



# Garden City 2020

Comprehensive Plan  
NOVEMBER 2009

**MOLSSON**  
ASSOCIATES

# ACKNOWLEDGEMENTS

This document is the result of lots of hard work by lots of people. First and foremost, the recommendations of this plan are directly attributable to the hundreds of Garden City residents that participated in the planning effort. Equally important, the Comprehensive Plan Advisory Committee was instrumental in making this project a success. Their continued commitment to getting other residents involved served as the catalyst to creating a useful and implementable document. Finally, without the day-to-day assistance from city staff, the project would have turned out much differently. City staff's commitment to citizen involvement in this project was un-paralleled and should be recognized and commended by everyone who participated.

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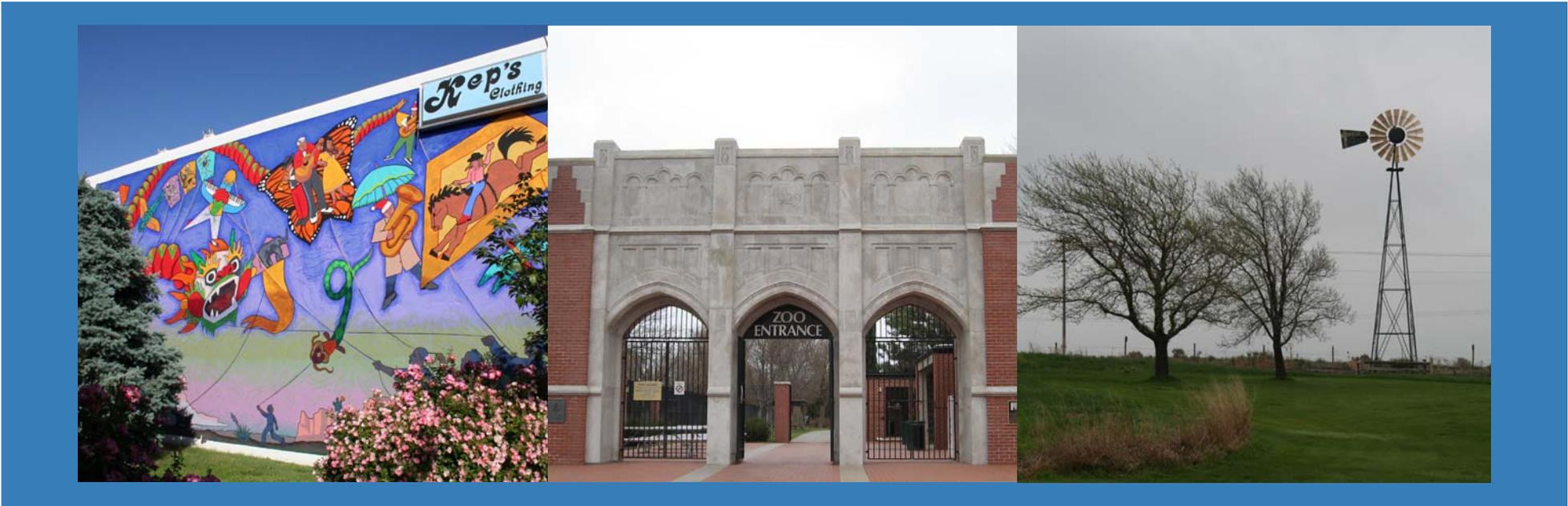
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# GARDEN CITY COMPREHENSIVE PLAN



# INTRODUCTION

# INTRODUCTION

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## **Comprehensive Plan Principles**

This plan was created in accordance with the following key planning principles:

1. The Garden City Comprehensive Plan should be used as a guideline and decision-making tool for community development. This document is broad in its approach and does not include specific lot-level recommendations.
2. The Garden City Comprehensive Plan expects that public policy decisions, in concert with market forces, will determine the implementation timeline.
3. The Garden City Comprehensive Plan is governed by Garden City zoning and subdivision regulations.
4. The Garden City Comprehensive Plan contains recommendations that promote quality development that is congruent with the vision of the community.

## **What is a Comprehensive Plan?**

A comprehensive plan establishes a vision for future growth over a 15 to 20-year period. Comprehensive plans are anticipatory, forward thinking, and long range in nature. A comprehensive plan is a tool that is designed and developed to help a community determine its needs and set goals and recommendations to direct future development. The plan should serve as the foundation for local planning programs, policies, and principles.

Comprehensive Planning is a term that has historically been used to describe a process that determines community goals and aspirations for future development. The tangible output of this process is a document that leads to policy and practice changes. Often lost in the comprehensive planning process are the intangible outcomes communities seek. The “new” comprehensive plan recognizes that the most effective and implemented comprehensive plans are equal parts tangible (technical) and intangible (citizen-based).

The Garden City Comprehensive Plan and process epitomizes this new attitude towards planning. This document was created in large part for citizens, by citizens, to meet the needs of the entire community. This comprehensive plan describes a future vision for Garden City and recommends a framework for attaining this vision. This framework was achieved through a process called Outcome-Based Planning.

## **Outcome-Based Planning**

The traditional comprehensive planning process essentially tackles the same issues in every community: housing, transportation, neighborhoods, land-use, etc. This model assumes that these core issues are applicable and relevant to every community. And while many (and perhaps most) community's comprehensive plans require some information about these standard planning components, the comprehensive planning process should be more flexible and adaptive to the specific needs of Garden City.

In short, outcome-based planning is a way of melding the tangible with the intangible, the measureable with the hard-to-measure, and the technical with the community-based.

While the majority of this comprehensive plan focuses on citizen-inspired recommendations, it also includes numerous more formal technical recommendations. These technical recommendations are grouped into the following categories:

### **Land Use**

Land Use is the ‘blueprint’ for growth and serves as a guide for zoning changes, future land uses, redevelopment opportunities, and potential acquisition areas.

### **Community Appearance**

If land use defines where and how future development is to occur, community appearance provides direction for high quality, cohesive, and well designed structures. The appearance of any community, in a way, is the front door to residents and visitors alike. Areas of high visibility, such as gateways, major corridors, and commercial districts reflect community character through design and appearance.

### **Neighborhoods**

Communities are essentially a collection of neighborhoods. A neighborhood can be defined as a network of individuals, families, and households that share several characteristics. These include geographic location, cultural dynamics, activity patterns, organizational relationships (HOA), jurisdictional boundaries (voting wards), social interests, public facilities and services, schools and parks.

## **Housing**

To many, houses represent dreams. To others, homes represent their most significant investment. While housing forms vary greatly, the functions of homes are more consistent. We gather, sleep, celebrate, raise families, mourn, and entertain within our homes. Houses are not merely walls, windows, doors, and rooms. Homes are places you can truly call your own.

## **Sustainability**

To some, community sustainability is achieved through total separation from a modern way of life to a more communal, self-production method. To others, a sustainable community is one that is developed more compactly, designed around public transportation, promotes waste reduction, and minimizes energy and water consumption. Each approach to creating sustainable communities is uniquely credible. However, regardless of the approach, creating sustainable communities requires a change in attitude and adjustments in the modern way of living.

## **Infrastructure**

Infrastructure includes schools, public safety services, utilities, roads, and community buildings. These facilities and services educate our youth, keep us safe, deliver water and sewer services to our homes, and build and maintain roads.

## **Circulation**

Circulation implies more than just how and where you drive your car everyday. Rather, it's a holistic approach to how you move about the community. Although the vehicle is, and will be, the dominant mode of transportation, we need to plan for other modes of travel. Sidewalks, bike paths, trails, and roadways need to be designed to compliment each other so that all members of the community (including seniors, teens, kids, and families) can move about safely and conveniently. Garden City should continue to implement elements of "Complete Streets."

## **Document Structure**

This document is organized into three sections. The first, Vision, describes the extensive public engagement and outreach effort and details how the five outcomes were established. The second section, Design, provides an in-depth look at each outcome meeting, the experiential learning techniques used at each outcome meeting, and the outcome recommendations provided by the meeting attendees. The final section, Action, organizes all recommendations (both citizen-inspired and professional-inspired) into a recommended order of implementation.

**"MAKE BIG PLANS; AIM HIGH IN HOPE AND WORK, REMEMBERING THAT A NOBLE, LOGICAL DIAGRAM ONCE RECORDED WILL NOT DIE."**

**-- DANIEL BURNHAM**

# GARDEN CITY COMPREHENSIVE PLAN



# VISION

# CREATING A VISION FOR THE FUTURE

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An essential element of any successful planning and design process is an extensive public participation effort. However, equally important is a continued commitment from participants from the development of an initial vision through plan completion. This project placed a special emphasis on community-wide participation in the development process. The planning team and city staff developed a unique participation process that included:

- A 12-hour Visioning Workshop at four different locations over two days. This forum allowed all Garden City residents and interested parties to share their visions about the future of their community.
- Stakeholder Focus Groups representing various sectors of the community, including property owners, refugee populations, elected officials, Garden City residents, high school students, and city staff, among others.
- Numerous comprehensive plan Advisory Committee meetings addressing different areas of the comprehensive plan.
- More than 20 individual outcome meetings, each focused on a specific outcome identified within the process.
- An interactive project website, project manager blog site, and Facebook project page allowing Garden City residents to stay informed and contribute ideas to the design team.
- Five different online and hard-copy surveys available for residents to provide feedback regarding the outcome topics.

As an indicator of involvement, the process measures “touches.” In essence, anytime an individual “touches” the project – attendance at a public meeting, joining the Facebook group page, or visiting the project website – that interaction is measured. In all, the process measured more than 4,000 individual touches. This significant amount of public interaction indicates the community's level of engagement in the project is very high. The final plan reflects the participation and feedback provided by members of the Garden City community.

The Garden City Comprehensive Plan did just this. It provided a framework for authentic participation to take place. This framework started with Vision Days and included stakeholder interviews, focus group discussions, advisory meetings, and more than 20 individual outcome meetings.

**IT ALL STARTS WITH A VISION. THIS IS YOUR COMMUNITY, AFTER ALL. YOU LIVE HERE, YOU WORK HERE, AND YOU PLAY HERE. WHILE GARDEN CITY IS A GREAT COMMUNITY, YOU CAN, AND SHOULD AIM HIGH. GARDEN CITY CAN TRULY BECOME ANYTHING ITS RESIDENTS WANT IT TO BE.**

### **Garden City Vision Days**

Over 125 participants shared their thoughts about the community during four vision sessions early in the planning process. These workshops put residents through a variety of fun vision exercises and asked residents to dream about the future of Garden City. Needless to say, Garden City residents were not shy about sharing their visions. When asked what their dream for Garden City was, answers included:

- *“Garden City should be a place that is aesthetically pleasing – an inviting place where a family’s basic needs are met and surpassed; people are valued for and celebrated for their diversity; and where there are lots of great things to do.”*
- *“Garden City should be a place of unlimited opportunities, where the only limitation is self-imposed.”*
- *“Garden City is a place a family would desire to live and acquire lifelong friends; provides opportunities to be successful in your life and to grow in the area through school, arts, and recreation opportunities.”*
- *“Garden City is a place where career opportunities are available in a community that holds quality of life in high priority.”*
- *“Garden City will be committed to being friendly and family oriented, with opportunities for education, employment, and personal and community growth.”*
- *“Garden City should be the envy of every other city in Kansas because of its opportunities to live, to work, to grow, to enjoy life for people of all ages and many cultures.”*

The extensive public participation process used in Garden City converted the visions shared and heard in the Vision Days exercise, stakeholder interviews, and focus groups into outcomes, or desired end goals, for this comprehensive plan. Getting folks to dream about their city is easy. Collecting and forming these ideas into patterns and logical groupings is a bit more challenging. Outcome-Based planning identifies reoccurring trends, common patterns, and unique planning concepts for Garden City. In doing so, five distinct outcomes emerged:

- Enhanced Quality of Life
- Greater Opportunity for Economic Development
- Revitalized Downtown
- Improved Parks and Recreation
- Increased Emphasis on Community Entryways



**Photo 1: Parks and Recreation Outcome Meeting**



**Photo 2: Downtown Outcome Meeting**

# OUTCOME SUMMARY

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## ***Enhanced Quality of Life***

It is important to recognize that every aspect of a community operates as a collective whole. Every seemingly independent piece of a community – transportation, housing, parks, schools, healthcare, employment, or economic development – is actually largely dependant on the other elements of the community. For example, better schools create a more educated workforce, which in turn lead to a more marketable economic climate, which ultimately leads to more business. As you begin to look at the connections within a community, it becomes clear that quality of life is not totally subjective. In fact, the things and experiences that affect our individual lives are often a result of the collective system functioning well together. This outcome chapter further explores the tangible elements of and makes recommendations to enhance the quality of life in Garden City.

## ***Greater Opportunity for Economic Development***

Creating opportunities for economic development is at the forefront of all community planning efforts. Cities that have economic opportunities, whether that is for individuals or companies, are often the most desirable places to live and work. The ability to encourage economic development is largely dependant on the organization and design of the city. This outcome chapter provides Garden City with a future land use plan that encourage design for people, resulting in a dynamic and interactive city environment.

## ***Revitalized Downtown***

A thriving central business district with active streetscapes, occupied storefronts, and clean sidewalks can be an indicator of the sustainability of a community. A healthy central business district possesses intangible elements and is often a significant component of community pride. Maintaining a prosperous downtown is important for local businesses, economic development, job creation, and enhanced quality of life. What makes a downtown or central business district successful? While a prescriptive formula does not exist, many successful downtowns share consistent themes. This outcome chapter provides Garden City with recommendations to continue the revitalization of its community core.

## ***Improved Parks and Recreation***

A park is a public area that is used for recreational purposes. Parks are designed to provide residents of all ages places to play, frolic, relax, and enjoy the natural environment. Garden City's existing parks and trails offer residents a wide range of recreation options and activities. Steven's Park is a beautiful, signature park located in the heart of the community. This park includes a band shell and moveable seating. Harold Long Park, with its walking track and playground, is popular with adjacent residents and avid walkers. The newer Forest Lake Park, located just south of Mary Street in northwest Garden City, is picturesque with large mature trees, a winding path, and scenic views. Garden City's recreation programs are just as impressive. With numerous youth sports programs and excellent active recreation facilities, Garden City's existing parks, trails, and recreation facilities are well-utilized and extremely popular with area residents. As good as the existing parks and recreation programs are, they can be improved. This outcome chapter provides the framework for improvement.

## ***Increased Emphasis on Community Entryways***

A gateway is an entrance or entryway into a community. However, a successful gateway embodies significantly more than just a sign with the name of the community on it. Gateways serve as the front door of a community and therefore are responsible for establishing a first impression to visitors as they enter into a community. While an attractive entryway monument or sign might capture a visitor's attention, the design and layout of the gateway needs to encourage these visitors to stop, explore, and eventually leave with a definitive image – and positive first impression – of the community. Recognizing the visual significance of these entryways is key to establishing a program to make improvements.

## ***Chapter Organization***

Each outcome chapter is organized in the same manner. The chapter opens with a brief Education section that provides the reader with necessary information for that particular outcome. The second piece of the chapter is the Experience section. This section details the results of the outcome meeting held in the community and provides the citizen-based recommendations that came out of the meetings. Finally, each chapter ends with a Reflection section. This reflection section includes a professional planning conclusion and technical recommendations.

# GARDEN CITY COMPREHENSIVE PLAN



# DESIGN

# OUTCOME ONE: ENHANCED QUALITY OF LIFE

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## INTRODUCTION

Quality of Life is truly in the eye of the beholder. This largely subjective topic is probably best defined by the experiences of each individual person. For example, if we asked Garden City residents whether their quality of life is improving or declining on a yearly basis, we would expect a variety of answers largely based on the quality of that individual's life.

In fact, we did ask Garden City residents to "define" what quality of life meant to them. Here is a sample of what they said:

- The 'extras' in life
- Chance to succeed
- Security. Having basic needs but allowing for extras
- Safety and involvement
- Feeling of community
- Enrichment of possibilities
- Good, better, and best education
- Innovation
- Openness to change
- Safety
- Responsibility for struggling families
- People that have the least
- The richness of life measured by variety and quality, not dollars and cents
- Comfortable, safe, wholesome
- The celebration of diversity
- Inter-connected social systems
- Sustainability
- Activities and events – things to do
- Attractiveness of the community to residents and visitors
- Makes you happy
- Totality of circumstances to stay 'here'
- Attracting others to be here
- Meaningful activities
- Welcoming attitude

All of these are fantastic answers that represent various sectors of Garden City. However, many of the answers are very difficult to measure success or regress. The subjectivity of the answers is understood and expected because quality of life is such an individual subject. Is there a way to create a measureable, tangible, quality of life definition?

While quality of life is subjective, it can still be measureable and tangible. There are common themes and consistent patterns in communities that are regularly regarded as great places to live. For the most part, residents of Garden City probably consider it a great place to live. Determining those characteristics that make Garden City a unique and great place is critical to the community's future. There are examples near and far of once desirable places that deteriorated over time, most of which were avoidable with some foresight and a little oversight.

These common quality of life characteristics are many times referred to as community indicators. In their simplest form, indicators are quantitative measures of quality of life. The power of developing community indicators unique to Garden City is the ability to measure – good and bad – the overall quality of life within the community. Individually, each indicator may not accurately portray the comprehensive quality of life in the community, but monitored collectively, they paint a clearer picture of community progress.

**THIS IS WHERE YOU CHOSE TO LIVE, AFTER ALL. DESIGN IS THE BRIDGE BETWEEN VISION AND ACTION. A GREAT COMMUNITY IS A CULTURAL KALEIDOSCOPE, WHERE THE POTENTIAL FOR SURPRISE LURKS AROUND EVERY CORNER. A CITY IS AN AMUSEMENT PARK FOR THE MIND. TODAY, THE MOST RESILIENT COMMUNITIES ARE THOSE THAT ATTRACT CITIZENS WHOSE IMAGINATION AND INGENUITY FUEL A CREATIVE ECONOMY.**

There are consistencies in those things and experiences that contribute to the quality of our individual lives. In fact, there are 32 common quality of life indicators used in communities across the nation. Here is a complete list of the indicators:

- Expression of culture through the arts
- Participation in the arts and cultural activities
- Voter turnout
- Effective government engagement
- Civility and neighborhood pride
- Emergency preparedness
- Individual and family wellbeing
- Economic vitality
- Workforce development
- Entrepreneurship
- Educational infrastructure to meet community needs
- Educational success
- Community wide involvement in education
- Recreation
- Philanthropy and volunteerism
- Access to faith communities and spiritual wellbeing
- Access to healthcare
- Wellness and preventative healthcare
- Mental health and social wellbeing
- Renewable energy
- Technology infrastructure and engagement
- Transformative community initiatives
- Affordable housing
- Land use balance and sensitivity
- Mobility and convenience
- Development that encourages health lifestyles and neighborhood livability
- Air quality
- Clean and available water
- Open space access and connectivity
- Perception of safety
- Secure families
- Community responsiveness to its most vulnerable populations

While the list may not include every single element of quality of life, it certainly serves as an exhaustive collection of features that help define a great community. It is worth noting that the list does not include basic needs (food, shelter, clothes, etc...) indicators. First, this comprehensive plan assumes that Garden City residents will always place an emphasis on providing basic needs to the entire population. Second, many of the listed indicators, when broken down into manageable elements, include basic needs.

So what are we supposed to do with this big list? Great question! Some communities choose to monitor and measure all 32 (and more) indicators, while others place special focus on five or ten indicators. Neither option is better or worse. Because this is the first quality of life indicator program for Garden City, it made most sense for residents of Garden City to determine that ten most important indicators to them. This will allow city staff and residents to focus their time and efforts, at least in the short-term, on the most important quality of life elements in Garden City.

## **CALL TO ACTION -- GOALS AND GUIDING PRINCIPLES**

### **GOAL #1**

Garden City should continue to be a city that embraces diversity by providing ample opportunities for existing and future residents to thrive and grow within the community.

### **GUIDING PRINCIPLES**

- Encourage entrepreneurial attitude and spirit within the community through the creation of incubators, partnerships with the community college, and future workforce development programs with middle and high schools.
- Ensure all residents of Garden City have access to income-appropriate housing through public-private partnerships between the city and development community.
- Continue to expand the educational "infrastructure" of the community through a coordinated effort between the city, school system, parent groups, and students.

**IMPLEMENTATION STRATEGIES FOR GOAL #1**

Recommendation	Complete
Develop a housing rehabilitation assistance program, in conjunction with neighborhood associations, to preserve and rehabilitate Garden City's housing stock.	
Support and develop community events, functions, and programs that celebrate the history and cultural diversity of Garden City and seek to attract participants from all demographic groups.	
Use public art as a cultural resource to promote cross-cultural awareness and community discussion.	
Develop a strategic plan, with tangible action steps, to reduce the dropout rate every three years.	
Develop a public-private partnership with local professionals to create a monthly speaking tour that highlights a different professional occupation to high school students.	
Work with Garden City Community College to develop trade-based education around the current and future needs of the community.	

**GOAL #2**

Civility and neighborhood pride are intangible factors present in successful and sustainable communities. As future development occurs, Garden City should encourage and promote neighborhood-based development patterns.

**GUIDING PRINCIPLES**

- Enforce building codes and nuisance regulations to avoid historic and low-income neighborhood deterioration.
- New residential developments should include sidewalks and be within walking distance of parks and recreation.
- New residential developments should include small formal green spaces and small commercial outfits to encourage walkability among neighborhoods.

**IMPLEMENTATION STRATEGIES FOR GOAL #2**

Recommendation	Complete
Review and update nuisance ordinance so that it clearly outlines conditions and restrictions (explicit guidelines) regarding tall grass, inoperative vehicles, trash, etc..	
Encourage the formation of neighborhood associations as a means to collectively finding solutions to neighborhood problems.	
Develop a property rehabilitation or maintenance code to maintain aging housing stock.	
Encourage an even distribution of multi-family residential housing throughout Garden City as a way to promote higher density developments.	

**GOAL #3**

Garden City should become a regional leader in community involvement and citizen action. Citizen-based action is the most effective and efficient way of creating lasting change in a community.

**GUIDING PRINCIPLES**

- Increase volunteerism and community-activism through neighborhood-based activities and volunteer groups.
- Recognize and reward those individuals and neighborhoods that emphasize neighborhood upkeep, display community pride, and promote a positive image.

**IMPLEMENTATION STRATEGIES FOR GOAL #3**

Recommendation	Complete
Initiate a community center/civic center feasibility study or needs assessment.	
Update zoning ordinance to support community gardening in single family zoning districts.	
Create a Community Achievement Award for the individual or group who displays acute awareness of community environmental issues each year.	

## **PROFESSIONAL REFLECTION**

Within the realm of a comprehensive plan, quality of life is not usually specifically addressed or included as a stand-alone chapter. This may be a result of its more subjective nature or because many professional planners see quality of life as a result of good technical planning rather than a desired outcome of the planning effort. Garden City residents made it clear that improving the community's quality of life was very important to them and followed through by providing several fantastic recommendations during the outcome meeting.

In addition to the citizen-inspired recommendations, there are technical recommendations that Garden City can also implement as it looks to improve the quality of life in the community.

As Garden City and its residents begin to implement these recommendations, it is important to recognize that quality of life improvements take time to occur and be noticed. In many cases, quality of life recommendations are almost "foundational" recommendations that build a community infrastructure by which other improvements can be made.

It is strongly recommended that the quality of life indicators identified within this chapter be evaluated and updated every year or two to measure the effectiveness of the community's efforts.

In closing, the single most important lesson communities must learn is that improving quality of life is the responsibility of every Garden City resident, not just elected officials, city staff, or a few key people. Every resident influences the quality of life of the entire community. Therefore, implementation of this outcome action plan starts and ends with everyday citizens having a sense of community pride and acting in a manner consistent with that attitude.

# OUTCOME TWO: GREATER OPPORTUNITY FOR ECONOMIC DEVELOPMENT

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## INTRODUCTION

Creating opportunities for economic development is at the forefront of all community planning efforts. Cities that have economic opportunities, whether that is for individuals or companies, are often the most desirable places to live and work. In recent years, there has been a paradigm shift in city design and land use planning as it relates to economic opportunity.

Historically, cities have been designed (laid out) around a primary feature. In many towns this was the railroad, in others the riverfront, and others the primary industrial site. As towns were platted it was important that everything be located in and around the primary feature. Economic development consisted of making sure this feature was protected and operated as efficiently as possible. This kind of land use planning is significant, because the core areas of many communities still reflects these planning efforts. This kind of planning is planning for business, not for people.

As everyone knows, the automobile and technology have changed the way we live and work. There is now added flexibility in where we live, how we work, and when we recreate. No longer does the emphasis of an entire city fall on one key feature. In large part these factors have forced cities to re-think how they plan and what they plan for. As city planning has moved towards planning for people, rather than planning for business, the formation of cities is starting to change. Parks and recreation are now driving forces behind the location of residential and commercial developments. People want to live near aesthetically pleasing and natural environments and companies desire locations near social activity centers. Research now indicates companies are more inclined to pay higher rents, and have better access to social activity centers, than locate in low-rent areas.

So, what can cities do to become more attractive to new residents? There are several factors that generate opportunities for economic development. Physical factors include available land and sound infrastructure. Infrastructure includes roads, sidewalks, streetscapes, parks, and trails. Economic factors include available and affordable housing. Finally, social factors that affect a cities ability to generate more opportunities for economic development are good schools, low crime, and the diversity of the population.

Each of the contributing factors is unique, yet completely intertwined. Like quality of life, one factor ultimately and directly affects another factor. Graphs on the following pages provide a snapshot of the existing economic state of Garden City.

In addition to the changing dynamics of land use planning, cities must continue to be fiscally responsible. In most cases, local sales tax is the greatest source of net revenue for a city. The highest gross revenues may come from property tax, however with property tax comes the city's responsibility to provide infrastructure and services, often offsetting the property taxes received. In fact, residential dwelling units almost always cost a city more in infrastructure and services than is generated through residential property taxes. Commercial developments, on the other hand, generate positive cash flow on property taxes versus services and infrastructures. These factors provide strong incentive for cities to encourage commercial development over residential development.

While there is no silver bullet to affordable housing or creating better jobs to housing balance, cities can and should encourage mixed-use developments. Mixed-use developments are those that allow for vertical mixed-uses (different uses in the same building i.e. business on the bottom floor and residential on the second floor) and horizontal mixed-uses (developments that have a mix of uses in the same plan). By encouraging mixed-use development, cities not only offset the residential cost issue, but also help to solve some housing affordability issues if the development is done correctly.

As Garden City continues to grow it will seemingly feel the pressure of expanding infrastructure and services. In addition, the growing floodplain area further reduces available land for future development. Garden City has a fantastic opportunity to be a regional leader in mixed-use and people-based land use planning. The future land use alternatives provide several options for future growth in Garden City.

**"IF A CITY IS SERIOUS ABOUT ATTRACTING AND RETAINING TALENTED PEOPLE, ABOUT MAKING THEIR CITY THE KIND OF PLACE PEOPLE CAN DO BUSINESS OVER THE LONG HAUL, THEY'VE GOT TO UNDERSTAND THAT THE ABILITY FOR ALL PEOPLE TO FEEL WELCOME IS ABSOLUTELY CRITICAL."**

**-- RICHARD FLORIDA**

## CALL TO ACTION -- GOALS AND GUIDING PRINCIPLES

### GOAL #1

Planning for people rather than businesses should be a priority. Plan for a diverse population through neighborhood special districts (i.e. China Town, Little Italy), good schools, parks and aesthetically pleasing and natural environments.

#### GUIDING PRINCIPLES

- Consider the hills and mounds around the dry riverbed as a potential entertaining asset.
- Establishment of a large gateway park with a community flower garden to reinforce the "Garden" theme, along with narrow, flowering linear parks on each side of prominent corridors.
- Public facilities and institutions should serve as focal points of community events.

#### IMPLEMENTATION STRATEGIES FOR GOAL #1

Recommendation	Complete
Promote appropriate areas of growth by providing municipal infrastructure and services.	
Work with private recreation entities to explore the possibility of recreation activities in the dry riverbed.	

### GOAL #2

The City should encourage mixed use developments. This includes vertical mixed uses and horizontal mixed uses in those areas on the future land use map. Mixed uses include those that allow different uses within the same building, such as businesses on the bottom floor and residential on the second floor. Horizontal mixed uses incorporate a mix of uses in the same plan.

#### GUIDING PRINCIPLES

- Promote the establishment of Activity centers on vacant land near Forest Lake Park, as well as ground near the new high school, and on land currently occupied by manufactured housing along Fulton and the area south of the River.
- The City should recognize reuse opportunities regarding land currently occupied by feed lots adjacent to the City limits.

## IMPLEMENTATION STRATEGIES FOR GOAL #2

Recommendation	Complete
Establish a first-time housing buyer program through a cooperative effort with the City, local banks, and developers.	
Establish a partnership between the City and Finney County Economic Development in support of a new business incubator.	
Create city-initiated housing programs to acquire and distribute vacant parcels of land.	
Update zoning ordinance to support mixed-use developments and clustered residential.	
Update zoning ordinance to support mixed-use developments and clustered residential.	
Develop bonuses (in the form of increased density, reduced development fees, or a streamlined development approval process) in the zoning code for redevelopment areas and sites.	
Develop a partnership with local developers, home builders, realtors and educate citizens and potential new home buyers about the advantages of mixed use development (connectivity, walk-ability, scale).	
Provide incentives to developers or builders to construct affordable housing.	

### GOAL #3

Greater opportunities for economic development require affordable housing and infrastructure that includes roads, streetscapes, sidewalks parks and trails.

#### GUIDING PRINCIPLES

- Widened sidewalks or on-street trails should be promoted to interconnect with green space, parks and other open spaces in areas where a dedicated trail could not be constructed.
- The City should continue to enact policies that will reduce demand on existing infrastructure by promoting shorter commute time between citizens and their employers with more compact, pedestrian oriented designs, such as multi modal commute alternatives (i.e. extension of existing walking trails, and bike paths).

- Environmentally sensitive areas should be preserved and integrated into the design of new development.
- The City should consider the future growth areas both North of the current City limits and South of the River.

**IMPLEMENTATION STRATEGIES FOR GOAL # 3**

Recommendation	Complete
Work with the local utility providers, the school district, etc. to create development policies that shift more of the cost of development to developers as they move further away from the City's fringe.	
Revise all ineffective, obsolete, or inconsistent requirements and definitions found in the zoning regulations and subdivision regulations.	
Help interested stakeholders establish a Community Development Housing Organization.	

## **PROFESSIONAL REFLECTION**

Garden City is at an important crossroads in the life cycle of the community. As a primary regional destination, Garden City will undoubtedly continue to see increases in both residents and businesses. As a community, Garden City will need to decide if new growth and development is people-oriented growth that emphasizes mixed-uses, mixed-incomes, and the inclusion of parks and recreation within the development or if the new development will continue to be single-use development that isolates developments based on use and function.

The land-use component of the Garden City Comprehensive Plan is vitally important. This section of the plan projects future land uses and placement, essentially establishing a “blueprint” for growth. This blueprint will serve as a guide for future zoning changes, future land uses, redevelopment opportunities, and potential annexation areas. It defines where and how future development is to occur. This chapter will help facilitate the desired pattern of growth for Garden City well into the future.

## **EXISTING LAND USE -- CONFLICTS, ISSUES, CONCERNS**

### *Non-Compatible Uses*

Historically, land-use plans have strongly encouraged the separation of residential and non-residential land-uses. In the past, many non-residential uses (commercial and industrial) were more offensive and not suitable to be next to residential uses. Many of these same uses are now clean, efficient and compatible near residences. In addition, mixing several types of uses with an emphasis on form rather than function is now standard and encouraged planning practice.

However, some uses are still inappropriate near residences. Active railroad and rail-related uses should provide a significant amount of natural or built buffer space from more pedestrian-oriented uses. Rail-related uses are not compatible as adjacent uses for several reasons including noise, function, and the potential for fatal injury. Additionally, rail-lines are often seen as “dividers” within the community. Garden City should continue to work with rail operators and adjacent property owners to ensure pedestrian safety and minimum levels of aesthetic appearance be maintained.

Another area of concern related to compatible uses is the feedlot on North Taylor Avenue. This agricultural use serves a purpose within the community, however it is not compatible with all uses, particularly residential uses. It is assumed the “market” will appropriately dictate appropriate surrounding uses, however the city should continue to monitor growth patterns on the north side of town.

### *Concentrations of Vacant Buildings and Land*

Areas that contain high concentrations of vacant buildings or land can become significant land-use concerns if not properly and promptly addressed. Areas that contain high concentrations of unimproved land or buildings can attract crimes and unwanted activity. These areas negatively contribute to the overall image of the community and surrounding uses.

In many cases, the redevelopment of such areas is encouraged and more affordable than expansion into new growth areas. By identifying particular areas of town as “improvement” districts, Garden City can place an emphasis on location-driven redevelopment.

Garden City must continue to carefully monitor downtown and major commercial corridors for vacancies and use changes. The long-term sustainability of downtown is reliant on its ability to maintain very-low vacancy rates (less than 7 percent). Empty storefronts stymie pedestrian activity and future redevelopment. In addition to downtown, there must be a continued emphasis placed on major commercial corridors like Kansas Avenue, Fulton Street, and Taylor Avenue. These roadways are not only commercial corridors; they also serve as gateways into the community.

One specific area of concern is Taylor Avenue north of the Talley Trail. The feedlot and large tracts of vacant land welcome visitors from the north. There should be an emphasis placed on in-fill development of the vacant tracts between the Talley Trail and Mary Street adjacent to Taylor Avenue.

## POPULATION PROJECTIONS

Population forecasting definitely impacts community-planning efforts. A community's growth rate, or lack thereof, affects school enrollment, housing needs, and infrastructure demands. Planning to accommodate population growth or decline is an important component of the comprehensive plan process.

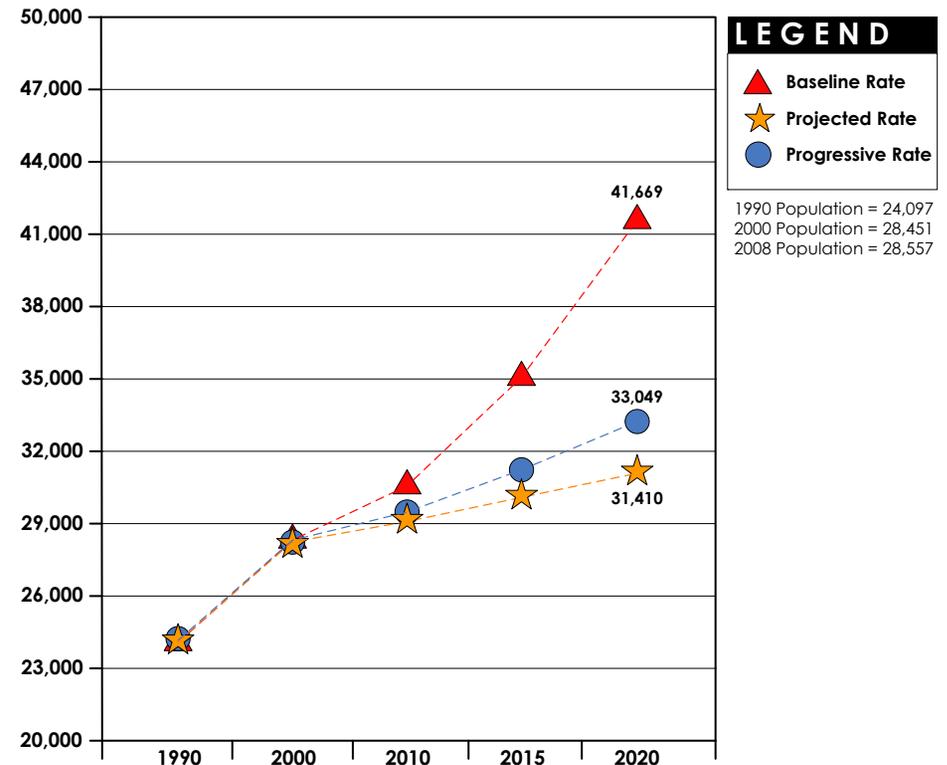
Historic population trends, birth and death rates, and migration patterns are all contributing factors in projecting future population. To ensure the most accurate projections for Garden City, these factors were included to develop a Baseline Growth Rate, a Projected Rate, and a Progressive Rate. Each projection used the 2000 census population of 28,451 as a starting point. Garden City's demographics play a significant role in population projections.

The Baseline Rate is natural increase (births-deaths) over the planning period. This rate does not include in or out-Migration factors, and serves only as a point of comparison for the other rates. Garden City does have a higher-than-normal birth rate, which can be contributed to a variety of factors, most notably the lower-than-average median age and higher-than-average Hispanic population. Both of these factors contribute to higher birth rates in the community. The Baseline Rate projects a 2020 population of 41,699.

The Projected Rate applies assumptions about in and out-migration to the Baseline Rate. Typically, applying these assumptions to the baseline provides the best estimates for future population. In the case of Garden City, the Projected Rate estimates the 2020 population to be 31,410.

The Progressive Rate is calculated similarly to the projected rate, however it applies more progressive estimates about population growth. Rather than exclusively analyzing birth, death, and migration rates, it also takes into account the possibility of higher growth rates due to non-predictive events like new employers, changes in student enrollment, higher retention rates, etc... The Progressive Rate estimates a 2020 population of 33,049.

Generally, larger healthy cities can support about one percent annual growth over an extended period of time, while surrounding suburban cities can support slightly higher rates. Fifteen-year trends indicate that Garden City has averaged slightly higher than 1.75 percent annual growth. However, that growth rate slowed significantly from 2000 to 2008. Garden City is unique in that it is a primary regional destination for employment and commerce. The Projected Rate assumes about one percent annual growth over the planning period. Exceeding this rate through 2020 would take a non-predictive event like a major new employer.



## **FUTURE LAND USE PLAN -- PREDOMINANT THEMES AND KEY FEATURES**

The Garden City Future Land Use Plan was developed through public participation and staff input. The future land use plan was designed to accommodate the changing needs of Garden City residents. The land use recommendations are congruent with community goals and values and highlight an increased emphasis on a mixed-use, multi-modal community.

### **Single Family Residential / Two-Family Residential (Medium Density Residential)**

#### *Summary / Description*

This land use designation incorporates all housing styles and types with a preferred housing density between three and six units per acre. Areas with this designation are encouraged to incorporate a mix of lots sizes, house sizes, and housing styles. This designation encourages well-connected neighborhood-style development that includes parks, public spaces, and neighborhood commercial. These areas should be inviting and conducive to pedestrian activity.

#### *Encouraged Uses and Functions*

Uses and functions are to be primarily residential in this land use designation. Allowable uses include single-family homes, townhomes, and condominiums. This designation encourages the formation of more traditional style neighborhoods that place an emphasis on the pedestrian environment and overall form. Other allowable uses include parks and recreation, public uses, religious-related uses, and neighborhood commercial uses. The formation of these uses should be such that higher density and more intense residential uses are nearer to neighborhood activity centers or neighborhood cores. These developments must also accommodate changes in scale between uses and provide appropriate transitions in size and landscape. All uses should be complimentary and compatible with residential functions.

#### *Location in the future land use plan*

The future land use plan proposes this land use designation be located in several areas throughout the community. Particular areas of interests include the northeast side of the community, east of 50 / 400 and north of south of Kansas Avenue. Another notable future location for this use is on the south side of the community, south of the railroad tracks between Highway 83 and Main Street. Areas identified as "Single Family" and "Up to 2 Families" on the future land use map fall within this designation.

### **Residential Mixed-Use / 2+ Family Residential**

#### *Summary / Description*

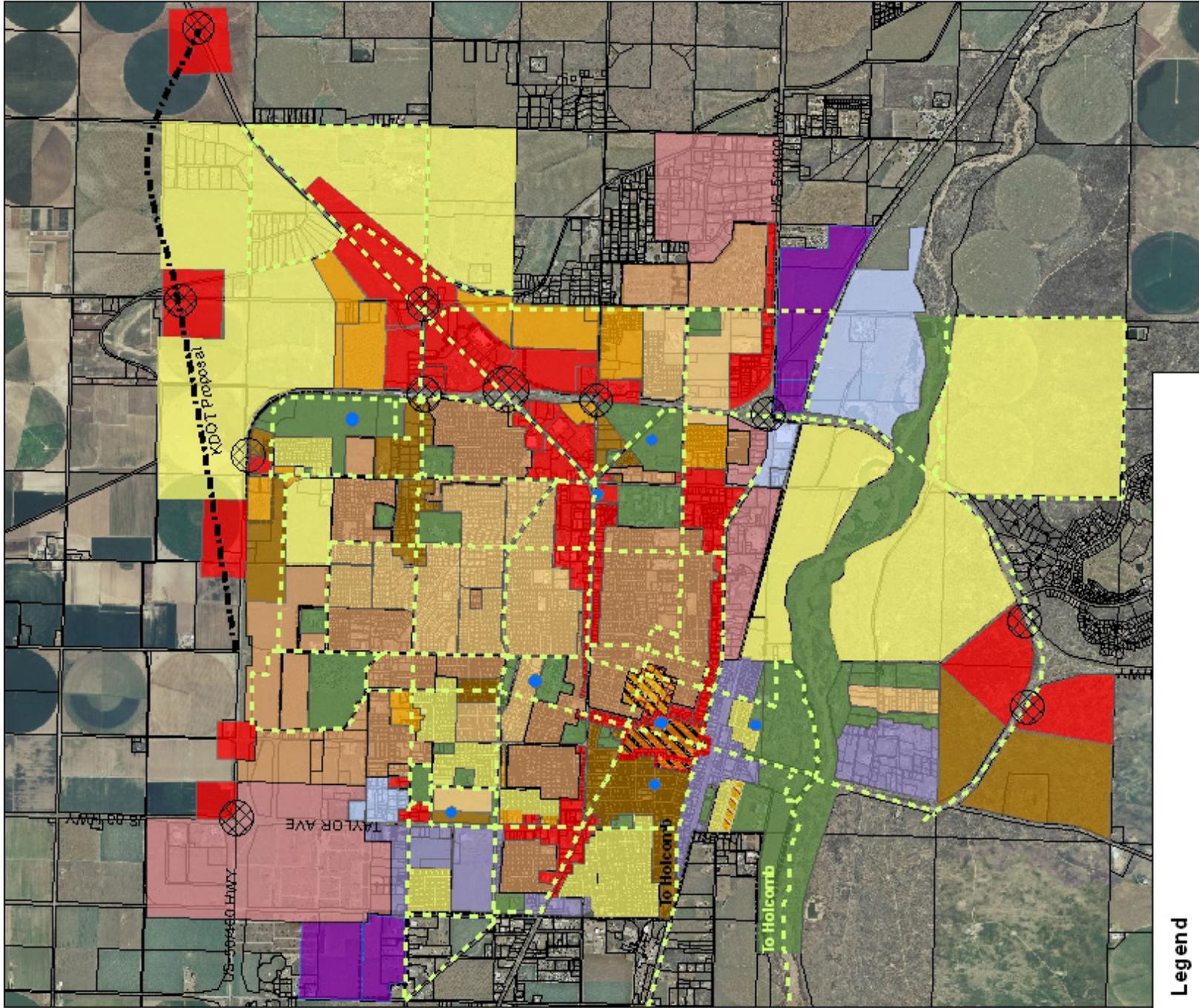
The Residential Mixed Use land designation incorporates a variety of land uses including residential, live-work units, retail and office. This designation is designed to mix uses in a particular area. These areas should promote walkability, connectivity, and a diversity of uses. The combination of these elements should help to create self-sustaining neighborhoods with several housing styles and types, commercial areas, and places of work all connected through linked streets, sidewalks, and green spaces. Housing density should be between five and nine units per acre within this designation.

#### *Encouraged Uses and Functions*

Uses and functions are to be primarily residential in this land use designation. Between 70-80% of the total site area should be allocated residential in this designation. The remainder of the site should be retail, office, and neighborhood services. Allowable uses include single-family homes, townhomes, duplexes, multiple family units, apartments, retail, and office. Other allowable uses include parks and open spaces, public uses, and religious-related uses. Ideally, higher intensity residential uses and commercial-oriented uses should create a neighborhood activity center in the core of these areas. Uses and functions within this designation should promote sociability.

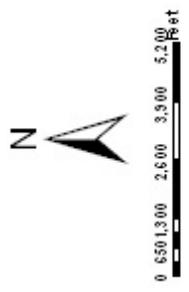
#### *Location in the future land use plan*

The future land use plan proposes residential mixed throughout core areas of the community, specifically around and adjacent to the Central Business District. Other proposed areas for this designation include land northeast of the Mary Street and Highway 50 intersection. Areas identified "2 or More Families" and "Single Fam/Multi Fam" on the future land use map fall into this land use designation.



**Legend**

Activity Center	Sign Overlay
Commercial	Single Family
CBD	Up To 2 Families
Comm/Indus/Res	2 or More Families
Comm/Res	Hospital Overlay
	Pub Open/Fac
	Trail
Horse Overlay	
Heavy Industrial	
Indus/Comm	
Light/Med Indus	
Hospital Overlay	
Pub Open/Fac	
Trail	



## **General / Service Commercial**

### *Summary / Description*

The General / Service Commercial land use designation incorporates mostly automobile oriented commercial businesses and services. These commercial areas are designed to be located at major interchanges or along major arterials. Typical characteristics of these commercial areas include larger setbacks, internal street systems, individual pad-sites, and an overall emphasis on auto mobility. These commercial areas should still be designed to incorporate local character and enhance the pedestrian environment. Site design should be cognizant of scale, noise, lighting, and traffic implications on surrounding residential areas.

### *Encouraged Uses and Functions*

Primary uses in this designation include more auto-oriented commercial, retail, office, and service-related business. These include general retail, drive-through and sit-down restaurants, “big box” retail, and fuel stations. Other allowable uses include parks and open spaces, public spaces, and offices. Site function should include pedestrian access when available.

### *Location in the future land use plan*

The future land use plan proposes general / service commercial be primarily located along the Kansas Avenue and Fulton Street Corridors. Additionally, the intersection of Highway 50 and Kansas Avenue should continue to operate as this land use designation.

## **Activity Centers**

### *Summary / Description / Encouraged Uses*

Another key feature of the future land-use plan is the introduction and inclusion of activity centers. The primary purpose of an activity center is to create a pedestrian-scale village that allows community members to work, shop, live, worship, congregate, and enjoy the outdoors all within close proximity (walking distance) from their homes. Activity centers typically adhere to several development principles:

- Contain a concentrated mix of uses, including medium-density residential (townhouses, condominiums, rowhouses), retail, commercial, entertainment, office, public, and service.
- Preserve environmentally sensitive areas and integrate those areas into the development.
- Connect green space, linear parks, and other open spaces together as much as possible.

- Transit stops are located near busy commercial areas and in close proximity to residential units.
- Provide a diversified supply of housing types and styles (i.e., rowhouses, apartments, single-family residences, condominiums).
- Use public facilities/institutions to serve as centers of neighborhoods.
- Compact and pedestrian-oriented development pattern.
- Pedestrian paths should provide linkage between subareas.
- High design standards that emphasize quality and variety of building components and landscape design.

Activity centers are not:

- Strip malls
- Big box developments with deep setbacks
- Single-use zoning districts
- Auto-oriented development.

Activity centers also offer a variety of ancillary benefits. The activity center development pattern is more supportive of the needs of aging population groups. Seniors appreciate safe and walkable neighborhoods and smaller yards that require less maintenance. Activity centers also promote healthy lifestyles by accommodating the needs of the pedestrian first and the automobile second. The presence of wide sidewalks and trail networks makes pedestrian travel safe, efficient, and fun.

The future land use plan for Garden City includes two types of activity centers: Neighborhood Activity Center (NAC) and Community Activity Center (CAC). Each type of activity center is designed to serve different needs of the community. The Neighborhood Activity Center (NAC) contains facilities vital to the day-to-day activity of the neighborhood. The central focus area may be a retail, public, or quasi-public use such as a grocery store, service station, or small park. Each of these diverse facilities is ideally located in close proximity to each other in the central section of the activity center. The areas directly around the central core should contain the neighborhood's highest-density housing. This design reduces the number of daily automotive trips for shopping needs by allowing residents access to amenities that are in walking distance.

The Community Activity Center (CAC) contains the shopping, services, recreation, employment, institutional, and education facilities that are required and supported by the community as a whole. The central section of the activity center likely contains a large single use, like a supermarket, large retail-shopping establishment, or a large educational facility, with a mix of smaller retail opportunities included. Other uses, such as parks, public, and office, are also included in the activity center. As with the neighborhood activity center, the highest-density residential areas are adjacent to the central core, with housing densities declining outward. The community activity center contains a central area that is considerably larger and more diverse in its land uses than the neighborhood activity center.

#### *Location in the Future Use Plan*

One Community Activity Center (CAC) is proposed in the Garden City Future Land Use Plan. This CAC is proposed to be located in the northeast corner of town, around the new high school site. Several Neighborhood Activity Centers are proposed in the land use plan. Notable locations include downtown, the Finnup Park / Zoo area, and the area around Garden City Community College.

### **Flexible-Space Areas**

#### *Summary / Description*

Flex-space development can be defined as a new and more flexible land use classification that has been established to specifically accommodate traditional and modern businesses and industries. The intent of such a classification is to broaden the range of future development options available to the City of Garden City. This recognition by the city that the appropriate use for every parcel of land cannot be predetermined will prove beneficial to future residents and decision makers. This "flexible" designation allows for future policies and criteria that are based more solely on performance standards rather than specified uses.

#### *Encouraged Uses and Functions*

Technically, primary uses in this designation should be determined as development occurs. However, this land use designation should incorporate commercial, light industrial, and heavy industrial uses. In some cases, small scale, higher density residential uses can also be included. The flexible concept is becoming increasingly popular because the traditional classification of businesses and industry has changed over the course of the last several decades.

Many uses that were once offensive are now clean, efficient, and more compatible with adjacent land uses. This designation also enables the future market to assist in determining the end use of the development in the proposed flexible areas.

#### *Location in the future land use plan*

Those areas identified as "Comm/Indus/Res", "Heavy Industrial", "Indus/Comm", and "Light/Med Indus" on the future land use map all fit into this land use designation.

### **Parks and Recreation**

#### *Summary / Description*

The parks and open space land use designation is the driver of many future land use decisions. Parks, open spaces, and recreational areas help improve community health, increase land valuation, enhance the pedestrian environment, and improve the overall image of Garden City. The location of this designation should capitalize on existing natural features such as creeks, floodplains, hills, and habitats. Also, park and open space areas should be connected to each other, community activity areas, and schools. Ideally, the development of a connected park and trail system will decrease dependence on automobiles for intercommunity transit.

#### *Encouraged Uses and Functions*

All active and passive parks, open spaces, and outdoor recreation uses and functions are encouraged within this designation. The creation of usable, visible, and connected public spaces is the goal. This land use category should also be used within new residential developments. The development of parks and opens spaces should occur at the beginning of the development and growth process. Other allowable uses and functions include golf courses, arboretums, outdoor classrooms, and cultural resource areas. Public Facilities are also included in this designation.

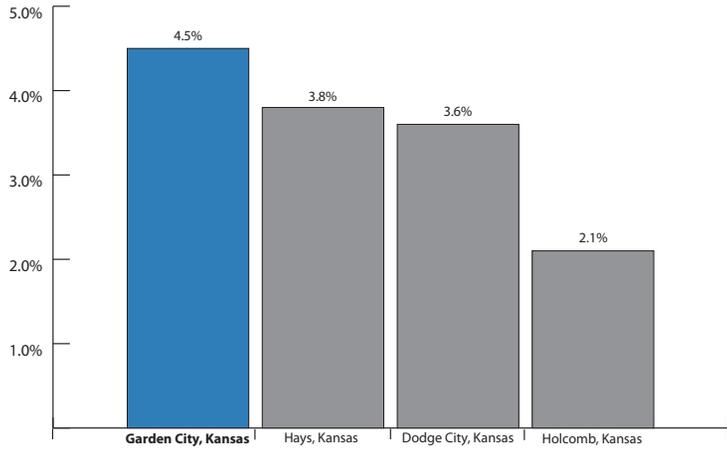
#### *Location in the future land use plan*

This land use designation is proposed and identified in several areas throughout the community. Most notably, the future land use plan identifies the riverbed on the south side of the community as a future location for recreation activities. Rather than view the riverbed as a dividing and negative element of the community, the use of the riverbed for park and recreation activities turn the riverbed into a connecting asset.

## SUPPORTING DATA

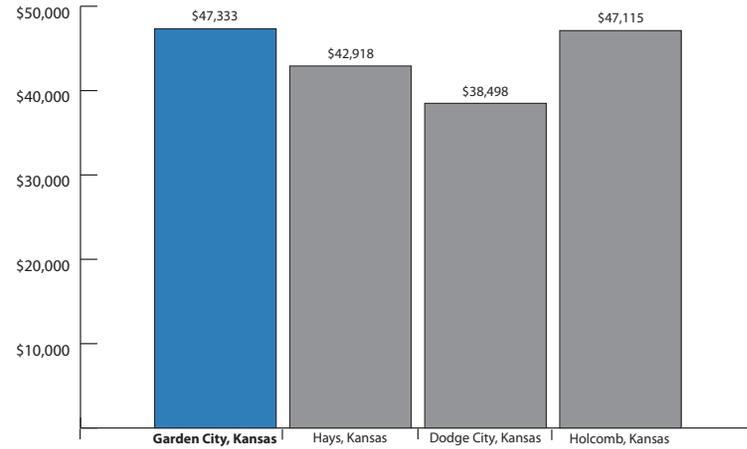
### Unemployment Rate

Garden City has an unemployment rate (estimated) of 4.5 percent. Comparably, to the surrounding communities, Garden City's rate is higher. However, 4.5 percent is considered a very healthy rate for a city of similar size.



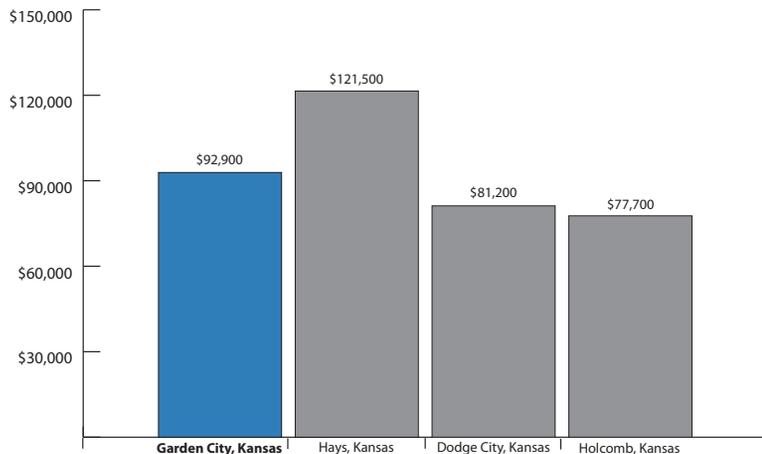
### Median Income

Of the comparable cities, Garden City has the highest median income. At \$47,333, Garden City is higher than most communities.



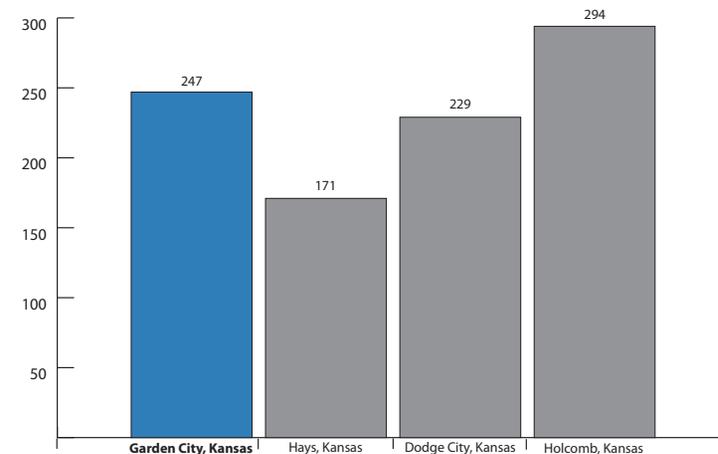
### Median Home Value

Garden City has a Median Home Value of \$92,900. Comparably, to the surrounding communities, Garden City's rate is lower than Hays, yet higher than the other cities.



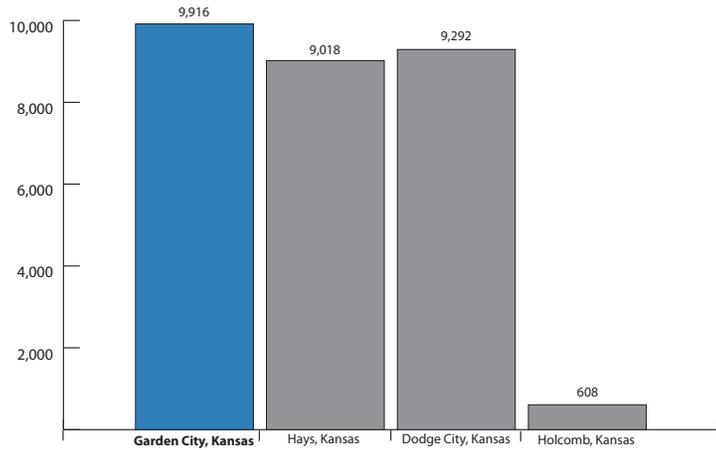
### Housing Affordability Index

The Housing Affordability Index is a National Association of Realtors analysis of the ability of the average family (Median Income) to afford the average home (Median Home Value) with a 20 percent down payment. A score of 100 indicates a family making the median income is "perfectly" able to afford a median family home.



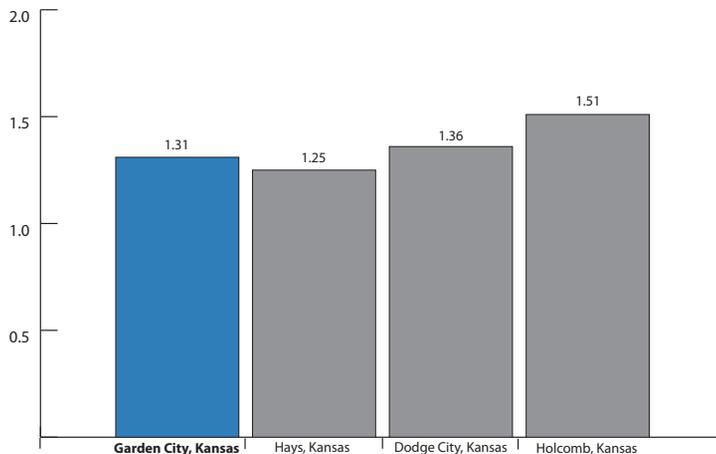
### Total Living Units

Within city limits (estimated) Garden City has more than 9,900 dwelling units. A dwelling unit could be a standard single family home, an apartment unit, or a townhome. Of the comparable cities, Garden City has the most total living units.



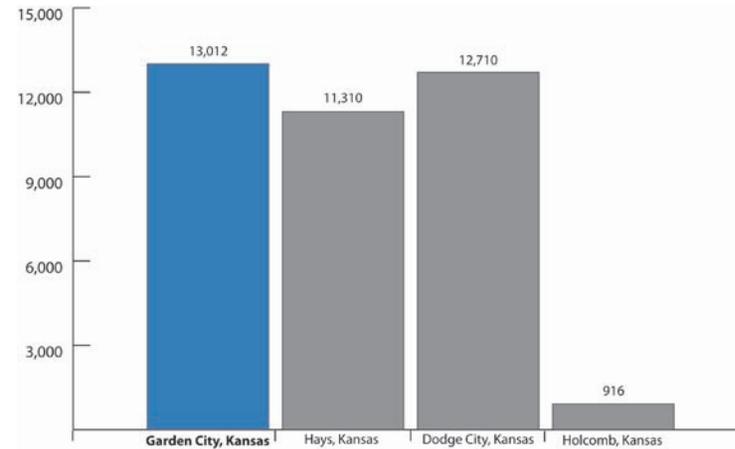
### Jobs to Housing Ratio

The jobs to housing ratio is essentially a measure of harmony between employment and dwelling units in a community. A community considered to be in “balance” has a ratio between 1.1 and 1.35. Much of the ratio is driven by market factors. This ratio is a measure of the general availability of dwelling units, not a measure of income-segmented availability or availability of desired housing types.



### Total Jobs

Garden City has more than 13,000 jobs (estimated). This figure represents the total number of jobs within the city limits of Garden City. Therefore, if someone lives in Garden City, but works in a neighboring city, it would not be included in this number.



### Additional Notes

Each of these comparable data sets are meant to provide an overview of how Garden City compares to surrounding communities. It is often asked, “what can Garden City do with this information?” These figures are meant to serve as benchmarks for future goals and recommendations. For example, the Housing Affordability measurement indicates that a Garden City family making the median income per year (\$47,333), is theoretically able to afford about a \$200,000 home, assuming a 20 percent downpayment is made. In reality, we understand lots of families cannot afford a 20 percent downpayment and there are additional costs to owning a home that are not accounted for in this metric (insurance, association dues, etc...). Therefore, all of these comparisons are used to look at Garden City from a regional standpoint against similar or competing cities. In addition, the data is used as a “springboard” for recommendations.

# OUTCOME THREE: REVITALIZED DOWNTOWN

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## INTRODUCTION

A thriving central business district with active streetscapes, occupied storefronts, and clean sidewalks can be an indicator of the sustainability of a community. A healthy central business district possesses intangible elements and is often a significant component of community pride. Maintaining a prosperous downtown is important for local businesses, economic development, job creation, and enhanced quality of life. Many downtowns within Midwest communities are declining and Garden City's downtown, unfortunately, is part of this trend. Main Street has changed significantly over the years. What once used to be a fully sustainable and thriving hub for businesses, restaurants, gathering spots, entertainment venues, and high pedestrian and vehicular traffic, has become less active and populous over time. Many vacant storefronts adorn Garden City's prominent downtown thoroughfare and pedestrian traffic is meager. However, there is good news to report. Trends around the country show continuous increases in attention and interests in downtown / central business district areas. Garden City looks to be a part of that trend.

What makes a downtown or central business district successful? While a prescriptive formula does not exist, many successful downtowns share some consistent themes:

**Successful downtowns contain preserved and historic buildings.** Older buildings have charm and often contain unique historic features. Adaptive reuse transforms older buildings, which have outlived their original purposes, into buildings that are suitable for new uses while retaining their unique and architecturally significant features.

**Successful downtowns are pedestrian friendly and walkable.** These areas have wider sidewalks, are more compact, and are of a scale that allows pedestrians to travel on foot from one end of the central business district to the other in five minutes or less.

**Successful downtowns offer an enhanced sense of place through furnishings, planters, banners, and other streetscape elements.** All of these features combine to create an environment that is special, fun to be in, and visually appealing.

**Successful downtowns contain a broad mix of services, shops, and restaurants.** Downtowns need to provide visitor's reasons to stay, shop, explore, and mingle. A downtown with a single restaurant or a single type of service does not encourage visitors to search around for other activities or destinations. Restaurants are especially likely to produce foot traffic within a downtown. Also, a broad mix of destinations and activities extends the downtowns hours of operation beyond 5:00 pm.

**Successful downtowns are located adjacent to residential neighborhoods.** Adjacent neighborhoods benefit from the shops, dining establishments, and entertainment options because these downtown destinations are within walking distance. The downtown benefits because of the additional foot, bicycle, and vehicular traffic.

**Successful downtowns are clean and safe.** Public perception, while not always accurate, can strongly influence our sense of comfort and safety. If a downtown is perceived to be unsafe, then many visitors will seek alternative destinations. Therefore, a downtown needs to keep sidewalks structurally repaired, provide adequate lighting, and ensure that trash and litter is minimized.

**THE WAY A CITY IS LAID OUT CAN EITHER ENCOURAGE OR INHIBIT THE SERENDIPITOUS ENCOUNTERS THAT SPUR INNOVATION AND SOCIAL ENCOUNTERS. BY CREATING PLACES WHERE PEOPLE WITH CONTRASTING NEEDS AND OBJECTIVES "BUMP-INTO" EACH OTHER, CITIES AND PLACES ARE ABLE TO MAXIMIZE OPPORTUNITIES FOR INTERACTION AND CREATIVITY.**

## CALL TO ACTION -- GOALS AND GUIDING PRINCIPLES

### GOAL #1

Maintaining a prosperous downtown is important for local businesses, economic development, job creation, and enhanced quality of life. Downtown Garden City should continue to be a dominant economic engine for local citizens and the entire region.

#### GUIDING PRINCIPLES

- Continue to promote downtown Garden City has multi-use with opportunities for retail, office, residential, entertainment, and recreation.
- Consider downtown a community and regional "resource area" for community events, festivals, farmers markets, art walks, and sidewalk sales.
- Work with developers to a be a regional provider of urban living options like lofts, condos, and second story flats.

#### IMPLEMENTATION STRATEGIES FOR GOAL #1

Recommendation	Complete
Form a downtown improvement district to manage and fund future downtown urban design and beautification initiatives.	
Work with stakeholders to utilize low income (LITHC) and historic preservation (HP) tax credits to develop new housing units or to renovate properties.	
Work with a local developer to build one loft-style 'model' for public viewing to serve as a tangible example of urban living.	
Create an entrepreneur incubator in downtown that provides shared office spaces and services to local start-up businesses.	

### GOAL #2

Create a downtown that provides for and appeals to every generation. Successful downtowns operate at all hours and attract all ages.

#### GUIDING PRINCIPLES

- Emphasize downtown as a place for restaurants. Restaurants produce foot traffic and encourage activity that extends the downtowns hours of operation beyond 5:00 pm.

- Encourage Garden City youth frequent downtown
- Provide more opportunities for families to frequent downtown.

#### IMPLEMENTATION STRATEGIES FOR GOAL #2

Recommendation	Complete
Organize a community-wide event in downtown that highlights the advantages of downtown living.	
Work with the appropriate groups to relocate the Farmer's Market in downtown.	
Work with a local developer to build one loft-style 'model' for public viewing to serve as a tangible example of urban living.	
Design and build a splash-pad in the downtown area.	

### GOAL #3

Downtown should embody the "Garden" in Garden City through a well-designed streetscape, the integration of urban green spaces, and design guidelines that promote sustainable buildings.

#### GUIDING PRINCIPLES

- Recognize those individuals and businesses that positively contribute to the aesthetic of the downtown area.
- Public art should be an integral component of the downtown fabric and streetscape.
- Establish a consistent crosswalk pattern, consistent planter, and coordinated streetscape and replicate throughout downtown.

#### IMPLEMENTATION STRATEGIES FOR GOAL #3

Recommendation	Complete
Establish design guidelines -- form based -- for Main Street that emphasize quality design through sound materials and historic preservation.	
Initiate a downtown streetscape master plan that includes streetscape features as well as downtown branding and marketing plan.	
Create a public art walk utilizing vacant storefronts as "galleries" to the adjacent sidewalk.	

## PROFESSIONAL REFLECTION

The whole intent of the downtown place game was to get people who had already walked the downtown to see if from a different perspective. The comments and recommendations received suggest that the interactive exercise was a success. And several citizen-inspired recommendations, including the movement of benches, have already been implemented.

Garden City is fortunate that its central business district is still predominately downtown. Many (but not all) of its storefronts are occupied, Main Street features a clean and attractive streetscape, and Main Street is bookended by two first-class attractions: Fennup Park and Zoo and Steven's Park. Main Street isn't quite what it used to be. It no longer contains a grocery store or a drug store. But national trends suggest that downtowns are seeing a resurgence as more and more young professionals and empty nesters prefer to live in more urban environments. Additional entertainment venues, restaurants, and gathering spots will help create an environment that is more conducive for dwelling units. Once that happens then the climate of Garden City's downtown will evolve from a 9am to 5pm district into a 24/7 community.

Citizen-initiated action combined with city-initiated action offer the greatest chance of continued downtown revitalization. And while efforts to preserve and rehabilitate the Windsor and Buffalo Hotel should be encouraged, these efforts should not distract citizens from initiating more tactical improvements. Personal accountability and the general understanding that the entire downtown area is Garden City's most unique public place will encourage everyone to contribute to these revitalization efforts. Many excellent ideas were submitted by meeting participants and most of these will require citizen effort.

The Project for Public Spaces (PPS) is a non-profit organization that "is dedicated to helping people create and sustain public spaces that build communities." Public spaces within a community can include parks, civic centers, public markets, squares, gateways, and downtowns. PPS has developed an assessment tool to rate and evaluate public spaces. This organization believes that all great public places demonstrate four key attributes:

- Uses and functions
- Comfort and image
- Access and linkage
- Sociability

Each of these key attributes includes intangibles and measurement criteria. Intangibles provide additional context to the key attribute and measurements define metrics that can be used to assess whether or not the key attribute is demonstrated in the public space.

### Access and Linkage

The Access and Linkage key attribute assesses whether or not the public space is continuous, connected, walkable, convenient, and accessible. A great public place is accessible as a result of its surroundings, both visual and physical. The space must be easy to get to and get through and it must be visible from both a distance and up close. Accessible public places have a high parking turnover and, ideally, are convenient to public transit.

Public spaces with poor access and linkages experience congested or fast moving traffic (this is a barrier to pedestrian crossings), minimal bicycle traffic, paths through areas not paved as sidewalks (such as lawns or flower beds), discontinuous pedestrian-oriented uses, and insufficient parking.

PPS recommends a variety of ways to improve the accessibility of a place. These suggestions include widening sidewalks or providing sidewalk extensions, constructing more clearly marked or convenient crosswalks, making accommodations for bicycle users in the form of bike lanes and storage racks, and infilling vacant lots with structures and uses to create a greater continuity to enhance the pedestrian experience.

### Comfort and Image

The Comfort and Image key attribute assesses whether the public space is safe, clean, charming, attractive, sittable, and walkable. A place's image – whether it is comfortable and presents itself well – is a key to its success. Within a public space, comfort includes perceptions about safety, cleanliness, and the availability of places to sit. According to the PPS, women in particular are good judges on comfort and image because they tend to be more discriminating about the spaces they visit and use.

Public spaces with poor comfort and image include not enough seating, general unattractiveness and a feeling of being unsafe, litter or other visible signs of poor maintenance, 'undesirables' dominate the space, security problems are evident (broken windows, graffiti, vandalism), and the space is dominated by vehicles.

PPS recommends a variety of ways to improve the comfort and image of a place. These suggestions include adding amenities (seating, waste receptacles, information booths, food vendors, community-oriented public art, flowers, fountains), increase security by providing more uses for and activities at the place, and upgrading maintenance.

### **Uses and Activities**

The Uses and Activities key attribute assesses whether the public space is fun, active, useful, sustainable, and celebratory. Activities are the basic building blocks of a successful place. Having things to do at a public place provides a reason for people to visit, and return, to a space. When there is nothing to do, a space will likely sit empty and that generally means that there is something wrong.

Several negative factors can affect the uses and activities of a public space, including the space being empty of people for all or part of the day, the space is congested because it is too small for the number of people present, there are a lack of places to sit, there are a lack of gathering and focal points, and if the space does not accommodate events well.

PPS recommends a variety of ways to improve the uses and activities of a public place, including providing amenities that will support desired activities, chain events together, create focal points where people gather, develop a series of community oriented programs which local talent, and change the type of events that are held or modify the space, if necessary, to better accommodate events.

### **Sociability**

The Sociability key attribute assesses whether the public space is diverse, cooperative, prideful, friendly, welcoming, and interactive. Sociability is, admittedly, a difficult quality to achieve. However, once it is attained it becomes an unmistakable feature of a public space. When people see friends, meet and greet their neighbors, and feel comfortable interacting with strangers, they tend to feel a stronger sense of place or attachment to their community.

A public space lacks high sociability when people do not interact with other users of the place and when there is a lack of diversity of people using the place.

PPS recommends a variety of ways to improve the sociability of a place. These suggestions include developing focal points which serve as gathering places that accommodate a variety of activities, arrange amenities to encourage social interaction like grouping benches and offering moveable seating, encourage community volunteers to assist with improvements or maintenance of a place, and provide a variety of uses in adjacent buildings to attract a diversity of people.



**Photo 4: Garden City Downtown Retail**

## GARDEN CITY DOWNTOWN MARKET ANALYSIS SUMMARY

The downtown market analysis identifies current and future growth and development opportunities in downtown Garden City and is part of a larger strategy for revitalizing downtown Garden City. A brief summary of the analysis follows. The full market analysis can be found in the Appendix C.

### Trade Area

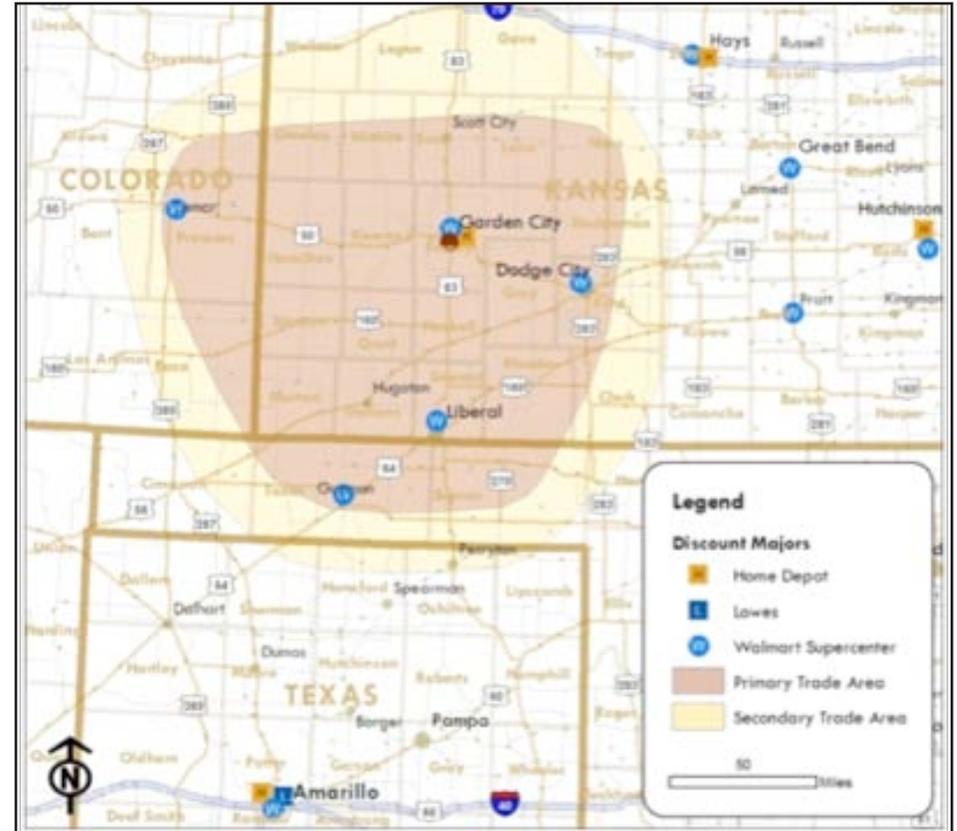
The Garden City trade area depicts the area in which a project or a downtown will draw the majority of its customers. The trade area is far-reaching, extending through southwest Kansas as well as neighboring states.

### Demographics

There are an estimated 9,400 households in Garden City and 74,344 households in the primary and secondary trade areas. The trade area's population is projected to remain relatively stable on a long term basis. Median household incomes in the City are estimated near \$50,000 (2008\$) while average household incomes are higher at over \$60,000. The majority of households in the City, primary and secondary trade areas have household incomes in the \$50,000 to \$75,000 household income ranges. The majority of housing in the area is owner-occupied although Garden City houses more renter-occupied units. Garden City is relatively younger, with a higher percentage of Hispanic households than the larger trade area. It also has a slightly higher proportion of blue collar jobs, reflecting the presence of large regional employers like Tyson Foods.

### Retail Characteristics

Finney County and the rest of the primary trade area counties in southwestern Kansas have seen increases in overall sales tax revenues between 2000 and 2007. Retail sales in other parts of the trade area have increased at a faster rate relative to growth in Garden City. This indicates that one of the primary challenges for the downtown area, as well as for other Garden City retailers is the increasing strength of retail in other parts of the trade areas and the challenge of keeping potential customers coming to Garden City.



### Downtown Garden City

As of early 2009, there were approximately 178 business establishments offering a variety of goods and services in downtown Garden City. In addition to retail businesses, there were approximately 23 residential units and 17 professional offices. There were an estimated 24 vacancies among the 178 business, governmental, and residential establishments counted.

There are a number of retail categories appropriate for downtown Garden City. They are listed below, along with an estimate of potential local retail demand.

- Furniture and Home Furnishing Stores – 11,067 to 17,708 square feet
- Electronics and Appliances – 23,262 to 38,218 square feet
- Building Materials – 41,908 to 67,052 square feet
- Grocery Stores – 32,190 to 51,470 square feet
- Health and Personal Care Stores – 18,340 to 29,344 square feet
- Clothing and Clothing Accessories Stores – 12,612 to 20,178 square feet
- Sporting Goods – 15,398 to 24,636 square feet
- Miscellaneous Retailers – 17,316 to 27,705 square feet
- Food Service (Restaurants and Fast Food) Places – 11,656 to 18,650 square feet

Restaurants and other food services are among the most likely candidates for near term tenanting opportunities. Downtowns are typically most attractive for specialty retail, as well as restaurant uses. Specialty foods, craft items, antiques, and the like are often found in downtown locations. Soft goods such as clothing and accessories, shoes, and some sporting goods can be successful in downtown locations with appropriate merchandising and marketing. Other potential categories, although more difficult to tenant for a number of different reasons, are hard goods (building materials, electronics and appliances and furniture) as well as grocery stores and drug stores.

The development or reuse of buildings as quality and affordable rentals has been successful in downtown Garden City. This development trend continues to make market sense on an incremental basis. Seniors, students and others new to Garden City who may be in the area for work are three market segments that are rent-sensitive and appear to provide the primary market for new rental units. The strengthening of neighborhood-serving retail and service businesses will be essential in ensuring that downtown becomes a suitable residential area and potentially evolves into a market that can ultimately accommodate higher-end ownership residential units.

Hotels are generally operating at a fairly healthy level in Garden City. Incorporating a hotel into downtown, whether at the Windsor, or any other location may be difficult without a significant increase in downtown activity and services to compete effectively against the services available to hotel customers on Kansas Avenue and near the interstate highways.

Although the analysis indicates the presence of local demand, a comprehensive effort is necessary in ensuring that the demand is filled in downtown Garden City versus other locations in the City or the region. It necessitates that downtown Garden City occupy a different niche as the City and region's specialty retail, restaurant, entertainment, civic, and cultural center. Local demand can be bolstered by good urban design, creative marketing, and special events, which makes downtown a destination for local and regional residents.

# OUTCOME FOUR: IMPROVED PARKS AND RECREATION

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## INTRODUCTION

A park is a public area that is used for recreational purposes. Parks are designed to provide residents of all ages places to play, frolic, relax, and enjoy the natural environment. Garden City's existing parks and trails offer residents a wide range of recreation options and activities. Steven's Park is a beautiful, signature park located in the heart of the community. This park includes a band shell and moveable seating. A. Harold Long Park, with its walking track and playground, is popular with adjacent residents and avid walkers. The newer Forest Lake Park, located just south of Mary Street in northwest Garden City, is picturesque with large mature trees, a winding path, and scenic views. Garden City's recreation programs are just as impressive. With numerous youth sports programs and excellent active recreation facilities, Garden City's existing parks, trails, and recreation facilities are well-utilized and extremely popular with area residents.

The National Recreation and Park Association's 1996 document titled Park, Recreation, Open Space and Greenway Guidelines has served as a primary reference for defining park guidelines and standards and is used by both park designers and park planners. This document suggests that a community's park system should contain ten acres of public open space per every one thousand (1,000) residents. In addition to defining park standards, the document also includes a park classification system. The size of a park strongly affects the type of uses available, the service area, and the site characteristics.

### Mini-Park

A mini-park is typically one acre or less and is intended to serve less than a quarter-mile radius. Mini-parks are designed to include specialized facilities for a specific population group (i.e. senior citizens or children). Mini-parks are typically found near higher density residential developments or near elderly housing centers.

### Neighborhood Park

A neighborhood park is typically 15 or more acres and is intended to serve a single neighborhood, a one-half mile radius, or a population of approximately 5,000 residents. Neighborhood parks are designed to provide areas for both active recreation activities (i.e. playgrounds, field games) and passive recreation activities (i.e. picnicking, trails). Neighborhood parks should be strategically placed within the center of several neighborhoods so that they are easily accessible to all surrounding residents.

### Community Park

A community park is typically 25 or more acres. Community parks are designed to provide a broad range of active and passive recreation activities. Common community park features include: ball fields, large swimming pools, playgrounds, walking trails, natural areas, water bodies, and picnicking areas. Community park uses are primarily defined by site suitability and community needs.

### Regional Park

A regional park is typically 200 or more acres and is intended to serve several communities. Regional parks are often found along a natural resource and typically support boating, camping, fishing, picnicking, swimming, a variety of trails, and play areas.

**"IT HAS BEEN FULLY ESTABLISHED THAT ... A LOCAL PARK OF SUITABLE SIZE, LOCATION, AND CHARACTER, AND OF WHICH THE PROPER PUBLIC MAINTENANCE IS REASONABLY ASSURED, ADDS MORE TO THE VALUE OF THE REMAINING LAND IN THE RESIDENTIAL AREA WHICH IT SERVES THAN THE VALUE OF THE LAND WITHDRAWN TO CREATE IT."**

**-- FREDRICK LAW OLMSTED JR.**

## Benefits of Parks

Frederick Law Olmsted, who designed Central Park in Manhattan, New York and is known as the forefather of American park design, believed that parks offered social benefits, public health benefits, and economic benefits. In 1868 when Olmsted was designing a park plan for Riverside, Chicago, he informed future developers of the "vast increase in value of eligible sites for dwellings near public parks." These beliefs and practices were carried on by his son, Frederick Law Olmsted, Jr. In 1919 Olmsted, Jr. is quoted as saying, "It has been fully established that ... a local park of suitable size, location, and character, and of which the proper public maintenance is reasonably assured, adds more to the value of the remaining land in the residential area which it serves than the value of the land withdrawn to create it."

These early assumptions have been validated. John L. Crompton, a professor at Texas A&M University, recently completed a thorough review of 25 different studies and discovered that 20 of these 25 studies suggest that parks and open spaces increased values of adjacent properties. Higher home values translate to higher property taxes for municipalities. In some cases, the increased property taxes were significant enough to offset the annual debt charges on the park's acquisition and development bonds. This means that the cost to acquire the land and develop the improvements occur without any longterm cost to the community.

Multiple studies have also validated the notion that when given the choice, people prefer to buy homes close to parks and open spaces. Correll's prominent report, "The Effects of Greenbelts on Residential Property Values: Some Findings on the Political Economy of Open Space" evaluated the relationship between proximity of the greenbelt to property value. The conclusions of the study indicate that every foot farther removed from the greenbelt resulted in a \$4.20 decrease in the price of residential property and that homes located adjacent to the greenbelt were worth 32 percent more than those located 3,200 feet away from the greenbelt.

A study conducted for the National Association of Realtors by Public Opinion Strategies in 2001 found that 50 percent of respondents said that they would pay 10 percent more for a house if it was located near a park or other protected and preserved open space. This same study also indicates that 57 percent of respondents said that if they were looking to purchase a home, they would be more likely to choose a neighborhood if it was close to parks and open spaces.

Parks and trails also offer social benefits. Parks and trails encourage community engagement by creating environments that are conducive for socialization and spontaneous encounters. Park gatherings and trail interactions help build rapport, trust, and strengthen concern for community members. Parks and trails also improve public health because they provide a convenient venue for physical exercise and activity.

## Active Recreation vs. Passive Recreation

Active recreation is generally defined as recreation activities that take place on an athletic field. Examples of active recreation include soccer, football, softball, baseball, lacrosse, and golf. Passive recreation is generally defined as recreation activities that occur on undeveloped land. Examples of passive recreation include hiking, picnicking, fishing, horseback riding, and bird watching.



## CALL TO ACTION -- GOALS AND GUIDING PRINCIPLES

### GOAL #1

Parks and recreation will be a priority in Garden City. Establishing long-range stewardship, maintenance, and management practices that will enhance and sustain the park system is integral.

#### GUIDING PRINCIPLES

- Parks should be recognized as capital improvements – like roads – that need to be maintained, repaired, and beautified on a regular basis.
- Primary destination facilities, like Stevens Park or the softball complex, should have strategic plans for upkeep and renovation.
- Parks should be used as an economic development tool. Parks possess economic value for the community. Parks and trails improve property values and often times can serve as a catalyst for future development.

#### IMPLEMENTATION STRATEGIES FOR GOAL #1

Recommendation	Complete
Develop a program for neighborhood-level park 'adoption' to assist in maintenance and increased usage.	
Initiate an update of the city's park plan.	
Initiate an update of the city's recreation plan.	
Refinish the bottom of the Municipal Pool.	
Paint a hopscotch game in Stevens Park.	
Continue making improvements and adding exhibits to the Garden City Zoo.	

### GOAL #2

All Garden City residents should have easy access to a varied and diverse set of park and recreation experiences. Creating a park and trail network throughout the community promotes healthy living and puts the "Garden" back in Garden City.

#### GUIDING PRINCIPLES

- All new residential development should include formal green spaces within the development. Future city parks should be located in areas that are currently underserved (homes more than one mile from a park).

- Developing a balance of passive and active parks within the city ensures appropriate diversity of facilities.
- All Garden City residents should have access to recreation facilities.

#### IMPLEMENTATION STRATEGIES FOR GOAL #2

Recommendation	Comp
Require new subdivisions to include public green space that is within walking distance of every home (within one mile).	
Work with middle and high schools to initiate a citywide marketing effort to increase trail and park usage and promote healthy living.	
Solicit citizen input in the design, development, and maintenance of parks, trails, and open spaces.	
Develop a public-private partnership to sponsor fitness and wellness fairs that provide healthy living education and low-cost, basic medical services.	
Create and distribute a list of community clubs, organizations, and social networks (coffee groups) once a year for those interested in additional activities.	

### GOAL #3

Garden City should have a green "footprint" of interconnected parks and trails. Fostering a natural network of green connections will expand the sustainable character of Garden City.

#### GUIDING PRINCIPLES

- Residents should have an opportunity to utilize parks, trails, and sidewalks as an alternative mode of transportation throughout the entire community.
- Educational facilities and employment centers should serve as hubs for the green network in the community. These facilities are high traffic areas for potential park and trail users.
- Adequate provision of park user facilities such as restrooms, benches, trashcans, and signage is crucial in developing a successful park system.

#### IMPLEMENTATION STRATEGIES FOR GOAL #3

Recommendation	Comple
In places where sidewalks do not exist, establish a plan to add sidewalks or paint walking or bike lanes along the street.	

## **PROFESSIONAL REFLECTION**

To its credit, Garden City's Park Division and its Recreation Commission have both provided residents with top quality facilities and recreation activities. A recent community survey indicated broad support for both programs. Residents clearly value what they have in terms of park and recreation amenities, but they also seem to understand how an excellent parks system enhances a community's quality of life and how it can differentiate Garden City from other regional communities.

The citizen-inspired recommendations do not suggest significant or major changes and improvements. Rather, these recommendations generally consist of minor improvements that enhance an already strong and successful park and recreation offering.

The basic building blocks of a popular and successful park system appear to be in place. Garden City has a variety of neighborhood parks, an excellent regional park, a well-traveled pedestrian trail, and a nice blend of active and passive recreation opportunities. The citizen-inspired and professional-inspired recommendations seek to gradually and incrementally build upon its assets and transform an already successful park and recreation system into the region's best.

Finally, the streets of our cities and towns are an important part of the livability of our communities. They ought to be for everyone, whether young or old, motorist or bicyclist, walker or wheelchair user, bus rider or shopkeeper. But too many of our streets are designed only for speeding cars, or worse, creeping traffic jams.

Communities across the country are moving to "complete the streets." States, cities and towns are asking their planners and engineers to build road networks that are safer, more livable, and welcoming to everyone. Garden City should institute a complete streets policy that ensures consistency in design and operation of the entire roadway, with all users in mind -- bicyclists, public transportation vehicles and riders, and pedestrians of all ages.

# OUTCOME FIVE: INCREASED EMPHASIS ON COMMUNITY ENTRYWAYS

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## INTRODUCTION

A gateway is an entrance or entryway into a community. However, a successful gateway embodies significantly more than just a sign with the name of the community on it. Gateways serve as the front door of a community and therefore are responsible for establishing a first impression to visitors as they enter into a community. While an attractive entryway monument or sign might capture a visitor's attention, the design and layout of the gateway needs to encourage these visitors to stop, explore, and eventually leave with a definitive image – and positive first impression – of the community.

Gateways are categorized as either primary or secondary. Primary gateways receive higher traffic volumes, are characterized as being more developed, and are located in more prominent areas of the community. These gateways are more likely to be utilized by both residents and visitors. Garden City contains four primary gateways. The northern gateway is located in northwest Garden City at the intersection of Mary Street and Taylor Street as is the likely entrance point for visitors from the north and west. The southern gateway into the city, located at Main Street and the south city limits, ushers in visitors from southern Finney County and greater southwest Kansas. This gateway is in close proximity to downtown, Lee Richardson Zoo, Finney County Fairgrounds, and a ball field complex. The eastern gateway, generally located at the intersection of Kansas Avenue and Highway 156, serves as an entryway from eastern Kansas. The southeast gateway, east of intersection Highway 50 and Highway 83, is a prominent entryway for visitors coming from the airport, Dodge City, or Witchita.

Secondary gateways receive lower traffic volumes, are characterized as being less developed, and are located in less prominent areas of the community. These gateways are more likely to be utilized by residents. Garden City contains one secondary gateway, which is located at the intersection of Kansas Avenue and Main Street. This gateway serves as an entryway into the greater downtown area and is the most aesthetically pleasing of all Garden City's gateways.

If a gateway is a community's jacket cover, then it's brand is its message or story. An effective brand tells an interesting story about a community. If done well, a strong brand can distinguish your town from other communities. It sets you apart and personalized the message that you want both residents and visitors to understand. If your brand is especially effective it can put your community on the map and be a regional – or even national – discussion piece. Ideally, your brand describes your community's greatest strengths and its greatest capabilities. Quite simply, it describes what you do best.

The Byline Group is a consulting firm that specializes in creating brands and taglines for both companies and communities. This firm has identified four key components of a successful brand.

### Attributes

- Does the brand express a city's character, affinity, style, and personality?

### Message

- Does the brand tell a story in a clever, fun, and memorable way?

### Differentiation

- Is it unique and original?

### Ambassadorship

- Does it inspire you to visit there, live there, or learn more?

**“PEOPLE MAKE INTUITIVE SNAP DECISIONS ABOUT NEW PLACES...WHEN WE TRAVEL TO A NEW CITY, FOR EXAMPLE, OUR IMPRESSIONS ARE MOST LIKELY FORMED BY THE FIRST IMAGE WE SEE ON ARRIVAL AND THE LAST BEFORE HEADING HOME.”**

**-- DENNIS JERKE**

## CALL TO ACTION -- GOALS AND GUIDING PRINCIPLES

### GOAL #1

Community entryways are the pillars to first impressions in a community. The entryways in Garden City should project a positive brand and image, represent the local heritage, and encourage visitors to find out more.

#### GUIDING PRINCIPLES

- Design should be coordinated among all community entryways, however each entryway should maintain or represent a unique element of the community.
- Entryway features should be constructed from high quality and lasting materials.
- Community input should be incorporated into the eventual design of each entryway. In addition, the diversity of the community should also be represented in entryway design concepts.

#### IMPLEMENTATION STRATEGIES FOR GOAL #1

Recommendation	Complete
Establish commercial-use and signage design guidelines for gateway areas.	
Establish a gateway art program that encourages the integration of local art into community entryways.	
Strategically position wayfinding signage around gateways to promote 'stop-and-stay' image for visitors rather than a 'drive-through' image.	

### GOAL #2

Brand and image are intangible, yet very identifiable, elements of every community. Garden City should have a clever, identifiable brand that manifest itself in both entryways and major community corridors.

#### GUIDING PRINCIPLES

- The brand of the community should combine the long cultural heritage with future aspirations.
- Residents of Garden City should be able to easily identify and associate with the community brand. The brand should be incorporated into all community entryways.
- Successful brands have two layers. The first provides an instant first impression of the community. The second, rewards those individuals who "dig deeper," as the brand should incorporate elements of the community's history.

## IMPLEMENTATION STRATEGIES FOR GOAL #2

Recommendation	Complete
Work with the Chamber of Commerce to Initiate a community-wide branding study to develop a new city brand, logo, and slogan.	
Establish a city-wide wayfinding program that integrates new signage, consistent design, and highlights the amenities throughout the city.	
Establish design guidelines for Kansas Avenue for new commercial properties.	
Establish a street tree program for major corridors.	

### GOAL #3

Entryways are not just for visitors. Garden City residents should have access to, and desire to visit, their community entryways. Entryways should incorporate public amenities like parks and be connected to the great city by sidewalks and trails.

#### GUIDING PRINCIPLES

- Each community entryway should include formal green space with pedestrian amenities (benches, trash cans, etc...)
- Each community entryway should be accessible to pedestrians and bikes by sidewalk or trail connections.

#### IMPLEMENTATION STRATEGIES FOR GOAL #3

Recommendation	Complete
Trails and / or sidewalks should be extended to entryways as they are newly designed.	
Incorporate new parks or formal green spaces into each of the community entryways.	

## **PROFESSIONAL REFLECTION**

Enhancing gateways requires more effort than simply placing an attractive community sign along a busy corridor. While an aesthetic sign might garner visual interest by a passing traveler, a truly successful gateway establishes a connection that encourages visitors to explore and acquaint themselves with the community.

Designing a unique monument and logo for Garden City that appeals to all members of the community will be challenging. The results of the visual preference survey indicate while some logos and monuments were preferred, no single logo and monument were universally supported. However, the information and recommendations contained within the chapter provide an excellent foundation when Garden City decides to initiate a formal rebranding effort.

We learned during our gateway enhancement prioritization exercise that residents believe the southeast gateway (near the intersection of Jennie Barker Road and Highway 50) is in most need of improvements. Currently it has an inconsistent development pattern, incompatible land uses, an idle packing plant, and the city's largest mobile home park, all of which present challenges and will make any redevelopment efforts more complicated. However, the citizens understand the vitality and importance of this gateway because it is the primary 'front door' from those who enter Garden City from the airport and eastern Kansas. Any improvements to this gateway will certainly enhance the first impression of visitors.

As a starting point, participants in the outcome meeting identified their favorite monuments and logos from the examples provided. If we draw conclusions from those most popular, we can see that Garden City residents value high quality materials and want to project a colorful and lively image to the outside world. As the city continues to explore image and branding solutions, these examples can and should serve as inspiration for future efforts.

Finally, let's take a look at a few well-known community brands and evaluate them against the Byline Group's list of key brand components.

### ***What Happens Here, Stays Here***

Good chance you know the brand of this city. Las Vegas flaunts this well recognized brand through extensive marketing efforts. The attributes of this brand are consistent with Las Vegas's image of being an adult playground. The message is unique, clever, and risqué and while it might not inspire many to want to move to Las Vegas, it certainly appeals to visitors. A recent survey asked marketing professionals to rate their favorite community brands. This brand – What Happens Here, Stays Here – was the favorite. If we measure the efficacy of this brand by the Byline Group's key components of a successful brand the results would suggest that Las Vegas has a very strong brand.

### ***The Sweetest Place on Earth***

Hershey, Pennsylvania is taking advantage of its historic roots and has developed a brand that capitalizes on the location of Hershey Chocolate. In this case, 'sweetest' refers both to the chocolate company and to the friendliness of its residents. This brand is cute, memorable, and is a clever double entendre.

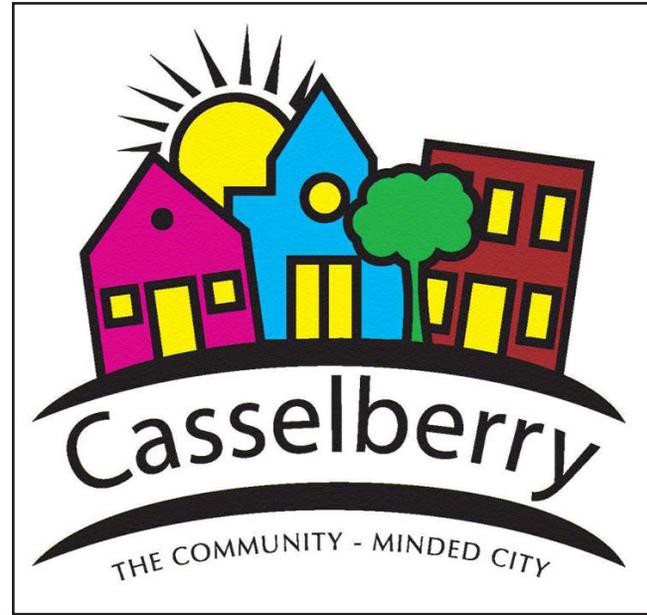
### ***Rare. Well done.***

Omaha is a steak town and its brand reflects that. Two words, often used to describe how people like their steak prepared, are joined together to form a memorable brand. The brand message is fun, unique, and speaks to the character of the community.

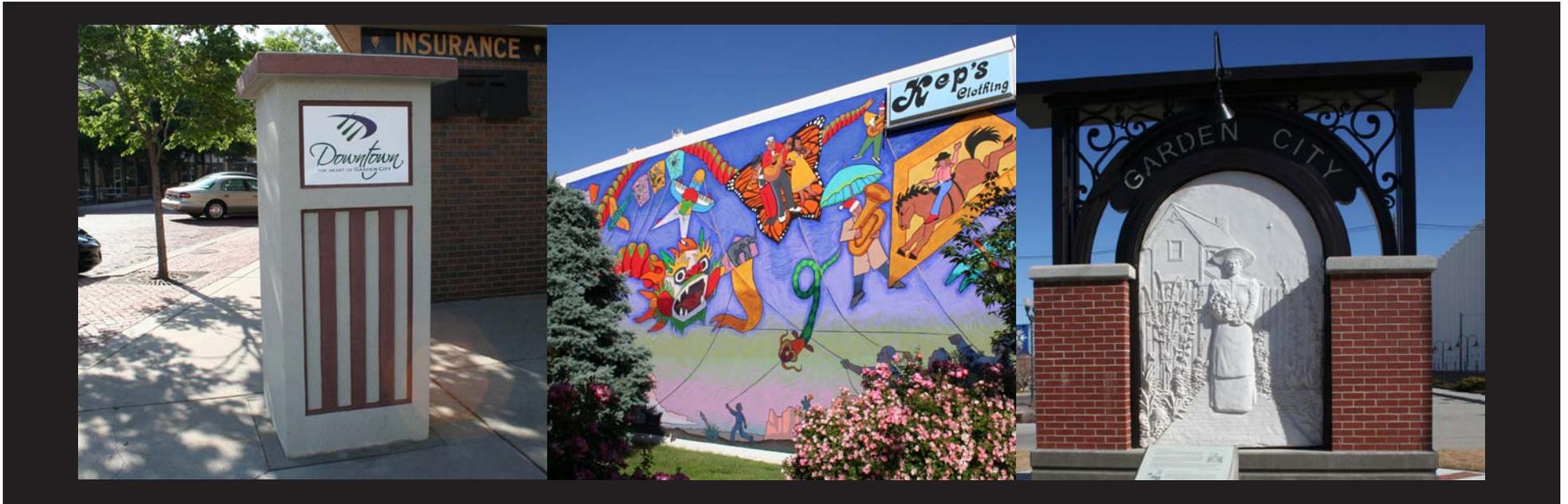
Favorite Gateway Monuments



Favorite City Logos



# GARDEN CITY COMPREHENSIVE PLAN



# **ACTION PLAN**

## FOUNDATION -- ACTION PLAN

### FOUNDATION GOALS

- Garden City should become a regional leader in community involvement and citizen action. Citizen-based action is the most effective and efficient way of creating lasting change in a community.
- Brand and image are intangible, yet very identifiable, elements of every community. Garden City should have a clever, identifiable brand that manifest itself in all areas of the community.

### FOUNDATION GUIDING PRINCIPLES

- Increase volunteerism and community-activism through neighborhood-based activities and volunteer groups.
- All Garden City residents should have access to recreation facilities.
- Community input should be incorporated into the eventual design of each entryway. In addition, the diversity of the community should also be represented in entryway design concepts.
- The brand of Garden City should combine the long cultural heritage with future aspirations.
- Successful brands have two layers. The first provides an instant first impression of the community. The second, rewards those individuals who "dig deeper," as the brand should incorporate elements of the community's history.

## FOUNDATION IMPLEMENTATION STRATEGIES

Recommendation	Complete
Create a Community Achievement Award for the individual or group who displays acute awareness of community environmental issues each year.	<b>Short</b>
Establish a partnership between the City and Finney County Economic Development in support of a new business incubator.	<b>Short</b>
Help interested stakeholders establish a Community Development Housing Organization.	<b>Short</b>
Work with the appropriate groups to relocate the Farmer's Market in downtown.	<b>Short</b>
Create and distribute a list of community clubs, organizations, and social networks (coffee groups) once a year for those interested in additional activities.	<b>Short</b>
Initiate a community-wide branding study to develop a new city brand, logo, and slogan.	<b>Short</b>
Develop a public-private partnership to sponsor fitness and wellness fairs that provide healthy living education and low-cost, basic medical services	<b>Mid</b>

\*Short Term Recommendations = 1-5 Years

\*Mid Term Recommendations = 5-10 Years

\*Long Term Recommendations = 10+ Years

## PUBLIC FACILITIES AND SERVICES -- ACTION PLAN

### PUBLIC FACILITIES AND SERVICES GOALS

- Greater opportunities for economic development require affordable housing and infrastructure that includes roads, streetscapes, sidewalks parks and trails.
- Parks and recreation will be a priority in Garden City. Establishing long-range stewardship, maintenance, and management practices that will enhance and sustain the park system is integral to community success.
- All Garden City residents should have easy access to a varied and diverse set of park and recreation experiences. Creating a park and trail network throughout the community promotes healthy living and puts the "Garden" back in Garden City.
- As future growth occurs, growth areas should be prioritized and dictated through the expansion of public infrastructure like water and sewer. Extending infrastructure simply as incentive for new growth can be irresponsible and lead to financial constraint for the city and its residents.

### PUBLIC FACILITIES AND SERVICES GUIDING PRINCIPLES

- Continue to expand the educational "infrastructure" of the community through a coordinated effort between the city, school system, parent groups, and students.
- Consider the hills and mounds around the dry riverbed as a potential entertaining asset.
- Public facilities and institutions should serve as focal points of community events.
- Parks should be recognized as capital improvements – like roads – that need to be maintained, repaired, and beautified on a regular basis.
- Primary destination facilities, like Stevens Park or the baseball complex, should have strategic plans for upkeep and renovation.
- Parks should be used as an economic development tool. Parks possess economic value for the community. Parks and trails improve property values and often times can serve as a catalyst for future development.
- Adequate provision of park user facilities such as restrooms, benches, trashcans, and signage is crucial in developing a successful park system.

## PUBLIC FACILITIES AND SERVICES IMPLEMENTATION STRATEGIES

Recommendation	Complete
Develop a public-private partnership with local professionals to create a monthly speaking tour that highlights a different professional occupation to high school students.	<b>Short</b>
Design and build a splash-pad in the downtown area.	<b>Short</b>
Refinish the bottom of the Municipal Pool.	<b>Short</b>
Paint a hopscotch game in Stevens Park.	<b>Short</b>
Develop a strategic plan, with tangible action steps, to reduce the dropout rate every three years.	<b>Mid</b>
Work with Garden City Community College to develop trade-based education around the current and future needs of the community.	<b>Mid</b>
Initiate a community center/civic center feasibility study or needs assessment.	<b>Mid</b>
Work with the local utility providers, the school district, etc. to create development policies that shift more of the cost of development to developers as they move further away from the City's fringe.	<b>Mid</b>
Solicit citizen input in the design, development, and maintenance of parks, trails, and open spaces.	<b>Mid</b>
Continue making improvements and adding exhibits to the Garden City Zoo.	<b>Long</b>

\*Short Term Recommendations = 1-5 Years

\*Mid Term Recommendations = 5-10 Years

\*Long Term Recommendations = 10+ Years

## TRANSPORTATION -- ACTION PLAN

### TRANSPORTATION GOALS

- Garden City should have a green "footprint" of interconnected parks and trails. Fostering a natural network of green connections will expand the sustainable character of Garden City.
- Garden City should be a regional leader in implementing Complete Streets policy, ensuring the entire roadway is designed with all users in mind.

### TRANSPORTATION GUIDING PRINCIPLES

- Widened sidewalks or on-street trails should be promoted to interconnect with green space, parks and other open spaces in areas where a dedicated trail could not be constructed.
- The City should continue to enact policies that will reduce demand on existing infrastructure by promoting shorter commute time between citizens and their employers with more compact, pedestrian oriented designs, such as multi modal commute alternatives (i.e. extension of existing walking trails, and bike paths).
- Residents should have an opportunity to utilize parks, trails, and sidewalks as an alternative mode of transportation throughout the entire community.
- Each community entryway should be accessible to pedestrians and bikes by sidewalk or trail connections.
- Garden City should look to increase usage of alternative modes of transportation on an annual basis.

## TRANSPORTATION IMPLEMENTATION STRATEGIES

Recommendation	Complete
Establish a city-wide wayfinding program that integrates new signage, consistent design, and highlights the amenities throughout the city.	<b>Short</b>
Ensure pavement (lanes, parking, etc..) and crosswalk markings throughout the city are clearly visible and maintained on a yearly basis.	<b>Short</b>
In places where sidewalk do not exist, establish a plan to paint walking or bike lanes along the street.	<b>Mid</b>
Strategically position wayfinding signage around gateways to promote 'stop-and-stay' image for visitors rather than a 'drive-through' image.	<b>Mid</b>
Develop a comprehensive trail system master plan for the city and begin construction on segments that are considered high priority.	<b>Mid</b>
Trails and / or sidewalks should be extended to entryways as they are newly designed.	<b>Long</b>

*\*Short Term Recommendations = 1-5 Years*

*\*Mid Term Recommendations = 5-10 Years*

*\*Long Term Recommendations = 10+ Years*

## HOUSING -- ACTION PLAN

### HOUSING GOALS

- All Garden City residents should have to a diverse set of housing styles and options. Housing styles should reflect the cultural diversity of the community.
- Garden City should be a regional leader in new mixed-income housing developments throughout the entire community. All geographic areas of the community should provide housing options for all members of the community.

### HOUSING GUIDING PRINCIPLES

- Ensure all residents of Garden City have access to income appropriate housing through public-private partnerships between the city and development community.
- Work with developers to be a regional provider of urban living options like lofts, condos, and second story flats.
- All new residential development should include formal green spaces within the development. Future city parks should be located in areas that are currently underserved (homes more than one mile from a park).

## HOUSING IMPLEMENTATION STRATEGIES

Recommendation	Complete
Provide incentives to developers or builders to construct affordable housing.	<b>Short</b>
Work with stakeholders to utilize low income (LITHC) and historic preservation (HP) tax credits to develop new housing units or to renovate properties.	<b>Short</b>
Work with a local developer to build one loft-style 'model' for public viewing to serve as a tangible example of urban living.	<b>Short</b>
Develop a housing rehabilitation assistance program, in conjunction with neighborhood associations, to preserve and rehabilitate Garden City's housing stock.	<b>Mid</b>
Develop a property rehabilitation or maintenance code to maintain aging housing stock.	<b>Mid</b>
Establish a first-time housing buyer program through a cooperative effort with the City, local banks, and developers.	<b>Mid</b>
Create city-initiated housing programs to acquire and distribute vacant parcels of land.	<b>Long</b>

*\*Short Term Recommendations = 1-5 Years*

*\*Mid Term Recommendations = 5-10 Years*

*\*Long Term Recommendations = 10+ Years*

## NEIGHBORHOODS -- ACTION PLAN

### NEIGHBORHOODS GOALS

- Civility and neighborhood pride are intangible factors present in successful and sustainable communities. As future development occurs, Garden City should encourage and promote neighborhood-based development patterns.
- Strong neighborhoods are the foundation of sustainable communities. Each neighborhood should be recognized as a unique, yet contributing, component of the greater community.

### NEIGHBORHOODS GUIDING PRINCIPLES

- Enforce building codes and nuisance regulations to avoid historic and low-income neighborhood deterioration.
- New residential developments should include sidewalks and be within walking distance of parks and recreation.
- Residents should have an opportunity to utilize parks, trails, and sidewalks as an alternative mode of transportation throughout the entire community.
- New residential developments should include small formal green spaces and small commercial outfits to encourage walkability among neighborhoods.

## NEIGHBORHOODS IMPLEMENTATION STRATEGIES

Recommendation	Complete
Encourage the formation of neighborhood associations as a means to collectively finding solutions to neighborhood problems.	<b>Short</b>
Organize a community-wide event in downtown that highlights the advantages of downtown living.	<b>Short</b>
Require new subdivisions to include public green space that is within walking distance of every home (within one mile).	<b>Short</b>
Develop a partnership with local developers, home builders, realtors and educate citizens and potential new home buyers about the advantages of mixed use development (connectivity, walk-ability, scale).	<b>Mid</b>
Develop a program for neighborhood-level park 'adoption' to assist in maintenance and increased usage.	<b>Mid</b>

*\*Short Term Recommendations = 1-5 Years*

*\*Mid Term Recommendations = 5-10 Years*

*\*Long Term Recommendations = 10+ Years*

## LAND USE -- ACTION PLAN

### LAND USE GOALS

- Planning for people rather than businesses should be a priority. Plan for a diverse population through neighborhood special districts (i.e. China Town, Little Italy), good schools, parks and aesthetically pleasing and natural environments.
- The City should encourage mixed-use developments. This includes vertical mixed uses and horizontal mixed uses in those areas on the future land use map. Mixed uses include those that allow different uses within the same building, such as businesses on the bottom floor and residential on the second floor. Horizontal mixed uses incorporate a mix of uses in the same plan.

### LAND USE GUIDING PRINCIPLES

- Promote appropriate areas of growth by providing municipal infrastructure and services.
- Work with private recreation entities to explore the possibility of recreation activities in the dry riverbed.
- Promote the establishment of Activity centers on vacant land near Forest Lake Park, as well as ground near the new high school, and on land currently occupied by manufactured housing along Fulton and the area south of the River.
- The City should recognize reuse opportunities regarding land currently occupied by feedlots adjacent to the City limits.
- The City should consider the future growth areas both North of the current City limits and South of the River.
- Continue to promote downtown Garden City has multi-use with opportunities for retail, office, residential, entertainment, and recreation.
- Emphasize downtown as a place for restaurants. Restaurants produce foot traffic and encourage activity that extends the downtowns hours of operation beyond 5:00 pm.
- Educational facilities and employment centers should serve as hubs for the green network in the community. These facilities are high traffic areas for potential park and trail users.

## LAND USE IMPLEMENTATION STRATEGIES

Recommendation	Complete
Review and update nuisance ordinance so that it clearly outlines conditions and restrictions (explicit guidelines) regarding tall grass, inoperative vehicles, trash, etc...	<b>Short</b>
Encourage an even distribution of multi-family residential housing throughout Garden City as a way to promote higher density developments.	<b>Short</b>
Update zoning ordinance to support community gardening in single family zoning districts.	<b>Short</b>
Update zoning ordinance to support mixed-use developments and clustered residential.	<b>Short</b>
Develop bonuses (in the form of increased density, reduced development fees, or a streamlined development approval process) in the zoning code for redevelopment areas and sites.	<b>Short</b>

\*Short Term Recommendations = 1-5 Years

\*Mid Term Recommendations = 5-10 Years

\*Long Term Recommendations = 10+ Years

## COMMUNITY APPEARANCE -- ACTION PLAN

### COMMUNITY APPEARANCE GOALS

- Downtown should embody the "Garden" in Garden City through a well-designed streetscape, the integration of urban green spaces, and design guidelines that promote sustainable buildings.
- Community entryways are the pillars to first impressions in a community. The entryways in Garden City should project a positive brand and image, represent the local heritage, and encourage visitors to find out more.
- Entryways are not just for visitors. Garden City residents should have access to, and desire to visit, their community entryways. Entryways should incorporate public amenities like parks and be connected to the great city by sidewalks and trails.

### COMMUNITY APPEARANCE GUIDING PRINCIPLES

- Recognize and reward those individuals and neighborhoods that emphasize neighborhood upkeep, display community pride, and promote a positive image.
- Establishment of a large gateway park with a community flower garden to reinforce the "Garden" theme, along with narrow, flowering linear parks on each side of prominent corridors.
- Recognize those individuals and businesses that positively contribute to the aesthetic of the downtown area.
- Public art should be an integral component of the downtown fabric and streetscape.
- Establish a consistent crosswalk pattern, consistent planter, and coordinated streetscape and replicate throughout downtown.
- Design should be coordinated among all community entryways, however each entryway should maintain or represent a unique element of the community.
- Major corridors should be places of highest and best community appearance. Electronic message boards should be limited to entertainment districts and commercial areas and be limited in size and illumination.

## COMMUNITY APPEARANCE IMPLEMENTATION STRATEGIES

Recommendation	Complete
Establish design guidelines -- form based -- for Main Street that emphasizes quality design through sound materials and historic preservation.	<b>Short</b>
Initiate a downtown streetscape master plan that includes streetscape features as well as downtown branding and marketing plan.	<b>Short</b>
Establish commercial and signage design guidelines for gateway areas.	<b>Short</b>
Establish design guidelines for Kansas Avenue for new commercial properties.	<b>Short</b>
Address landscaping requirements for major corridors.	<b>Short</b>
Strictly enforce sign height and appearance on major corridors. Promote high quality ground and monument signage along major corridors.	<b>Short</b>
Form a downtown improvement district to manage and fund future downtown urban design and beautification initiatives.	<b>Mid</b>
Establish a gateway art program that encourages the integration of local art into community entryways.	<b>Long</b>

*\*Short Term Recommendations = 1-5 Years*

*\*Mid Term Recommendations = 5-10 Years*

*\*Long Term Recommendations = 10+ Years*

## SUSTAINABILITY -- ACTION PLAN

### SUSTAINABILITY GOALS

- Garden City should continue to be a city that embraces diversity by providing ample opportunities for existing and future residents to thrive and grow within the community.
- Maintaining a prosperous downtown is important for local businesses, economic development, job creation, and enhanced quality of life. Downtown Garden City should continue to be a dominant economic engine for local citizens and the entire region.
- Create a downtown that provides for and appeals to every generation. Successful downtowns operate at all hours and attract all ages.

### SUSTAINABILITY GUIDING PRINCIPLES

- Encourage entrepreneurial attitude and spirit within the community through the creation of incubators, partnerships with the community college, and future workforce development programs with middle and high schools.
- Environmentally sensitive areas should be preserved and integrated into the design of new development.
- Consider downtown a community and regional "resource area" for community events, festivals, farmers markets, art walks, and sidewalk sales.
- Residents of Garden City should be able to easily identify and associate with the community brand. The brand should be incorporated into all community entryways.

## SUSTAINABILITY IMPLEMENTATION STRATEGIES

Recommendation	Complete
Support and develop community events, functions, and programs that celebrate the history and cultural diversity of Garden City and seek to attract participants from all demographic groups.	<b>Short</b>
Create an entrepreneur incubator in downtown that provides shared office spaces and services to local startup businesses.	<b>Short</b>
Create a public art walk utilizing vacant storefronts as "galleries" to the adjacent sidewalk.	<b>Short</b>
Work with middle and high schools to initiate a citywide marketing effort to increase trail and park usage and promote healthy living.	<b>Mid</b>
Use public art as a cultural resource to promote cross-cultural awareness and community discussion.	<b>Mid</b>

*\*Short Term Recommendations = 1-5 Years*

*\*Mid Term Recommendations = 5-10 Years*

*\*Long Term Recommendations = 10+ Years*

# APPENDIX A: PUBLIC FACILITIES AND SERVICES ASSESSMENT

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## **CITY HALL / CITY ADMINISTRATIVE CENTER**

The City Administrative Center is located at 301 N. 8th Street. The building was constructed in 1980 of concrete masonry. The center is ADA compliant and accessible to all members of the community. The center is approximately 25,000 square feet (basement included). Services and departments contained within the building include engineering, public works, community development, finance, utilities, and street department. At this time, the condition of the building is good and outside of routine maintenance no modifications or upgrades are planned.

## **POLICE STATION**

The Garden City Police Station is located at 304 N. 9th Street. The building was originally constructed in 1981 and updated in 2000. The facility is fully ADA compliant. The condition of the building is excellent and there are no future upgrades planned or needed at this time. At this time, the station operates 48 motor vehicles, 44 cars and 4 motorcycles, and includes 59 sworn officers. Services contained within the station include communications, police department, sheriff's department, and the jail.

## **CENTRAL FIRE STATION**

The Central Fire Station is located at 302 N. 9th Street. The 10,330 square foot facility was constructed in 1982 of type 2B noncombustible-non-protected materials. The building is not ADA compliant. The station has three bays and operates seven vehicles. There are six staff firefighters per shift and five total volunteer firefighters on call for the city. At this time, the building is in good condition, however future upgrades are planned. New living quarters for shift personnel and office space for the Fire Administrative offices are planned upgrades.

## **LABRADOR FIRE STATION**

The Labrador Fire Station is located at 1605 E. Mary Street. The 7,342 square foot facility was constructed in 1980 of type 2B noncombustible-non-protected materials. The building is not ADA compliant. The station has two bays and operates five vehicles. There are six staff firefighters per shift and five total volunteer firefighters on call for the city. At this time, the building is in very good condition and no future upgrades are needed or planned.

## **LIBRARY**

The Library is located at 605 E. Walnut. The approximately 20,000 square foot facility was built in 1985 and is centrally located for both city and county residents. The facility is ADA compliant. The library has a circulation between 200,000 and 300,000 annually. Other services

contained within the building include 30 internet-equipped computer stations, free Wi-Fi access, and various educational programs for children and adults. At this time, the facility is in good condition and has planned upgrades that include new lighting, new boiler, and new interior paint.

## **MUNICIPAL SWIMMING POOL**

The municipal pool facility was built in 1923 and upgraded with a bathhouse and concession stand in 2002. The facility is fully ADA compliant. At this time, the facility is in good condition, however upgrades are planned and needed. Planned upgrades include expansion of the spray ground and an addition to the bathhouse.

## **MUNICIPAL STORAGE / GARAGE FACILITY**

The Municipal Storage / Garage Facility is located at 105 S. 10th Street. The 16,000 square foot facility was constructed in 1920 of concrete block, wood frame, stucco siding, and asphalt shingles. The building is ADA compliant. The building is in fair to poor condition at this time, largely because of its involvement in two fires. In addition, its close proximity to the railroad tracks has caused damage by train traffic over time as well. Services contained within the facility include the parks department and streets department. At this time, there are no future upgrades planned, however building upgrades are needed. The facility does not meet the efficiency requirements of the departments contained and is currently at full capacity. The city will need to explore options for expansion or an entirely new structure in the near future.

## **GARDEN CITY REGIONAL AIRPORT**

The Garden City Regional Airport is located at 225 S. Air Service Road. The regional airport was constructed in 1943, by the U.S. Army, for use as a flight training school. The airport was released to the City in 1947. The main terminal was constructed in 1959 with an addition added in 1971. The 20,000 square foot building is fully ADA compliant. Services provided by the airport include commercial air service, full fixed base operations, restaurant, rental vehicle operations, T-hangers, and air traffic control. Both runways are lighted. At this time the building is in good condition, however there are upgrades planned and needed. Within ten years, the terminal and parking lot will be expanded. Expansion of the security room is planned for 2010. The length of main runway is 7,300 feet and the length of crosswind runway is 5,700 feet.

## **WATER TREATMENT PLANT**

The City has a contractual agreement with Wheatland Electric Cooperative Water Division for treatment of in-town water supply. The city purchases 1 MGD of treated water from WEC in addition to treating 2 MGD of the city's water. The combined 3 MGD is the "baseload" water supply for the city distribution system. Summer irrigation demand is supplied outside wells.

## **WATER SYSTEM**

Garden City is currently served by 17 wells. The existing average daily water demands are approximately 5.6 MGD. Peak summer usage (with irrigation demands) is between 10 and 12 MGD. The total capacity of the water system is 22 MGD. The community has eight water storage devices (four elevated and four ground), with total combined storage capacity of 12 MGD. Water pressure is good throughout the city and the storage devices are all in good condition at this time. At this time, small segments of deteriorated lines are scheduled for replacement.

## **SEWER SYSTEM**

Garden City has approximately 113 miles of sewer lines located within the City jurisdiction at this time. Currently, there are two sewer inceptor areas within the community, one located south of the "ditch," with lines sized between 8" and 30", carrying an existing peak flow of 2.1 MGD. The other, located east and north of the "ditch," with lines sized between 8" and 27", carries an existing peak flow of 1.1 MGD. Based on a 2000 study, at full build-out (significant growth rate), the second ditch inceptor will need a parallel 27" line from WWTP to Spruce Street. That is the only upgrade planned at this time.

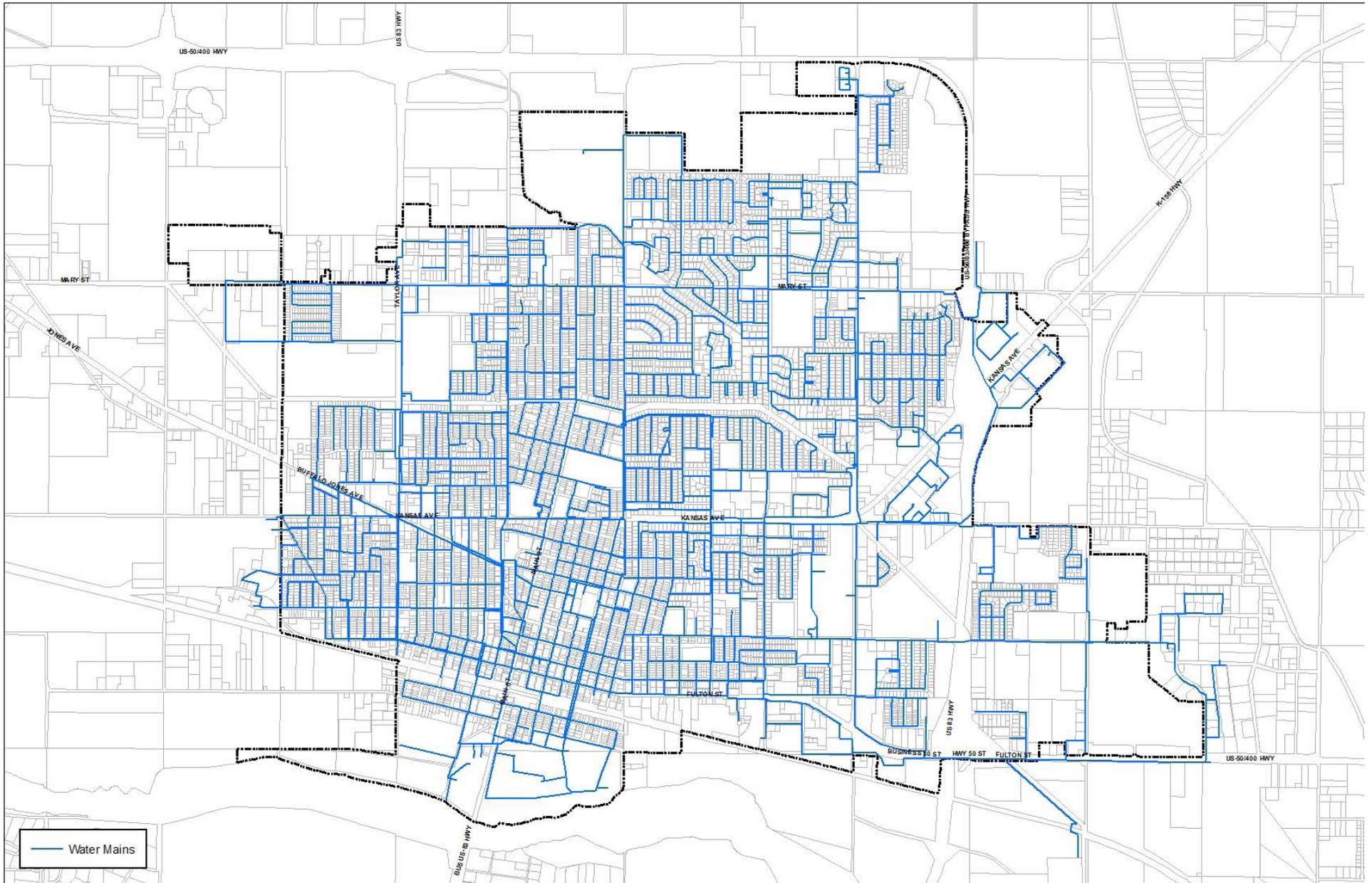
## **WASTEWATER TREATMENT PLANT**

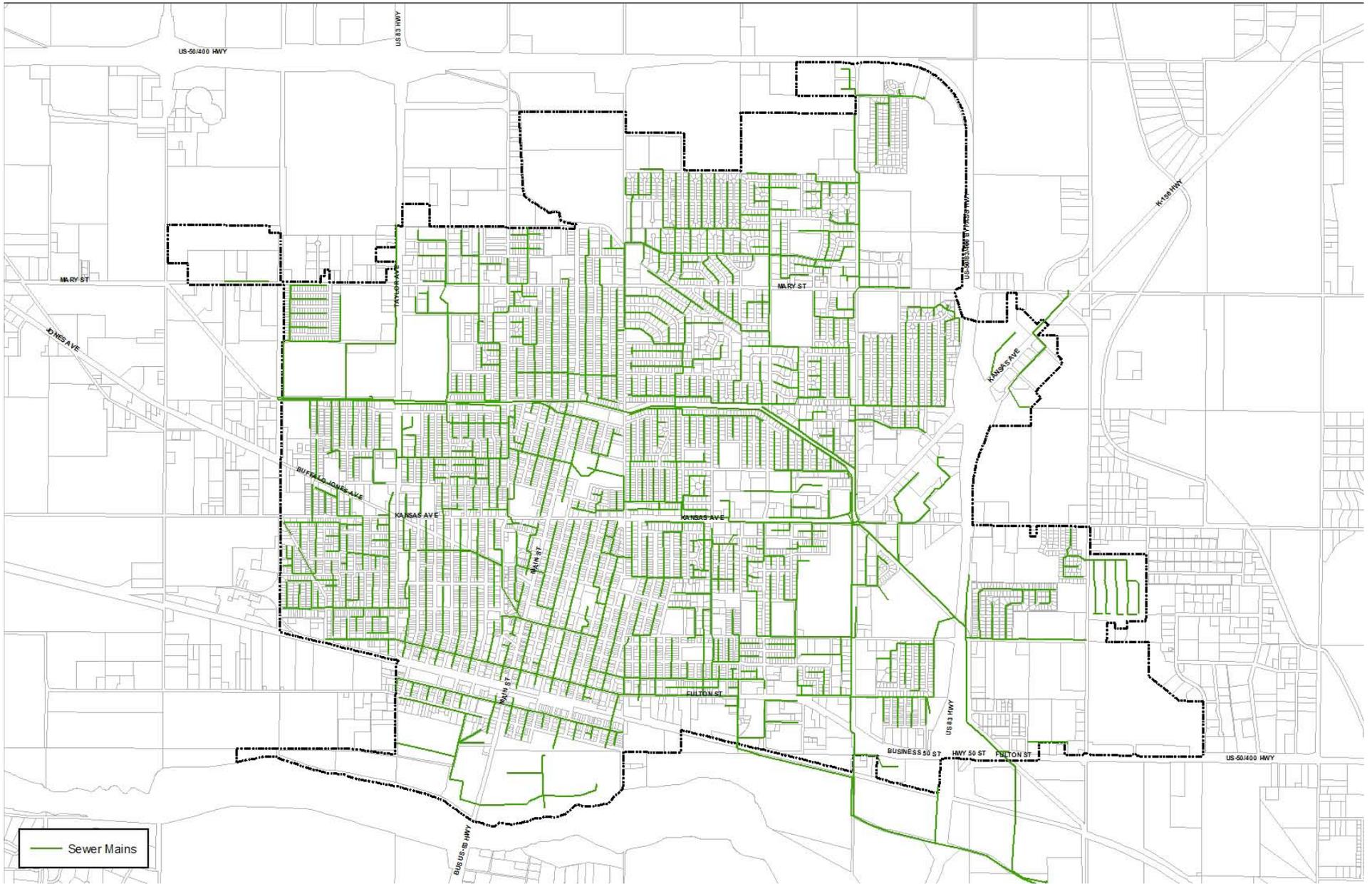
Garden City's waste water treatment plant is a secondary treatment facility utilizing extended aeration. The facility has a capacity of 6 MGD.

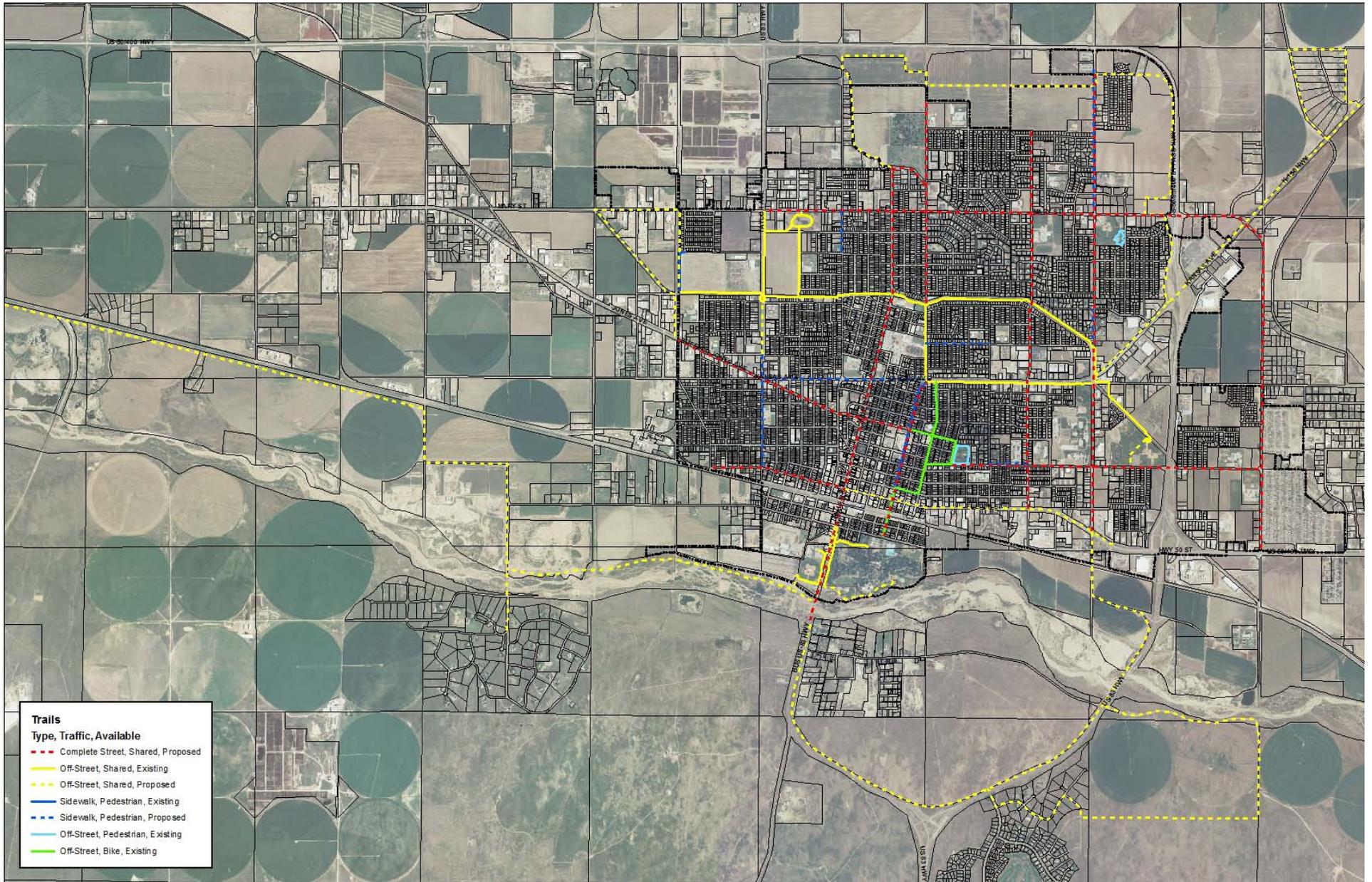
## **POWER PLANT**

Garden City Electric is a distribution only public power utility.

*\*Water, Sewer, and Trails Maps can be found on the following pages.*







# APPENDIX B: CITIZEN EXPERIENCE AND RECOMMENDATIONS

## QUALITY OF LIFE CITIZEN EXPERIENCE

On June 23rd, 2009 several Garden City residents attended the Quality of Life Outcome Meetings and provided recommendations for quality of life in Garden City.

Ten indicators from the before mentioned list of 32 indicators that they felt were most important for the community. The results from the three in-person meetings and the online survey responses (over 200 total responses), the top ten indicators identified, listed sequentially with the most popular answer listed first, were:

1. Economic vitality
2. Civility and neighborhood pride
3. Recreation
4. Access to healthcare
5. Affordable housing
6. Educational infrastructure to meet community needs
7. Individual and family wellbeing
8. Workforce development
9. Educational success
10. Development that encourages healthy living

The complete results can be seen in Graph 1 (right). The top ten Garden City indicators are shown in purple.

The ability to tangibly measure quality of life is equally important to defining key indicators. Once the group identified the ten key indicators, we then moved to metric identification. To measure the effectiveness of the community's effort, each indicator must be measured on an annual basis. Meeting participants were asked to identify metrics for each of the top ten indicators.

### Economic Vitality

- Unemployment rate
- Poverty rate
- Sales tax receipts
- Job growth
- Median income

### Civility and Neighborhood Pride

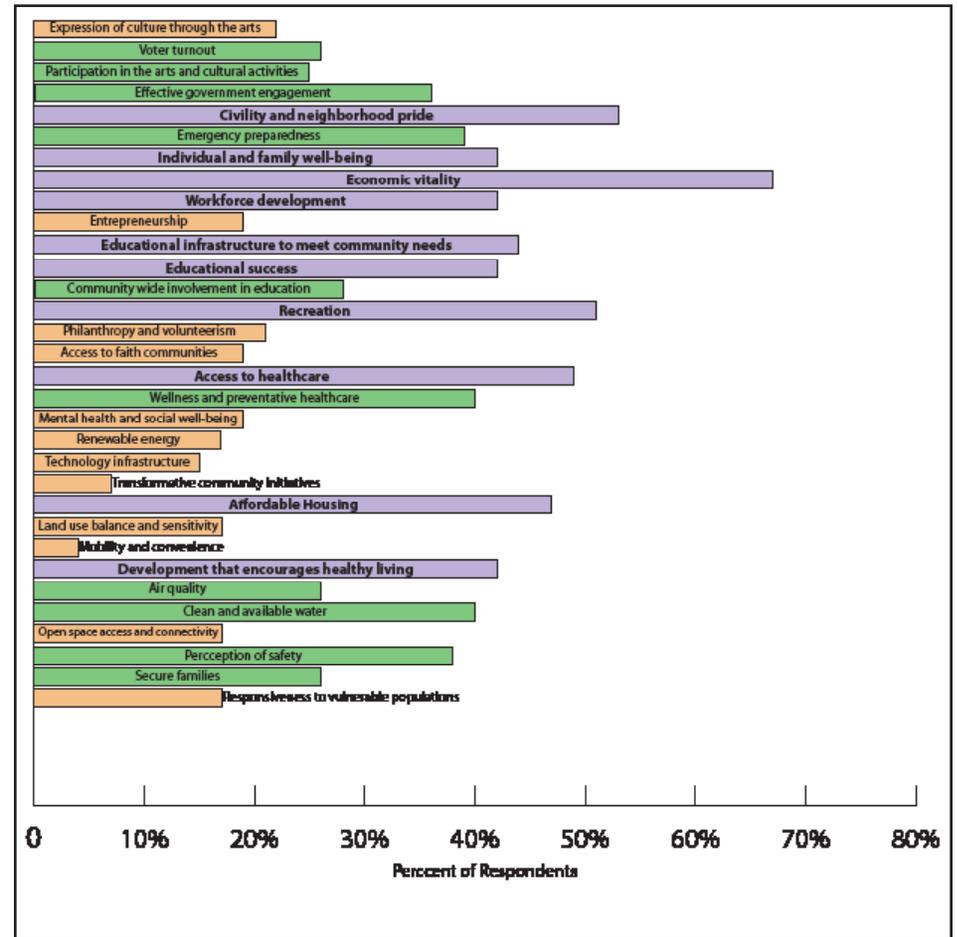
- Number of Homeowner associations
- "How well do you know your neighbor" online quiz
- Number of nuisance violations / complaints
- Participation in Tidy Town
- Participation in National Night Out

### Recreation

- Miles of Trails
- Acres of parks per 1,000 residents
- Access of parks (all homes within 1.5 miles of parks)
- Participation in recreation programs (%)

### Access to Healthcare

- Total insured (%)
- Number of local income health clinics
- Leading causes of death
- Immunizations (% of children fully immunized)
- Prenatal Care (% of women receiving prenatal care in first trimester)



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**Affordable Housing**

- Housing Affordability Index
- Number of available for-sale / rental units below median income
- Homeownership rate
- New homeowners

**Educational Infrastructure to Meet Community Needs**

- Condition of Facilities
- Number of mobile classrooms
- Teacher / Student ratio
- Access to technology

**Individual and Family Well Being**

- Poverty rate
- Single-parent households (%)
- Teen pregnancy rate
- Propensity of exercise

**Workforce Development**

- Employment by industry
- Weekly wage by industry
- Access to transportation
- Graduation retainment (%)

**Educational Success**

- Graduation / Dropout rate
- Safety in schools (number of suspensions, expulsions, violent incidents)
- Student test scores (reading and math)
- Number of students pursuing post-secondary education or professional training

**Development that encourages healthy living**

- Access to sidewalks
- Citywide residential density
- Percentage of residents who walk or bike to work
- Number of mixed-use developments

The citizen-source method used in this comprehensive plan process emphasizes community action through citizen inspired recommendations. Participants in the meetings were asked to provide recommendations for improvement within the ten indicators identified.

**QUALITY OF LIFE CITIZEN RECOMMENDATIONS:****Economic Vitality**

Organize a "shop-locally" week each year where a list of locally-owned businesses is distributed and citizens are encouraged to shop locally that week of the year.

Create an entrepreneur incubator in downtown Garden City that provides shared office space and services to local start-up businesses at a reduced cost for the first year of business

Create more community-based activities as a means of attracting new businesses and employees to Garden City.

Diversify employment base.

Create an industrial park for industry-based business.

Increase connectivity between major employment centers through trails, sidewalks, and bike paths.

**Civility and Neighborhood Pride**

Create "City Pride" awards that recognize well-kept homes and businesses.

Create a neighborhood-based public art plan that designates future locations for neighborhood-contextual public art.

Increase volunteerism through neighborhood-based volunteer groups.

Initiate a city-wide "Thank-you" campaign that recognizes community contributions by residents and businesses.

Create a Garden City "Night-Out" that encourages neighborhood block parties.

### Recreation

Utilize an existing vacant downtown building to create a teen center, designed and maintained by local teen groups.

Expand the Talley Trail north and south into adjoining neighborhoods.

Create a public art walk in downtown that emphasizes recreation, art, and community history by "leasing" vacant store fronts to local artists for 30-day periods.

Increase youth participation in planning and design of recreation facilities to increase ownership and usage.

Create a youth park and recreation board that promotes and plans youth-based community recreation.

### Access to Healthcare

Develop a public-private partnership to sponsor fitness and wellness fairs that provide low-cost, basic medical services (immunizations, etc...).

Develop public-private partnerships to build additional community-based health clinics.

Work with elementary schools to develop an educational piece about healthy eating and the importance of physical wellness.

### Affordable Housing

Build partnerships between city, county, and local developers to identify new locations and financing mechanisms for low-income developments.

Enforce building codes and nuisance regulations to avoid rapid deterioration of existing low-income rental units.

Expand opportunities for second-story (downtown) rental units for low to middle income families.

### Educational Infrastructure to Meet Community Needs

Develop a communication plan between the school system and greater community that highlights school's success, challenges, and needs.

Establish night-hours for school computer labs for adult and low-income additional learning opportunities.

Establish public (free) wireless "hot-spots" for community internet access.

Develop a plan to reduce the number of temporary classrooms each year.

Perform yearly facility reviews on all educational institutions.

Develop public-private partnerships to sponsor additional pre-kindergarten education options.

### Individual and Family Well Being

Create and distribute a list of community clubs, organizations, and social networks (coffee groups) once a year for those interested in additional activities.

Promote a Garden City "walkathon" once a year where all families are encouraged to walk that day.

Form a volunteer committee for new population (refugee, minority populations) educational and assistance.

### Workforce Development

Work with Garden City Community College to develop trade-based education based on the current and future needs of the community.

Create and circulate / present an educational piece for Middle and High School students about future working options and a path to achieve success for each option.

Form public-private partnerships with local trade-based companies to offer educational sessions for kids and adults about their trade.

Work with local manufacturing companies (Tyson) to identify multi-lingual individuals to assist new workforce development among non-English speaking populations.

## REVITALIZED DOWNTOWN CITIZEN EXPERIENCE

A Place Game is an interactive exercise and experience that allows community residents to use PPS's key attributes to rate and evaluate public spaces. A series of Place Games were held, to evaluate the comfort and image, access and linkages, activities and uses, and sociability of Garden City's downtown. Approximately 60 residents participated in the downtown revitalization Place Game exercise. Participants were first presented with a 20 minute presentation that highlighted and described PPS's four key attributes of a great public space and were then given a clipboard with an evaluation assessment form. Small groups then walked throughout downtown and recorded their observations, notes, and recommendations on their evaluation forms. Questions were provided on the assessment form to spark dialog and discussion.

### Access and Linkages questions:

- Can you see the place from a distance? Is its interior visible from the outside?
- Are there good connections between the space and the adjacent buildings?
- Can people easily walk to the place? Do they have to move through darting cars to get to the place?
- Do sidewalks lead to and from the adjacent areas, allowing for convenient pedestrian access?
- Can people use a variety of transportation options – walk, bike, car – to reach the place?
- Do occupants of adjacent buildings use the space?

### Comfort and Image questions:

- Does the place make a good first impression?
- Are there more women than men?
- Are there enough places to sit?
- Are seats conveniently located?
- Is the area clean and free of litter?
- Does the area feel safe?
- Are people taking pictures?

### Uses and Activities questions:

- Are people using the space or is it empty?
- It is used by people of different ages?
- Are people in groups?
- What kind of different activities are occurring?
- Which parts of the space are used and which are not?
- Are there choices of things to do?

### Sociability questions:

- Is this a place where you would meet your friends?
- Are people in groups? Are they talking to each other?
- Do people seem to know each other by face or by name?
- Are people smiling?
- Do people tend to pick up litter when they see it?
- Is there a mix of ages and ethnic groups that reflect the community at large?

After participants spent time walking through downtown and recording their observations on their evaluation form, they returned to the Garden City Visioning Office to record their observations and recommendations. Finally, the group reconvened to discuss their findings and share their experiences.

## REVITALIZED DOWNTOWN CITIZEN RECOMMENDATIONS:

Revitalized Downtown
Establish a consistent crosswalk pattern and replicate it throughout downtown.
Encourage second-floor residential.
Promote loft-style housing downtown.
Increase the number of trashcans along Main Street.
Place trashcans along Main Street in strategic locations.
Improve visibility of restroom signs.
Establish a consistent type of planter for Main Street.
Continue to add shade trees where appropriate.
Periodically clean windows in vacant storefronts.
Encourage street vendors along Main Street.
Reorient benches to enhance safety and to provide more pleasurable views.
Implement a periodic downtown "art walk."
Encourage business to remain open after 5pm to enhance downtown foot traffic.

### Revitalized Downtown

Design, develop, and implement a consistent streetscape.
Allow businesses to hang more prominent signs from the covered awning.
Develop a kid-friendly play area in or around downtown.
Encourage downtown restaurants to offer al fresco dining.
Redo the Windsor Hotel sign.
Build a Splash Pad in Stevens Park.
Place comfortable and welcoming benches along Main Street.
Remove the tires from the business near the intersection of W. Pine Street and Stevens Avenue.
Establish design guidelines for downtown. Use Grant Street as the model.
Ensure that sidewalks are clean and clear of litter.
Promote the display of artwork in empty storefronts. Let youth organizations determine the theme, the artists, and the art features in vacant storefronts.
Verify that bike-racks are located in strategic and appropriate places.
Enhance the brand and image of downtown Garden City.
Encourage Garden City youth to congregate and hang out in and around downtown instead of Walmart.
Promote the use of banners to display seasonal events or other community activities.
Implement more consistent and user-friendly wayfaring signage.
Allow businesses to hang and mount more prominent signs.
Place plantings beds, which can also be used for seating, at all prominent downtown intersections.
Encourage a broad mix of business and services to locate in downtown.
Place moveable seating options in Stevens Park.
Encourage a downtown restaurant to offer roof-top seating.
Reopen State Theater and use it for local community events, productions, plays, and as a discount movie theater.
Organize one night a week for stores to stay open later.
Encourage the Garden City Farmer's Market to relocate downtown, or start a second farmer's market downtown.
Develop a property maintenance code that would require periodic maintenance to storefronts.
Repaint the north side of the Windsor Hotel.
Incorporate active recreation options into Stevens Park.

### Revitalized Downtown

Create a task force whose sole mission is to entice businesses to occupy vacant buildings in downtown.
Encourage not-for-profits to locate downtown.
Turn the Windsor Hotel into loft-style apartments.
Promote nightlife opportunities downtown.
Convert Pete's Tires into an al fresco restaurant.
Extend old fashion streetlights throughout downtown.
Create new community events and hold them at Stevens Parks. A Garden City version of American Idol perhaps?
Ensure that benches along Main Street are placed in the shade.
Integrate additional public art along Main Street and throughout downtown.
Pursue public/private partnerships to develop a teen center downtown.

## IMPROVED PARKS AND RECREATION CITIZEN EXPERIENCE

Approximately 60 residents participated in the Improved Parks and Recreation outcome meetings. Participants first listened to a short presentation that focused on the different types of parks and the benefits of parks. Meeting attendees were then divided into small groups and were asked to view a large aerial image that highlighted Garden City's existing parks and trails. Participants worked through a variety of activities and exercises that included identification of future park locations, locations for an extension to the Talley Trail, and completing a rendition of their "ideal" park. Finally, participants were asked to list and describe improvements and recommendations for Garden City's existing parks based on what they learned about parks and recreation during the meeting. Over 100 citizen-source recommendations were gathered.

## IMPROVED PARKS CITIZEN RECOMMENDATIONS:

### General Park Recommendations

- Consistently clean up the trash and maintain the landscaping.
- Integrate additional water fountains into all parks and recreation facilities.

### Garden City Recreation Activity Center

- Expand the wellness center.
- Add an indoor pool.
- Add recreation courts.

### Finnup Park

- Improve the entrance to the zoo.
- Continue making improvements to zoo exhibits and facilities.
- Incorporate a sprayground or fountain at the new zoo entrance.
- Incorporate a splash-pad activity into the park.
- Include a walking path with distance markers.
- Improve the restroom facilities.

### Lions Park

- Re-coat the athletic courts.
- The park needs new fencing.

### Talley Trail

- Integrate water fountains for dogs and people along the trail.
- Add unisex bathrooms along the trail.
- Expand, expand, expand! The trail is one of the best additions to the community in 20 years, keep it growing.
- Extend the trail east of the bypass
- Add a bridge for pedestrians at Kansas Ave. near G.C.C.C.
- Increase marketing efforts to promote the trail.
- Extend the trail north and south throughout the entire city to places like the zoo, new high school, and other local schools.

### City Dog Park

- Add more fire hydrants.
- Add a water fountain for dogs and people.
- Trash needs to be removed more consistently.

### Clint Lightner Baseball Complex

- This facility should be developed as a regional destination for outside events.
- Improve parking access and general landscaping.

### Deane Wiley Softball Field

- Improve the seats, concession stand, and parking lot.
- Create a green area for children who are not participating in the games that is safe and fun.
- Expand the walking trail.
- Plant more trees, the park needs more shade.
- Place additional benches near the equipment.

**Grimsley / Harmon Tennis Courts**

Create a better windbreak on the south side of the courts.

Open the restrooms more than just during tournaments.

Complete the bunny board area.

**Martin Esquivel Soccer Park**

Improve the parking situation and landscaping.

**Tangeman Sports Complex**

Incorporate the parking lot into the Talley Trail.

**Skate Park**

Move the park to a safer location in the community. Too close to a major roadway and you have to drive a car to even get to the park.

The park needs up-to-date equipment.

**Forest Lake Park**

Add permanent water in the ponds.

The park needs pedestrian-scale lighting.

Needs improved signage.

**Finnup Scout Park**

Expand to the north, there are four acres available.

Add an indoor facility for scouts.

**Fansler Field**

Add more security fencing and more shade areas.

The exterior of the park needs general landscape work.

**Deane Wiley Park**

Add more walking trails and a sidewalk on Campus Drive.

Add a gazebo or other type of covered public meeting space.

Create an opportunity for park visitors to rent balls for game play.

**Harold Long Park**

Add a picnic shelter, restroom facility, and water fountain.

Segment a portion of the park for smaller and younger children.

Incorporate additional seating.

**Charles Peebles Complex**

Further develop this to support regional tournaments.

Upgrade bathrooms and concession stand.

**Stevens Park**

Need newer benches in front of the bandshell.

Paint a hopscotch game in the park.

Re-orient sprinklers so that the sidewalks are getting watered so often.

**Garden City Municipal Pool**

Add shade spots around the pool, either artificial or green.

Refinish the bottom of the pool.

---

## **EMPHASIS ON COMMUNITY ENTRYWAYS CITIZEN EXPERIENCE**

Approximately 50 residents participated in the Increased Emphasis on Community Entryways outcome meetings. After learning about the different elements of community image and brand, participants took part in several interactive exercises.

### **Spend City Dollars to Enhance Garden City's Gateways**

Meeting attendees were then divided into small groups and were asked to spend "city dollars" enhancing and improving Garden City's gateways. Each participant received \$1,000 (Monopoly) and was then asked to allocate money for gateway improvements. Residents could choose to spend all of their improvement dollars on a single gateway or they could divide it between several gateways. Participants were intentionally given a fixed amount of funds to simulate the finite amount of resources that cities have to beautify and enhance their gateways.

The results indicate that the southeast gateway (east of intersection Highway 50 and Highway 83) is the most prominent and the most in need of improvements. The northern gateway (intersection of Mary Street and Taylor Street) received the second highest amount of improvement money. The southern gateway (Main Street and to the south city limits) received the third highest amount of enhancement money. The eastern gateway (intersection of Kansas Avenue and Highway 156) received the fourth highest amount of improvement money. Finally, the downtown gateway (Kansas Avenue and Main Street) received the least amount of gateway enhancement funds.

### **Visual Preference Survey – Gateway Monuments**

The gateway monument visual preference survey presented a broad variety of community entryway signs to the meeting participants. Each attendee was asked to rate the overall aesthetics of the gateway monuments. Eight vastly different gateway monument signs were presented and the participants had the choice of ratings the monuments very good, good, acceptable, poor, and very poor. The highest rated monument and city logo results of this exercise can be seen on the following pages, the others can be found in Appendix C.

### **Visual Preference Survey – City Logos**

The city logo visual preference survey presented a broad variety of city logos to the meeting participants. Each attendee was asked to rate the overall aesthetics of the city logo. Eight vastly different city logos were presented and the participants had the choice of rating the logo very

good, good, acceptable, poor, and very poor.

### **Garden City Logo / Brand**

After the visual preference surveys, each session then discussed Garden City's own brand, image, logo, and tagline. The following questions were posed to each group:

- What are Garden City's greatest attributes?
- What is Garden City known for?
- What story should the logo and tagline tell?
- How do you describe this community to folks that aren't from here?

The residents of Garden City perceive their community as...

- Professional
- Diversity in business
- Regional
- The "Big" city in southwest Kansas
- Educated and well traveled
- Healthy
- Well landscaped
- Multi-cultural
- Clean (some parts)
- Progressive
- Diverse
- Forward thinking
- Cutting edge
- An easy place to live
- Strong feeling of community
- Come grow with us
- Feels like home
- You know your neighbors
- "Garden" image
- Having a world-class zoo
- High quality streets
- More metropolitan vibe "entertainment"
- A great place for young families
- Not rural

Each session then brainstormed potential bylines. This exercise was challenging. The following tagline ideas were suggested:

Garden City – Growing Opportunities

- Garden Spot
- Haven of the High Plains
- Shop Here / Stop Here

## **APPENDIX C: DOWNTOWN MARKET ANALYSIS**

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Please see the "Garden City Downtown Market Study" Final report created on October 22, 2009.

# GARDEN CITY DOWNTOWN MARKET STUDY FINAL

October 22, 2009



## *Presented to:*

*Garden City Downtown Vision  
413 N. Main St.  
Garden City, KS 67846*

*City of Garden City  
301 N. 8<sup>th</sup> Street  
Garden City, KS 67846*

Paid for in part by the Kansas Department of Commerce Community Capacity Building Grant

## *Presented by:*



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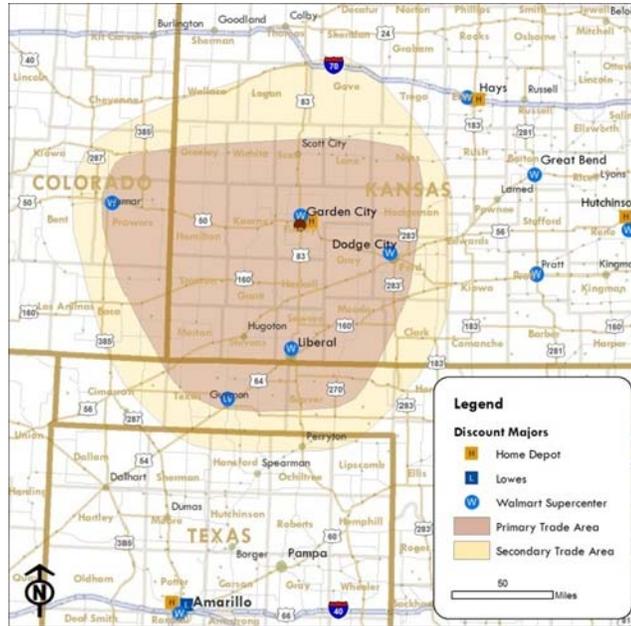
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## Executive Summary

- The City of Garden City, Kansas, is undertaking a Comprehensive Plan update. A section of the Comprehensive Plan is devoted to downtown. This report is a market analysis which identifies current and future growth and development opportunities in downtown Garden City. It is part of a larger strategy for revitalizing downtown Garden City being undertaken by the Garden City Downtown Vision organization.

## Trade Area

- A retail market or trade area is the area from which a project will draw the majority of its retail customers. The primary trade area for Garden City is shown in brown on the adjoining figure. It extends through southwest Kansas and parts of southeast Colorado and the Oklahoma panhandle. Additional potential spending is available from residents even further from Garden City in the secondary trade area, shown in yellow.



## Demographic Characteristics

- Demographic characteristics are important in determining an area's economic potential.
- Between 1990 and 2000, the City of Garden grew by approximately 4,354 persons in 1,114 households. Between 2000 and 2008, Garden City grew by approximately 400 persons.
- There are an estimated 9,400 households in Garden City and 74,344 households in the primary and secondary trade areas. The trade area's population is projected to remain relatively stable on a long term basis.
- Median household incomes in the City are estimated at just over \$50,000 while average household incomes are higher at over \$60,000. The majority of households in the City, primary and secondary trade areas have household incomes in the \$50 to \$75,000 household income ranges.
- Although the majority of housing is owner-occupied, there is more renter-occupied housing in Garden City compared to the larger primary and secondary trade areas. Garden City also enjoys lower residential vacancies than the larger regional area.
- Garden City is a relatively young community compared to the larger trade areas. Garden City also has a substantially larger population of Hispanic origin than the primary and secondary trade areas.

- Overall educational attainment in the City of Garden City is lower than in the primary and secondary trade areas.
- While employment in all three areas is primarily white collar, Garden City has a higher percentage of services and blue collar jobs compared to the larger trade areas, reflecting the presence of large regional employers such as Tyson Foods.
- By mid-2010, Sunflower Electric Power Corporation will begin construction and operation of a high-efficiency 895-megawatt mostly coal-fired power plant in Holcomb. The project is estimated to create 2,000 new jobs in western Kansas during construction and an estimated 400+ new direct and indirect full time jobs.

## Retail Demand

- Retail demand is calculated by multiplying the number of households by average household incomes, and then calculating the potential spending on different types of retail goods and services. A typical household in the Garden City area spends about 28% of their total household incomes on retail goods. An estimate of current sales is then subtracted from demand to derive an estimate of "unmet retail demand."
- There is currently unmet retail demand totaling over 1 million square feet in both the primary and secondary trade areas in a variety of different retail categories.
- Finney County and the rest of the primary trade area counties in southwestern Kansas have seen increases in overall sales tax revenues between 2000 and 2007. Retail sales in other parts of the trade area have increased at a faster rate relative to growth in Garden City.
- One of the primary challenges for the downtown area, as well as for other Garden City retailers is the increasing strength of retail in other parts of the trade areas and the challenge of keeping potential customers coming to Garden City.

## Downtown Retail

- As of early 2009, there were approximately 178 business establishments offering a variety of goods and services in downtown Garden City. In addition to retail businesses, there were approximately 23 residential units and 17 professional offices. There were an estimated 24 vacancies among the 178 business, governmental, and residential establishments counted.
- The total potential retail demand in downtown Garden City is estimated as follows:
  - Furniture and Home Furnishing Stores – 11,067 to 17,708 square feet
  - Electronics and Appliances – 23,262 to 38,218 square feet
  - Building Materials – 41,908 to 67,052 square feet
  - Grocery Stores – 32,19 to 51,470 square feet
  - Health and Personal Care Stores – 18,340 to 29,344 square feet
  - Clothing and Clothing Accessories Stores – 12,612 to 20,178 square feet
  - Sporting Goods – 15,398 to 24,636 square feet
  - Miscellaneous Retailers – 17,316 to 27,705 square feet
  - Food Service (Restaurants and Fast Food) Places – 11,656 to 18,650 square feet

- Restaurants and other food services are among the most likely candidates for near term tenanting opportunities. Downtowns are typically most attractive for specialty retail, as well as restaurant uses. Specialty foods, craft items, antiques, and the like are often found in downtown locations. Soft goods such as clothing and accessories, shoes, and some sporting goods can be successful in downtown locations with appropriate merchandising and marketing. Other potential categories, although more difficult to tenant for a number of different reasons, are hard goods (building materials, electronics and appliances and furniture) as well as grocery stores and drug stores.

### **Other Potentials**

- *Residential* - The development or reuse of buildings as quality and affordable rentals has been successful in downtown Garden City. This development trend continues to make market sense on an incremental basis. Seniors, students and others new to Garden City who may be in the area for work are three market segments that are rent-sensitive and appear to provide the primary market for new rental units. The strengthening of neighborhood-serving retail and service businesses will be essential in ensuring that downtown becomes a suitable residential area and potentially evolves into a market that can ultimately accommodate higher-end ownership residential units.
- *Hotels* - Hotels are generally operating at a fairly healthy level in Garden City. Incorporating a hotel into downtown, whether at the Windsor, or any other location may be difficult without a significant increase in downtown activity and services to compete effectively against the services available to hotel customers on Kansas Avenue and near the state highways.

### **Comprehensive Plan**

- The market analysis is a part of a larger strategy for revitalizing downtown Garden City. The Garden City Downtown Vision organization is undertaking a comprehensive Main Street approach to enhancing their downtown. Understanding the market is one important element.
- The Garden City Comprehensive Plan section on downtown identifies important issues for downtown, stakeholder concerns and feedback, along with an action plan for downtown revitalization.

## GARDEN CITY DOWNTOWN MARKET STUDY

### I. Introduction

The City of Garden City, Kansas, is undertaking a Comprehensive Plan update which is a document and process guiding the community's future growth and development. Given the role and importance of downtown to the City of Garden City, a section of the Comprehensive Plan is devoted to downtown. This report is a market analysis focusing on downtown Garden City which identifies current and future growth and development opportunities to help with current and ongoing downtown planning efforts.

The following report addresses downtown retail, residential and other commercial market activities in the area which affect future downtown Garden City potentials. The analysis incorporates interviews with key individuals and stakeholders, feedback from public meetings held in January and June, 2009, collateral materials, and other documentation from parties in the regional area

The report is outlined as follows:

- *Trade/Market Area:* The trade area for downtown Garden City is examined. Because the City is a regional retail center and home to a Walmart Supercenter, a Super Target, a Home Depot and others, it attracts residents from a large regional area who come to shop. Furthermore, city cultural and recreational activities attract residents from a wide ranging area to the City.
- *Population and Demographics:* Population and demographic characteristics of the City of Garden City as well as the larger regional trade area are presented and discussed.
- *Retail Potentials:* Existing and future retail demand based on current and future populations and incomes are examined. The current establishments in downtown Garden City are then described and compared to the demand currently available in the market or trade area. The analysis also lists retail potentials focusing on the downtown area.
- *Residential Potentials:* A few of the historic lodging establishments in downtown Garden City have been successfully rehabbed into residential units. These units have proven to be popular. Public meeting feedback and interviews indicate potential demand for additional residential units in the downtown area.
- *Lodging and Other Options:* During the course of the public meetings and process, the potential for other uses including hotels, conference centers, etc. was brought up. These potential uses are discussed.

- *Conclusions and Recommendations:* The results of the analysis and recommendations are summarized.

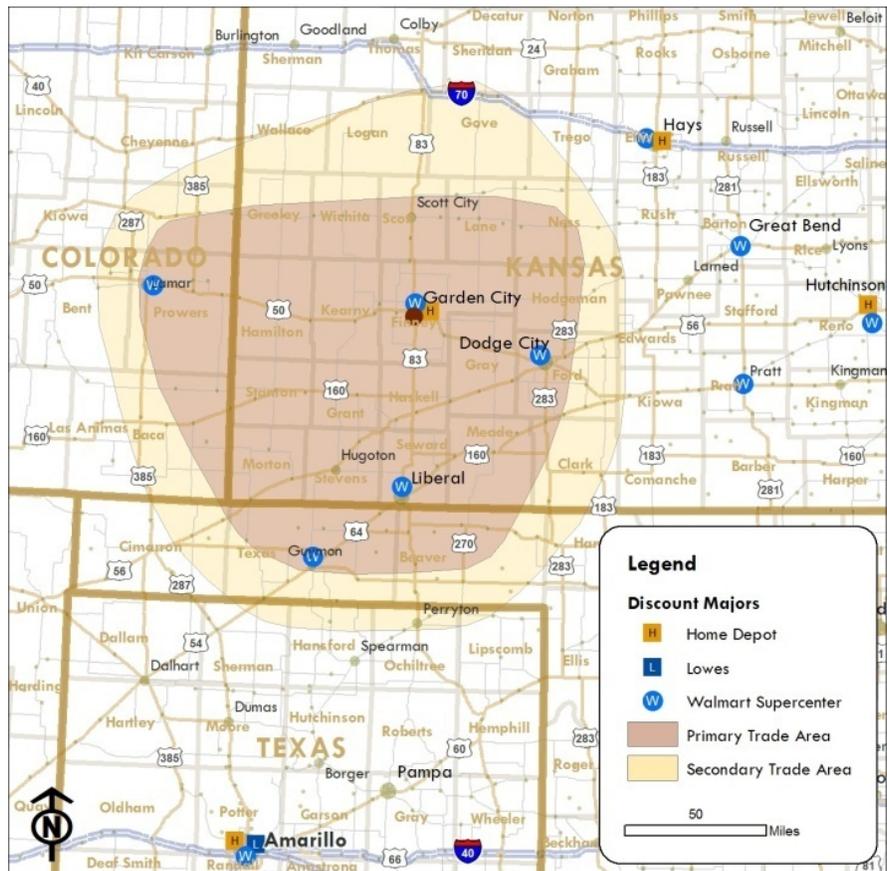
## II. Retail Analysis

### 2.1 Retail Trade Area

A retail market or trade area is the area from which a project will draw the majority of its retail customers. Boundaries of retail trade areas are often irregular because they can be influenced by geographic barriers, commuting patterns, the presence of competing or complementary retailers, residential and /or employment concentrations, as well as other factors.

**Figure 1**  
**Garden City Primary and Secondary Trade Areas**  
**Garden City Downtown Market Analysis**

The custom trade area used in this analysis includes an area shown in **Figure 1**. The primary trade area includes Garden City (in brown) as well as Dodge City, Liberal, parts of the Oklahoma Panhandle, and southeastern Colorado. The presence of big boxes like Home Depots, Walmart Supercenters and Super Targets help define the trade areas. They are also shown in **Figure 1**. While many of the communities have their own retail outlets (ie Walmarts), it is also assumed that many residents will travel to Garden City for certain goods and services. In addition to being a retail center, Garden City is a recreation, civic, social and medical services center for the region.



The secondary trade area (in yellow) goes up to I-70 to the north, south to parts of the Texas panhandle and west along US 50 almost to La Junta in Colorado. Residents of these areas have other shopping options from which to choose or the geographic distances are too great for regular shopping in Garden City. The secondary trade area assumes that only a portion (25% of potential spending) will be spent in Garden City.

## 2.2 Population and Households

This section describes population and household trends in the City of Garden City, surrounding communities as well as the larger regional trade area. Between 1990 and 2000, the City of Garden City grew by approximately 4,354 persons in 1,114 households. Holcomb and Finney County also enjoyed growth during this period increasing by 625 and 7,453 persons respectively.

**Table 1**  
**Population and Household Trends**  
**Garden City Downtown Market Analysis**

	1990	2000	2008 [1]	Change 1990-2000	Change 2000-2008
<b>Garden City</b>					
Population	24,097	28,451	28,855	4,354	404
Households	8,224	9,338	9,376	1,114	38
Average Household Size	2.93	2.99	3.02		
<b>Holcomb</b>					
Population	1,400	2,025	1,946	625	-80
Households	388	592	569	204	-23
Average Household Size	3.61	3.42	3.42		
<b>Finney County</b>					
Population	33,070	40,523	40,797	7,453	274
Households	10,836	12,948	13,036	2,112	88
Average Household Size	3.01	3.09	3.09		

Source: City of Garden City, ArLand

[1] population estimates for 2008 are based on Garden City estimates

Average household size is based on American Community Survey

(US Census) estimates of household sizes in 2008 for Garden City and Finney County

and adjusted for non-household populations

Between 2000 and 2008, Garden City grew by approximately 400 persons. The Primary Trade Area also enjoyed growth during this time with the addition of 957 persons, while the overall population in the much larger secondary trade area shrank by 410 persons.

**Table 2**  
**Population and Household Trends in Trade Areas**  
**Garden City Downtown Market Analysis**

	2000	2008
Garden City		
Population	28,451	28,855
Households	9,338	9,376
Population / HH	2.99	3.02
Primary Trade Area		
Population	186,445	187,402
Households	64,628	64,374
Population / HH	2.83	2.86
Secondary Trade Area [1]		
Population	212,921	212,511
Households	75,106	74,344
Population / HH	2.79	2.81

Source: City of Garden City, ESRI

[1] also includes population and households in primary trade area

Overall average and median household incomes are higher in Garden City than in the larger primary and secondary trade areas. Garden City median household incomes are estimated at just over \$50,000 while average household incomes are higher at over \$60,000. The majority of households in the broader trade areas have household incomes in the \$50 to \$75,000 household income range.



**Table 3**  
**Estimated Trade Area Incomes, 2008**  
**Garden City Downtown Market Analysis**

	Garden City	Primary Trade Area	Secondary Trade Area
< \$15,000	10.1%	11.1%	11.60%
\$15,000 - \$24,999	10.4%	11.4%	11.70%
\$25,000 - \$34,999	12.1%	13.1%	13.20%
\$35,000 - \$49,999	16.4%	17.7%	18.00%
\$50,000 - \$74,999	23.5%	23.4%	23.30%
\$75,000 - \$99,999	16.6%	13.5%	12.80%
\$100,000 - \$149,999	7.3%	6.2%	6.00%
\$150,000 - \$199,999	1.5%	1.7%	1.60%
\$200,000 +	2.1%	1.8%	1.80%
Median Household Income	\$50,785	\$46,943	\$46,009
Average Household Income	\$61,448	\$57,701	\$56,672

Source: ESRI, ArLand

Overall owner occupancies are much higher in the larger primary and secondary trade areas than in Garden City although the majority of residences in all areas are owner-occupied. Overall vacancies are also higher in the primary and secondary trade areas than in Garden City. While vacancies in Garden City were estimated at approximately 8% in 2008, interviews indicate that 2009 vacancies may be lower.

**Table 4**  
**Housing Tenure in Trade Areas, 2008**  
**Garden City Downtown Market Analysis**

	Garden City	Primary Trade Area	Secondary Trade Area
Owner Occupied	59.0%	61.8%	61.6%
Renter Occupied	32.7%	27.2%	26.1%
Vacant	8.4%	11.0%	12.3%

Source: ESRI, ArLand

Garden City is a relatively young community compared to the larger trade area. Over a third of the City's population is younger than age 20 and the community has a smaller percentage of persons in the 65+ age categories compared to the primary and secondary trade areas (8% compared to 10% in the primary trade area and 11% in the secondary trade area).

**Table 5**  
**Age Breakdown in Trade Areas, 2008**  
**Garden City Downtown Market Analysis**

	Garden City	Primary Trade Area	Secondary Trade Area
0-19	35.4%	32.6%	31.9%
20-34	22.3%	21.3%	20.9%
35-44	13.9%	13.1%	12.9%
45-54	12.4%	13.2%	13.5%
55-64	7.8%	9.0%	9.4%
65-74	4.2%	5.3%	5.6%
75+	4.1%	5.4%	5.8%
	100.1%	99.9%	100.0%

Source: ESRI, ArLand

Garden City also has a substantially larger population of Hispanic origin than the primary and secondary trade areas. Over 50% of the population is estimated to be of Hispanic origin, compared to 38.7% in the primary trade area and 35.3% in the secondary trade area.

**Table 6**  
**Race and Hispanic Origin in Trade Areas, 2008**  
**Garden City Downtown Market Analysis**

	Garden City	Primary Trade Area	Secondary Trade Area
White	63.9%	72.6%	74.8%
Black	1.4%	1.2%	1.1%
American Indian	0.9%	0.8%	0.8%
Asian/Pacific Islander	3.9%	1.9%	1.7%
Other / Two or more	29.8%	23.6%	21.5%
Hispanic Origin*	51.8%	38.7%	35.3%

Source: ESRI, ArLand

\* can be of any race

Overall educational attainment in the City of Garden City is lower than in the primary and secondary trade areas. Nearly a third of adults over the age of 25 have less than a high school education with lower levels of attainment at the high school, college and postgraduate levels.

**Table 7**  
**Educational Attainment 25+, 2008**  
**Garden City Downtown Market Analysis**

	Garden City	Primary Trade Area	Secondary Trade Area
< High School	31.6%	25.6%	24.2%
High School Graduate	25.1%	28.4%	29.1%
Some College, Associate Degree	28.6%	29.3%	29.7%
Bachelor's Degree	9.9%	11.6%	12.0%
Graduate / Professional Degree	4.8%	5.1%	5.1%

Source: ESRI, ArLand

**Table 8** lists the largest employers in the Garden City area. Tyson Foods is the largest, employing over 3,000 persons followed by the public school district, hospital, Walmart, and government employment.

**Table 8**  
**Largest Employers in the Garden City Area**  
**Garden City Downtown Market Analysis**

Employer	Industry	Approximate Employees
Tyson Fresh Meats	Beef Products	3,100
USD # 457	Public School System	1,100
St. Catherine Hospital	Hospital	504
Wal Mart Supercenter	Retail shopping	405
Finney County	County Government	350
City of Garden City	City Government	285
Garden City Community College	Community College	225
Sunflower Electric	Electricity	217
Beef Products Inc	Beef Products	216
Dillon's Superstore & Eastgate	Grocery	210
EagleMed	Medical Transportation	178
Siena Medical Clinic	Family Medical Service	146
Brookover Companies	Feedyards & Country Club	143
Garden Valley Retirement	Nursing & Assisted Living	130
Home Depot	Retail Store	120
Nex-Tech	Computer-Consultant/Network	118
Palmer Manufacturing	Tank Manufacturer	115
USD # 363 Holcomb	Public School System	110
Mosaic	Rehabilitation	100
<b>Total Major Employers</b>		<b>7,772</b>

Source: Garden City Area Chamber of Commerce, 7/09

While employment in all three areas is primarily white collar, Garden City has a higher percentage of services and blue collar jobs compared to the larger trade areas. In the blue collar professions, there is a substantially higher percentage of production jobs in the immediate Garden City area reflecting the presence of Tyson Foods.

**Table 9**  
**Employment by Occupation, 16+, 2008**  
**Garden City Downtown Market Analysis**

	Garden City	Primary Trade Area	Secondary Trade Area
White Collar	46.5%	48.0%	49.2%
Management/Business/Financial	8.8%	12.7%	13.8%
Professional	14.8%	14.0%	14.3%
Sales	10.8%	9.5%	9.3%
Administrative Support	12.0%	11.7%	11.8%
Services	15.7%	15.1%	14.9%
Blue Collar	37.8%	36.9%	36.0%
Farming/Forestry/Fishing	2.1%	5.2%	5.4%
Construction/Extraction	6.3%	6.8%	6.7%
Installation/Maintenance/Repair	4.1%	5.0%	5.0%
Production	17.2%	11.9%	10.8%
Transportation/Material Moving	8.2%	8.1%	8.0%

Source: ESRI, ArLand

Garden City also houses a major regional medical center and a community college. While Garden City suffered a major challenge with the catastrophic fire at the ConAgra plant in 2000, it has recovered well. Anecdotally, demand for employees continues to exceed the ability of employers to find workers.

**Table 10** shows industry trends in Finney County between 2003 and 2008. While the area enjoyed overall employment growth, much of that growth was concentrated in the Utilities sector. Information for the manufacturing sector was not disclosed for confidentiality reasons.

**Table 10**  
**Finney County Industry Trends, 2003-2008**  
**Garden City Downtown Market Analysis**

<b>Industry</b>	<b>2003 Employment</b>	<b>2008 Employment</b>	<b>Change 2003-2008</b>
Accommodation / Food Services	1,225	1,259	34
Administrative Support / Waste Management	400	352	(48)
Agriculture, Forestry, Fisheries	583	488	(95)
Arts, Entertainment, Recreation	139	100	(39)
Construction	975	840	(135)
Educational Services	**	8	--
Finance and Insurance	412	418	6
Health Care and Social Assistance	1,673	1,898	225
Information	223	149	(74)
Management of Companies & Enterprises	88	36	(52)
Manufacturing	**	**	--
Mining	273	370	97
Other Services	511	522	11
Professional & Technical Services	338	335	(3)
Real Estate, Rental & Leasing	209	176	(33)
Retail Trade	2,361	2,508	147
Transportation & Warehousing	455	501	46
Utilities	243	6,266	6,023
Wholesale Trade	563	714	151
<b>All</b>	<b>17,555</b>	<b>17,956</b>	<b>401</b>

\*\* Not disclosed

Source: Kansas Department of Labor, Labor Market Information Services, ArLand

By mid-2010, there will be additional employees in the Utilities sector. Sunflower Electric Power Corporation will begin construction and operation of a high-efficiency 895-megawatt mostly coal-fired power plant in Holcomb. Sunflower is a regional wholesale power supplier which operates a system of gas and coal-fired generating plants and a 1,200 mile transmission system for the needs of its six member cooperatives serving regional utilities in western Kansas and 10 states. The Garden City Area Chamber of Commerce estimates that the project will create 2,000 new jobs in western Kansas during construction, and a tax boost of more than \$1.7 million. Once the plant is operational, an estimated 400+ new direct and indirect full-time jobs will be created, with earnings of more than \$22 million per year.

### **2.3 Population and Household Projections**

Although Garden City has grown on a relatively consistent basis since the 1960's, there have been fluctuations in population and household growth in the larger regional and trade area

primarily due to the overall availability of jobs. Although local long term projections vary in whether long term growth or decreases are projected, the forecasts – either positive or negative – are less than 1% on an average annual basis. This indicates that the trade area’s population is projected to remain relatively stable on a long term basis. Several of the more pertinent projections that were taken into consideration include the following.

- Wichita State University’s Center for Economic Development and Business Research projects that between 2000 and 2030, Finney County’s population will decline on an average annual basis by 0.9%. The Kansas counties within the primary trade area will decrease in population on an average annual basis by 0.3%.
- In 2008, the Finney County CHAT (Community Housing Assessment Team) Report projected long term growth (through 2020) in Finney County at approximately 0.69% to 0.73%.
- The Kansas Division of the Budget provides the official Kansas State population estimates and is responsible for the certification of Kansas Population Data to the Secretary of State. . The office projects that the population in Finney County will grow on an average annual basis by 0.13% per year through 2027 (2000-2027). In Kansas’s 18 counties in the primary trade area, population is projected to remain the same over the long term through 2027 with some slight fluctuations.

## 2.4 Demand and Supply Analysis

This section will outline the retail market potentials for downtown Garden City based on an estimate of demand and supply in the primary and secondary trade areas. Retail demand is calculated by:

- Estimating households and incomes in the trade area in order to derive the total household income potentially available for retail expenditures; and
- Based on current expenditure patterns, calculating the income percentage spent in retail categories by residents within the trade area. This results in estimated demand by retail category.

By comparing estimated demand (both current and future) to an estimate of supply or sales by retail category, unmet retail demand can be derived by:

- Subtracting supply from demand to obtain an estimate of unmet demand; and
- Incorporating sales per square foot averages by retail category in order to arrive at the approximate square footage of unmet retail demand.

The estimate of unmet retail demand is considered by retailers along with other criteria in making location decisions. Retailers also consider other factors including the overall retail project format, synergy with other tenants, and location vis-à-vis existing stores. Retailers locate in different types of centers and each retailer has its own location criteria.

**Table 11** shows the estimated total household income in the primary and secondary trade areas in 2008. Total incomes in the primary trade area are estimated at \$3.7 billion. It is assumed that residents in the secondary trade area, given their distance to Garden City, have other shopping options and would choose to shop in Garden City on a more intermittent basis. Total household incomes in this area are estimated at \$141 million. Total primary and secondary trade area incomes are nearly \$3.9 billion.

**Table 11**  
**Total Household Incomes in Primary and Secondary Trade Areas, 2008**  
**Garden City Downtown Market Analysis**

<b>Primary Trade Area</b>	
Households	64,374
Average Household Income	\$57,701
Total Personal Income (\$000s)	\$3,714,444,174
% of Trade Area	100%
<i>Income Available</i>	<i>\$3,714,444,174</i>
<b>Secondary Trade Area</b>	
Households	9,970
Average Household Income	\$56,672
Total Personal Income (\$000s)	\$565,019,840
% of Trade Area	25%
<i>Income Available</i>	<i>\$141,254,960</i>
<b>Primary and Secondary Trade Area</b>	<b>\$3,855,699,134</b>

Source: ESRI, City of Garden City, ArLand

**Table 12** compares expenditure potentials to retail capture by existing retailers to estimate unmet retail demand by retail category. Demand is calculated by multiplying typical household expenditures at each of the retail store types by the total household incomes of nearly \$3.9 billion. Grocery store demand, for example, is estimated at \$215 million. Total retail demand is estimated at just over \$1 billion or 28.2 percent of total gross incomes available in the trade areas.

Unmet retail demand (current retail void in the table below) is calculated by subtracting a sales estimate in each retail category from the demand estimate. In order to calculate an estimate of unmet retail square footage, the unmet retail dollar demand is divided by an estimate of sales per square foot at a typical retailer in the retail category.

**Table 12**  
**Unmet Retail Demand, 2008**  
**Garden City Downtown Market Analysis**

Category	% Retail Expenditures <sup>1</sup>	Total Potential Demand	Current Est. Sales	Retail Gap	Est. Sales / s.f.	Current Retail Void (s.f.)
Auto Parts, Accessories, and Tires	0.9%	\$35,328,811	\$49,912,647	---	\$250	---
Furniture & Home Furnishings Stores	1.0%	\$40,171,605	\$29,104,260	\$11,067,346	\$250	44,269
Electronics & Appliance Stores	0.9%	\$34,516,847	\$11,255,302	\$23,261,545	\$250	93,046
Bldg Mater., Garden Equip. & Supply	2.6%	\$99,221,235	\$48,932,337	\$50,288,898	\$300	167,630
Food & Beverage Stores						
Grocery Stores	5.6%	\$215,550,769	\$164,080,471	\$51,470,298	\$400	128,676
Specialty Food Stores	0.1%	\$2,980,486	\$6,724,602	---	\$350	---
Beer, Wine, and Liquor Stores	0.5%	\$19,265,116	\$25,189,953	---	\$300	---
Health & Personal Care Stores	1.4%	\$55,065,987	\$34,892,244	\$20,173,743	\$275	73,359
Clothing and Clothing Accessories	1.4%	\$53,769,762	\$36,113,589	\$17,656,173	\$350	50,446
Sport. Goods, Hobby, Book, & Music	0.7%	\$27,621,649	\$12,224,189	\$15,397,460	\$250	61,590
General Merchandise Stores	7.5%	\$289,406,940	\$392,804,088	---	\$400	---
Miscellaneous Store Retailers [2]	1.0%	\$36,703,410	\$26,313,904	\$10,389,506	\$150	69,263
Food Services & Drinking Places [2]	4.6%	\$176,327,345	\$169,333,699	\$6,993,646	\$150	46,624
	<b>28.2%</b>	<b>\$1,085,929,963</b>	<b>\$1,006,881,285</b>	<b>\$206,698,615</b>		<b>734,904</b>

Source: ESRI BIS, Census of Retail Trade for CO, ULI, ArLand, LCG

[1] Demand percentages based on national and state averages

[2] Sales per square footage numbers estimated from HyettPalma 2005 report. Other categories from national sales / sf averages.

There is currently unmet retail demand totaling over 1 million square feet in both the primary and secondary trade areas. It is broken down as follows:

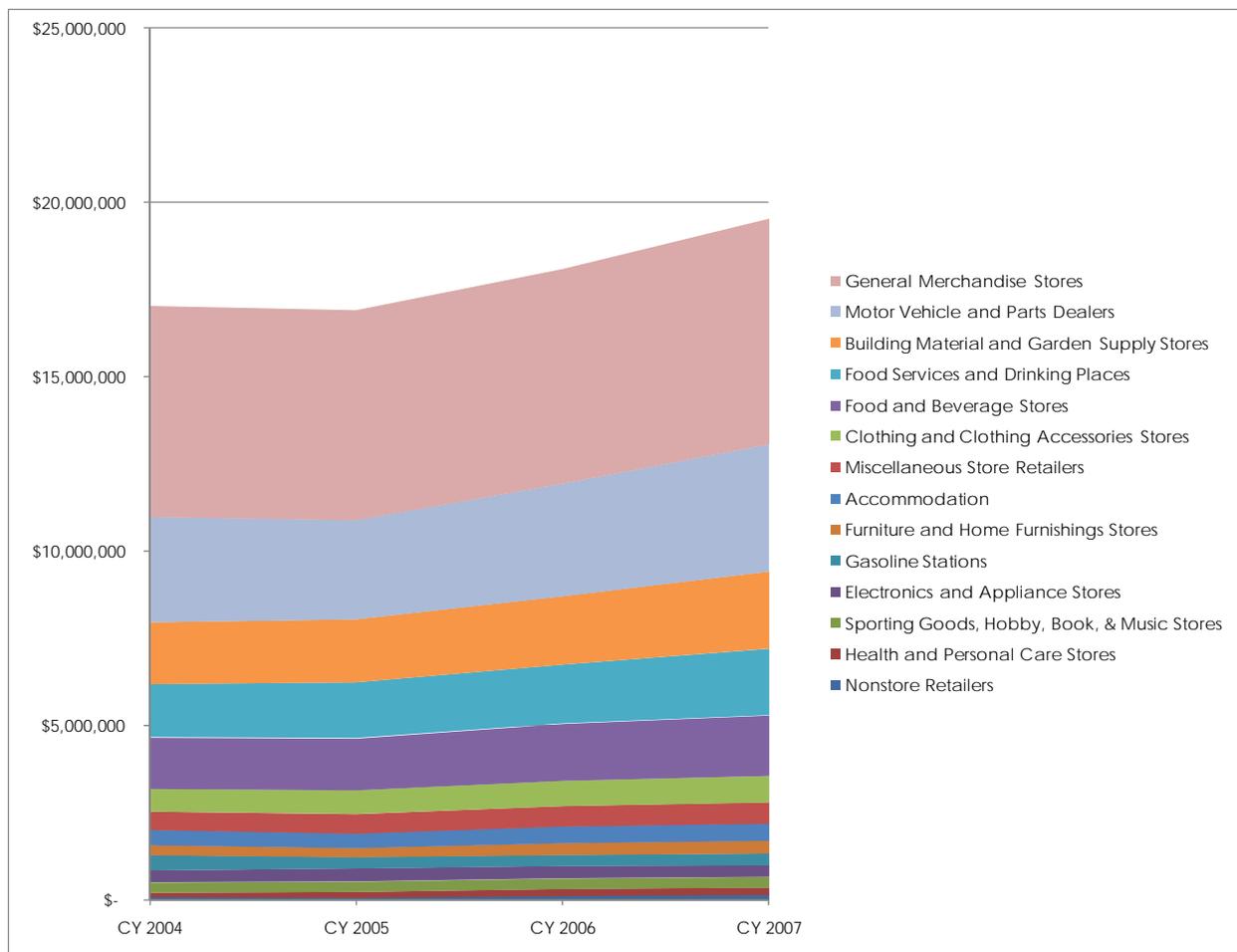
- Furniture and Home Furnishing Stores – 44,269 square feet
- Electronics and Appliances – 93,046 square feet
- Building Materials – 167,630 square feet
- Grocery Stores – 128,676 square feet
- Health and Personal Care Stores – 73,359 square feet
- Clothing and Clothing Accessories Stores – 50,446 square feet
- Sporting Goods – 61,590 square feet
- Miscellaneous Retailers – 69,263 square feet
- Food Service (Restaurants and Fast Food) Places – 46,624 square feet

It is important to note that only a portion of this total demand is available for downtown Garden City merchants. This will be discussed further in **Section 2.7**.

## 2.5 Retail Performance

As shown in **Figure 2**, sales tax revenue in Garden City increased by 4.7% on an average annual basis between 2004 and 2007. All the retail types listed in the figure below and tracked by the Kansas Department of Revenue enjoyed increased sales during this period with the exception of gasoline stations, and electronics and electronic appliance categories. Health and personal care stores saw the largest increases during this time. Walgreens is the type of store that falls into this category.

**Figure 2**  
**Sales Breakdown by Retail Type in Garden City, 2004-2007**  
**Garden City Downtown Market Analysis**



Source: Kansas Department of Revenue, ArLand

While cities derive their revenues from a number of different sources, sales taxes comprise a significant portion of their revenue base. These revenues are then used to pay for important and vital city services including police and fire protection, among an array of public services. **Table**

13 highlights the importance of retail trade to the City. The sector comprises over 70% of the City's sales tax sector contribution.

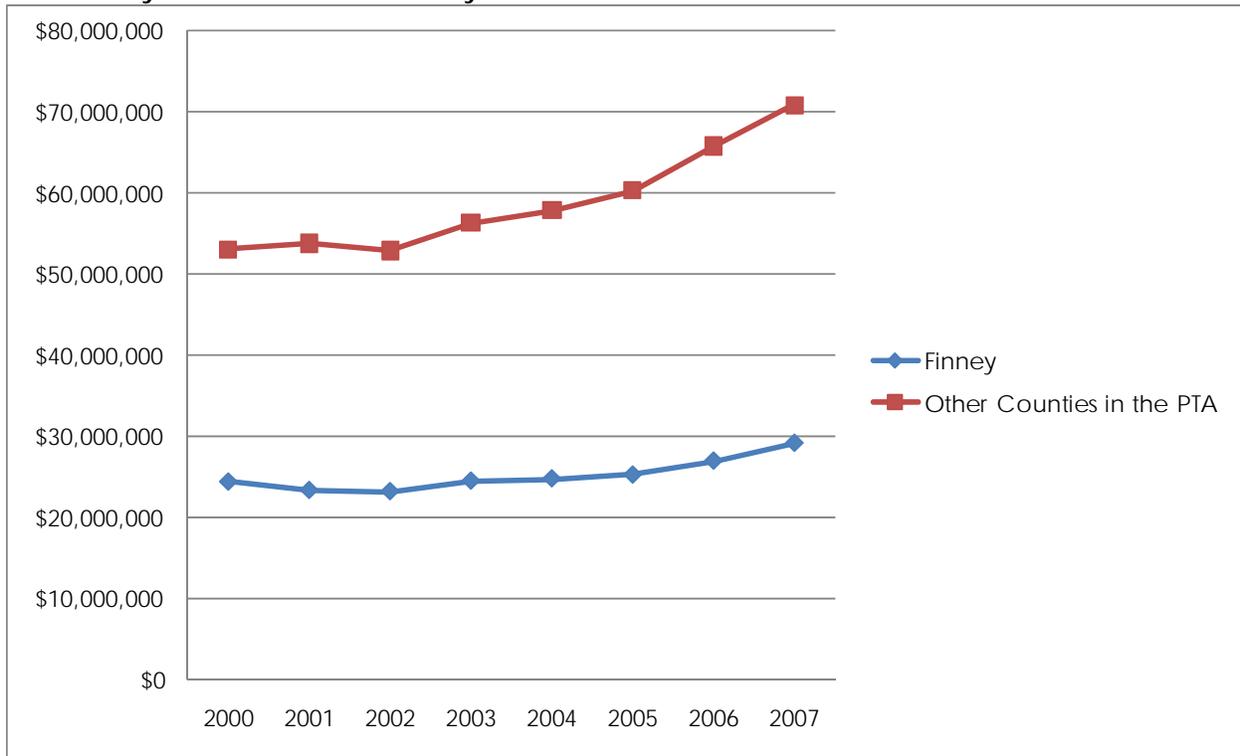
**Table 13**  
**Contribution to Sales Tax Revenues in Garden City**  
**Garden City Downtown Market Analysis**

<b>Industry</b>	<b>CY 2007</b>
Agriculture, Forestry, Fishing and Hunting	0.0%
Mining	0.1%
Utilities	2.0%
Construction	1.4%
Manufacturing	1.0%
Wholesale Trade	2.7%
<b>Retail Trade</b>	<b>72.9%</b>
Transportation and Warehousing	0.0%
Information	4.8%
Finance and Insurance	0.1%
Real Estate and Rental and Leasing	0.7%
Professional and Technical Services	0.3%
Management of Companies and Enterprises	--
Administrative and Waste Services	0.3%
Educational Services	0.1%
Health Care and Social Assistance	0.2%
Arts, Entertainment, and Recreation	0.3%
Accommodation and Food Services	10.2%
Other Services (except Public Administration)	2.6%
Public Administration	--
Unclassified Establishments	0.1%
<b>Total</b>	<b>100.0%</b>

Source: Kansas Department of Revenue, ArLand

Garden City retail comprises a significant portion -- over 80% -- of Finney County retail sales. Finney County comprises approximately 30% of overall sales revenues in the Primary Trade Area. **Figure 3** shows Finney County sales tax revenue trends as reported by the Kansas Department of Revenue. While both Finney County and the rest of the primary trade area counties have seen increases in overall sales tax revenues between 2000 and 2007, it also shows that retail sales in other parts of the trade area have increased at a faster rate relative to growth in Garden City.

**Figure 3**  
**Sales Tax Revenues in Finney County vs. Other Counties in the Primary Trade Area**  
**Garden City Downtown Market Analysis**



## 2.6 Downtown Garden City

Downtown Garden City was the City's and the region's retail, civic, cultural and services center for many years. Like many downtowns, as the city has expanded outward, the location of some of these goods and services has shifted to the City's edges, closer to primary highways and transportation corridors.

**Figure 4** shows the boundaries of downtown Garden City. It includes the city government offices and county services, several parks, and several churches, in addition to the area's commercial establishments. Main Street is downtown's primary retail corridor.

As of early 2009, there were approximately 178 business establishments offering a variety of goods and services as shown in **Table 14**. In addition to a wide array of retail business establishments, there were approximately 23 residential units and 17 professional offices. There were an estimated 24 vacancies among the 178 business, governmental, and residential establishments counted.



**Table 14**  
**Garden City Downtown Business Establishments, 1 Q 2009**  
**Garden City Downtown Market Analysis**

Type	No.	Type	No.	Type	No.	Type	No.
Antiques	3	Computers	2	Medical	4	Residential	23
Art	1	Dept. Store	1	Men's Clothing	3	Service	23
Auto	5	Education	1	News	1	Shoes	1
Bank	3	Food	5	Novelty	1	Sewing	1
Bar	1	Furniture	2	Nonprofit	9	Signs	1
Bike	1	Gifts	5	Professional	17	Vacant	24
Books	2	Government	5	Park	2	Women's Clothing	4
Bridal	1	Hair	7	Parking	13		
Church	2	Jewelry	3	Radio	1	<b>Total</b>	<b>178</b>

Source: Garden City Downtown Vision, ArLand

## 2.7 Downtown Retail Recommendations

There is currently unmet retail demand totaling over 1 million square feet in both the primary and secondary trade areas. As previously indicated, it is broken down as follows:

- Furniture and Home Furnishing Stores – 44,269 square feet
- Electronics and Appliances – 93,046 square feet
- Building Materials – 167,630 square feet
- Grocery Stores – 128,676 square feet
- Health and Personal Care Stores – 73,359 square feet
- Clothing and Clothing Accessories Stores – 50,446 square feet
- Sporting Goods – 61,590 square feet
- Miscellaneous Retailers – 69,263 square feet
- Food Service (Restaurants and Fast Food) Places – 46,624 square feet

It is important to note that only a portion of this total demand is available for downtown Garden City merchants.

**Table 15** shows the estimated portion of overall demand potentially available for downtown Garden City merchants based on Garden City's current share of retail sales in the primary trade area (25-40%).



**Table 15**  
**Garden City Downtown Retail Demand**  
**Garden City Downtown Market Analysis**

	Total Primary and Secondary Trade Area Demand (sf)	Potentail Demand in Downtown Garden City (sf)
Furniture and Home Furnishing Stores	44,269	11,067 - 17,708
Electronics and Appliances	93,046	23,262 - 37,218
Building Materials	167,630	41,908 - 67,052
Grocery Stores	128,676	32,169 - 51,470
Health and Personal Care Stores	73,359	18,340 - 29,344
Clothing and Clothing Accessories Stores	50,446	12,612 - 20,178
Sporting Goods	61,590	15,398 - 24,636
Miscellaneous Retailers	69,263	17,316 - 27,705
Restaurants and Fast Food	46,624	11,656 - 18,650

Source:ESRI BIS, Census of Retail Trade for CO, ULI, ArLand, LCG

- Furniture and Home Furnishing Stores – 11,067 to 17,708 sf
- Electronics and Appliances – 23,262 to 38,218 square feet
- Building Materials – 41,908 to 67,052 square feet
- Grocery Stores – 32,19 to 51,470 square feet
- Health and Personal Care Stores – 18,340 to 29,344 square feet
- Clothing and Clothing Accessories Stores – 12,612 to 20,178 square feet
- Sporting Goods – 15,398 to 24,636 square feet
- Miscellaneous Retailers – 17,316 to 27,705 square feet
- Food Service (Restaurants and Fast Food) Places – 11,656 to 18,650 square feet

While many of these retail store types can be found in a “big box” store format, the most appropriate format for a downtown area store is likely to be a smaller, independently owned store. Many of the big box format stores, such as Ross Dress for Less, or Bed Bath and Beyond for example, have a certain format which may not be currently appropriate within the parameters of the downtown. Some of the national chains are experimenting with a more “urban” store format, ie smaller stores which attract residents in a tight trade area, many of whom may be on foot. However, most of the experimentation is currently occurring within well-established urban neighborhoods.

Of those categories most appropriate for downtown:

- **Restaurants and Other Food Services** - are among the most likely candidate for near term tenanting opportunities. Good restaurants create trade areas and markets of their own and help attract people who may not otherwise come to the downtown area. The analysis suggests at least 11,656 square feet of demand up to about 20,000 square feet, which could include a number of different restaurants offering a variety of different cuisines. If

development momentum were to be established in the downtown area, more restaurants could potentially be accommodated.

- **Specialty/ Miscellaneous Retail** – Downtowns are typically most attractive to the growth of specialty retail, as well as restaurant uses. Specialty foods, craft items, antiques, and the like are often found in downtown locations. There is about 17,000 to over 25,000 square feet of demand for this type of use.
- **Soft Goods** – This category, including clothing and accessories, shoes, and some sporting goods are often successful in downtown locations. They're often offered in a specialty boutique format. The downtown has several relatively successful clothing boutiques and sporting goods stores. Additional stores, potentially targeting a slightly different market niche may be complementary to the current retailers in the market.
- **Hard Goods** – It is potentially more difficult for smaller stores carrying hard goods like building materials, electronic and appliances, and furniture to compete with the larger box stores, unless they have a long time customer base, are really knowledgeable or have a specialized market niche. Ace Hardware, Radio Shack, and specialty furniture boutique stores have been successful in some downtowns, although these types of outlets have to be particularly competitive on service, price, and/or offer items not found in the larger box stores.
- **Specialty Grocer / Drug Stores**– While there seems to be demand for a grocery store and a drugstore (health and personal care store), attracting a specialty grocer and drugstore to the downtown area may be difficult without a fairly significant increase in the residential population. However, this is a rapidly expanding national store category with a lot of existing and potential future grocery store chains eyeing more “urban” downtown locations. As the downtown becomes more established, and as more residential units are developed, attracting a specialty grocer or drug store becomes more realistic.

### III. Residential Potentials

This analysis primarily focuses on retail opportunities; however, one of the key components of revitalizing downtowns is the presence of residents. Downtown Garden City is surrounded by stable single family neighborhoods. Public workshops held during the course of the Comprehensive Plan update indicate that the residential units in the historic buildings in the downtown area have been popular. There may be a potential demand for additional residential units given the lack of recent multi-family construction, expected surge in the workforce provided by the Sunflower plant construction, as well as ongoing demographic shifts.

#### 3.1 Potential Residential Demand

Interviews indicate that the current supply of residential housing in the immediate City may be tight. While housing occupancies have undoubtedly fluctuated over the years, by 2000, occupancies in Finney County were reportedly approximately 6% as shown in **Table 16**. Five

percent is considered the “equilibrium” rate for housing, the minimum rate at which households and families can move with relative ease within a market.

**Table 16**  
**Finney County Housing Occupancies, 1990 and 2000**  
**Garden City Downtown Market Analysis**

	---1990---		--- 2000 ---	
	No.	% of Total	No.	% of Total
Owner Occupied	6,665	62%	8,391	65%
Renter Occupied	4,171	38%	4,557	35%
Total Occupied	10,836	100%	12,948	100%
Vacant	860	7%	815	6%
Total	11,696		13,763	

Source: US Census

The number of single family units built in Finney County has steadily decreased as shown in **Figure 5**. 2002 saw a high of 84 single family units built while the high for single family manufactured units was 131 in 2000. Between 2000 and 2008, approximately 780 residential units were built in Finney County (single family, single family manufactured units and multifamily units) although the County saw an additional 88 new households during this same time period.

**Figure 5**  
**Building Permits Issued in Finney County for SF and SF Manufactured Units**  
**Garden City Downtown Market Analysis**

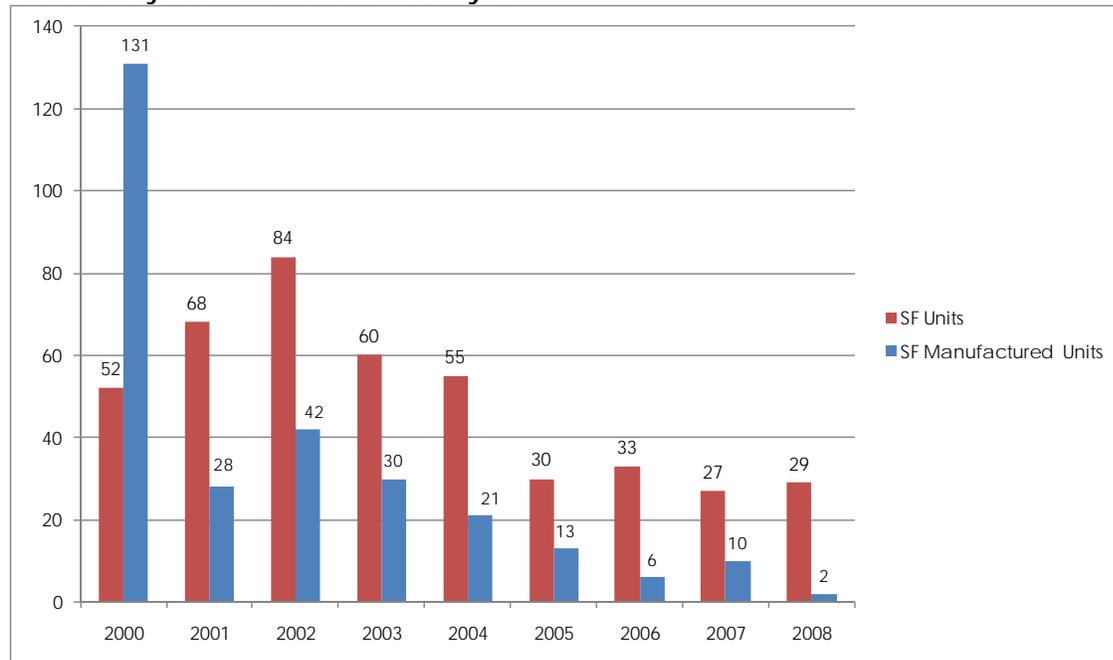
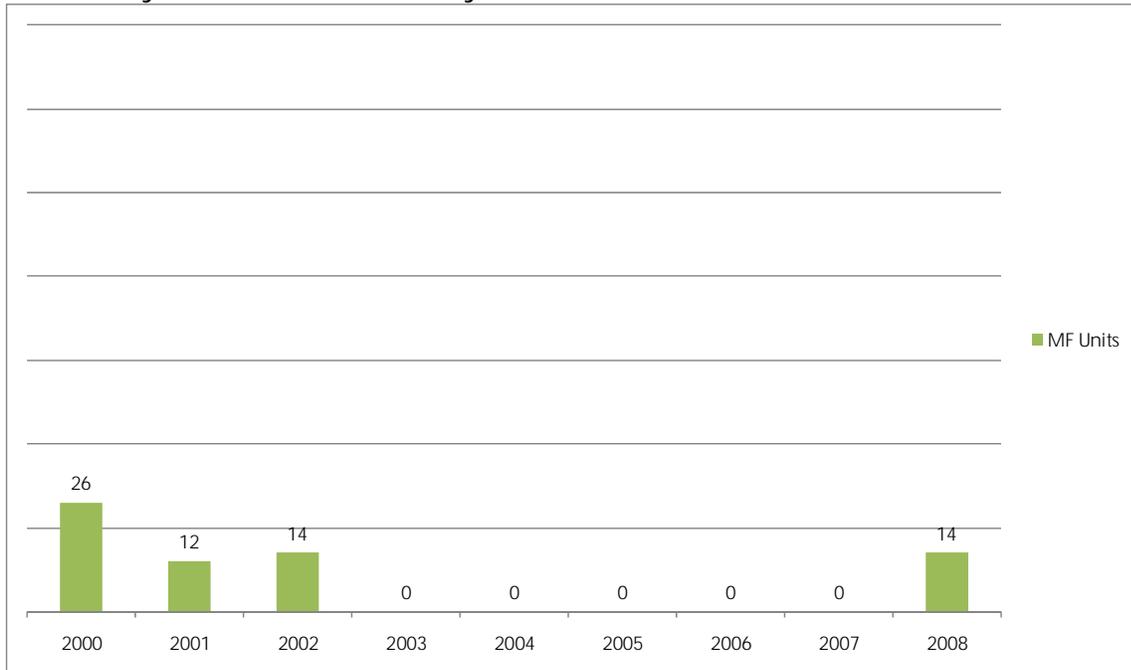


Figure 6 indicates that between 2002 and 2008, no multi-family units were built in Garden City. Between 2000 and 2008, only 66 multi-family units were built.

**Figure 6**  
**Building Permits Issued in Finney County for Multifamily Units**  
**Garden City Downtown Market Analysis**



The Finney County CHAT Report, completed in December, 2008, indicates that:

- After the ConAgra plant fire in 2000, Garden City's rental vacancy rate rose dramatically and resulted in no new multi-family building permits (or new construction) from 2002 to about 2008.
- Industrial employers such as Tyson have difficulty retaining employees because of the lack of housing. St. Catherine Hospital reportedly has difficulty attracting physicians and other professional staff because of a shortage of acceptable housing opportunities.
- The Finney County rental market does not support the monthly rents necessary to make projects feasible. Typical rents range from \$450 to \$600, insufficient to support unsubsidized development
- Garden City and surroundings will experience a continued, sustained demand for housing but a diminishing supply of lots. While land resources exist, the costs of public improvements – streets and infrastructure –discourage land development, particularly in a market with slow absorption. While both Garden City and Holcomb have a multi-year supply of platted lots, these do not all have full public services.

- The Finney County residential building community and industry, for a number of reasons, has historically had difficulty responding to demand.
- Special needs populations, including new immigrants, social service clients, students, construction workers, and low-income households create substantial demand.



Anecdotally, demand for employees continues to exceed the ability of employers to find workers or the housing industry to accommodate them. There seems to be very little flexibility in the market with some mismatch between the type of housing available and residential demand. There is also reportedly overflow into substandard housing units or into older motel units. Given Garden City and Finney County's relative distance from other

major metropolitan areas which can help accommodate overflow demand, additional demand presented by new employers in the market or new construction (ie Sunflower plant) is likely to place severe pressure on the housing market.

The CHAT Housing study also mentions the relative attractiveness of the downtown for new housing development. There are several examples of successfully rehabbed residential projects.

- The Warren Building is the best representation of a successful rehabbed building in downtown Garden City. The building, originally constructed in 1929, is comprised of 21 residential units from 325 to 1,100 square feet in size. Rents range from \$450 to \$750 per month. There are commercial units on the ground floor housing some services as well as the Patrick Dugan's coffee shop and Las Margaritas restaurant. There are reportedly no vacancies and owners indicate that there is no difficulty in re-leasing vacant units.
- The Buffalo Hotel is a planned renovation of a historic hotel at 117 Grant Avenue. Preliminary plans are for 5,000 square feet of commercial space on the ground floor for a potential restaurant and 14 residential units on the second and third floors.

Another residential opportunity that would be tremendously important to the downtown and symbolic of its revitalization is the Windsor Hotel.

- The historic Windsor Hotel is located at Main and Pine and is the best symbol of historic downtown Garden City. Built in 1887 of native stone and locally kilned brick, the four story hotel had 125 rooms with an interior courtyard and vaulted ceilings. Closed as a hotel in 1977, the Windsor is listed on the National Register of Historic Places. There have been

several unsuccessful attempts to redevelop the hotel. The most recent attempt involved a developer who was interested in redeveloping the hotel as a lodging facility. Residential and commercial mixed uses have also been discussed in relation to the property's potential re-use.

Current conditions do not indicate immediate opportunities for large-scale, higher-end residential units in the downtown. However, the development or reuse of buildings as quality and affordable rentals makes market sense on an incremental basis. Seniors, students and others new to Garden City who may be in the area for work are three market segments that are rent-sensitive and appear to provide a reasonable market for new rental units. The strengthening of neighborhood-serving retail and service businesses will be essential in ensuring that downtown becomes a suitable residential area and potentially evolves into a market that can accommodate higher-end ownership residential units.

#### **IV. Lodging and Other Potentials**

Lodging is a market segment that had been mentioned in conjunction with a potential re-use of the Windsor Hotel, potentially as a boutique hotel. Garden City houses a number of hotels with most of the newer, more competitive lodging facilities located near the highway rather than close to the downtown area. Newer chain restaurants have also located close to the hotels. Anecdotally, some of the older hotels / motels serve as housing for those who are not able to access other housing situations.

There are approximately 13 hotels and 863 hotel rooms in Garden City. Most of the rooms are located along Kansas Avenue or are in close proximity to the state highways. **Table 17** lists the hotels and the approximate opening year. There are a wide range of hotel ages within the city. About one quarter or 225 of hotel rooms have been built since 2000.

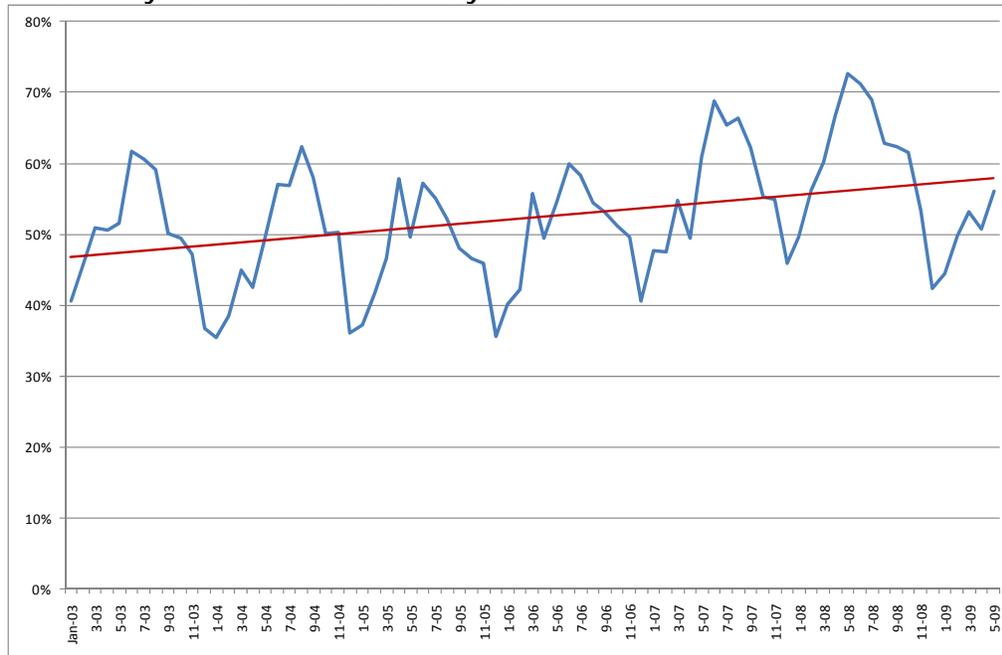
**Table 17**  
**Garden City Hotels**  
**Garden City Downtown Market Analysis**

Hotel / Motel	Address	Rooms	Date Opened
Garden City Inn	1202 W. Kansas Ave.	43	1996
Holiday Inn Express & Suites	2502 E. Kansas Ave.	69	1996
Americas Best Value Inn	1818 N. Commanche Dr.	70	1985
Hampton Inn	2505 E. Crestway Dr.	83	2008
Americinn	3020 E. Kansas Ave.	72	2003
Comfort Inn	2608 E. Kansas Ave.	62	2003
National 9 Inn	123 Honeybee Ct.	34	1989
Rodeway Inn Wheat Lands Hotel	1311 E. Fulton St.	107	1955
Best Western Red Baron Hotel	2205 E. Fulton St.	68	1977
Continental Inn	1408 Buffalo Jones Ave.	54	1963
Flamingo Motel	1612 Buffalo Jones Ave.	32	1988
Clarion	1911 E. Kansas Ave.	109	1978
Soft Pillow Hotel	2808 N. Taylor Plaza	60	1987
		<b>863</b>	

Source: STR, ArLand

Smith Travel Research (STR) tracks hotel occupancies, vacancies, room rates and other information from participating hotels, with most of the major chains participating in the survey. Seven of the 13 hotels within the City provide information to STR.

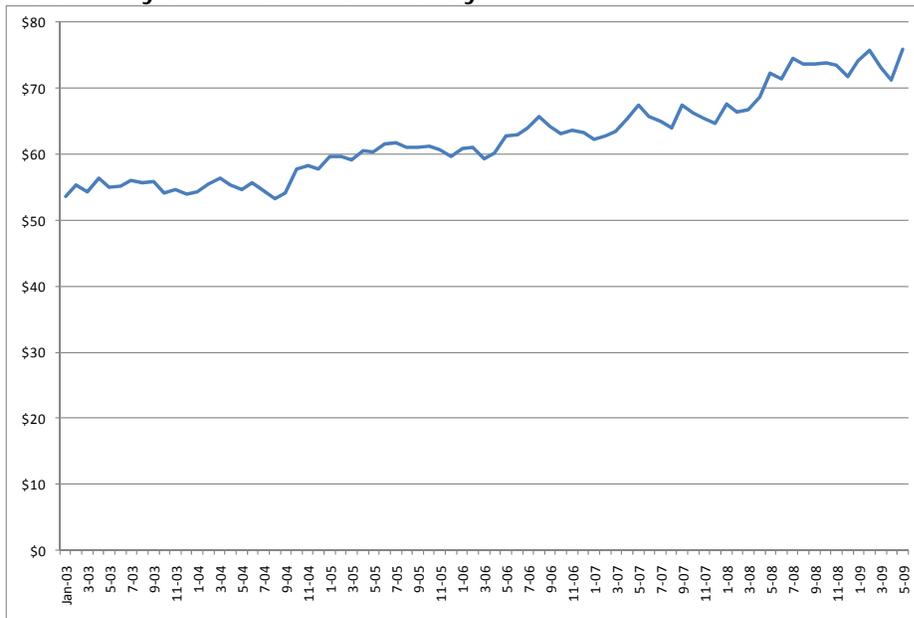
**Figure 7**  
**Hotel Occupancies, 2003 - May, 2009**  
**Garden City Downtown Market Analysis**



**Figure 7** shows occupancies among the Garden City hotels. The seasonal fluctuations are fairly typical for hotels nationwide. Peak occupancies are usually seen in the summer months (over 70%) corresponding to summer vacation for many Americans while the lowest occupancies are seen in the winter. Average occupancies in Garden City during the time period shown were about 52.5%. Occupancies are generally healthy and have been trending upward which is a good sign. However, it is likely that the current economic downturn will affect occupancies for Garden City hotels in 2009 and in the immediate future. The average occupancy rate for the first five months of 2009 was about 50%, 2 percentage points below the previous years' average.

**Figure 8** shows the Garden City average daily hotel rates which have also been steadily climbing since 2003, corresponding to the higher occupancy rates. On an average daily rate basis (incorporating vacancies), rates were approximately \$62.20 per day in 2003 through 2008 increasing to \$63 by 2009. However, if occupancies decrease, it is likely that average daily rates will decrease too.

**Figure 8**  
**Average Daily Rates, 2003 - May, 2009**  
**Garden City Downtown Market Analysis**



Hotels are generally operating at a fairly healthy level in Garden City. Incorporating a hotel into downtown, whether at the Windsor, or any other location may be difficult without a significant increase in downtown activity and services to compete effectively against the services available on Kansas Avenue and near the state highways.

Hotels typically offer meeting rooms, conference facilities, and space to hold special events like weddings. While many of the hotels offer these types of spaces and services, none of them offer these types of services within a historic setting. There would need to be further research into the appropriateness and availability of rehabbed space for this type of use, however, it could be a unique service which would have region-wide appeal.

## V. Conclusions

The boundaries of the Garden City trade area are far reaching. As indicated in the analysis, the primary trade area includes Garden City, Dodge City, Liberal, parts of the Oklahoma Panhandle, and Eastern Colorado. The secondary trade area extends even further into Kansas, Colorado, Oklahoma, and Texas. The presence of big boxes like Home Depots, Walmart Supercenters and Super Targets help define the primary trade area and helps bring potential shoppers to Garden City. At the same time, the breadth of the market area creates challenges because the potential shopper is making a special trip, in some cases to the downtown area.

The demand analysis indicates that there is unmet retail demand available to downtown Garden City within the trade area in the following categories.

- Furniture and Home Furnishing Stores – 11,067 to 17,708 sf
- Electronics and Appliances – 23,262 to 38,218 square feet
- Building Materials – 41,908 to 67,052 square feet
- Grocery Stores – 32,19 to 51,470 square feet
- Health and Personal Care Stores – 18,340 to 29,344 square feet
- Clothing and Clothing Accessories Stores – 12,612 to 20,178 square feet
- Sporting Goods – 15,398 to 24,636 square feet
- Miscellaneous Retailers – 17,316 to 27,705 square feet
- Food Service (Restaurants and Fast Food) Places – 11,656 to 18,650 square feet

Of those categories most appropriate for downtown:

- **Restaurants and Other Food Services** - are among the most likely candidate for near term tenanting opportunities. Good restaurants create trade areas and markets of their own and help attract people who may not otherwise come to the downtown area. The analysis suggests at least 11,656 square feet of demand up to about 20,000 square feet, which could include a number of different restaurants offering a variety of different cuisines. If development momentum were to be established in the downtown area, more restaurants could potentially be accommodated.
- **Specialty/ Miscellaneous Retail** – Downtowns are typically most attractive to the growth of specialty retail, as well as restaurant uses. Specialty foods, craft items, antiques, and the like are often found in downtown locations. There is about 17,000 to over 25,000 square feet of demand for this type of use.

- **Soft Goods** – This category, including clothing and accessories, shoes, and some sporting goods are often successful in downtown locations. They're often offered in a specialty boutique format. The downtown has several relatively successful clothing boutiques and sporting goods stores. Additional stores, potentially targeting a slightly different market niche may be complementary to the current retailers in the market.
- **Hard Goods** – It is potentially more difficult for smaller stores carrying hard goods like building materials, electronic and appliances, and furniture to compete with the larger box stores, unless they have a long time customer base, are really knowledgeable or have a specialized market niche. Ace Hardware, Radio Shack, and specialty furniture boutique stores have been successful in some downtowns, although these types of outlets have to be particularly competitive on service, price, and/or offer items not found in the larger box stores.
- **Specialty Grocer / Drug Stores**– While there seems to be demand for a grocery store and a drugstore (health and personal care store), attracting a specialty grocer and drugstore to the downtown area may be difficult without a fairly significant increase in the residential population. However, this is a rapidly expanding national store category with a lot of existing and potential future grocery store chains eyeing more “urban” downtown locations. As the downtown becomes more established, and as more residential establishments become established in this location, attracting a specialty grocer or drug store becomes more realistic.

However, it is important to note that without significant economic development and other activities promoting downtown as a destination, the demand outlined above can be filled elsewhere in the market area.

Current conditions do not indicate immediate opportunities for large-scale, higher-end residential units in the downtown. However, the development or reuse of buildings as quality and affordable rentals makes market sense on an incremental basis. Given the availability of the units for residential re-use in the downtown area, the current potential pace of development and absorption by local developers is probably appropriate for the market. Seniors, students and others new to Garden City who may be in the area for work are three market segments that are rent-sensitive and appear to provide a reasonable market for new rental units. There is more immediate potential market demand for residential or lodging alternatives that are flexible enough to accommodate the sudden influx of workers anticipated in the area due to the Sunflower plant.

The strengthening of neighborhood-serving retail and service businesses will be essential in ensuring that downtown becomes a suitable residential area and potentially evolves into a market that can accommodate higher-end ownership residential units. At the same time, the accommodation of other services such as meeting space, conference facilities, and the like are

more likely given an active vibrant downtown area with goods and services for both residents and visitors.

The market analysis is a part of a larger strategy for revitalizing downtown Garden City. The Garden City Downtown Vision organization is undertaking a comprehensive Main Street approach to enhancing their downtown. Understanding the market is one important element.

The Comprehensive Plan section on downtown identifies important issues for downtown, stakeholder concerns and feedback, along with an action plan for downtown revitalization.

# Garden City 2020

Garden City, Kansas Comprehensive Plan  
January 2010

- A comprehensive plan establishes a vision for future growth (physical and social)
- Document should be a tool to implement the desired visions of Garden City residents
- The plan document is equal parts technical (land use, neighborhoods, etc...) and equal parts “community” (citizen-based)

## Introduction

- The project had an extraordinary amount of public participation
  - More than 4,000 individual “touches”
  - More than 1,000 ideas generated by residents
- Document was written by citizens for citizens



## Creating a Vision

- Residents identified five areas of emphasis – desired outcomes

1. Enhanced Quality of Life
2. Greater Opportunity for Economic Development
3. Revitalized Downtown
4. Improved Parks and Recreation
5. Increased Emphasis on Community Entryways



## Desired Outcomes

- Future Land Use Plan emphasized:
  - Strengthening of community core
  - Better pedestrian connections (trails, sidewalks, parks)
  - Developing mixed-use activity centers that support higher density residential and mixed-incomes
  - Utilizing existing infrastructure most effectively
    - dictate future growth through infrastructure improvements – not vice versa

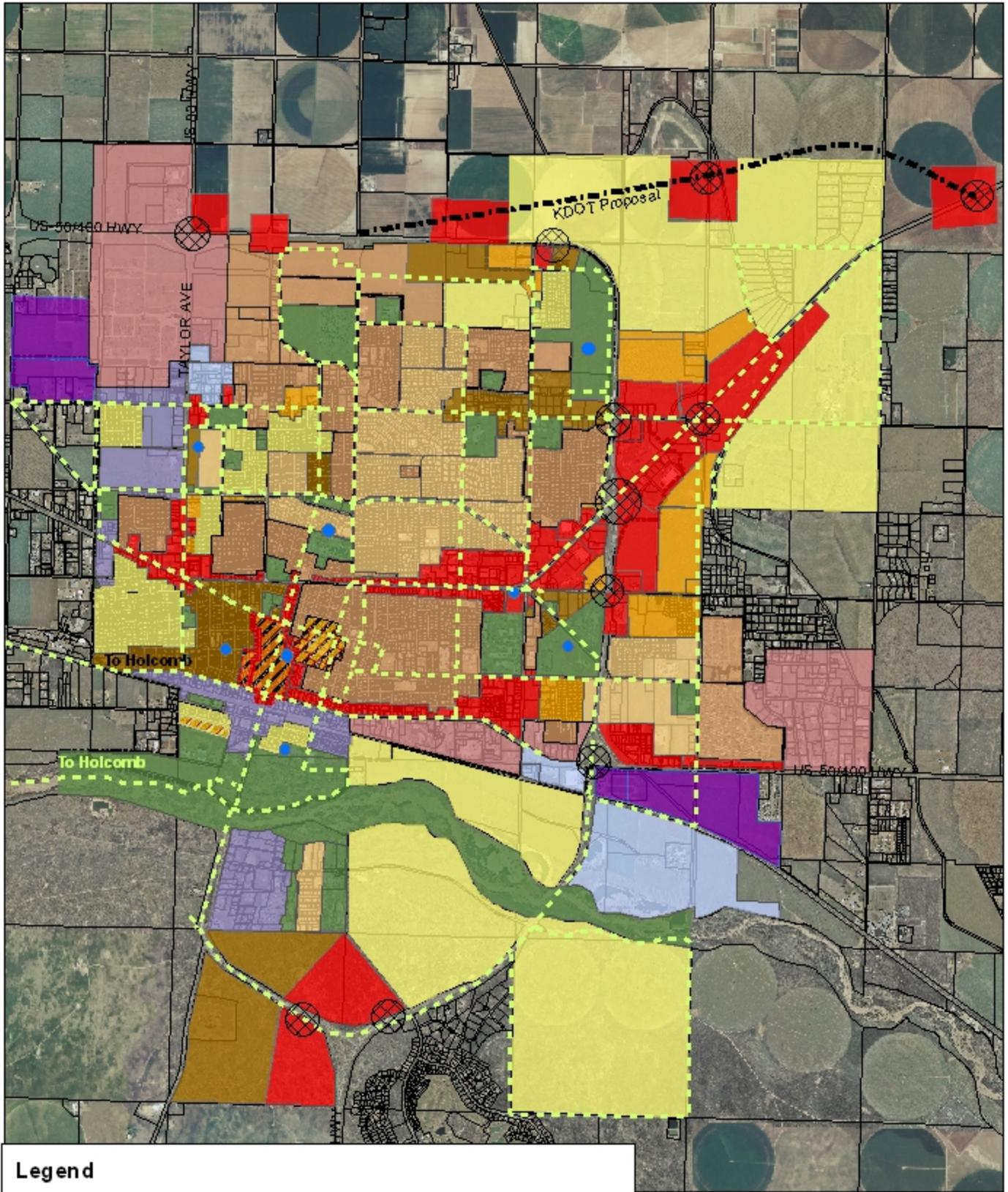
## Future Land Use Plan

- Create an entrepreneurial incubator in downtown that provides shared office space and resources to local start-ups
- Create a public art walk utilizing vacant storefronts as “galleries” to the adjacent sidewalk
- Update zoning ordinance to support mixed-use developments and form-based standards in areas of civic importance
- Develop a comprehensive parks and trails master plan and begin construction on high priority / visibility areas
- Work with the chamber to initiate a city-wide branding study
- In places where sidewalks do not exist, establish a plan to paint walking or bike lanes along the street

## **Notable Recommendations**

- Formal Adoption
- Appointment of individuals or groups as chairs of specific sections of the plan
- Ceremonial “Ground Breaking” symbolizing the city’s commitment to implementation

**What’s Next?**



**Legend**

**Future Land Use**

Activity Center	Horse Overlay	Sign Overlay
Commercial	Heavy Industrial	Single Family
CBD	Indus/Com m	Up To 2 Families
Comm/Indus/Res	Light/Med Indus	2 or More Families
Comm/Res	Hospital Overlay	Single Fam/Multi Mix
	Pub Open/Fac	Trail

