plan for providing appropriate public facilities and services** to annexed properties. The plan must describe the extent of public improvements, their financing, and provide a time-table to ensure that facilities and services will be available when needed. The plan must 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"*.

[K.S.A. 12-531](#) and [532](#) establish a procedure for **deannexation** of unilaterally annexed land. Three years after a unilateral annexation, county commissioners are required to hold a hearing to determine if city services have been provided as required. If services have not been provided within two and one-half years following the hearing, the county may order the city to deannex the land.

Resource: *Annexation in Kansas: A Manual Concerning the Annexation Powers and Duties of Cities* (2015 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. It is due to be updated in late 2022.

CHAPTER 13. Resources

In order to implement the goals of this Comprehensive Plan over the next twenty years, Winfield's Planning Commission members and Governing Body will need to be aware of available resources of information and funding.

Though resources change over time—existing programs may be ended or defunded, and 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. This is not intended to be an exhaustive list, but rather to demonstrate the range of available possibilities.

Background on existing programs, information resources, and potential funding options are organized within this chapter under the following general headings:

- Seeking Grants
- Regional Cooperation
- Housing
- Economic Development
- Pedestrian/Bicycle Transportation Programs

Seeking Grants

Grants are available from both public and private sources. Public funding may include local capital improvement funds, bond referendums, or state and federal grant programs. Federal and state grants are often matching grant programs, and require partial local funding of each project. Private funding sources may include grants from foundations, land acquisition with the help of land trusts, or corporate sponsorships of projects or special events.

Some grants are available only to governmental entities, and some only to private nonprofits—so having a strong and active partnership between the City and local nonprofit organizations offers access to the greatest range of funding opportunities.

Competition for grant funding 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.

To successfully compete for grant funding, carefully select projects that are well matched to the specific criteria of each grant. Be prepared to budget funds for either staff time for grant proposal preparation, or to employ a professional grant writer.

Ideally, funds for the City's portion of matching grants should be pre-approved by the Governing Body, so they are 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 help grant seekers navigate the hundreds of thousands of potential grants available in the U.S. in any given year, there are any number of online grants search websites available, most of them basing their data on Form 990s filed with the Internal Revenue Service. Some are free, but most require a monthly fee.

Two websites that offer more than Form 990 data are [Candid](#) and [GrantStation](#). [FoundationSearch](#) offers grant information through a map interface. Other options include [FundsNet Services](#), [Grants.gov](#), [GrantWatch](#), [GrantFinder](#), and the [Rural Health Information Hub](#). Training in grant writing is available from organizations such as [The Grantsmanship Center](#).

Regional Cooperation

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. Environmental issues are also usually regional in nature—including air quality, water quantity and quality, and drainage and flooding.

Rather than having communities undercut each other as they compete for economic opportunities, **economic development** is also most successfully achieved through cooperation on a regional level—with other governmental entities, with regional agencies, or with private organizations. Such **joint undertakings** can reduce the cost of providing a facility or service individually, improve its quality, and often make a project or program possible which would not be economically feasible if supported only by a single city. Regional cooperation is also sometimes an eligibility requirement of various state and federal grant programs, or may qualify grant recipients for added financial incentives.

The City of Winfield is indirectly represented in many regional organizations by the Cowley County Board of Commissioners, whose members often serve on the boards of such organizations.

In order to effectively manage regional issues, many state and federal agencies operate by regional divisions. In addition, cities and counties often cooperate across political boundaries by utilizing **intergovernmental agreements**.

The **Interlocal Cooperation Act**, [K.S.A. 12-2901 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.

REGIONAL ORGANIZATIONS

[Legacy Regional Community Foundation](#) Founded in 1996, with headquarters in Winfield, Legacy serves Cowley, Sumner, Chautauqua, and Elk Counties. It manages endowment funds that improve quality of life, cultural and educational development, and health and wellness.

Legacy is a 501(c)3 philanthropic nonprofit corporation that provides a legal vehicle for local residents to make charitable gifts back to the community. It can support fund-raising efforts by setting up a long-term fund dedicated to the ongoing support to a local organization, or a short-term fund devoted to a particular community improvement project.

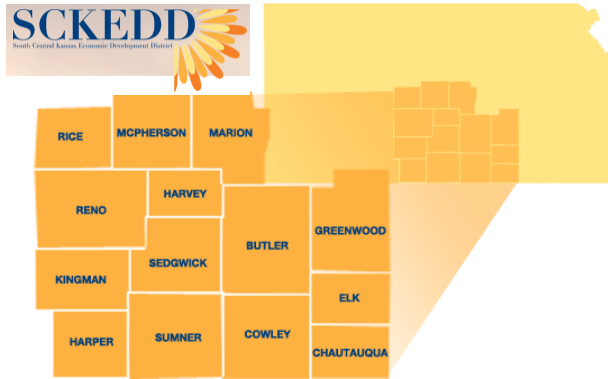
Legacy has assets of over \$7.7 million, and leverages those resources through partnerships with nonprofit agencies, governments, and private funders. Between 2000 and 2020, Legacy distributed nearly \$3 million in grants, to aid nonprofit organizations, monitor economic conditions, identify social needs, and produce sustainable solutions to community challenges.

[Cowley County Cooperative Extension Service](#) The extension service is a partnership between Kansas State University and federal, state, and county governments, with offices in every Kansas county. The Extension Service does not write applications or provide grants, but does provide many **training programs for officials and civic leaders** on the "how to" of community development. They offer classes and technical information that can enhance economic viability and quality of life.

KSU Extension also administers the **[First Impressions](#)** program, which helps communities learn about their strengths and weaknesses through the eyes of a first-time visitor. Trained volunteers from a comparable community visit unannounced, and evaluate appearances, access to services; friendliness, and other community attributes. They follow standardized review procedures to document their visit and report on their findings.

South Central Kansas Economic Development District (SCKEDD)

Established in 1972, with headquarters in Bel Aire, SCKEDD is a nonprofit membership organization. It partners with communities in 14 south central Kansas counties, including Cowley County, to support efforts to improve economic vitality, community infrastructure, and housing quality.



SCKEDD services include **loan programs** that provide access to various Small Business or Rural Business Development Loans, as well as direct loans, to help provide startup capital to new innovative companies, and expansion capital for established companies.

SCKEDD has **grant specialists** available to help communities find and apply for grants to attract new businesses, accelerate job growth, and encourage new private development. SCKEDD **community grants** and **rural development grants** help fund improvements to community facilities, water and sewer systems, and housing rehabilitation.

SCKEDD has **housing specialists** that work with communities to renovate existing housing—to attract new residents, a skilled workforce, private investment and economic growth. It also conducts a **weatherization program** that helps eligible low-income households improve their home's energy efficiency.

Housing

Over the course of the next twenty years, Winfield must both improve its older housing and develop substantial amounts of new high-quality housing of various types. There are a number of resources available that could aid the City in pursuit of these goals.

HOUSING PROGRAMS

The Kansas Department of Commerce [Housing Resources webpage](#) lists state and federal housing programs available for individuals, developers, lenders, nonprofits and local governments.

- The [Housing Assessment Tool \(HAT\)](#) is designed to assist communities to assess and evaluate their current housing inventory, and develop strategies to improve it.
- The federal [HOME Investment Partnerships Program](#) provides federal grants to state and local governments to create affordable housing. The program can assist with rehabilitation, rental housing, new construction, and home ownership targeted to low and moderate income families.

In Kansas, HOME funds are distributed through the Kansas Housing Resources Corporation. Their [First Time Home Buyer Program](#) provides forgivable loans to Income-eligible households that have not owned a home in the past three years.

- The [Community Development Block Grant \(CDBG\) Program](#) provides annual grants to states, cities, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons.

Programs to help provide affordable mortgages for low and moderate income people are typically administered by the Federal Housing Administration (FHA) of the **U.S. Department of Housing and Urban Development (HUD)**, or the **Rural Development (RD)** office of the U.S. Department of Agriculture. RD also helps rural residents make health and safety repairs to their homes.

- Information on various types of **HUD loans** is available at www.hud.gov/program_offices/housing/sfh/ins.
- Information on **RD Single Family Housing programs** is available at www.rd.usda.gov/programs-services/all-programs/single-household-housing-programs
- Information on **RD Multi-household Housing programs** is available at www.rd.usda.gov/programs-services/all-programs/multi-household-housing-programs

The [SCKEDD Weatherization Assistance Program](#) is conducted by the South Central Kansas Economic Development District. It provides housing improvements that increase energy efficiency in income-eligible, single-household or multi-household dwellings, including manufactured homes. Eligible weatherization services may include weather-stripping and caulking; repairs or replacement of heating/cooling systems; refrigerator testing and possible replacement; insulation; infiltration reduction; or addressing indoor air quality issues.

The **Kansas Rural Housing Incentive District Act** (K.S.A. 12-5241 *et seq.*) allows a City with a population of less than 60,000 that is located in a county with a population of less than 80,000 to establish a rural housing incentive district, and adopt a plan for development of housing and public facilities within it.

Before a city can designate a Rural Housing Incentive District (RHID), it has to conduct a housing needs analysis, and get the approval of the Kansas Secretary of Commerce. Before an RHID can be established, both the Board of the local School District and the Board of County Commissioners have to agree that its establishment will not have an adverse effect on them.

An RHID program can encourage the construction of housing in a community by helping developers to finance necessary public improvements, such as streets and utilities. The developer pays for the improvements during construction of the new housing, but is then reimbursed for approved costs.

Funds for reimbursement come from the incremental increase in real property taxes created by the housing development project, which are allocated to the City under provisions of the Act. Up to 100% of the incremental increase, for as long as 25 years, may be dedicated to reimbursing the developer.

Kansas communities which have established RHIDs include Atchison, Dodge, Hutchinson, Lindsborg, and Louisburg. Winfield has not established any such Districts, but is qualified to do so from a demographic perspective.

Economic Development

Cities have a vital interest in promoting economic development. 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, which is fundamental to successful economic development.

Economic development in Winfield is the result of collaboration among the City of Winfield, the Cowley County Economic Development Department, the Winfield Area Chamber of Commerce, and the nonprofit Winfield Economic Development.

- The **City of Winfield** focuses on providing businesses with workforce solutions, and on expanding the area's commercial and industrial base through business retention, expansion and recruitment activities.
- The **Cowley County Economic Development Department**, also known as [Cowley First](#), is a partnership among Cowley County and the Cities of Winfield and Arkansas City. It is funded by the three governments and a variety of local business partners.

Cowley First works to retain and expand existing businesses, encourage new business start-ups, recruit targeted businesses, promote entrepreneurial education in schools, strengthen the local workforce, and encourage tourism. It focuses on quality of life initiatives—including health care, educational and training gaps, and access to housing—because quality of life has a direct effect on businesses and their employees.

- The [Winfield Area Chamber of Commerce](#) helps promote the growth of businesses in the greater Winfield and Cowley County area, working in partnership with the City and the corporate community to advance economic and community development through leadership, education, and advocacy.

The Chamber administers the [Winfield Main Street \(WMS\)](#) program, which is dedicated to preserving and beautifying Winfield's downtown district. Proceeds from WMS fundraising activities go to mini-grants to improve downtown business facades.

The Chamber also administers the WMS Incentives Without Walls Loan program, which offers interest-free loans through the Kansas Department of Commerce, to help downtown businesses with start-up or expansion expenses.

Another initiative of the Winfield Chamber is the [Young Professionals of Cowley County](#). This program helps to recruit and retain young professionals in Cowley County, through social and professional connection and education.

- **Winfield Economic Development, Inc. (WED)** is a 501(c)(6) nonprofit corporation that supports local economic strength and growth. WED owns a local commercial building, and lease income from the building is invested to provide resources to further economic development in the Winfield area.

Coordination among all these entities is essential, in order to utilize resources efficiently and promote the best interests of the community.

COMMUNITY SUPPORT FOR ECONOMIC DEVELOPMENT

The table below shows the responses received on the 2019 Community Questionnaire, when Winfield area residents were asked if the City should continue to invest in economic development, and if so, how much.

Invest in Economic Development?		
Yes, about the same amount	342	49%
Yes, even more	310	45%
Yes, but less	33	5%
No	11	2%
I don't know	219	24%

RESOURCES

- Information on state economic development programs is available on the [Kansas Department of Commerce Programs & Services](#) web page.
- 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](#). An updated version will be published in late 2021.

GOVERNMENTAL TOOLS FOR ECONOMIC DEVELOPMENT

Industrial Revenue Bonds (IRBs) These bonds are a potentially useful tool to encourage economic development and job creation. 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.

- **Small Issue IRBs** are restricted to the construction, expansion, or renovation of manufacturing facilities. They are generally limited to \$1 million, but under certain circumstances that amount can go up to \$10 million.
- **Exempt Facility IRBs** have no size limits, but they can be used only for specific types of projects, such as water and sewer facilities, electricity and natural gas facilities, and certain types of rental housing.

Property Tax Exemptions Under various federal, state, and local programs, property taxes for certain property owners may be either eliminated or reduced. For instance, religious organizations and governments do not pay property taxes at all.

Other property owners may not be completely exempt, but may have their property taxes reduced by a specific percentage. For instance, veterans of the U.S. Armed Forces qualify for a partial exemption on taxes for their homes. Exemptions are often made for people over 65 years of age, for people with disabilities, and for agricultural properties.

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.

Such funding should be used judiciously and strategically, but occasionally may be necessary for a successful business recruitment effort.

FEDERAL & STATE ECONOMIC DEVELOPMENT PROGRAMS

Some federal economic development programs are administered by state agencies. State economic development initiatives may create state programs, or simply enable local programs. In the 2010s, many state programs in Kansas were discontinued, or had their budgets severely cut or entirely defunded.

Community Development Block Grant Program (CDBG):

This program distributes federal funds to Kansas cities and counties via the Kansas Department of Commerce. 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

The State of Kansas receives an annual allocation for CDBG grants, which are distributed in four categories—Annual Competitive Grants, Economic Development Grants, Commercial Rehabilitation Grants, and Urgent Need Grants.

- **Annual Competitive Grants** Awarded annually, these grants apply to projects such as improvements to water, sewer, natural gas or electrical systems, fire protection, housing rehabilitation, demolition, bridges, community and senior centers, streets, architectural barrier removal, and public service activities.
- **Economic Development Grants** Business finance grants awarded to cities or counties are loaned in turn to private businesses that create or retain permanent jobs. Funding is also available for infrastructure improvements that directly create or retain permanent jobs. At least 51% of the jobs created or retained must meet HUD's low- and moderate-income standard.
- **Commercial Rehabilitation Grants** This is a relatively new CDBG program, designed to assist private business owners in rehabilitating downtown commercial buildings to stem the tide of decay. The buildings must house viable businesses that will carry on for-profit business activity.
- **Urgent Need Grants** Provided on an as-needed basis, these grants assist a local government to meet community needs created by a severe natural or other disaster that poses an immediate threat to community health or welfare, when no other financial resources are available.

Workforce Development Federal funding under the Workforce Innovation and Opportunity Act supports state workforce development programs, which are available to employers at no cost. Workforce Center services may include job listings, applicant pre-screening, assessment testing, interview scheduling, veteran services, and current labor market data. The **Cowley Workforce Center** is located in Winfield.

Two Kansas **workforce training programs** can help offset training costs for manufacturing, distribution, or regional/national service companies. The **Kansas Industrial Training (KIT)** program is for companies creating new jobs, depending on the number and wages of the jobs created. The **Kansas Industrial Retraining (KIR)** program can help pay to retrain an existing workforce on new technology or production activities.

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.

- A summary of all major RD programs is available at www.rd.usda.gov/files/RD_ProgramMatrix.pdf

Winfield Neighborhood Revitalization Plan 2018-2020 (NRP) Authorized under state statute ([K.S.A. 12-17, 114](#)), the NRP is an incentive program which allows a property tax rebate on new construction, additions, and major rehabilitation of certain residential, commercial and industrial properties in Winfield. The improvement project must cost at least \$5,000. The tax rebate may be as much as 75%, and last for as long as seven years.

BONDS

Kansas Development Finance Authority (KDFA): KDFA is authorized to issue tax-exempt or taxable bonds for public and private educational facilities, healthcare facilities, and to finance affordable multi-family housing. It operates the **Beginning Farmer program** to provide start-up funding for agricultural businesses.

KDFA can also issue obligations for qualifying private activities, including energy and electric generation and transmission projects and facilities; education facilities; energy conservation improvements; manufacturing, warehousing, and distribution facilities; communication facilities; research facilities; transportation; corporate and management offices; and computer services.

KDFA works in partnership with other state departments to implement various low-interest tax exempt bond programs for municipalities, through five state revolving loan funds.

- *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)
- *Communications Revolving Loan Fund Program* to upgrade communications equipment (with KDOT)
- *Investments in Major Projects and Comprehensive Training Program (IMPACT)* 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 (with Kansas Department of Commerce)

TAX INCENTIVES

The State of Kansas provides a variety of tax incentives for business development, through income tax credits or deductions, property tax exemptions or abatements, and sales tax exemptions.

- The **Promoting Employment Across Kansas (PEAK)** program allows new or recently relocated companies that create new jobs to retain a percentage of their payroll withholding tax for up to seven years.
- The Kansas **High Performance Incentive Program (HPIP)** provides a 10% corporate income tax credit on qualified capital investment of an eligible company. The minimum investment threshold is \$50,000, and can include the purchase or lease of a facility or equipment, remodeling or build-out costs, fixtures, furniture and computers.
- Eligible Kansas taxpayers are allowed to claim a one-time **income tax expense deduction for eligible business machinery and equipment** placed into service in Kansas, including manufacturing equipment, office furniture, computers, software and racking.
- Certain commercial and industrial machinery and equipment purchased, leased or transferred into the state, which is used to expand an existing facility or establish a new facility, is **exempt from state and local property tax**.
- There are various **exemptions** to the 6.5% Kansas state **sales tax** available, including the costs of construction labor, remodeling, and new manufacturing or distribution equipment.
- Kansas allows a tax exemption for **inventory**, and a tax credit for investment in **research and development**.

Pedestrian/Bicycle Transportation Programs

Surface Transportation Block Grants (STBG) Previous federal funding programs that supported development of the bulk of the nation's bike paths and pedestrian trails—including the Transportation Enhancements, Safe Routes to School, and Recreational Trails programs—have now all been replaced with a Transportation Alternatives (TA) set-aside of STBG program funding.

In Kansas, federal STBG/TA set-aside funds are administered by the Kansas Department of Transportation. TA projects are selected through a statewide competitive process. TA funds may pay for up to 80% of eligible expenses, but local matching funds are required to pay for at least 20% of project costs.

For fiscal year 2020, KDOT will allocate about \$7 million in funds for TA projects statewide. About half of those funds are dedicated to projects in smaller Kansas communities.

Only entities with taxing authority, such as local governments or school districts, are eligible to apply for TA funds, although nonprofits can and often do partner with cities on TA projects. The TA program provides no money upfront but rather is a cost reimbursement program.

Transportation Alternatives program projects can include on-road and off-road pedestrian and bicycle facilities, the conversion of abandoned rail corridors to railtrails, construction of scenic overlooks, and the preservation and rehabilitation of historic transportation facilities.

Certain environmental projects are also eligible for TA funding, including erosion control and stormwater mitigation activities, invasive species prevention, the construction of wildlife corridors, and billboard inventories and removal of illegal and non-conforming billboards.

For more information, see the [KDOT Transportation Alternatives Program Guide 2020](#).

- A certain amount of the state's TA allocation is set aside for funding for the [Recreational Trails Program](#) (RTA), which is administered by the Kansas Department of Wildlife, Parks & Tourism.

The RTA Program is managed in much the same way as the Transportation Alternatives Program, providing up to 80% matching funds on a reimbursement basis.

RTA funding is used to support trails used primarily for recreational purposes. Projects that improve ADA accessibility or mitigate environmental impacts are prioritized, and at least 30% of RTA funding is dedicated to projects for motorized as opposed to non-motorized recreational activities.

- **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/burTrafficEng/sztoolbox/default.asp.

A city or a school district can apply for 100% SRTS funding to plan, design, and build projects that improve the ability of students to walk and bike to school, for projects within about two miles of a school. (Two-mile radii from Winfield school campuses cover very nearly the entire city, excluding Winfield Lake.)

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

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.

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.

Walking School Bus Consider implementing a Walking School Bus program. Not only do such programs improve children's physical fitness and health, they also reduce air pollution from all those idling SUVs, reduce the carbon footprint from all the gas consumed, reduce traffic in school neighborhoods, reduce wear and tear on streets near schools, and reduce the time parents spend being chauffeurs.

Parents often cite fear for their children's safety as one of the main reasons why they prefer not to let them 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, see the website at www.walkingschoolbus.org.

CHAPTER 14. Comprehensive Plan Implementation

Previous chapters addressed regulatory tools available for implementing planning decisions, and reviewed some available resources for information and funding. This chapter reviews methods for implementing this Comprehensive Development Plan through governmental and administrative policies. It also provides an **overview of Planning Commissioners' statutory responsibilities**.

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 to members on their website.

Leadership and organization are the keys to successful implementation of this Comprehensive Development Plan. It takes a coordinated effort to successfully achieve community goals, so a good working relationship among governmental agencies, private organizations, potential developers and citizens is essential. 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.

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**.

A successful comprehensive plan must **reflect knowledge and understanding of the public interest** in the community, although any public interest expressed in a plan must still earn public approval through the democratic process.

In order for Winfield's leaders to achieve a well planned community, two ideas are fundamental—those who make planning decisions must understand *why* people choose to live in Winfield, and the community must develop in a way and at a rate that is *sustainable*.

Functions of a Comprehensive Plan

This Comprehensive Plan provides direction on both short-term and long range planning objectives, so it is specific in some matters and general in others. As individual planning situations are addressed over the course of the 20-year Planning Period, each will need to be considered based on conditions current at the time. Nevertheless, every decision should be rooted in the overall planning goals expressed in this Plan.

The planning process consists of inventorying and analyzing existing conditions in the Planning Area, establishing goals and setting standards, projecting future needs, proposing options for solutions to problems, and offering methods to implement the plan. Throughout the development of the plan, 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.

Winfield Comprehensive Development Plan 2020-2040

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 goals.

Among other functions, this Comprehensive Plan...

- Compiles information which helps City officials make decisions within the context of long-range planning goals, balance development with the economical provision of community facilities and services, and establish policies that enable orderly annexation.
- Serves as a guide for the overall development of the Planning Area, and assists potential developers to understand community intentions.
- Serves as both a planning rationale and a legal basis for administering City Zoning and Subdivision Regulations, providing a basis for making decisions on rezoning and special use applications which are considered "reasonable" under the law, and for reviewing plats in terms of their fit with City growth policies and the capacity of existing community infrastructure and facilities.
- Is often a prerequisite for applications to state and federal grant programs which could benefit the City and the Planning Area.
- Helps to coordinate planning efforts between the City of Winfield and other entities, including Cowley County, the State of Kansas, and the federal government; Wichita, Arkansas City, and other nearby cities; and Winfield Unified School District 465.

Legal Basis

According to state statute [K.S.A. 12-747](#), a planning commission is authorized to make a comprehensive plan for the development of a city, as well as any unincorporated territory outside the city which the planning commission believes is a constituent of the "total community of which the city is a part".

By statute, a comprehensive plan in Kansas must include information on existing conditions and trends related to land use, population, public facilities, transportation, economic conditions and natural resources, and must also include the commission's recommendations for development within the planning area. Statutes also allow for the inclusion of "any other element deemed necessary to the comprehensive plan".

Adoption by the Planning Commission For the plan to become effective when completed, it must be formally adopted as a whole or in parts by a **resolution** of the Planning Commission, after a **public hearing** which 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, together with a written summary of the hearing, must then be submitted to the City's governing body with a recommendation for approval.

Winfield Comprehensive Development Plan 2020-2040

Approval by the Governing Body After receiving the certified copy of the plan or part of the plan, and a written summary of the hearing (which can be unapproved Minutes of the Hearing), the governing body may choose one of three actions.

- The governing body may choose to **approve** the comprehensive plan as recommended by the Planning Commission, by publishing an ordinance of approval.
- By at least a 2/3 majority vote, the governing body may **override** the planning commission's recommendations.
- The governing body may **return** the Plan to the Planning Commission for further consideration, along with a statement specifying the basis for the governing body's failure to approve or disapprove.

After considering the returned Plan, the Planning Commission may provide its reasons and resubmit its original recommendations, or submit an amended recommendation. The Planning Commission must deliver its recommendations to the governing body following the Commission's next regular meeting after receipt of the governing body's report, or else the governing body must consider the Commission's inaction as a resubmission of the original recommendations and proceed accordingly.

When the governing body receives a resubmitted Plan, it may, by a simple majority, either adopt the Plan, or revise and adopt the Plan, or it may choose to take no action.

Copies of the Plan An attested copy of an adopted and approved Comprehensive Plan, and any amendments to it, must be sent to all other taxing subdivisions in the Planning Area which request a copy of the Plan.

Annual Review & Amendments In order to maintain the viability of the Plan under state statutes, **at least once each year the Planning Commission must review** or reconsider the Plan or any of its parts, and may propose amendments, extensions or additions to it. Amendments to the plan are made by the same procedures as required for the original adoption process, including a public hearing.

The [Winfield Master Plan for Parks, Trails & Recreation 2020-2040](#) was developed simultaneously during the planning process for this Comprehensive Plan. In order to provide more flexibility in any potential future revisions, it has not been adopted as an official element of the Comprehensive Plan. Nevertheless, its goals should be treated as seriously as any of the goals included in this Comprehensive Plan, and the **Parks Plan should be included in the Planning Commission's annual review** of the Comprehensive Plan.

Implementation By statute, the plan or part of the plan *"... shall constitute the basis or guide for public action to insure a coordinated and harmonious development or redevelopment which will best promote the health, safety, morals, order, convenience, prosperity and general welfare as well as 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 processes of local government and other agencies.**

On a nationwide scale, comprehensive plans are assuming **an increasingly important role in land use litigation.** A comprehensive plan must be consistent with the regulatory tools for its implementation, especially zoning and subdivision regulations. That consistence, or its lack, is often the crux of land use lawsuit decisions.

Planning Commission Responsibilities

The Winfield City Planning Commission was originally created in 1973, under Winfield Ordinances 3-401 through 3-404. The Planning Commission has adopted Bylaws, which have been approved by the Governing Body.

The eleven Winfield Planning Commission members are appointed by the Mayor with the consent of the Governing Body. Since Winfield has extraterritorial jurisdiction for Subdivision Regulations, at least **two its members must reside outside the city but within three miles** of the city limits. Members serve three-year staggered terms. Meetings are held as needed.

As the authorized agency under state statutes, the Planning Commission's major responsibility is to **prepare, adopt and maintain the Comprehensive Plan**. The Commission should also undertake various responsibilities in implementing the Plan, including:

- **Review the Comprehensive Plan annually** and report its status to the Governing Body, as **required by state statute**. Such annual reviews often result in only minor changes to the Plan, but a major review should be conducted at least once every five years, to update and revise goals and priorities.
- Prepare, adopt and maintain **Zoning Regulations** for the City, by 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 determining necessary design elements and public improvements for proper land development in the City.

- Hold hearings on proposed **vacations** of rights-of-way and easements, and make recommendations to the Governing Body.
- Review **improvement projects** as proposed by the Governing Body and other organizations, and **determine their conformance to the Comprehensive Plan**.
- Review proposed **annexations**, and make recommendations to the Governing Body.
- Undertake development of **neighborhood or project plans**, to provide more detailed plans to develop new neighborhoods or rehabilitate older neighborhoods, 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 working relationships** with public and private organizations at the city, county, regional, state and federal levels of government, to implement plans.
- Establish and maintain **information resources** on planning, readily accessible to officials, citizens and potential developers—including policy statements, and a collection of local plans and maps.

Community Involvement

Public engagement in the planning process—not only by officials, but by individuals and groups of citizens, civic organizations and potential developers—is essential for a successful outcome.

Public participation should go beyond simply informing the public of planning activities. **Encourage feedback** from the public, so people can readily communicate their ideas about the kind of community they want to live in, and actively participate in the development and review of planning proposals.

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. To successfully implement Comprehensive Plan goals, pursue a variety of strategies to encourage public engagement, including:

- Conduct business and hearings in **open meetings**.
Give adequate notice, and provide agendas.
Encourage the public to voice their opinions and contribute their ideas. Take minutes, and make them available to the public.
- When preparing plans and considering regulatory decisions, specifically **involve affected individuals**, including residents and business owners.
- As needed, appoint **ad hoc committees** to study and make recommendations on specific plans or proposed regulations. Where appropriate, involve both urban and rural residents.
- Establish **communication channels** between the Commission and organizations impacted by plan proposals, especially the City Commission, Winfield USD 465, township trustees, and the planning and zoning staff of Cowley County.
- Schedule an **annual meeting** to update public officials and community organization leaders on the City's planning activities, and to receive comments.
- As City Commission and Planning Commission members, use personal contacts and social activities to help keep the public informed on planning matters.
- Make knowledgeable sources, including City staff and officials, available to community organizations for presentations and discussions of proposed planning projects.
- Regularly distribute information to the **news media**, and encourage them to attend and report on planning meetings.
- Make planning proposals, plans, reports, maps and regulations available on the City website. For people without internet access, printed planning documents should be available for review at City Hall and the Library.

Project Review

Once this Comprehensive Plan and any of its amendments have been approved by the Governing Body, and the effectuating ordinance is published, [K.S.A. 12-748](#) establishes a procedure for Planning Commission review of any public projects proposed in the Plan.

Any public improvement, public facility or public utility project recommended in the Plan must be submitted to the Planning Commission for review. The Commission must determine that the proposed project **conforms with the Comprehensive Plan**, before the Governing Body may proceed with construction of the project. The Planning Commission must make a determination **within 60 days**, or the project is automatically deemed to have been approved.

In the event the Planning Commission finds that the proposed project **does not conform** to the Plan, the Planning Commission is required to submit their findings in writing to the Governing Body. The Governing Body may, by a majority vote, choose to override the findings of the Planning Commission and proceed with the project. In this event, the statute states that the Comprehensive Plan *"...for the area concerned shall be deemed to have been amended"*. The Planning Commission should then proceed to revise and **formally amend the Comprehensive Plan**, so that the Plan conforms with the approved project.

Zoning cases, plats, and projects in the City's Capital Improvement Program should also be reviewed by the Planning Commission for their conformance to the goals of the Comprehensive Plan. [K.S.A. 12-748\(b\)](#) provides that if a project in a capital improvement program is reviewed by the Planning Commission and found to be in conformance to the Plan, then no further Planning Commission review is necessary, except as may be required by zoning and subdivision regulations.

Project review and recommendations by the Planning Commission enable the Governing Body to make **current decisions that support long-range planning goals**, while retaining their final decision-making authority.

Neighborhood & Project Plans

Due to their large scale and long-range perspective, comprehensive plans necessarily generalize rather than providing detailed project proposals. As development takes place, project decisions must be based on more current and specific information. Preparation of individualized neighborhood and project plans, developed as the need is perceived, should be a regular part of the ongoing planning process.

A **neighborhood plan** typically analyzes in detail the land use, transportation, and public facility needs of a 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. They are often the first step taken in efforts to rehabilitate older neighborhoods. Neighborhood plans can aid in making decisions on current and future land use proposals, capital improvement projects, and applications for zoning, subdivision plats, and annexations. They can also help facilitate a good working relationship between developers and area residents.

A **project plan** is a detailed description of the proposed development of a specific site for a particular purpose, such as a park, recreation area, public building, or industrial tract. They are often prepared as part of a grant application or bond issue, or as a result of funding becoming available from such sources.

Neighborhood and project plans often focus on a community's historic downtown, on specific business districts or residential neighborhoods, or on areas being considered for annexation. In their simplest form, they may consist of simply a drawing and a short explanatory report. More complex issues or areas, however, may require a more complex plan, which sometimes may then be adopted as an element 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 serve simply as policy guidelines for future decisions, or they may be formally adopted and 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.

Capital Improvements Program (CIP)

Although Planning Commission members are not directly involved with the preparation of the City's Capital Improvements Program, they should understand how it supports the implementation of the Comprehensive Plan and the community goals expressed in the Plan.

Financing and constructing public improvement projects is a complex process. A Capital Improvements Program is a long-range financial plan which establishes the priority, timing, cost estimates and funding sources for public physical improvements, typically covering a period of three to five years.

A CIP 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 current year of a CIP is the most detailed, and is often adopted as the City's capital improvements budget along with the City's annual operating budget.

A CIP is an essential tool for coordinating the sequence of financing and construction for any project involving joint funding, including public-private partnerships. Projects which incorporate funding from county, state or federal sources may require scheduling at least several years in advance.

A CIP is also an effective way to guide the direction and timing of **subdivision development**. This is particularly important in areas that have been unilaterally annexed by the City, where there are stringent legal requirements for the timing of the installation of public improvements.

Advantages of a CIP include:

- Helping to focus attention on community goals
- Encouraging public interest and participation in civic projects
- Improving intergovernmental cooperation and coordination
- Increasing the City's capacity to win and manage matching-funds grants
- Improving project implementation
- Stabilizing financial programs

A variety of financing methods may be used for CIP projects, including:

- General fund
- General obligation bonds
- Utility revenue bonds
- Special assessments
- Trust funds
- Federal and state grant programs
- Private contributions

Winfield's Statutory Debt Limitation

Typically, under Kansas law, the bonded debt limitation for a city may be calculated by taking 30% of the total of the City's tangible assessed valuation, including its motor vehicle valuations. The combination of the City's general obligation and its special assessment debt may not exceed this number. Bonds issued for general sewer and water work, and revenue bonds, are not included in the debt limitation.

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. Continued prudent financial planning will enhance the City's ability to reach the goals established in this Plan.

Taking Action

During the process of developing this Comprehensive Plan, the community established a number of planning goals for Winfield, which are discussed in Chapter 2, and shown in detail in prioritized tables in Appendix 1. While relative priorities were estimated at the time this Plan was written, community leaders should **regularly review both goals 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 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 each task is 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, how soon?)

For significant public projects, be willing to **spend time and effort on the early stages of the planning process**—it will pay off later in community satisfaction with the overall success of the final project. Making good decisions at each step in 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.

APPENDIX 1 — Consolidated Tables of Goals

Appendix 1 – Consolidated Tables of Goals

Winfield's planning decisions should be shaped by three fundamental guiding principles: strive to enhance **quality of life**, improve **community health**, and maintain both economic and environmental **sustainability**. When choices must be made among the many goals mentioned in this Plan, the available options should each be assessed based on how well they contribute to these overarching goals.

Resources of time, energy, and funding are never ample enough to allow every goal to be achieved immediately. In addition, some goals must necessarily be accomplished in a specific sequence. Therefore, **goals are prioritized** as intended to be achieved within a short-term, mid-term, or long-term time frame relative to the 20-year Planning Period. Other goals are ongoing, and will need to be addressed on a continuing basis.

O = Ongoing goal

S = Short-term: Within 5 years

M = Mid-term: Within 5 to 10 years

L = Long-term: Within 10 to 20 years

The following tables contain a consolidated list of all the goals mentioned in other parts of this Comprehensive Plan, repeated here as a convenient aid for City leaders. Tables are categorized by planning topic as follows:

- Policies & Regulations
- City-wide
- Downtown
- Transportation
- Housing
- Stormwater Management
- Public Utilities
- Community Facilities

Goals related to **parks and recreation**—including goals for sidewalks and pathways—are detailed in the [*Winfield Master Plan for Parks, Trails & Recreation 2020-2040*](#), produced at the same time as this Comprehensive Plan. They should be **reviewed annually by the Planning Commission**, along with all the other goals which are included in this Comprehensive Plan.

GOALS – Policies & Regulations	Priority			
	O	S	M	L
Annexation				
Consider annexation of developed land outside of the City that is adjacent to or quite near the city limits.	○			
Municipal Land Bank				
Establish a municipal Land Bank , which would provide a mechanism for the City to acquire and maintain vacant, abandoned, or foreclosed properties and convert them to productive use.		○		
Extraterritorial Jurisdiction				
Revise City Zoning Regulations to implement extraterritorial jurisdiction.		○		
Revise City Subdivision Regulations to clarify the extent of the City's defined extraterritorial jurisdiction .		○		
Consider extraterritorial zoning along existing and future development corridors.	○			
Regulations				
Consider the option of establishing Site Plan Review standards , particularly for highway commercial and industrial development and for interchange-oriented commercial development. Site Plan Review can serve all the businesses that benefit from being part of a high-quality commercial locale.		○		
Revise City Subdivision Regulations to require a complete transportation plan, including provisions for bicycle and pedestrian networks .		○		
Incorporate a zero runoff policy in the City's new Subdivision Regulations. Require a proper stormwater drainage plan for all new subdivision development . Consider incorporating the concept of a four-corner lot drainage plan , which establishes the finished grade of the property corners of each lot in the subdivision at the time of platting to ensure drainage.		○		
Adopt a policy that encourages new development in Winfield to have utility lines buried underground .		○		

KEY

O = Ongoing Goal

S = Short-term Goal
(within 5 years)M = Mid-term Goal
(5 to 10 years)L = Long-term Goal
(10 to 20 years)

GOALS – City-wide	Priority			
	O	S	M	L
Signs				
Develop and install a wayfinding signage system for Winfield destinations.		○		

GOALS – Downtown	Priority			
	O	S	M	L
Signs				
Replace all sign posts with breakaway posts.			○	
Paint all downtown sign posts.		○		
Street Trees				
Complete transition from problematic tree species to recommended species & varieties of urban street trees for south central Kansas.		○		
Utilities				
Evaluate the downtown underground sidewalk electrical circuit.		○		

KEY

O = Ongoing Goal

S = Short-term Goal
(within 5 years)M = Mid-term Goal
(5 to 10 years)L = Long-term Goal
(10 to 20 years)

GOALS – Transportation	Priority			
	O	S	M	L
Streets				
Continue to fund and implement a pavement maintenance program for Winfield's streets.	○			
Implement complete streets principles to make Winfield more walkable and bikeable, particularly downtown and in the vicinity of Baden Square, the Hospital, and the University.	○			
Pursue development of a southwest bypass , including acquisition of a right-of-way , and annexation of land in its vicinity.	○	○		
Parking				
At some appropriate location in Winfield, implement at least one demonstration project of on-street back-in angle parking , to introduce the concept to the community.			○	
Add parking where needed, including ADA compliant spaces, at many of Winfield's parks , as suggested in the Winfield Master Plan for Parks, Trails & Recreation 2020–2040		○		
Railroad Service				
Retain railroad access to Winfield's industrial areas.	○			

GOALS – Housing	Priority			
	O	S	M	L
Grants & Foundations				
Dedicate either a City staff member or a consultant to the pursuit of housing grants .		○		
Pursue relationships with nonprofits willing to partner with the City on housing, particularly any dedicated to renovating heritage housing.	○			
Marketing				
Actively market Winfield to developers of new housing , particularly those doing accessible, low maintenance townhomes or patio homes suitable for empty nesters and retirees.		○		
Actively market Winfield's quality of life, cultural amenities, and local medical resources to developers of large-scale retirement communities , which are often religious nonprofit foundations. Such communities typically require at least a quarter-section of land, and include a nursing home, assisted living and independent living apartments, and single-household homes, as well as on-site amenities such as a cafe, theater, chapel, hair salon, fitness center with pool, and walking paths.			○	
Programs & Development				
Identify one neighborhood in which to test a pilot program for residential revitalization of older houses , aiming to increase property values enough to make additional renovations profitable for high quality flips.		○		
Provide incentives for local contractors to renovate older homes, preferably to sell rather than to rent. Options might include reduced dump fees for debris, reduced tap fees for utilities, or some sort of tax relief for houses being renovated.	○	○		
Use similar incentives to encourage infill housing on lots where houses have been demolished.			○	
Seek to develop new high-quality apartments in Winfield, with the amenities (especially high-speed internet) to attract and retain young adults after they graduate.			○	

KEY

O = Ongoing Goal

S = Short-term Goal
(within 5 years)M = Mid-term Goal
(5 to 10 years)L = Long-term Goal
(10 to 20 years)

GOALS – Stormwater Management	Priority			
	O	S	M	L
Plans				
Develop an overall Stormwater Drainage Management Plan , compliant with EPA rules. Incorporate a map of Winfield's drainage system; show directions of flow, and highlight areas with recurring drainage problems. Include a review of maintenance policies, and prioritize potential improvements to drainage infrastructure.			○	
Green Infrastructure				
Whenever substantial construction work is done on a Winfield street, consider incorporating green infrastructure stormwater management strategies into the street design . Not only would such a program help protect local waterways from the damage and pollution caused by street runoff, but it could reduce the need for expensive "gray infrastructure" drainage facilities.	○			

KEY

O = Ongoing Goal

S = Short-term Goal
(within 5 years)M = Mid-term Goal
(5 to 10 years)L = Long-term Goal
(10 to 20 years)

GOALS – Public Utilities	Priority			
	O	S	M	L
Standards & Procedures				
Regularly review and update standards and procedures for installation and maintenance of utilities, to reflect changes in technology and in environmental expectations.	○			
Water Supply & Distribution				
Establish a capital improvement line item to budget for replacing a certain percentage of outworn water lines each year.		○		
Replace ozone equipment at the Water Treatment Plant.		○		
Repaint the ground storage tank at the Water Treatment Plant, and refurbish/repaint the elevated storage tank.		○		
Consider adding a second elevated water storage tank at the Water Treatment Plant.			○	
Wastewater Treatment				
Replace ozone equipment at the Water Treatment Plant.		○		
Repaint the ground storage tank at the Water Treatment Plant, and refurbish/repaint the elevated storage tank.			○	
Consider adding a second elevated water storage tank at the Water Treatment Plant.				○
Continue the maintenance and upgrade program to replace or reline sewer pipes and rehabilitate manholes.	○			
Continue the sewer cleaning program.	○			
Work to mitigate stormwater infiltration to the wastewater collection and treatment system.	○			
Electrical System				
Continue to pursue options to transition to renewable and renewable-supporting energy sources for the City's electrical power.	○			
Establish a program to encourage property owners to have their individual service lines buried.		○		
Natural Gas Distribution				
Continue replacing steel gas pipes with polyethylene pipes.	○			
Solid Waste Disposal & Recycling				
Pursue appropriate municipal recycling options , as economic conditions change over the Planning Period.	○			

KEY

- O = Ongoing Goal
- S = Short-term Goal
(within 5 years)
- M = Mid-term Goal
(5 to 10 years)
- L = Long-term Goal
(10 to 20 years)

GOALS – Community Facilities (Part 1 of 2)	Priority			
	O	S	M	L
City Hall				
Incorporate access control to improve security , reconfiguring the facility as necessary.		○		
Update and remodel interior spaces , to increase flexibility of uses and improve the customer experience.			○	
Police Department				
Complete design and construction of the new Public Safety Center .		○		
Evaluate the existing Police Department building for possible new uses after police operations move to the new facilities.		○		
Increase staff as necessary, as the community grows.	○			
Continue regularly replacing patrol vehicles and upgrading computers.	○			
Fire Department / Emergency Medical Services				
Acquire and install GIS locators on all firefighting apparatus.		○		
Replace oldest fire fighting apparatus.	○			
Complete and implement current plans to build a new Winfield Fire/EMS Station. Include more apparatus storage space and more staff parking.		○		
Evaluate the existing Fire Department building for possible new uses after operations move to the new facilities.		○		
Municipal Operations Center				
Overlay the parking lot .		○		
Replace the HVAC system .			○	
Replace the roof .			○	
Parks Office & Shop				
Connect the building to the City's fiber optic network .		○		
Construct an equipment shelter (a lean-to or similar enclosure) to provide weather protection.			○	
Winfield Cemeteries				
Design and build a columbarium at St. Mary's Cemetery.		○		
Plan for additional columbaria at Highland Cemetery.			○	
Consider designating a Green Burial area at Highland Cemetery.			○	
Consider adding a columbaria at Union-Graham Cemetery.				○

KEY

O = Ongoing Goal

S = Short-term Goal
(within 5 years)M = Mid-term Goal
(5 to 10 years)L = Long-term Goal
(10 to 20 years)

GOALS – Community Facilities <i>(Part 2 of 2)</i>	Priority			
	O	S	M	L
Health Care Facilities				
Continue implementation of the William Newton Hospital Master Facility Plan .		○		
Continue to recruit and retain family physicians .	○			
City Goals for Schools				
Coordinate upgrades to utilities infrastructure and stormwater management systems with school facility improvements.	○			
City Goals for Southwestern College				
Coordinate upgrades to utilities infrastructure and stormwater management systems with College facility improvements.	○			
Consider closing Houston Road at Warren Avenue as a through street, to facilitate development of a new SWC Residence Hall at the southeast corner of Warren Avenue and Houston Road.		○		
Coordinate with SWC planners as they continue work on updating the Campus Master Plan, bringing municipal support to bear where appropriate.	○			

KEY

O = Ongoing Goal

S = Short-term Goal
(within 5 years)M = Mid-term Goal
(5 to 10 years)L = Long-term Goal
(10 to 20 years)