

# City of Hartley



**2013**

## **COMPREHENSIVE LAND USE PLAN**

*- The city with a heart -*



*Prepared with Planning Assistance from  
Northwest Iowa Planning &  
Development Commission  
Spencer, Iowa*

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# CITY OF HARTLEY

# COMPREHENSIVE

# LAND USE DEVELOPMENT

# PLAN

*Prepared with Planning & Technical Assistance By:*

**Northwest Iowa Planning & Development Commission**  
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## 2013 HARTLEY COMPREHENSIVE PLAN EXECUTIVE SUMMARY

The comprehensive plan, according to Iowa Code, shall be prepared in accordance with and for those communities wishing to enforce a zoning ordinance, annexations, urban renewal tax benefits and other land use controls, is developed to be the city's primary guide for future land use policy decision making. The core of the plan is comprised of two primary sections, to be supported by the remainder of the documentation and statistical analysis recorded in this plan.

### *1) Goals, Objectives & Land Use Policy Recommendations*

### *2) Existing and Future Land Use Maps*

Included within this executive summary are the general comprehensive plan goals, general land use trends, implementation strategies, and the future land use map. Supporting data is available within the main body of the plan, as well as land use policy recommendations. Implementation of the proposed recommendations should assist city leaders improve the protection, property rights and land use/development rights of Hartley residents.

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### OVERALL COMPREHENSIVE PLAN GOALS

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The comprehensive plan and visioning process provides tools for directing change. The city's planning and zoning commission must commit to working with city leaders to guide the implementation of this plan and other development issues. The extent of growth experienced by the city will play a major role in determining how often and what types of adjustments will be required.



The City of Hartley's planning program is based on the overall goal of:

***“Creating a healthy, attractive and pleasant living environment within the community.”***

This overall goal should be the most significant element underlying the comprehensive development plan. Additional land use goals and general development goals will guide the comprehensive planning process.

**Achieve a balance between the population and the space available for living and working.**

**Preserve the separate character of urban and rural development areas.**

**Establish a pattern of land uses that will maximize the health and safety of residents.**

**Develop a transportation system that will provide for the safe, convenient and economical movement of people and good in and out of the city.**

**Recognize the economic development potential of the City of Hartley.**

**Maintain Hartley as a cohesive community and the focal point of the surrounding area.**

## GENERAL LAND USE TRENDS

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General development trends and goals guide the comprehensive planning process as follows:

- Hartley has decreased in population from 1,733 residents in 2000 to 1,672 residents in 2010, a -3.5% decline over this ten year period. According to projection models, the projected population trends show Hartley's population either continues to decline to 1,545 residents or stabilize at a projected 1,761 residents by 2040.
- City officials and community leaders need to continue promoting community and economic development efforts, in addition to the economic benefits of recreation based developments.
- The city contains a healthy mix of existing land uses, however, minimizing the number of conflicting land uses and promoting the delineation or separation of potential conflicting land uses will promote a healthier, safer, and more prosperous community.
- Adequate land for future residential growth must be maintained. Residential development should be managed through zoning measures to avoid haphazard development.
- Future retail development should be encouraged along the U.S. Highway 18 corridor.
- In addition to commercial corridor development, it is important and vital for the community to reinvigorate, revitalize and promote the city's downtown commercial district.
- Industrial land uses should occur within planned industrial parks where necessary services and utilities can be provided with minimum expense and maximum efficiency.
- Parks, trails and recreational areas enhance the quality of life for all those who have access to them.
- Community facilities, adequate utilities and municipal services greatly enhance the living environment and economic potential of the city.
- Citizen input is one of the most vital planning assets the city has. Thus, with citizen input available, every effort should be made to implement the ideas contained within this plan.

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## IMPLEMENTATION OF THIS PLAN

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Implementation strategies address those actions and means needed and recommended to apply the previously stated goals, objectives and policy recommendations. This document may be amended as deemed necessary by the Hartley Planning and Zoning Commission and recommended for action to the City Council in a legal and orderly manner. The zoning administrator shall work to ensure compliance with the intent of the goals and objectives outlined in this plan. Community leaders and the city officials of Hartley are charged with the task of identifying, leading, and being the first to accept and embrace potential changes and new growth in Hartley.

Below are ten (10) suggested implementation measures that the city may wish to incorporate or suggest to the Planning and Zoning Commission and other committees of the city.

1. Establish a benchmark for Hartley from which future growth and development patterns and changes will be measured against. Create a 3-5 year strategic action plan addressing and monitoring city growth, economic growth and annexation policies.
2. Allow and encourage community leaders and city officials to attend training in an effort to gain new perspective on current or innovative land use policy and regulatory controls.
3. Establish an annual comprehensive plan review workshop in which the public is invited to attend and offer citizen input on the progress and development of the community.
4. Create and parks and trail advisory committee, in which annual update of parks, recreational use and a proposed community trail system is evaluated, reviewed and assessed. Part of this process would identify completed and proposed short term and long term park improvement projects.
5. Create a plan to attract and retain a younger population in Hartley. Monitor the results through actions such as creating affordable housing alternatives, new jobs specific to a younger age demographic, and recreational or entertainment activities for this age group.
6. Hartley must exhibit a welcoming and accommodating character to new residents and visitors to the community.
7. Hartley, with an aging population base, must address future needs and community services targeted toward the senior demographic.
8. In enforcing new or existing land use and zoning policies, remember to protect the rights and interests of property owners in Hartley.
9. In implementing or considering any new land use policies within the community, city leaders and elected officials must remember that consistency and fairness is necessary.
10. Once the city completes a review and update of the city's enforcement ordinances, such as zoning and subdivision controls, it would be beneficial to the entire community to have zoning administration and enforcement consistent with the new regulations adopted by the city.

After identifying desired outcomes, the City of Hartley can then set thresholds or goals for the achievement of the desired outcomes. Periodically, the city officials should track and review the achievement of desired outcomes from implementing this comprehensive plan.

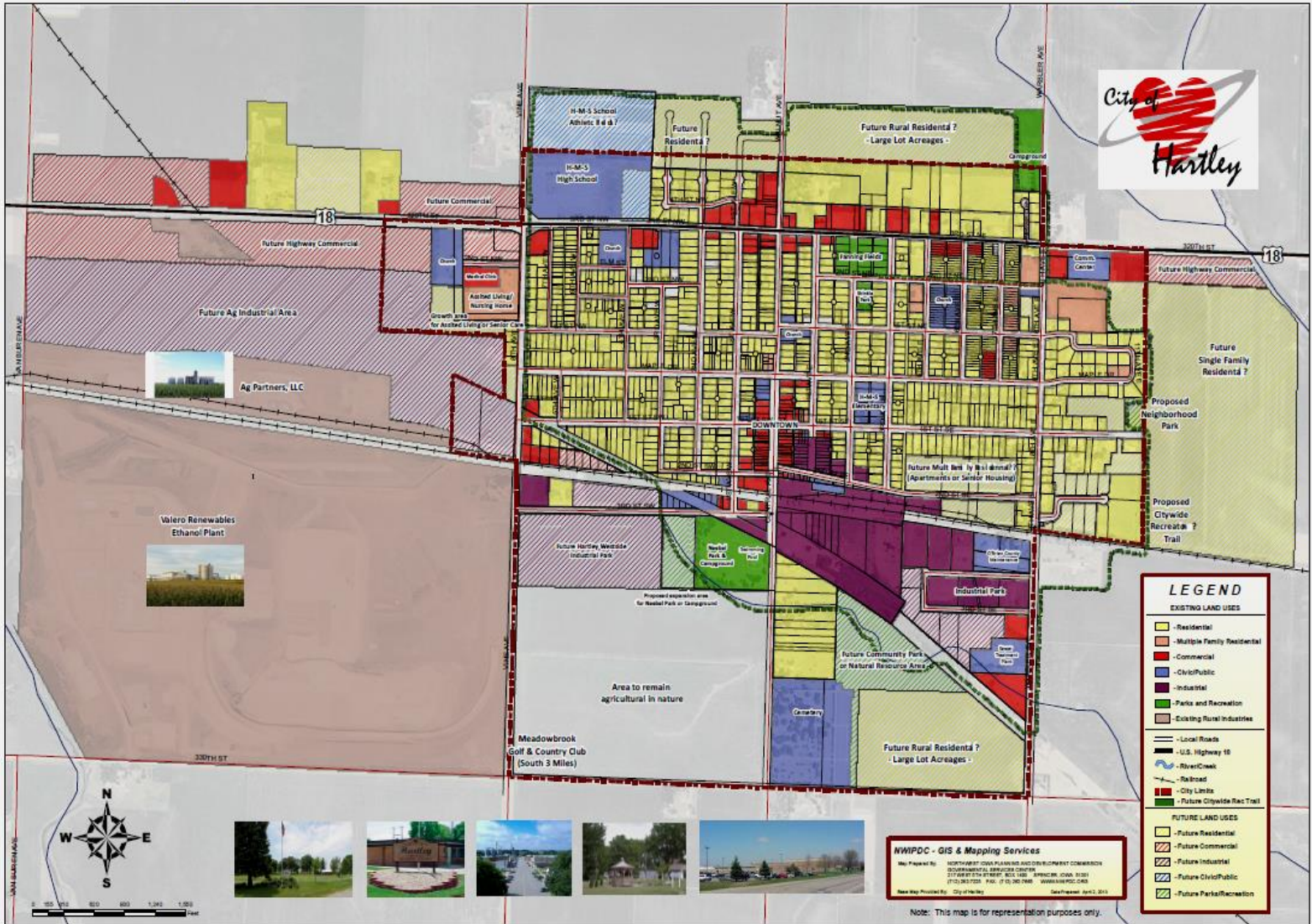
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## FUTURE LAND USE MAP

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To address future land use planning effectively, the city has generated a framework of goals, land use objectives and policy recommendations upon which land use decisions are based. Other variables, including planned or possible expansion of services, environmental conditions, or potential economic recruitment also provide insight and can influence future land use patterns. When creating the future land use map, the city has followed existing land use patterns to guide and predict future development. For instance, most planned residential growth is expected to occur adjacent to or near the fringe of existing residential neighborhoods. Similarly, planned commercial corridors, civic/public or recreational land uses are also planned to develop into areas that are either currently known or adjacent to existing or proposed complimentary land uses.

**CITY OF HARTLEY ♦ 2013 FUTURE LAND USE MAP**



**LEGEND**

EXISTING LAND USES	
[Yellow]	- Residential
[Red]	- Multiple Family Residential
[Blue]	- Commercial
[Purple]	- Civic/Public
[Green]	- Industrial
[Light Green]	- Parks and Recreation
[Brown]	- Existing Rural Industries
[Black line]	- Local Roads
[Thick black line]	- U.S. Highway 18
[Blue line]	- River/Creek
[Red line]	- Railroad
[Red outline]	- City Limits
[Red dashed line]	- Future Citywide Rec Trail
FUTURE LAND USES	
[Yellow with dots]	- Future Residential
[Red with dots]	- Future Commercial
[Blue with dots]	- Future Industrial
[Purple with dots]	- Future Civic/Public
[Green with dots]	- Future Parks/Recreation

**NWPDC - GIS & Mapping Services**  
 Map Prepared By: NORTHWEST IOWA PLANNING AND DEVELOPMENT COMMISSION  
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 Map Provided By: City of Hartley Date Prepared: April 2, 2013

Note: This map is for representation purposes only.

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## CHAPTER 1. INTRODUCTION & PLANNING ELEMENTS

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A comprehensive plan is a collection of material and information designed to guide the future growth and development of the community. The comprehensive plan is general in nature and provides a framework and policy context within which to make land use decisions relating to future development. The comprehensive plan is long range, looking forward 10 to 15 years, and does not plan a highly specific course. Rather, the plan points toward land use goals and general policies that the city should consider when making development decisions. While short term planning is important, such as capital improvement planning, strategic action plans, economic development strategies, or municipal budgeting, it is not within the scope of the comprehensive plan, although short term plans may be incorporated into the plan by reference.

The comprehensive planning process consists of utilizing past and present planning efforts and integrating this information into a vision for the future. What exactly is a “vision?” A vision is an image or foresight into where the community wishes to see the city grow and develop in the future. A common vision is critical for the development of a comprehensive plan, because once a vision statement has been established; it serves as a focal point for all other long range plan goals and specific policy statements to aim for.

### **DEFINITION OF A COMPREHENSIVE PLAN:**

Comprehensive planning is a transparent, public process in which communities establish a future vision and locally designated standards in order to promote public health, safety and prosperity. Successful planning attracts economic development, protects and preserves the community’s resources, and encourages a strong community identity.

Defined by the Rebuild Iowa Office “Iowa Smart Planning” 2010

The Hartley comprehensive plan is an intense study and analysis into specific components that make the city work, including the physical growth and development of the community. Changes in land use patterns, infrastructure, transportation, municipal facilities and services, population, housing, and other features are very important in determining the current condition of the city. This information is useful in determining objectives and policies relating to the natural environment, the built environment, land uses, and other such activities that directly affect the physical aspects of Hartley. The plan’s overall goals and policies; and future land use designations are intended to be updated and amended as needed. As the community grows or changes from year to year, so will its needs. Therefore, the comprehensive plan should reflect new changes and possibly new objectives or policies toward specific actions. Ideally, the comprehensive plan would be updated on an annual basis. Actions recommended by the planning and zoning commission and approved by the City Council can amend this plan to reflect current trends or simply a change in philosophy regarding one or more of the policy statements.

According to Chapter 414, Iowa Code, if a city is to zone then ***“The regulations shall be made in accordance with a comprehensive plan”*** All cities involved in zoning and land use regulations need to have an updated plan to guide future development activities. In general this comprehensive plan should and will contain sections regarding population and housing trends, socio-economic data, transportation & infrastructure, hazard mitigation actions, parks & recreation, city services & community facilities, economic development, smart growth and future

land uses. Once the working definition of planning has been internalized by those involved, the steps of the actual process should commence.

According to the Iowa Land Use Planning Notebook published by Iowa State University Extension, *a comprehensive plan serves the following functions for a community.*

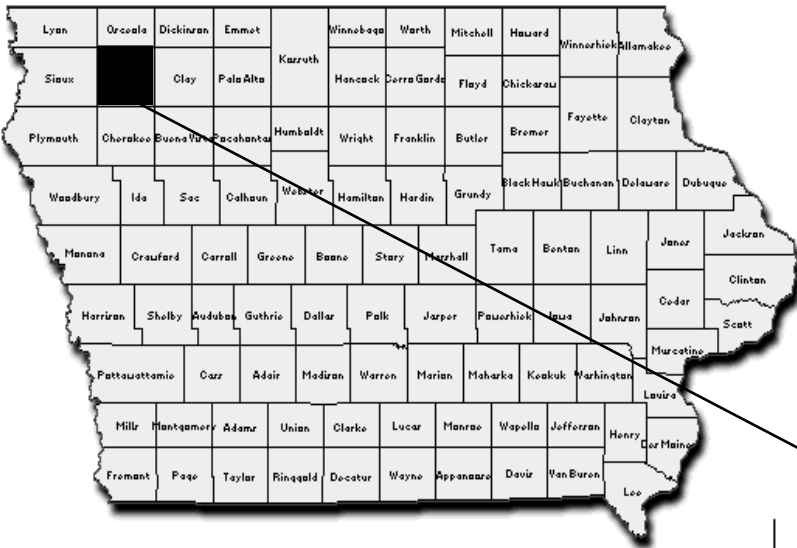
- **The plan provides continuity.** A comprehensive plan allows continuity within the city and provides successive public bodies a framework for addressing common land use issues.
- **Balancing competing private interests.** A thorough comprehensive plan can provide a balance between competing demands on land by establishing a plan for identifying future development patterns in an orderly and rational manner. The plan should be established that provides the greatest benefits for individuals and the community as a whole.
- **Protecting public interests.** A comprehensive plan is also a means by which the city avoids costly infrastructure expenses on low priority or non-beneficial projects. It is much less expensive for a city to provide public services to a well planned, order and phased developments versus haphazard or scattered low density development that may only provide benefit to a few properties.
- **Protects the city's valued resources.** Planning can identify environmental features and other natural resources and suggest strategies or policies to protect and preserve those resources from destruction or degradation by development.
- **Shapes the appearance of the community.** A comprehensive plan can establish policies that create and promote a distinct sense of place.
- **Promotes economic development.** A comprehensive plan contains valuable information that can aid firms and the city's economic development organizations in determining where to locate new businesses and industries.
- **Provides justification for decisions.** A comprehensive plan provides factual and objective basis for support of zoning and subdivision decisions, of which can be used to defend a cities decision if challenged in court.
- **Expresses a collective citizen vision for the future.** The comprehensive planning process allows residents of the community to participate in a discussion, debate and visioning process to plan for the future of their community. A plan developed with a proactive public participation process will enjoy a strong community support. Decisions that are consistent with the comprehensive plan's policies are less likely to be subject to public controversy.

Planning is a key element in the development of any comprehensive plan. *The "planning" steps of the comprehensive plan process should include:*

1. The primary stage of a planning program is **research and data collection**. It is from this supply of data that all decisions will be based, indicating that the more extensive and specific the data is the more accurate and functional the decisions. The following are the broad, general areas of data needed for the information base/inventory: Population, Housing, Economic Development, Physical Features, Land Use, Transportation, Public Works, Community Facilities, Parks and Recreation, and the Environment.

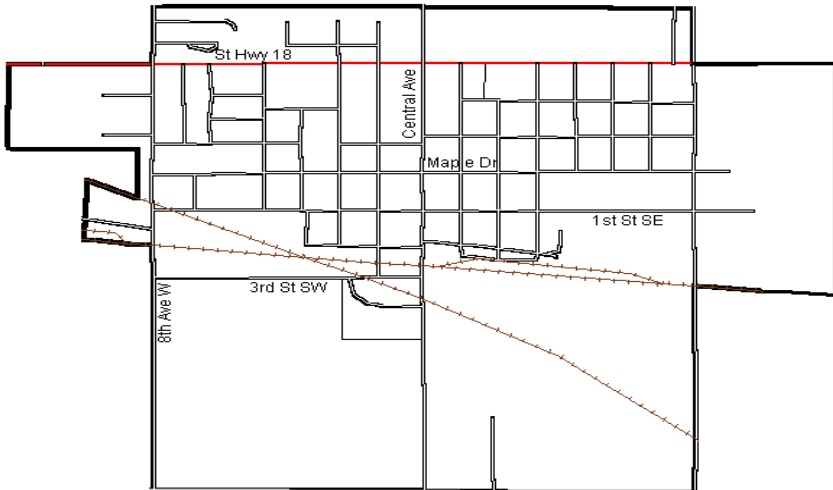
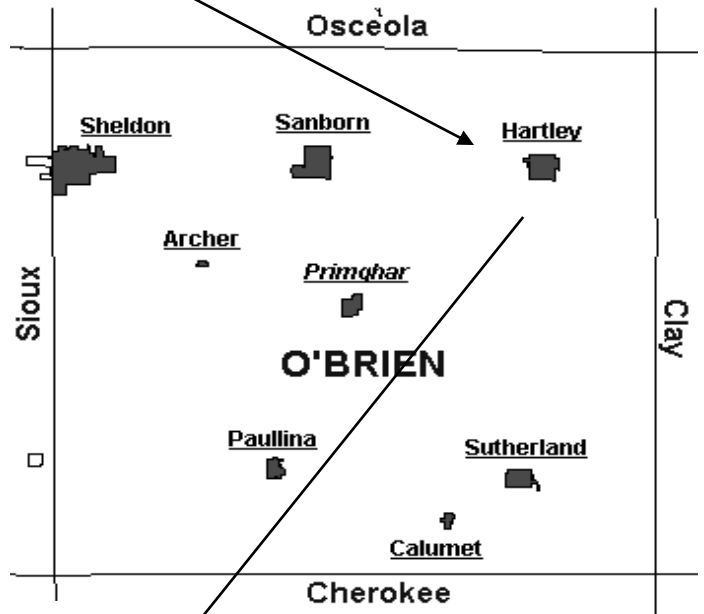
2. **Analysis of the data collected** is an ongoing activity conducted at the same time the research and data collection is being pursued. Analysis involves the collection and presentation of data in written and/or graphic form to establish a complete base of existing conditions. Once this base has been established, the analysis proceeds into projection of future trends and growth. Dynamic forces are identified as well as their relative effect on the future.
3. All of this input in turn will facilitate the evolvement of certain **broad general goals** for the planning area that aims towards which effort is to be directed. Objectives involve bringing the goals closer to reality and specifically establishing those accomplishments that are desirable and closer to realizing established goals.
4. The **objectives and policy recommendations** are the framework for plan preparation. The technical personnel involved in the planning effort prepare the actual comprehensive plan document. Before submission of the plan to the legal bodies concerned, it should have been studied and commented upon all the involved sectors and altered accordingly.
5. Legalization of the plan involves the **plan adoption** by the local legislative body. Public hearings and wide distribution of the plan should take place before formal adoption proceedings. The plan must meet with the approval of those in the planning area to function properly.
6. **Implementation of the plan** is not carried out by any one department or agency, but is out of necessity a combined effort of all government, private and related entities. It cannot be emphasized enough that cooperation and coordination are the keys to an effective plan implementation.

# City of Hartley - Location Map



**State of Iowa**

**O'Brien County**



**City of Hartley**

## CHAPTER 2. COMMUNITY HISTORY

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Hartley, similar to other rural Iowa towns, had a very small beginning. Whereas today stands this beautiful city, with its miles of sidewalks and pavement, fine buildings, church spires, its elegant school buildings and busy population. Early settlers saw the surrounding country was destined to rank among the great producing districts of the world and began to select locations and stake out their homesteads, and so they plodded along for a few years, not engaging extensively in production, for there was practically no outlet for their products without making long journeys by team. In 1878 the Chicago, Milwaukee & St. Paul pushed westward and in 1879, the station, Hartley, was established with George Titus as station agent, postmaster, and sole citizen of the town. Hartley derived its name from John Hartley, who was an engineer and surveyor for the Milwaukee road, and one of the men who were responsible for the path the roadbed was to follow through O'Brien County. The news of the railroad had spread in the immediate neighborhood, where it attracted Finster & Fuller with a general stock of goods, who came, built a store and engaged in the mercantile business. This was the starting point for our present thriving town.

The country in those early days being almost entirely prairie, the fuel question was an important matter. Early settlers had no money with which to buy coal, but necessity became the mother of invention. The rich prairie soil produced grass from one to five feet high and this hay grass supplied the fuel. It had to be twisted or pressed into compact form to retain heat and twisting the hay for fuel consumption was a winter pastime. The township of Hartley was wholly what is known as a deeded township, with not a homestead claim in it. Its settlement was sparse and scarcely started until 1879 and 1880. It had no pioneers in the sense of homesteaders in other townships. O. M. Shonkwiler was one of its first very real farmers residing on the land itself. The first church to come to Hartley was the Methodist Episcopal Church under the pastorate of Rev. F.E. Drake in June of 1880, and the congregation consisted of only four members. A church building was erected in 1882 costing \$1,500. This church was fully organized in 1884. The year 1884 also saw the coming of the first newspaper, the Hartley Record. A second newspaper, the Hartley News, was established in 1895. Hartley also established a system of waterworks in 1896 at a cost of \$5,500. Work was commenced on the water mains on November 25, 1897, when the first shovel full of dirt was moved. The water tower was raised in 1898. The town obtained its water supply from a large well two hundred feet deep, the water being first pumped to a tower tank 125 feet in height.

The town was not incorporated until 1888. On April 2<sup>nd</sup> of that year, James S. Webster, a resident and prominent businessman of the town, headed a petition with forty others directed to the District Court, asking that all of section 32 in Hartley Township be incorporated. The Hartley Independent School District was organized in 1889. At that time the school occupied a frame building on the present site. Hartley was one of the first high schools of the county that met the requirements, and was appointed as



*Historical photo of Downtown Hartley circa 1900*

a normal training school for rural school teachers. In 1899, too, it became necessary because of the increased enrollment in our schools, to construct a new building that was completed in 1901. Hartley was among the very early towns in the county to have a modern brick, up to date school structure. One of the unique features of this first brick schoolhouse building was the fact that it had in the third story a magnificent auditorium, which was used by its citizens, not only in public school functions, but also for general public audiences. In 1901, wooden sidewalks were all the vogue. The width depended upon the amount of traffic the walk had to bear. The sidewalks on Main Street were made of plank laid on stringers and were eight feet wide. They were all constructed on a level with the entrance to the stores and in some instances were as high as two and one-half to three feet above the ground.

The Fire Department was also organized in 1903 as a volunteer group of six members and Jay Messer was elected the first fire chief. The town owned a hose cart with 200 feet of hose at that time which was pulled by hand. Horses were used occasionally, and when they were used, the fire department usually seized the nearest team regardless to whom they belonged, hooked them up, and went to work. Hartley is especially proud of its excellent and up-to-date lighting system. The first plant was installed just across the street from the present plant in 1908, at a total cost of \$35,000 dollars. The first lights were turned on February 9, 1909. The original plant consisted of one 80 horsepower engine, of the Munzel patent, driving a 50 Kilowatt 110-220 volt direct current generator.



Historical photo of Opera House that burned in 1924

The year 1922 also saw the coming of the first radio to Hartley. In 1924 the local Post Office was advanced from third class to second class on July 1. The Opera House was partially destroyed by fire supposed to have started somewhere near a new furnace which had been installed in the basement for use by the Rex Theatre. The ruins of the Opera House were cleaned up the following year. The year 1927 also saw a severe storm as a tornado ripped a path a half block wide through the west section town, doing a considerable amount of damage.

1928 was the year of the big fire in Hartley. Fire broke out in the Hunting Elevator, and with a strong southeast wind blowing, it was feared for some time that the entire business district would go. The Hunting Elevator was located some distance east of its present site. The elevator, the old Hartley Lumber Co. sheds which fortunately were empty, the old Henry Mohr Feed Store that was used for storage purposes, and the Dirk Ringer garage went up in flames. It was only by a Herculean effort on the part of the firefighters and the citizens of the town that the business district was saved. Because of the strong wind, burning embers were flying all over the place, and men were stationed on the roofs of the various business places to put out the small fires as they started. The fire was so intense that the businessmen had their important papers, records and things of value ready to move out.

*The previous portions of this section were summarized from the local historical book, General History—First 75 Years.*



### **HARTLEY HISTORICAL SOCIETY**

The Hartley Historical Society is instrumental in the preservation and documentation of the history of the community and surrounding areas. Hartley has an active historical society comprised of many volunteers that are trying to preserve the history, traditions and culture of Hartley. The historical society is a separate 501c3 nonprofit organization receiving assistance from many sources including the Hartley Foundation and the Siouxland Foundation. Most recently the historical society is instrumental in spearheading projects such as the Patch-Eeten House renovation and the Cemetery Chapel project. The Mission Statement of the Hartley Historical Society is: *“To identify historical properties in Hartley and to assist in their preservation”*. Currently the historical society’s President is Connie Olhausen, the Vice-President is Howard Borchard, and Secretary is Loren Newkirk. The local Hartley historian is Howard Borchard and the community’s Junior Historian is Wesley Peters.

### **HISTORICAL SIGNIFICANCE IN O’BRIEN COUNTY - NATIONAL REGISTER OF HISTORIC PLACES**

Currently, there are no sites within the City of Hartley that are listed on the National Register of Historic Places. With that stated, there are four (4) structures or sites in O’Brien County carrying the distinction of being placed on the national register. These sites are important to the history of the county and provide a glimpse into what life was like more than one hundred years ago.

*General N.B. Baker Public Library (Sutherland)* – Placed on the Register in 1983, this historical library building the county’s newest listing on the National Register.

*Sheldon Carnegie Library (Sheldon)* – This Carnegie Library in the tradition of many Carnegie libraries is known for its historical Beaux Arts architectural style, historical educational significance and was added to the National Register in 1977.

*Indian Village Site (Sutherland)* – Also known as the Wittrock Indian Village State Park, this site was listed with the National Register in 1966. The historical significance of this site includes informational and prehistoric Native American artifacts. The cultural affiliation with this site is tied to Middle Missouri and Mill Creek. The periods of influence date back to 500 to 1000 A.D.

*O’Brien County Courthouse (Primghar)* – The cornerstone for county government in O’Brien County, even to this day, is located in the historic O’Brien County Courthouse, listed on the National Register in 1981 for its Beaux Arts style architecture, engineering, the architect and builder.

## CHAPTER 3. PLANNING BACKGROUND & PUBLIC INPUT

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### BACKGROUND OF COMPREHENSIVE PLANNING

The Northwest Iowa Planning and Development Commission, formed in 1973, is responsible for coordinating activities in the region and assisting member governments with technical assistance and planning projects. The formation of the Northwest Iowa Regional Planning Commission marked the first real effort of a genuine “regional” planning commission in northwest Iowa. The principal purpose of the regional planning commission was to undertake planning studies on a regional basis and facilitate cooperation among the various governmental bodies within the region. The City of Hartley, similar to most other cities and counties across northwest Iowa initiated its first planning efforts in during the early 1970s by participating in a 701 Housing and Urban Development (HUD) Urban Planning Assistance Program. The original planning effort in Hartley resulted in the community adopting its first zoning ordinance followed by the adoption of a land use plan.

Over the course of the next two decades, the Hartley Planning Commission, Board of Adjustment and City Council actively utilized the comprehensive plan in making land use decisions to guide zoning issues and control growth within the community. By the early 1990s, conditions of the city had changed and land use patterns changed from what was planned in the city’s first original planning documents. Local officials believed that a major update to the city’s existing ordinances were necessary. In early 1991, the City of Hartley received a Rural Enterprise Fund grant from the Iowa Department of Economic Development to conduct a city wide housing survey and follow up with a housing assessment. This housing study was closely followed up with a complete update of the city’s comprehensive plan started in 1993 and completed and adopted it in 1994. Hartley city officials contracted with the staff at Northwest Iowa Planning and Development Commission to complete the update of the comprehensive plan.

During the spring of 2006, the City Council and city leaders once again indicated the need to update the city’s planning documents and zoning regulations. After briefly beginning the planning process in 2006, the comprehensive plan development was delayed and put on hold for several years due to city staffing conflicts and community issues. By early 2012, the city staff once again contacted NWIPDC staff and wanted to re-start the planning process in 2006 and move forward with an update of the city’s comprehensive plan, zoning ordinance and subdivision regulations ordinance. The Hartley City Council with guidance from city staff sought the assistance of the regional Council of Governments (COG), of which Hartley is a participating member. The Northwest Iowa Planning and Development Commission staff planners initiated the third revision and update to the Hartley comprehensive plan in the summer of 2012. Once the city’s comprehensive plan update is completed, the Planning Commission and city staff will move forward with updating the city’s zoning ordinance and subdivision ordinance regulations.

### PUBLIC INPUT & DATA GATHERING

Hartley city officials, staff and the Planning & Zoning Commission initiated several actions to ensure public input is an integral part of the comprehensive planning process. First, in an effort to better understand the current state of planning services within Hartley, the staff at Northwest Iowa Planning & Development Commission provided city staff with an informational questionnaire intended to develop an overview of current planning activities in Hartley and

planning services offered within the community. This survey was completed by city staff in May 2012 and provided valuable input and data to initiate and begin the comprehensive planning process.

The Hartley Planning and Zoning Commission met six (6) times beginning in May 2012 through February 2013. Each of these planning meetings was open to the public and a public notice was posted for the meeting. The general public had an opportunity to attend and offer comment at any one of the Planning Commission meetings in which the comprehensive plan was discussed. Specifically in July and August 2012, the Planning Commission and city staff met and discussed the 1994 land use goals and objectives for the community and any changes that may be needed to update these goals and policies for the community. During the October 2012 planning meeting, the Planning Commission, city staff, elected officials and community leaders spent the entire meeting reviewing the existing land use map and the proposed future land use map prepared for the community. At this meeting, the existing growth trends and future growth patterns were discussed pertaining to the Hartley's future. In March 2013 a completed draft of the comprehensive plan document, goals and policies and the revised land use map were presented to the Planning Commission for review and consideration. The Hartley Planning and Zoning Commission was offered a final opportunity to provide any public comment on the comprehensive plan during an April 2013 meeting, prior to making its recommendation to forward the comprehensive plan to the City Council for approval and adoption.

Additional planning meetings were also conducted with local community groups. In June 2012, the planning consultant from Northwest Iowa Planning and Development Commission (NWIPDC) provided a presentation and overview of the comprehensive planning process to the annual Hartley economic development meeting. Furthermore, in November 2012, the NWIPDC planning consultant provided an additional update on the planning progress and informational gathering at a meeting of the Hartley Economic Development Committee.

In July 2012, the residents of Hartley were provided the opportunity to submit their thoughts, concerns, and suggestions for the future of their community through the 2012 Hartley Community Visioning Survey. This survey was distributed to every household in the community with the assistance of the utility billings. Residents were then able to complete the survey and either mail it back or drop it off at City Hall. Of the 713 occupied housing units in Hartley, there were 46 completed surveys for an estimated 6.5% response rate. Although this percentage is below average, it is not completely out of the norm for surveys requesting to be mailed in or dropped off at a designated location. Any time the general population is inconvenienced in having to go out of their way to complete or return a survey, the return rates decrease significantly. Overall, the responses received from the 46 completed surveys provide a good summary of the general cross section of the population in Hartley. On the following page is the sample community visioning survey that was distributed to every household as part of the Hartley comprehensive planning public participation process.

## **“2012 HARTLEY COMMUNITY VISIONING SURVEY”**

### **comprehensive land use planning & visioning process**

Please take a moment to complete the following community visioning survey that will provide Hartley’s planning commission valuable input to assist them in creating future land use policies. Please consider the following questions and think about how city officials and community leaders can strive to make Hartley a greater place than it already is. Please use the back of this survey if you need additional space for responses.

**STRENGTHS (please list in order of importance):** WHAT ARE THE CURRENT SUCCESSES OR STRENGTHS THAT MAKE HARTLEY A GREAT PLACE TO LIVE?

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

**CHALLENGES (please list in order of importance):** WHAT CHALLENGES WILL THE CITY OF HARTLEY NEED TO ADDRESS? WHAT CAN BE IMPROVED IN HARTLEY?

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

**FUTURE VISION (please list in order of importance):** WHAT SUGGESTIONS OR ACTIVITIES CAN HARTLEY IMPLEMENT OVER THE NEXT 10-15 YEARS TO MAKE THE CITY A BETTER “COMMUNITY” FOR RESIDENTS AND VISITORS?

- 1) \_\_\_\_\_
- 2) \_\_\_\_\_
- 3) \_\_\_\_\_

**COMMENTS:** PLEASE FEEL FREE TO SHARE WITH THE CITY ANY COMMENTS OR SUGGESTIONS YOU MAY HAVE REGARDING THE FUTURE OF HARTLEY.

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Thank you and please return completed surveys no later than \_\_\_\_\_, 2012 to City Clerk, City of Hartley, 11 S. Central Avenue, Hartley, Iowa 51346 712/ 928-2240.

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Following is a compilation and summarization of the raw data and comments received from the Hartley Community Visioning Survey. This is followed up by a brief analysis of the results from the survey and what they may mean for the Hartley comprehensive plan and future goals, policies or decision making in the community.

## STRENGTHS OF THE COMMUNITY

### What are the current successes or strengths that make Hartley a great place to live?

#### TOP PRIORITY (#1 statement listed)

- Good School System
- New water system
- Great new Police Chief
- Municipal Utilities – electricity, gas, water, TV
- School System
- Cost of utilities
- Water treatment plant was a good move
- Store fronts are filled on Main Street
- Small town and feeling safe
- A good grocery store
- Good school system
- Good school system & daycare
- Mail delivery and a great grocery store
- New water system
- A safe community
- Efforts to keep city utilities affordable and improved
- Friendly people
- We still have a nice swimming pool
- Valero Ethanol
- Our water got improved
- Municipal Utilities
- Good utilities
- Good grocery store
- Nice people!
- Great utilities
- Businesses
- Good water
- The people in Hartley
- Affordable utilities
- Good grocery store, drug store, banks, variety stores, etc.
- Municipal utilities that are affordable
- Affordable utilities – good water
- Fixing the city’s sidewalks - a work in progress
- Friendly people
- A wide variety of services – grocery store, doctors, etc.
- Garbage collections are great
- Friendly people
- So thankful for decent drinking water!
- Parents support school and athletics
- New water project

#### 2<sup>nd</sup> Highest Priority for Hartley’s Strengths

- Affordable utilities
- Knowledgeable and helpful city employees
- Recreation department and library
- Successful business community
- Health care facilities
- Excellent water system after installation of a new one
- A great community center
- City owned utilities
- Reasonable utilities and cost of living
- The nursing home and assisted living are great
- Good schools
- Good businesses
- We have a great council. Keep being positive
- Community Memorial Health Center
- Valero ethanol
- Good schools
- Medical clinic
- Valero ethanol
- Good grocery store
- Doctors offices and the nursing home
- Friendly city employees
- Great city staff and employees
- Excellent school system, churches, library, ambulance
- Terrific friendly Church & people in the area
- Small town friendly
- City’s new water system
- Good city government and services of Hartley
- Don’t have many pests
- Good Churches
- Good parks and pool/ sports and schools
- Strong Christian values
- Good people in Hartley

#### 3<sup>rd</sup> Highest Priority for Hartley’s Strengths

- Safe Environment
- Schools & the school system
- Nice Parks/Swimming Pool
- Having the ethanol plant in our community
- A good library
- Good retail uses in town – pharmacy, grocery, etc.
- Many Churches
- Fiesta Foods – grocery store
- Community Health Center
- Clean-up days
- Drug store
- Better water in the city
- Pharmacy
- Low utility rates
- Great policemen means a lot in these times
- Good sidewalk program
- Good home health services, meals on wheels, grocery
- nursing home with 3 levels of care
- Good school system
- Good library with programming for adults and youth
- A safe town
- Our grocery store and drug store –support them!
- A strong community work ethic
- Our businesses look nice and are welcoming

4<sup>th</sup> Highest Priority for Hartley's Strengths

- Dollar Store and Grocery Store
- Current projects/renovations
- Hartley community center
- Good business community
- Good Churches
- Prompt snow removal

- Flower shop
- Great firemen
- Excellent city utilities, service stations and car repair
- Hartley's good new water system
- Nice parks
- Family Dollar

5<sup>th</sup> Highest Priority for Hartley's Strengths

- A wonderful ambulance crew
- Farm and agricultural opportunities and good builders
- Terrific nursing home with caring people

6<sup>th</sup> Highest Priority for Hartley's Strengths

- Schools
- Good tables in the events center
- Good park system

7<sup>th</sup> Highest Priority for Hartley's Strengths

- Having a grocery store and drug store in town

## CHALLENGES FACING THE COMMUNITY

### What challenges will Hartley face in 20 years? What can be improved in Hartley?

TOP CHALLENGE IN HARTLEY (#1 statement listed)

- Existing eating establishments – support these places
- Pool – needs improvements
- A way to find money for streets, curb & gutters
- Enforce ordinances for clean-up of res. properties
- Housing
- Streets
- Streets/potholes
- Major street improvements and sidewalks needed
- Keep young people so school can grow/not decrease
- Need walking/biking trail
- Need more commercial development
- Improve unity between government and civic groups
- Have people clean up around their houses.
- Need a new pool
- Update the city's infrastructure
- Need dining establishments
- Maintain current businesses and facilities
- Street condition
- Keep shopping (retail) in Hartley
- Attitudes! No one is above the law.
- Fix the city's storm sewer system- it isn't big enough
- Need to keep dogs and cats in the owner's place
- Need apartments
- Need something for kids so they don't go out of town
- Rental housing is not kept up-need improved maintenance
- Better streets
- Streets
- Need more things for the elderly people
- Potholes in streets need to be repaired sooner
- Continue to clean up or demolish substandard residences
- Support existing businesses
- Need industry to keep young people here with good jobs
- City streets need resurfacing badly, not just patch
- Employment opportunities for young families
- Cleaning up properties
- Need to draw people off highway 18 and into downtown area
- Need some activities to involve the youth
- Curb & gutters
- Warn people about blizzards and tornadoes
- Clean up junky yards
- Update sewer systems thru town
- Need less apathy
- Zoning – keep new construction further from lot lines.
- Need to continue residential growth

2<sup>nd</sup> Highest Priority for Challenges facing Hartley

- More industry
- Way overzealous on property maintenance
- Keep up street improvements, especially curb&gutter
- Job availabilities
- Infrastructure
- Need more playground equipment and the pool updated
- Retain present businesses
- Update water lines to handle fire hydrants & codes
- Need things for the kids to do
- Need to attract new businesses
- Need an affordable swimming pool
- keep the road as is, but nice for tennis players I guess
- Fix the streets
- License cats as they do dogs. Cats are running around
- Maintain infrastructure
- More housing
- Fast traffic, especially trucks, through town
- Find new industries
- Infrastructure
- Need transportation for the elderly to get to doctors
- Put some teeth into having people clean their property
- Support/encourage new businesses
- Keeping viable businesses on Main Street/economic dev.
- An aging population – need apartments
- Cleaning up the parks
- If an old building has history, put a sign out on the walk
- Could use mentors for aging and young families
- Take care of cemetery
- Get rid of junk cars and junk behind garages
- Correct storm sewer volume – redirect flow
- Too many people from Hartley shop and socialize elsewhere

3<sup>rd</sup> Highest Priority for Challenges facing Hartley

- Enforce nuisance ordinance- no extending deadlines
- Need new businesses
- Need accommodations for short-term lodging
- Youth activities. Places to “hang out”
- More businesses that hire more employees
- A motel is needed – lack of lodging
- More affordable housing
- Repair streets – not just seal coat
- Keep needed medical programs for all ages
- Urge residents to keep properties well groomed
- Too many cars parked on streets-can’t get through
- Maintain a viable business climate
- Better swimming pool
- Need more businesses
- Pick up trash and mow grass with legal notices
- Need police presence during the day
- Keeping a good daycare will help bring young people to town
- Keep doctors, dentists and the grocery store in town
- The Hartley Day’s parade is great
- Paint your house or side it
- Contact Iowa DOT to lower speed limit by High School

4<sup>th</sup> Highest Priority for Challenges facing Hartley

- Need a new up to date electronic city signs on east and west entrances
- Clean up the old houses that are “eyesores”, falling apart, or won’t pay to fix up and sell the lots
- It doesn’t take a lot of money to clean up your place

## **FUTURE VISION FOR HARTLEY**

### **What suggestions or activities can Hartley address to make the city better for its residents?**

TOP VISION FOR HARTLEY’S FUTURE (#1 statement listed)

- Maintain ambulance and fire department - top quality
- Need to install camera’s at new shelter house
- Hartley needs a city-wide cleanup – avoid run down houses, poorly kept lawns and empty homes left unkept
- Keep unique businesses coming to Hartley-like MaeB’s
- Continue nuisance abatement program
- Great to get a new pool or maybe an indoor pool
- Make sure we have res./commercial space to develop
- Need health and wellness areas for working out
- We need a motel or something similar-no place to stay
- Build a rec center and pool
- Need food establishments
- Atmosphere where people feel part of the community
- Keep streets repaired
- Have town meetings once in a while-meet neighbors
- Need a new pool – with adult hours or year around
- Need to have more places for kids to enjoy
- Maintain a strong viable city government
- Need a motel type temporary housing for guests
- Create a place to stay in Hartley (motel)
- Keep downtown businesses and all restaurants
- Need entertainment for children and young adults
- More things for school children to do in the summer
- Need some kind of facility for seniors
- Keep utility rates reasonable
- Program for the renovation of storefronts in downtown
- More recreational activities for young people
- Holding the school system at a competitive tax rate
- Keep Hartley neat and clean, and repair the streets
- Need more apartments for seniors
- Hwy. 18 thru Hartley needs some kind of continuity
- We are all important to a strong sense of community
- Need to create more bike and walking area & trails
- Don’t let many bums in town
- We need a cleaner city
- Need an indoor pool tied to fitness center if possible
- Need a better walking trail
- Create activities such as an outdoor summer movie

2<sup>nd</sup> Highest Priority for the Vision of Hartley’s Future

- Create economical utilities
- Why do we not expect landlords to keep the rentals up
- Keep good restaurants
- Possibly create a senior citizen center
- Do the best that we can with our parks and recreation
- Retain current businesses and attract more
- Keep utilities current
- Create a street improvement program
- Get a new pool
- Address flood protection
- Create an “image” to stress the positives
- Create an atmosphere where people feel safe to live here
- To attract visitors, we need a place or places of interest
- Try to get more businesses in for things we need
- Need a better pool
- Make children safer by lowering speed limit by high school
- Need a new pool like Sanborn’s
- Continue making improvements to the swimming pool
- City expanding utilities to businesses

3<sup>rd</sup> Highest Priority for the Vision of Hartley's Future

- Run-down residences- many towns don't put up with it
- Outdoor movie theatre at Neeble Park in the summer
- Clean up properties
- City infrastructure – make sure the city is in good shape
- Maintain and grow affordable daycare – be proactive
- Try to recruit light industry businesses to Hartley
- Make informed decision about swimming pool
- Renovate parks
- Don't be afraid to work with neighboring cities for teamwork
- Be tolerant of others who are different
- Our Churches are great
- Need more traffic control on Hwy. 18 thru town
- Place green trees down the middle of Central Ave
- Need more playground equipment at Neeble Park

4<sup>th</sup> Highest Priority for the Vision of Hartley's Future

- Need a grant writer
- Encourage economic development for businesses and housing
- Use the community center as a senior center
- Keep new housing building program going to attract retirement and keep the tax base growing
- Not much run down property – keep it up
- Borrow mph signs for Highway 18
- Promote good restaurants

5<sup>th</sup> Highest Priority for the Vision of Hartley's Future

- Need a strategic plan for city streets and sidewalk improvements
- Keep working on nuisance abatement downtown and with residential properties
- A new pool
- Create a meeting place for teens

**ANALYSIS OF COUNTY SURVEY RESULTS**

Of the 46 completed surveys returned to the City of Hartley, there were a total 116 comments regarding the strengths of the community. Conversely, there were also 99 additional comments pertaining to the challenges facing the community today and into the future. Finally, there were 81 additional comments in which residents of Hartley identified the future vision of the community; how Hartley will look in 10 to 15 years. The Hartley Community Visioning Survey resulted in 116 responses pertaining to the question inquiring about the strengths of the county. The residents were asked to list their responses in order of priority. Some of the highest scoring responses about the strengths of Hartley include a good school system, strong municipal utilities, many shopping and service alternatives for a small community and good comments about the city's new water treatment plant and improved water quality. Additional popular responses pertaining to the strengths of Hartley include the healthcare facilities, strong industrial operations and opportunities nearby, and the "small town" charm, appeal, character and morals found in Hartley. The other area of comments regarding positive aspects of Hartley included overall friendly people, improvements in the city's sidewalk and nuisance property program and the feeling of living in a safe community.

Another aspect of the Community Visioning Survey inquired as to what residents felt were current challenges facing Hartley today. This section also identified those issues important to Hartley that need to be addressed in the future. Survey respondents offered a total of a 99 responses generalized into the most popular themes. Regarding the challenges facing Hartley today, the greatest challenges appeared not be derogatory or negative aspects of Hartley, rather focused on the NEEDS of the community. There were three (3) needs that overwhelmingly were the top comments in this section. These include 1) a NEED to continue having people clean up their properties and/or having the city enforce cleaning up of run down properties, 2) a NEED for a new swimming pool/aquatic center project in Hartley, and 3) a NEED for more and better bike



or walking trails in and around Hartley that may also connect public park or open space around the community. Other areas of interest deemed as challenges facing the city include updating and maintaining streets and infrastructure; need new single family and multi family housing alternatives; keeping existing businesses while trying to recruit new jobs and businesses; and creating new services, programs or places for seniors and the youth of Hartley to entertain themselves or just “hang out”.

Upon identifying the strengths and weaknesses of Hartley, the final component of the city’s survey was to create a future vision for the community. There were 81 responses from the surveys grouped together according to the most popular responses. Many of the overall “themes” or grouping of similar responses was similar to the responses indicated in the Challenges section of the survey. Many people desired to see a vision of Hartley where there was a new pool, more businesses, less nuisance properties, places for seniors and the youth of the community to gather, along with improved streets, infrastructure and a good business climate. One specific vision that received several votes was for the community to consider the needs of short term lodging or overnight guests visiting Hartley, as currently there is no motel, hotel or bed & breakfast establishment in the community. In summary, the residents of Hartley desire a community where they can be proud to call it “home”; in addition to a safe, friendly, clean and inviting community for both existing and new residents. The survey tabulation and analysis of comments regarding the Hartley Community Visioning Survey provides city leaders an overview of the philosophies, beliefs and thoughts of the city official’s constituents.

## CHAPTER 4. PHYSICAL FEATURES & NATURAL RESOURCES

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Physical features and the natural environment of a place are an important element in land use planning, and have been largely ignored in the past in determining future land use trends. An emphasis on environmentally sensitive areas and the availability of advanced information on geological structure and soils make it possible to place more emphasis on physical features and the natural environment related to land use planning. Climate, location, geologic structure, topography, drainage, surface waters, and soils each uniquely affect the types of land use that are best suited for a particular tract or parcel of land. Some of these factors, such as topography, drainage or soil types, weigh more heavily when determining acceptable land use for an area. The purpose of this section is to determine those limiting factors as they relate to the City of Hartley, so adequate consideration may be given when determining future land uses in a given part of the community.

### GEOGRAPHIC LOCATION

O'Brien County, located in Northwest Iowa, can be found in the second tier of counties from the northern state border of Minnesota; and is in the second column of counties east of the western state border with South Dakota. The City of Hartley is approximately 1.28 square miles in size or 819.2 acres. The average elevation of Hartley is 1,460 feet above sea level. The nationwide average elevation is 1,062 feet above sea level. In comparison, the highest elevation in the State of Iowa is at Hawkeye Point in Osceola County (north of Hartley in northwest Iowa) at 1,670 feet above sea level and the lowest elevation in the State is at 475 feet above sea level along the Mississippi River in southeast Iowa. The City of Hartley, located within O'Brien County, is bordered by Osceola County to the north, Dickinson County to the northeast, Clay County to the east, Buena Vista County to the southeast, Cherokee County to the south, Plymouth County to the southwest, Sioux County to west and Lyon County to the northwest.

The nearest city of 10,000 + population is Spencer, IA (pop. 11,233) – 18 miles east  
The nearest city of 50,000 + population is Sioux City, IA (pop. 85,013) – 67 miles southwest  
The nearest city of 200,000 + population is Omaha, NE (427,872) – 136 miles southwest  
The nearest city of 1,000,000 + population is Chicago, IL (2,896,016) – 408 miles east

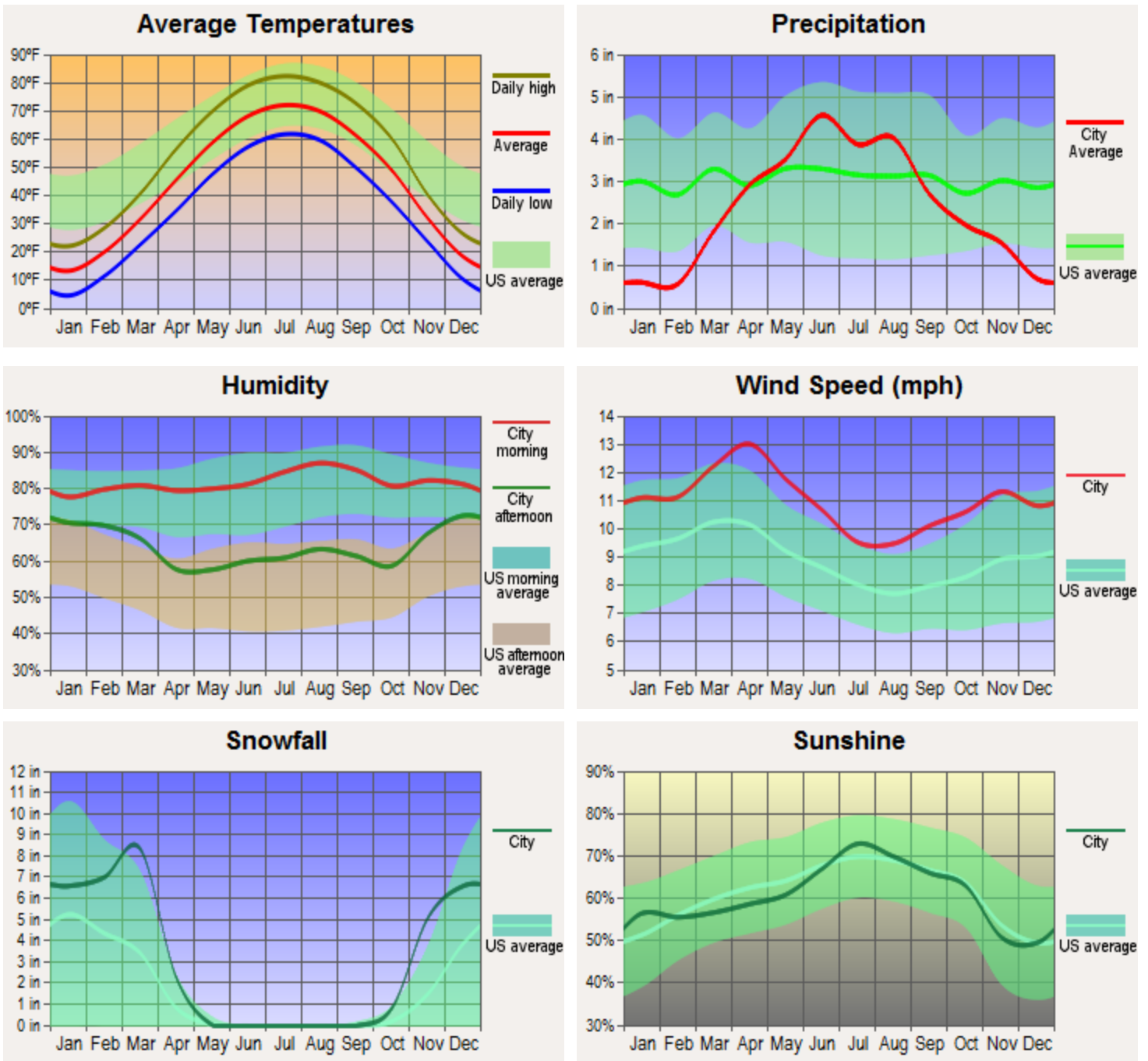
### CLIMATE

Climate becomes a major factor in land use planning when it relates to agricultural production and construction seasons for roads and buildings. Most development activities will occur from April through November. The climate of Hartley is similar to that of all of O'Brien County, and therefore some of the general climate data used in this section is reflective of O'Brien County climate trends. In the winter, the climate is generally cold, while quite hot temperatures and occasional cool spells characterize the summer. During the winter, precipitation frequently occurs as snow. During the warmer months, it falls mainly as showers, which are often heavy. Tornadoes and severe thunderstorms occur occasionally. Hailstorms occur during the warmer part of the year in an irregular pattern and relatively small area. The total annual precipitation is about 27 inches. Of this, 20 inches or 74 percent usually falls during April through September. In the winter, the average temperature is 17 degrees F, and the average daily minimum temperature is 8 degrees. The average snowfall is 43 inches. The average relative humidity is mid-afternoon is about 60%. Humidity is higher at night, and the average at dawn is 81%. The sun shines 72% of

the time possible in summer and 54% in winter. The prevailing wind is from the northwest. This temperature range allows for a frost-free growing season of approximately 140 days. Average wind speed is highest, 12 miles per hour, in spring.

The following climate charts represent the averages in Hartley based on data reported by more than 4,000 weather stations across the nation.

Figure 1 – Climate Patterns for Hartley, Iowa



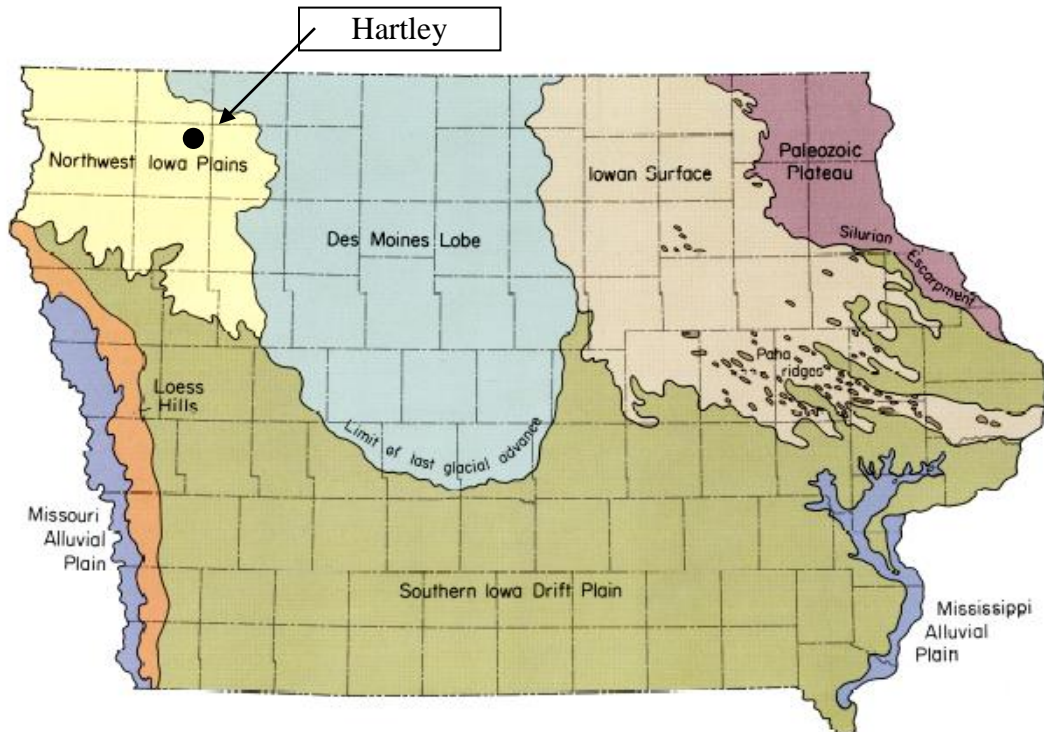
Read more: <http://www.city-data.com/city/Hartley-Iowa.html#ixzz2BTeyAvsT>

**LANDFORMS**

As defined by the Iowa Department of Natural Resources, a “Landscape” is a collection of shapes or landforms. Individual landform shapes reflect the diverse effects of deposits left by glaciers, wind, rivers, and seas in the geologic past. Examples include the loess hills, moraines, kettles, kames, sinkholes, springs, algific slopes, and entrenched valleys. Both the City of Hartley and O’Brien County as a whole have very few lakes or sloughs yet has a well defined drainage system consisting of streams and minor feeders that are not large enough to be placed on a typical map. These streams and minor feeder creeks drain to the Little Sioux River. The county is mostly flat by appearance and geography. Generally, the topography of Hartley is not an extremely important factor to consider when planning for future land use, with the understanding of the city’s relatively flat topography and elevation across the entire community.

Hartley lies entirely within the “Northwest Iowa Plains” landform region in the State of Iowa. As summarized by the Iowa Department of Natural Resources from information obtained from Landforms of Iowa by Jean C. Prior, the Northwest Iowa Plains landform is characterized by vigorous erosion that accompanied the glacial movements, which also produced open rolling hills across this region. Loess type soils area abundant, a reflection of its nearness to the Missouri and Big Sioux River valley sources. Land elevation is uniformly higher and precipitation lower than elsewhere in Iowa.

Figure 2 - Landform Regions of Iowa



**SOILS**

Soil conditions can affect important land use decisions when planning for future growth and development. Where suburban growth occurs on a fragile or balanced ecosystem, the types of soils and their suitability or lack thereof to development becomes of great importance. The land’s development suitability, percolation rate, water holding capacity, productivity, and slope are all

important factors to consider for future growth of a community. These factors all have various effects on placement of public utilities, residential and commercial development, construction or placement of recreational areas, as well as local agricultural usage. The material in this section is taken primarily from the Soil Survey of O'Brien County, Iowa. This survey is a publication of the National Cooperative Soil Survey, a joint effort of the United States Department of Agriculture and other federal agencies, state agencies including the Iowa Agriculture Experiment Station, and local agencies. The Soil Conservation Service (now the Natural Resource Conservation Service [NRCS]) has leadership for the federal part of the National Cooperative Soil Survey. Although this document is several years old, the soils information remains accurate since the soil types do not change significantly over time. O'Brien County is characterized by five (5) major soil classifications. As with topography, the county's soil associations are a product of the intrusion of glacial ice. A listing of specific soil types with detailed information may be obtained in the Soil Survey of O'Brien County, Iowa through the USDA Natural Resource Conservation Service. The general soil classifications in Hartley and O'Brien County, Iowa include:

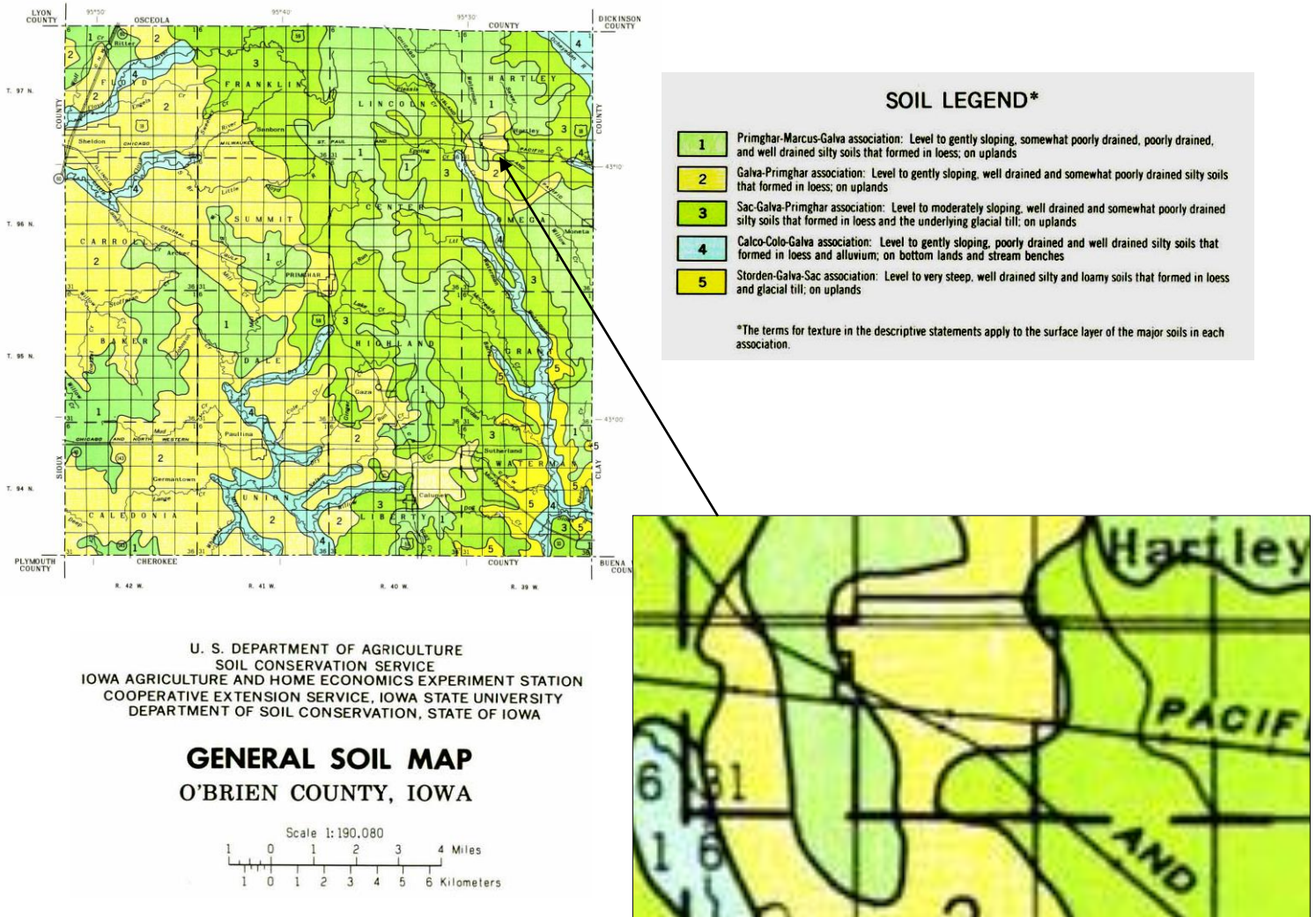
1. Primghar-Marcus-Galva Association of soils - comprises about 26% of O'Brien County.
2. Galva-Primghar Association of soils - comprises about 34% of O'Brien County.
3. Sac-Galva-Primghar Association of soils - comprises about 29% of O'Brien County.
4. Calco-Colo-Galva Association of soils - comprises about 8% of O'Brien County.
5. Storden-Galva-Sac Association of soils - comprises about 3% of O'Brien County.

A closer look into the detailed inset map of the City of Hartley and surrounding lands shows that approximately 75%-80% of the community is situated upon Galva-Primghar Association of soils. These soils are mostly found on broad ridges on uplands and in smaller drainageways. The soils in this Association are generally level to gently sloping and are well drained. There is typically a subsoil consisting of silty clay loam in the upper and lower parts. In the underlying glacial till, there is calcareous loam and clay loam. The soils in this association are most suited for agricultural purposes, road development and building development. Along the far western and southwestern portions of Hartley are soil types found within the Primghar-Marcus-Galva Association. In the south-central and southeast portions of Hartley (including the cemetery and agricultural fields in the southern part of Hartley) are associated with the soils in the Sac-Colo-Galva Association of soils. None of the soil types or associations found in Hartley are determined to be highly susceptible to flooding or excessive saturation. The closest soils to Hartley that are more susceptible to flooding considerations are the soils found along Waterman Creek nearly a mile west of the Hartley city limits.

The general soil map, shown on the following page, as published by USDA NRCS, shows large areas with distinctive soils. These areas or tracts of common soil types are called associations. Each soil association is its own unique landscape with typically one or more major soil types and several minor or miscellaneous soil types scattered throughout the area. The general soil map can be used to compare the suitability of large tracts of land suitable for varying types of development as well for general land use discussions. When parcels of land are being reviewed for zoning compliance or building permits, the proposed use should be cross referenced in the

soil survey with respects to the particular soil type being reviewed. If the Hartley Zoning Administrator or Planning Commission is unsure of how to interpret the soil survey on a particular issue, the O'Brien County NRCS office should be consulted.

Figure 3 - General Soil Map of O'Brien County, Iowa



**How Soil Surveys Can Assist Land Use Planners (Planning Commission or Zoning Administrator)**

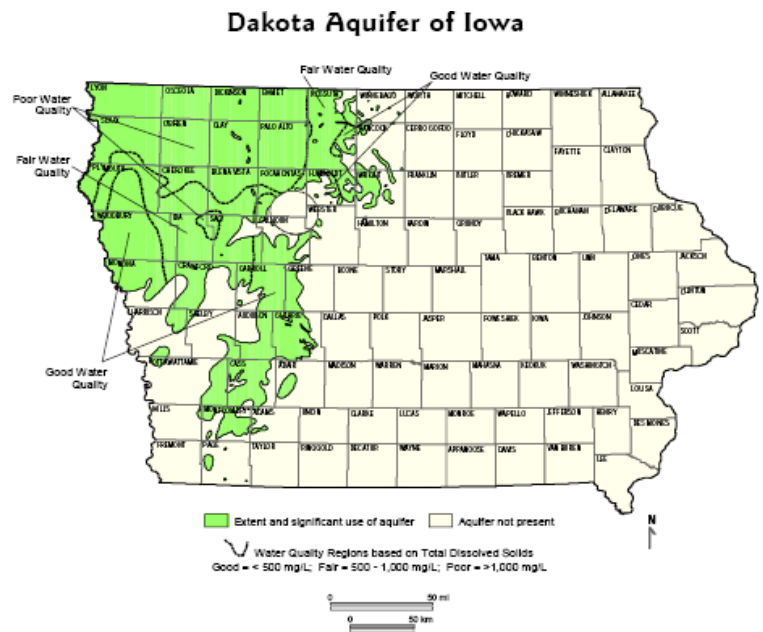
Soil surveys assist planners to make and substantiate decisions that local government officials translate into zoning ordinances, building permits, sewer projects, and other regulations. Information about soil limitations for given uses helps prevent major mistakes in land use and unnecessary costs to individuals and the county. Soil surveys help in determining flood prone areas, and identify hazards that affect such areas. In many states soil surveys are used to guide decision-makers in restricting the use of flood plains for housing, septic tank fields, and other intensive development. Zoning areas for housing, recreation, commercial, and other kinds of development should take account of the suitability and limitations of soils for such uses. Soil surveys describe soil properties in detail and can help planners establish general patterns of soil suitability and limitations for various land uses.

## AQUIFERS AND GROUND WATER

In the Iowa Department of Natural Resources’ book Iowa’s Groundwater Basics - A Geological Guide to the occurrence, use & vulnerability of Iowa’s aquifers, the City of Hartley is located within the Northwest Iowa Hydrogeologic Region. Groundwater sources in northwest Iowa can generally be characterized as “fair” in terms of availability and quality. However, there are fewer options presented in northwest Iowa in comparison to those located in central or northeast Iowa. Ground water resources in Hartley are typically found through two major sources; surficial aquifers (shallow aquifers) including alluvial aquifers and the Dakota Aquifer (deep aquifer).

The well sources in the county are primarily dependent upon the Dakota sandstone aquifer. The wells in the region average 130 feet in depth and have the lowest levels of nitrates of any of the other hydrogeologic regions in the state. In general, this region proved to have the overall lowest level of contamination when considering all forms of water contaminants. The study determined that the tendency to have deep wells to reach the groundwater in O’Brien County is an important variable in water quality. The deeper wells exhibit lesser degree of contamination. When the City of Hartley is guiding its future development, water resources should be used as reference when considering development and the impact of water supplies.

Figure 4 – Aquifer Map of Iowa



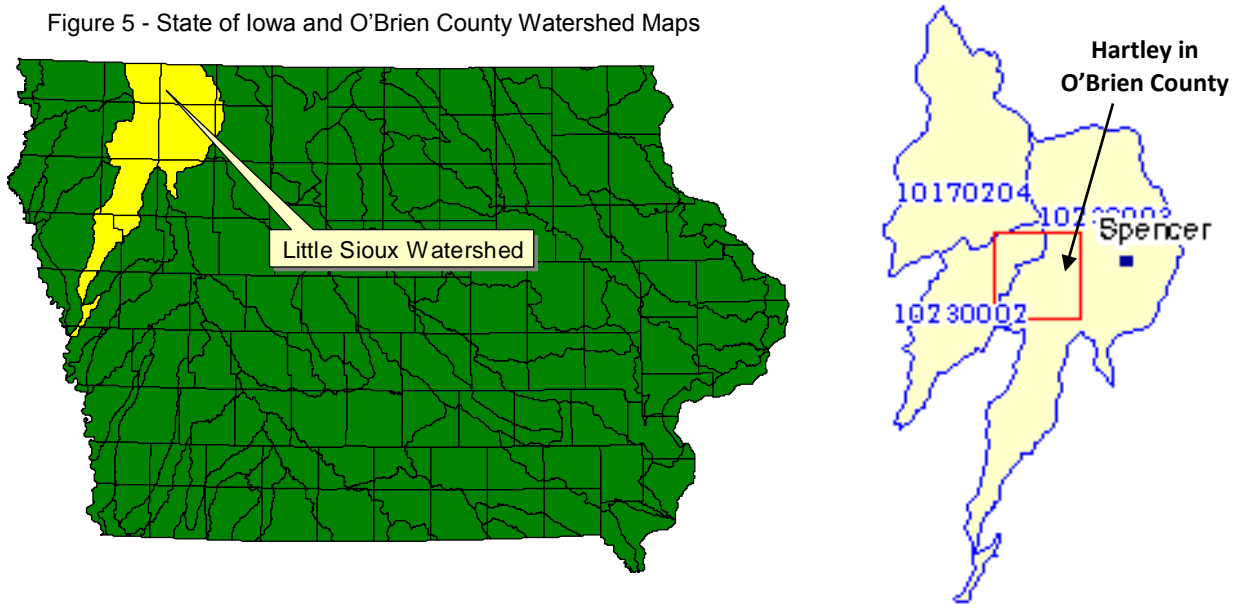
The alluvial aquifer has sand and gravel deposits. Alluvial aquifers are important sources of moderate-to-large water supplies across the State, but their lateral extent is restricted to river valley corridors. The advantages of alluvial aquifers are their abundant yields and shallow well depths, typically less than 100 feet deep. However, their shallow depths and high porosity make them particularly vulnerable to seasonal variations in prescription and subject to drought and fluctuating water tables conditions. The porosity and depth make these aquifers open to direct infiltration from the land surface, which increase their susceptibility to contamination problems. The water quality of alluvial aquifers can vary from one aquifer to another and over time. The city receives its water supply from two 65 feet deep shallow wells.

## DRAINAGE/WATERSHED

Surface waters in and near Hartley consist primarily of small creeks, streams and man-made drainage ditches used to direct surface and subsurface water away from agricultural fields. Waterman Creek flows from the northwest to the south/southeast along the western fringes of Hartley. Plessis Creek and Epping Creek both to the northwest and west of Hartley flow into Waterman Creek. Plessis Creek is north of Highway 18 and Epping Creek is south of Highway 18. On the eastern side of Hartley, Sewer Creek runs from the northeast along the eastern side of Hartley then heads easterly paralleling the railroad tracks.

Hartley, located in northeast quadrant of O’Brien County, is situated entirely within the Little Sioux Watershed. All water flowing through and near the community flows to the east or south, eventually leading toward the Little Sioux River in Clay and Buena Vista counties. Watersheds affect every part of life as we know it. Watersheds are one of nature’s primary sources of recharging groundwater sources and aquifers referred to in the previous section. This action is necessary for people to continue to extract water from the ground to provide this basic essential human need.

Figure 5 - State of Iowa and O’Brien County Watershed Maps



### STORM WATER MANAGEMENT

The EPA describes storm water runoff as “rain or snow melt that flows off the land, from streets, roof tops, and lawns. The runoff carries sediment and contaminants with it to a surface water body or infiltrates through the soil to groundwater.” During storms and heavy periods of rainfall, storm water travels across impervious surfaces collecting contaminants and ground sediment, eventually transporting them to water bodies (i.e. streams, rivers, ponds, lakes, etc.). Storm water is also intentionally directed into bodies of water through storm water drainage systems. Storm sewers are used to divert water away from streets, parking areas, rooftops, and other impervious services channeled through a series of piping eventually leading to a storm water collection basin or directly injected into a water body. The EPA wants the public to know that nonpoint source pollution, including storm water runoff is one of the most important sources of contamination of the nation’s waters. According to a nationwide survey, 77 of 127 priority pollutants were detected in urban runoff. These pollutants or contaminants can range from heavy metals to toxic chemicals, pesticides and herbicides, sediments, organic compounds, and other various substances. The EPA has identified several storm water management practices that help to alleviate direct storm water discharge into water bodies and allow a more natural dissolution of storm water runoff. Suggested management practices include:

- **Erosion and Sedimentation Control Measures** – After construction, the planting of fast growing vegetation such as grasses and wild flowers can prevent the runoff and erosion of construction sites.
- **Land Use Controls** – Zoning and subdivision regulations can be utilized to keep encroaching developments from impeding upon nearby drinking water sources, wetlands, marshes, streams or creeks.



- **Minimizing Directly Connected Impervious Areas** – The reaction of water moving from one impervious surface to the next causes increased retention of sediment and contaminants into water bodies. For instance, water runoff from rooftops should be directed over grass instead of concrete.
- **Structural Designs** – Are designed to create manmade areas that retain or hold storm water runoff and allow for proper ground infiltration. Examples of structural designs are: 1) Grassy swales, 2) Buffer strips, 3) Filter strips or 4) Storm water retention ponds (wet ponds)
- **Constructed Wetlands** – Similar to wet storm water ponds, however, they contain much more aquatic vegetation and natural plantings around the wetland. Constructed wetlands are intended to treat and retain storm water and generally have less natural biodiversity than natural wetlands.
- **Infiltration Basins and Trenches** – Long narrow stone-filled trenches, 3 to 12 feet deep where storm water runoff is stored and slowly infiltrates into the soil below, where filtering between the rocks and soil also helps to remove pollutants.

**QUESTIONS TO ASK WHEN CONSIDERING DEVELOPMENT & SURFACE WATER**

- Are there visual or other indications of water quality problems on or near the site?
- Will the project involve discharge of effluent into surface water bodies? If so, will it meet state, federal, and other applicable standards?
- Will the project involve substantial impervious surface waters? If so, have runoff control measures been included in the design to insure protection of surface water?
- Is the proposed project located in a watershed management plan area?

**QUESTIONS TO ASK WHEN CONSIDERING DEVELOPMENT & STORM WATER**

- Will the proposed project disturb 1 acre or more of land? If yes, then an NPDES permit may be required. Contact an engineer to determine the need.
- Will existing or proposed storm water disposal system treatment system adequately serve the proposed project?
- If no storm water system exists, will the project promote storm water run-off? If yes, then a project engineer should be consulted to determine ways to minimize impact.

**QUESTIONS TO ASK WHEN CONSIDERING DEVELOPMENT & WATER QUALITY & GROUNDWATER**

- Are there any waterways affected by project?
- Identify and locate any waterways that may receive streams for effluent discharges or used for water appropriations for potable water.
- How close is the project to a well(s) used for potable drinking water? Will the project produce containments that may affect the water supply?

## CHAPTER 5. NATURAL HAZARDS & MITIGATION ACTIONS

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This section addresses the identification of natural hazards affecting the community, in addition to the goals, policies and mitigation actions to address the future risk of natural hazards in Hartley. Natural hazards can have a devastating impact on a community, county or region and Hartley is not immune to the power of mother nature and the devastating affects that natural disasters can have upon the local economy, housing, businesses, public utilities and many other development/land use related issues. The purpose of mitigation planning is to:

- Mitigate against injuries, the loss of life, and property
- Reduce disaster losses, break the cycle of disaster damage, reconstruction, and repeat damage
- Allow the city to be eligible for non-emergency disaster assistance

Hazard mitigation is any sustained action taken to reduce or eliminate the long-term risk to human life and property from hazards. Mitigation activities may be implemented prior to, during, or after an incident. However, it has been demonstrated that hazard mitigation is most effective when based on an inclusive, comprehensive, long-term plan that is developed before a disaster. (FEMA Local Multi-Hazard Mitigation Planning Guidance, July 1, 2008)

### HAZARD MITIGATION ENABLING LAWS AND REGULATIONS

States, Indian tribes, and local governments are required to develop a hazard mitigation plan as a condition for receiving certain types of non-emergency disaster assistance, including funding for mitigation projects. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended by the Disaster Mitigation Act of 2000, provides the legal basis for State, local, and Indian Tribal governments to undertake a risk-based approach to reducing risks from natural hazards through mitigation planning. The requirements and procedures for State, Tribal and Local Mitigation Plans are found in the Code of Federal Regulations (CFR) at Title 44, Chapter 1, Part 201.

### IDENTIFICATION OF NATURAL HAZARDS

This section is intended to provide a brief identification of those hazards that the Hartley Hazard Mitigation Planning Committee believes either already have affected or potentially will affect the city in the future. The descriptions of hazards presented on the following pages are derived and referenced from the 2010 Statewide Hazard Mitigation Plan for Iowa. Of the 16 identified natural hazards occurring in the State of Iowa, the local planning committee has concluded that 9 of these hazards have either already affected to could affect Hartley.

- **Severe Winter Storm** - Severe winter weather conditions affecting day-to-day activities can include blizzards, heavy snow, blowing snow, freezing rain, sleet, and extreme cold.
- **Flash Flood** - A flash flood is an event that occurs with little or no warning where water levels rise at an extremely fast rate. Flash flooding results from intense rainfall, frozen ground, saturated soil, or impermeable surfaces.
- **Wind Storm** - Wind storms are created when extreme winds, typically associated with thunderstorms or downbursts, generate excessive and damaging wind speeds and can be responsible for structural and property damage.

- **Tornado** - Tornadoes result from powerful thunderstorms created by the contrast of warm, moist air, to the south, and cool, dry air, to the north. Iowa is located in “Tornado Alley”.
- **Hail Storm** - Hail storms are created from an outgrowth of a severe thunderstorm in which balls or irregularly shaped lumps of ice, greater than 0.75 inches in diameter, fall with rain.
- **Thunderstorms and Lightning** - Thunderstorms are common in Iowa and can occur singly, in clusters, or in lines. Lightning is an electrical discharge that results from the buildup of positive and negative charges within a thunderstorm.
- **Grass and Wild Fires** - A grass or wildland fire is an uncontrolled fire that threatens life and property in either a rural or wooded area.
- **Extreme Heat** - Extreme heat is classified by temperatures (including heat index) in excess of 100° F or 3 successive days of higher than 90° F.
- **Drought** - Droughts are described as a period of prolonged lack of precipitation for weeks at a time producing severe dry conditions.

**HAZARD MITIGATION RISK ASSESSMENT RESULTS**

The hazard with a higher score represents the hazard(s) with a higher risk to the community. There were 9 hazards identified and composite scores were recorded for each. The committee divided the hazards into two groups according to composite scores for each hazard, but some weren’t reflective of the committee’s ranking and therefore were moved to a lower or higher group. Eight hazards were placed into priority group 1 and the one hazard was placed into priority group 2. Hazards placed into priority group two are those with an acceptable level of risk and will not be examined any further in this plan. This process is a methodology to help quantify risk assessments and to help local policy makers and leaders to plan and make decisions for the community.

Table 1 - **HAZARD ANALYSIS RISK ASSESSMENT RESULTS:**

Hazard	Hazard Score	Rank
Drought	16	9
Extreme Heat	34	5
Flash Flood	31	7
Hailstorm	42	2
Severe Winter Storm	43	1
Thunderstorm and Lightning	40	3
Tornado	36	4
Windstorm	33	6
Grass or Timber Fire	31	8

**Priority Group 1** = Hailstorm, Severe Winter Storm, Flash Flood, Thunderstorm & Lightning, Tornado, Windstorm, Grass or Wild Fires

**Priority Group 2** = Drought

The Priority Group 1 hazards are candidates for immediate focus in the emergency plans because of their high risk. Priority Group 2 hazards are those that have an acceptable level of risk.

Implementation of measures to reduce the risk of these hazards will be based on social acceptability, technical feasibility, administrative capacity, political willingness, legal authority, economic benefits, and environmental compatibility. While these factors will be addressed more specifically in the response, mitigation, and recovery plans, it is important to consider them here when making the decision regarding the priority group in which the hazard belongs. Priority group one hazards represents the prioritized hazards that are candidates for mitigation. By taking long-term actions to reduce or eliminate long-term risk from these hazards and their effects, the community can be assured a more prosperous future. The efforts to reduce hazard risks are easily made compatible with other community goals; safer communities are more attractive to employers as well as residents. As communities plan for new development and improvements to existing infrastructure, mitigation can and should be an important component of the planning effort.

**Goal #1. Natural Hazards - *Diminish the impact of severe weather and natural occurrences on both private and public property and life.***

Objective 1.1. ***Extreme Heat*** – Purchasing a three phase generator for the EMS building, buying a generator for the lift station and conducting public education will help reduce in the loss of property and economic disruption due to extreme heat.

Mitigation Alternatives:

- 1.1.1. EMS-Generator (3 phase)
- 1.1.2. Lift Station Generator
- 1.1.3. Public education

Objective 1.2. ***Flash Flood*** – Purchasing a mobile standby pump, purchasing a generator for the EMS building, buying a lift station generator for the lift station, conducting public education and awareness and stay current with NFIP and getting mapped will help reduce in the loss of property and economic disruption due to flash floods.

Mitigation Alternatives:

- 1.2.1. Purchase Standby pumps (trash/mobile)
- 1.2.2. EMS-Generator (3 phase)
- 1.2.3. Lift Station Generator
- 1.2.4. Public Education/Awareness
- 1.2.5. Stay current with NFIP and being mapped

Objective 1.3. ***Hailstorm*** – Purchasing generators for the EMS building and for the lift station, conducting public education and designating shelters then later obtaining generators will be utilized to prevent or reduce the risks associated with hailstorms.

Mitigation Alternatives:

- 1.3.1. EMS generator
- 1.3.2. Lift station generator
- 1.3.3. Public Education
- 1.3.4. Designate Shelters
- 1.3.5. Obtain generators for shelters

Objective 1.4. ***Severe Winter Storm*** – Purchasing generators for the EMS building and for the lift station, conducting public education and designating shelters then later obtaining generators will be utilized to prevent or reduce the risks associated with severe winter storms.

Mitigation Alternatives:

- 1.4.1. EMS generator
- 1.4.2. Lift station generator
- 1.4.3. Public Education
- 1.4.4. Designate Shelters
- 1.4.5. Obtain generators for shelters

Objective 1.5. **Thunderstorm and Lightning** – Obtaining two more warning sirens, purchasing generators, conducting public education, designating shelters and obtaining generators will be utilized to prevent or reduce the risks associated with the events of thunderstorm and lightning and to deal with the after effects of such an incident.

Mitigation Alternatives:

- 1.5.1. Obtaining two more warning sirens
- 1.5.2. EMS Generator
- 1.5.3. Lift Station Generator
- 1.5.4. Public education and awareness
- 1.5.5. Designate Shelters
- 1.5.6. Obtain generators for shelters

Objective 1.6. **Tornado** – Obtaining two more warning sirens, burying power lines, purchasing generators for the EMS building and lift station, conducting public education, designating shelters and obtaining generators will be utilized to prevent or reduce the risks associated with the events of a tornado and to deal with the after effects of such an incident.

Mitigation Alternatives:

- 1.6.1. Obtaining two more warning sirens
- 1.6.2. Bury Power lines
- 1.6.3. EMS Generator
- 1.6.4. Lift Station Generator
- 1.6.5. Public education and awareness
- 1.6.6. Designate Shelters
- 1.6.7. Obtain generators for shelters
- 1.6.8. Build safe room

Objective 1.7. **Windstorm** – Obtaining two warning sirens, tree trimming and burying power lines will be utilized to prevent or reduce the risks associated with windstorms.

Mitigation Alternatives:

- 1.7.1. Obtaining two more warning sirens
- 1.7.2. Tree Trimming
- 1.7.3. Public education and awareness
- 1.7.4. Bury power lines

Objective 1.8. **Grass and Timber Fires** – Obtaining a new brush fire truck, affirming the burn ban with the county, coming up with a new solution for a town brush pile and educating the public will be utilized to prevent or reduce risks associated with grass and wild fires.

Mitigation Alternatives:

- 1.8.1. New brush truck
- 1.8.2. Affirm burn ban with county
- 1.8.3. New solution for town brush pile
- 1.8.4. Public education/awareness

Once the goals, objectives and mitigation alternatives were developed, the Hartley Planning Committee prioritized the mitigation activities. When prioritizing the actions, the committee took several things into consideration such as project cost, number of people benefiting, the severity of the issue the activity would address and the feasibility of completing the project. Below is a table identifying each of the mitigation alternatives, listed by hazard, and considering the estimated cost of implementation, the entity responsible for achieving the implementation and the priority of completing these mitigation activities. All activities will be reviewed in the future; however some may be more attainable than others depending on many circumstances including planning, funding, timing, etc.

**HAZARD MITIGATION IMPLEMENTATION SCHEDULE**

The following mitigation activities, whether ongoing or considered, will be subject to the availability of Federal, State, and local funding.

Continuing = Ongoing      Short Term = 1-5 Years      Long Term = 5-10 Years  
 Responsibility Entity

<b>KEY:</b>	City	- City of Hartley, Iowa (Clerk, Mayor, Council)
	PW	- City of Hartley Public Works
	Fire	- Hartley Volunteer Fire Department
	State	- State of Iowa
	HUD	- U.S. Dept. of Housing and Urban Development
	HLSEM	- Iowa Homeland Security Emergency Management
	FEMA	- Federal Emergency Management Agency
	Hazmat	- Hazardous Materials Response Team from Sioux City
	IDOT	- Iowa Department of Transportation
	NWS	- National Weather Service
	CCEM	- O'Brien County Emergency Management

Table 2 -

Hazard	Action	Est. Cost	Potential Funding			Responsible Entity	Priority	Implement-ation Schedule
			Fed.	State	Local			
Extreme Heat	EMS-Generator	25-30k	x		x	City/Fire	M	O
	Lift Station Generator(3 phase)	100-150k	x		x	City/Public Works	M	O
	Public Education/Awareness				x	City	H	O
Flash Flood	Purchase Standby pumps (trash/mobile)	25k	x		x	City/PW	M	S
	EMS-Generator	25-30k	x		x	City/Fire	M	O
	Lift Station Generator(3 phase)	100-150k	x		x	City/PW	M	O
	Public Education/Awareness				x	City	H	O
	Current with NFIP/ getting mapped	x			x	City	H	O
Hailstorm	EMS-Generator	25-30k	x		x	City/Fire	M	O
	Lift Station Generator(3 phase)	100-150k	x		x	City/PW	M	O
	Public Education/Awareness				x	City	H	O
	Designate Shelters					City Council	H	O
	-Then obtain generators for them	25k-30k	x		x	City	M	L

Severe Winter Storm	EMS-Generator	25-30k	x		x	City/Fire	M	O
	Lift Station Generator(3 phase)	100-150k	x		x	City/PW	M	O
	Public Education/Awareness				x	City	H	O
	Designate Shelters					City Council	H	O
	-Then obtain generators for them	25k-30k	x		x	City		L
Thunderstorm and Lightning	2 Sirens	12-15k Each	x		x	City Council	H	O
	EMS-Generator	25-30k	x		x	City/Fire	M	O
	Lift Station Generator(3 phase)	100-150k	x		x	City/PW	M	O
	Public Education/Awareness				x	City	H	O
	Designate Shelters					City Council	H	O
	-Then obtain generators for them	25k-30k	x		x	City		L
Tornado	2 Sirens	12-15k Each	x		x	City Council	H	O
	Bury Power Lines	Millions	X	x	x	City Council	M	L
	EMS-Generator	25-30k	x		x	City/Fire	M	O
	Lift Station Generator(3 phase)	100-150k	x		x	City/PW	M	O
	Public Education/Awareness				x	City	H	O
	Designate Shelters				x	City Council	H	O
	-Then obtain generators for them	25k-30k	x		x	City	L	L
	Build Safe room	600k	x		x	City FEMA	L	L
Windstorm	2 Sirens	12-15k Each	x		x	City Council	H	O
	Tree Trimming				x	PW	H	O
	Public Education/Awareness				x	City	H	O
	Bury Power Lines	Millions	X	x	x	City Council	M	L
Grass or Timber Fire	Brush Truck	125k	x		x	Fire Dept	M	S
	Affirm burn ban with county				x	Fire/City	H	O
	Find new solution for new in town brush pile				x	City Council	M	O
	Public Education/Awareness				x	City	H	O

The City of Hartley will continue to keep compliant with NFIP standards by enforcing no building, near or in the flood plain. In addition, buildings to be developed near flood plain will be made of flood resistant materials.

## CHAPTER 6. POPOULATION TRENDS

For more than one hundred years, the nation’s rural population has been declining, largely as a result of technological advances in agricultural production that has allowed fewer farmers to efficiently farm more land. Rural communities in northwest Iowa, including and similar to the City of Hartley in rural O’Brien County, are not immune to these regional and national trends, as small rural communities are heavily dependent upon the rural population and rural economy to help these communities survive. Another growing trend experience in Iowa, the Midwest and across the country is the continual and growing migration of residents from rural to urban areas. This shift or migration in population to urban centers has taken a toll on Iowa’s rural population and continues to affect small rural communities such as Hartley. Another segment of rural population that will continue to influence the population will be the aging senior population. As rural families continue to age, many retiring couples or persons are looking to move into a city that offers adequate healthcare, services, entertainment, and socialization for senior residents. With that stated, Hartley is somewhat unique in the fact that its population, economy and overall community trends have not decreased as much as other small rural communities. In fact, Hartley has stabilized its population declines and is showing promising economic development signs.

Being located in rural O’Brien County in northwest Iowa brings with it the challenges, successes, issues and positive traits that all affect population and growth as explored in this next chapter. Growth, decline or even more importantly, shifts in a city’s population play a critical role in the planning process. Analysis of past trends and current population structure is important in making future population projections. Projections, combined with data pertaining to population characteristics such as age and household size, are fundamental in considering future infrastructure improvements and the need for future development of residential or commercial areas.

### PAST POPULATION TRENDS

Hartley experienced steady incremental growth from 1890 to 1950 from 519 residents to 1,611 residents. From 1950 to 2010, a span of 60 years, the city’s population has oddly fluctuated each decade between the 1,600 and 1,700 population levels. The city’s highest recorded population is 1,738 in 1960 followed closely by the 1,733 in 2000. However, over the next 10 years, Hartley’s population decreased to 1,672 residents by 2010. Just as the 1980s farm crisis could have played a significant role in the decline of nearly 70 residents between 1980 and 1990 in Hartley; so also could the major economic recession of 2008 to 2010 negatively affected the decline in Hartley’s population by 60 residents from 2000 to 2010. Below is a table showing the historic population trends of Hartley dating back to 1890.

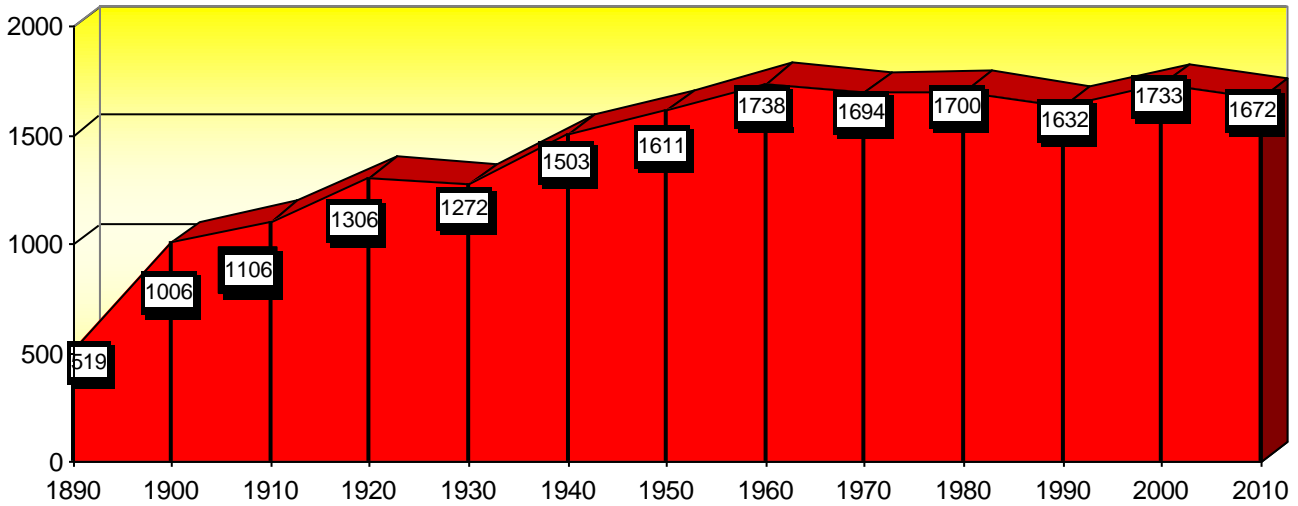
Table 3 - Population Trends in Hartley, 1890-2010

Year	1890	1900	1910	1920	1930	1940	1950
Population	<b>519</b>	<b>1,006</b>	<b>1,106</b>	<b>1,306</b>	<b>1,272</b>	<b>1,503</b>	<b>1,611</b>
Year	1960	1970	1980	1990	2000	2010	
Population	<b>1,738</b>	<b>1,694</b>	<b>1,700</b>	<b>1,632</b>	<b>1,733</b>	<b>1,672</b>	

Sources: U.S. Bureau of Census, 2000 & 2010 Census, Estimated Population (1850-1990) for Incorporated Places in Iowa.



Figure 6 - Historic Population Trends in Hartley, 1890-2010



**CURRENT POPULATION TRENDS**

A population trend occurring throughout Iowa and much of the Midwest is resulting in a decline in rural populations. A trend experienced over the past 20 to 30 years is resulting in a shift of the population base gravitating towards larger cities and urban centers. This trend is very pronounced in central and eastern Iowa. In western Iowa, the growth has not been as pronounced, but yet there are still areas of growth. The growth areas in western Iowa are associated with communities that are considered industry, retail and recreation centers. Each of the cities experiencing growing or shifting populations has either a major employer(s), is a retail center, or a center for recreation and tourism. Hartley is capitalizing upon the fact that within the past 10 years it has secured a couple of new large rural agricultural employers that the community has and will continue to use as leverage for additional agricultural industries to locate in Hartley. On the other hand, Hartley’s population losses may also be attributed to the loss of a previous major employer in the community, affecting at one time hundreds of jobs.

Births, deaths and migration are the three components of population change. The difference between births and deaths determines how much natural change takes place in the population. The Iowa Department of Health compiles the birth and death rate statistics. In Hartley deaths outnumbered births in each of the seven years from 2000-2006. However, this trend was reversed in both 2007 and 2008 when births outnumbered deaths. These figures show a combined total natural change loss of 60 residents over this nine (9) year period. The total number of births between 2000 and 2009 equaled 198, while during the same time period there were 258 deaths in Hartley.

Table 4 - Births, Deaths and Natural Change in Hartley

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Births	26	20	22	21	21	18	19	26	25
Deaths	38	31	29	26	23	38	26	23	24
Natural Change	-12	-11	-7	-5	-2	-20	-7	+3	+1

Natural change resulted in a negative population change of 60 residents or -3.5% of the city’s population between 2000 and 2009. Interestingly enough, the city’s overall population change between 2000 and 2010 was 61 residents. If 60 of the 61 resident population change occurred through natural change, the remaining 1 resident population loss occurred through migration; the third and final component to population change. Essentially, this means there was minimal to virtually no migration in or out of the community between 2010, or an offsetting number of in-migrating residents versus out-migrating residents. The bottom line is that the net migration number for Hartley between 2000 and 2010 is -1. This change, in addition to the natural change of -60 residents during this same period equals the total population change of Hartley from 2000-2010. Migration can result in either population gain or loss, depending upon whether more people are moving into or out of an area. Unfortunately, the Census Bureau only lists migration figures at the county level only, resulting in no real migration data for Hartley.

**STRUCTURE OF POPULATION**

As of the 2010 census, Hartley’s total population was 1,672 persons. From the 2010 population data, 47.7 percent or 798 persons were male, while 52.3 percent or 874 persons were female. This proportion of males to females is typical due to the longer life expectancy of females, but Hartley maintains a slightly higher percentage of female to male ration than average. The city’s median age of 44.3 years is 4.2 years older than the 2000 median age in Hartley of 40.1. In comparison, the state’s median age of 38.1 years. Median age has been increasing over time for the city, county and state. Approximately 22 percent of the city’s 2010 population meets the U.S. Census definition of elderly, which includes person’s age 65 and older. This is much higher compared to the state, which had a senior population of 14.9 percent in 2010. This demonstrates that Hartley has a higher senior population as compared to the other age groups. This signifies the city will need to offer special consideration when it comes to providing a wide range of services in the future to this senior demographic class.

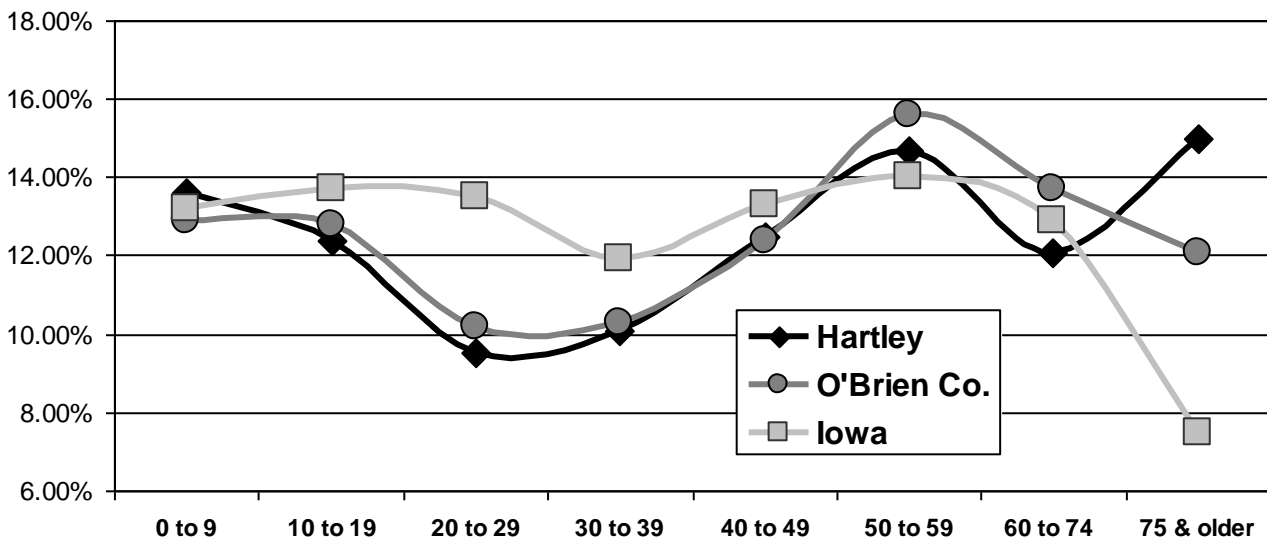
Table 5 - Age Distribution Comparison of Hartley, O’Brien County & Iowa

	<b>HARTLEY</b>		<b>O'BRIEN COUNTY</b>		<b>IOWA</b>	
	<b>People</b>	<b>Percent</b>	<b>People</b>	<b>Percent</b>	<b>People</b>	<b>Percent</b>
Age 0-9	228	13.6%	1,859	12.9%	402,769	13.2%
Age 10-19	207	12.4%	1,835	12.8%	417,741	13.7%
Age 20-29	159	9.5%	1,456	10.2%	411,193	13.5%
Age 30-39	170	10.1%	1,477	10.3%	364,888	11.9%
Age 40-49	209	12.5%	1,796	12.4%	403,882	13.3%
Age 50-59	247	14.7%	2,250	15.6%	427,637	14.0%
Age 60-74	202	12.1%	1,966	13.7%	393,013	12.9%
<u>Age 75+</u>	<u>250</u>	<u>15.0%</u>	<u>1,759</u>	<u>12.1%</u>	<u>228,232</u>	<u>7.5%</u>
<b>Total</b>	<b>1,672</b>	<b>100.0%</b>	<b>14,398</b>	<b>100.0%</b>	<b>3,049,355</b>	<b>100.0%</b>

Source: U.S. Census Bureau, 2010 Census

The table above is associated with the chart on the following page depicting the general age distributions for the 2010 population of Hartley, O’Brien County and Iowa. It is clearly represented in the chart how Hartley’s younger population base is on average lower than that of O’Brien County and Iowa both, especially those persons in their teens and twenties. As population trends shift, and as the population ages, Hartley ends up having a higher percentage of senior residents as compared to O’Brien County and Iowa’s average. There are more than twice the percentage of residents aged 75 and older living in Hartley than in the State of Iowa.

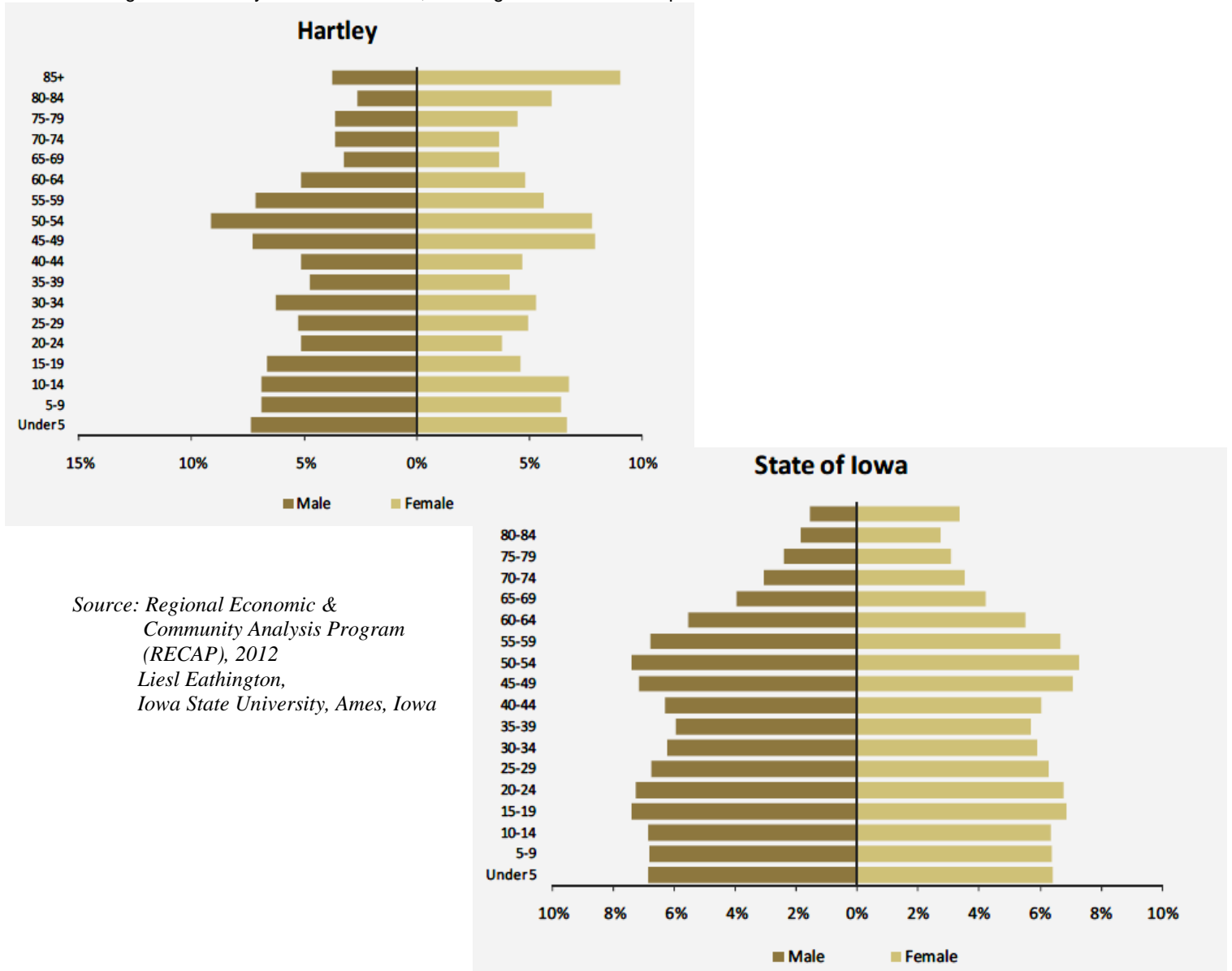
Figure 7 - Age Distribution Comparison of 2010 population for Hartley, O’Brien County & Iowa



The charts on the following page are known as a “population pyramid” and provide a detailed look into the age distribution of male and female age groups in five year increments. The term population pyramid was given to this chart, because the “ideal” age distribution would suggest a larger percentage of younger aged residents (i.e. children, teenagers), with an average percentage of middle aged residents (i.e. working aged residents), and finally the senior or retired population would account for the smallest percentage of population, or the top of the pyramid.

With the description of an “ideal” age distribution identified above, the pyramid representing Hartley is typical of most communities in that the population is heavily weighted towards the upper middle age groups due to an increasing number of baby-boomer generation residents approaching retirement. Hartley shows a unique population pyramid in which there are three peaks and two valleys. The peaks are represented by the youth (under age of 15), the baby boomer generation (40-60) and a growing senior population (70+). The lowest percentage of population in Hartley is experienced by those high school and college aged (15-25), as well as smaller percentage of population of those persons approaching retirement age (probably not fully retired but yet not considered the working age group, ages 60-65).

Figure 8 – Hartley and State of Iowa, 2010 Age Distribution of Population



Source: Regional Economic & Community Analysis Program (RECAP), 2012  
 Liesl Eathington,  
 Iowa State University, Ames, Iowa

The 2010 census indicates 70 (or 4.2%) of the community's residents are members of a minority race. While 95.8% of the community's population is identified as Caucasian or White, there is 1 American Indian or Alaska Native, 7 residents were of Asian decent and 29 residents declared "some other race", while 33 residents claimed "two or more races." Of all races, 74 persons in Hartley declared they were of Hispanic or Latino decent constituting 4.4% of the total population. These numbers of minorities are important when determining the services that are to be provided. As these segments of the population continue to grow, the city's policies and goals with respect to personnel and service provision may need to be evaluated and adjusted.

**POPULATION PROJECTION**

Accurate estimates of population are an important factor in determining future need for services, housing, and infrastructure. Analysis of population projections can provide insight into the type

and quality of future development, and allow local officials to set land use policies to guide expected development. There are multiple private and government sources that develop population and demographic projections. Unfortunately, nearly all these sources only provide projections at the state or county level. No known sources generate population projections for small cities (cities not classified as a metropolitan statistical area or a population under 50,000). For purposes of identifying the future population projections for the City of Hartley, the data and figures presented by Woods & Poole Economics, Inc. will be used. Woods & Poole Economics, Inc. is an independent corporation located in Washington D.C. that specializes in long term county economic and demographic populations. Woods & Poole maintains a database for every county in the United States containing projections through the year 2040 for more than 500 variables. Using Woods & Poole data is perceived to be more accurate than other sources or methods of calculating population projections. Whereas other projection models, such as the cohort-survival method is based strictly on the natural change, including births and deaths, of a given population the Woods & Poole data accounts for in-migration and out-migration as well as other economic factors. Since projections are limited to the county level, the projected population for Hartley will be extrapolated from O’Brien County data. By using Woods & Poole data the ratio or proportion of Hartley’s population will be calculated in relation to O’Brien County’s future growth.

Table 6 - Projected Population

Year	O’Brien County Population	% of Total County Population	Hartley Projected Population (exponential)	% of Total County Population	Hartley Projected Population (linear)
1970	17,583	10.38%	1,694	10.38%	1,694
1980	16,989	10.01%	1,700	10.01%	1,700
1990	15,444	10.57%	1,632	10.57%	1,632
2000	15,102	11.48%	1,733	11.48%	1,733
2010	14,398	11.61%	1,672	11.61%	1,672
<b>2015*</b>	<b>13,835</b>	<b>11.88%</b>	<b>1,644</b>	<b>11.61%</b>	<b>1,607</b>
<b>2020*</b>	<b>13,723</b>	<b>12.15%</b>	<b>1,668</b>	<b>11.61%</b>	<b>1,594</b>
<b>2025*</b>	<b>13,618</b>	<b>12.42%</b>	<b>1,692</b>	<b>11.61%</b>	<b>1,582</b>
<b>2030*</b>	<b>13,515</b>	<b>12.69%</b>	<b>1,716</b>	<b>11.61%</b>	<b>1,570</b>
<b>2035*</b>	<b>13,409</b>	<b>12.96%</b>	<b>1,738</b>	<b>11.61%</b>	<b>1,557</b>
<b>2040*</b>	<b>13,304</b>	<b>13.23%</b>	<b>1,761</b>	<b>11.61%</b>	<b>1,545</b>

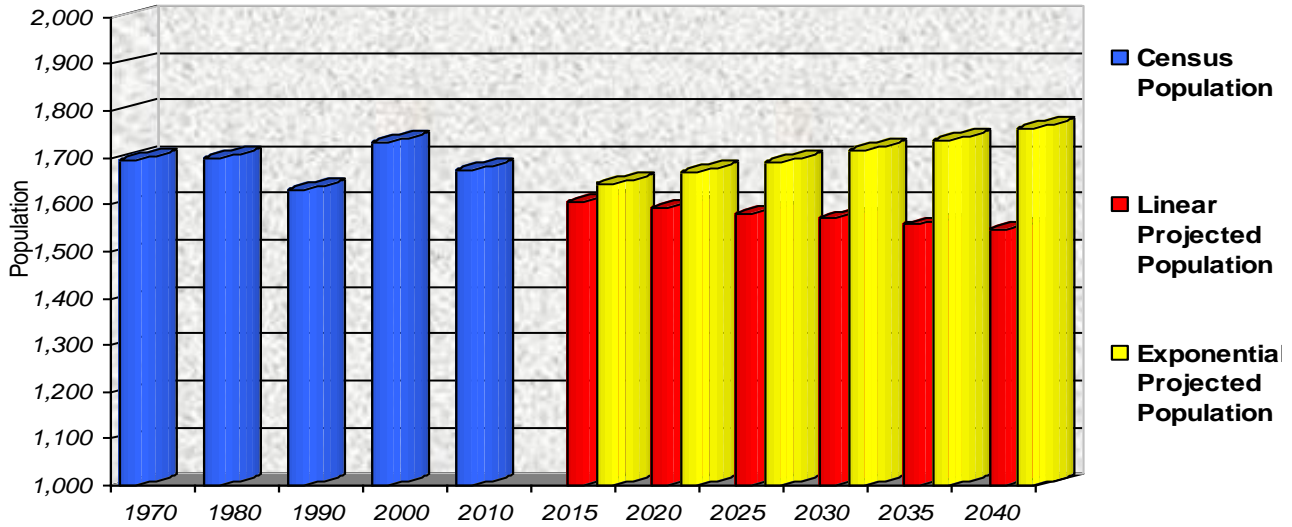
Source: U.S. Census Bureau, 1970-2010; \*2015-2040 are projections by Woods & Poole, Inc. 2008

It should be noted that projected populations are based upon the historic and current population trends of the community. When analyzing population projections, potential socioeconomic variables are not considered. The projections are based strictly on statistics such as past population trends, migration patterns and current tax data. The above listed population projections do not consider all of the economic and sociological forces effecting a city’s growth. These variables alone are quite difficult to project or forecast and then to apply them to population projections is even more difficult. A number of assumptions have to be made and the margin of error at each level of application increases. Factors that may affect population estimates include business expansions or closures, new housing developments, or a rise or

decrease in unemployment or the cost of living. Factors that should be monitored in future years that may have an impact upon the city’s population include the potential for additional commercial/industrial growth near the Valero Ethanol Plant and Cooperative Elevator. In addition, commercial development along Highway 18, growth or decline in the school district enrollment and new housing starts will all pay a role in predicting future population projections.

Figure 9 -

**Projected Population Growth 2015-2040**



From 1970 to 2010, the City of Hartley continued to increase its percentage of county’s total population from 10.38% in 1970 to 11.61% in 2010. In the above table and chart, there are two methods of analyzing the projected population for Hartley. The first method is simply utilizing the percent of population from the last known figures (2010) of 11.61% and assuming Hartley will at least maintain this percentage of population over the next 30 years. This “linear” method of population projection maintains the same level of population ratio between city and county and simply follows the projected county decline in population to reflect the decline in Hartley’s population. The other method of projecting population takes a look at the historical population percentage ratio of Hartley to O’Brien County. In 1980 the city only comprised 10.01% of the total county population. By 2010, this percentage increased to 11.61%. By taking the average growth per decade over the last 30 years, we can calculate that Hartley should continue to increase its percentage of population in O’Brien County by an additional 0.54% over each decade. With Hartley comprising a larger share of the total O’Brien County population in the future, this shows the city’s decline changing direction and actually regaining the population lost in the past ten years and increasing slightly in population by 2040.

## CHAPTER 7. HOUSING ANALYSIS

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### HOUSING TRENDS

Hartley experienced varying housing trends over the past decade. By the end of the 1990s decade and the early 2000s, the economy was robust as was the housing market in the community, county and across much the State of Iowa. New residential subdivisions were platted and new housing units were being constructed. The first half of the 2000 decade showed promising signs for a strong period of housing in Hartley. However, with the onset of a downturn in the national economy, the local economy (including new housing starts) has followed regional and national trends since 2008. When the economic recession grew in 2009 many developers, contractors, builders, and homeowners experienced the effects from the economic slowdown. This was also reflected in the housing market. Recently, in 2011-2012, the economy and unemployment trends have begun to rebound somewhat. The first signs of improved economic conditions, especially regarding the housing market, have been in the agricultural sector. With increasing land values throughout O'Brien County, the State of Iowa, and much of the cornbelt region of the Midwest, the strong agricultural economy has helped to keep the housing market continuing strong. The strong agricultural economy can have a positive affect on small rural cities such as Hartley, since it is often times communities such as Hartley where retiring farmers look to build a new house when they move off the farmstead.

With the potential for a rebounding housing economy during the next ten years, the City of Hartley needs to position itself for the kind of housing growth it experienced during the early 2000 decade. There are some local concerns over the lack of adequate land or buildable lots for new housing development. Although the Hartley Economic Development Committee is proactive in working with city leaders to promote the continued development of new subdivisions, there are still concerns over adequate land to build new single family and affordable housing units. In order to promote available housing within the community, city officials, economic development leaders and even contractors need to agree there should be more developable lots readily accessible for housing development in Hartley. In fact, there may be an even greater need in Hartley for available opportunities to construct multi-family housing alternatives in comparison to the traditional single family dwellings.

### AGE OF HOUSING

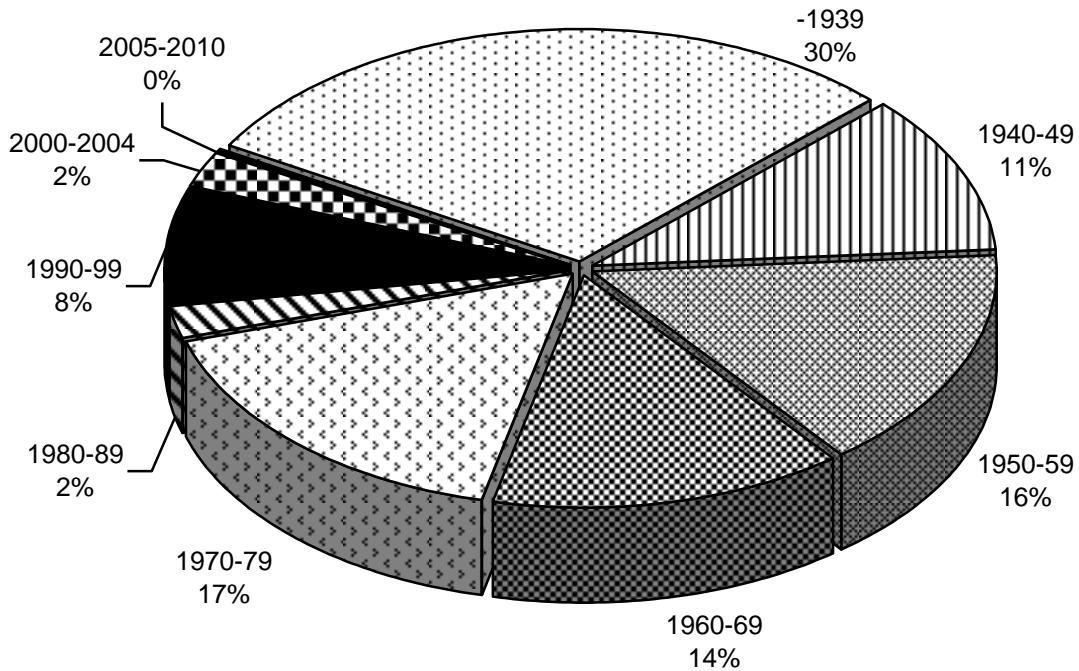
According to U.S. Census Bureau, 2007-2011 American Community Survey information, approximately 30% of the housing units in Hartley were built prior to 1939. This is lower than the same statistic for the county (36%) and also lower than the State of Iowa (35%). Additionally, nearly half (47%) of the housing units in Hartley were built between 1950 and 1979. Construction of housing units nearly came to a halt during the 1980s. Between 1980 and 1990, the census data shows only 18 new homes were constructed accounting for only 2.4% of the cities housing stock. As evident of the economic times during the later half of the 1990's decade, 59 housing units or nearly 8% of the city's housing stock was constructed. The economy was strong in the first half of the 2000 decade, reflective of the additional 18 housing units constructed between 2000 and 2004. In comparison to the last half of the 2000 decade, during the economic recession, whereas only 3 housing units were reportedly built between 2004 and 2010. The table on the following page compares Hartley to O'Brien County regarding age of housing units.

Table 7 - Age of Housing Units in Hartley and O'Brien County

YEAR HOUSING UNITS BUILT IN HARTLEY				
	Hartley		O'Brien County	
Time period	No. of Units	% of Units	No. of Units	% of Units
2005 to 2010	3	0.4%	82	1.2%
2000 to 2004	18	2.4%	302	4.5%
1990 to 1999	59	7.9%	527	7.9%
1980 to 1989	18	2.4%	325	4.9%
1970 to 1979	124	16.6%	901	13.5%
1960 to 1969	107	14.3%	602	9.0%
1950 to 1959	116	15.5%	787	11.8%
1940 to 1949	82	11.0%	712	10.7%
1939 or Earlier	220	29.5%	2419	36.3%
Total	747	100%	6,657	100%

*Source: U. S. Census Bureau, 2007-2011 American Community Survey*

Figure 10 - Age of Housing Units in Hartley



**HOUSING VALUATION**

According to the following table, in 2000 the largest category of housing values, by far, was in the under \$50,000 valuation range. By the year 2010, the homes valued under \$50,000 still remains the largest category of housing, but the number of homes in that category have decreased significantly from ten years previous. The number of homes valued from \$50,000 to



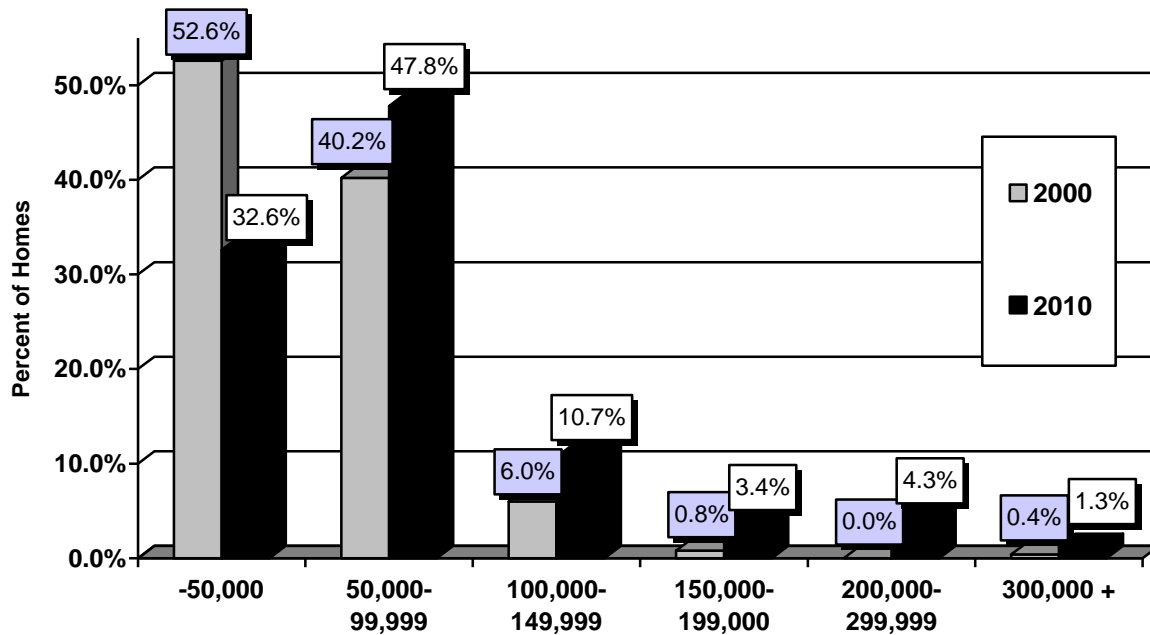
\$100,000 has more than doubled between 1990 and 2000. Furthermore, the number of housing units valued between \$100,000 and \$150,000 increased by more than 32 times. Prior to the 2000 Census, the City of Hartley did not register homes valued more than \$150,000. Now, the city claims four properties valued between \$150,000 and \$200,000 and two housing units valued at more than \$200,000. Finally, the median value of housing in Hartley has increased by nearly \$20,000 from \$29,500 in 1990 to \$48,500 in 2000.

Table 8 -

2000 and 2010 Valuations of Hartley Housing Units							
Value in 2000	<\$50,000	\$50,000-\$99,999	\$100,000-\$149,999	\$150,000-\$199,999	\$200,000-\$299,999	\$300,000 or more	Median Value
# of Homes	279	213	32	4	0	2	\$48,500
Value in 2010	<\$50,000	\$50,000-\$99,999	\$100,000-\$149,999	\$150,000-\$199,999	\$200,000-\$299,999	\$300,000 or more	Median Value
# of Homes	174	255	57	18	23	7	\$83,900

Source: 2000, 2010 U.S. Census

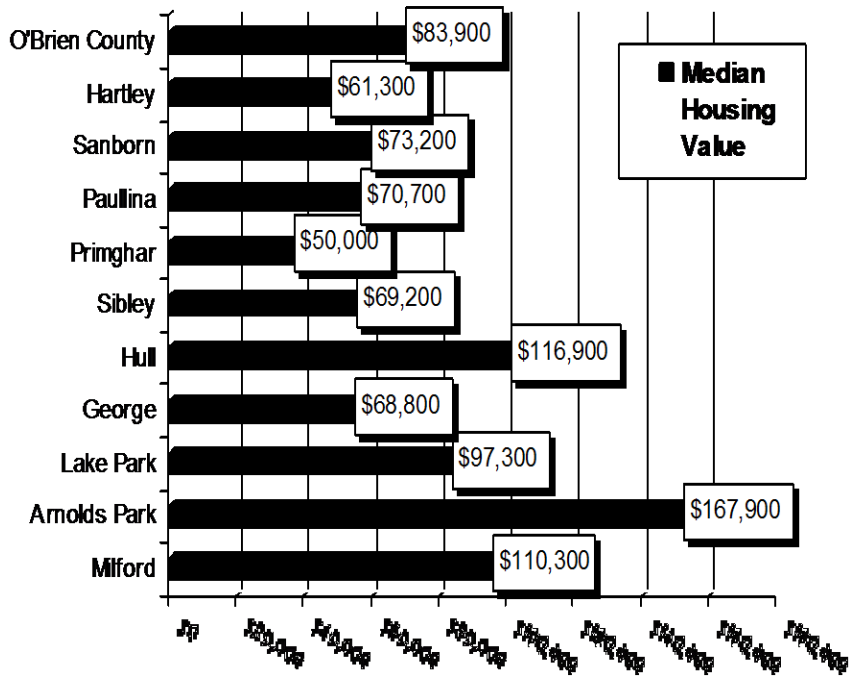
Figure 11- Valuation of Homes, 2000 & 2010 – Hartley



Another method of defining the value of housing is to take a comparative look at the median housing values of other cities in the region. The following chart shows a comparison of median housing values for O'Brien County, Hartley and nine (9) other cities of comparative size to Hartley. The median housing valuations for Lake Park, Milford and Arnolds Park, although similar in size to Hartley, are skewed since these communities have much higher housing valuations for lakeshore properties and vacation homes. Hartley has a median housing value of

\$61,300. This figure is nearly half of the valuation of state's overall median housing value of \$119,200. Hartley's median housing value is also nearly 27% lower than O'Brien County's average median housing value. In comparison to the other nine cities located in adjoining counties, Hartley does not have the lowest overall median housing value, but it is within the bottom 25% of comparative cities in terms of median housing value. This statistic is indicative of an aging housing stock in Hartley and may be signs of housing units in need of rehabilitation services.

Figure 12 - Comparative Median Housing Values, 2010



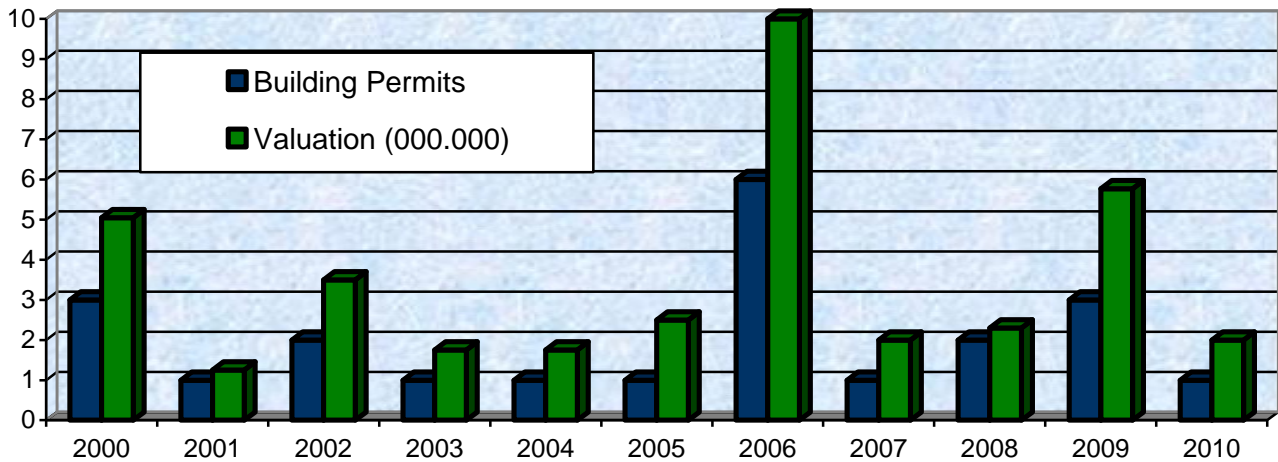
**RESIDENTIAL BUILDING PERMITS**

According to statistics from the U.S. Census Bureau, a combined 22 building permits were issued for the construction of new privately-owned residential housing units over the past decade (2000-2010). During this period, the total estimated valuation of new housing units constructed in Hartley accounts for nearly \$4.1 million. The following statistics are for new construction of residential housing units only and does not include the building permits or valuations for the construction of new commercial/industrial or agricultural related buildings and related structures.

Table 9 - 2000 to 2010 Privately Owned Residential Housing Building Permits, Hartley

Year:	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Permits:	3	1	2	1	1	1	6	1	2	3	1
Value:	\$505,000	\$125,000	\$350,000	\$175,000	\$175,000	\$250,000	\$1.3M	\$200,000	\$230,000	\$577,000	\$200,000
(in Millions)											

Figure 13 - Residential Housing Building permits in Hartley, 2000-2010



Source: U.S. Bureau of the Census, 2010

**NORTHWEST IOWA REGIONAL HOUSING TRUST FUND**

O’Brien County is a participating member of the Northwest Iowa Regional Housing Trust Fund, Inc., a non-profit corporation whose mission is to improve the quality of housing for low and moderate income people in northwest Iowa. The six (6) member counties of the housing trust fund include Buena Vista, Emmet, Lyon, O’Brien, Osceola, and Sioux Counties. The 13 member Board of Directors consists of two representatives from each member county; one from the private sector and one from the public or government sector. The Northwest Iowa Planning & Development Commission is also represented on the board, since NWIPDC is the administrative agency for the trust fund. Housing improvement loans and grants are approved by the board members of the respective counties.



Since 2010, two Hartley homeowners have participated in the regional housing trust fund. To date, these two applicants received \$8,900 in grant funds, of which was spent on households of less than 30% area median income (AMI). Furthermore, there are two (2) more households in Hartley currently on the waiting list of projects to be funded. These two projects will receive funding for households within the 31% to 80% AMI. Overall, the operation of the Northwest Iowa Regional Housing Trust Fund is in its third year of funding; and it has been well received by the citizens of Hartley, O’Brien County and Northwest Iowa. During 2011, 46 applications were received for housing assistance. 34 income eligibility determinations were completed and 27 loans were processed within the entire six county region. A total of \$192,991 was loaned across the six participating counties in the trust fund, with \$135,000 being forgivable loans and \$57,991 being repayable over five years. The total project’s cost of improvements was \$208,579. Applications for housing assistance from the regional housing trust fund may be directly downloaded from the NWIPDC website at [www.nwipdc.org](http://www.nwipdc.org) and additional information may be obtained by contacting the NWIRHTF at 217 W. 5<sup>th</sup> Street, Spencer, Iowa 51301.

**OCCUPANCY CONDITIONS**

The table below shows total housing units and vacancy rates in 2000 and 2010. The data presented indicates 747 total housing units in 2010, with 689 units being occupied leaving a 7.8% vacancy rate in 2010. Typically, a 5% vacancy rate is considered healthy for the housing market.

Table 10 -

VACANCY STATUS 2000 – HARTLEY, 2000 & 2010						
YEAR	TOTAL HOUSING UNITS	OCCUP. HOUSING UNITS	VACANT HOUSING UNITS		OWNER VACANCY RATE	RENTER VACANCY RATE
2000	803	726	#	%	3.4%	12.6%
			77	9.6		
2010	747	689	#	%	5.3%	---
			58	7.8		

Source: U.S. Bureau of Census

**HOUSING UNIT PROJECTIONS**

Between 2000 and 2010, Hartley’s total housing units decreased from 803 to 747. These figures represent a 6.9 percent net decrease in the city’s housing stock. The city's population also decreased over this period of ten years. This loss in housing stock is primarily a result of two factors. First, the city’s loss of population and limited construction of new housing units; and secondly, the city’s proactive approach in recent years to target the removal of abandoned and dilapidated housing units in the community. Hartley’s population is expected to stabilize over the next twenty years. The estimated population for Hartley 2040 is projected to rebound to 1,761. In order to project future housing needs, future population estimates and future household sizes are required. The average household size in 2000 was 2.30 persons per household (*US Bureau of Census, 2000*). This figure has actually increased, a trend not often experienced by rural northwest Iowa communities, to 2.38 pph in 2010. However, since overlying county and regional trends point to declining household sizes, the future household size of Hartley is projected to decrease slightly to 2.25 pph from 2010 to 2020.

The following table provides an estimate of the number of housing units the city will need in throughout the next 20 years. The estimated population is based upon information contained in table 2, found on page 3 of this document. The information presented below makes a number of assumptions. One of these assumptions being the population projections are accurate to begin with and another is that the average household size will remain stable. Furthermore, this information does not take into consideration the impact that any unforeseen employment expansions or closings may have upon the community.

Table 11- Projected Housing Units Needed In 2020, 2030 And 2040

YEAR	2020	2030	2040
PROJECTED POPULATION	1,668	1,716	1,761
PROJECTED HOUSEHOLD SIZE (based on O’Brien Co.)	2.23 pph	2.21 pph	2.21 pph
PROJECTED HOUSING UNITS NEEDED FOR POPULATION	748	777	797
MAINTAIN A 5% VACANCY RATE	786	816	837
AVERAGE DEMOLITION/REMOVAL OF 1 HOUSE PER YEAR	-10	-20	-30
TOTAL HOUSING UNITS NEEDED	776	796	807
CURRENT HOUSING UNITS IN 2010	747	747	747
<b>ADDITIONAL INCREASE IN HOUSING NEEDED</b>	<b>+29</b>	<b>+20</b>	<b>+11</b>

According to the above table, the City of Hartley is projecting a moderate increase in the number of overall housing units within the community from 2020 to 2040. However, as already mentioned, these projections are based on a number of assumptions about the population, household size, and new or demolished housing units over the next 30 years.

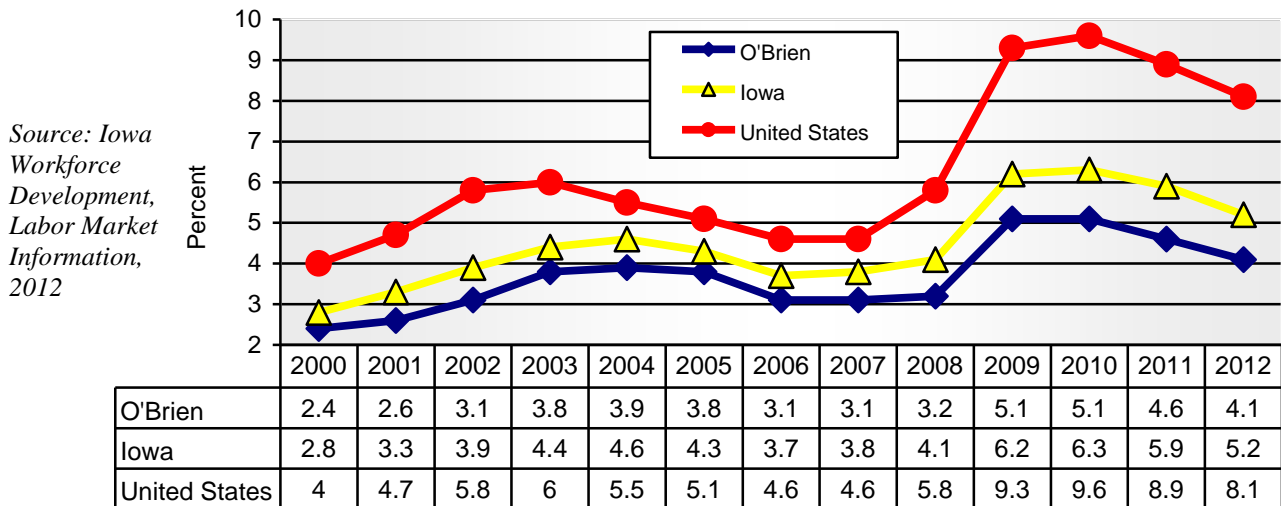
## CHAPTER 8. OCCUPATIONAL & EMPLOYMENT DIVERSITY

An analysis of past and present employment and occupational trends is necessary to determine patterns, trends, and potential employment and economic growth expected in the future. Employment and job growth or loss has become synonymous with economic development. Employment growth or loss is considered by many as one of the most critical aspects of economic development. The economic base of any county is comprised of two components, employment and income. In this section, Hartley’s employment and occupations are examined and compared to those of O’Brien County and Iowa. Employment analysis provides important indicators as to the relative health of the county and potential growth in each of the land use categories.

### EMPLOYMENT TRENDS

Iowa Workforce Development generates employment and labor force data pertinent to determine the economic climate related to job creation or loss. Unfortunately, these numbers are only available at the county or metropolitan city level. Therefore, the following section will refer to O’Brien County data, but the trends experienced countywide should be reflective of Hartley as well. The trends in unemployment for O’Brien County, Iowa and the United States show similar peaks and valleys. However, O’Brien County maintains, on average, an unemployment rate far below that of national trends and consistently lower than the state unemployment rate. Unemployment reached its lowest rates of 2.5-3.0% in 1999-2000. With that stated all three governments’ unemployment reached a small unemployment peak by 2003. Unemployment trends began downward again through 2007. By 2008, with economic uncertainty and the national recession beginning during the fall of 2008, this sharply drove unemployment rates to the highest levels in a decade, especially at the national level. It appears as if the State of Iowa and O’Brien County weathered the national recession of 2008-2010 far better than national trends, although still doubling the unemployment rates from just a few years prior. Ultimately, by 2011 and into 2012, unemployment rates began to recede nationally, with both Iowa and O’Brien County following this trend.

Figure 14 - Unemployment rates for O’Brien County and Iowa, 2000-2012.



Hartley and O’Brien County are similar to many other rural Iowa towns and counties in that the local economy relies, in part, on seasonal employment opportunities; especially within the agricultural and construction industries. Looking at monthly unemployment rates for O’Brien County in 2012 shows fluctuations in unemployment due to the agricultural, construction and seasonal businesses and industries.

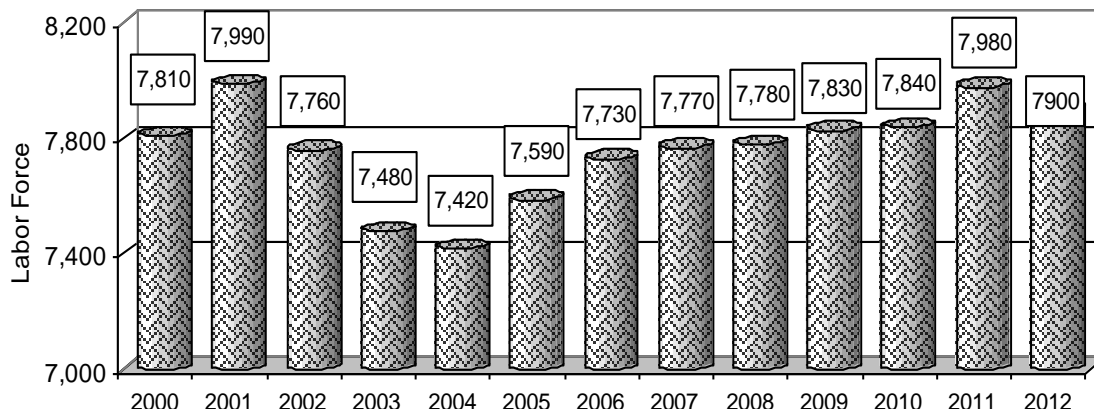
2012 O’Brien Co.	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
Unemployment	4.7	4.5	4.3	3.9	3.8	4.2	4.1	4.2	3.5	3.7	3.4	4.1

In January 2008, unemployment was at 4.7 percent. This is most likely due to a combination of winter or seasonal layoffs in construction and other outdoor trades. Unemployment continued to be near 4.5 percent in February and March, but then dipped to 3.9 and 3.8 percent in April and May. Similarly, the lowest unemployment rates were in September and October. These trends are similar to the spring planting and fall harvest schedules in the agricultural sector, along with peak construction activity. By December, seasonal and agricultural unemployment rates can be seen going back up to 4.1 percent.

**LABOR FORCE TRENDS**

According to Iowa Workforce Development, O’Brien County’s total labor force stands at 7,900 persons at the end of 2012, compared to 7,810 in 2000, an increase of only 1.2% over this twelve year period. The labor force in O’Brien County and the City of Hartley has fluctuated over the years. For instance, over the past 13 years, there were two years, 2001 and 2011 when the labor force nearly reached 8,000 persons. This is in comparison with a recorded low labor force of 7,200 persons working in O’Brien County in 2004, a difference of 7.8% in employed persons over this 13 year period. Since the low in 2004, O’Brien County’s workforce showed slow but steady growth through 2011 when the labor force reached 7,980. This trend was then met with a 1% decrease in the labor force between 2011 and 2012. When the labor force is growing, this is a good indicator of new jobs being created providing opportunities for employment and residency. The labor force trends are actually similar in nature to the population trends and future projections that also indicate the City of Hartley and O’Brien County’s population is holding steady or slightly declining, especially in regards to working aged people. The labor force figures seen below are based on yearly averages.

Figure 15 - Labor force trends in O’Brien County, 2000-2012



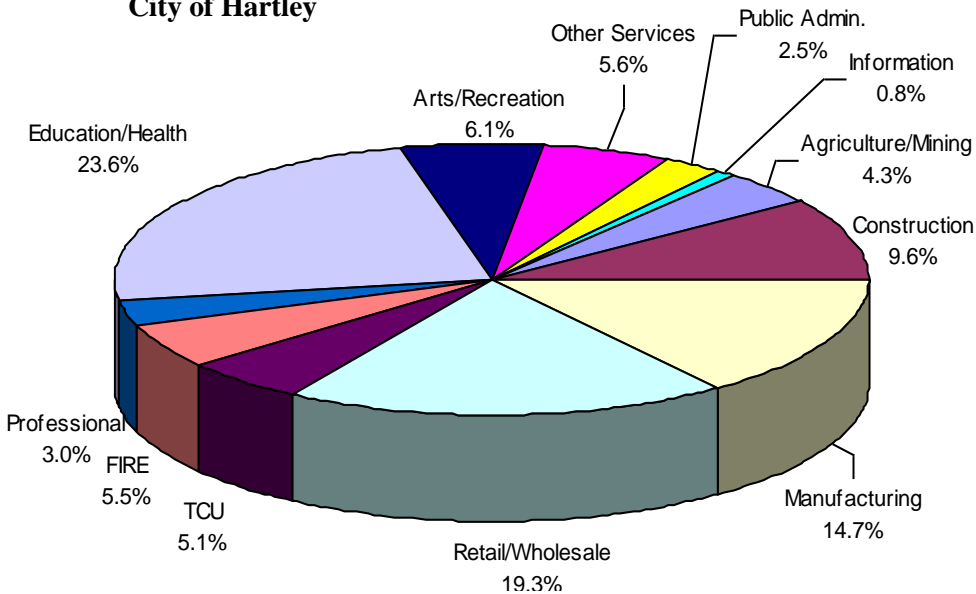
Source: Iowa Workforce Development, Labor Market Information, 2013

**TRENDS IN EMPLOYMENT BY INDUSTRY**

The charts displayed below represent employment trends by industrial sector for the City of Hartley as compared to O’Brien County.

Figure 16 - Employment by Industrial Sector, Hartley, 2011

**City of Hartley**



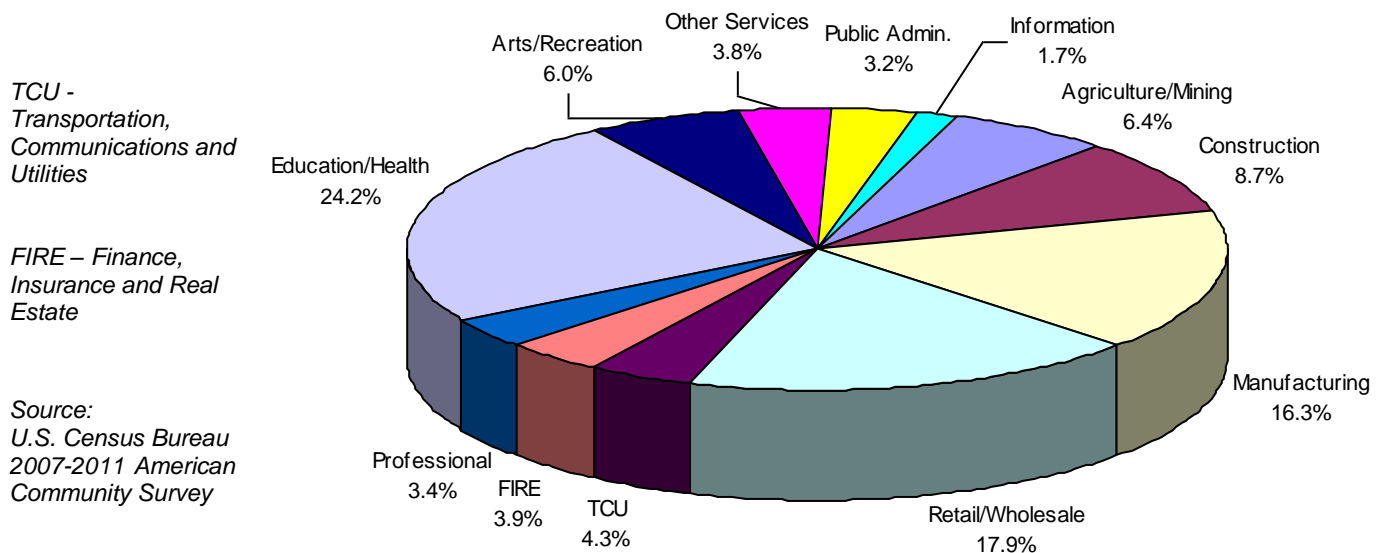
The education and healthcare sector employs the largest percentage of Hartley’s residents, capturing nearly 24% of the workforce. This is understandable with the large number of residents employed by the Community Memorial Health Center, The H-M-S School District and other nursing and assisted living facilities in the community. Retail and wholesale of goods and services is Hartley’s second largest segment of the city’s workforce with just over 19% working in retail related jobs. The manufacturing

sector is the city’s third largest employment base, following closely by those persons employed in construction and the arts/recreation industries. In Hartley, the industrial sectors with the lowest employment bases are those typically classified “white collar” jobs such as those employed in information technology, communications, finance, insurance, or professional management related fields. Only 2.5% of the workforce in Hartley is employed in government or public administration related

jobs.

Figure 17 - Employment by Industrial Sector, O’Brien County, 2011

**O’Brien County**



*TCU - Transportation, Communications and Utilities*

*FIRE – Finance, Insurance and Real Estate*

Source:  
U.S. Census Bureau  
2007-2011 American  
Community Survey

**LOCATION QUOTIENT**

According to 2011 information obtained from the Bureau of Labor Statistics of the United States Department of Labor, Location Quotients are ratios that allow an area’s distribution of employment by industry to be compared to a reference or base area’s distribution. The reference area is usually the United States. In this case the location quotient of O’Brien County will be compared to that of Iowa’s, with the United States as the base area. Location Quotients are calculated from Quarterly Census of Employment and Wages Data. Areas of local industrial specialization within Hartley may be discovered by comparing the composition of employment in O’Brien County to a larger reference region. A relatively high (or low) percentage of employment in a sector compared to the reference region may reflect a competitive advantage (or disadvantage) in that sector. A location quotient is simply a ratio comparing the local percentage of employment in a sector to the national average percentage of employment in that sector. A location quotient greater than one (1) indicates a regional concentration of employment, in that sector. A location quotient of less than one (1) suggests a regional disadvantage in that sector.

$$\text{Location Quotient} = \frac{\% \text{ of Local Employment in O'Brien County}}{\% \text{ of Local Employment in United States}}$$

In the table below, the location quotient is provided for O’Brien County based on 2011 Bureau of Labor Statistics data. It can be easily assumed the location quotients for that of the county will be reflective of the industrial trends occurring within the City of Hartley and vice versa.

Table 12 - Location Quotient for O’Brien County and Iowa, 2011

<u>Industry</u>	<u>O'Brien Co. LQ</u>	<u>Iowa LQ</u>	<u>(Base Area) U.S. LQ</u>
Agriculture, forestry, fishing and hunting	2.69	1.28	1.00
Mining, quarrying, and oil and gas extraction	NC	0.26	1.00
Utilities	ND	1.07	1.00
Construction	1.00	1.01	1.00
Manufacturing	0.98	1.56	1.00
Wholesale trade	1.83	1.07	1.00
Retail trade	1.05	1.06	1.00
Transportation and warehousing	ND	1.14	1.00
Information	0.51	0.93	1.00
Finance and insurance	0.85	1.41	1.00
Real estate and rental and leasing	0.63	0.61	1.00
Professional and technical services	ND	0.50	1.00
Management of companies and enterprises	ND	0.69	1.00
Administrative and waste services	0.54	0.77	1.00
Educational services	0.51	0.89	1.00
Health care and social assistance	1.65	0.96	1.00
Arts, entertainment, and recreation	0.47	0.93	1.00
Accommodation and food services	0.66	0.87	1.00
Other services, except public administration	0.77	0.85	1.00

Note: (NC) Not Calculable, the data does not exist or it is zero (ND) Not Disclosable

Note: Location Quotients calculated from Quarterly Census of Employment and Wages Data

Source: U.S. Department of Labor, Bureau of Labor Statistics - <http://data.bls.gov/>



## OCCUPATIONAL EMPLOYMENT PROJECTIONS

Iowa Workforce Development compiles current levels of employment for workforce regions across the state and projects the level of anticipated employment in 10 years for each of the classifications. The employment projection for 2020 is only available on a regional basis. The data for Region 3&4 includes the counties of Lyon, Sioux, Osceola, O'Brien, Dickinson, Clay, Buena Vista, Palo Alto, Emmet and Kossuth. The western portion of this region (Region 4) which is comprised of Lyon, Sioux, Osceola and O'Brien counties constitutes the primary labor shed for O'Brien County. Therefore, the employment projections presented below should provide useful data in regards to the employment trends and projected percentages of anticipated growth in O'Brien County's labor shed.

Table 13 - Iowa Workforce Development Region 3&4 Employment Projections, 2010-2020

Industry Description	2010 Est. Employment	2020 Projected Employment	Total Growth	Percent Change
Management Occupations	10,695	10,835	140	0.1%
Business and Financial	2,260	2,585	325	1.4%
Computer/Mathematics	610	715	105	1.8%
Architecture/Engineering	740	845	105	1.4%
Physical/Social Science	720	780	60	0.8%
Community and Social Services	1,925	2,340	415	2.2%
Education & Library	4,790	5,280	490	1.0%
Arts & Entertainment Sports	895	1,020	125	1.4%
Healthcare Practitioners	3,160	3,790	625	2.0%
Healthcare Support	2,540	3,230	690	2.7%
Protective Services	550	570	20	0.4%
Food Preparation/Serving	5,365	5,790	425	0.8%
Building and Grounds	2,755	3,110	350	1.3%
Personal Care and Service	1,855	2,215	355	1.9%
Sales/Related Occupations	7,455	8,220	760	1.0%
Office and Administrative	11,075	11,570	495	0.4%
Farm, Fishing & Forestry	1,815	1,825	10	0.1%
Construction/Extraction	3,375	4,025	650	1.9%
Installation/Maintenance Repair	3,730	4,175	445	1.2%
Production Occupations	7,550	8,305	755	1.0%
Transportation/Moving	5,375	5,950	575	1.1%

Source: Iowa Workforce Information Network (IWIN), Iowa Workforce Development, 2013

## COMMUTING PATTERNS

According to 2011 American Community Survey, the average commute time for Hartley residents is 16.5 minutes. This short commute time appears logical since the nearby cities of Spencer and Sheldon are located 18 miles to the east and 20 miles to the west, respectively. While more than 71 percent of Hartley residents drive themselves to work each day, there are nearly 15 percent who carpool, another 4.7 percent work at home, and 8.1 percent walk to work. These statistics indicate most Hartley residents are driving to work, whereas the minimal commute time suggest most residents of Hartley are working either in O'Brien County or within the adjacent counties of Clay, Osceola or Sioux.

## CHAPTER 9. ECONOMIC DEVELOPMENT TRENDS

An analysis of past and present economic trends is necessary to determine patterns, trends, and amount of potential economic growth expected in the future. Economic development has become synonymous with community development in Iowa. Many consider economic development one of the most critical aspects of community development. The economic base of any county is comprised of two components, employment and income. Economic analysis provides important indicators as to the relative health of the county and potential growth in each of the land use categories.

### MAJOR EMPLOYERS

Hartley is proud of its businesses, organizations, services and industries; and appreciates the jobs they have created in the community. Offering a business climate that helps entrepreneurs and stimulates other business leaders' critical assets and resources helps to create a positive workforce and local business climate. There are a number of businesses, industries, services and organizations located in and near the community that comprise the largest percentage of the city's labor force. These major employers in Hartley also employ commuting workers from neighboring cities and rural O'Brien County as well.

Table 14 - Major Employers in Hartley

<b><u>Business or Industry</u></b>	<b><u>Type of Service or Product</u></b>	<b><u>Employees</u></b>
H-M-S Community School District	Pre-K – 12 <sup>th</sup> Grade Education	114
Community Memorial Health Center	Healthcare, nursing & assisted living	100
Valero Energy	Ethanol Plant	53
Cooperative Elevator Association	Coop, fertilizer and grain sales	21
Ag Partners	Grain Cooperative	8

### WAGE & INCOME DISTRIBUTION

As opportunities for new businesses and employment arise in Hartley, the city and county will realize benefits including a greater tax base and potential for an increase in population. Studying the income distribution of a city compared to other cities or the county can indicate overall wealth and subsequent purchasing power, providing insight into the relative economic health of Hartley. One way of analyzing income is to examine the median income level of the community. The 2011 median income in Hartley is \$41,688 for households and \$52,361 for families. According to census data, the mean retirement income in Hartley is \$17,442. When Hartley median income figures are compared to the State of Iowa as a whole, the city is reportedly lower than the state's average. The median income for all households in Iowa is approximately 18% higher than the average for Hartley at \$49,427. Similarly, Iowa also has a higher median family income (+20%) than Hartley at \$62,821. On the contrary, Iowa maintains a median retirement income of \$17,948, which is nearly the same as the retirement income of Hartley. Below is a comparative listing of median household and family incomes for Hartley and other cities of comparative size in northwest Iowa.

Table 15 - Household and Family Income Comparison of Hartley and cities of similar size, 2011

	2011 Median Household Income	2011 Median Family Income	2011 Mean Retirement Income
<b>Hartley</b>	<b>\$41,688</b>	<b>\$52,361</b>	<b>\$17,442</b>
Sanborn	\$38,167	\$53,947	\$12,613
Paullina	\$44,213	\$58,594	\$11,493
Primghar	\$41,806	\$52,500	\$15,738
Sibley	\$43,281	\$60,978	\$15,943
Hull	\$61,000	\$67,121	\$15,331
George	\$43,438	\$62,667	\$17,500
Lake Park	\$55,000	\$62,800	\$ 7,289
Arnolds Park	\$52,368	\$63,611	\$32,236
Milford	\$44,025	\$49,471	\$10,662
<b>O'Brien County</b>	<b>\$45,995</b>	<b>\$60,698</b>	<b>\$14,885</b>

Source: 2007-2011 American Community Survey 5 –Year Estimates

Along with age and population figures, it is important to look at income distribution to examine what the residents of Hartley are earning in wages and salaries. This information will help determine the amount that residents can afford for current and future housing and living expenses, along with potential purchasing power. The following table shows household income for Hartley residents according to 2007-2011 American Community Survey data.

Table 16 - Hartley Household and Family Income Distribution

\$ In Income	# of Households	% of Total Households	# of Families	% of Total Families
Less than \$10,000	36	5.2%	15	3.3%
\$10,000-14,999	64	9.3%	21	4.7%
\$15,000-24,999	79	11.5%	22	4.9%
\$25,000-34,999	115	16.7%	63	14.0%
\$35,000-49,999	117	17.0%	87	19.3%
\$50,000-74,999	130	18.9%	112	24.9%
\$75,000-99,999	74	10.7%	72	16.0%
\$100,000-149,999	58	8.4%	42	9.3%
\$150,000-\$199,999	4	0.6%	4	0.9%
\$200,000 or more	12	1.7%	12	2.7%
<b>Total Households</b>	<b>689</b>	<b>100.0%</b>	<b>450</b>	<b>100.0%</b>

Source: American Community Survey, 2007-2011

The Iowa Workforce Development compiles data on current wage levels for several occupations and industries. Unfortunately, the following wage and salary data is only reported for Iowa Workforce regions across the state, and does not report at the county or city level. However, the

regional workforce data should provide a good indication of typical wages and earnings represented in O’Brien County and Hartley as well.

Table 17 - Iowa Workforce Development Wage Survey for Region 3-4 Iowa Workforce Region, 2012

<b>Occupation Description</b>	<b>2012 Mean Annual Wage</b>	<b>Occupation Description</b>	<b>2012 Mean Annual Wage</b>
Management Occupations	\$76,410	Food Preparation and Serving	\$19,519
Business & Finance (Accountants)	\$52,381	Building & Grounds Maintenance	\$22,891
Computer Support	\$56,679	Personal Care/Service Occupations	\$21,406
Life, Physical & Social Science	\$44,915	Sales and Related Occupations	\$32,004
Community and Social Services	\$29,363	Office and Administrative Support	\$28,253
Legal Occupations	\$47,757	Farming, Fishing & Forestry	\$31,133
Education, Training & Library	\$38,372	Construction and Extraction	\$33,545
Art, Entertainment & Sports	\$29,406	Installation, Maint. & Repair	\$38,516
Healthcare Practitioners&Technical	\$64,064	Production Occupations	\$32,068
Healthcare Support	\$23,530	Transportation & Moving	\$31,368
Protective Service	\$33,958		

Source: May, 2012 Iowa Wage Survey Region Three & Four

**RETAIL TRADE**

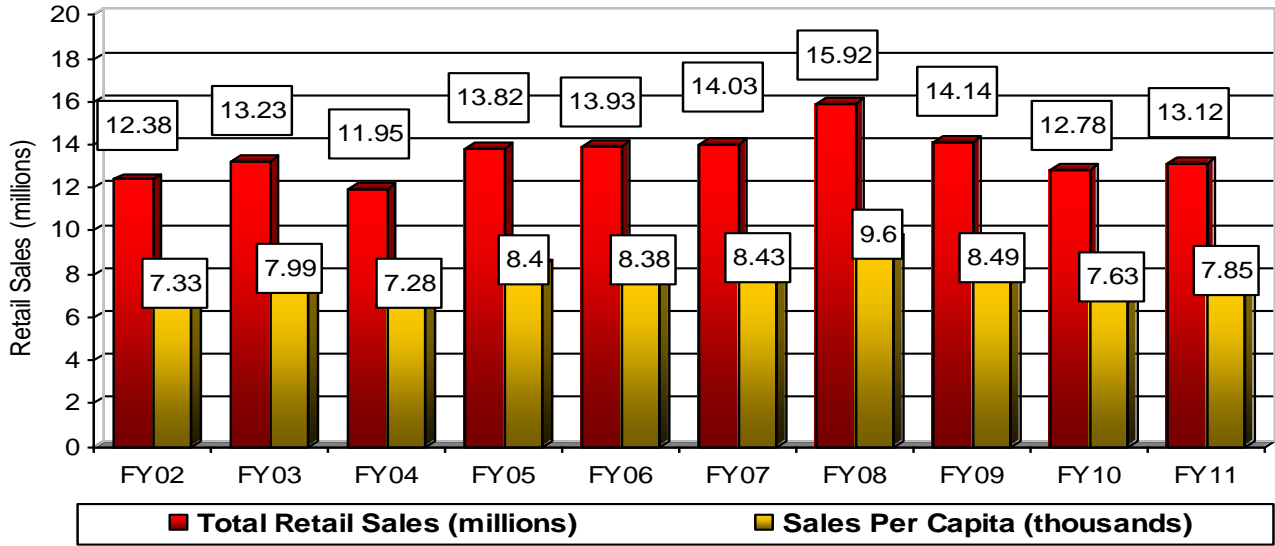
A look into the city’s retail trade statistics translates into how successful the retail and sales sector are to Hartley. This data also translates into the purchasing power of the city’s residents. The retail trade trends are made available from the Iowa State University Extension, Regional Capacity Analysis Program or RECAP. The data presented in this retail trade analysis looks at comparative 2010 and 2011 data between the City of Hartley, O’Brien County, Iowa and peer communities of Hartley. The entire FY 2011 Retail Sales Analysis & Report for the City of Hartley may be seen in an appendix at the conclusion of this plan. Characteristics of retail activity are often indicative of the overall economic vitality of the community.

Table 18 - Retail Trade Overview for Hartley, 2010-2011

	2010	2011	%Change 2010-2011
<b>Real retail sales (\$ millions)</b>			
City of Hartley	\$ 12,775,321	\$ 13,122,899	2.7%
O’Brien County	\$106,844,289	\$107,460,665	0.6%
State of Iowa	-	-	-
<b>Real Per capita retail sales (\$)</b>			
City of Hartley	\$7,632	\$7,849	2.8%
O’Brien County	\$7,423	\$7,512	1.2%
State of Iowa	\$10,689	\$10,757	0.6%
<b>Real Retail sales per business</b>			
City of Hartley	\$154,852	\$167,171	8.0%
O’Brien County	\$189,608	\$194,411	2.5%
State of Iowa	\$370,602	\$384,414	3.7%

Source: FY 2011 Retail Sales Analysis & Report for Hartley and O’Brien County, Iowa; ISU RECAP, 2012

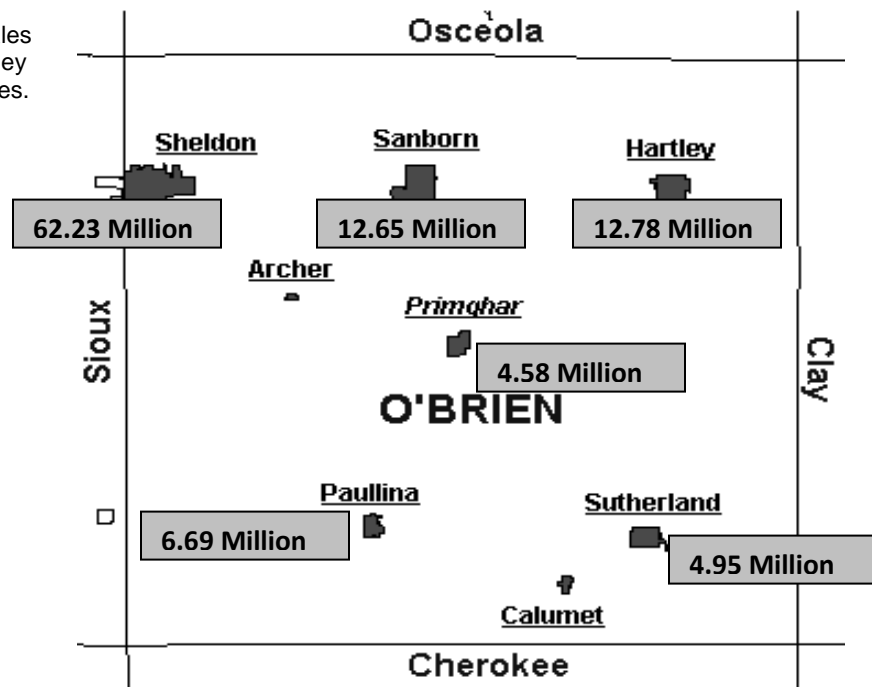
Figure 18 - Retail Sales and Per Capita Sales for Hartley, FY02-FY11



Source: The data for this chart is provided courtesy of the FY 2011 Retail Sales Analysis & Report for Hartley, Iowa

According to the 2011 Retail Trade Analysis Report provided by Iowa State University, Regional Capacity Analysis Program, the City of Hartley experienced retail sales of slightly more than 13 million during 2011. This figure has increased by roughly \$750,000 or 6.0 percent since FY 2002. Retail sales reached a high of nearly \$16 million in 2008, an increase of 13.5 percent from the previous year. Retail sales experienced regular and steady growth between 2002 and 2008, but indicators show that retail sales in Hartley may have also been affected by the 2008-2010 economic recession. Retail sales declined by more than \$3 million from 2008-2010. It will be interesting to see what the five, ten and twenty year retail sales figures are for Hartley and O’Brien County to determine the effects and recovery from the recent economic downturn.

Figure 19 - 2011 Total Retail Sales Comparison of Hartley and surrounding cities.



When looking at a comparison of retail sales to the other communities in O’Brien County, Hartley has the second highest retail sales only behind Sheldon, a city with a population of 5,191 and retail sales in excess of 62 million per year. On the contrary, in comparison to cities of similar size, Hartley maintains a slight edge in retail sales over Sanborn, but has more than double the annual retail sales in comparison to Paullina and Primghar. There is no retail sales data available for the very small towns of Calumet and Archer.

It may prove more beneficial to the City of Hartley to see how its retail sales are in comparison to cities of similar size in northwest Iowa, not just the neighboring towns in O’Brien County. Below is a table showing the 2011 retail sales and retail establishments for cities of similar size across northwest Iowa.

Table 19 - 2011 Comparative retail sales of similar sized cities to Hartley

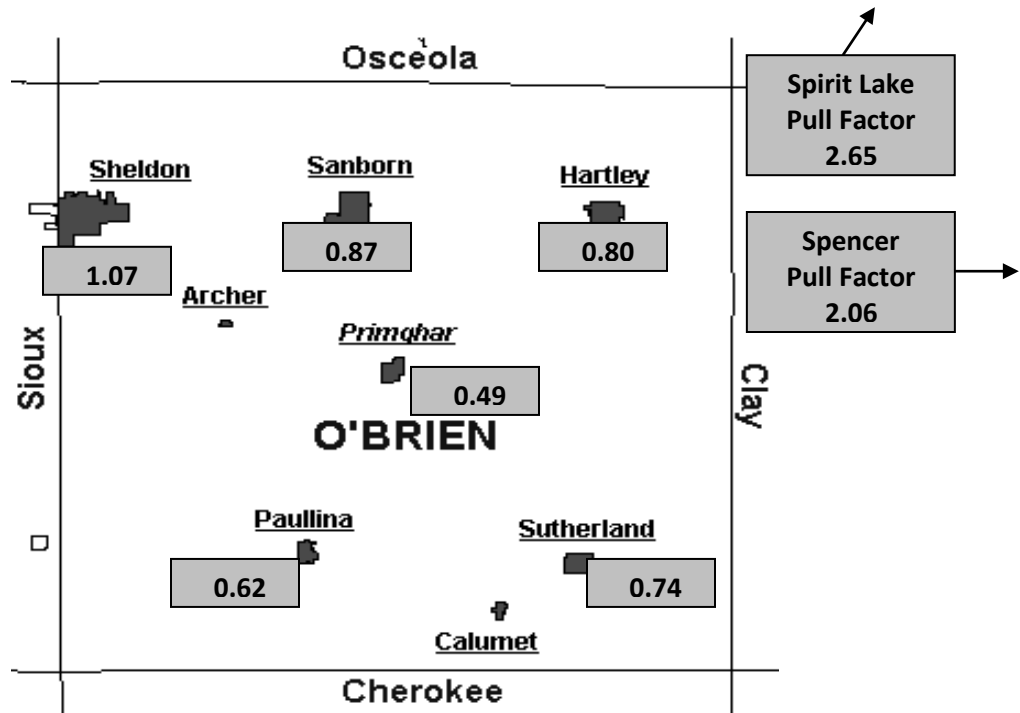
<u>City</u>	<u>Population</u>	<u>Reporting firms</u>	<u>Total Retail Sales</u>
<b>Hartley</b>	<b>1,672</b>	<b>79</b>	<b>\$13,122,899</b>
Sanborn	1,407	67	\$12,649,162
Paullina	1,053	56	\$ 6,689,305
Primghar	910	54	\$ 4,557,869
Sibley	2,796	116	\$20,865,670
Hull	2,188	108	\$16,417,677
George	1,080	63	\$11,711,884
Lake Park	1,110	48	\$ 6,829,878
Arnolds Park	1,125	153	\$29,045,047
Milford	2,927	200	\$29,180,333

Source: FY 2011 Retail Trade Analysis Report, Iowa State University Department of Economics, 2012

**PULL FACTOR**

Relative to retail trade, another good indicator of the strength and vitality of a county’s economy is to look at the city’s “pull factor.” The pull factor is a numerical indicator of the amount of retail activity taking place within or out of a jurisdiction. The number “1” indicates an appropriate amount of retail sales, or the “break even” point relative to the population within a given area. Any number below a “1” indicates fewer people than expected are spending retail dollars in a given jurisdiction, indicating a retail “leakage”. Whereas any number above a “1” indicates more people than expected are spending more retail dollars in a local jurisdiction, indicating retail “surplus”. In 2002, Hartley’s pull factor was 0.66 indicating that retail sales were nearly 35% lower than expected figures, based on population. However, by 2011, the pull factor increased to 0.80, indicating an increase of 21.2%. These factors indicate that Hartley’s retail businesses are drawing in a larger percentage of retail sales in comparison to ten years ago. With that stated, the numbers also show Hartley is still losing approximately 20% in retail sales expected for a jurisdiction with the population base of Hartley. In looking at the map on the following page, it is easy to see where the retail draw areas are, which directly correlates to the communities shown in the previous retail sales map that have substantially higher or smaller annual retail sales than projected.

Figure 20 - 2011 Pull Factor Comparison of Hartley and surrounding cities



As shown above, the only city in O’Brien County with a positive pull factor or retail “surplus” is Sheldon with a pull factor of 1.07. This indicates Sheldon is collecting approximately 7% more in retail sales than expected. Probably the greatest single factor contributing to the retail “leakage” of Hartley has nothing to do with the other communities in O’Brien County. Rather the cities of Spencer in Clay County (18 miles east) and Spirit Lake in Dickinson Counties (35 miles northeast) have two of the highest recorded pull factors in the state with 2.06 and 2.65 respectively. With Spencer being considered a regional shopping and service center, and Spirit Lake as the hub of the Iowa Great Lakes tourism region, these two communities each collect more than twice the projected amount of retail sales expected. With the amount of retail surplus being drawn into these two communities, it is likely shoppers from Hartley are spending a percentage of their retail dollars in larger retail market areas as well as locally.

**TRADE AREA CAPTURE**

Another method for determining the amount of retail sales activity occurring within Hartley is to calculate the city’s trade area capture. The purpose of the "Trade Area Capture" formula is to examine how many customers or potential purchasers are spending their dollars in Hartley to shop for any type of product at any given time. The trade area capture estimates the portion of customers the city actually draws or loses from within and outside its boundaries. The trade area capture analysis is also be used by retail sectors to understand trade growth or decline.

Table 20 -

<b>TRADE AREA CAPTURE FORMULA</b>	
$A / [ B x ( C / D ) ]$	
A =	Total Retail Sales for Hartley
B =	Per Capita Sales for the State of Iowa
C =	Hartley Per Capita Income
D =	State of Iowa Per Capita Income

Hartley's trade area capture for the year 2011 is as follows:

A (Hartley Total Retail Sales)	= \$13,122,899
B (State Per Capita Sales)	= \$10,757
C (Hartley Per Capita Income)	= \$24,181
D (State Per Capita Income)	= \$25,667

**2011 Trade Area Capture for Hartley= 1,356 customers**  
**2010 population = 1,672 residents**

The above figures indicate that businesses in Hartley captured the sales of 1,356 customers from its 2010 population base of 1,672. This results in the City of Hartley capturing retail sales from only 81.1% of its expected customers. In this calculation, the city is losing approximately 20% of its retail sales from residents of Hartley that are spending dollars in other communities.

### **HARTLEY ECONOMIC DEVELOPMENT COMMITTEE**

The Hartley Economic Development Committee (HEDC) is comprised of business and community leaders concerned and impassioned about improving the quality of life and quality of business in the community. The HEDC is currently comprised of nine (9) Board Members that regularly meet to foster ideas, visions and

*The mission of the Hartley Economic Development Committee is to create, maintain, and implement a business climate that fosters a strong economic community, develop a strategic plan that will result in business retention and attraction, and maintain the quality of life that characterizes Hartley as the community of choice in which to shop, live and learn.*

programs to health strengthen and improve the local economy. Beginning in 2002, the HEDC established a goal to improve the appearance of the community, of which the group continues with this effort today. Through the city's abandoned buildings code, the HEDC worked cooperatively with city officials and the municipal enforcement officer to acquire and eliminate six abandoned properties in Hartley. The HEDC and city leaders realize that people won't want to come to your community if they don't find it clean and attractive. Work still continues today, but the HEDC, city leaders, and participating land owners and citizens should all be commended on trying to improve the appearance, safety and welfare of the residents, visitors and businesses in Hartley. The HEDC has also been instrumental in tackling several community development related projects in an effort to retain and attract new economic development initiatives. Over the past several years, the HEDC took on the lead role of assisting the city with developing a new residential subdivision on the city's east side. This subdivision is now full of new thriving and beautiful homes. The HEDC is exploring ways to continue this new housing growth in Hartley.

### **O'BRIEN COUNTY ECONOMIC DEVELOPMENT**

The O'Brien County Economic Development Corporation (OCEDC) is a branch of the county government devoted to the recruitment, retention and growth of business, industry and the overall economy of O'Brien County. This includes working with local Hartley city officials for the retention and recruitment of new businesses and industries to locate in Hartley. The local economic development office is the county's self-described "Go To" Team. It is the goal of the OCEDC office to work with both prospective and existing businesses and industries to make it as easy as possible to locate or expand businesses in O'Brien County. The OCEDC staff strives to



**Why O'Brien?**

- O'Brien County is centrally located in the Upper Midwest
- O'Brien County has efficient access to markets
- O'Brien County has a business-friendly labor force
- O'Brien County has a high work productivity

provide assistance with business expansions, new business start-ups, how to organize your business, assistance with business plan preparation, assistance in creating marketing plans for businesses and providing research to those companies looking to expand or locate in O'Brien County. The county's

economic development office is located across the street from the O'Brien County Courthouse at 160 S. Hayes Avenue in Primghar, Iowa. The primary initiatives currently supported by OCEDC include advanced manufacturing, nanotechnology (working with NCC in supporting the high caliber electronics disciplines), renewable energy projects, value added agriculture, and tourism & recreation interests.

**NORTHWEST IOWA DEVELOPMENT - A PERSPECTIVE ON REGIONAL ECONOMIC DEVELOPMENT**

Northwest Iowa Development is a consortium of city, county, educational and utility economic developers from a six county region in northwest Iowa that have come together creating a unified approach to growing, branding and developing the northwest Iowa region. This unified effort creates more opportunities for all participating city, county and non-governmental entities to attract quality new corporate businesses, expansions and retentions within the six county region. A primary effort of this group is to attract a skilled workforce to support the growing business sector in the region. Northwest Iowa Development is located on the campus of Northwest Iowa Community College campus in Sheldon.



Figure 21 - Map of Northwest Iowa Developers Region



The six counties that comprise Northwest Iowa Development include Lyon, Osceola, Sioux, O'Brien, Plymouth and Cherokee. The region is located with proximity to excellent transportation and shipping routes for new and expanding businesses, as the region is bounded by Interstate 90 to the north, Interstate 29 to the west and Highway 20 to the south. The four lane Iowa Highway 60 from Sioux City to the Minnesota state border transverses the region from the southwest to the northeast, opening up access to many of the region's communities to enhanced transportation routes and ease of shipping goods and services. The collaborative efforts of the region's economic developers can assist with locating affordable building sites, find a qualified and dedicated workforce, and offer excellent workforce and equipment training opportunities. According to the organizations website, [www.northwestiowa.com](http://www.northwestiowa.com), *"Let us show you how we can provide a low cost place to do business...Beyond Expectations."*

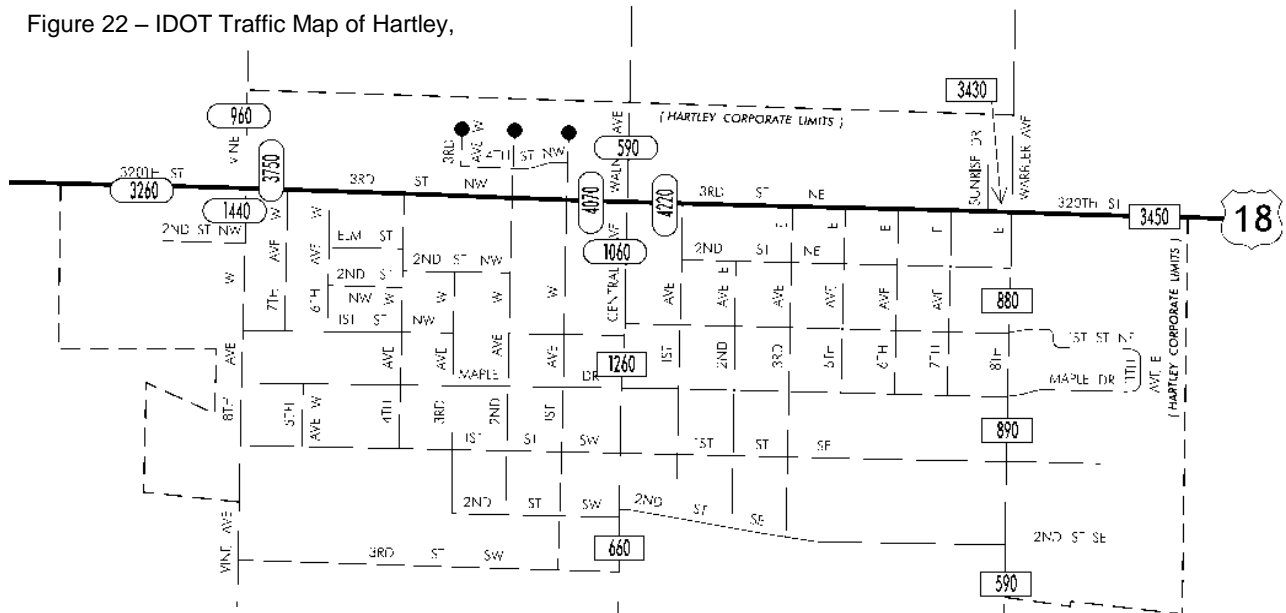
# CHAPTER 10. TRANSPORTATION DIVERSITY

Adequate transportation facilities are an asset to any community and are vital to the movement of persons, goods and services. The components that make up the transportation element of this plan include vehicular and pedestrian movement, traffic flow, street classifications, public transit, railroad and air service. Community leaders and elected officials continually strive to commit the necessary resources to maintain, improve, and reconstruct the miles of city streets and infrastructure network. This will continue to become increasingly important as both residents and businesses continue to seek alternative, less congested, and the easiest routes throughout Hartley. The city should continue to emphasize a balance between maintaining, rehabilitating or replacing existing streets with new construction of planned future streets in developing areas.

## TRAFFIC FLOW

Traffic counts are recorded in Iowa’s cities once every four years. In Hartley the last recorded traffic flow counts were in 2011 with the previous counts in 2007. This section will look at the difference in traffic flow patterns between the two records. Traffic flow has increased in parts of Hartley between 2007 and 2011. Likewise, other parts of Hartley have experienced declining traffic flows between this four year timeframe. Traffic flow along Highway 18 through Hartley appears to remain the highest concentration of traffic in Hartley and increasing.

Figure 22 – IDOT Traffic Map of Hartley,



TRAFFIC FLOW MAP OF  
**HARTLEY**

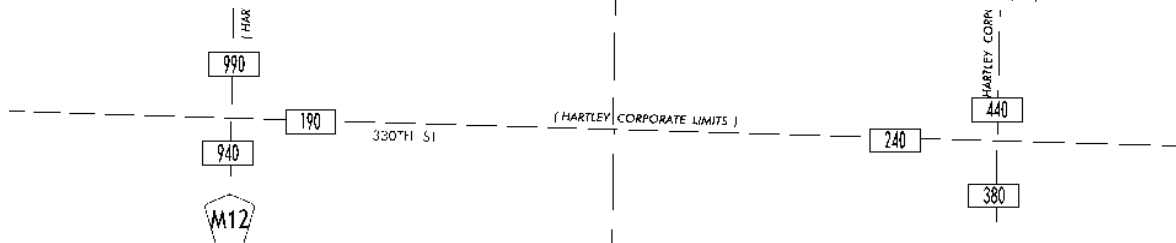
**O'BRIEN COUNTY**

**2011 ANNUAL AVERAGE DAILY TRAFFIC**



**Iowa Department  
of Transportation**

PREPARED BY  
IOWA DEPARTMENT OF TRANSPORTATION  
DIVISION OF PLANNING AND PROGRAMMING  
OFFICE OF TRANSPORTATION DATA  
PHONE (515) 239 1289



In comparison between the 2007 to 2011 Iowa DOT Traffic Flow maps, the overall trend appears to show a decline in the number of overall traffic flow which relates to fewer overall vehicles traveling the streets in Hartley. For instance, the primary trafficway in Hartley remains to be the Highway 18 corridor. However, traffic declined near the HMS High School from 4,560 vehicles in 2007 to 3,750 vehicles in 2011, a decrease of 17.7% in traffic. Furthermore, the highest recorded traffic flow appears at the intersection of Highway 18 and Central Avenue in Hartley where 5,000 vehicles traveled daily in 2007, to a smaller traffic flow of 4,220 vehicles or a decline of 15.6%. Traffic counts on other primary roadways in Hartley include a change from 1,400 vehicles in 2007 along County Hwy. M12 (8<sup>th</sup> Avenue W.) to 990 vehicles in 2011, a change of -28.5%. Additionally, traffic on the east side of Hartley shows similar trends in that the counts went from 1,090 in 2007 at the intersection of 8<sup>th</sup> Avenue East and 1<sup>st</sup> Street SE to 890 vehicles in 2011, showing a decline of 18.3%. Finally, traffic in downtown Hartley also decreased by more than 20% over this four year time frame when counts show a recorded traffic flow of 1,590 vehicles at the corner of Central Avenue and Maple Street compared to 1,260 vehicles recorded in 2011.

What do these numbers mean to the City of Hartley? The only concrete fact we can learn from these figures is that the number of average daily vehicle trips is declining in Hartley. This may be from a number of reasons. It could mean that the average population of Hartley is aging and the senior population is not driving as much as the younger population. Additionally, it may mean that more residents in Hartley are simply walking or taking other means of transportation besides a vehicle. Another and logical reason for declines in traffic flow trends may also be attributed to overall population changes, shifts, or decline in Hartley which would also account for fewer traffic counts.

### **INTERSTATES AND HIGHWAYS**

The Hartley community is served by U.S. Highway 18, the primary east/west transportation route across north Iowa. The city is situated nearly halfway between the larger communities of Spencer (pop. 11,233) 18 miles to the east, and Sheldon (pop. 5,188) 20 miles to the west. At the intersection of U.S. Highway 18 and Iowa Highway 60, 20 miles west of Hartley is access to a 4-lane expressway that transverses northwest Iowa connecting Sioux City to Minnesota. Interstate access is available by Interstate 29 located approximately 75 miles to the southwest and Interstate 90 approximately 45 miles north of Hartley.

### **STREET CLASSIFICATIONS (DEFINITIONS)**

An explanation of the following street definitions is necessary for the proper understanding of the IDOT's Federal Functional Classification Map. The definitions below are to be considered basic design guidelines that serve as framework for satisfactory design of new street and highways facilities. The following street classification definitions are in accordance with the 2011 Iowa Statewide Urban Design and Specifications (SUDAS). The four major functional classifications for urbanized areas are arterial streets, collector, streets, local streets and private streets. These street classifications are consistent with American Association of State Highway & Transportation Officials (AASHTO).

#### **ARTERIAL STREETS**

1. Major/Principal Arterial - The major/principal arterials serves major centers of activity in urbanized areas and carries a high proportion of total urban travel on a minimum of miles.

2. Minor Arterial - The non-primary arterial connects with and augments the principal arterial system. It accumulates trips of moderate length at somewhat lower level of through movement versus principal arterials.

**COLLECTOR STREETS**

1. Major Collector – Provides movement of traffic between arterial routes and minor collectors and, at moderately lower speeds, collects traffic from local streets and residential and commercial areas.
2. Minor Collector - Provides movement of traffic between major collector routes and local streets as well as providing access to abutting property at moderate low speeds. Consideration for through movements and direct land access is normally equal.

**LOCAL STREETS**

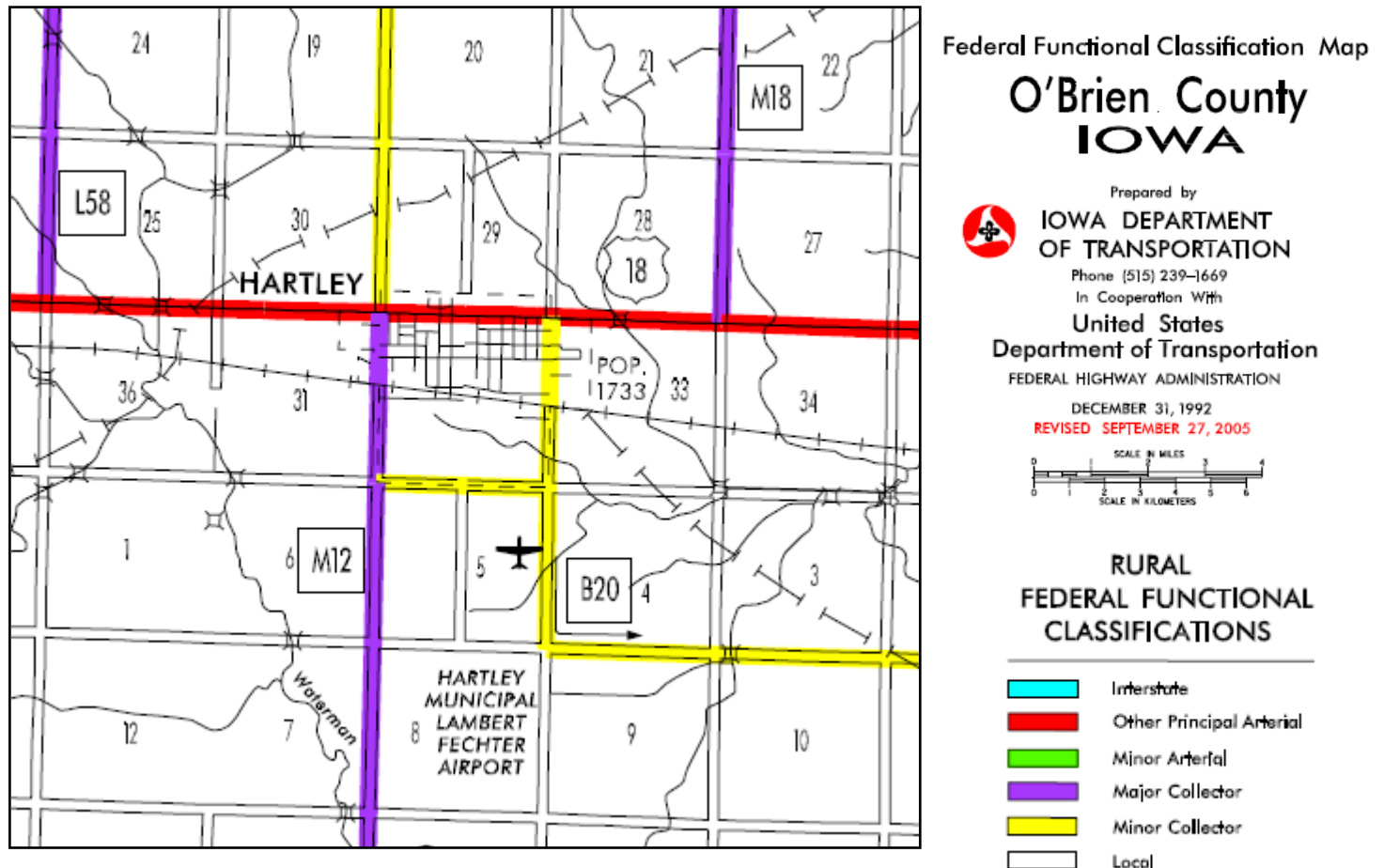
Local streets provides for the movement of traffic between collectors and residential and commercial areas.

**PRIVATE STREETS**

Certain jurisdictions allow private streets in specific situations. Private streets are similar to the local streets but generally are located on dead-end roads, short loop streets, or frontage roads.

**FEDERAL FUNCTIONAL CLASSIFICATION OF ROADS**

Figure 23 – Federal Functional Classification Map



The map shown on the previous page shows those routes in Hartley and O’Brien County which are classified accordingly to the Federal Functional Classification system. The highest traffic route through Hartley is Highway 18, which is classified by the Iowa DOT as a principal arterial route. County Highway M12 or 8<sup>th</sup> Avenue West is classified as a major collector route and both 8<sup>th</sup> Avenue East and 330<sup>th</sup> Street in Hartley are classified as minor collector routes. All other city streets in Hartley are considered local streets per this classification system. As show on the above map, other major collector routes in close proximity to Hartley include County Highways M18 and L58.

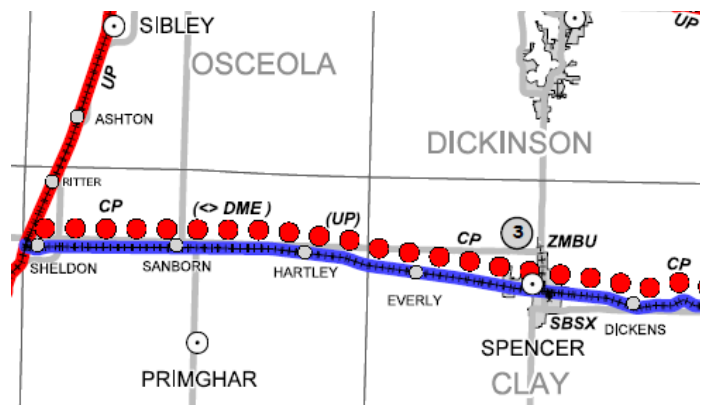
**HARTLEY STREET IMPROVEMENT PLAN**

Currently, the City of Hartley does not have or utilize a capital improvement or street improvement plan for purposes of identifying, planning and budgeting for necessary street and other infrastructure repairs. The Hartley City Council allows for a modest annual appropriation for the public works staff to identify and make needed repairs those streets in the worst condition. With that said, instead of taking a year by year band-aid approach to making repairs on an as-needed bases, the implementation of a capital improvement and street improvement plan will allow the city leaders to plan, organization and most importantly budget over a continuous 5 year cycle for needed street and infrastructure repairs, street replacements and even new streets in developing areas.

**RAILROAD SERVICES**

The Dakota, Minnesota, and Eastern Railroad Company, or DME, is the owner of the rail line that transverses the community of Hartley and following the Highway 18 corridor across northern Iowa. Although DME Company owns the line, there is also a trackage rights agreed to with the UP or Union Pacific Railroad Company. The Cooperative Elevator Association site and Valero Ethanol Plant in Hartley are two of the primary sources near Hartley utilizing rail service on the DME and UP rail line for shipment of agricultural commodities. There is no piggyback ramp available locally.

Figure 24 - IDOT Rail Service Map of O’Brien and adjoining counties



**AIRPORT SERVICES**

According to the website, www.AirNav.com, there is no information or data to indicate any public or private airports currently operating within or near the City of Hartley. In years past, the City of Hartley did have and maintain its own municipal airport. The Lambert Fechter Municipal Airport was located approximately ½ mile south of the southern city limits adjacent to County Highway B20 or 8<sup>th</sup> Avenue East. The Hartley municipal airport was opened in 1946 and consisted of just one asphalt paved runway 90 feet wide by 2,500 feet in length. By 2008, the airport had fallen into a state of disrepair and eventually the airport was closed by the city. In recent years, the runway has been removed and the land reclaimed into tillable farmland.

Currently, the closest operating airport available to the residents and businesses of Hartley is the Northwest Iowa Regional Airport in Spencer, Iowa located approximately 18 miles to the east.

**PUBLIC TRANSIT SERVICES**

The Regional Transit Authority (RTA) dba *RIDES* is a private non-profit organization offering public transportation to a nine (9) county northwest Iowa region, including O'Brien County. *RIDES* is the local transit provider for the City of Hartley and O'Brien County. The operations of *RIDES* are governed by a 15 member policy board. Regional transit services are provided for elderly, handicapped and HeadStart programs in the region. Transit services to congregate meal sites, demand response routes, medical transportation services, and special trips constitute the majority of services provided in Hartley. *RIDES* provide service to the residents of Hartley on a demand response on-call basis or for special trips. Currently there is no fixed route service or planned stops in Hartley on a regular basis. Those interested in utilizing the services of or contacting *RIDES* for a ride in or from Hartley can contact the Regional Transit Authority at 1-800-358-5037.

## CHAPTER 11. INFRASTRUCTURE & UTILITIES

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### HARTLEY MUNICIPAL UTILITIES

The Hartley Municipal Utilities operates under the supervision of the City Public Works Director. The City of Hartley owns and operates its own electric, natural gas, cable, water and sewer utilities. One of the primary reasons why Hartley Municipal Utilities exist today is because the residents of Hartley want local control of their city utilities. Specifically, reasons for providing and maintaining a local utility service may range from low user rates to keeping utility revenues in the community instead of supporting the large utility providers. The Hartley Municipal Utilities, along with the public works director are



located at and operate from City Hall at 11 S. Central Avenue.

### HARTLEY UTILITIES

Those utility companies currently serving the residents and businesses of Hartley include:

- City of Hartley provides broadband capabilities through the city owned fiber optic network, along with several other municipal owned and operated municipal services. Specifically, those city services provided to the residents and businesses of Hartley, Iowa include sanitary sewer and storm sewer, electric, natural gas utilities, water, solid waste (garbage collection), telephone, cable television, and internet service.
- Cooperative Energy Company provides propane services and has an office in rural Hartley.
- Windstream provides the telephone and telecommunications options for the community.
- I-Wireless provides cellular and telecommunications services with a local office provided through P&S Electric and City Hall on Central Avenue.
- The Community Agency (a.k.a. TCA) provides internet and telecommunications services to Hartley. TCA is headquartered in Sanborn, Iowa.

A further detailed breakdown of the city's basic, yet essential community utilities is shown in the following tables.

#### Water Service

In 2008, the City of Hartley was awarded a \$500,000 federal Community Development Block Grant (CDBG) and a \$1,040,000 forgivable State Revolving Loan (SRF) through ARRA (the American Recovery and Reinvestment Act) stimulus funding. These grant dollars greatly assisted with the completion of a nearly \$3.5 million new water treatment plant for the community. After years of suffering through poor water quality with high mineral content, the city's new water treatment plant operates on a reverse osmosis water treatment system for the entire community through a nanofiltration process. Specifically, this capital improvement project consisted of a new water treatment plant with a capacity to produce 440,000 gallons per day at approximately 460 gallons per minute. Additional components of the project included the installation of an emergency backup generator, upgrades to the city's wells, installation of an

aeration tower to minimize the impacts of hydrogen sulfide, and to abandon the existing iron and manganese aeration and sand filter equipment and convert the existing detention basin into a clear well tank. Upon completion of the new water treatment plant in 2010, comments from residents and businesses are overwhelmingly positive regarding improvements to the city's drinking water. The City of Hartley supplies water from natural shallow wells with an elevated storage capacity of 440,000 gallons with 100,000 gallons in ground storage.

Name:	Hartley Municipal Water		
Location:	Hartley, Iowa ( O'Brien)		
Well Avg Depth (ft):	600	Peak Demand (mgd):	25.0000
Treated:	Yes	Cost/1000 Gal:	\$4.80
Rated Capacity (mgd):	45.0000	Storage Capacity (gal):	600,000
Temp Range (F):	49	Major Source:	2 deep wells
Avg Capacity (mgd):	13.0000	Hardness (ppm):	7-10
Connection Fee:	Yes		
Phone:	712.928.2240	Web Address:	<a href="http://www.hartleyiowa.com">http://www.hartleyiowa.com</a>

**Wastewater (Sanitary Sewer)**

In 2003, the city was awarded a \$500,000 federal Community Development Block Grant (CDBG) to assist with the completion of a \$2 million upgrade to the city's wastewater treatment plant. The city completed the wastewater treatment plant upgrades in the spring of 2005. The wastewater system consists of two oxidation ditches and aerobic digester. The original plant was constructed in 1987.

Name:	City of Hartley		
Location:	Hartley, Iowa ( O'Brien)		
Ownership Type:	Municipal	Average Daily Demand (mgd):	25.0000
Rated Capacity (mgd):	0.9000	Peak Demand (mgd):	0.7000
Cost/1000 Gal:	\$3.53	Connection Fee:	Yes
Phone:	712.928.2240	Web Address:	<a href="http://www.hartleyiowa.com">http://www.hartleyiowa.com</a>

**Electric**

The electric utility (Hartley Municipal Electric) purchases its electricity from the Western Area Power Association (WAPA) and the Missouri River Energy Services (MRES). The distribution system has seen several upgrades in recent years and is in good condition to meet the existing needs of the clientele served. Electrical rates are charged accordingly for residential, commercial single or three phase, or large commercial service. Please contact the City of Hartley for specific electrical rates and charges.



Photo of a Hartley Utility Employee and Utility Truck



Name:	Hartley Municipal Electric		
Location:	Hartley, Iowa ( O'Brien)		
Ownership Type:	Municipal	Regulated:	No
Peak Demand (kW):	4,000	Generation Capacity (MW):	0
Customers Served (Local):	915		

**Natural Gas**

The natural gas utility (City of Hartley) purchases its gas from Clayton Energy Corporation. It also has its own distribution system with 8 and 60 psi main line pressures. Natural gas rates are charged accordingly for residential, commercial and interruptible services. Please contact the City of Hartley for specific natural gas rates and charges.

Name:	Hartley Municipal Gas		
Location:	Hartley, Iowa( O'Brien)		
Customers Served(Local):	730	Customers Served (State):	730
Customers Served (System):	730	Ownership Type:	Municipal
Pipeline Source:	Northern Natural Gas	Gas Transportation Available	Yes

**Telecommunications**

The Community Agency (TCA) is a joint venture between the cities of Hartley, Primghar, Paullina and Sanborn to offer the residents and businesses of these four communities a municipal choice in state-of-the-art telecommunications services. TCA provides municipally owned cable television, high speed internet and telephone services.

Name:	The Community Agency (TCA)		
Location:	Hartley & O'Brien Co.	POP Location:	Sanborn
Service Type:	telephone, high-speed internet, T1, T3 voice and data tran.	DSL:	Yes
Customers Served (State):	2,000	Customers Served (System):	2,000
Name:	Windstream		
Location:	Iowa	POP Location:	Hartley
Service Type:	telephone, dialup and DSL	DSL:	Yes

## CHAPTER 12. CITY CHARACTER & PUBLIC SERVICES

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### ZONING & SUBDIVISION REVIEW

The City of Hartley is zoned; and it does enforce subdivision regulations for the platting of land. The community's zoning regulations, established by legislation, specific zoning districts within the city in which certain land uses are permitted by right or special exception and of which allowed uses will be subject to site development regulations such as yard setbacks, maximum height of buildings, and minimum lot area and lot width requirements.

The City of Hartley does enforce the use of minimal and basic local building codes from the Hartley City municipal Code or Ordinances and specifically the Hartley Zoning and Subdivision regulations ordinances. The city also enforces the use of building or zoning permits, of which are intended for zoning compliance and documentation of building projects and building valuations. There is nothing contained within the comprehensive land use plan that will impede upon the continued enforcement of the city's local building codes. Likewise, after a brief initial review, there appears to be no conflict with the city's building codes that would impede the successful implementation of the city's comprehensive land use plan, goals and objectives and future land use map. Hartley's code enforcement and administrative review processes are performed by the city's Zoning Enforcement Officer with assistance from the City Administrator, if necessary.

### FIRE PROTECTION & FIRST RESPONDER SERVICES

The City of Hartley is served and protected by the Hartley community volunteer fire department. The city has one (1) fire station in operation with a Fire Chief, Chief Assistant, two Assistance Chiefs, a Secretary/Treasurer and twenty-three (23) volunteer fire fighters. Their training levels are as follows:

- 23 volunteer fire fighters trained at the HazMat Awareness/Operations level.
- 23 volunteer fire fighters trained at the Fire Fighter One level.
- 18 volunteer fire fighters trained at the Fire Fighter Two level.
- 23 volunteer fire fighters trained at the Incident Command level.
- 2 volunteer Emergency Rescue Technicians (ERT)
- 0 volunteer Emergency Medical Technician (EMTB)

Photo of firefighters in action



**Hartley Fire Department Mission Statement:** *To respond in a safe manner to all reported emergencies in the community of Hartley, rural fire district and surrounding communities, to help the citizens deal with natural and manmade emergencies, and with the resources available and with the utmost regard for the safety of the members of the department, work to the best of its abilities to limit the loss of life, the environment, and property.*

The City of Hartley is served by an active and trained first responders/ambulance staff, responding to needed emergency 911 calls and accident scenes. The first responders/ambulance service is located in the Hartley Fire Station. The first responder/ambulance team is comprised of thirteen (13) volunteer persons.

## LAW ENFORCEMENT

Over the past several years, the City of Hartley collaborated and shared police services with the City of Sanborn. Between the two cities, there are five full time shared officers between the two cities. However, as of early 2013, the City of Hartley decided to once again go back to having its own full time independent police force. As of February, 2013, the city will have a Police Chief and two officers.

## EMERGENCY MANAGEMENT

Emergency management services for the City of Hartley are offered through a collaboration of the Hartley volunteer fire department and the O'Brien County Emergency Management Director. The county emergency management officer is headquartered in Primghar (O'Brien County Seat), approximately 15 miles southwest of Hartley. The City of Hartley has an outdoor warning siren system in place, which is connected to O'Brien County Communications Center for activation. There is currently one (1) warning siren placed in the community. Another component of early warning awareness is storm spotter training. Currently, several volunteer firefighters are trained as storm spotters. Storm spotter training classes are held annually at the National Weather Service in Sioux Falls, South Dakota.

The Zoning Enforcement Officer is the compliance officer for building and zoning permits. The city does not have a process in place for the administration or compliance of floodplain permits. Persons living in Hartley with questions pertaining to the administration of floodplain regulations should contact the Iowa Department of Natural Resources. Regarding membership with the National Flood Insurance Program (NFIP), the city is listed as one of the 481 Iowa communities participating in the NFIP. According to the FEMA Community Status Book Report for Iowa, Hartley received its initial Flood Hazard Boundary Map (FHBM) on September 26, 1975. It does not have a Flood Insurance Rate Map (FIRM). There are no identified or reported NFIP repetitive loss properties in Hartley.

## HEALTH CARE FACILITIES

Hospitals, healthcare facilities and long term care facilities remain an important aspect of the community facilities offered within Hartley. Given the statistics presented earlier in this plan regarding the continued aging demographics and continuing out-migration of Hartley's younger residents, the provisions of healthcare and long term senior care will prove to be a valuable asset to the county's residents. Appropriate considerations should be considered and provided in support of needed healthcare and senior care in the future.

### Community Memorial Health Center

Community Memorial Health is not only one of Hartley's largest employers, but it also provides a vital service to the community in terms of supporting a growing population demographic. Community Memorial Health is a non-profit community owned skilled nursing facility. The original building was constructed in 1960 with many additions and renovations over the years. In 1992, the facility opened its long term care facility, and in 1993 an Alzheimer's unit was added. With ongoing facility improvements, the health center updated to give its residents a state-of-the-art facility with new bathing centers and 25 new private rooms. Additionally, the Community Memorial

Community Memorial Health Center  
Pledge & Promise  
*"Caring in the Spirit of Family"*

Health Center constructed a beautiful new assisted living center to accommodate those guests that desire to have care-free living with some minor assistance provided, but not yet ready or need to have long term care services provided. According to Community Memorial Health Center's website <http://communitymemorialhc.com>, in both 2008 and 2011 the facility earned the Governor's Quality Care Award. As declared by Community Memorial Health, "It is our attention to detail, caring for our residents, and out home like atmosphere that makes us a cut above the rest." Community Memorial Health Center has 65 Medicare certified beds, is a Veterans Administration (VA) certified facility, offers in-house rehabilitation services for physical, occupational and speech therapy. Community Memorial Health offers both short term and long term rehabilitation services and maintains 24 hour a day RN and LPN staff on duty.

#### Morningside Estates Senior Independent Housing

Located on the east end of the community, the Morningside Estates senior independent housing complex offers another alternative to senior care services in Hartley. This facility is an assisted living center providing senior care options to persons who want semi-independent living arrangements with some basic healthcare and living services provided as needed to the residents.

#### Medical Clinics

Although no hospital is located in Hartley, there are two (2) quality medical clinics providing basic healthcare services to the residents of Hartley. Those medical facilities located in Hartley include the Sanford Health Clinic and the Hartley Mercy Medical Clinic. According to Sanford's website, the clinic in Hartley combines a tradition of transforming health care with ensuring every community member has access to the highest quality care and services close to home. The Hartley clinic is part of the larger Sanford Health system with a satellite hospital in Sheldon and its primary medical facility located in Sioux Falls, SD. According to Mercy Hospital's website, the Hartley Mercy Medical Clinic is affiliated with the larger Mercy Health system and the satellite Baum Harmon Mercy Hospital in Primghar. The Mercy clinic is open from 8 am to 5 pm Monday through Friday and is located at 231 North Eight Avenue W.

#### **HARTLEY PUBLIC LIBRARY**

The City of Hartley boasts a wonderful and active public library utilized by the children, seniors and all book enthusiasts in the community. The Hartley Public Library is located at 91 1<sup>st</sup> Street SE, just off Central Avenue in downtown. The library is open Monday and Wednesday from 1:00 to 8:00 p.m., Tuesday, Thursday and Friday from 10:00 a.m. to 5:30 p.m. and on Saturday from 8:30 a.m. to 12:30 p.m. The Library is closed Sundays and holidays. In charge of the Hartley

Photo of the Hartley Public Library



Public Library is a five (5) member Board of Trustees, and a staff consisting of a Director, two Library Associates and a Custodian charged with overseeing the day to day activities and programs. At the Hartley Library one can check out books, books on tape, large print books, magazines, paperbacks, videos and DVDs. Additional programs and services offered by the

library include children’s programs, book club, writing groups, poetry group, wireless internet services, microfiche reader, reference books, and the Summer Library Program.

**EDUCATION**

The City of Hartley is part of the Hartley-Melvin-Sanborn Community School District (HMS). The school district has three (3) buildings, one elementary school, one middle school and the high school. Of the district’s three buildings, two are located in Hartley. The HMS Elementary School is located along 1<sup>st</sup> Street SE between 2<sup>nd</sup> and 3<sup>rd</sup> Avenues East. The HMS High school is also located in Hartley in the northwest corner of the community, north of U. S. Highway 18 (3<sup>rd</sup> Street NW) and east of 8<sup>th</sup> Avenue West. The HMS Middle School building is located in the City of Sanborn, located approximately 8 miles west of Hartley. The HMS Central Office is located within the elementary school building at 240 1<sup>st</sup> Street SE, Hartley.

Photo of H-M-S High School in Hartley

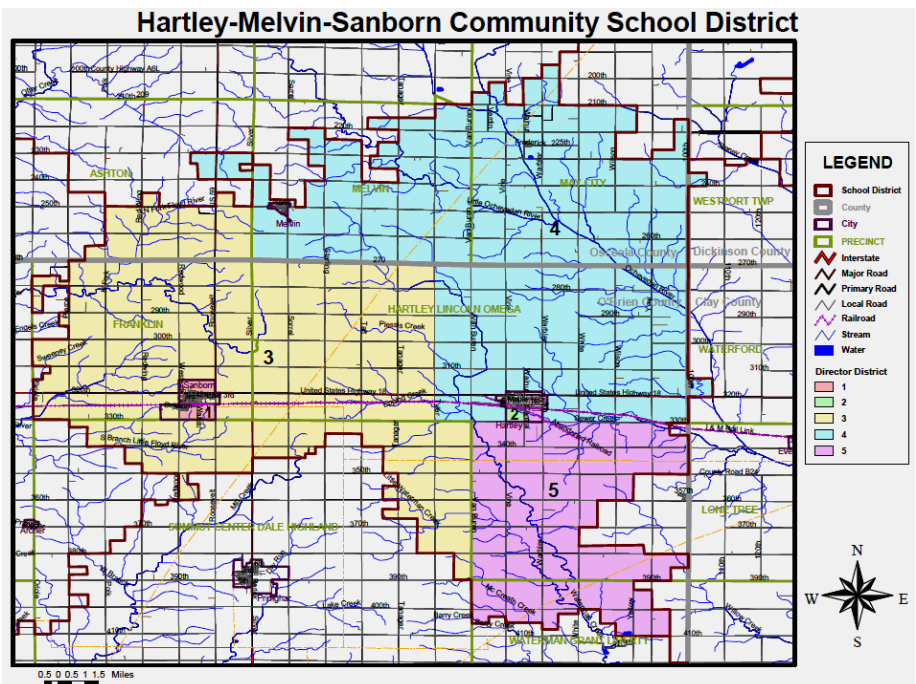


*“To nurture and prepare students to become responsible citizens equipped to meet the challenges of an ever-changing world”* is the mission statement of the HMS School District. The district provides Pre-Kindergarten through 12<sup>th</sup> grade education to a 2012-2013 enrollment of 677 students. As stated on the HMS School District website, the world of education is in a constant state of transformation. Regardless of how education changes, for public schools in Iowa there are cornerstones that remain clear and resolute for HMS students. The HMS School District follows the five focus points listed below for which the district bases decisions.

- Provide a safe school climate for students
- Provide a quality instruction for students
- Provide support for teachers in their work with students
- Provide for a positive school/ community relationship
- Provide quality facilities for students

As shown on the map to the right, the HMS School District covers a large majority of northeastern O’Brien County. The district stretches well into southeastern Osceola County as well. The City of Hartley, shown on the right side of the map, includes all of school board precinct 2, and portions of precincts 4 and 5.

Figure 25 - Map of the H-M-S Community School District

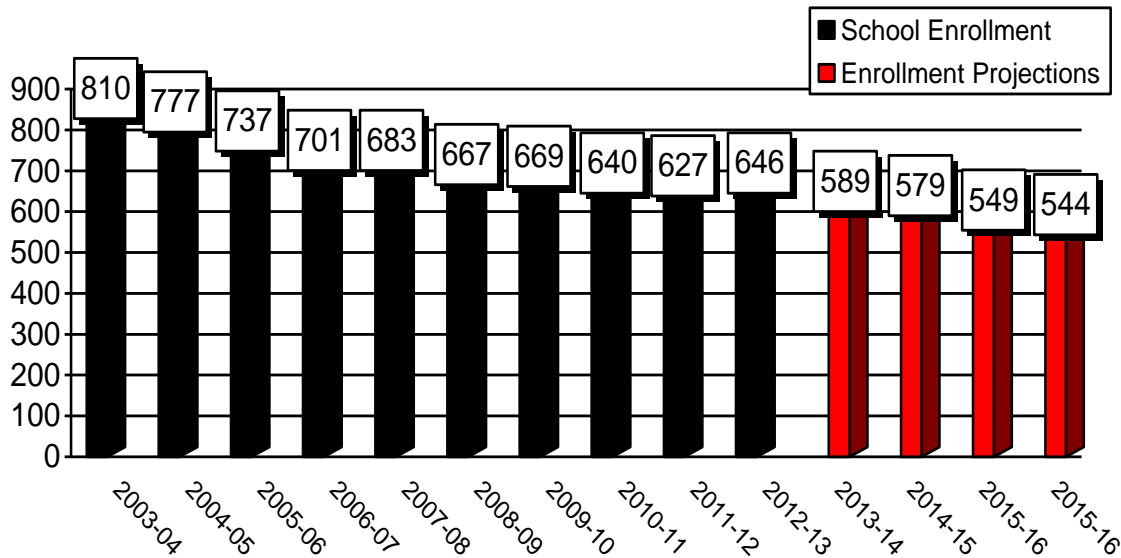


Presented below is a table and chart (on the following page) depicting a ten (10) year trend of school enrollments in the HMS Community School District. The school district enrollment has experienced continuous declines over the past decade. This statistic, although disconcerting to many, is a similar trend being experienced by many other northwest Iowa and small rural Iowa school districts of similar size or even larger. On a positive note, the downward slide appears to have slowed or steadied in recent years, with school district enrollments nearly the same or within 1-3% of previous years enrollments between 2008 and 2012. With that stated, the Iowa Department of Education makes projections of future school district enrollment. Based off population trends and a ten year history of declining school enrollment numbers in the HMS district, it appears the projected trends show continuing declines. These projections shouldn't be looked at as hard and fact numbers, rather projections based off past trends. If the school districts numbers remain relatively stable over the next couple of years, as they have since 2008-2009, then the projections should also stabilize to reflect the district's slowing of student population loss. The following information comes from the Iowa Department of Education's website at <http://educateiowa.gov/>.

Table 21 - 2003-13 Hartley School District Enrollments

<u>School Year</u>	<u>Certified Enrollment</u>	<u>School Year</u>	<u>Certified Enrollment</u>
2012-13	646 (not certified)	2007-08	683
2011-12	627	2006-07	701
2010-11	640	2005-06	737
2009-10	669	2004-05	777
2008-09	667	2003-04	810

Figure 26 - 2003-13 Hartley School District Enrollments & Projected Enrollments



Source: Iowa Department of Education, <http://educateiowa.gov/>

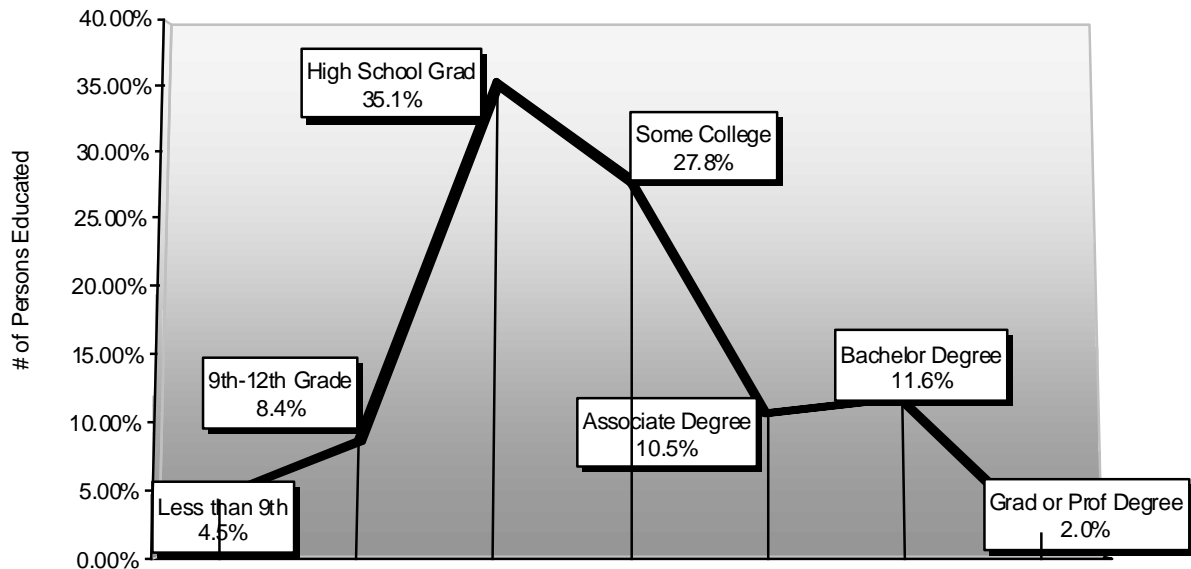
Lastly, during 2012-2013, the HMS School District has retained the services of school and facility planning consultants to work with the school district in determining the long term needs and usage of the schools existing three buildings. The report will identify the age, usage and needs of each of the existing structures and will make recommendations on the future of the districts facilities and structures. Any decision of the school district to close, remodel, alter or

construct new school facilities within the City of Hartley will have great impact upon both the existing and proposed future land use considerations of the community. School facilities and buildings often times play an integral role in pedestrian flow, residential development, traffic considerations, and many other land use related issues.

**EDUCATIONAL ATTAINMENT OF HARTLEY RESIDENTS**

According to 2007-2011 U.S. Census Bureau American Community Survey (ACS) data, of the 1,672 residents in Hartley, 1,178 are over the age of 25. In identifying the educational attainment level of Hartley residents, data sources shows 4.5 percent of the city’s residents have not obtained a high school education. The largest group of educated persons in Hartley is those who have obtained their high school education or equivalency. More than 35 percent of this demographic group or 414 Hartley residents over the age of 25 have obtained only their high school education. Collectively, more than 87 percent of Hartley residents over the age of 25 have obtained a high school degree, while 13.6 percent have earned a Bachelor’s Degree or higher.

Figure 27 - Educational Attainment of Hartley Residents, 2011



According to 2011 American Community Survey data, the poverty rate of persons that have less than a high school degree is 25.9%, whereas the poverty rate for a Hartley resident with a Bachelor’s Degree or higher education drops to only 8.8 percent. Similarly, statistics show median annual earnings for a resident of Hartley with a high school or equivalent education is \$21,994. Whereas the median earnings for a Hartley resident with a Graduate or professional degree is \$37,188 annually. When planning for future services, land uses and facilities in Hartley this information provides the community some insight into a different perspective on the type of planning and needs that should be considered based on educational attainment levels.

**HARTLEY COMMUNITY DAY CARE**

The Hartley Community Day Care (HCDC) is a community based facility, assisted by the City of Hartley, caring for children from infants through 12 years of age. The HCDC provides a safe and educational environment, in part to the fact that the daycare prides itself on being a social and

emotional based facility with a focus on education. The HCDC is managed under a board of five (5) members, a Day Care Director, and a site supervisor. The day care center and its employees strive to make each child feel safe and secure when they are welcomed into the Hartley Day Care Center. The children are divided into classrooms by age groups and each child is provided with a healthy and nutritious breakfast, morning snack, lunch and afternoon snack.

Although the Hartley Community Day Care is the largest facility in the city and is a community owned and operated daycare, it is not the only option for childcare services in Hartley. Additional childcare services are provided by the H-M-S School District Head Start program (which is income based), the Hartley United Methodist Church Preschool, and several other in-home private childcare options.

### CHURCHES & RELIGIOUS ORGANIZATIONS

According to historical accounts, early settlers who were practicing Methodists conducted the first Sunday school classes in the 1870s in a private home. Ten years later the first church was built in Hartley. Today, there are four (4) religious institutions in Hartley providing the spiritual needs, inspiration and faith to parishioners. Those religious institutions located within the city limits of Hartley serving the local residents and surrounding rural populations include:



Photo of the St. Paul's Lutheran Church

1. Hartley United Methodist Church  
361 N. 8<sup>th</sup> Avenue West
2. Saint Joseph's Catholic Church  
260 N. 4<sup>th</sup> Avenue West
3. St. Paul's Lutheran Church (LCMS)  
60 N. Central Avenue
4. Trinity United Church of Christ  
140 N. 5<sup>th</sup> Avenue East

### HARTLEY COMMUNITY CENTER



Photo of the Hartley Community Center

The City of Hartley is fortunate to have the resources and ability to have and maintain a community center the size and caliber of the Hartley Community Center, of which is usually seen in communities of larger size. The Hartley Community Center offers a large conference room that can easily seat 400 people with the ability to set the room with round or rectangular tables. Additionally, smaller meeting rooms are available to the public that can host more than 60 people. The main large room has window access to a full service kitchen stocked with China and silverware. There is also a full service bar available along with a wooden dance floor and stage for performances, a band, DJ or speakers. Whatever your needs, a wedding, birthday, shower,

business meeting, seminar, reunions, parties, or lectures; the Hartley Community Building will be able to accommodate your personal or business needs.



## CHAPTER 13. PARKS & RECREATION FACILITIES

### CITY PARKS & RECREATION USES

Fanning Fields – Fanning fields are a series of baseball diamonds constructed for use by the city’s recreational and adult league teams. This park area was established in 1971 and is located adjacent to Highway 18, Hartley’s primary thoroughfare in the community. Although primarily used for baseball, softball and other athletic sports, there is a shelter facility, picnic tables and minimal playground equipment on the park’s east side. Fanning Fields are also used for the city’s recreation league teams, including adult volleyball, men’s softball, youth baseball, youth softball, T-ball and the youth soccer league.



Photo of Fanning Fields along Highway 18

### Shinkle Park –



Photo of Shinkle Park Gazebo

This quaint neighborhood park is situated just south of Fanning Fields along 2<sup>nd</sup> Avenue East. Serving mostly residents from the northern half and eastern half of the community, Shinkle Park features a wide variety of safe and fun playground equipment for children. In addition to the playground, which was replaced by the Park Board in 1998, this park is noted for its gazebo and shelter house. The shelter house is available for social gatherings, picnics and general recreational uses.

Municipal Swimming Pool – The City of Hartley owns and operates a municipal outdoor swimming that is located on the northeast corner of Neeble Park in the southern part of Hartley. Specifically, the swimming pool is located at 361 S. Central Avenue. The swimming pool contains a small slide, but more importantly provides a source of hours of entertainment to the youth and adults in Hartley who are seeking to cool off on those hot summer days. The municipal pool employs certified lifeguards to watch over those using the facility. Swimming lessons are also taught at the municipal pool during the months of July and August. One of the items noted from the public survey completed for this comprehensive plan was the number of comments residents made regarding the need for

Photo of municipal swimming pool



enhanced or new swimming pool amenities in Hartley. In a world today when children are easily bored by the traditional swimming pool, they are as easily entertained in a multi-functioning aquatic center that features tubes, slides, water features, canals or rivers, and several pool options ranging from shallow pools dedicated for small children to zero depth entry pools and wave pools. Along those same lines, during a recent community survey, several comments were received pertaining to potential safety issues with the current location of the municipal swimming pool. The pool is located across the street from an agricultural cooperative elevator and several other businesses. Furthermore, the pool is located near the intersection of South Central Avenue and 3<sup>rd</sup> Avenue Southwest, both of which are truck routes that carry higher volumes of heavy trucks. The concern is over the proximity of heavy truck traffic in relation to the number of children that ride their bicycles and walk along the streets to go to the swimming pool during the summer months.

Photo of Neeble Park



Neeble Park – At 10 acres, this community park is the city’s largest park and is located adjacent to the municipal swimming pool at 371 S. Central Avenue in the southwestern part of Hartley. Neeble Park is site to a public campground, a wide variety of fun playground equipment and two large enclosed shelter houses ideal for hosting parties, family reunions, birthdays or other fun events. The new shelter house, which rents for \$30, includes a modern kitchen with oven, microwave, refrigerator, cabinets, countertop and sink. Tables and chairs, along with a gas grill are also included in the rental of

the facility. The older shelter house rents for \$15 with similar, but basic amenities. Two sand volleyball courts and an outdoor picnic shelter area are also included in Neeble Park as additional amenities for the public to enjoy. In recent years, the city’s Local Option Sales Tax dollars have gone to support improvements in Neeble Park including a walking/bike trail that meanders throughout the park along with a new tennis and basketball court.

Campgrounds – The City of Hartley boasts two options for camping in the community. One is a privately owned and operated campground and the other is a public campground in Neeble Park maintained by the City of Hartley. The KC Campground is located on the city’s far northeast corner with a portion of the campground being located within the city limits and part of it in the county. Currently, there are twenty (20) camping sites available with electricity, water and sewer. This privately operated, but open to the public campground can accommodate campers of any size. Conversely, the city’s municipal campground is located on the opposite end of the community in Neeble Parks, which is located in the southwest part of Hartley. The city’s public campground consists of six (6) camping sites west of the tennis courts. These sites include electrical hookups, cable tv, and wireless internet services. Campsites are available on a first come first served basis. These six sites offer a nice shaded area with a variety of smaller size lots. The city’s public campground also has four (4) additional larger campsites (35’ x 55’ in size) south of the swimming pool that offer electricity, water, cable tv, and wireless internet services.

**Meadowbrook Golf Course** – Although located outside of the city limits, Hartley’s local golf needs are met primarily through the Meadowbrook Golf and Country Club. The course is located about 3 miles south of Hartley along County Highway M12 (8<sup>th</sup> Avenue West). The greatest distinction received by Meadowbrook, is the distinction of being named the Iowa 9 hole Course of the Year in 2003. The golf course rating is 35.6 for men and 34.9 for women. Meadowbrook is a Par 37 course with total yards equaling 3,126 (gold), 3,246 (white), and 3,408 (blue). Meadowbrook is an active golf course with many tournaments, league play and open play. There are men and women’s golf leagues and a mixed best ball league. With approximately 12 tournaments in 2012, the golf course offers plenty of opportunities for persons with all skill levels. The Meadowbrook Golf and Country Club offers an affordable and enjoyable outdoor recreational experience with in close proximity to the City of Hartley.



Aerial photo of Meadowbrook Golf & Country Club

**PARK PLANNING AND RECREATION STANDARDS**

The National Parks and Recreation Association (NPRA) developed planning standards over 20 years ago. These were based on urban level models and in many cases neither recognized nor usable for small communities, particularly communities of less than 10,000 in population. NPRA standards reflected only loosely defined park types rather than actual demand for parks and recreation facilities. RPI Consulting Inc. produced a report for the State of Colorado called “Small Community Park & Recreation Planning Standards”. This report is based on an empirically sound methodology sanctioned by NPRA. For the purposes of this report, small communities are those that are roughly at, or less than, 10,000 in population. It’s important to note the standards presented in this report indicate the demand for recreation facility types specific to actual use patterns and desires of small community residents, rather than simply presenting acreages for various park categories. Calculating demand for parks facilities is an important departure from the subjective method of requiring arbitrary quantities of parks by loosely defined types (e.g. neighborhood parks vs. community parks).

The table to the right presents a land acreage requirement per 1000 residents for five recreation categories. The acreage requirement reflects both citizen demand and capacity of facility types. This table is the simplest presentation of the accumulated data. If

Facility Category	Total acres required per 1000 Residents
<b>Sports Fields</b> (soccer, multi/use, baseball/softball )	4.4
<b>Courts</b> (tennis, basketball, volleyball)	.3
<b>Outdoor Recreation</b> (skatepark, BMX ,paved & dirt trails, fishing access, river put-ins)	8.5
<b>Leisure</b> (playgrounds, picnic, general park land)	.8
<b>Other Recreational Facilities</b> (swimming pool, hockey, outdoor events venue)	1.5

a community prefers, it may simply adopt a single land dedication standard of 14 acres per 1000 residents. This standard represents the land needed to house the facilities listed above (excluding a few of the facilities not always appropriate, possible, or necessary in many towns including swimming pools and other water features). Based upon park planning standards of 14 acres of parks/recreation uses per 1,000 persons, and the city having a year 2010 population of 1,672 persons, the City of Hartley would need around 23.4 acres to meet the standard. However, the 14 acre standard can be adjusted upward or downward depending on the needs of individual communities. Currently, Hartley contains about 18.3 acres of park and recreation space. This is lower than the projected park standard of 14 acres per 1,000 residents. In fact, Hartley currently maintains approximately 10.9 acres per 1,000 residents.

The breakdown of acreages for Hartley’s city parks are:

Fanning Fields	4.2 acres
Shinkle Park	0.9 acres
Neeble Park, campground & swimming pool	10.4 acres
KC Campground (within city limits)	<u>2.8 acres</u>
	18.3 acres of existing parks

If one removes the campgrounds and ball fields and look at just the actual park space in acreage is closer to 11.3 acres or only 6.8 acres of park space per 1,000 residents of Hartley. This is less than half of the national standards of 14 acres per 1,000 residents. Currently, Hartley is approximately 5.1 acres of land short of the national park planning standard for parks space in small cities. On the city’s future land use map and future parks plan, the maps show a proposal for future parks and recreation uses in Hartley. These areas consist of:

Proposed east side neighborhood park	1.5 acres
Proposed expansion of Neeble Park & campground	5.3 acres
Proposed community park/natural resource area	<u>17.3 acres</u>
	24.1 acres of proposed parks

With the addition of more than 24 acres of new park lands in Hartley, this would bring the city’s total up to 42.4 acres of parks and recreation uses, therefore meeting and surpassing the recommended standards.

Park planning and dedication standards can serve as a target number for future city parks and is appropriate for adoption by local governments as a dedication standard for all new development. As land costs become increasingly expensive, acquisition of parklands can become challenging, requiring not only that local governments have plans in place to keep up with new demands, but also that jurisdictions have funding mechanisms precisely related to desired service levels. A park planning standard is simply a ratio expressing the quantity of parks and recreation facilities compared to population. The planning standards established in the “Small Community Park & Recreation Planning Standards” report by RPI Consulting Inc. are based on actual measured small community citizen demand for various recreation facilities. That is, how much use are softball fields and skate parks receiving and how many of these facilities does Hartley need to meet citizen demand? The standards presented on the following page reflect actual citizen demand for park features, which in turn allows prioritization of resources and confidence in the land dedication standards. Parks and recreation standards for small communities are established through the following method.

- 1) What is the citizen demand for various parks and recreation resources? How much or how often are small community residents using softball fields, bike trails, playgrounds, etc?
- 2) What is the capacity for various recreation resources? How many citizens can a softball field or playground accommodate? If there is demand for softball fields, how many will our community need to meet that demand?
- 3) Given demand and capacity for certain facilities, how much land will be needed to accommodate those facilities? This is typically expressed in acreage per capita, or more specifically acreage per 1000 residents.

Once demand for parks facilities has been established the next logical question is: how many people can that facility accommodate? Whether a park bench or a baseball field the capacity numbers reflect the total number of participants and activities that a facility can accommodate in a given period of time. The methodology for obtaining capacity information requires a multi-step approach including key-informant interviews, case studies, and consulting with nationally recognized parks planning professionals.

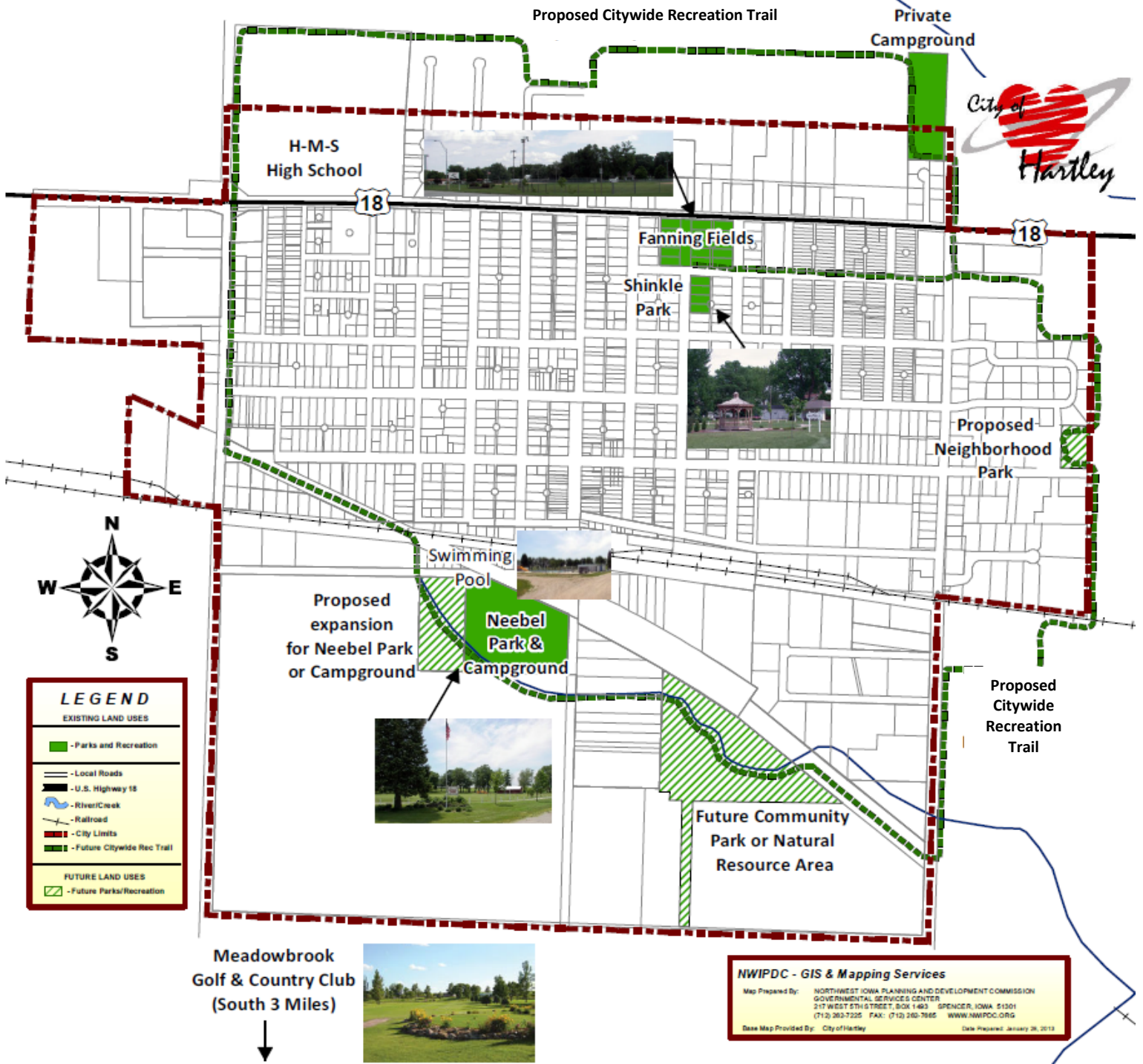
Table 22 - Parks and Recreation Planning Standards

Facility Category	Parks System Facility Types	Number of Facilities Needed per 1000 Residents (demand)	Acres required to accommodate 1 facility	Total acres required per 1000 Residents (park land standard)
Sports Fields	Soccer/Multi-Use Field	0.95	2.21	2.10
	Ball Field (Baseball/Softball)	0.61	3.77	2.30
Courts	Tennis Court	0.97	0.17	0.17
	Basketball Court	0.91	0.16	0.15
	Volleyball Court	0.13	0.10	0.01
Outdoor Recreation	Small Skatepark (7000 sq. ft. footprint)	0.16	0.18	0.03
	Full-Sized Skatepark (17,000+ sq. ft. footprint)	0.06	0.50	0.03
	BMX Track (Standard ABA Certified)	0.16	3.12	0.50
	Paved Multi-Use Trail (per mile)	1.04	2.43	2.53
	Dirty/Gravel Multi-Use Trail (per mile)	2.33	1.83	4.25
	Fishing Accessible Shoreline (per mile)	0.32	3.64	1.16
	River Put-In/Take-Out with Boat Ramp (per acre)	0.07	1.00	0.07
Leisure	Playground (per 3200 sq. ft. of fully developed area)	0.16	0.14	0.02
	Family Picnic Area	6.25	0.01	0.08
	Group Picnic Area (with shelter)	0.36	2.06	0.74
	Park Bench	7.69	0.00	0.00
Other Recreational Facilities	Swimming Pool (outdoor)	0.12	0.34	0.04
	Ice Hockey Rink (full-sized, refrigerated, covered)	0.7	0.90	0.09
	Outdoor Events Venue (per acre)	0.42	3.19	1.34

Open space is considered separate from parks and recreation facilities due to diversity of needs, uses, forms, and understanding of this concept. Open space is defined as land largely free of residential, commercial, and industrial development that can provide wildlife habitat, access to recreation, scenic views, passive recreation, compatible parks and recreation facilities. Open space is not considered part of the demand/capacity standards because open space serves purposes beyond accommodating recreational needs, and in many cases is a component of community planning with values that lay outside of typical parks and recreation demands.

**HARTLEY EXISTING & FUTURE PARKS PLAN**

Figure 28 -



## O'BRIEN COUNTY PARKS & RECREATION USES

Dog Creek Park – is a beautiful county park located 2 miles southeast of Sutherland in southeastern O'Brien County and near the Glacial Trail Scenic Byway. There is a small lake with 18 camping sites on the north and 11 camp sites on the south. Two camping cabins are available for public to rent. Amenities of Dog Creek Park include a swimming beach, hiking trails, fishing, modern restroom and shower facilities, electricity and sewer at the campground and a dump site.

Douma Park – is a great park situated 2 miles west and ½ mile south of Sanborn, approximately 10 miles west of Hartley. Douma Park contains 12 modern camping sites with electricity and water, a small beach, and fishing amenities.

Mill Creek Park – is one of the highlights of O'Brien County offering many amenities for the entire family year around. Previously a state park in Iowa, the O'Brien County Conservation Board took over ownership of the park in late 2011. What began as a place for free tent parking in 1940 has evolved into a full service camping and recreational park that now accommodates 48 camping sites with 20/30/50 amp electric service, dump site, water, internet and cable connections. There are also 4 full service camping cabins. Mill Creek Park has a lodge, concession stand, public swimming beach and modern restroom and shower facilities. Activities within the park include swimming, an accessible fishing pier, bird watching, hiking, biking and many other activities. Mill Creek Park is located just east of the City of Paullina, or approximately 24 miles southwest of Hartley.



Swimming beach at Mill Creek Park

Tjossem Park – If you are looking for a nice place to pull over and rest, Tjossem Park is a great little park located just over Highway 59 south of Primghar. The park has 6 camping sites available with electric and water service along with a hiking/bike trail connected to the City of Primghar.

Prairie Heritage Center – is the headquarters of the O'Brien County Conservation Board. The Heritage Center is an educational center including many activities for all ages, historical sites, public lands, canoe access to the Little Sioux River, live buffalo viewing and more. The O'Brien County Prairie Heritage Center is located just off the Glacial Trail Scenic Byway on Highway 10 in southeastern O'Brien County.

## STATE PARKS

There are no state parks within or in close proximity to the City of Hartley. With that stated, there are several Iowa State Parks within a short driving distance that make great places to escape for a day trip, picnics, hiking, fishing, bird watching or any other number of exciting outdoor adventures.

### **O'BRIEN COUNTY CONSERVATION BOARD**

The Conservation Board is headquartered in the O'Brien County Prairie Heritage Center at 4931 Yellow Avenue near the town of Sutherland. The Prairie Heritage Center is located 18 miles south of Hartley in southeast corner of O'Brien County. The Prairie Heritage Center is situated upon public ground adjacent to nearly 1,800 acres of additional public IDNR owned prairie lands. The purpose of the O'Brien County Prairie Heritage Center is to provide environmental education and to preserve and protect the prairie heritage as it relates to the prairie and ecology of the northwest Iowa region.



Class on a field trip to the Prairie Heritage Center in O'Brien County

The O'Brien County Conservation Board was formed by the county in 1964 and its members are appointed by the county Board of Supervisors. The Conservation Board and staff are granted the responsibility to implement the natural resource and recreation policies of O'Brien County through enhancing and protecting the county's natural resources, providing outdoor recreation and environmental education. With the need and desire for environmental education on the rise, the County Conservation Board aims to educate the public, develop environmental programs, and promote the natural resources of the county.

### **STATE OF IOWA PROJECTED RECREATION TRENDS**

In 2006, the most recent statewide comprehensive outdoor recreation plan or SCORP was developed and resulted in the "Outdoor Recreation in Iowa" plan. When planning for future outdoor recreation it becomes necessary to identify issues and priorities facing recreation activities. The Department of Natural Resources was granted the task of bringing together many diverse persons with a strong interest in outdoor recreation, representing varying interests. One of the primary components to the outdoor recreation plan is to explore and examine recreation trends across the state and comparisons to national trends. In order to accomplish this examination of current trends in recreational usage and desires, the Iowa Department of Natural Resources distributed 1,000 surveys to residents of Iowa. Based on the recreation survey, the top four recreational activities of Iowans are 1) family-oriented activities (picnicking, outdoor family gatherings), 2) driving for pleasure, 3) observing, feeding or photographing wildlife, and 4) using trails for physical fitness

Survey results from Iowa Statewide Comprehensive Outdoor Recreation Plan

#### ***Most Popular Wildlife Related Activities in Iowa***

- Observing, Feeding, Photographing wildlife near home (44%)
- Hiking (32%)
- Fishing from the Shore (27%)
- Lake Fishing (26%)
- Observing, Feeding, Photographing wildlife on a trip (24%)

#### ***Most Popular Motorized Activities in Iowa***

- Driving for Pleasure (55%)
- Motorboating (14%)
- ATVing (13%)



### ***Most Popular Water Related Activities in Iowa***

- Fishing from Shore (27%)
- Lake Fishing (26%)
- Swimming in Public Outdoor Pools (26%)

Iowans hold many opinions regarding attitudes toward the environment, natural resources and green space in Iowa. Regarding the amount and types of land in Iowa, just more than 51% indicated there are too few forests in Iowa, followed by 36% of Iowans that believe there are too few open natural areas in suburban/urban environments. Finally, 35% of Iowans believe there are too few wetlands in the state. Iowans overwhelmingly disagree that Iowa's natural resource areas, open spaces and agricultural lands should be developed, especially if such development results in an adverse impact on natural areas.

### **State Recreation Goals and Performance Measures**

Another major component to the Iowa State Outdoor Recreation Plan is the consideration of plan goals, performance goals and performance measures. This is different from previous planning efforts and is intended to measure success through identifying tangible and intangible outcomes. Identified below is a listing of the four goal and related performance goals.

1. *Meet local recreation needs by providing close-to home opportunities*
  - Develop e-SCORP, an on-line statewide recreational database.
  - Using a marketing approach, promote local available recreational opportunities.
  - Encourage Iowans to improve physical and mental health through outdoor recreation
  - Provide for local outdoor skills workshops and programs (families, couples, men, women, teens, and children) to help get people outdoors and active.
2. *Increase availability of outdoor recreation resources*
  - Increase outdoor associated recreation, focusing on additions to existing public lands and public lands near population centers.
  - Create conservation corridors (greenbelts) to improve water quality, recreation opportunities, and wildlife habitat.
3. *Enhance the quality of outdoor recreation resources*
  - Provide assistance to local communities and governments to improve the quality and revitalize the recreational use of priority water bodies.
  - Plan, develop, and maintain natural resources through an ecosystem based approach to protect the endemic flora and fauna and provide a quality recreational experience.
  - Enhance public health and safety and protect environments through upgrading or developing new horizontal infrastructure facilities to meet current environmental standards as well as today's recreational demand.
  - Enhance recreational opportunities through upgrading or constructing new vertical infrastructure facilities to respond to current recreational demands.
4. *Encourage state, county, city, and private sector planning to meet Iowans needs for recreation*
  - Develop toolboxes for state, city, and county leaders for plan development.

## CHAPTER 14. PLAN GOALS & LAND USE POLICIES

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Development of a comprehensive plan involves cooperation between diverse public and private interests and various levels of government that requires both to function with similar land use and development concepts in mind. This plan will establish the framework from which all interests can be effectively addressed. It is absolutely essential that involved parties understand each other's roles and responsibilities. Planning is theoretical in nature. There are many different theories advocated, but the general process remains much the same.

This chapter contains a theoretical framework upon which future land use decisions for Hartley should be based. The goals and objectives were developed with the assistance of the Hartley Planning and Zoning Commission and city staff. These goals, objectives and policy recommendations delineate a specific course of action used to meet part of an objective. Additional chapters in this plan provide an overview of existing conditions in the community that provide the background data from which these goals and land use policies are supported.

There are several items the Hartley City Council and Planning Commission need to remember in order to make this a successful planning document. First, all participants must realize there is a commitment and effort required to make the planning process successful. The commitment of the Planning & Zoning Commission to work with city and county officials and community leaders to guide the implementation of this plan and other development issues is essential. This plan is not a "quick fix" to the community and economic development challenges the community may face; however this plan can serve as a guide to future development opportunities. A comprehensive land use plan needs to be modified and updated over time in order to maintain current plan and control ordinances.

### OVERALL GOALS OF THE COMPREHENSIVE PLAN

The City of Hartley's planning program is based on the overall goal of:

**Hartley Overall Land Use Goal:  
Creating a healthy, attractive and pleasant living  
environment within the community.**

This goal should be the most significant element underlying the comprehensive development plan. Additional land use goals and general development goals will guide the comprehensive planning process.

- **Achieve a balance between the population and the space available for living and working.**
- **Preserve the separate character of urban and rural development areas.**
- **Establish a pattern of land uses that will maximize the health and safety of residents.**
- **Develop a transportation system that will provide for the safe, convenient and economical movement of people and good in and out of the city.**
- **Recognize the economic development potential of the City of Hartley.**
- **Maintain Hartley as a cohesive community and the focal point of the surrounding area.**

Any additional land use objectives and the policy recommendations formulated in this plan are intended to achieve the overall goals stated above. Additional land use objectives are proposed for those areas of the comprehensive plan background study. These include objectives in the areas of economic development, community facilities and utilities, housing, transportation, land use and recreation.

## **LAND USE TERMINOLOGY**

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According to “*The New Illustrated Book of Development Definitions*” a Comprehensive Plan or Master Plan is defined as, “***A long range plan intended to guide the growth and development of a community or region that typically includes an inventory and analytic sections leading to recommendations for the community’s future economic development, housing, recreation and open space, transportation, community facilities, and land use, all related to the goals and objectives for these elements.***”

*Vacant/No Land Use* - Land having no impact, improvements, or any obvious current land use. This may include abandoned buildings or structures, or properties or land that is currently not utilized for any productive purpose.

*Agricultural Land Use* - Land that is being used for crop production, the raising and/or production of livestock, and/or other agricultural-based commodities.

*Single Family - Residential Land Use* - Structures occupied for dwelling purposes by a single-family or two families living in separate dwelling units under a common roof.

*Multi-Family Residential Land Use* - Structures occupied for dwelling purposes by three (3) or more families or containing three (3) or more dwelling units.

*Commercial Land Use* - Structures and/or land used primarily for retail trade and service such as retail, grocery, entertainment, food service, and other related businesses providing for the sale of goods, products, and services; but excluding wholesale trade and manufacturing businesses.

*Public/Civic Land Use* - Structures and/or land available for use by the general public for non-commercial purposes such as schools, churches, cemeteries, fraternal or social clubs, and all government buildings.

*Industrial Land Use* - Those uses of economic activity including forestry, fishing, mining, manufacturing, extraction of raw materials, transportation services, communications, and utilities.

*Parks and Recreation Land Use* - Public and/or private areas devoted to active or passive recreation activities for use by the general public. This includes city, county and state parks, playgrounds, trails, and similar uses.

*Annexation* - The incorporation of land into an existing community with a resulting change in the boundaries of that community.

*Growth Management* - The pacing of the rate or controlling of the location of development via law enactment to manage a community's growth.

*Existing Land Use* - The current use of a lot or structure at the time of the comprehensive plan study.

*Future Land Use* - The proposed or intended use of properties or areas of land as depicted in the city's comprehensive land use plan and maps.

Often times, similar definitions are used within the city's zoning ordinance. Zoning definitions should not be confused with the categories listed herein. Land use classifications are more general in nature and probable uses of the land are derived only from the appearance of a given land use or property. These categories are meant only to aid in studying the composition of the city's current and proposed land use development patterns.

## **GENERAL LAND USE DEVELOPMENT OBJECTIVES**

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General development goals guide the comprehensive planning process and summarized as follows:

1. **Physical Setting:** The City of Hartley is a rural urbanized community in O'Brien County. Agricultural land abuts the city's corporate limits on all sides. Land use considerations should be based upon what is best for the city, but future developments should be scrutinized for potential effects it may have upon the physical setting and natural resources in the area.
2. **Agricultural Lands:** Agricultural activities such as the raising or confinement of livestock and farm animals within the city shall be prohibited. Row crops such as beans, corn and hay will be permitted on land suitable for such activities. The emphasis is for agricultural land within the city to be developed.
3. **City Development:** Overall development of the city must not become stagnant. At very minimum existing businesses, industry and housing should be maintained and encouraged to expand. One primary objective for city development involves focus on increasing the city's existing tax base through the promotion of new opportunities.
4. **Residential Development:** Adequate space for future residential development must be maintained if the city is going to grow in the future. A variety of residents requires a variety of living environments; thus, varying situations must be expected. Housing growth should be controlled through land use management and zoning measures to ensure poorly scattered development or poor construction techniques do not occur.
5. **Commercial Development:** A community's residents demand a variety of goods and services through retail and service establishments. Continued growth of commercial development is essential to the economic well being of Hartley. Future corridor development should be encouraged along the Highway 18 corridor. Commercial businesses should be located adjacent to major arterials (Highway 18) and within the downtown central business district where they are readily available to the public. In addition to commercial corridor development, it is important and vital for the community to reinvigorate, revitalize and promote the city's downtown commercial district. Commercial activity of a "home occupation" nature should be allowed in both the agricultural and residential zoning districts as long as given conditions are met by the home occupation.
6. **Industrial Development:** The economic base of a city is strengthened and expanded by the industries that support it. Expansion of industrial land uses should occur within the existing

corporate limits or in planned industrial parks where necessary services and utilities can be provided with minimum expense and maximum efficiency. Hazardous industrial uses should be allowed, upon careful review and consideration, to locate into agricultural zoned areas and then receive zoning protection to keep residential land uses at a safe distance.

7. **Parks & Recreation:** Recreational areas enhance the quality of life for all those who have access to them. The addition of new recreational areas should be monitored and explored to determine those affects that new tracts of public lands will have upon the local community, residents, environment, and social structure of the city.
8. **Transportation:** Improvements to transportation systems is one a vital component of necessary infrastructure to develop a sound economic base. To ensure the best use of funds, all city roads should be regularly maintained, but critical collector and arterial routes should be monitored, maintained and replaced as necessary. In order to provide transportation of people and goods in the most efficient and effective manner, an integrated system of railways, airways, and highways should be planned, developed, and maintained.
9. **Utilities:** Community facilities and municipal services greatly enhance the living environment and economic potential of the city. Because of the cost of providing such services, uses should be encouraged to locate where adequate infrastructure is present. If existing utilities are not available, private systems may be utilized subject to the approval of appropriate city officials.
10. **Government Role:** The primary goal of the governing bodies is to ensure that the best interests of the overall population are protected and advanced. The governing body must be consistent to ensure that all residents, developers and landowners are treated fairly.
11. **Land Use Mixing:** The city contains a healthy mix of existing land uses, however, minimizing the number of conflicting land uses and promoting the delineation or separation of potential conflicting land uses will promote a healthier, safer, and more prosperous community. Some degree of mixing may be acceptable and even encouraged in instances where multiple land uses are beneficial for overall development and the properties affected.
12. **Planning and Implementation:** Citizen input is one of the most vital planning assets within the community. Thus, with citizen input solicited and received, every effort should be made to implement the ideas contained in this plan.

**CURRENT LAND USE GROWTH TRENDS**

Historical growth of Hartley was developed around important land use considerations, including the surrounding agricultural uses, the local transportation network, schools, healthcare, and impact of the agricultural economy in terms of early development of the community. The core of the community developed around the intersection of two rail lines, only one of which still exists today, just about ½ mile south of U.S. Highway 18 in northeastern O’Brien County. With the onset of modern transportation and a growing need for the community to expand, Hartley began expanding outward from the city center and eventually grew quickly to the north toward highway access versus south of the railroad tracts. Eventually, the city developed two distinct commercial districts. One is the city’s traditional downtown central business district and the other is a commercial corridor developed along Highway 18. Historic residential development in Hartley began near the city center, within walking distance of commerce and government activities. However, with a growing need to accommodate more housing, the city quickly grew outward from the city center until it reached Highway 18. Eventually housing would be built north of Highway 18, but this did not catch on and newer residential developments have continued to push to the east side of the community.

The exact amount of land to be devoted to each land use in 2030 is not known and cannot be accurately estimated because of unknown variables. Rather, an estimate of land areas will be made relative to the following methodology. First the increase in projected population from 2010 to 2030 will be examined and analyzed to determine the impact on existing and future planned land uses. Secondly, additional land area or projected growth areas will be indicated on the future land use map. This is done to assure members of the Planning and Zoning Commission have direction if population projections for 2030 are underestimated or if the region’s industry changes for the better or worse within the next 15-20 years. The future land use plan is a valuable tool in which development decisions and zoning controls should be based on.

Below is table and corresponding chart identifying the number of acres occupied by each existing land use category, as well as the percentage of total land in the community within in each respective existing land use category.

Table 23 - Existing Land Use Composition of Hartley, 2012

Agricultural Land Use	258.72 acres	30.48%
Vacant/No Land Use (undeveloped land)	31.12 acres	3.67%
Single Family Residential Land Use	215.97 acres	25.44%
Multiple Family Residential Land Use	16.33 acres	1.92%
Commercial Land Use	36.56 acres	4.31%
Industrial Land Use	45.58 acres	5.37%
Civic/Public Land Use	80.87 acres	9.53%
Parks & Recreation Land Use	23.72 acres	2.79%
Transportation Land Use (street & rail right-of-ways)	<u>140.05 acres</u>	<u>16.49%</u>
	848.92 acres	100.00%
	(1.33 square miles)	

Figure 29 - Land Use Composition for Hartley, 2012

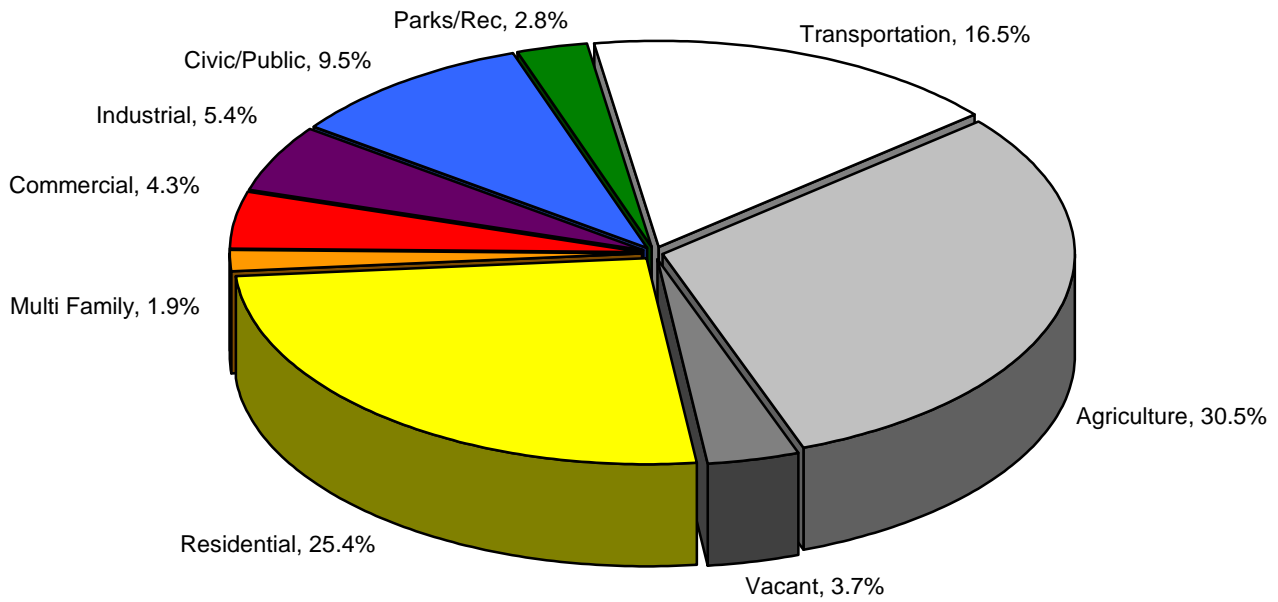
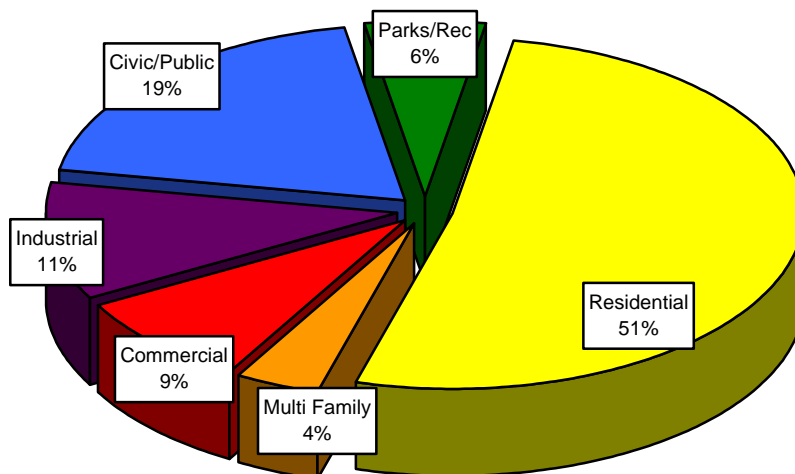


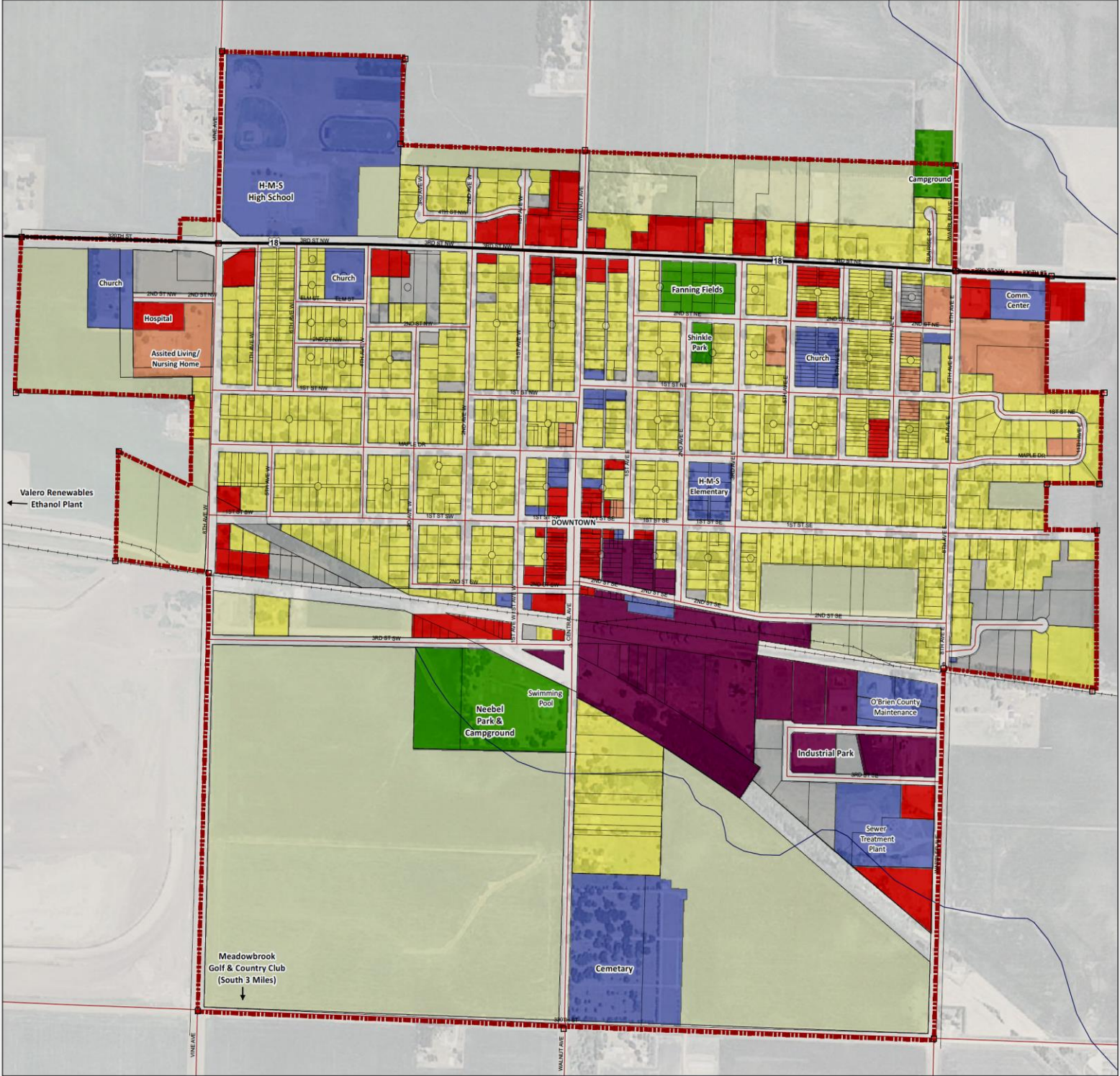
Table 24 - Land Use Composition of Developed Land

Single Family Residential	215.97 acres	51.54%
Multiple Family Residential	16.33 acres	3.90%
Commercial Land Use	36.56 acres	8.72%
Industrial Land Use	45.58 acres	10.88%
Civic/Public Land Use	80.87 acres	19.30%
Parks & Recreation Land Use	23.72 acres	5.66%
	419.03 acres	100.00%
(0.65 square miles)		

Figure 30 - Land Use Composition for Developed Property in Hartley, 2012



CITY OF HARTLEY ♦ 2012 EXISTING LAND USE MAP





## AGRICULTURE & VACANT LAND USES

Vacant land uses are those properties classified as having no current land use associated with the property. This may include a series of vacant lots in a newly platted residential subdivision that have not been built upon or vacant parcels in an industrial/commercial subdivision. Of all the land uses in Hartley, vacant properties comprise 3.7 percent of total land acreage within the city limits. New residential subdivisions and vacant lots within the city's industrial park offer the most significant number of vacant properties that have yet to be built upon.

Agricultural uses occur in Hartley where land is used to produce row crops, grazing, pasture, or farming. Of all the existing land uses in Hartley, agricultural lands comprise the largest percentage of the total land area in the community. Nearly 259 acres, accounting for more than 30% of the land within city limits, is used for agricultural purposes. Based upon developed portions of the city in relation to the city's corporate boundaries, agricultural land uses can be found along nearly all fringes of the community, except for the city's east side. By far, most of the city's agricultural land uses are located in the southern third of the community. It is expected that future development will occur on agricultural lands, especially as the city increases its needs for additional housing, commercial and recreational developments. This land should be reserved for adjacent land uses when developed in the future.

To further guide considerations of agricultural lands and development related to agricultural or vacant uses the following *agricultural/vacant land use policy recommendations* are adopted.

Objective Statement: Protect the developed land in Hartley from encroaching upon prime agricultural uses with potentially negative impacts to the surrounding environment; and promote agricultural land within the city for future development opportunities.

- Policy 1. Since agricultural soils are a non-renewable resource, encourage all development and land uses in Hartley to become "good stewards" of the land and practice environmentally friendly conservation practices.*
- Policy 2. New developments should be encouraged to be built on existing infill properties, adjacent to existing developments, or in close proximity to developed areas of Hartley, in order to avoid sprawl and unnecessary development of agricultural soils.*
- Policy 3. Seek new and innovative agricultural businesses or ag-related industries that compliment the existing land use practices occurring west of Hartley and within planned ag-industrial parks.*
- Policy 4. Encourage state and federal agencies (e.g. IDNR, EPA, etc.) to enforce regulatory cleanup of spills from animal, agricultural or related waste products into waterways or environmentally sensitive areas.*

## POPULATION TRENDS AND RESIDENTIAL LAND USES

Residential land uses are those which are intended or used primarily for human habitation. For purposes of this plan, residential land uses have been classified separately as single family and multiple family uses. Realization of residential development by the types and areas proposed can be achieved through the use of regulatory measures such as zoning and subdivision ordinances. Zoning will delineate residential areas by type and density controls, and should reflect the

policies of the land use plan to direct development accordingly. Subdivision regulations regulate the layout of subdivisions, lot sizes, infrastructure, etc., and require all proposals to conform to the plan. Encroachment from non-residential incompatible land uses must be resisted.

Single Family residential uses constitute the second largest land use category, in terms of land acres, at 216 developed acres. As may be expected, single family dwellings were originally developed around the central business district in the core of the community, then north towards Highway 18 and eastward towards the eastern city limits. Single family residential uses account for just over 25% of the

**A single family dwelling unit is “A detached building that is arranged, designed or intended to be occupied as the primary residence of a family and having no party wall in common with an adjacent house or houses.”**

Photo of a newer residential subdivision



total land acres in Hartley. Residential properties are continuing to expand with the recent new development of a subdivision along the city’s eastern border. It should be noted that for the purposes of this plan there is no distinction made between rental properties and owned residences. The city should continue to monitor and protect single family neighborhoods from being imposed upon by incompatible land uses.

Multi-family dwellings comprise the smallest percentage of total land use at 16.3 acres or 1.9% of land in Hartley. There are several multi-family structures in the community on both the city’s eastern and western sides. It should also be noted, for the purposes of this plan, temporary multi-family dwellings such as hotels, bed & breakfasts, or any other lodging for compensation will be classified as commercial uses, although at this time there are no commercial temporary multi-family dwellings located in Hartley.

**A multi-family dwelling is “An apartment house or dwelling unit used or intended to be used or occupied as the residence of three (3) or more families or housekeeping units living independently of each other.”**

To further guide population growth and residential development the following *residential land use policy recommendations* are adopted.

Objective Statement: Provide adequately zoned, platted and developed subdivisions and lots for persons desiring to construct new housing in Hartley; and work with developers to ensure there are several housing alternatives being provided within an affordable price range.

*Policy 5. Maintain a strong and active main street, churches, hospital and other community services. This will lead to a stronger overall community.*

*Policy 6. Attract older, retired persons to Hartley.*

- Policy 7. Try to maintain the city's population of younger people and families. Encourage new housing developments in affordable price options that are attractive to younger families and individuals looking to build or live in Hartley.*
- Policy 8. Hartley should continue to increase as a percentage of O'Brien County's total population. This is especially true is the total population in the county continues to decrease.*
- Policy 9. Development and construction of quality middle priced single unit residential dwellings. Increase the housing stock through construction of new mid-priced residential dwellings, which in turn will make older housing stock within the community available to lower income families or persons.*
- Policy 10. Work effectively with potential developers to make the extension of public services and streets cost effective for the City, developer, and potential resident. Consider using tax increment financing or tax abatement incentive programs to bring down the cost of development and ultimately the pricing of new housing.*
- Policy 11. Support the recruitment and construction of a senior retirement complex (similar to Prairie View) for older Hartley residents. Dwellings vacated by seniors moving to new retirement housing may also create additional housing stock in the community for persons wishing to buy a house.*
- Policy 12. Apply for funding from the Iowa Department of Economic Development, Iowa Finance Authority, and other such agencies to assist low to moderate income home owners and renters with housing rehabilitation and improvement.*
- Policy 13. Cooperate and coordinate with the Regional Housing Authority, USDA Rural Development, Northwest Iowa Planning and Development Commission, Northwest Iowa Regional Housing Trust Fund and other private or public agencies dealing with housing in northwest Iowa.*
- Policy 14. Encourage building on vacant lots in Hartley where streets and utilities already exist if possible rather than developing new subdivisions. If infill properties are not an option, then develop areas contiguous to the corporate limits. Until needed, adjacent lands should remain in their current land uses.*
- Policy 15. Continue to monitor, review and enforce the city's existing housing nuisance abatement program and encourage all property owners in Hartley to maintain a safe, clean, sanitary and attractive environment on their property and dwelling.*

## **COMMERCIAL LAND USE**

Commercial and retail activity in Hartley is primarily concentrated in two areas of the community. The first is the downtown or central business district of Hartley. This area's boundaries are delineated by Maple Street to the North and the railroad tracts to the south along either side of Central Avenue. The central business district is the primary location for government buildings, public service businesses, professional, and many retail type businesses. The second area of commercial development is in the form of scattered highway commercial developments along U.S. Highway 18 through Hartley.

In all respects, commercial land uses should receive the same protections from incompatible land uses as one would expect for a residential district. Commercial development within the central business district should be limited to those uses that do not require large tracts or parcels of land for parking or display. On the other hand, those commercial uses classified as highway or arterial commercial, which rely upon large areas of open space or visibility to high traffic volume, should be encouraged to locate along the Highway 18 commercial corridor. Where possible, special parking and access considerations should be made in order to prevent traffic congestion and safety issues.

Photo of commercial land use in downtown Hartley



In regards to Hartley’s downtown district, efforts should be initiated to maintain and preserve the attractiveness and historic charm of the business district. The appearance of the city’s business district makes a significant lasting impression on anyone looking to either relocate or build a new business in this district. To keep the downtown district looking active and thriving, vacant lots should be properly maintained, while both empty and occupied buildings should be properly maintained. Furthermore, occupied buildings can maintain an attractive appearance with well-designed and easily visible signage. Although each business is able to have a sign, they should also be well maintained. Proper sign maintenance assures no safety hazard to pedestrian or vehicular traffic.

To further guide future commercial and retail developments, the following ***commercial land use policy recommendations*** are adopted.

Objective Statement: Attract employers able to offer positions with competitive salaries and fringe benefit packages. Encourage the attraction of employers able to provide “primary income” jobs.

*Policy 16. Attract smaller industrial and manufacturing companies that create good paying jobs within stable work environments. Also, support the retention and expansion of Hartley’s existing industrial and manufacturing business sector.*

*Policy 17. Maintain an active Hartley Economic Development Commission to facilitate economic development.*

*Policy 18. Promote the diversification of the retail businesses in Hartley, to keep Hartley residents from traveling to other cities to purchase goods and services.*

*Policy 19. To keep employment opportunities in the community sector growing.*

*Policy 20. The City, its residents, visitors and local businesses should encourage and support the development or recruitment of a short-term lodging or sleeping facility such as a small motel, bed & breakfast or lodging facility to accommodate overnight guests.*

*Policy 21. Support the efforts of the local Chamber of Commerce and other civic organizations that strive to improve the commercial/retail climate of the community.*

*Policy 22. While some neighborhood commercial establishments may be appropriate, discourage overall spot commercial development through appropriate land use zoning controls.*

*Policy 23. Support the revitalizing of downtown Hartley and provide for continuity in design and character that promotes a sense of the community. This can be accomplished through rehabilitating older buildings, promote economic stability of downtown and incorporate design standards downtown businesses. In addition, the City should consider applying for CDBG Downtown Revitalization grant funds from the Iowa Economic Development Authority to achieve the previously stated policy objectives.*

### **INDUSTRIAL LAND USES (ECONOMIC DEVELOPMENT POLICIES)**

Industrial land uses currently comprises 45.6 acres of land within the city limits. This accounts for slightly more than 5% of the total land acreage in Hartley. The land use acres dedicated to industrial and the economic benefit of the community is primarily limited to the industrial park on the city's southeastern corner, as well as the industrial cooperative elevator located to the south of downtown Hartley. Outside of the cooperative elevator property in the center of town, the City of Hartley has actively directed industrial development to the city's industrial park in an effort to bolster the city's overall economic strength, and locate industrial activities in an area that is accessible for the industries as well as beneficial to the city and its residents. The City of Hartley has been successful in achieving these goals for the industrial park, to date.



Agricultural industry uses in Hartley

Valero Ethanol Plant – Industrial use located just outside of Hartley city limits



Future industrial land uses are often times difficult to plan for due to the many factors governing location. These factors may include such aspects as available land for development, transportation access, labor force, utilities, infrastructure, etc. The continued promotion of industrial and economic development is a most important consideration for the future of Hartley since overall community growth and employment is extensively dependent upon it. The community must plan for expansion of the city's core

industrial job base and adequate space must be made available to accommodate future economic growth. The community should be open and welcoming to considerations from future industrial development, especially those tied to renewable resources, biotechnical or high tech industries.

To support local and regional economic developments, the following ***industrial land use and economic development objectives and policy recommendations*** are adopted.

Objective Statement: The city should broaden its economic base through the attraction of new industries, to promote the expansion of existing industries already present in the community. Strive to increase the number of quality jobs available to residents and the workforce in Hartley who are qualified and desire employment.

*Policy 24. Create employment opportunities that will allow the 18-25 year age group to remain working and living in Hartley.*

*Policy 25. Create a healthy economy that does not rely as heavily on agricultural related industries.*

*Policy 26. Increase the accessibility of industrial sites through the resurfacing or construction of necessary traffic arteries.*

*Policy 27. Site industrial uses in areas compatible with the use's limitations. (Locate potentially hazardous industries away from residential concentrations. Industries that have dust, noise or odors should be appropriately located within the city so as to minimize any negative impact to adjacent or surrounding uses).*

*Policy 28. Preserve industrial sites from encroachment of residential and commercial uses that are incompatible in nature.*

*Policy 29. The City should explore the potential of a new industry/business park in the southwestern or western edges of the community south of Highway 18, near the existing agricultural industries located in the vicinity.*

### **CIVIC & PUBLIC LAND USE (e.g. Government Uses and Community Facilities)**

Civic and public land uses in Hartley, including the uses associated with community facilities and services collectively comprise more than 80 acres or 19.3% of the total land acreage with the city. Public land uses include those properties such as private or public utility systems, educational, religious, cultural, medical, protective and other uses that tend to be strongly vested with public/social importance.

Civic and public land uses usually bring a relatively light intensity to neighboring properties and have the flexibility to be scattered across many zoning districts. These community facility and service sector



Hartley City Hall sign

uses are largely benign in their impact on surrounding properties; thus the scattered pattern of public or government uses is appropriate. Public or private utilities must be careful not to construct facilities or place facilities, buildings or equipment in areas of significant residential growth. Increased traffic and congestion at predictable times is often associated with uses such as churches, school, community centers or other public properties. While periodic increases in traffic are often acceptable, congestion and safety issues should be addressed in the development of future civic and public uses. Examples of public uses in Hartley include the medical clinics, H-M-S school buildings, City Hall, multiple churches, etc.

To support cultural, civic, governmental, and public land use developments, the following *civic/public and community facility land use objectives and policy recommendations* are adopted.

Objective Statement: City and community services and facilities should be provided to all citizens on a fair and equitable basis.

*Policy 30. Support continued educational opportunities for persons of all ages including support for the HMS Community School District.*

*Policy 31. Continue to update and replace when necessary public safety equipment.*

*Policy 32. Promote community fiscal responsibility and property tax control through the city's elected and appointed leadership.*

*Policy 33. Support affordable childcare alternatives in Hartley in an effort to meet the needs of a viable workforce.*

*Policy 34. Encourage the city, local civic groups, businesses and residents to continue supporting volunteerism and community pride.*

*Policy 35. Seek to beautify city owned rights-of-way, ingress and egress to the community where possible and encourage other property owners to improve the appearance and upkeep of their individual properties.*

## TRANSPORTATION, INFRASTRUCTURE AND UTILITIES



Railroad transportation services in Hartley

A well planned and designed transportation system is essential to the overall development of a community. It is not expected that new major arterial lines of transportation will be added, but existing modes must be continually updated and improved. On an ongoing basis, the city is continually addressing a street and infrastructure maintenance program in order to improve the transportation efficiency and street conditions in Hartley. Surprising to many is the amount of land that is consumed by transportation uses. Transportation land uses in Hartley amount to more than 140 acres of land, representing 16.5% of the total land

area in the city. In generating the transportation land use acreage, the street right-of-ways were used in calculating this figure.

In support transportation, infrastructure and utility land uses, the following *transportation land use objectives and policy recommendations* are adopted.

Objective Statement: Create a transportation system that can handle the needs of business and industry that may locate in Hartley in the future. Promote utility ownership by the residents of Hartley.

*Policy 36. Construe to construct roads in such a way, as to provide safe, efficient and cost effective transportation.*

*Policy 37. Construction of roads to promote the building of residential housing in desired areas within the City of Hartley.*

*Policy 38. Provide an adequate and reliable source of utilities. Protect, promote and maintain the City owned utilities.*

*Policy 40. Establish rates based upon the cost of providing such services*

*Policy 41. Require that frontage roads be built when large volumes of turning traffic are expected along major streets.*

*Policy 42. Continue to monitor and assess sidewalk deficiencies throughout the community and maintain a program to have property owners repair, replace or install sidewalks where needed.*

*Policy 43. Participate in programs sponsored and/or funded by the Iowa Department of Transportation to upgrade traffic safety at intersections with local streets along Highway 18.*

## **PARKS AND RECREATIONAL LAND USE**

Recreational land uses include parks, golf courses, and other city, county or state owned recreational lands in and near the community. These recreational uses provide many benefits and amenities to quality of life in Hartley. In order to present an attractive and beautiful setting for residents to live in and guests to visit, the community must maintain a sound system of parks and a variety of recreational activities. Community leaders and elected policy makers should keep in mind that both current and future parks and recreational land uses will continue to be an important factor in future land use decisions and planned growth of the community. The appeal of attractive open space and recreational opportunities, especially targeted for youth and family entertainment, is often overlooked as an important factor in the decisions of families, businesses, and industries to locate in a particular community. Furthermore, Hartley cannot overlook the community and economic development impact it receives from both residents and visitors utilizing the city's parks, golf course, camping facilities, swimming pool and other recreational activities in the community.



Park and recreation land uses are the second smallest amount of land acreage in Hartley at nearly 2.8% of the total land acreage within city limits. Although Hartley maintains a viable parks and recreational system for its residents, these “green” amenities cannot afford to remain static. As the composition of the city changes over time, so must recreation systems change to meet future demand. Future park and recreation improvements or expansions will only enhance the parks and recreation facilities in place today.

To guide the use and development of parks and recreation uses in Hartley, the following ***parks and recreation land use objectives and policy recommendations*** are adopted.

Objective Statement: Provide parks and recreation areas for life long activities and programs while also respecting the surrounding environment and avoiding unnecessary duplication of services provided by private or other public entities.

*Policy 44. Update recreational playground equipment with newer and safer equipment as needed and when funding is available.*

*Policy 45. Consider supporting the concept and development of a city wide trail system, especially in regards to providing children and all persons a safe means of traveling between the city’s parks, campgrounds and swimming pool.*

*Policy 46. Develop well-rounded recreational opportunities for residents and visitors alike during all seasons including family friendly amenities, events and activities.*

*Policy 47. The City should seek opportunities with other organizations such as the HMS School District, community center, daycare center, or fitness center to operate recreational programs in the community.*

*Policy 48. The City of Hartley should adopt and utilize the “small community park planning standards” identified in this planning document and utilize these standards in the development of new parks and recreational facilities.*

*Policy 49. Develop a capital improvements planning system devoted to the city’s parks and recreation uses.*

*Policy 50. Conduct a random community parks and recreation survey every five (5) years to keep current with the public’s opinions and comments on the quality, maintenance, needs and type of parks and recreation uses and programs.*

**FUTURE LAND USE MAP**

## CHAPTER 15. ADDITIONAL DEVELOPMENT ISSUES

### ANNEXATION

Annexation is the process through which contiguous fringe territory is added to an existing municipality. Laws that regulate annexation and corporate growth vary greatly from state to state, necessitating a brief narrative of the annexation procedures as they relate to Iowa communities. Annexation usually is not a simple process, but rather one that requires considerable thought and consideration as to benefits and cost requirements prior to an official act by a city. Once a city has annexed a parcel of land, the resulting economic, physical, and cultural results will be evident for many years. Cities must be kept abreast of current legislative proposals as they relate to annexation. This chapter will provide a general overview of annexation procedures, and indicate general areas adjacent to Hartley’s present city limits that may be suited for future annexations. Growing communities often find themselves in situations where annexation of adjacent land into the city’s limits must be considered in order to provide adequate space for growth; and sometimes to protect the city’s interests when the pattern of development outside the city’s boundary threatens to have a negative impact on the community. In Iowa, a city may annex land by one of five (5) different methods. However, since Hartley is bordered by three other communities, Hartley is considered an “urban” community and therefore is only eligible to participate in the following three (3) types of annexations: 1) Voluntary annexation in an Urbanized Area, 2) “80/20” voluntary annexation in an Urbanized Area, and 3) Involuntary annexation.

The annexation process in Iowa is overseen by the City Development Board. The City Development Board is comprised of community officials and representatives from across Iowa operating under the direction of the Iowa Economic Department Authority. This board has been granted authority by the State of Iowa to review and make recommendation on annexation proposals.

#### *Voluntary Annexations*

Voluntary annexation is a relatively simple process that is handled at the local level between the city and property owner(s) requesting annexation. Those voluntary annexations in an urbanized area (such as Hartley), state involvement is limited to a review by the City Development Board as to the completeness of the annexation petition.

Table 25 - *Voluntary Annexation Procedures*

- a) Submit application for voluntary annexation
  - b) The city shall provide a copy of the application to the Board of Supervisors.
  - c) The city publishes a notice in an official newspaper and city council approves the annexation by resolution.
  - d) The city files a copy of the resolution, map and legal description of the annexed land with Secretary of State, Board of Supervisors, public utilities, and Iowa DOT
  - e) Records a copy of the legal description, map, and resolution with the County Recorder.
  - f) The annexation is complete upon acknowledgement by the Secretary of State.
- Additionally, those voluntary annexations which adjoin or are within two miles of another city must:
- Provide notice of the application to cities whose boundaries adjoin the land or that are within two miles of the territory, each affected public utility, the Board of Supervisors, and the regional planning authority.
  - Upon approving the annexation by resolution, the city forwards the proposal to the City Development Board.
  - City Development Board considers the annexation proposal and approves or denies the proposal by a written ruling.
  - If the annexation is approved and no appeal is filed within 30 days, the Board files and records documents.

As the name would imply, voluntary annexations have 100% support from landowners requesting annexation into the city. Voluntary annexations, when in the best interest of the city and in keeping with the land use policies established herein, should be welcomed by the city. The resulting increase of tax base and future development potential generally translates to positive outcomes for communities.

*"80/20" Voluntary Annexations*

The primary difference between a voluntary annexation and an "80/20" annexation is that a city may include up to 20 percent of the total land area to be annexed containing land owners not wanting to annex into the community, as long as the remaining 80 percent voluntarily agree to the annexation. Also, public land may be included in 80/20 annexations regardless of written consent. If a public land owner does not consent, the public land does not affect the 80/20 ratio calculation. The City Development Board may request if city services are provided to residents in the annexed area.

Table 26 - *"80/20" Voluntary Annexation Procedures*

- a) A city can include up to 20% of land without consent of the owner to avoid creating islands or square up boundaries.
- b) City holds a consultation with the Supervisors and Township Trustees at least 14 business days prior to application.
- c) At least 14 business days prior to any action, the city shall by certified mail provide a copy of the application to the non-consenting property owners and each affected public utility.
- d) The city must hold a public hearing on the application before taking official action.
- e) At least 14 days prior to any action, the city shall provide notice of application and public hearing to the Supervisors, non-consenting owners, owners of property that adjoins the territory, and public utilities that serve the territory.
- f) The City Development Board considers the annexation proposal. If the application is accepted, a public hearing is set.
- g) The City Development Board holds a public hearing for the county and property owners. After hearing all evidence the Board decides whether to approve or deny the annexation.
- h) If the annexation is approved, the Board notifies the parties and 30 days following the notification the Board files and records documents to complete the annexation if no appeal is file.
- i) If the annexation is denied the Board notifies the parties.

*Involuntary Annexations*

Involuntary Annexations are initiated by the city and are opposed by the majority of landowners in the proposed annexation areas. Before a city attempts such a process, they should review Chapter 368, Code of Iowa, as amended and the most recent City Development Board Administrative Rules appearing in the Iowa Administrative Code. Furthermore, contacting the City Development Board to review and provide necessary coordination and advice on proceeding with the annexation should be also considered. Involuntary annexations can easily become a complex legal matter; thus, care should be given to assure that all requirements of the City Development Board are met. The city must be prepared to defend its actions by indicating how and when community facilities, services, and utilities can be extended into the proposed annexation. Once approved by the board, involuntary annexations must also be approved by a simple majority of the residents of the proposed annexation area and the residents of the city in a referendum vote. A city may be able to justify involuntary annexations based on the best interest of the public when, for example, adequate land area for a particular land use is not immediately available within the current city limits potentially causing the city to miss out on the creation of jobs or provision of expanded services for residents or businesses.

Petitions requesting involuntary annexations must indicate how municipal services will be provided by the city to the annexed area within three years of July 1 of the fiscal year in which the city taxes are collected against property in the annexed territory. At the end of the third year, the city must submit a report to the City Development Board describing the status of the provision of services within the annexed territory. If the city fails to provide services or fails to show progress in providing services, the City Development Board has the power to cut ties between the city and all or part of the annexed territory. If good cause is shown, the city may request an additional three years to provide municipal services.

Table 27 - *Involuntary Annexation Procedures*

- a) Notice of intent
- b) Prior to filing a petition, a letter of intent must be sent to each city whose urbanized area contains a portion of the land, the regional planning authority, affected public utilities, property owners listed in the petition, and the Supervisors.
- c) Prior to filing, the city must hold a public meeting on the petition, of which a notice is to be published.
- d) The city files a petition with the City Development Board
- e) Board reviews petition for completeness and proper filing. If accepted as complete, a committee is formed.
- f) A committee holds a public hearing to hear evidence for and against the petition.
- g) The Committee holds a decision meeting to approve or deny the petition for annexation.
- h) The Board works with the county to set an election date. The Board publishes the election results.
- i) If the petition is approved at election, and no appeal is filed within 30 days of the publication of the election results, the Board files and records the documents necessary to complete the election.
- j) Three years following the completion of involuntary annexation, the Board reviews the status of the provision of services provided by the city to the annexed territory, and determines if further action is required.

The city should pursue voluntary annexation in all possible cases, but should not overlook the possibility of involuntary annexation if and when the need arises to control unorganized urban development or prevent the developments with potentially negative effects upon the community. In all cases, a proposed annexation will result in both benefits and disadvantages; thus, the city must look at both sides and make a value judgment. In general terms, the benefits to the annexing body include:

1. Protection for the city against uncontrolled and inappropriate scattered development.
2. The ability to control and direct fringe areas in a manner that will minimize future service costs and insure appropriate levels and type of development.
3. Expansion of taxes, debt limit, and revenue base of the community.

At the same time, the city should be aware that in some situations disadvantages might offset advantages. If Hartley is to consider undertaking possible involuntary annexations, it should be aware that the burden of proof is upon the city to show the ability to offer the annexed area city services and municipal utilities in a better quality and quantity than the area is currently accustomed. Annexation solely to increase revenue is not a justifiable process in the eyes of Iowa law. The city must give detailed information on how they propose to finance major capital improvements needed to adequately serve the area. Involuntary annexations also offer the following advantages to affected property owner(s):

1. Protection of property values through zoning and the application of municipal codes.
2. Improved city services and utilities; particularly water, sewer, & solid waste disposal.
3. Concentrated police and fire protection services.
4. Improved infrastructure; including adequate streets and roads.

Future growth in Hartley is expected to occur to the east, north, and portions to the west. Thus, the city should anticipate the potential for annexations to these adjacent territories in the future. Areas of land located along the eastern border adjacent to recent newer housing developments and land to the north and northwest part of Hartley adjacent to the HMS High School property are the two areas of Hartley that are projected to be ideal places for future residential growth and possible annexation areas. Commercial and industrial development is expected to continue to grow along the highway 18 west corridor and also adjacent to portions of the existing agricultural industries currently located west of Hartley. These areas are currently not within the city limits. If the city continues to see expansion of agricultural industries west of the city's western city limits, city leaders may want to explore whether or not an annexation to protect the development interest of this area is within the city's best interest. The anticipated land impact of the proposed land uses in this area does not warrant pursuing forced annexations but could be considered if there are requests for voluntary annexations.

To provide guidance in identifying and seeking areas of greatest benefit and potential development opportunities for the Hartley, the following *annexation objectives and policy recommendations* are adopted.

**Objective Statement:** The city should be open to and plan for future annexations in order to promote future growth of the community, and to protect against unwarranted or potentially harmful development to the city.

*Policy 51. The city should explore measures to address future residential development expected to occur to the east and northwest of the city's existing corporate limits.*

*Policy 52. It is recommended that lands to the west and south of Highway 18 west of Hartley be considered for annexation due to the potential to control highway commercial uses, as well as planned industrial or agricultural industrial developments in these areas.*

*Policy 53. The city should maintain the option of utilizing annexation as an effort to protect its lands, residents and businesses from unwanted or potentially harmful developments that may not be complimentary to adjoining land uses within the City of Hartley.*

#### **EXTRATERRITORIAL ZONING AND LAND USE**

In accordance with Section 414.23 of the Iowa Code, "The powers granted by this chapter may be extended by ordinance by any city to the unincorporated area up to two miles beyond the limits of such city, except for those areas within a county where a county zoning ordinance exists..." Since O'Brien County does not have a zoning ordinance and does not enforce zoning regulations, the City of Hartley has opted to enforce this provision of the Iowa Code to exercise extraterritorial zoning controls over unincorporated lands up to two miles from the Hartley city limits. Furthermore, in accordance with Section 414.23, the Iowa Code states "A municipality, during the time its zoning jurisdiction is extended under this section, shall increase the size of its planning and zoning commission and its board of adjustment each by two members." The Hartley Planning and Zoning Commission is required to appoint two new members of which 1) must be a member of the board of supervisors of the affected county, and 2) must be a resident of the area outside the city limits but within the area over which the jurisdiction is extended. With that stated, the city's zoning controls in the rural portion of O'Brien County within two miles of

the City of Hartley are not without limitation. According to the Iowa Code the farm exemption clause identified in Section 335.2, which exempts zoning controls on property used for agricultural purposes, shall still apply to agricultural lands within the unincorporated area near Hartley.

Additionally, another form of extraterritorial zoning that is not used as frequently as exercising the city’s authority granted under Section 414.23 of the Iowa Code, is for cities and counties to cooperatively establish 28E joint governmental agreements authorizing a city to have specific levels of input into county land use matters, or vice-versa. 28E agreements are used much more frequently in situations where both the city and county choose to exercise zoning controls over their respective jurisdictions. Currently, Hartley and O’Brien County do not share any specific zoning or land use related 28E agreements. Development issues discussed or addressed within a 28E policy agreement between a city and county should cover such topics as:

- Primary land use
- Secondary land use
- Utilities- water, sewer, electric
- Infrastructure- roads, storm sewer
- Public road - concrete/asphalt/unimproved
- Zoning regulations
- Building Codes
- Design Standards
- Subdivision review and standards
- Plat review

**SUSTAINABLE COMMUNITY PRACTICES**

According to the “Sustainability Dictionary” website, the definition listed below was developed in 1987 at the World Commission on the Environment and Development. This definition is comparable to the Native American “seventh generation” philosophy in which the tribal Chief would always consider the effects or consequences of his actions on the descendents of the next seven generations. As expressed on this source’s website, there are many definitions and ways to measure sustainability. Some of the criteria used in measuring sustainability in your community may include:

- Financial Capital
  - Economically sustainable
  - Technologically feasible
  - Operationally viable
- Natural Capital
  - Environmentally Robust
  - Generationally Sensitive
  - Continuous learning
- Human or Social Capital
  - Socially desirable
  - Culturally acceptable
  - Psychologically nurturing

**DEFINITION OF SUSTAINABILITY:**

*“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”*

As created and defined in 1987 at the World Commission on the Environment and Development (the Brundtland Commission)

Courtesy of: The Dictionary of Sustainable Development  
<http://www.sustainabilitydictionary.com/s/sustainability.php>

In terms of how sustainable development or creating a sustainable community in the City of Hartley can be implemented, one of the best ways of describing sustainable development is to enhance economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend.

## **SMART GROWTH PRINCIPLES**

Urban sprawl is not just a metropolitan issue, but an issue for any community, town or rural area that has been impacted by uncontrolled or haphazard growth of large sprawling lots without regard to the impact upon the environment or the surrounding uses. Although supportive of new residential and commercial growth, cities are beginning to question the costs of building further out from the city center. This is becoming increasingly more important especially as infrastructure, utility and transportation costs are continually increasing. Spurring the smart growth movement are shifts in demographics, a revived environmental ethic, and increased fiscal concerns over development. Smart growth principles are based on two general concepts; 1) issues facing cities today and 2) recommended smart growth principals used to create policy and means to address the previously addressed issues. The information referenced below is summarized from the “Smart Growth Online” resource provided by the smart growth network ([www.smartgrowth.org](http://www.smartgrowth.org)).

*Quality of Life* – Create and preserve a sense of place through housing, green spaces, recreation and cultural attractions, and policies or incentives to encourage mixed-use neighborhoods.

*Design* – Offer health, social, economic, and environmental benefits for all. Suggest incorporating green building practices, low-impact developments and walkable neighborhoods.

*Economics* – Encourage small business investment adding to employment opportunities.

*Environment* – Environmental challenges we are facing today are due in part to the way neighborhoods, communities, and cities have been built up during the past half-century.

*Health* – Reduces threats from air and water pollution and indoor air contaminants through resource efficient building design along with promoting public transit, bike lanes and trails.

*Housing* – Create housing options for diverse lifestyles and socioeconomic levels by supporting mixed-use development, affordable housing alternatives and revitalize existing neighborhoods.

*Transportation* – Protects public health, environmental quality, conserves energy, and improves the quality of life by promoting new or innovative transportation choices.



## CHAPTER 16. PLAN IMPLEMENTATION

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The preceding chapters of this plan establish the framework of the Hartley Comprehensive Plan with narratives, maps, charts, tables, and statistics concerning desirable future development patterns. This chapter will address possible means of implementing those objectives and policy recommendations previously identified in this plan. Because the scope of the Hartley comprehensive plan is long term in nature its policy recommendations and the idea of implementing such policies may seem daunting. It is for this reason that city officials and specifically the planning commission should utilize the plan to assist in developing annual or short term improvement programs such as a street improvement plan, sidewalks plan, parks and recreation or trails plan, capital improvements plan, and financial budgeting. Additionally, the city's planning commission should evaluate the comprehensive plan on an annual basis in consideration of changing development patterns. The Hartley comprehensive plan is to be used by both public and private sectors in land use decision-making processes.

The private sector, including developers, investors, industry, and businesses will use this document to become informed of the official positions of the city regarding land use and policy issues. The plan will provide the public with an outline to make individual land investments, purchases, or development decisions. The private sector will become more informed as to the city's policies in regards to those land uses that are permitted, encouraged, prohibited, and protected. With this knowledge in advance, the private sector will be able to make informed and knowledgeable decisions complimentary to the comprehensive plan.

The public or governmental sector, including but not limited to the City of Hartley, O'Brien County, State of Iowa and Federal governments shall use the comprehensive plan as a guide in land use decision making processes. While this working and usable document is the result of the efforts of the Hartley planning commission, it has been prepared representing the interests of all community residents. Any activities affecting land uses by the city, state or the federal government should follow the spirit and intent set forth in this plan.

The Hartley comprehensive plan is prepared exclusively for the city with technical assistance provided by the Northwest Iowa Planning and Development Commission. This document may be amended as deemed necessary by the Hartley planning commission and recommended for action to the city council in a legal and orderly manner. While actual or individual enforcement of many of the provisions of the plan may be difficult, this plan is a policy document. Enforcement may be enacted by city zoning regulations to prevent a violation or to ensure compliance with the policies as outlined in this plan. All governmental bodies, businesses, individuals, and corporations are strongly encouraged to comply with the spirit and intent set forth in the goals and policies outlined in the comprehensive plan.

In completing updates of this comprehensive plan, the land use objectives and policy recommendations should be reviewed to determine whether or not changes are needed for the enforcement controls and ordinances (i.e. zoning ordinance, subdivision regulations, annexation plan, urban renewal or urban revitalization plans) to achieve compliance with this plan. Any changes recommended for enforcement controls should be in compliance with and consistent with the comprehensive plan's future land use map.

## IMPLEMENTATION STRATEGIES

The concept of change often times conjures up thoughts of having to give up something from the past or drifting away from the keeping the city “the way it used to be” or “the good old days.” This is why people often try to cling to the past. Most people like things the way they were or are, even though they know change is inevitable. Some people resist change simply out of fear of the future; they are more comfortable with the past. Community leaders and the city officials of Hartley are charged with the task of identifying, leading, and being the first to support those potential changes in Hartley. Suggested implementation measures the city may wish to incorporate or suggest to the planning commission and other committees of the city include:

1. Establish a benchmark for Hartley from which future growth and development patterns and changes will be measured against. Create a 3-5 year strategic action plan addressing and monitoring city growth, economic growth and annexation policies.
2. Allow and encourage community leaders and city officials to attend training in an effort to gain new perspective on current or innovative land use policy and regulatory controls.
3. Establish an annual comprehensive plan review workshop in which the public is invited to attend and offer citizen input on the progress and development of the community.
4. Create and parks and trail advisory committee, in which annual update of parks, recreational use and a proposed community trail system is evaluated, reviewed and assessed. Part of this process would identify completed and proposed short term and long term park improvement projects.
5. Create a plan to attract and retain a younger population in Hartley. Monitor the results through actions such as creating affordable housing alternatives, new jobs specific to a younger age demographic, and recreational or entertainment activities for this age group.
6. Hartley must exhibit a welcoming and accommodating character to new residents and visitors to the community.
7. Hartley, with an aging population base, must address future needs and community services targeted toward the senior demographic.
8. In enforcing new or existing land use and zoning policies, remember to protect the rights and interests of property owners in Hartley.
9. In implementing or considering any new land use policies within the community, city leaders and elected officials must remember that consistency and fairness is necessary.
10. Once the city completes a review and update of the city’s enforcement ordinances, such as zoning and subdivision controls, it would be beneficial to the entire community to have zoning administration and enforcement consistent with the new regulations adopted by the city.

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