

CHAPTER 1: OVERVIEW

What is a Comprehensive Plan? A comprehensive plan or “Comp Plan” is a community’s common vision of its future. Such plans illustrate where specific uses will be located in the future and how they can be kept vital. A Comp Plan expresses through text, maps, and illustrations what the community wants to look like in the future, where it wants to construct buildings and infrastructure, what it values and wants to preserve, where it wants certain land uses to be located, and how it wants to maintain and enhance the quality of its residents’ lives.

Comp Plans deal mostly with the physical characteristics of a jurisdiction. They contain the visions and policies a community needs to guide future activities. They also describe the administrative and financial means for fulfilling the community’s common vision. Comp Plans are long range in their scope and typically project out twenty-five years or more.

This document is an update of the original Saline County Comprehensive Plan adopted in 2000. It defines Saline County’s vision through the year 2030 and replaces information found in the original Comprehensive Plan. The view of the future expressed in the updated Comprehensive Plan represents the most recent local community values, ideals and aspirations about the best management and use of the community’s resources.

How is this Plan different from the “old” Plan? This Comp Plan uses updated text, maps and diagrams to replace or revise policies and programs crafted in the 2008 Plan. This updated plan offers new options for the County to implement to address the many physical, economic and social issues it faces. Thus, the Plan and any subsequent updates become tools for managing change in a way that maintains or enhances the quality of life in Saline County.

For instance, the previous 2008 Comprehensive Plan allocated areas appropriate to meet rural residential demands on a Future Land Use Map. However, after eight years, most of the land identified on the Future Land Use Map as suitable for rural residential development remained undeveloped. The same is generally true for all the other areas shown on the Future Land Use Map as suitable for non-agricultural uses. It has been staff’s experience that property owners who owned land located in any of the “future growth areas” perceived their land as more valuable than adjacent land and subsequently demanded higher prices per acre. This made the land less attractive to future developers and buyers, who sought other options for more affordably-priced land. The result was that the County was still faced with requests for non-agricultural development in areas that weren’t identified on the map as appropriate; clearly Saline County needs a better way to evaluate requests for non-agricultural development of agricultural land. It is staff’s belief that the new policies and recommendations in the current plan resolve this issue.

Additionally, while the 2008 Comp Plan anticipated urban growth along the east and south boundaries of the City of Salina, the City and County have just begun to address adequate measures

to guide this growth. The 2008 Plan reflects results of discussions between County staff and their consultant, Planning Works and the City of Salina and their planning consultant, Gould Evans, regarding growth around the City. These discussions addressed the issues of immediate and long-term growth. An existing agreement regarding a one mile zone around the city of Salina allowed for dual review of subdivision proposals, but inadvertently placed the property owner in the role of a “ping pong ball” as development proposals bounced back and forth from one jurisdiction to the other without clear direction. Conflicting goals for the area contributed to the confusion.

New policies regarding Salina’s future growth area have been developed that address conflicting goals, identify respective roles in the development process and require growth in identified areas to be compatible with future urban growth. Outside of areas designated for immediate urban growth, the County will implement new subdivision regulations that will address the following: internal road systems standards and maintenance, connectivity, floodplain restrictions, open space, clustering of home sites, centralized water requirements, dedication of easements and rights of way for future utility extensions and planning for future urban development.

What does the Comprehensive Plan contain? The Comprehensive Plan focuses on land use and development issues facing Saline County. The Plan contains the following:

Chapter 1: Overview

Chapter 2: Key Planning Issues for Saline County

- describes challenges that are currently facing the County or are anticipated during the life of the plan;

Chapter 3: A Vision for the County’s Future

- establishes guiding principles and goals of the plan;

Chapter 4: Land Use and Growth Coordination

- defines key land use issues and establishes land use policies for all of unincorporated Saline County including the Community Growth Areas (which are fixed areas around each incorporated community) and the City of Salina’s Urban Growth Area (which is an area that has been identified for near-term future urban growth and annexation);

Chapter 5: Transportation

- defines key transportation issues and establishes transportation policies;

Chapter 6: Community Facilities and Services

- defines key issues and establishes community facilities and services policies;

Chapter 7: Plan Implementation

- outlines the process of amending, reviewing and monitoring the Comprehensive Plan to ensure that it continues to serve the County residents and businesses; and
- sets a County Implementation Program to achieve the vision and goals of the plan;

Appendix A: Background

- summarizes existing conditions, trends and issues that provide a context for the planning process.

Why Plan? Successful communities don't just happen; they must be continually shaped and guided. A community must actively manage its growth and respond to changing circumstances if it is to meet the needs of its residents and retain the quality of life that attracted those residents to the community in the first place.

Saline County's Comprehensive Plan provides a framework for decisions affecting the growth of the County. The Vision and Goals of the plan describe a desired future for the County. The policies and strategies describe the actions that the County will take to achieve the desired future. The plan as a whole will guide public and private growth decisions so the County will realize the following benefits:

- Maintenance and preservation of the agricultural character of the County;
- Increased predictability for public and private growth decisions;
- Cost savings from more efficient use of existing infrastructure;
- Cost savings from reduced demand for new infrastructure;
- Provision of opportunities for appropriate rural residential development;
- Effective preservation of productive crop and range land;
- Protection of the environment; and
- Increased support for County prosperity.

The long-range goals and aspirations of Saline County are expressed in this Comprehensive Plan and will be implemented by the various development and planning tools that the county has selected. For Saline County, the development and planning tools that will implement the Comp Plan are the zoning and subdivision regulations. Saline County views the zoning and subdivision regulations as statements of Comprehensive Plan goals and will ensure congruity between Comp Plan goals and all

zoning decisions.

In addition to describing the long-range goals of the County, this plan outlines the intent of the County's development standards and establishes a program of specific actions that will help the County achieve its goals. This plan is intended for use by elected and appointed County officials, residents and other individuals making investments and other growth decisions in the County.

How does the Plan work? The Comprehensive Plan defines policies and establishes measures governing the application, modification and interpretation of development regulations. By ensuring that individual actions are consistent with the policies of the Plan, the County can effectively achieve its goals. For example, the Board of County Commissioners will use the Plan's policies and maps to decide whether to approve a proposed rezoning or to modify existing development regulations. In order to implement some of the new goals for the 2008 Plan, modifications to zoning, subdivision, building and construction codes and standards will be necessary.

The policies of the Plan will guide the preparation of detailed facility plans for future flood control and transportation systems. The policies of the Plan also will guide the preparation and update of capital improvement programs and the annual budget (as well as guide interpretations of regulatory provisions). The Plan is a dynamic document, subject to periodic amendment when conditions within the County change significantly. Regular review of the Plan will be needed to ensure that it continues to meet the needs of County businesses and residents.

CHAPTER 2: KEY PLANNING ISSUES FOR SALINE COUNTY

The following items outline the key challenges facing Saline County. All of these challenges are addressed by this plan, which also includes the general approach the plan proposes to take to deal with those issues. The issues identified below are not listed in order of priority:

- **Preserving Agricultural Land.** The preservation of the County’s agrarian heritage is a high priority for most residents, though the motivations are quite varied. Farmers want the ability to continue farming without interference from non-farm residents. Ironically, the farmers who sell their land for development often are the ones who bear the brunt of complaints from non-farm residents who are unfamiliar with the noise, lights, dust and odors associated with farming. Others want to retain farmland for its natural resource value, for economic or cultural reasons, for its fiscal benefits (low cost versus revenue), or for its contribution to the open character of rural areas.

Plan Recommendation: Because land needed to accommodate rural area growth is minimal, the plan recommends the retention of existing rural area land use policies and regulations with the following adjustments:

- ✓ An Urban Service Area Map (**Map 2**) and a Community Growth Areas Map (**Map 1**) have been substituted for the Future Land Use Map. Areas identified on the Future Land Use Map as suitable for large-lot subdivisions (RA Zoning) have been eliminated; instead proposals for non-agricultural development (zoning changes and subdivision) will be evaluated on a case by case basis.
- ✓ The Rural Primary Road System (RPRS) Map (**Map 3**) will be a key factor in determining appropriateness of proposals for non-agricultural development.
- ✓ Driveway entrances will be limited along roads identified as Primary Rural Roads on the RPRS Map.
- ✓ Clustering of allowable residential uses will be required along roads not identified as Primary Rural Roads on the RPRS Map.
- ✓ Access to internal roadways for subdivisions shall be encouraged along roadways not identified as Primary Rural Roads on the RPRS Map.
- ✓ Transitional subdivision regulations will be developed and applicable in the City of Salina’s Urban Service Area. These regulations can be applicable in the Community Growth Areas around the Cities of New Cambria, Brookville, Gypsum, Assaria and Smolan upon request. Environmental and agricultural lands will be better protected through transitional development regulations which will ensure that the developments contain appropriate lot sizes, easements, and rights-of-way to facilitate urban growth.
- ✓ The plan recommends strategies to address land use conflicts in areas where rural residential development has been allowed in close proximity to agricultural operations.

- **Development Review Standards and Process.** There is a strong desire for specific development review criteria that make the development review process predictable for developers, adjacent property owners, staff and public decision-makers. The county uses a Land Evaluation and Site Assessment process as one element in the determination of whether a parcel is appropriate for conversion to rural residential use and should consider the adoption of other tools to help define the development review process for both county staff and county residents.

Plan Recommendations:

- ✓ The plan provides a template for public and private development decisions, guiding decisions about the use, intensity and timing of development, as well as establishing the levels of services required to serve each type of development.
- ✓ Due to fiscal constraints, a new Rural Primary Road System map has been adopted to assist in determining appropriate location for rural residential uses. Therefore access to roads of suitable classification, capacity and condition will be a key element of assessing development suitability.
- ✓ The County has limited ability to address the availability of rural water; consequently, this primary growth limitation will continue to be beyond the control of the County.
- ✓ Development standards and processes affecting Plan policies should foster desired growth and prohibit development that is inconsistent with plan goals.

- **Rural Road System Development and/or Funding.** Most of the County’s roads are unpaved. Though well maintained, these roads are neither intended for nor capable of supporting significant rural residential development. An equally challenging funding priority is the maintenance and replacement of bridges. How can the County minimize costs while providing for a safe and efficient rural transportation system?

Plan Recommendations:

- ✓ The plan identifies future road and bridge improvements that will assist in determining location of future urban, suburban and rural residential development.
- ✓ In addition, the plan establishes equitable policies for the funding of road improvements and roadway access to limit development along roads intended for agricultural use, as well as strict standards for the rezoning of property for uses other than agriculture.

- **Avoiding Natural Hazards.** Saline County is traversed by numerous floodplains. These bottoms areas are excellent farm ground, but are hazardous for development. Other development constraints include unstable or poorly drained soils and wetlands.

Plan Recommendations:

- ✓ Non-agricultural development (rezoning and subdivision of land for intensive, non-agricultural purposes) should not be allowed in the Special Flood Hazard Area. (Plan policies continue to allow residential uses permitted by right in the AG Zoning district.)
- ✓ Adopted development regulations must minimize the impacts of rural residential development on natural areas.
- ✓ The County may use transfers of development rights, clustering and conservation easements to encourage property owners to avoid development in natural hazard areas. (See Appendix B, Conservation Easements – Conserving Land, Water and a Way of Life.)

- **Protecting the Smoky Hill Weapons Range and Fort Riley Unmanned Aircraft Corridor.** The Smoky Hill Weapons Range, which is part of the Great Plains Joint Regional Training Center, has become an increasingly important facility for national security training. Increased activity at the Range has generated greater needs to protect the environs from encroachment by inappropriate development activity. Increased traffic generated by activities at the Range, much of it using heavy vehicles, has increased the need to upgrade key access roads.

Plan Recommendation: The Plan provides for coordinated review of development within five (5) miles of the Range and calls for coordinated funding to improve identified access roads leading to Range facilities. It also addresses the recently implemented Fort Riley Unmanned Aircraft Corridor and provisions for development around the corridor.

- **Rural Growth.**
 - **Providing for Rural Development Areas.** Rural development represents a lifestyle choice desired by County residents.

Plan Recommendations:

- ✓ The plan establishes policies for rural residential development.
- ✓ Areas that are approved for conversion shall have limited agricultural value, shall not interfere with planned community growth and shall be cost-effective to serve.
- ✓ Conditions of development include restricting direct access of internal road systems and driveways from roads identified as primary rural roads, requiring a centralized water system, and enforcing new design and subdivision standards that will maintain consistency with rural character and the development capacity of adjacent land.
- ✓ New standards will require the preservation of all natural areas as “no build zones”, particularly Special Flood Hazard Areas and include incentives for buffers between agricultural uses and non-agricultural uses.

- **Providing for Small City Growth.** Each city is likely to experience some future growth. Large-lot residential development at the fringes of cities can either facilitate or be an obstacle to potential residential, commercial or industrial growth at urban or suburban intensities. Saline County will develop standards to allow for growth in areas in unincorporated Saline County that are adjacent to incorporated cities that will facilitate urban growth and accommodate conversion to urban densities in the future.

Plan Recommendations:

- ✓ The Plan creates a Community Growth Area (CGA) around each incorporated city to provide the opportunity for cities to ensure that fringe development is consistent with long-term community growth needs.
 - ✓ CGA policies are intended to ensure that development at the edges of a city (e.g., compliance with zoning and building codes) and improvement standards (e.g., compliance with standards for roads, fire flow, wastewater systems, stormwater runoff, etc.) are compatible with those of the adjacent city.
 - ✓ In the case of the city of Salina, an Urban Service Area (USA) is proposed where USA development standards will apply to help coordinate development, utility extensions, road improvements and annexation.
 - ✓ A revised interlocal agreement will implement the USA standards that are applicable to the City of Salina. Where no interlocal agreement exists, the County will ask for input from those jurisdictions prior to review of any subdivision proposals.
 - ✓ USA development standards may also be applicable in Community Growth Areas upon request by any jurisdiction.
- **Balancing Land Resources with Development Needs.** The County is faced with the challenge of preserving a sufficient supply of land for agricultural and residential purposes while promoting the long term stability of rural areas, neighborhoods and commercial centers. The distribution and timing of future land uses will directly impact compatibility between adjacent uses, service efficiencies and the County’s fiscal integrity; all changes in land use should be coordinated with existing and planned infrastructure. The development process involves interdepartmental coordination, as well as coordination among other jurisdictions and service providers, such as water districts, sewer districts, schools, electrical service providers, and others.

Plan Recommendation: The Plan supports appropriate residential, commercial and industrial development so there are adequate opportunities to live, work and shop in the incorporated and unincorporated communities in Saline County. Zoning mechanisms are in place to provide for review of any land that is proposed to be converted to a zoning district other than Agricultural.

- **Service Provider Coordination.** Most of the growth issues facing the County involve multiple service providers (e.g., school districts, fire districts, communities and water providers).

Plan Recommendations:

- ✓ The Plan promotes effective communication and coordination between service providers to minimize service costs and target improvements to areas that are planned for development.
 - ✓ The Plan continues the County’s strategy of working cooperatively with the cities in Saline County to identify areas that are planned for urban development and establish mechanisms to allow for coordinated, rational development of these areas.
- **Ensuring an Adequate Water Supply.** The availability of adequate potable water for an increasing rural population base is a key limit to rural growth. Systems initially designed to provide water for scattered farm development are now faced with demands for service from non-farm rural development.

Plan Recommendations:

- ✓ Rural water supplies should first and foremost be available for agricultural uses.
 - ✓ For non-agricultural development, centralized water systems will be required to ensure that rural subdivisions have long-term access to potable water.
 - ✓ Where inadequate volumes of water to fight fires pose a safety risk for rural residents, conversion of agricultural ground to rural residential will not be allowed unless some other source of fire suppression is provided.
- **Balancing Private Property Rights with Community Interests.** While there is a desire to minimize interference with the ability of individuals to use their property, there is a need to ensure that development doesn’t occur at the expense of adjacent property owners or the community at large. Some uses (e.g., salvage yards) may provide the best return for an individual property owner, but can dramatically reduce adjacent property values. If poorly located, high traffic generating uses (e.g., a warehouse distribution center) also can increase public costs for road construction and maintenance.

Plan Recommendations:

- ✓ The Plan establishes priorities that should be used to balance competing objectives when making development decisions through the guiding principles and the use of the LESA system.
 - ✓ The Plan defines the responsibilities of property owners to neighbors and the community at large and identifies the strategies needed to accomplish the plan’s vision. For example, the buffering of new residential development from agricultural operations establishes a responsibility of new residents to ensure that their actions do not limit productive agriculture.
- **Promoting Community Awareness.** Many rural residents are initially uninformed about the realities and responsibilities of rural living. In addition to having unrealistic expectations about road surfacing and maintenance, new rural residents are often surprised by the noise, lights, dust and odors emanating from normal farm operations. Cattle that enhance the rural character for passers-by often congregate near fence lines and emanate odors that some find offensive. Some new rural residents also are unfamiliar

with responsibilities for maintenance of septic systems and the management of pets (particularly dogs near livestock).

Plan Recommendations:

- ✓ The Plan identifies strategies to foster good neighbors through the use of buffers, easements and annexation requirements.
- ✓ The Plan states the County's priorities for non-agricultural development.
- ✓ The Plan establishes required levels of services, requires higher standards in USA's and CGA's, and encourages the use of optional approaches (e.g., clustering, buffering, transfers of development rights, locational standards, nuisance easements, etc.) to minimize conflicts between agricultural and non-agricultural land uses in rural areas.

CHAPTER 3: A VISION FOR SALINE COUNTY'S FUTURE

Saline County's Comprehensive Plan is intended to define a long-term vision for the future (that is shared by its residents) and guide public and private actions to help achieve that vision. The vision is summarized in a succinct vision statement below and is more clearly defined through the guiding principals and goals listed in this chapter of the plan.

Vision Statement

Saline County is a rural County with the vibrant City of Salina as a regional economic and cultural center. Scattered small communities linked by paved roads serve as social centers for the operators of thriving farm and ranch operations and provide their residents with the opportunity for a small town lifestyle. Responsible management of the County's natural and built infrastructure has resulted in the retention of agricultural land and uses, wooded areas, greenways and open spaces, the efficient maintenance of roadways, and the vitality of all of the County's communities.

The Role of This Plan

Successful communities do not just happen; they must be continually shaped and guided. A community must actively manage its growth and respond to changing circumstances if it is to meet the needs of its residents and retain the quality of life that initially attracted those residents to the community.

The Comprehensive Plan is:

- A legal document to ensure consistent development decisions;
- A means to inform the public and all stakeholders;
- A tool to assist in the management and stewardship of the County;
- The public officials' most basic statement of public policy;
- A formal unified overview of life in the community;
- A description of how the County should act to achieve its desired future; and
- A basis for democratic discourse.

This Plan provides a framework for ongoing efforts to achieve the County's goals. It should be used by decision-makers as they prepare budgets, prioritize capital improvements, review development

proposals and establish regulations for land use and development. By consistently focusing on long-term outcomes, the Plan can help today's leaders become champions of a better Saline County.

The Comprehensive Plan should guide public and private individuals in decisions about land use, development, public facilities and a wide range of other issues throughout the County. However, it should not be the only document considered prior to making decisions. Public and private decision-makers should consider the County's zoning and subdivision regulations, capital improvement plans and other documents to help implement this Plan.

Thus, the Plan is a guide to deliberate and informed action; it is a tool for managing change to achieve a desired quality of life. By ensuring that individual actions are consistent with the goals, objectives and policies of this Plan, the County can effectively achieve its vision.

GUIDING PRINCIPLES

The policies and strategies of this plan have been developed to describe how Saline County will meet its stated goals and objectives. There are three principles that shall be considered when interpreting and implementing each goal or policy as it applies to public decisions, e.g., when the Governing Body is considering a change to the Comprehensive Plan, the zoning and subdivision regulations, or a request for a change in zoning. These fundamental principles are:

Suitability: The proposed change must be **suitable for the site** on which it is located, recognizing that different activities have different site needs and that the appropriateness of a use depends on many aspects of the natural and built environment.

The following criteria shall be considered during the review of each proposal:

- a) How access will be provided (for rezone requests, suitability will be determined by parameters established in the subdivision resolution.)
- b) Whether any of the following physical constraints are present: floodplains; shallow bedrock; seasonally high water tables; sinkholes; fragile lands and wetlands.
- c) Whether the subject property receives a favorable Land Evaluation and Site Assessment (LESA) Score.

If any one of a, b or c are found to have a negative rating or significant impact, the proposed change should be denied. If all of a, b and c are neutral or favorable, then the following items will be used to further evaluate the request:

- a) Size and shape of the property for the intended use(s).
- b) Topographic conditions, such as steep slopes.
- c) Soil suitability, in particular conditions to support wells and septic systems, bearing capacity, shrink swell, and soil erosion.
- d) Availability of adequate public facilities.

Compatibility: The proposed change must be **compatible with existing and planned development on adjacent properties**, ensuring the rights of property owners to enjoy and use their property without inappropriate encroachment from neighboring activities.

If a proposed change is to be evaluated by the Planning Commission and Governing Body, the County will ensure that the proposed change is compatible with adjacent uses. The following criteria shall be considered, but not limited to, the review of each proposal:

- a) The existing and planned use, activity and function of adjacent properties, and what impact adjacent uses may have on the proposed development.
- b) The use, activity and function of the proposed development and the impact of the use, activity and/or function on existing or planned uses of adjacent properties.
- c) If potential negative impacts are anticipated, has the applicant taken or committed to take sufficient measures to mitigate the impacts?

Sustainability: The proposed change must be **sustainable and benefit the entire county**, ensuring that today's developments will not sacrifice the quality of life for tomorrow's residents.

If a proposed change is to be evaluated by the Planning Commission and Governing Body, the County will ensure that the proposed action will not reduce the quality of life for future residents of the County. To achieve this end, the County will consider their action's long-term impacts on:

- a) Economy – the action should contribute to the long-term economic health of the County, and if in a USA or CGA, the appropriate jurisdiction.
- b) Environment – the action should not degrade the quality of the land, air or water, damage sensitive environmental features or destroy key wildlife habitat areas. While most development results in some loss in the natural environment, the County's actions should ensure that delineated environmental features (e.g., recharge zones, wetlands, springs, streams and rivers), and ecosystems are protected to the greatest extent practical.
- c) Equity – the action should enhance the quality of life for most residents and give all residents equal access to the decision-making process.
- d) Efficiency – the action should support the long-term fiscal integrity of the County and should not unfairly shift costs to existing or future residents who do not benefit from the action. Actions should make efficient use of existing natural and built resources in the County.

CHAPTER 4: PLANNING GOALS AND LAND USE & GROWTH COORDINATION POLICIES

Overview

This chapter summarizes the planning goals for Saline County and identifies Land Use and Growth Coordination policy statements that shall be used to guide growth decisions in all areas of unincorporated Saline County. While most of these areas are rural, they include the urbanizing fringe around Salina, the smaller communities and some rural residential areas. The policies in this plan element are grouped on the basis of these distinct areas because the issues in each area are distinct.

The fundamental approach of the land use chapter has been broken down into a list of planning goals, itemized below. The planning goals were derived from the planning issues identified in Chapter 2.

PLANNING GOALS

- **Agricultural Preservation:** To preserve agricultural land for its natural resource, economic and cultural value, for fiscal benefits and for the contribution to the open character of the rural area.
- **Population Growth:** To provide an adequate supply of housing opportunities to accommodate projected growth needs and a sustainable choice of rural, suburban, small town and urban lifestyles.
- **Economy:** To provide an atmosphere attractive to existing and new businesses and industries that will strengthen the area economy through responsive partnerships while promoting diverse commercial activities. To this end, the County will support ongoing workforce development and training. Saline County seeks to foster economic growth that does not adversely affect the environment either physically or aesthetically and encourage rural and home occupations compatible with their surrounding land uses.
- **Land Use:** To provide for the healthy and attractive growth of the City of Salina and Saline County's smaller communities and designated rural residential areas, while retaining the agricultural character of the balance of the County.
- **Natural Resources:** To provide for the economical and sustainable use of Saline County's natural resources in an ecological and responsible manner.
- **Public Services, Facilities and Utilities:** To efficiently provide for adequate public facilities and services that meet the demands from planned land uses at a minimal cost to residents, businesses and the County.

- **Transportation:** To promote and protect Saline County's varied regional transportation links (highways, airport, railways) and to provide local citizens with an adequate, safe and attractive road system at a minimal cost to residents, businesses and the County.

The Land Use and Growth Coordination policy statements in Chapter 4 build upon the Guiding Principles identified in Chapter 3 and have been divided into categories that reflect the multiple environments within Saline County. Chapter 4 also includes **Table G-1**, which links the growth areas to the zoning districts that are consistent with each area and **Table G-2**, which identifies public improvement requirements for all proposed development in each zoning district.

Land Use and Growth Coordination policy statements are grouped into the following categories:

- 1. General (G) Land Use Policies**
Unincorporated Saline County, all zoning districts
- 2. Rural Area (AG) and Floodplain Policies**
Unincorporated Saline County, AG Zoning District
- 3. Large Lot Single-Family Residential (RA) Land Use Policies**
Unincorporated Saline County, RA Zoning Districts
- 4. Urban Service Area (USA) Land Use Policies**
The area of mutual interest identified for immediate urban growth around the City of Salina.
- 5. Rural Communities (RC) Land Use Policies**
(Unincorporated communities; i.e., inside the city limits of Bavaria, Bridgeport, Falun, Glendale, Hedville, Kipp, Mentor and Salemsborg)
- 6. Community Growth Area (CGA) Land Use Policies,**
(Areas of likely future growth identified around the cities of New Cambria, Brookville, Smolan, Assaria and Gypsum).
- 7. Airport Environs (A) Land Use Policies**
- 8. Smoky Hill Weapons Range (R) Environs Land Use Policies**
- 9. Fort Riley Unmanned Aircraft Corridor**

1. General (G) Land Use Policies

The following policies are generally applicable throughout unincorporated areas of the County.

Policy G.1 Use **Table G-1** to determine which zoning districts are appropriate in each Growth Area.

Policy G.2: Maintain official Growth Area, Primary Rural Road System and Flood Insurance Rate Maps (FIRM) that are updated to include amendments as they occur. Use the Growth Area Maps (**Maps 1 and 2**), the Primary Rural Road System Map (**Map 3**) and the Flood Insurance Rate Maps (FIRM's) to guide land use and development decisions. These maps help identify areas where non-agricultural land uses should be located in the future. Zoning decisions in the Urban Service Area around the City of Salina should be consistent with that city's adopted Future Land Use Map. Zoning decisions in Community Growth Areas should be consistent with smaller communities' Future Land Use Plans. While the maps may indicate that a particular land use is appropriate, the County also should consider the adequacy of existing and funded road improvements, as well as the capacity of other affected systems (water, utilities, schools, fire etc.) before granting zoning applications.

Policy G.3: Ensure that development (rezoning and subdivision approvals) complies with the infrastructure standards provided in **Table G-2** before rezoning property or amending the land use plan. A "✓" indicates that the facility or improvement is required as a condition of development. Infrastructure shall be considered "available" if any one of the following is true: a) Infrastructure is constructed and available for access, b) Infrastructure is privately funded and guaranteed through an appropriate surety instrument, or c) Infrastructure is funded for construction and scheduled for completion within two years. (*Note: further discussion of road infrastructure improvement requirements is provided in Chapter 5, Transportation and Chapter 6, Community Facilities and Services.*)

Policy G.4: While Saline County encourages non-agricultural development to locate within cities and communities and/or their growth areas (as discussed in Policy G.2), more intensive development of agricultural areas may be appropriate subject to the following guiding principles:

- a. the proposed change is suitable for the site on which it is located;
- b. the proposed change is compatible with existing and planned development on adjacent properties; and
- c. the proposed change is sustainable and benefits the citizens of Saline County. (*See Chapter 3, A Vision for Saline County's Future for more information.*)

Policy G.5: Limit residential development having a density greater than 1 unit per 3 acres to Salina's Urban Service Area, Community Growth Areas and incorporated and

unincorporated communities, which have land zoned for such use and the necessary public utilities and services. Consider adopting conservation subdivision regulations; otherwise, do not allow rezoning and subdivision of property at densities that exceed those established in the applicable zoning district standards.

- Policy G.6: The Comprehensive Plan shall be used to interpret the development regulations and make a determination as to the spirit and intent of the regulations. When the regulations are silent on a particular issue, Comprehensive Plan policies shall be used to provide the direction needed to make a determination.
- Policy G.7: Direct more intensive commercial development serving regional commercial needs to Interstate Highway interchanges and existing cities having areas zoned and served for such development. Direct highway-oriented businesses to locate in proximity (within ½ mile) to the intersections of state highways with paved roads.
- Policy G.8: Allow existing industrial uses to be maintained, expanded, and/or redeveloped.
- Policy G.9: Allow commercial and industrial zoning districts in appropriate locations throughout the rural areas so as to provide for businesses that will meet local retail, service and agricultural needs. Allow new industries to be sited in unincorporated areas under the following conditions:
- a. the area has access to paved roads;
 - b. adequate water and wastewater facilities are provided to serve the proposed industrial use, including provision of water for fire suppression; and
 - c. proposed development will not be incompatible with existing agricultural development.
- Policy G.10: Support economic development efforts of Salina and other communities.
- Policy G.11: Use Federal Housing and Urban Development (HUD) standards to ensure that all housing units are safe and that manufactured and modular housing is compatible with site-built homes in the County. Provide adequate development potential for a variety of housing types required to meet the housing needs of present and future residents and adopt standards for affordable housing requirements in each new subdivision. When evaluating need, the County should consider the availability of housing within incorporated communities.
- Policy G.12: Ensure that manufactured home parks are located and designed to provide for adequate safety and accessibility for residents and public service providers through the Conditional Use Permit process. Adopt standards for parks and review with any changes to the Environmental Code.

2. Rural Area (AG) and Floodplain Policies

The following policies are applicable to all unincorporated areas zoned as AG (Agricultural) and all unincorporated areas located within the Special Flood Hazard Area or floodplain.

Policy AG.1: Locate future subdivisions, whether residential, commercial or industrial, outside the Special Flood Hazard Area (SFHA) as defined on the effective FEMA Flood Insurance Rate Maps for the unincorporated areas of Saline County, Kansas. Allow Agricultural uses in the SFHA that are allowed by right in the AG Zoning District. Require all structures to be elevated and flood-proofed in accordance with applicable local, state and Federal Emergency Management Agency (FEMA) regulations. Allow no construction in the floodway.



Policy AG.2: Discourage development (rezone and subdivision) of property with prime agricultural soils when located outside of the Community Growth Areas and the Urban Service Area for Salina.

Policy AG.3: Do not allow development of property within the floodplain. Stress retention of natural drainage patterns in flood control programs. For development, utilize on-site stormwater management strategies such as bio-retention, flood easements, flood proofing and retention/detention systems to protect the lives and property of residents and businesses.

Policy AG.4: Support the use of best management practices for agriculture among County farmers and ranchers.

Policy AG.5: Require an Environmental Impact Study (EIS) that includes a mitigation plan, with all industrial uses and any agricultural uses that require a conditional use permit in the AG zoning district. Require qualified professional to submit an EIS.

Policy AG.6: Coordinate with the State and Federal agencies for all State-licensed confined animal operations, and those requiring a Conditional Use Permit.

Policy AG.7: Preserve natural features such as wooded areas, creeks, and drainage areas, through the design of all developments in unincorporated areas. Encourage the retention of scenic and environmentally valuable land, including woodlands, steep slopes, wetlands, stream banks and wildlife habitat areas. Encourage the clustering of residences to preserve larger expanses of open space.

Coordinate with private property owners and other agencies to preserve natural areas in green belts (open spaces) for use as wildlife refuges and passive recreational areas.

Policy AG.9: Raise public awareness that normal agricultural and environmental nuisances come with rural living and minimize the impact of development in rural areas on agricultural operations.



Policy AG.10: Identify and allow different intensities of home occupations that are suitable to the various agricultural and rural residential environments.

Policy AG.11: Support the establishment and operation of compatible agritourism uses in the AG Zoning District.

3. Large Lot Single-Family Residential (RA) Land Use Policies

The following policies are applicable to areas located outside the city of Salina’s Urban Service Area and outside the Community Growth Areas as identified on the Growth Areas Map that are eligible for rezoning to the RA zoning district based on the availability of adequate water and road improvements and consistency with applicable LESA criteria.

Policy RA.1: Maintain densities that average 1 dwelling unit per 3 acres or less.

- a. Unless density bonuses are allowed for conservation subdivisions and Health Department approval is received, minimum lot sizes shall not be less than 3 acres.
- b. Densities shall not exceed 1 dwelling per 3 acres unless the County has approved additional density through a transfer of development rights (TDR) from an approved sending zone or a density bonus pursuant to conservation subdivision design. Density bonuses resulting from TDR’s or conservation subdivisions shall not exceed 20 percent of maximum planned density, subject to site constraints.



- Policy RA.2: Encourage buffering (agricultural easements, CRP easements, open space easements) during the subdivision process between lots zoned Residential Agricultural (RA) and existing agricultural or ranch operations. Encourage the developer of the subdivision to plant open space buffers; require the Homeowners Association to maintain any open space buffers. Consider the provision of nuisance easements to protect existing agricultural operations from interference from new residential development.
- Policy RA.3: Rural residential development shall comply with public improvement requirements of **Table G-2**. When public improvements are not in place, the development may finance the public improvements provided they meet the standards of **Table G-3**. Compensation for the costs of improvements that exceed the capacity requirements of the subject development may be received from subsequent users.
- Policy RA.4: Require development to be designed so that stormwater runoff will not be increased off site from such development during any storm up to and including the 100 year or 1% annual chance flood event.
- Policy RA.5: Support the ongoing operations of homeowners associations (HOAs), particularly those involved in the ongoing maintenance of streets, open space, and utilities or other infrastructure.

4. Urban Service Area (USA) Land Use Policies

The following policies are intended to apply only to the Urban Service Area surrounding the City of Salina and will be implemented through inter-local agreement between Saline County and the City of Salina.

- Policy USA.1: Require development to be served by or to accommodate future extensions of City sewer systems and City or Rural Water District water systems. Require residential development to comply with Transitional Residential requirements identified in Table G-2. Prior to adoption of Development Regulations for the Urban Service Area, prohibit the conversion of Agricultural land within the USA to more intense uses.
- Policy USA.2: Require all development to post fiscal for road improvements and/or provide sufficient right-of-way to accommodate future urban road cross-sections for arterial and collector roadways abutting the proposed development.
- Policy USA.3: Require development to be designed so that stormwater runoff will not be increased off site from such development. Specific stormwater design will be based on existing conditions and will be a joint decision of the City and County Engineers.

Policy USA.4: Coordinate with the City of Salina’s future land use and transportation plans.

Policy USA.5: Coordinate with the City of Salina to ensure that publicly maintained roads required to serve new urban development within the Urban Service Area are designed to support urban traffic and are maintained in a manner mutually acceptable to both jurisdictions through a maintenance agreement.

Policy USA.6: Coordinate with the City of Salina to develop appropriate zoning and subdivision standards for development within the Urban Service Area.

Policy USA.7: Utilize a joint development review process; establish a joint County/City Review Commission to review development proposals in the Urban Service Area.

5. Rural Communities (RC) Land Use Policies

The following policies are applicable to the unincorporated communities of Bavaria, Bridgeport, Falun, Glendale, Hedville, Kipp, Mentor and Salemsborg (shown in **Map 2.**) These communities, which currently are subject to County zoning and subdivision regulations, face many of the challenges of the incorporated communities, but lack the municipal structure to address those challenges, which include:

- A mix of residential, commercial, industrial and agricultural uses in close proximity to one another;
- In some cases, urban densities without urban services, such as centralized wastewater; and
- A greater proportion of residents engaged in home occupations.

Policy RC.1: Allow increased flexibility in home occupation and cottage industry standards to allow a greater range of commercial uses within rural communities both by right and through the conditional use permit process. Ensure that uses will be compatible with adjacent uses and consistent with County health and safety standards.

Policy RC.2: Ensure that non-agricultural uses outside small communities will be compatible with adjacent uses and consistent with County health and safety standards, including, but not limited to wastewater disposal and fire protection standards.

Policy RC.3: Ensure the existence of a benefit district prior to assisting with the funding, development, and installation of community wastewater treatment facilities where septic system failures threaten community health and welfare. Ensure that the community’s benefit district will handle the ongoing maintenance and operation program for the system before undertaking any projects.

Policy RC.4: Develop land use compatibility standards to ensure that the mix of uses within rural

communities does not diminish the viability of existing residences, businesses or agricultural operations.

Policy RC:5: Require development to be designed so that stormwater runoff will not be increased off site from such development during any storm up to and including the 100 year storm (1% chance storm).

Policy RC.6: Consider developing a program to abate nuisances and zoning violations in unincorporated communities to make them eligible for state and federal funding for home and community improvements.

6. Community Growth Area (CGA) Land Use Policies

Saline County supports its small incorporated cities as centers of social and economic vitality characterized by urban development. These cities are: Assaria, Brookville, Gypsum, New Cambria and Smolan. For purposes of this Plan, urban development is defined as development that requires centralized water and wastewater services. The County, through this updated plan, is entering a partnership to ensure that development around these cities reinforces their long-term vitality and facilitates on-going urban development.

For the small cities in Saline County, Community Growth Areas (CGA's) have been identified that include the land located within ½ mile of existing corporate boundaries. These areas, which are illustrated in **Map 1**, should be protected from development that would constrain the growth of the cities. Inappropriate development may include low-density residential lots served by on-site wastewater systems and other development that is inconsistent with adopted future land use plans. With isolated exceptions, development allowed within the CGA should be designed to accommodate future growth of the community and efficient extensions of community utilities.

The following policies address land use, transportation, utility and other public service issues and are intended to be implemented through the County's development regulations.

Policy CGA.1: Work with each city to identify a Community Growth Area.

Policy CGA.2: Establish a process for city staff review of subdivision and rezoning applications within each CGA. During the review process, facilitate negotiations between the cities and the property owners for needed improvements such as, but not limited to, the following: roads, water and sewer districts, school districts and any land identified for open space, buffers or park and recreational purposes.

Policy CGA.3: Encourage land uses and the intensity of development within the CGA's to be consistent with the applicable community's adopted future land use plan.

Policy CGA.4: Require development to provide improvements consistent with any adopted

development regulations and **Table G-2**.

- Policy CGA.5: Develop appropriate Transitional Residential (RT) subdivision regulations for use in the CGA's upon the request of the community.
- Policy CGA.6: If no CGA exists, encourage development of existing rural residential lots and rural parcels to occur in a manner that will not restrict eventual urbanization of the adjacent city.
- a. Buyers may need to be made aware of the potential for future development of the area.
 - b. Buyers may need to be made aware of potential requirements for connection to sewer systems when available.
 - c. Dedication of utility easements may be required if sewer service is planned to serve the development.
 - d. Buildable areas shall not encroach on planned road rights-of-way.
- Policy CGA.7: Require the developer to work with the city regarding water and wastewater service requirements for all new development.
- Policy CGA.8: Require new centralized water systems to provide adequate supplies to meet minimum standards for fire flows. Coordinate the design, location and construction of standpipes with the applicable city and fire service provider as needed to protect new development.
- Policy CGA.9: Require all new development to provide road and drainage improvements consistent with public improvement requirements shown in **Table G-2**. Require internal roads to be surfaced consistent with community standards.
- Policy CGA.10: Require development to be designed so that stormwater runoff will not be increased off site from such development during any storm up to and including the 100 year storm (1% chance storm).
- Policy CGA.11: Require new development to fund improvements required to meet the needs of the proposed development.
- Policy CGA.12: Encourage development of agricultural parcels to occur in a manner that will support long-term urbanization of the CGA or city.
- Policy CGA.13: Coordinate road and drainage improvements projects with other service providers to meet the demands from development more efficiently. Prior to constructing road improvements, ensure that needed utility improvements are coordinated so new pavement will not need to be disturbed for planned utility upgrades.
- Policy CGA.14: Require that urban developments have adequate access to emergency services.

Policy CGA.15: Require all commercial development in the Community Growth Areas to comply with applicable building code requirements.

7. Airport (A) Environs Land Use Policies

The following policies are applicable to the area immediately adjacent to the Salina Airport and its approach zones. The Salina Airport, together with its Aviation Service Center and Industrial Center, provides an employment center within the County. As the Airport Authority continues to expand and diversify its operations, it is important to ensure that development adjacent to the airport does not prevent future opportunities for enhanced employment and development at the airport. While the airport is within the incorporated City of Salina, airport approach zones extend into the County and the County plays an important role in protecting these critical areas.

Policy A.1 Coordinate with the Salina Airport Authority to protect airport operations and support businesses from land use encroachment that reduces the functionality and safety of long-term airport operations and economic growth.

Policy A.2 Provide the Airport Authority direct notification and the opportunity to comment on development proposals that may influence facility operations.

8. Smoky Hill Weapons Range (R) Environs Land Use Policies

The Great Plains Joint Regional Training Center (GPJRTC) combines the assets of both the Kansas Air and Army National Guard under one umbrella to facilitate military and civilian joint operations training and combined air-land combat maneuvers and exercises.

The GPJRTC includes an Unmanned Aerial System (UAS) Center. Unmanned aircraft are currently used in a number of military roles, including surveillance, reconnaissance and attack. The GPJRTC also commands the Kansas Army Guard Training Institute, which offers a variety of skills training to active duty, Reserve and National Guard soldiers, including wartime skills. A pre-mobilization training and evaluation element is the newest addition to the GPJRTC's responsibility. In addition, the GPJRTC commands the Smoky Hill Weapons Range (Range), which is the largest and busiest range in the U.S. Air National Guard. It encompasses 36,000 acres and is located adjacent to one of the longest runways in the United States. The operating airspace over the Range connects to airspace over Fort Riley and North Central Kansas, which creates continuous airspace in which Army and U.S. Airforce aircraft train. And finally, the GPJRTC operates "Crisis City", a replica of a small town that will be able to imitate destruction by natural and/or man-made catastrophes. The new Crisis City will offer hands-on training to first responders; both military and civilian. Crisis City is located at the southeast edge of the Range.

The following policies are intended to protect operations at the Smoky Hill Weapons Range by discouraging activities adjacent to the Range that would negatively impact Center operations. These policies do not apply to development within the Range itself.

- Policy R.1 Restrict the conversion of agricultural land to more intense uses within one (1) mile of the Range. Encourage open space or clear areas within key safety areas adjacent to the Range to facilitate protection of the Range and reduce safety risk exposure to people on the ground and in the air.

- Policy R.2 Notify and provide an opportunity for Kansas National Guard officials to comment on any proposed development applications received within five (5) miles of the Range.

- Policy R.3 Allow transfer of development rights for any properties located within the Range’s 5-mile notification area.

- Policy R.4 Cooperate with the Kansas National Guard, National Guard Bureau and U.S. Department of Defense to make improvements to roads providing access to the Range and to facilitate access while protecting County road investments.

- Policy R.5 Evaluate all proposed amendments to this Plan, the County Capital Improvements Plan, and any interlocal agreements with regard to possible increases in incompatible land uses or the potential for incompatible development adjacent to the Range. When such amendments may result in incompatibilities, the County will seek alternatives in order to protect Range operations.

9. Fort Riley Unmanned Aircraft System (UAS) Corridor Overlay Environs Policies

The following policies are intended to protect unmanned aircraft and personnel within the 4-mile UAS corridor by discouraging activities and uses within and adjacent to the corridor that would be detrimental to normal operations.

Policy UA.1 Land Use: Establish a zoning overlay district designation for the UAS corridor. Provisions should be considered for, but not limited to: renewable energy, vertical obstruction, frequency encroachment.

Policy UA.2 Coordination: Include Ft. Riley in notification of any conditional use, or zoning case, and any amendments within the UAS corridor. Seek comment and technical support from Ft. Riley on any land use decisions in the area.

Policy UA.3 Education: Provide outreach to the public to inform property owners of the UAS corridor and what activities are allowed and prohibited.

Policy UA.4 Communication: Maintain a list of contacts at Ft. Riley and other counties within the UAS corridor and maintain on a regular basis.

Table G-1: Potential Zoning Classifications*

Growth Area	Allowed Zoning Districts	Uses
Rural	AG	Identifies farm and range land to be protected from encroachment of non-farm development and conversion to urban uses. Non-farm development is strongly discouraged. Under very limited circumstances, RA, V and NB zoning may be authorized in the rural growth area. Suitability will be determined through the LESA system, which shall include the requirement that such uses have access to roads with an all-weather surface.
Rural Communities <ul style="list-style-type: none"> • Kipp • Falun • Mentor • Hedville • Bavaria • Bridgeport • Glendale • Salemsborg 	RA	Large lot single-family residences with access to adequate water and road improvements. Centralized water service and access to chip-sealed or paved roads are required for subdivisions in this category. Clustering and conservation easements are encouraged and may be required as a condition of subdivision approval.
	RS1, RS2, RS3	Residential development connected to centralized water and wastewater systems. This category is limited to areas with access to paved roads, centralized water and wastewater systems. Where no public sewer system exists, dedicated open space areas for wastewater systems may be substituted. This type of development is allowed only in the USA or UGA or inside the city limits of any unincorporated town.
	V, NB	Limited commercial uses serving the needs of rural residents. Outside the city limits may be located only within ¼-mile of the intersection of two paved roads. Uses include small retail, agricultural support operations and neighborhood services.
	BC	Commercial retail, hospitality and highway service uses serving the needs of rural residents. Outside the city limits may be located within ½-mile of the intersection of a state highway and a paved roadway.
	IL, IH	Industrial, light manufacturing and wholesale services, where compatible with surrounding land uses and infrastructure.
Community Growth Areas <ul style="list-style-type: none"> • Brookville • Smolan • New Cambria 	RA	Large lot single-family residences with access to adequate water and road improvements. Centralized water service and access to chip-sealed or paved roads are required for subdivisions in this category. Clustering and conservation easements are encouraged and may be required as a condition of subdivision approval.

Growth Area	Allowed Zoning Districts	Uses
<ul style="list-style-type: none"> • Assaria • Gypsum 	RT	Transitional residential development in the Urban Service Area for Salina, optional in the Urban Growth Area around other communities. Requires platting at urban density but only allows development at county density until annexed.
	RS1, RS2, RS3	Residential development connected to centralized water and wastewater systems. This category is limited to areas with access to paved roads, centralized water and wastewater systems. Where no public sewer system exists, dedicated open space areas for wastewater systems may be substituted. This type of development is allowed only in the USA or UGA or inside the city limits of any unincorporated town.
	V, NB	Limited commercial uses serving the needs of rural residents. Outside the city limits may be located only within ¼-mile of the intersection of two paved roads. Uses include small retail, agricultural support operations and neighborhood services.
Urban Service Area	RS1, RS2, RS3	Residential development connected to centralized water and wastewater systems. This category is limited to areas with access to paved roads, centralized water and wastewater systems. Where no public sewer system exists, dedicated open space areas for wastewater systems may be substituted. This type of development is allowed only in the USA or UGA or inside the city limits of any unincorporated town.
	RT	Transitional residential development in the Urban Service Area for Salina, optional in the Urban Growth Area around other communities. Requires platting at urban density but only allows development at county density until annexed.
	V, NB, BC, IL, IH	Non residential uses should be limited to circumstances under which the City will annex the property in conjunction with development.

* The above zoning categories are shown for informational purposes only; consult the Saline County Zoning Resolution for the most up-to-date uses and development standards.

** In some cases, densities may be increased through clustering or other planned development processes that achieve Plan goals in a manner consistent with adopted policies and regulations.

*** Compatibility standards shall be adopted through the subdivision and zoning regulations to ensure that business types, traffic generation, and hours of operation are compatible with surrounding uses and infrastructure.

Table G-2: Public Improvement Requirements

Facilities/ Improvements	Proposed Land Use						
	Ag.	Large lot, single- family	Transitional Residential ¹	Small lot, single- family. ²	Mixed use, light commercial	Highway and regional commercial	Industrial
	Potential Zoning Districts*						
	AG	RA	RT	RS1, RS2, RS3	V, NB	BC	IL, IH
Grants of Rights-of-Way and Easements for Roads/Utilities	✓	✓	✓	✓	✓	✓	✓
Access							
Collector Road (usually paved)		✓ ³	✓ ³	✓ ³	✓ ³	✓ ³	✓ ³
Local Road (paved or gravel)		✓	✓	✓	✓	✓	✓
Wastewater							
Centralized Service		✓ ⁴	✓	✓	✓ ⁴	✓ ⁴	✓ ⁴
On-Site Systems	✓						
Water							
Centralized Service		✓ ⁵	✓	✓	✓ ⁵	✓ ⁵	✓ ⁵
Individual Well	✓						
Fire Protection							
Fire Flow ⁷		✓ ⁶	✓ ⁶	✓ ⁶	✓ ^{6,7}	✓ ^{6,7}	✓ ^{6,7}
W/in 2.5-Mile Radius		✓	✓	✓			

*The above zoning categories may be appropriate in the identified areas; consult the Saline County Zoning Resolution for the most up-to-date uses and development standards.

Notes for Improvements Standards Matrix

- 1) Mandatory within the City of Salina’s Urban Service Area only; optional in other areas.
- 2) Permitted in the Community Growth Areas with sufficient infrastructure.
- 3) Driveways not allowed on Collector roads identified as a Primary Rural Road.
- 4) Outside of the Salina USA, on-site disposal systems may be authorized by the County, if centralized water service is provided and no wastewater facilities are located within 1,250 feet of the proposed development.
- 5) Outside of the Salina USA, centralized service requirements may be waived by the County, provided the applicant demonstrates the availability of adequate water for the proposed use. In the RA district, waiver of the centralized service requirement requires a minimum lot size of three (3) acres.
- 6) Where centralized systems are inadequate to provide required fire flow, the applicant will be required to construct and dedicate a standpipe, install a dry hydrant connected to an adequate water source or provide some other suitable water source for fire protection as approved by the County.
- 7) Non-residential development must meet State fire protection standards or any fire protection standards adopted by Saline County.

CHAPTER 5: TRANSPORTATION

Overview

The Transportation Chapter identifies key transportation issues facing Saline County and establishes policies addressing those issues. As Saline County seeks to meet the essential mobility needs of present and future residents, it will foster growth patterns that support a rational and sustainable transportation network. The road system must cost-effectively serve the needs of existing and anticipated populations while being sensitive to the natural and built environments. Saline County provides limited special needs public transportation. In addition, the County does not currently have nor anticipate initiating any mass transit for rural residents. Therefore, neither of these topics are dealt with in the Transportation Chapter.

The focus of the Transportation Chapter is on Saline County's roads, bridges and drainage and the issues associated therewith. Two primary factors have resulted in increased pressures and demands on the County's system of roads, bridges and drainage. First, a significant portion of the increase in rural population is people who are not involved in agricultural activities but simply choose to live in rural areas. Secondly, rural residents' daily (often many times per day) commutes to jobs and activities in urban areas and typically have higher expectations for the road, bridge and drainage systems that formerly served rural populations. The second major factor affecting Saline County's roads, bridges and drainage is the reduction in the number of rail access locations which has occurred with the demise of the short-line railroads. This has resulted in the necessity of hauling grain, hay and cattle increased distances on county roads in evermore heavily loaded (frequently loaded beyond legal limits) semi-trailer trucks. It is well documented that a single semi-trailer truck does equivalent damage of literally thousands of passenger vehicles and the County's rural roads and bridges simply were never designed to support these very damaging loads.

As Saline County seeks to meet the essential mobility needs of present and future residents and businesses, economic limitations necessitate fostering growth patterns consistent with the adopted Rural Primary Road System. The road system must cost effectively serve the needs of the existing and anticipated populations (with full knowledge that it may not fulfill all of their wants) while being sensitive to the natural and built environments.



It must be emphasized that road, bridge and drainage system maintenance, upgrades and enhancements must be within the fiscal means of the County and should provide the flexibility to evolve as needs and technology change. Transportation system planning is an ongoing process that should be flexible, comprehensive and open to public participation.

Key Issues

Limited Financial Resources – The disparity between identified capital improvement needs and available financial resources is the most significant issue facing Saline County.

This has prompted staff and elected officials to consider several options including tax increases, bond programs, KDOT Revolving Funds, benefit districts, and reductions in inventories of existing infrastructure items such as bridges and through roads. Reducing infrastructure inventories makes the most sense in light of the County’s commitment to a debt-free philosophy based on “pay as you go” funding and also the anticipated lack of public support for tax increases due to the financial pressures on citizens created by ever upward spiraling consumer prices. Consequently, the Saline County Board of Commissioners passed Resolution 08-1973 (see Appendix B) adopting the county wide Rural Primary Road System. This will gradually decrease the County’s total infrastructure inventory. Practically, this means that the identified rural primary roads will receive higher priority when it comes to investing the County’s limited available funds to upgrade road surfaces and repair/rehabilitate/replace facilities such as bridges and drainage structures shorter than bridge length (i.e., 20 feet). Bridges on non-primary roads that reach the end of their life expectancy will be likely to be closed and not repaired or replaced.

Maintaining Roadways - Eighty-four per cent of Saline County’s roadway system is unpaved.

Lack of financial resources to afford the initial cost of paving is the primary reason roads remain unpaved. However, it is recognized that the cost in materials, manpower and equipment necessary to maintain unpaved roads to a somewhat acceptable level is directly proportional to several traffic characteristics (i.e, volume, weight, speed, etc.) and soil characteristics (i.e., cohesion, plasticity, etc.). For various traffic and soil characteristic combinations, a strong case can be made that incurring the initial cost of paving will result in demonstrable cost savings over time. Saline County anecdotal and empirical experience indicate that at about 250 vehicles per day, gravel roads require a disproportionate amount of time and materials to maintain a somewhat acceptable level of service. At this time, no definitive correlations have been developed between road maintainability and in-situ soil characteristics for Saline County. However, these correlations will be developed as staff time and resources permit. This additional information will be useful in more effectively targeting the County’s limited resources to problematic areas. Until the maintainability/soil characteristics correlation is developed, decisions to upgrade roads will be primarily based on traffic volumes and voluntary participation of adjacent landowners. To limit capital and operational costs and their impacts, this Plan recommends that densities in agricultural areas be kept low enough to minimize the need to pave most of the road network.

Establishing the Ultimate Roadway Network - The Rural Primary Road System concept

was developed to operate in conjunction with the systems of urban streets and state highways to be the ultimate roadway network to serve the existing and future populations of Saline County.

The Rural Primary Road System includes 491 miles of roads. While the intent is that the total length of roads designated as rural primaries remain essentially constant for the foreseeable future with minimal additions to this total length, the intent is not that the adopted Rural Primary Road System is etched in stone, never to be modified. It must be subject to change and revision as the county moves forward. However, change should not be arbitrary and capricious. Any proposed changes would be subject to thorough review to determine if they make sense for the entire area and not just a single individual that might stand to benefit from it. Substitution of an alternate section of road for one of the rural primary roads would occur only with a majority vote of the Board of County Commissioners. The County should assess the impacts of proposed development to ensure that it can be safely accommodated on the Rural Primary Roadway System. Ongoing traffic monitoring will need to be conducted to identify needed roadway improvements and to adjust priorities for capital improvements. By state statute, all the roads and highways in county unit road counties such as Saline County must be classified in accordance with the classification system stipulated in K.S.A. 68-516. The system of “Rural Primary Roads” adopted by the Saline County Board of Commissioners includes all roads and highways classified in K.S.A. 68-516 as either “secondary roads or highways” and “county minor collector roads or highways”. **Table T-1** defines road classifications required by K.S.A. 68-516.

User Fees - In recognition of the tremendous burden heavy loads place on Saline County’s system of roads and bridges, establishment of a fee system based on the weight capacity of heavy equipment that use the County’s road system to haul sand, rock, asphalt, grain, hay, cattle, etc. should be investigated by county staff.

The results of that investigation should be brought to the Board of County Commissioners for deliberation. These fees could be assessed based on scale weights where trucks are loaded or unloaded. These fees could be used to pay for the maintenance and upgrading of roads, drainage, and bridges in the County.

Public Safety - The accident rates on rural roads have long been known to far exceed those on state highways and urban streets.

This is due to the fact that rural roads typically have reduced visibility, unmarked intersections, and reduced design standards. Another important factor responsible for increased accident rates is the extreme variety of vehicles and equipment that use rural roads. Users of rural roads include slow moving agricultural equipment that often occupies the full road right of way width; vehicles that make frequent stops which include school buses, mail delivery, trash pickup, etc.; heavily loaded, semi-trailer trucks with very long stopping distances; and passenger cars with all levels of driving abilities from inexperienced young drivers to very

competent drivers. This is potentially a much more lethal mixture of traffic than typically occurs on state highways and urban streets. It is an undeniable fact that accident rates and severity are directly related to speed. Judgment time and the ability to recover from mistakes are much less at greater speeds. There is virtually nothing the County could do that would be more effective in protecting the health, safety, and welfare of County residents than lowering the speed limits on county roads. Therefore, consideration should be given to lowering the maximum speed limit on gravel and earth county roads to not more than 45 miles per hour. In addition to enhancing safety, a speed limit reduction would have substantial economic benefits to Saline County in terms of road maintenance and upgrading. For example, the amount of dust generated and the rate at which the road surface degrades are both reduced as speed is decreased, thus resulting in reduced maintenance costs. In addition, the level to which improvements must be made when upgrading or improving roads is a function of posted speed (the higher the speed, the more stringent the design standards). By reducing the posted speed, the costs of upgrading/improving roads are reduced proportionally.

Transportation Policies

- Policy T.1: Design and construct all proposed roads and streets in or adjacent to new subdivisions (unless higher urban standards are deemed appropriate) and also improvements to existing county roads (where deemed appropriate) in accordance with **Table T-2**, the policies of this Plan and adopted improvement standards. Ensure that right-of-way dedication instruments allow for installation of utilities and drainage facilities, as well as other public service needs. Coordinate with Road and Bridge Department on all required development permits.
- Policy T.2: Maintain Road design and construction standards based on **Map 3**, the Rural Primary Road System map. The map should be updated periodically to reflect Saline County Board of Commissioners approved changes.
- Policy T.3: Maintain a rural road and bridge system that minimizes long-term capital and operational costs, while providing safe and convenient access for rural residents, ranchers, farmers, and industry.
- Policy T.4: Require new developments in the County to provide for the long-term maintenance of internal road, bridge and drainage systems. These internal systems shall be considered private for maintenance purposes. However, the County will retain the right to access these road rights of way and also allow the use of these road rights of way to utility providers for the provision of all public services.
- Policy T.5: Allow existing shared driveways as legally non-conforming, but prohibit establishment of new shared driveways in accordance with any adopted addressing policy.

- Policy T.6: Prohibit subdivisions that eliminate or inhibit the development of access to adjacent parcels. If access to adjacent property is provided via a private road, allow for pro-rata cost recovery for road construction and maintenance from subsequent users.
- Policy T.7: Ensure that safe and adequate roadways are provided concurrently with new development.
- Policy T.8: Require dedication of rights-of-way and other access easements necessary for needed transportation facilities as identified in the Rural Primary Road System map.
- Policy T.9: Prohibit rezoning and subdivision on earth roads.
- Policy T.10: Discourage construction of single family homes on earth roads unless the road is upgraded or vacated and converted to a private road per County policy. Encourage transfer of development rights from parcels along earth roads to other properties along paved roads.
- Policy T.11: Cul-de-sac streets/roads should be no more than 600 feet in length. Secondary access should be provided for any development with streets/roads exceeding this length.
- Policy T.12: Require all developers (including individuals building new single family homes) to provide all required on-site roads and contribute their pro rata share of funding for off-site roadways that serve the proposed development. “Funding” shall include dedication of required right of way for the County road(s) at no cost to the County and participation in the cost of upgrading the County road(s) surfacing in proportion to the increase in traffic the proposed development will ultimately generate. The County will hold these funds until such time that it deems appropriate to improve the County road(s). When the County proceeds with improvements to the County road, it will assess all subsequent developers (including individuals building new single family homes) their proportionate share of the costs of the upgrades based on the proportion of traffic increase generated by the development. If the developer wishes to make approved improvements to the County road prior to the County being ready to make those improvements, the developer should be allowed to recover improvement costs for facilities that serve subsequent development.
- Policy T.13: Upgrade the surface of all rural primary roads shown on **Map 3** which are currently either gravel or earth to prime and double seal, hot-mix asphalt, or concrete within ten years. Road upgrades will be prioritized primarily based on traffic volumes and correlations between maintainability and soil characteristics. However, other factors will be taken into consideration including voluntary dedication of right of way by adjacent landowners and voluntary participation in the costs of upgrading the road surface by interested parties.
- Policy T.14: Maintain short-term (5 years) and long-range (10 years) capital improvements

programs for the improvement of roads and bridges based on existing and projected demands, road surface conditions, traffic safety, fiscal impact and other relevant factors. (Note: Improvements to several of the rural primary roads were also identified as Priority Transportation Projects in joint “Resolution Endorsing Transportation Improvements for The City of Salina and Saline County Concerning the Enactment by the Kansas Legislature of a New State-Wide Comprehensive Transportation Program, City of Salina Resolution 08-6546 and Saline County Resolution 08-1984 in Appendix C. Therefore, state funding for upgrading at least some of these roads is anticipated to be made available if the Kansas Legislature passes a new Comprehensive Transportation Program.)

Policy T.15: When evaluating requests to vacate public right-of-way, consider the following factors:

- **Is the roadway indicated on the adopted Rural Primary Road System map?** If the road is classified as anything other than a local road, it should not be vacated. If the road is classified as a local road it should only be considered for vacation if it meets all of the following criteria:
 - ✓ **Could the right-of-way in an existing community be needed for any future public purpose?** The County should require applicants for vacations in communities to provide evidence that the right-of-way will not be needed for any mode of circulation, emergency access, access to serve future subdivisions within the community or public utilities.
 - ✓ **Is the roadway needed for access to multiple parcels?** Even if under common ownership, the right-of-way should not be abandoned if it is the sole access to multiple properties that may be conveyed to separate owners unless adequate provision is made for access to uses that may be allowed on each parcel.
 - ✓ **Is the roadway currently being used?** If the roadway is improved and carrying traffic, the County should consider retaining the right-of-way.
 - ✓ **Are there sufficient alternative roadways?** Do not vacate the right-of-way unless other public roadways located within a reasonable distance of the right-of-way to be abandoned can provide a safe and convenient alternative route.

Policy T.16: Consider local user fees for heavy vehicles to recoup the costs of their impacts on the County’s roads.

Policy T.17: On a case by case basis, consider lowering the maximum speed limit on earth and gravel county roads to no less than 45 miles per hour.

Table T-1: Road Classifications Required by K.S.A. 68-516*

Road Classification	Function	Character of Road
State Highways	Link communities and urban centers; carry high volumes of traffic at relatively high speeds.	Continuous traffic flow along paved roads with points of access being tightly controlled. Access from individual residential lots is limited, new rural and urban residential development will not provide direct access from individual lots smaller than 10 acres. (e.g., I-70, I-135, K-4, K-140, and K-143.)
Major Collector/Secondary Roads or Highways**	Link state highways, adjacent counties, and communities, and local roads providing moderate volumes of traffic at moderate speeds	Continuous traffic flow along paved, primed and double sealed, and gravel roads with periodic controlled intersections. Access from individual residential lots is limited, new rural and urban residential development will not provide direct access from individual lots smaller than 10 acres. (e.g., Kipp Road, Burma Road, State Road.)
Minor Collector Roads or Highways***	Link state highways, adjacent counties, and communities, and local roads providing moderate volumes of traffic at moderate speeds.	Continuous traffic flow along paved, primed and double sealed, and gravel roads with periodic controlled intersections. Access from individual residential lots is limited, new rural and urban residential development will not provide direct access from individual lots smaller than 10 acres.
Local Service Roads	Provide access to individual lots; carry low volumes of traffic at low speeds.	Discontinuous; designed to discourage use by through traffic; stop signs at most intersections. Unpaved.

* Saline County is a county unit road county. All the roads and highways in county unit road counties must be classified in accordance with the classification system stipulated in K.S.A. 68-516.

** Roads or highways specifically designated by K.D.O.T. as Rural Secondary roads and included in Saline County’s Rural Primary Road system. Projects on these roads are candidates for federal funding when available.

*** Roads also included in Saline County’s Rural Primary Road System that are not secondary roads or highways.

Table T-2: Design Characteristics by Road Classification

Design Characteristic	Road Classification			
	State Highways	Major Collector Secondary Roads or Highways	Minor Collector Roads or Highways	Local Service Roads
Traffic Lanes	**	Two (2) 11' lanes	Two (2) 11' lanes	Two (2) 11' lanes when possible and/or appropriate
Design Capacity (average vehicles per day)	**	based on configuration	<400	<100
Minimum Right-of-Way* (feet)	**	80-100	80	60
Typical Speed Limit* (miles per hour)	**	30 to 55	30 to 45	25 to 35
Pavement Type	**	paved, primed and sealed, or gravel	paved, primed and sealed, or gravel	Earth or gravel; in the case of internal subdivision roads, gravel or paved.
Driveway Access	**	Limited, 300 ft. minimum separation	limited, 300 ft. minimum separation	unlimited

* Right-of-way and speed limits depend on anticipated traffic volume, terrain, visibility, road alignment and adjacent development. Therefore, wider rights of way and/or lower speed limits may be required if deemed appropriate. Also, additional right of way will generally be required at intersections.

** Appropriate design characteristics to be determined by the Kansas Department of Transportation

Table T-3: Highest Traffic Volume Gravel-Surface Roads*

Road Name**	From	To	Average Daily Traffic	Miles
Burma Road	State Street	K-140	228	0.8
Lapsley Road	Old 81 Hwy	Ohio Street	160	1
Magnolia Road	Kipp Road	Solomon Road	243	4
Mentor Road	Ohio Street	Mattson Road	119	1
Ohio Street	Mentor Road	McReynolds Road	419	1
Ohio Street	McReynolds Rd.	K-4 Highway	300	1
Ohio Street South	Water Well Road	Mentor Road	370	2
SchippelRoad/ Crystal Springs Road	Ohio Street	Marymount Road	277	1.5
Simpson Road	Mariposa Road	Old 40 Hwy	170	1
Simpson Road	Magnolia Road	Schilling Road	263	1
Water Well Road	Burma Road	Lightville Road	505	1
Water Well Road	Ohio Street	Holmes Road	300	0.5
Water Well Road	Muir Road	Lightville Road	200	1
Marymount	E. North Street	E. 40 Hwy	434	0.75
E. North Street	Holmes	Eastborough	252	0.5
Holmes Road	Crawford	E. North Street	121	1.5
Totals				19.5

(Rev. 2022)

* Rural upgrades will be prioritized based on the criteria established in **Policy T-13**.

** Roads are listed alphabetically and not necessarily in the order that they will be upgraded.

CHAPTER 6: COMMUNITY FACILITIES & SERVICES

This chapter describes the County's policies for the provision of public facilities and services. This chapter will establish policies addressing County coordination relating to: water and wastewater systems, public safety and emergency services, stormwater management and education. With the exception of public safety and stormwater management, these services are provided by agencies other than the County. Consequently, the County can provide support to other service providers, but it cannot autonomously affect the quality of those services.

Key Issues

Improving City/County Communication – Saline County should continue improving communication with cities and other agencies providing services within the County. Better communication can improve the public sector's efficiency in providing services.

Maintaining Quality Educational Facilities – Saline County school districts provide high quality educational opportunities for local youths. As growth occurs, maintaining adequate capacity will challenge local districts. The County's plan should promote quality educational systems by coordinating development decisions with local school districts' abilities to transport students and provide adequate classroom capacity.

Maintaining Adequate Funding and Adequate Facilities – Increased development in unincorporated areas has brought increased demand for road upgrades and emergency services. The size of the County and the scattered nature of new growth constrain the County's ability to provide these services with available resources. The County should ensure that new development is consistent with the capacities of planned facilities.

Ensuring that Rural Residential Development Does Not Exceed Existing Water Supplies – Autonomous rural water supply districts serve much of the County. While the County was involved in the formation of the districts' boundaries, it is not involved in the operations of the districts. The County's Comprehensive Plan encourages water districts to plan and provide sufficient capacity to serve primarily agricultural uses and secondly provide centralized services to rural residential areas.

Community Facilities and Coordination Policies

Policy CF.1: Invest in facilities and services that are consistent with available revenues, and continue to encourage energy diversity, and expansion of all facilities in underserved areas where feasible. When possible, consider demands created by planned uses, populations and needs.

Policy CF.2: Ensure that the County's public facility requirements promote urban development within the County's communities, rather than in rural areas.

Policy CF.3 Assist in the expansion of rural water systems to adequately serve agricultural uses

and appropriate rural residential uses. Ensure that operations and maintenance are provided by a stable entity that is adequately funded by system users.

Policy CF.4: Assist in the development or improvement of rural sanitary sewer systems in communities experiencing septic system problems. Ensure that operations and maintenance are provided by a stable entity that is adequately funded by system users.

Policy CF.5: Promote coordination and cooperation among all law enforcement agencies. Provide contract public safety assistance to smaller communities in the County.

Policy CF.6: Coordinate the design, location and construction of stand-pipes and fire hydrants with cities and fire districts as needed to protect new development.

Policy CF.7: Support the provision of responsive, high-quality emergency medical services. Ensure that development has adequate access to emergency medical services.

Policy CF.8: Require development to be designed so that stormwater runoff will not be increased off site from such development during any storm up to and including the 100 year storm (1% chance storm)..

Policy CF.9: Coordinate with appropriate school districts to determine capacity available to serve proposed developments.

Policy CF.10: Consider incentives to encourage the use of bio-retention features in existing and new development to improve water quality and decrease stormwater run-off.

Policy CF.11: Consider incentives for individuals who use xeriscaping in all development in unincorporated Saline County to assist with water conservation.

CHAPTER 7: PLAN OVERVIEW AND IMPLEMENTATION

Overview

Saline County's Comprehensive Plan is intended to be a road map for Saline County's future -- one that anticipates future needs and conditions. To ensure the Plan's effectiveness in responding to existing and projected growth, the County will occasionally need to consider actions that could result in amendments to the Plan.

Plan amendments should not be made lightly. Commissioners and Planning Commission members should consider each proposed request carefully to determine whether or not the request is consistent with the Plan's goals and policies. It is important to keep in mind that the cumulative effect of deviations from the plan will change policy direction. For this reason, requests for approval of proposals that are inconsistent with Comprehensive Plan policies – if not summarily denied – must then be evaluated in terms of their significance to overall County policy.

Implementation: Relationship to Budget

The annual budget is one of the most potent tools for plan implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals and policies of this Comprehensive Plan. The Plan should serve as the basis for the staff's recommended work programs and a focus for the Board's discussion of priorities from year to year. County staff should review the Plan goals and implementation programs and recommend appropriate strategies to achieve the Plan goals in a manner that is consistent with Plan policies.

Implementation: Capital Improvements Programming

The County should maintain and regularly update long-range and five-year capital improvements programs (CIPs).

The long-range CIP is an important planning tool to ensure that the County has planned the most cost effective facilities and to determine whether the County will have the capability to fund needed public facilities. The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to maintain and upgrade existing infrastructure for the next 15 to 20 years. The Comprehensive Plan is not an engineering document, but should provide enough specificity to determine which costs are required to remedy existing and anticipated deficiencies. The long-range CIP should establish the basis for the County's development fees; such development fees shall be identified in the County Subdivision Resolution. The long-range CIP should be updated at least once every five years or when significant changes modify the County's long-term capital investment strategies (*e.g.*, changes in service areas, significant changes in land use, and/or changes in service demand or delivery patterns).

The five-year CIP should list short-term projects needed to improve, or at the very least maintain appropriate levels of service. Ideally, each project should be assigned a budget and a time frame for completion. The CIP also should delineate the proportion of project costs that is designed to provide new capacity and the proportion that is required to fund existing deficiencies. This delineation will enable the County to quantify the capital costs associated with new development and to monitor the expenditure of development fees. The five-year CIP should be updated annually to reflect the County's budgetary decisions.

Implementation: Zoning and Subdivision Regulations

On a day-to-day basis, the zoning and subdivision regulations are the most important tools for Plan implementation. The land use goals are achieved through a myriad of incremental decisions about specific development projects. Policies in the plan become law when carried out through the County's subdivision and zoning authority. Updates to the subdivision and zoning regulations should be consistent with Comprehensive Plan policies to ensure that incremental actions on development requests support the Plan's goals, policies and recommendations.

PERIODIC AMENDMENTS

Growth Areas Map:

The Growth Areas Map is intended to serve as a guide for public and private development and land use decisions, but it can be amended or changed as conditions warrant. The intent of this Comprehensive Plan is for the County to adopt a formal amendment process that will be codified in the County's development code. Amendments to the identified growth areas are anticipated as development in identified growth areas occurs and market conditions change. While map amendments may occur more frequently than policy changes, they should not occur more than twice per year. By limiting opportunities to amend the Growth Areas Map, the County will reduce the potential for incremental changes that result in unintended policy shifts.

Goals and Policies:

To ensure that the Comprehensive Plan remains an effective guide for decision-makers, Saline County should conduct periodic major evaluations of the plan goals and policies. These evaluations should be conducted every three to five years, depending on the rate of change in the community, and should consider the following:

- Progress in implementing the Plan;
- Changes in conditions that form the basis of the Plan;
- Fiscal conditions and the ability to finance public investments recommended by the Plan;
- Community support for the Plan's goals and policies; and
- Changes in State or federal laws that affect the County's tools for Plan implementation.



The major review process should encourage input from the general public through the Planning Commission Public Hearing process. Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process.

ANNUAL REVIEW AND MONITORING

A detailed amendment process should be incorporated into the County's zoning resolution; however the following describes the general process to annually review, monitor and amend the Comprehensive Plan.

Annually, prior to development of each budget, the Board of County Commissioners should:

- measure the County's success in achieving plan goals through the recommended strategies of the Plan Implementation Program discussed at the end of this chapter;
- propose strategies to be pursued under the coming year's budget;
- identify unlisted strategies that will achieve Plan goals;
- evaluate growth trends and compare those trends to Plan projections; and
- summarize development actions which affect the Plan's provisions.

The annual review should include statements identifying the County's progress in achieving the goals of the Plan, the impact of the Plan on service provisions, and proposed programs to help achieve the Plan's goals. The annual review should be used as a tool to help set budgetary priorities.

Benchmarks

The following benchmarks shall be used to monitor the County's effectiveness in achieving the Comprehensive Plan goals.

1. The County will minimize the public costs of developing and maintaining an adequate rural road system to serve the existing community.

To achieve this benchmark:

- ♦ The County has adopted the Rural Primary Road System Map;
 - ♦ The County's Plan directs growth to areas having or planned to have hard-surface roads; and
 - ♦ The County's Plan policies require new development to pay the pro rata costs of surfacing and maintaining internal road systems.
2. The County will budget sufficient money for the improvement of roadways identified on the Rural Primary Road System Map and in the Capital Improvements program. To help generate the revenue for these improvements, the County may adopt an impact fee, excise tax or other appropriate mechanism to recover roadway costs from development creating the need for the improvements.
 3. The County will consider the use of user fees to offset costs to infrastructure. Such fees will be implemented to generate capital funds for new capacity and allow other funding to be

more equitably distributed for road maintenance costs.

4. The County will continue offering options for transferring development rights and work to identify appropriate receiving areas and incentives for individuals to transfer development rights out of areas identified as inappropriate for any residential development; e.g., airport overlay district, floodplains and buffer around the Great Plains Joint Regional Training Center.
5. The County will continue to explore the use of conservation easements and deed restrictions to protect prime farm ground from development.
6. The County will develop Zoning and Subdivision standards to encourage appropriate growth patterns in Community Growth Areas and the Salina Urban Service Area. New Residential regulations will be adopted that allow appropriate development in growth areas.

PLAN IMPLEMENTATION PROGRAM

The Comprehensive Plan requires on-going action to achieve its goals. **Exhibit 1**, the Plan Implementation Program, provides an initial listing of tasks required to carry out the goals and policies of the Plan. This program should be updated on an annual basis to reflect County accomplishments and to incorporate new program proposals. The Plan Implementation Program is a tool for establishing budgetary priorities. Programs that are not funded in the recommended years should be evaluated for later implementation. Programs that are completed should be removed from the list. The Plan Implementation Program is intended to be the most dynamic component of the plan. Through annual updates, the County can ensure that the plan continues to serve the community effectively.

Exhibit 1: Plan Implementation Program

Item	Task	Strategy	Staff Project	Schedule Years
1	<p>Update Zoning Resolution to implement plan policies, including:</p> <ul style="list-style-type: none"> • include consistency language tying comprehensive plan policies to regulations • update list of zoning district uses for all districts and create lot standards for commercial and industrial zoning districts • establish criteria for rezoning to each district • determine vested rights standards and procedures • standards and procedures for notifying rural residents of the ongoing impacts of nearby agricultural operations • home occupation/cottage industry standards for unincorporated Saline County including the rural communities • incentives for reservation and/or dedication of environmentally sensitive areas for open space and trails purposes, including incentives for the County’s TDR program • environmental impact report requirements for projects requiring a Conditional Use Permit (CUP) in the AG Zoning District, i.e., animal confinement, manufacturing and mineral extraction operations • protection for agricultural, manufacturing and extraction operations from existing 	Zoning Resolution	<p style="text-align: center;">✓</p> <p>R&B, P&Z</p>	Immediate and on-going

Item	Task	Strategy	Staff Project	Schedule Years
	<p>development or incompatible adjacent uses</p> <ul style="list-style-type: none"> • updated floodplain regulations • review of existing LESA criteria to ensure consistency with the Comprehensive Plan goals and policies • Provisions that require development to be consistent with plan policies. 			
2.	<p>Update Subdivision Resolution to implement plan policies, including:</p> <ul style="list-style-type: none"> • adequate public facility standards for roads, drainage, water and wastewater systems • compatibility and buffering standards • conservation subdivision standards and procedures, to include considering density bonuses and appropriate techniques to reserve open spaces • standards for creation and maintenance of private roads • standards for access to and through proposed subdivisions • incentives for reservation and/or dedication of environmentally sensitive areas for open space and trails purposes, including incentives for the County’s TDR program • Provisions that require development to be consistent with plan policies. 	Subdivision Resolution	<p>✓</p> <p>R&B, P&Z</p>	Immediate and on-going
3	<p>Rezone areas that are inconsistent with the Plan, particularly industrial areas located within the floodplain. Provide a window of opportunity for development under current zoning for projects in the “pipeline.”</p>	Rezoning	<p>✓</p> <p>P&Z</p>	Ongoing
4	<p>Update the inter-local agreement between Saline County and Salina to implement applicable policies, including</p> <ul style="list-style-type: none"> • future land uses • development review procedures • development improvement standards • coordination on the timing and funding of road improvements <p>○</p>	Interlocal agreements; interim residential regulations	<p>✓</p> <p>CA, R&B, P&Z</p>	Ongoing

Item	Task	Strategy	Staff Project	Schedule Years
5	<p>Continue efforts at communication with city planning and engineering staff on a mutually agreed-upon schedule to monitor implementation of policies that affect both jurisdictions, including:</p> <ul style="list-style-type: none"> ○ development policies in the USA ○ road construction and maintenance ○ other long-range CIP and/or planning projects. 	<p>Staff meetings; reports to governing bodies</p>	<p>✓ R&B, P&Z</p>	<p>Ongoing</p>
6	<p>Maintain a capital improvements program for roads, bridges and drainage improvements that includes:</p> <ul style="list-style-type: none"> ○ a road surface management system for the County’s road system; ○ evaluation of development fees to cover capital costs for roads and drainage facilities; and ○ a formal process for review of capital improvements programs with impacted entities. 	<p>CIP; Inter-governmental coordination</p>	<p>✓ R&B</p>	<p>Ongoing</p>
7	<p>Utilize a grants administrator to help obtain grants and provide support assistance for funding improvements in rural communities as needed.</p>	<p>Human Resources, Grant and In-Kind Support</p>		<p>Ongoing</p>
8	<p>Maintain mutual aid agreements with local communities and evaluate opportunities to improve the quality and cost effectiveness of public safety services.</p>	<p>Inter-governmental coordination</p>		<p>Ongoing</p>
9	<p>Coordinate with local farmers, as well as appropriate state and federal agencies, to promote best farm management practices.</p>	<p>Public Education</p>		<p>Ongoing</p>

APPENDIX A

Overview & Background Assessments

The Comprehensive Plan defines the desired future for Saline County and describes public and private roles in achieving that character through land use and infrastructure decisions. The updated Plan will be a tool for managing community change to achieve the desired quality of life or vision for the future.

The first step in the update process was to evaluate where the County is today - both quantitatively and qualitatively - so the desirability and feasibility of strategies that would guide the County could be determined. The following assessments provide an overview of the changes in Saline County since the 2000 Comprehensive Plan was adopted. They focus on:

- **Demographics**, including population growth and population projections;
- **County Environment**, including natural features and agricultural trends;
- **County Land Use**, from existing uses to population projections and land use needs; and
- **Community Facilities** such as roads and other infrastructure.

Demographic Assessment

The Demographic Assessment explores historical and recent trends in population, income, poverty, employment and growth issues. The best source of data on population is the U.S. Census, and while several years have passed since the 2000 Census, it remains the best source of data for many population characteristics. Where possible, Census counts have been supplemented by more recent estimates from the Census Bureau and other data sources. As part of the 2014 update, current Census data has been added to supplement the available information.

(Rev. 2014)

Current Population Trends

Saline County is the tenth most populous county in Kansas. The County as a whole has experienced a decrease in population since 2010 as shown in exhibits 2a and 2b.

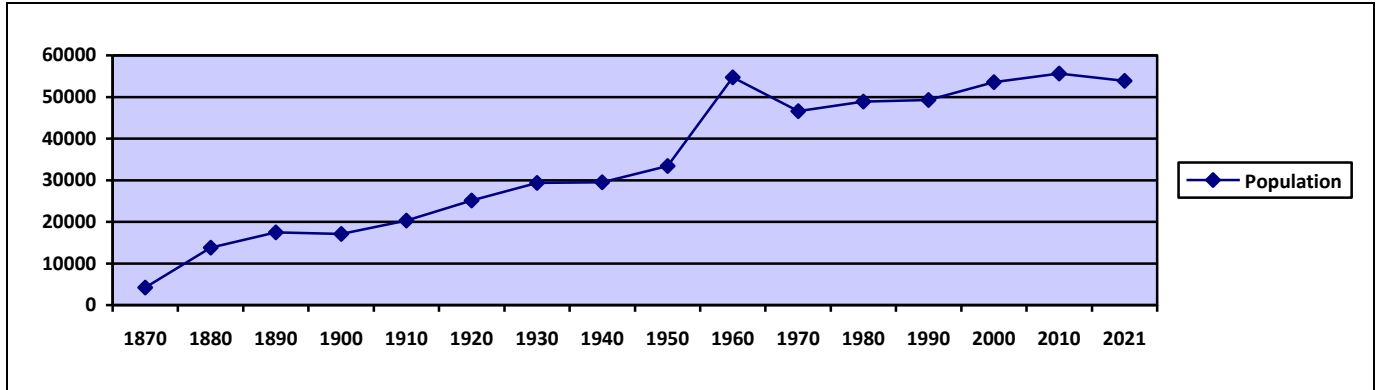
(Rev. 2022)

Housing Trends

There are a variety of housing options available to Saline County residents, from single-family homes to apartment buildings. The greatest variety in housing options is available within the City of Salina. This assessment focuses on housing units outside Salina, either in the unincorporated County or the small towns. In these rural areas, a sizeable majority of households live in single-family detached homes, as shown in **Exhibit 3**.

(Rev. 2022)

Exhibit 2a: Saline County Population Growth, 1870-2021



Source: U.S. Census Bureau. (Rev. 2022)

Exhibit 2b: Saline County Population Growth, 1870-2021

Year	Population	% Growth
1870	4,246	
1880	13,808	225%
1890	17,442	26%
1900	17,076	-2%
1910	20,338	19%
1920	25,103	23%
1930	29,337	17%
1940	29,535	1%
1950	33,409	13%
1960	54,715	64%
1970	46,592	-15%
1980	48,905	5%
1990	49,301	1%
2000	53,597	9%
2010	55,606	4%
2021	53,888	-3.1%

Source: U.S. Census Bureau. (Rev. 2022)

Exhibit 3: Housing Units, 2010-2020 (Rural and Urban)

Units in Structure	2020		2010	
	Number	Percentage	Number	Percentage
1, detached or attached	20,928	86%	17,545	80%
2	938	4%	790	3.6%
3 or 4	219	1%	549	2.5%
5 and above	1,685	7%	2,083	9.5%
Mobile home	332	2%	965	4.4%
Total	24,102		21,932	

Source: U.S. Census Bureau. (Rev. 2022)

The County issues building permits for new housing units within its jurisdiction, (i.e. those areas outside the Cities of Assaria, Brookville, Gypsum, New Cambria, Salina and Smolan). The number of units permitted provides an indication of the demand for new housing for new residents and of continued population growth. **Exhibit 4** shows the number of units permitted annually from 2019 through 2021. During this three-year period, the number of single-family homes permitted in the County has increased, but nowhere near the larger averages of 30 homes per year prior to the 2008 economic downturn.

Per the tables below, single family residences grew by 36 homes from 2019 to 2021. That averages to around 156 homes each year or 13 new residential homes each month. Since Saline County averages around 30 new homes annually, that means that there were approximately 2-3 new rural residences built in Saline County every month from 1990 to 2020. Records show that that trend did not change in any significant way from 2000 to 2008. Some of the residences constructed in the county would be built in existing subdivisions, which represent conversion of farm ground to rural residential lots. It is likely that most of the new residential building permits represent splits by right in the Agricultural zoning district.

A majority of housing units within the County are owner-occupied, as seen in **Exhibit 5**, although the County also has a strong rental housing market.

(Rev. 2014)

Age Trends and Racial Composition

Exhibit 6 provides a comparison of both male and female age groups in Saline County in the year 2000 and 2010. The variation between age cohorts does not exhibit any special trends. Instead, the County shows a typical American mix of higher proportions of young residents and those in their prime working years. Although the County is home to more females (27,931) than males (27,675), the difference is not very noticeable except for the 75+ years-old cohort, where women consistently outnumber men because of their greater average lifespan.

The population of Saline County remains relatively homogeneous racially; nearly 90 percent of the population is White. All racial groups have grown in number since 1990. **Exhibit 7** illustrates

changes in the racial and ethnic backgrounds of the County’s population since 1990. The categories that have experienced the greatest growth are Asian, Other, and Two or More Races. The latter category was new for the 2000 Census and was intended for people of two or more racial heritages. For Saline County, the majority of those indicating they have two or more racial heritages identified themselves as either White and Black or White and American Indian.

The Hispanic category is an ethnicity, not a racial category. Persons of Hispanic ethnicity may be of any race. Saline County’s Hispanic population has grown steadily since 1990.

(Rev. 2022)

Exhibit 4: Residential Building Permits, Number of Units in Unincorporated Saline County

Year	Rural Saline County	
	Single-Family Residential	Residential Replacement
2019	8	3
2020	13	3
2021	13	4

Source: Saline County Planning Department, City of Salina Building Services (Rev. 2022)

Exhibit 5: Countywide Housing Units by Tenure

Tenure	2020		2010	
	Number	Percentage	Number	Percentage
Owner-occupied	16,723	69.4%	14,889	61.9%
Renter-occupied	6,209	25.7%	7,350	30.5%
Vacant	1,826	7.5%	1,806	7.5%
Total Units	24,076		24,045	

Source: U.S. Census Bureau. (Rev. 2022)

Exhibit 6: Population Distribution

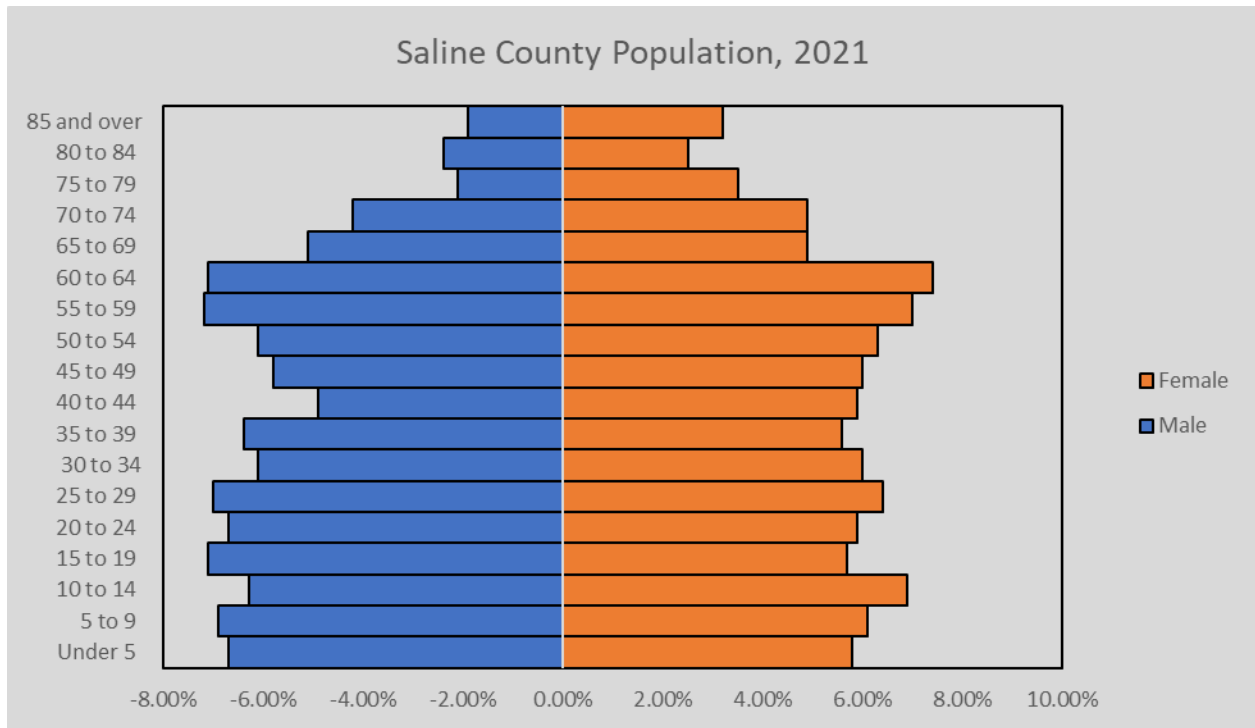


Exhibit 7: Countywide Population by Race & Ethnicity

Race/ Ethnicity	2020		2010	
	Population	Percentage	Population	Percentage
White	43,415	79.9%	48,695	87.6%
Black	1,830	3.3%	1,814	3.3%
American Indian	349	0.64%	295	0.5%
Asian / Pacific Islander	1,170	2.1%	1,183	2.1%
Other	2,262	4.1%	1,914	3.4%
Two or More Races	5,277*	9.7%	1,705	3.1%
Hispanic	NA		5,403	9.7%

*Includes previous category of "Hispanic"
Source: U.S. Census Bureau .(Rev. 2022)

Employment

The major employment industries for the residents of Saline County are shown in **Exhibit 9**. Industry refers to the kind of business conducted by the worker’s employing organization; the type of work the employee does is called his or her occupation and is categorized separately. The categories are listed by the percentage of the labor force that is employed in those industries. The major industries for Saline County are in the health, manufacturing, and retail sectors. Over the last ten years there has been a decrease in the construction sector and increase in the professional services sector.

(Rev. 2014)

The Kansas Department of Labor collects a number of statistics and other data regarding employment in the State. Employment figures for Saline County are shown in **Exhibit 8**. The County’s labor force has steadily grown since 2000 and is experiencing a slight decline due to a national economic downturn. Unemployment has generally remained low with the exception of the past four years. The County’s unemployment rate has fluctuated from the 2000 level of 3.1 percent, which can be considered full employment to a high of 6.2 percent in 2010. Saline County unemployment has consistently remained below the national average as reported by the Bureau of Labor Statistics by approximately two percent.

(Rev. 2014)

Exhibit 8: Countywide Employment by Industry, 2010 & 2020

	Kansas 2020 (%)	Kansas 2010 (%)	Change	Saline County 2020 (%)	Saline County 2010 (%)	Change
Agriculture, forestry, fishing and hunting, and mining	3.2	3.5	-0.30	1.9	1.9	-
Construction	6.3	6.3	-	4.8	5.1	-0.30
Manufacturing	11.8	13.1	-1.30	15.5	18.0	-2.50
Wholesale trade	2.2	2.9	-0.70	2.7	3.0	-0.30
Retail trade	10.6	11.1	-0.50	11.2	12.0	-0.80
Transportation and warehousing, and utilities	5.6	4.9	0.70	4.3	4.0	0.30
Information	1.6	2.5	-0.90	1.1	2.0	-0.90
Finance, insurance, real estate, and rental and leasing	6.6	6.1	0.50	4.3	5.1	-0.80
Professional, scientific, management, administrative, and waste management services	10.2	8.4	1.80	7.4	7.9	-0.50
Educational, health and social services	25.1	24.3	0.80	26.7	22.0	4.70
Arts, entertainment, recreation, accommodation and food services	7.5	7.6	-0.10	10.7	9.3	1.40
Other services (except public administration)	4.3	4.5	-0.20	5.5	5.2	0.30
Public administration	5.0	4.8	0.20	4.0	4.5	-0.50

Source: U.S. Census (Rev. 2022)

Exhibit 9: Countywide Annual Employment, 2015-2021

Year	Civilian Labor Force	Jobs	Unemployment	Unemployment Rate
2015	30,945	29,622	1,323	4.2%
2016	31,006	30,179	827	3.8%
2017	30,819	30,149	670	3.8%
2018	30,674	30,216	458	3.2%
2019	30,387	29,138	1,249	4.2%
2020	30,176	28,990	1,351	3.0%
2021	30,486	29,333	1,153	3.8%

Source: Kansas Department of Labor (Rev. 2022)

The Kansas Department of Labor also tracks occupational trends. In the North Central region, a fourteen-county region which includes Saline County, the largest occupational group is Office and Administrative Support with Production and Sales and Related groups second and third in employment size respectively. These occupational groups are expected to remain the three largest groups through 2020. The Department of Labor also noted:

The Education, Training and Library occupational group is expected to have the largest numerical job growth, 1,830, followed by the Food Preparation and Serving Related occupational group, with 1,580. Two occupational groups, Healthcare Support and Education, Training and Library, will experience the greatest percent change, 25.6 and 24.0 percent respectively.

The greatest number of annual openings is expected in the Sales and Related occupational group with 580, followed by the Food Preparation and Serving Related occupational group with 530 annual openings. Within the Sales and Related occupational group, cashiers are projected to have the most annual openings with 240, followed by retail salespersons with 150 annual openings.

Between 2000 to 2010 the percent of all people living in Saline County and working outside their homes commuting to their workplaces via automobile reduced from nearly 97 percent to 91 percent; over 80 percent drove alone to their workplace. While these trends continue to indicate a heavy amount of traffic during rush hours, commuters spent an average of just under 15 minutes commuting to work.

(Rev. 2014)

Incomes

The median household income in Saline County has risen over the last ten years at a rate higher than state and national increases. The median incomes remain lower than state and national levels. The median household income figures for the County, state and nation are compared in **Exhibit 10**.

(Rev. 2014)

Exhibit 10: Countywide Median Incomes, 2010 & 2021

	United States	Kansas	Saline County
Median household income 2021	\$ 69,717	\$64,124	\$51,830
Median household income 2010	\$52,762	\$50,594	\$45,635
Median family income 2021	\$ 85,806	\$82,637	\$69,887
Median family income 2010	\$64,293	\$64,256	\$57,343

Source: U.S. Census (Rev. 2022)

Environmental Assessment

The physical characteristics and natural environment provide both opportunities and constraints to land development in Saline County. Primary considerations are the County's highly productive soils, flood prone areas along major drainage ways, woodland conservation areas and water quality. The following assessment provides an overview of the environmental conditions currently found in the County.

Geography

Saline County is situated near the center of the state and encompasses 721 square miles (461,440 acres). The County is generally rectangular in shape, being 24 miles from north and south and 30 miles from east and west. It is located about 180 miles directly west of Kansas City, Missouri's Metropolitan Area and 90 miles north of Wichita. The County is bounded by Ottawa County to the north, Dickinson County to the east, McPherson County to the south, Marion County to the southeast, and Ellsworth and Lincoln Counties to the west. **Map 5** shows the general location of Saline County. Interstate 70 runs east-west through the northern quarter of the County and Interstate 135 runs north-south through the County. There are 20 civil or municipal townships, 8 unincorporated towns, and 6 incorporated towns of which Salina, the County Seat, is the largest.

Topography

As illustrated in **Map 6**, the elevation of the County ranges from 1,150 feet (350 meters) above sea level in the Smoky Hill River area (northeast near Solomon) to 1,600 feet (510 meters) above sea level south and west of Brookville. The flat or level land of the County follows the creek beds and floodplains which vary in width from three to ten miles. The bottom lands tend to be well drained. The central portion of the County, where Salina is located, features a large basin that extends for several miles and then rises into uplands. The topography north of Salina tends to be uneven and much higher than it is south. In fact, at the northern point of the County, increased topographic elevations have given rise to what is known as "North Pole Mound." "Iron Mound" rises over the valley floor several miles east of Salina, and "Soldier Cap," southwest of Salina, rises above the plains. Several miles south of Salina, close to the south County boundary, is a high hill range known as "Smoky Hill Buttes." Between the flat lands and the higher topography, the land forms gently undulating patterns. The higher land tends to be more suited to grazing activities than crops. Narrow

stands of cottonwood, elm, oak and ash follow the clear stream beds of the valleys.

Grassland and crop land represent nearly 95 percent of land coverage. Woodlands cover 2.41 percent. Water bodies cover less than one-half percent of the County, however, the floodplains of the rivers and creeks add to this area of land. The County's land coverage is principally of rural character.¹

Geology

Studying the geologic formations provides an understanding of the parent material that formed the soils. It also paints a picture of the ancient history of the region, detailing the climate and its changes over the years. The soils in the County formed in alluvium, loess, and residuum of limestone, shale or sandstone. Alluvium, including Kansan and older deposits and post-Kansas deposits, is sediment deposited by floodwater in stream valleys. Loess soil is a wind-deposited material that is fine grained and generally found in upland areas. Shale and sandstone (Kiowa shale and Cheyenne sandstone) and limestone (Dakota formation) form bedrock outcrops in the County. These materials helped form Clime and Kipson soils as a residuum of limestone and shale, and Edalgo, Hedville and Lancaster soils as residuum of weathered shale or sandstone.

The role of parent material in forming soil is further affected by climate, relief of the land, plant and animal life and time. Climate affects the physical and chemical weathering and biological processes at work in the parent material as it forms soil. Relief interacts with natural forces like wind and rain in the formation of the parent material into soils. Plants and animals have an impact on the color of surface material and affect organic matter. Finally, time is a factor in the deposition of materials that create subsoils through the interaction of climate and water causing the leaching of soil downward from the surface. The darker the horizontal differentiation of soil, the older the deposition.² **Map 7** shows the County's geologic formations.

Hydrology

Water is provided to Saline County via three rivers and fourteen major creeks. The three rivers drain 19,000 square miles with the majority of the County draining into the Smoky Hill River and its tributaries in a northeasterly direction. The Saline and Solomon Rivers drain the northern part of the County. Other major tributaries include Spring, Mulberry and Gypsum Creeks. **Map 8** shows the location of the County's principal drainage ways and the limits of the Special Flood Hazard Area, which represents the 1% chance flood, or a flood event that has a 1% chance of occurring every year. The Special Flood Hazard Area was originally mapped in 1986 by the Federal Emergency Management Agency (FEMA). Revised floodplain mapping is expected late 2014 with final approval in 2015. Floodplain areas may be developed under FEMA rules, but they are subject to special limitations.

(Rev. 2014)

Six flood control dams have been constructed on the Smoky Hill, Saline and Solomon Rivers. The Smoky Hill River has two reservoirs: Cedar Bluff and Kanopolis. The Saline River has the Wilson Reservoir. The Solomon River Basin has three reservoirs: Kirwin Reservoir, Webster Reservoir and

¹ Kansas Land Cover Mapping Project, Kansas Applied Remote Sensing Program, Saline County Land Cover

² USDA, Soil Conservation Service, Soil Survey of Saline County, Kansas, pages 69-71.

Waconda Lake. Detailed information concerning the drainage area of these rivers and the four major tributaries, flood protection measures, hydrologic analyses, hydraulic analyses, floodplain management, insurance, other studies and flood profiles are provided in the FEMA *Flood Insurance Study for Saline County Kansas Unincorporated Areas*.³ Despite the network of rivers and creeks and their extensive floodplains, much of the land is dry due to rainfall that averages less than 2 to 2.5 inches per month, most of which falls between April and September.

Shallow aquifers, in comparison to the deep High Plains Aquifer in the western Kansas Ogallala region, underlie the land. Most of the County's groundwater and the deepest aquifers are found along the alignment of I-135 and the Union Pacific Railroad. Water quality ranges from fresh to saline, and some of it is very hard due to high mineral content. The Kansas Department of Health and Environment (KDHE) has completed several Total Maximum Daily Load (TMDL) reports for several water bodies in the Solomon and Smoky Hill-Saline River Basin and is in the process of completing more. Important for water quality, the reports completed show most of the impairments to be of a low priority, with none reaching high status.⁴ Maintaining fresh, potable water is essential to sustain the existing population and employment base and to encourage their growth. Additionally, eliminating soil erosion and controlling stormwater and agricultural runoff will be important practices to prevent pollution of groundwater.

Mineral Resources

The County has had active mineral resource extraction that included oil and gas extraction and quarrying. However, reduced profitability has left wells abandoned and potential resources unexplored. This trend is likely to continue for the next few years.

There are a number of mining sites in the County, most of which tend to be located in the central part of the County, east of I-135. Sand, gravel and rock reserves (including gypsum) are found primarily along the river banks of the Solomon, Smoky Hill and Saline Rivers.

Other minerals, such as deposits of salt, magnesium, clay, shale, gypsum and limestone are described in the 1980 Comprehensive Plan. Specialty minerals, such as Titanium and Hafnium also exist in the County. Additionally, water is a mineral resource, the use of which is detailed throughout this report.

Soils

Saline County is located primarily within the Central Kansas Sandstone Hills. The eastern part of the County is in the Central Loess Plains Land Resource Area. The May, 1992 *Soil Survey of Saline County, Kansas* indicates that 38 percent of the County is rangeland; 49 percent is in crops; and 13 percent is small water areas, farmsteads, roads and urban and other areas.⁵ Principal crops raised are wheat, alfalfa, soybeans and grain sorghum.

³ Federal Emergency Management Agency (FEMA), Community Panel Number 200316, April 18, 2018.

⁴ KDHE website

⁵ Soil Survey of Saline County, Kansas, May, 1992 (Update of 1959 survey), USDA, Soil Conservation Service, page 1.

The principal soils found in the County are shown in **Exhibit 11. Map 9** shows potentially prime soils in the County. Site limitations, such as slopes and drainage, limit the productivity of some of these mapped areas. Prime agricultural soil by type accounts for approximately 72.82 percent (336,180 acres) of the County's land. Non-prime agricultural soil accounts for approximately 27.18 percent (125,465 acres) of the County.

The County uses a Land Evaluation and Site Assessment (LESA) System to determine the suitability of sites for development. Developed to implement the goals of the 2000 Comprehensive Plan such as preservation of prime farm land, the LESA system is designed to protect the most productive soils from development.

Exhibit 11: General Soil Map Table for Saline County, Kansas

Soil Association (Soil Types)	Characteristics	General Location
1. Wells-Crete-Lancaster (about 30 % of County)	Deep, moderately deep, nearly level to strongly sloping; well-drained and moderately well-drained soils; have clayey or loamy subsoil; upland areas	North, northwest quarter, northeast corner north of Solomon; north to south in western side into and along Smoky Hill Weapons Range
2. Lancaster-Hedville-Crete (about 30% of County)	Deep, moderately deep, and shallow; moderately sloping to moderately steep; well-drained, somewhat excessively drained; clayey or loamy subsoils - upland areas	Western and southwestern and east of Interstate 135, south of I-70, between Kipp, Gypsum and Assaria, including Brookville
3. Crete-Longford (about 20% of County)	Deep, near level to moderate sloping; moderately well-drained/well-drained clayey or silty subsoil-uplands	South three-quarters of County, east and west of I-135
4. Detroit-Hord-Sutphen (about 15% of County)	Deep, moderately deep; gently sloping, well-drained; silty or clayey soil; on stream terraces and floodplains	Follows Saline, Solomon and Smoky Hill Rivers and Gypsum Creek as well as some tributary areas
5. Irwin-Clime (about 5% of County)	Deep, moderately deep; gently sloping to moderately steep; moderately well-drained and well-drained clayey subsoil; on uplands	Extreme eastern and lower three-quarters of County along Dickinson County line

Wildlife and Vegetation

Because of the importance to preserve and protect species in danger of extinction for both their own benefit and for human enjoyment, both the Federal and the Kansas Department of Wildlife and Parks agencies keep a list of wildlife and vegetation that are endangered or threatened with extinction. Sanctioned by the Endangered Species Act, these agencies have identified the following species as threatened, endangered, or in need of conservation in Saline County. **Exhibits 12** and **13** list species that are designate threatened, endangered or in need of conservation.

(Rev. 2022)

Exhibit 12: 2021 Threatened and Endangered Species

Common Name	Latin Name	Kansas Status	Federal Status
American Burying Beetle	<i>Nicrophorus americanus</i>	E	E
Eastern Spotted Skunk	<i>Spilogale putorius</i>	T	
Least Tern	<i>Sterna antillarum</i>	E	E
Prergrine Falcon	<i>Falco prergrinus</i>	E	
Piping Plover	<i>Charadrius melodus</i>	T	T
Snowy Plover	<i>Charadrius alexandrinus</i>	T	
Topeka Shiner	<i>Notropis topeka</i>	T	E
Whooping Crane	<i>Grus americana</i>	E	E

Source: Kansas Department of Wildlife and Parks

Note: E = Endangered

T = Threatened

Exhibit 13: 2021 Species in Need of Conservation (SINC)

Common Name	Latin Name
Black Tern	<i>Chlidonias niger</i>
Bobolink	<i>Dolichonyx oryzivorus</i>
Ferruginous Hawk	<i>Buteo regalis</i>
Golden Eagle	<i>Aquila chrysaetos</i>
Short-eared Owl	<i>Asio flammeus</i>
Western Hognose Snake	<i>Heterodon nasicus</i>
Franklin's Ground Squirrel	<i>Pollocitellus Franklinii</i>
Long-Billed Curlew	<i>Numenius Americanus</i>
Southern Bog Lemming	<i>Synaptomys Cooperi</i>
Hanslow's Sparrow	<i>Ammodramus Henslowii</i>

Source: Kansas Department of Wildlife and Parks

Agriculture/ Farming

The Census of Agriculture, completed most recently in 2017, shows evidence of changes in Saline County's farming community, although few have been dramatic.⁶

Number and size of farms

The total number of farms in the County decreased from 758 in 2002, to 609 in 2017. Correspondingly, the total acres of land in the County being farmed also decreased from 436,944 acres to 358,243, a decrease of 84,701 acres (20%).

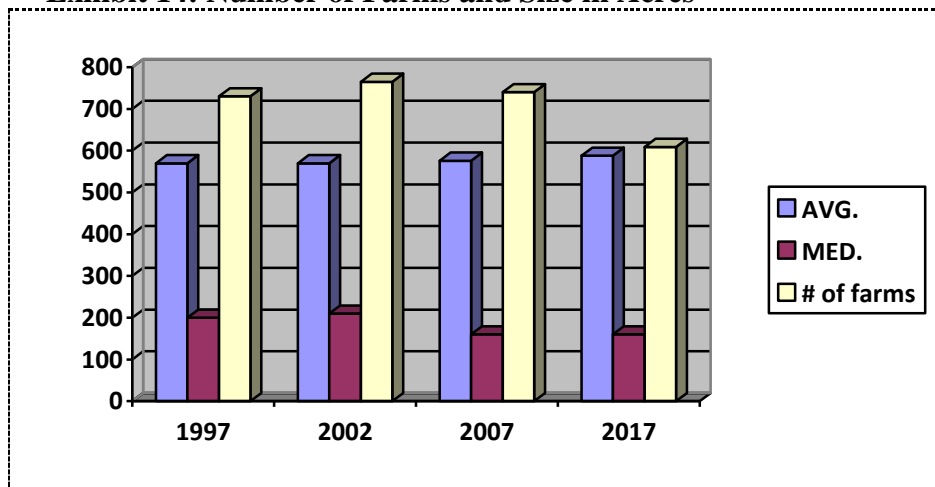
⁶ Source: USDA Census of Agriculture 2017, 2007, 2002

Additionally, the median farm size decreased by fifty-one (51) acres, from 211 in 2002 to 160 acres in 2017, as shown in **Exhibit 14**. However, the most common size of farm is between 50 and 179 acres, with 172 of the County’s 609 farms in 2017 of this size.

In 2017 the census shows 609 farms with the amount of farmed land dropping from 431,209 in 2007, to 358,243 acres in 2017. The amount of crop cultivation decreased from 246,730 to 196,468 acres in that same time period. The median farm size has remained steady at 160 acres, but the average size increased from 576 acres in 2007, to 588 in 2017. The decrease in farms and farmed land may be a concern to Saline County’s agricultural economy.

(Rev. 2022)

Exhibit 14: Number of Farms and Size in Acres



Source: USDA Census of Agriculture 2017, 2007, 2002 and 1997 - Rev. 2022)

Crops

From 2002 to 2020, crop productivity remained steady, or in some instances increased despite periods of drought in recent years. This includes all of the County’s major crops, with Sorghum increasing from 973,772 in 2002 to 2,691,000 bushels in 2020, an increase of 64 percent. Others were soybeans (92.3 percent), corn for grain use (85 percent), and wheat (5 percent).

The Kansas Department of Agriculture 2021 Farm Report indicates, by yield, the County’s top crops in 2020 were: wheat (4,911,000 bushels), sorghum (2,691,000 bushels), soybeans (2,666,000 bushels), corn (1,364,000 bushels; grain and silage).

Livestock

Saline County since 2002, continues the trend towards an increase in beef cattle production. The number of beef cattle in the County rose from 17,714 in 2002 to 30,500 head in 2020, an increase of 42 percent.

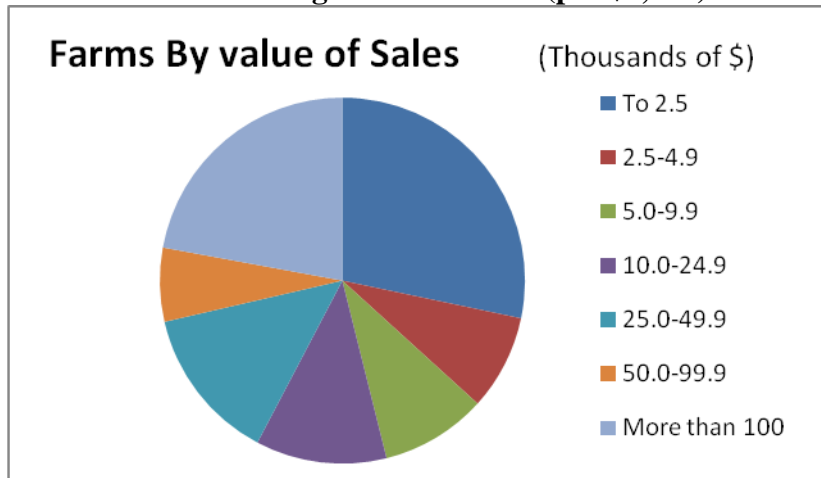
Sheep production remained fairly stable in the County from 2012 to 2017, as inventories decreased slightly from 2,020 animals to 1,911 animals respectively.

2017 shows an increase in the beef cattle inventory from 14,193 in 2012 to 29,868 in 2017, an increase of over 15,000 head. Hogs decreased significantly from 806 animals in 2012 to 153 in 2017.

(Rev. 2022)

The Business of Farming

Exhibit 15: Value of Agricultural Sales (per \$1,000)



USDA Census of Agriculture, 2017

According to the latest 2017 Agricultural Census, the value of land and buildings has increased substantially from an average of \$1,075 per acre in 2007, to \$2,371 per acre in 2017. Machinery value has increased significantly by an average of \$157,229 per farm. The value of agricultural products sold, both crop and livestock, has increased, providing an overall average farm income of \$120,822 per farm.

(Rev. 2022)

Land Use Assessment

Shaping Saline County’s future requires an analysis of historical community land use trends from which reasonable growth rates and land use patterns can be projected and upon which future community growth preferences may be assessed. This Section examines historic and projected residential and non-residential development trends and provides baseline assumptions upon which future land use, public infrastructure and service demands, and fiscal stability will be measured during the course of the planning process.

Population Projections

Population projections for Saline County are based on historic growth trends. The rate of future growth depends on numerous factors, including the technological, political, environmental and economic climates. Population projections for the County are available from the Kansas Division of the Budget and the Kansas Water Office; these projections are shown in **Exhibit 16**. Projections from the KDB are generally considered to be conservative figures; KWO projections are linear regressions based on water service connection data, which may result in a slightly optimistic projection. For the purposes of this planning process, Planning Works will use a steady growth rate of 0.4 percent annually. This figure is in line with current trends.

(Rev. 2022)

Exhibit 16: Countywide Population Projections

Year	Kansas Budget Division		Kansas Water Office		Planning Works	
	Population Projection	Average Annual Growth Rate	Population Projection	Average Annual Growth Rate	Population Projection	Average Annual Growth Rate
2005	54,879	0.47%	-		54,678	0.40%
2010	55,027	0.05%	56,670	0.65%	55,780	0.40%
2015	54,923	-0.04%	-		56,904	0.40%
2020	54,644	-0.10%	60,209	0.61%	58,052	0.40%
2025	54,206	-0.16%	-		59,222	0.40%
2030	-	-	63,748	0.57%	60,416	0.40%
2040	-	-	-		60,658	0.40%
2050	-	-	64,048	0.53%	61,000	0.40%

Sources: Kansas Division of the Budget, Kansas Water Office, Planning Works calculation.

Development Projections

In general terms, as population grows the demand for housing grows as well. In order to accommodate these growing demands for housing, private investment, public services, regulatory approvals and the construction industry must respond in a timely and equitable fashion. The timing and form of residential construction reflects the needs of consumers and the developers' experience with producing various housing types. Therefore, changes in population quantity and characteristics are determinants of residential construction activity. This section reviews the nature of residential construction over the past decade and projects the amount and mix of new residential development.

Recent Residential Growth Trends

Housing data available from the U.S. Census, described in the previous Section, provides a foundation for evaluating recent residential growth. According to the Census data, the rural and urban County's housing stock grew by 3,343 units between the 2010 and 2020 Census, a growth of over 6 percent. In addition, building permits issued between 2019 and 2021 for rural Saline County provided for 34 new housing units. As shown above, all units permitted by the County since 2010 have been single-family homes. While the number of permits issued each year has fluctuated, permit data shows a modest but steady demand for housing.

Housing Projections

The demand for shelter may be projected using the population projections and household size. Although residential growth projections may be calculated, numerous relevant social and political factors influence the ultimate amount and quality of future residential construction. These factors include the regulatory environment, interest rates, fluctuations in the local job base, natural disasters and changing migration patterns. Although Saline County's housing stock has shown recent growth, along with decreased vacancies, conditions are always subject to change.

The projection of average household size is used to determine how many households will result from the projected population. One important assumption is the type of housing that is likely. Because

the County has permitted only single-family residences since 2010, it is unlikely that multi-family units will be built in the near future, the exception being within the incorporated cities. In addition, most areas of the County are unsuitable for multi-family developments, which create higher demands for facilities and services. Thus, it is likely that new housing units will be single-family dwellings.

Household Size

Household size refers to the number of people living in a single housekeeping unit in a specific dwelling. Generally, household sizes rise during times of economic distress, as young people continue to live with their parents and people choose to live together to share expenses. Similarly, household sizes tend to fall during times of economic prosperity, as people have the resources to find new housing. The national trend has been for smaller households, as “baby boomers” become “empty nesters” and the elderly live longer. The U.S. Census Bureau projects that household size will continue to decrease through the year 2040.⁷ However, Saline County’s household size has remained fairly constant, dropping only from 2.44 persons per household in 1990 to 2.43 persons per household in 2000. Between 2000 and 2020, household size decreased to 2.23.

Projected Growth Trends

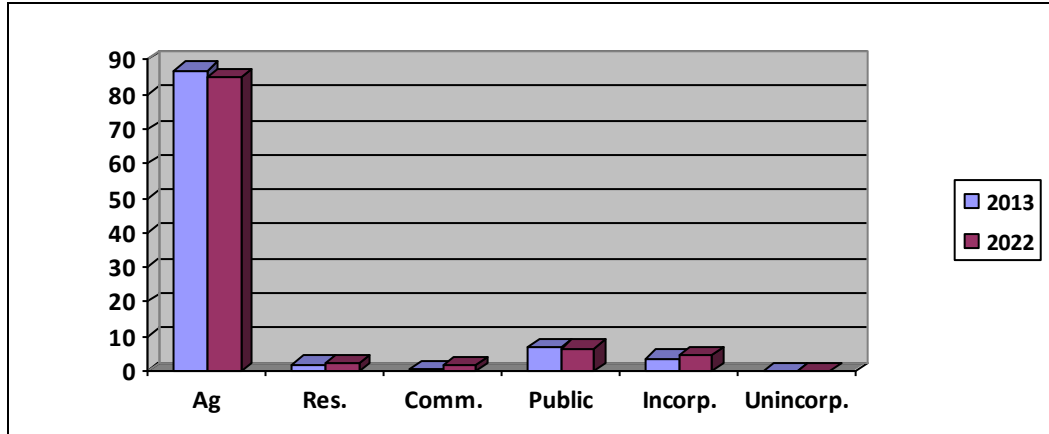
Based on population projections, the County is expected to add 2,112 residents between 2025 and 2050. With an average household size of 2.23, these new residents will require 947 new dwelling units.

Existing Land Use Mix

Map 10 shows how these land uses are distributed through the County. While residential land uses are the predominate use in developed areas such as Salina, agricultural uses cover the majority of land within unincorporated Saline County. Agricultural land uses include cropland, land covered with native or tame grasses, forestlands, and land included in the federal Conservation Reserve Program. Farmhouses and homesites on agricultural land are designated as agricultural residential.

Incorporated towns, including New Cambria, Assaria, Brookville, Gypsum, Smolan and Salina, are the focal points for most development in the County, with Salina serving as the hub of development in the area. In addition, the Smoky Hill Air Force Range helps account for the thousands of acres that fall into the Public / Quasi-Public category, which includes property owned by all levels of government, cemeteries, and churches.

Exhibit 17: Land Use Percentages based on acreage (Rev. 2022)



	Ag	Residential	Commercial	Public	Incorporated.	Unincorporated
2013	87 %	1.97 %	0.36 %	6.88 %	3.74 %	0.05 %
2022	85 %	2.32 %	1.54 %	6.62 %	4.47 %	0.05 %

Community Facilities Assessment

The Community Facilities section identifies the existing public infrastructure and facilities within the County. These assets are important to the growth and maintenance of the County and provide a glimpse into its resources.

Water

Adequate water provision is a basic need of any populated area. As **Exhibit 19** shows, the residents of Saline County are served water by twelve different providers.

Primary concerns with water services are the safety of the water supply and the availability of fire flows in cases of emergency. Various problems exist within rural water systems such as: undersized water mains that cannot provide needed pressure to maintain fire flows; iron pipes that rust, corrode and break; areas of the County where mains dead end or are non-existent; and water with high mineral content.

New development will require water not only for domestic use, but also for fire protection. Dependable sources of water and distribution systems with adequate supply and pressure must be provided. The Kansas Water Office projected the County will see an increase in water demand to 3, 194,355 gallons per day by the year 2040 (see Exhibit 19).

As a general rule, when precipitation declines, water usage increases. Additionally, due to a drier climate and lower water rates, water demand increases the farther west a property is located in Kansas. The Ogallala aquifer in the west is deeper than the aquifers serving the central and eastern part of the state. Therefore, the groundwater in alluvial aquifers tends to be used up more rapidly.

Funding and maintaining adequate supplies of clean, potable water will continue to be a challenge

for the County as it has been for the State. The US Census shows that County groundwater use increased from 6.88 MGD (million gallons per day) to 9.05 MGD from 1995 to 2000. However, surface water use dropped during that same period from 3.22 MGD to 2.99 MGD.⁸

Exhibit 18: Saline County Water Districts

Water Districts
Assaria
Brookville
Gypsum
Howison Heights
Salina
Saline County RWD #1
Saline County RWD #2
Saline County RWD #3
Saline County RWD #4
Saline County RWD #6
Saline County RWD #7
Saline County RWD #8 (formerly RWD #5)

Exhibit 19: Public Water Supplier Water Use Statistics 2017

Water District	GPCD	5-year Regional Average GPCD	Difference
Howison Heights	120	81	39
RWD # 2	136	81	55
Salina	91	121	-30
RWD #4	91	81	10
RWD # 6	96	81	15
RWD #7	55	81	-26
RWD # 8	107	81	-26
Gypsum	83	81	2
Brookville	86	81	5
Assaria	71	92	-27
RWD # 1	58	81	-35

(Rev. 2022)

Source: Kansas Department of Agriculture 2017 Municipal Water Use Report

Additionally, water use statistics show that several public water suppliers have use rates well below the regional average, namely Salina, Assaria, and RWD #1. On the opposite spectrum, Howison Heights and RWD #2 show use rates not only above the regional average, but at the top of the County.

(Rev. 2022)

The 2017 DWR Report also noted that GPCD in the County ranged from 145 to 150 for large public water suppliers, to only 107 to 110 for small public water suppliers. The 2001-2005 data show a reduction in GPCD for both large (now only 130) and small (now only 105.5) public water suppliers. However, the lowest GPCD rates by far come from medium sized public water suppliers, with an average of only 90 GPCD.

Reduction in GPCD does not indicate overall decreased volume. Kansas Water Office projections for each of the districts into the future show expected increases, at each of the ten year increments, for all districts except Gypsum and RWD #2. Although recent statistics may not show such trends as found in **Exhibit 20**, it is not yet 2030.

Exhibit 20: Projected Water Demand (thousands of gallons)

Water District	2020	2030	2040
Assaria	15,538	15,669	15,834
Brookville	8,731	8,845	8,921
Gypsum	15,445	15,100	14,755
Howison Heights	9,811	12,182	14,594
Salina	2,643,649	2,813,205	2,982,711
RWD #01	4,027	4,673	5,341
RWD #02	20,028	19,252	18,475
RWD #03	36,835	41,884	46,933
RWD #04	31,934	35,218	38,421
RWD #06	8,655	10,477	12,261
RWD #07	10,987	11,929	12,841
RWD #08	16,831	20,327	23,768

Source: Kansas Water Office

Overall, these statistics show, from 2000 to 2005 lower GPCD usage rates overall and low usage compared to similarly sized suppliers for both the County’s small and large suppliers. These trends might suggest either a trend towards conservation amongst users, slow growth in the County overall, or favorable weather conditions. However, Kansas Water Office projections show increasing demand in all of the districts, except for Gypsum and RWD #2, suggesting that each of the other districts be prepared for future growth. Whether current trends will continue or Water Office projections will be fulfilled, maintaining an adequate public water supply and preparing for future growth are important needs for the County.

Wastewater

Countywide there are 42 wastewater facilities permitted by the EPA for discharge. A majority of these facilities are related to agricultural wastewater, varying from beef cattle, to dairy cattle, to hogs. Five of these facilities are public sewerage systems operated by the cities of Assaria, Brookville, Gypsum, Kipp and Salina.⁹ The Kipp sewerage system is the most recent public sewer system and was completed in October of 2007 using two grants and a loan from both federal and state funding sources.

Most rural areas rely on private on-site wastewater facilities (septic tank, lateral field, infiltration, stabilization pond, etc.). Thus, of major concern to rural areas not served by public sewerage is

⁹ EPA Envirofacts website search - http://www.epa.gov/enviro/html/pcs/pcs_query_java.html

septic system failure. Septic system failure is due to poor maintenance, inappropriate soils, or rock outcroppings. Many of the lateral lines are installed at shallow depths because shallow rock prohibits burying the lines deeper. Slow percolation causes raw sewage to rise to the surface where it pools, providing breeding grounds for insects and vermin and creating surface runoff that contaminates streams and groundwater. Failing septic systems create serious sanitation and health problems and prevent expansion of public facilities such as schools. The soils in the County are not particularly suited to sewage treatment through the use of septic systems due to slow percolation and seepage characteristics. Since 2000, the Salina-Saline County Health Department has issued permits for 261 lateral field septic systems and 139 lagoons.

Public sewerage and its extension is a strong determinant of growth into the County. Thus, it is important for Saline County to document existing conditions and plan appropriate extensions of public sewerage. The City of Salina is prepared for future growth regarding service for wastewater as its advanced wastewater treatment plant has a capacity to treat 7.25 million gallons per day and a peak daily flow of 15 million gallons per day.¹³ Salina's daily demand has not exceeded 4.25 million gallons per day and the peak daily flow has not exceeded 7.5 million gallons per day. This leaves 3 million gallons per day of treatment capacity and 7.5 million gallons per day in peak daily flow capacity.

(Rev. 2014)

Road network

The County is responsible for maintaining its current inventory of 1 mile of concrete road within 173 miles of asphalt roads, 721 miles of gravel roads, 191 miles of earthen roads, 243 bridges, 850 small structures less than bridge length, 6000 culverts within public right-of-ways, and 80% are driveway entrance culverts.¹⁰ **Map 4** shows the type of road surfaces for the County rights-of-way. As evident from the map, and the road mileage listed above, most of the roads in the County are either gravel or unpaved (earthen).

The 152 miles of asphalt roads are currently maintained under a seal coat and hot mix overlay program. High volume roads receive a hot mix overlay scheduled on a 6-year cycle of surface maintenance, while 40 miles of other asphalt roads receive a seal coat each year.¹¹

Gravel and earthen roads, comprising 933 miles of the road surface in the County, are not designed to carry traffic levels found with increasing rural growth. As such, planning for the future of the County should include efficient road maintenance and minimizing environmental effects such as erosion caused by stormwater and air-borne dust. The County's experience in the maintenance of gravel roads indicates that local conditions determine when the number of average daily trips (ADT) increases to a point where gravel road maintenance increases substantially and efforts at maintenance become futile. ADT and five other weighted factors (pavement condition, functional classification, roadway location, pavement riding quality and maintenance history) serve as the basis for selecting and prioritizing roads needing replacement with paving.¹²

¹⁰ Saline County Road & Bridge

¹¹ Ibid.

¹² "Report on Gravel Road Up-Grade Five Year Plan," Draft, April 28, 1998.

Map 3 shows the functional road classifications of Saline County’s street system. The Saline County road network has portions ranging in use from under ten vehicles of average daily traffic (ADT) up to 4,000 and 5,000 ADT.¹³ Some of the more heavily-traveled streets (>1,000 ADT) are: Old 40 Highway, Old 81 Highway, Country Club Rd., Crawford St., Kipp Rd., Magnolia Rd., Markley Rd., Ninth St., Simpson Rd., and State St.¹⁴

In addition to maintenance and traffic volumes, safety issues such as agricultural traffic mixed with general vehicular traffic, and general design and route choices make planning for the future of the road network integral to the County’s future.

Bridges and Culverts.

Saline County currently has a 5-year Bridge Construction Program, prepared by the Public Works Department, outlining a plan for the long-term replacement of bridges. The plan deals with bridges eligible for 80% Kansas Department of Transportation (KDOT) funding and uses factors such as: replacement, rehabilitation and possible closure; sufficiency rating, bridge appraisal, load capacity, and safety; and traffic volumes, community service and connecting link evaluated in relation to a bridge’s level of service provided to County residents, to choose bridges and prioritize future plans.

To supplement this plan and include bridges and culverts not eligible for KDOT funding assistance, the County established a 5-year Bridge and Culvert Replacement Program, beginning in 1997. This broader list sets priorities and plans for the rest of the bridges and culverts under the County’s care.¹⁵

Public Transportation

Saline County is currently served by OCCK, Inc., a non-profit public transportation service “dedicated to helping people with physical or mental disabilities remove barriers to employment, independent living, and full participation in their communities.”¹⁶ County residents mainly use this service for employment and medical visits, which combined to account for 75% of the destinations among riders in 2021.

Rail

The Union Pacific, KYLE, and Kansas & Oklahoma (K&O) Railroads have lines that run through the County.

The K&O Railroad -- which carries various commodities such as grain, chemicals, and paper -- runs from the northwest through Salina and ends just west of Simpson Road, which is just east of the Salina city limits. The K&O then continues east through the County following Union Pacific trackage.

The Union Pacific Railroad follows the alignment of Old 40 Highway along its south side. A segment also crosses I-135 and State Highway 4 running parallel to and east of Highway 4 north through Salina to intersect with the other line at Old Highway 40 in northern Salina. Another line spurs off of the Old 40 Highway intersection and runs southerly along the eastern boundary of the

13 ADT 5/9/2007 Report

14 Ibid.

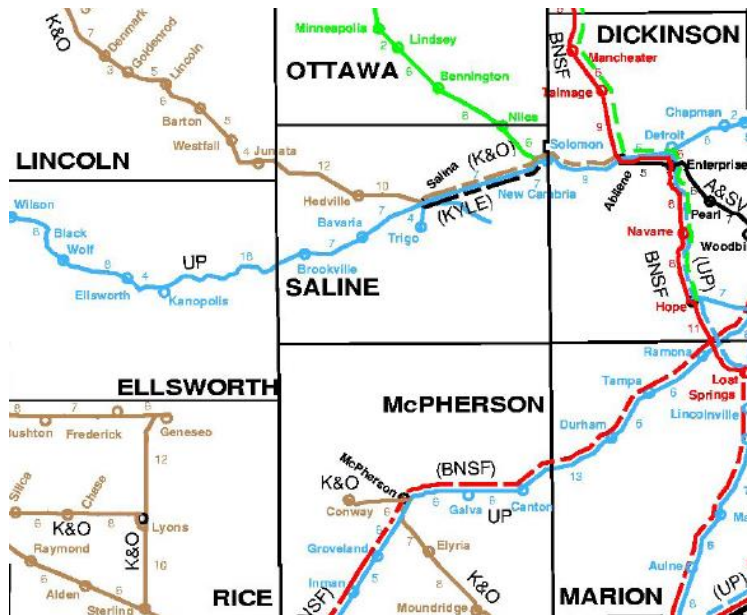
15 Saline County Road & Bridge - <http://www.saline.org/MV2Base.asp?VarCN=95&VT=PgName>

16 <http://www.occk.com/index.html>

Salina Municipal Airport parallel with the alignment of Centennial Road then southwesterly south of the Airport where it terminates at the intersection of Fairchilds Road and Farrelly Road.

The KYLE Railroad has a short line from Salina running southeast for 13 miles, and a line which enters and exits Saline County at its northeast tip. KYLE currently leases its trackage from Union Pacific.

Exhibit 21: Area Rail Lines



Source: Kansas Department of Transportation – 2005 Railroad Map –

Air

The County is served by the Salina Municipal Airport, located in the southwestern part of the city of Salina, west of I-135. The Salina Airport Authority administers the airport. The Authority was created in 1965 to accept surplus property from the former Schilling Air Force Base that was closed in 1965 by the U. S. Department of Defense. The U. S. Department of Defense deeded 3,500 acres to the Authority for the purpose of operating and developing the Airport and the Airport Industrial Center.



Today the Airport contains approximately 3,800 acres that include 478 acres of navigational easement.

The Airport has four runways. A primary runway of 12,300 feet, a parallel runway of 4,300 feet, and crosswind runways making up an extra 6,500 and 3,648 feet respectively. The Airport offers full services: fuel, hangars, repair and maintenance and fire fighting facilities and services. Access is provided via Interchanges 89, 90 and 92 from I-135, Centennial Road and Water Well Road.

A Federal Aviation Administration (FAA) air traffic control tower operates from 7:00 a.m. to 9:00 p.m., seven days per week. The Airport operates under Level 1 Visual Flight Rules. Instrument Flight Rules are also in force. USAir Express operates several flights per day flying turbo-prop aircraft. Military aircraft fly into the Airport on occasion. Air package service provided by DHL Worldwide Express, Federal Express, United Parcel Service, TWA Cargo & Sales and U.S. Mail.¹⁷

The Airport averages 233 aircraft operations per day, and over 90,000 per year. It's location in the largest city in the geographical center of the United States has provided for its nickname as "America's Fuel Stop," encouraging its use as a major air transportation center. The Airport is the only commercial airport facility that serves a 22-county area in North Central Kansas. It services commercial business and industry as well as private aviation and flight training needs. Kansas State University at Salina operates its Aeronautical Technology Department on the Airport grounds. The rest of the K-State University campus is located adjacent to the Airport.

The SLN Aviation Service Center is located at the Salina Municipal Airport and is home to large aircraft corporations Raytheon Aircraft and Aerospace Systems & Technologies (AS&T), along with world-class fuel businesses America Jet at SLN and Flower Aviation. Additionally, over 1.2 million square feet of aircraft parking is available. Currently 137 aircrafts, ranging from small engine to jet aircrafts to helicopters, are taking advantage of this amenity.

As a former Air Force base with many old fuel storage tanks and lines, the U.S. Army Corps of Engineers has done investigations into the environment of the airport. As of today, approximately 110 fuel storage tanks and related piping, originally installed by the Air Force, have been removed to control for potential fuel leaks and environmental damage. Additionally, no asbestos or PCBs have been found on the airport grounds, as confirmed by the Corps of Engineers.

Public Safety

Law Enforcement

The County is in the process in building a new jail facility to be completed in late 2023. The Sheriff's Department has three divisions (Administrative, Corrections, and Operations). Saline County contracts with Junction City for use of their juvenile detention facility. The Department has approximately 119 full-time staff including the Sheriff, Undersheriff, Captains, Lieutenants, Corporals and other administrative personnel, with an additional 10 scheduled for placement in 2023.

Fire and EMS

Fire districts include Saline County Rural Fire Districts Numbers 1 through 6; Assaria City

¹⁷ Kansas Department of Commerce & Housing, Salina Community Profile, <http://63.162.63.49/view...>

Volunteer Fire District; Ellsworth Volunteer Fire District; Gypsum Fire District; and Gypsum Valley First Responders. In addition, the southern portion of the County also is served by the Marquette Districts 2 and 8 and Lindsborg EMS. Six Saline County Rural Fire Districts along with the cities of Salina, Assaria, Ellsworth, Gypsum and Solomon have mutual aid agreements with each other to ensure fire protection throughout the County. The mutual aid agreement does not include sharing of facilities. These agreements are important because the rural fire districts are manned with volunteers who may not be available when an emergency or fire occurs. About four-fifths of the fire emergencies require some level of mutual aid between fire districts.

Basic equipment for the rural fire districts includes basic-equipment ground tankers, pumpers and wildland fire squads. There are no aerial or special purpose apparatus such as HAZMAT equipment. Fire hydrants do not exist in the unincorporated County. There are sparsely located “cleanout ports” on rural water district lines that are used to resupply tankers and squads with water. Standpipes are not provided. The ISO rating of an area depends upon response time and the distance between the fire station and the property being protected. Less than 5 road miles are rated at Class 9 and anything beyond that is a Class 10 rating. Saline County Rural Fire District No. 1 reported that the average responses time to a fire within a 5-mile radius of any one of its four fire stations is 10 to 15 minutes from the time of the page. Within a 10-mile radius, it takes an additional 5 to 10 minutes.¹⁸

In addition to the mutual aid agreements, the County and the City of Salina participate in 911 service and have a number of agreements pertaining to safety and security of Saline County residents. These City-County Interlocal Agreements include serving of warrants and writs, provision of jail by the County, and provision of emergency medical services by the City. Rural firefighters are trained by the Salina Fire Department to handle most fire situations including structural and wildland fires. Firefighters have received Firefighter Level 1 training. The cooperative efforts between the fire districts and County are enhanced through the most recent adoption and implementation of the new County EMS radio communication system.

Parks

Maintained by the Smoky Valley Historical Association, Coronado Heights Park is the largest park in the County, offering 25 acres of picnicking and outdoors activity approximately 4 miles west of Old 81 Highway off Coronado Heights Road, at the County’s southernmost boundary. In addition to picnicking, fishing is an option at State Lake, located 2 miles west of Salina’s northernmost city limit. Nearby recreational opportunities also include Wilson Lake, Milford Lake, and the Kanopolis Reservoir, though each is just outside of the County.

¹⁸ Saline County RFD No. 1 letter from Dennis Cooley, 2/23/2000.

Schools

Three public school districts serve primarily Saline County: Salina USD 305, Southeast of Saline USD 306, and Ell-Saline USD 307. The County also has three private schools: Sacred Heart High, and St. Mary’s Elementary. Three other unified school districts serve outlying parts of the County, with their main facilities located in adjacent counties (Smokey Valley USD 400, Solomon USD 393 and Twin Valley USD 240). **Exhibit 22** compares enrollment statistics for the school years 2012-13 and 2022-23.

Exhibit 22: School District Enrollment

School District	12-13	22-23
USD 307 Ell-Saline	499	419
USD 305 Salina	7,305	6,913
USD 306 Southeast of Saline	733	681
Sacred Heart High	245	257
St. John's Military High	130	-
St. Mary’s Elementary	289	386
Total Enrollment	9,201	8,656
Net Change		-545

Source: Kansas State Department of Education

Although historical enrollment trends within the school districts varies between growth and decline from year to year, the overall enrollment has declined with a net loss of students since 2013. The decline of 545 students county-wide includes the impact of the closure of St. John’s Military School in 2021. USD 305 has been less consistent, showing years of both growth and decline. However, because of Salina USD 305’s size, the yearly enrollment changes it faces have the greatest impact on the overall County enrollment. The two private schools have each gone up and down, but are currently in a growth phase.

School District USD 305 and the County also participate in several joint programs. Cooperative agreements between the County and USD 305 include museum tours and programs, Kansas Day activities, Art a la Cart, Residential Building Report and projections, schools joint storage building at Salina’s Kenwood Park, a Central Purchasing program, and warning sirens.

In addition, post-secondary education is available in the County from Kansas State University’s

College of Technology & Aviation, and Kansas Wesleyan University, each of which are located in the City of Salina.