



# MEADE COUNTY

# COMPREHENSIVE PLAN

## **ACKNOWLEDGEMENTS**

**This Comprehensive Plan is a compilation of effort by many people, organizations and government entities. This document expresses the great civic pride that exists in Meade County. Through the preparation and adoption of this document, the governing officials of Meade County have expressed their desire for orderly and efficient growth and development in the county.**

**Meade County recognizes the sovereignty of the individual as recognized in the Declaration of Independence and the Constitution. Meade County recognizes no higher governmental authority than the powers granted by the South Dakota State Constitution and the constitutionally delegated powers of the United States Government. Meade County will protect its citizens from taxation or regulation from any powers other than the aforementioned. In all matters of law and ordinance arising from the application of this Comprehensive Plan to the use of property, the collective right shall be subordinate to the individual right, except as provided by law.**

### **County Commissioners**

**Commission Members: Robert Mallow, Dayle Hammock, Alan Aker, Doreen Creed and Gary Cammack.**

**Auditor: Lisa Schieffer**

### **Planning Commission**

**Board Members: Tim Potts, Bob Powles, Robert Mallow, Wayne Gutzmer, Craig Shaver and Alan Aker**

**Equalization and Planning Director: Kirk Chaffee**

**Deputy Planning and GIS Director: Bill Rich**

**Planner: Jennifer Phillips**

**Citizens of Meade County**

## **Comprehensive Plan Purpose and Authority**

A comprehensive plan is designed to draw on citizen values and opinions as well as data about existing and future population and economic growth to help shape how a county or municipality will look and develop over the next 20 to 30 years. It is adopted by a local government to guide decisions primarily about the physical development of a community. It analyzes current conditions and sets future goals and policies in such areas as land use, housing, transportation, water supply and use, natural resources, and economic development.

South Dakota statutes enable county planning commissions to carry out and promote county planning. This includes making reports and recommendations for the planning and development of the county as well as recommendations for public improvements to county officials. Comprehensive plans serve these purposes.

As the physical characteristics of the community are the primary focus of comprehensive plans, land use is typically the major element. Other physical aspects, such as housing, environmental features, transportation, water and wastewater facilities, and other public facilities, are addressed in the plan to the extent that they affect land use and the ability to achieve the community's goals.

The plan's policies and recommendations are general rather than detailed, although the plan may contain specific recommendations for particular elements. One of the most important and practical purposes of a comprehensive plan is to provide the rationale and guidance for specific land use regulations and projects developed by the local government and affected landowners. Justifications in the comprehensive plan allow the local government to adopt ordinances that are more stringent than state law and address areas of specific needs for Meade County.

The comprehensive plan is developed through a process of public input and discussion to ensure that the document reflects the desires of the community and garners broad public support. The comprehensive plan is in effect once adopted by the local governing body of the municipality, in this case the Meade County Commissioners, after at least one public hearing. Once adopted, the plan should be used to guide the government's general approach and particular policies to be considered by elected officials, appointed boards, and staff in future decision-making. Meade County particularly intends the plan to be a unifying force that will cultivate cooperation between the County and the municipalities and the public within.

The Meade County Comprehensive Plan will be reviewed annually to monitor progress on implementation. In addition, the plan will be updated in response to changing conditions. A complete revision will be at the discretion of future commissions.

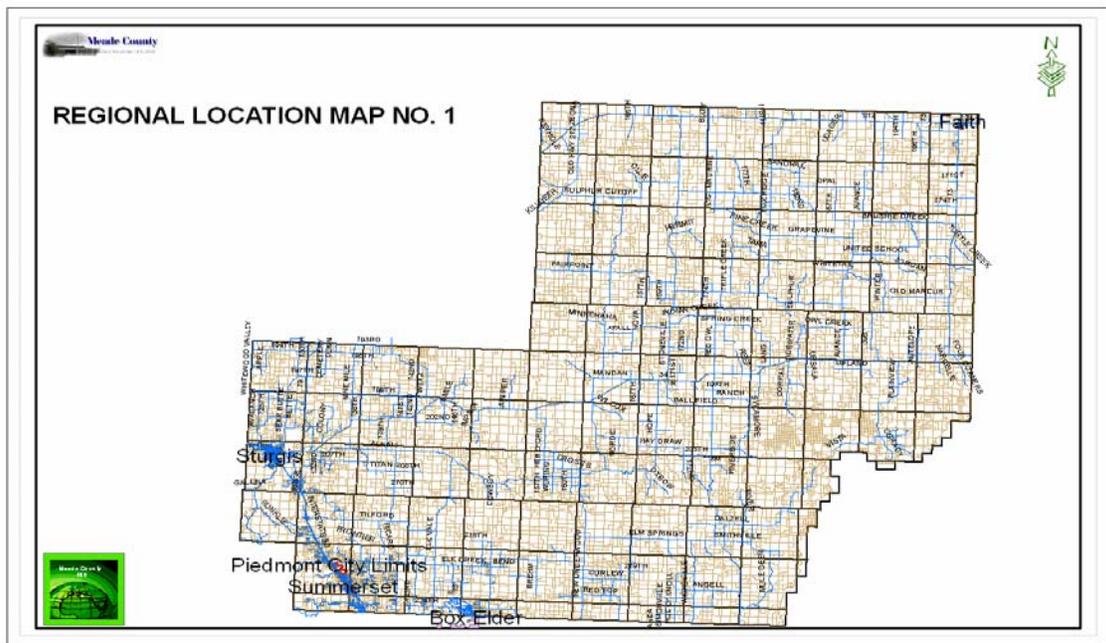
# MEADE COUNTY UPDATED COMPREHENSIVE PLAN

## **BACKGROUND REGIONAL LOCATION**

Meade County lies in the western portion of the State of South Dakota just west and north of Rapid City, South Dakota. The larger cities within the area include Rapid City and Spearfish. Sturgis, the county seat, is the largest city within Meade County. The county has a total area of 3,482 square miles (9,020 km<sup>2</sup>), of which, 3,471 square miles (8,989 km<sup>2</sup>) of it is land and 12 square miles (31 km<sup>2</sup>) of it (0.34%) is water. The county is divided into eight townships: Dakota, Eagle, Union, Howard, Lakeside, Smithville, Upper Red Owl, Elm Springs; and three areas of unorganized territory: Belle Fourche-Cheyenne Valleys, North Meade, and Southwest Meade. Meade County in the past had two (2) cities, Sturgis and Faith. Recently the cities of Summerset and Piedmont have formed and are incorporated giving Meade County four cities within the county. Meade County also has many communities such as Black Hawk, Union Center and Blucksberg, to name a few.

## **MAP 1 REGIONAL LOCATION MAP**

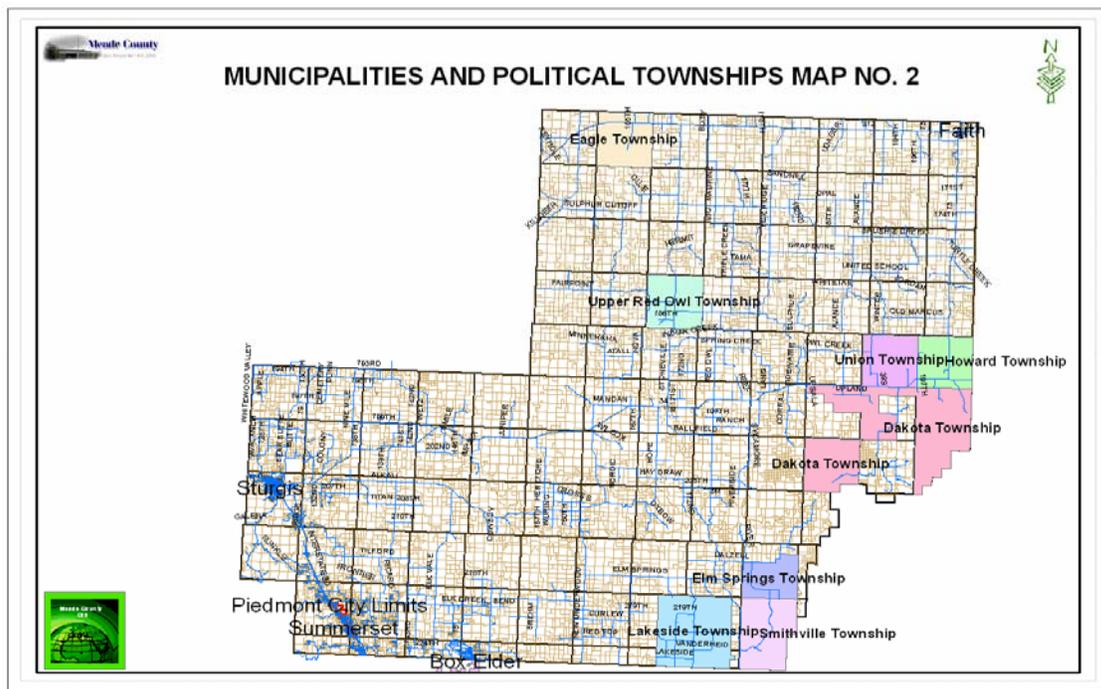
The county is comprised of four cities: Sturgis, (the county seat), Faith, Piedmont, and Summerset. Part of the city of Box Elder also lies in Meade County. There are also twenty communities and eight political townships all within five commissioner areas. Also the city of Rapid City is within one (1) mile of Meade County's border.



## MAP 2 MUNICIPALITIES AND TOWNSHIPS MAP INTRODUCTION

Change is a constant factor that will affect every individual throughout his or her life. Individuals need to make plans, which will accommodate the changes he or she will encounter in the future. A plan can provide valuable insight for possible solutions to problems, which typically accompany change.

Planning for change is not limited to individuals; it also applies to communities and counties. Although the Meade County Planning Commission and the Governing Board of Commissioners have developed land use management controls to the unincorporated areas of Meade County, future development has the potential for applying new and varied pressures on local decision makers. Those pressures may be in the form of residents demanding new or additional services to township or county governments, and/or the potential conflicts that occur in the setting of various land uses – ranches, concentrated animal feeding operations, wastewater treatment facilities, landfills, aggregate mining, as well as farms and non-farm/ranch residences, residential subdivisions and commercial businesses to name a few. The continued development of a quality county will not occur haphazardly or without insight to a plan for these future growth patterns. Therefore, without a well prescribed plan for future expansion, local municipal, township, and county leaders will be left unguided to make decisions, which could impact the county's ability to progressively develop.



This comprehensive land use plan is comprised of common characteristics. The first characteristic is longevity. The intent of this plan is to assist in the shaping of Meade County's future by providing the means necessary to obtain planned and predicted expectations.

Secondly, this plan is comprehensive in content so that it will be directed toward all unincorporated areas of the county, except the area of joint jurisdiction with the Cities of Sturgis, Box Elder, Summerset, Piedmont and Rapid City. The plan must also serve as a guide to the physical development of those areas.

Thirdly, this plan is a statement of policy that will guide the decisions made by the Planning Commission, Governing Board of Commissioners and various other governmental officials. This document offers a prescription, which will assist in answering future questions concerning future land use, special zoning areas and subdivision regulations. These policies form a common thread throughout the plan, stressing the critical importance of compact and contiguous growth of municipalities.

Fourthly, the plan emphasizes the importance of long-term agricultural use by seeking to minimize interference with farming activities and discourage haphazard development, which leads to costly and inefficient public expenditures, while assuring the right of property owners to develop and market their property.

Finally, the plan emphasizes the importance of existing industries and stresses the need to support the creation of more supporting businesses in agricultural areas to provide employment opportunities for farm and ranch families.

### **PLANNING HISTORY**

Counties and municipalities are allowed by South Dakota Codified Laws to prepare and adopt comprehensive plans as well as zoning or special zoning area and subdivision regulations. Meade County began land use planning efforts in the early 1970's. The subdivision ordinance, Ordinance No. 6, was adopted in March of 1980. Ordinance No. 6 was later changed to Ordinance No. 20 and current subdivision regulations are found in Ordinance No. 20. South Dakota state law now permits Special Zoning Areas within individual counties. Meade County will take part in forming Special Zoning Areas within the near future.

The two (2) largest incorporated cities within Meade County, Sturgis and Summerset have adopted comprehensive plans and zoning/subdivision regulations. The cities of Sturgis and Summerset have undergone comprehensive updates to their land use management regulations within the last several years. The City of Box Elder, which lies partially in Meade County, also has had updates to their land use plans, zoning and subdivision ordinance.

In 2008-2009, the county has shared its platting authority with the Cities of Box Elder and Sturgis.

In 2008, Meade County made the decision to update its existing comprehensive land use plan.

## POPULATION AND HOUSING

The study of a county's population is an essential component in the development of a comprehensive plan. By understanding the makeup of its population, a county is then better prepared to plan for the future needs of its citizenry. The first section examines the population of Meade County with respect to such factors as population growth, migration trends and age structure.

Meade County is comprised of four cities, 20 communities and eight political townships along with a large agricultural area. The estimated population of the county is 24,253 (2000 US Census Bureau). Chart 1 displays information on the population trends for Meade County from 1900 to 2000. Since 1960, Meade County has experienced an increase in its population of 50+/-%.

*Population Estimates South Dakota State Data Center*

**TABLE 1  
MEADE COUNTY  
POPULATION HISTORY 1960-2000 CENSUS TOTAL COUNTY**

YEAR	POPULATION
1960	12,044
1970	16,618
1980	20,717
1990	21,878
2000	24,253

The city of Sturgis has steadily increased both its population and overall proportion of the county's population. In 1990, the city of Sturgis represented approximately 24.5 +/- percent of the county's population. In contrast, that number has increased to 26.6 +/- percent in the year 2000. Much of the Meade County's current population growth may be attributed to physical location, the growth of Sturgis and the formation of the city of Summerset. The population of the rural areas within Meade County has also increased in the past 30 years.

Table 2 shows the population trends from 1960 to 2000 for Sturgis, the county seat of Meade County. The data from Table 2 continues to support the historical migration patterns that shift the rural/urban mix of Meade County.

**TABLE 2**  
**MEADE COUNTY - STURGIS POPULATION ANALYSIS 1980 – 2000**

Sources: US Bureau of the Census, Census of Population 1980, 1998.

YEAR	<18 yrs.	18-44 yrs.	45-64 yrs.	65+ yrs.	Median Age
1960	NA	NA	918	624	NA
1970	1,600	1,300	938	668	30.0
1980	1,474	1,734	1,054	922	32.9
1990	1,415	1,809	1,026	1,080	37.3
2000	1,608	2,141	1,447	1,246	39.8

Table 2 along with Chart 2 shows the age distribution of Meade County Sturgis residents between 1960 and 2000. Several conclusions about the county's age distribution trends become apparent after reviewing 1960 and 2000 Census Statistics. The most notable trends observed were the increase in the number of individuals in the 18 to 44, 45 to 64, and over age 65 age cohort groups, and the decrease in the population base of the less than 18 age cohort group between 1970 and 1990. From 1990 to 2000 there was a 12% increase in the less than 18 population base in Sturgis.

**Chart 2**  
**City of Sturgis Age Distribution**  
**1960 to 2000**

YEAR	<18 yrs.	18-44 yrs.	45-64 yrs.	65+ yrs.	Median Age
1960	NA	NA	918	624	NA
1970	1,600	1,300	938	668	30.0
1980	1,474	1,734	1,054	922	32.9
1990	1,415	1,809	1,026	1,080	37.3
2000	1,608	2,141	1,447	1,246	39.8

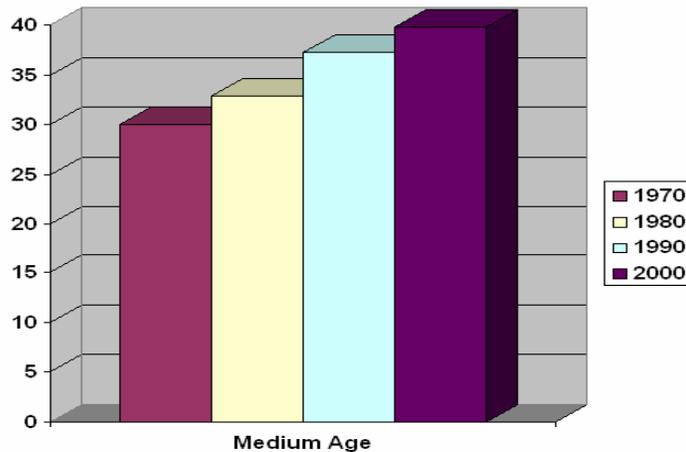


Chart No. 2 indicates that there was a 65% growth in the number of individuals who comprise the 18 to 44 year age group. The 18 to 44 year old cohort group is the largest cohort group within the county. Between 1980 and 1990 the state experienced a loss of 28% in the same cohort group; however, Sturgis has seen an increase. There has been an increase in the 45 to 64 and over 65 cohort age groups. One notable fact is that the median age has increased from 30.0 years in 1970 to 39.8 years in the year 2000.

*Source: South Dakota State Data Center*

**TABLE 3  
MEADE COUNTY - POPULATION ANALYSIS BY AGE 1960 through 2000**

<b>YEAR</b>	<b>&lt;18 yrs.</b>	<b>18-44 yrs.</b>	<b>45-64 yrs.</b>	<b>65+ yrs.</b>	<b>Median Age</b>
<b>1960</b>	4,378	3,981	2,310	1,375	28.9
<b>1970</b>	6,382	6,443	2,485	1,308	23.7
<b>1980</b>	6,900	9,153	2,959	1,705	25.9
<b>1990</b>	7,099	9,410	3,218	2,151	29.8
<b>2000</b>	6,877	9,750	5,096	2,530	33.4

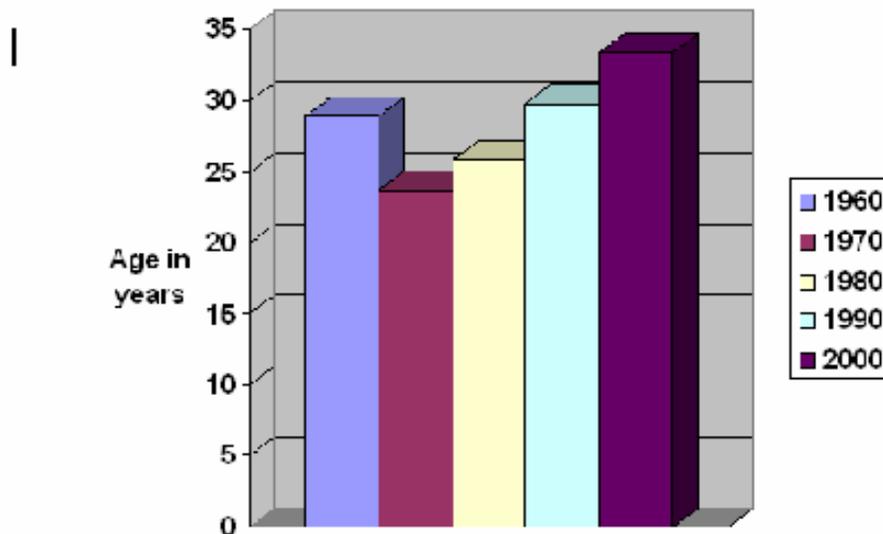
The South Dakota State Data Center has estimated that Meade County would increase its population to 24,425 by the year 2006, other sources lean toward the 26,500+- figure. In the early 90's through the present date Meade County was experiencing growth in all subset areas (rural, small cities) and over the past four years, those trends have continued.

Meade County has seen the number of individuals in the less than 18, 18 to 44, 45 to 64, and over 65 age cohort groups increase from 1960 to 2000. There was a slight decrease in the less than 18 cohort group comparing the 1990 census to the 2000 census. Overall from 1960 to 2000 there has been a notable increase.

**Chart 3**  
**Meade County Age Distribution**  
**1960 to 2000**

YEAR	<18 yrs.	18-44 yrs.	45-64 yrs.	65+ yrs.	Median Age
1960	4,378	3,981	2,310	1,375	28.5
1970	6,332	6,443	3,485	1,308	23.7
1980	6,900	3,153	3,959	1,705	25.9
1990	7,099	3,410	3,218	2,151	29.8
2000	6,877	3,750	5,096	2,550	33.4

**Age Distribution Graph**



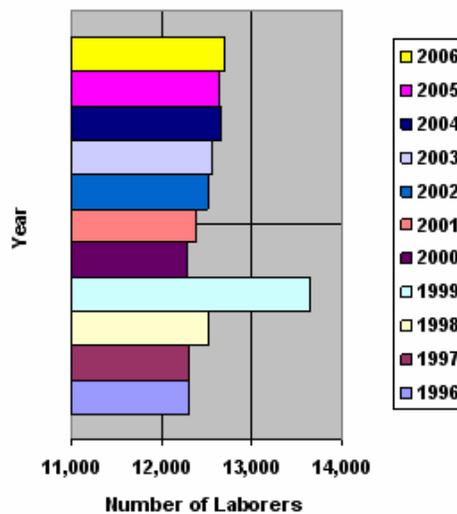
The cities of Sturgis, Summerset, Piedmont, Box Elder, the communities of Black Hawk and Rapid City will contribute substantially to the county's future population base. The city of Faith and the community of Union Center are examples of communities that should experience modest population expansion during the planning period.

**TABLE 4 AND CHART 4 MEADE COUNTY LABOR FORCE**

**MEADE COUNTY LABOR FORCE**

<b>Year</b>	<b>Labor Force</b>
1996	12,295
1997	12,285
1998	12,500
1999	13,655
2000	12,265
2001	12,375
2002	12,500
2003	12,560
2004	12,670
2005	12,640
2006	12,700

**Labor Force Graph**



The population of the labor force in Meade County was 12,295 in 1996 and in 2006 it was 12,700 according to the South Dakota State Data Center. Based on these conservative numbers, there has been an overall 3.2% increase in the labor force for Meade County within a 10 year time frame. In 1999 there was a

spike in the labor force most likely due to the large planned development of Summerset, now a city in Meade County.

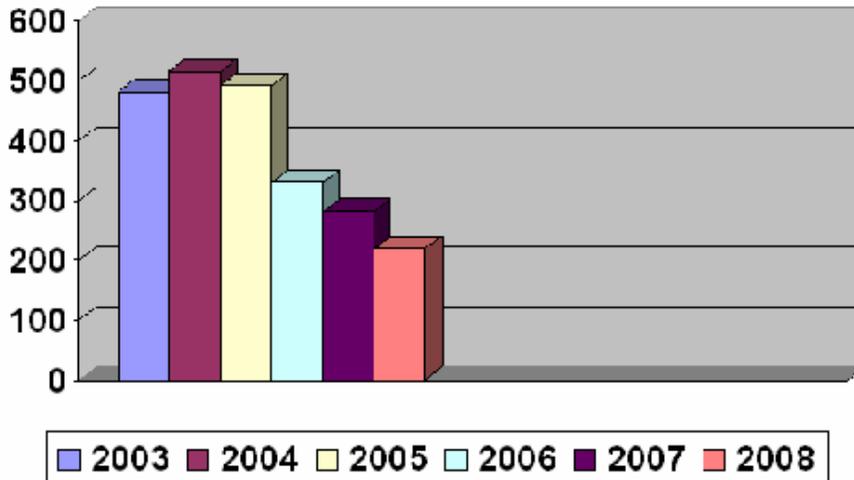
**TABLE 5 & CHART 5  
RESIDENTIAL BUILDING PERMITS**

Rural farm and non-farm residential construction is expected to continue at a pace consistent with past trends. This number could fluctuate in either direction if certain events take place.

**TABLE 5 and CHART 5  
Building Permits Issued by Meade County by Year**

YEAR	BUILDING PERMITS
2003	480
2004	516
2005	492
2006	329
2007	282
2008	220

**Building Permits Issued by Year**



Increases would be related to future development of larger subdivisions, and/or the departure from density requirements for subdivisions. Decreases may be the result of regional economic conditions, mortgage interest rates and/or lack of supply of developable lots. Based upon the future land use policies within this plan, county residents will still continue to have the choice of either an urban or rural lifestyle.

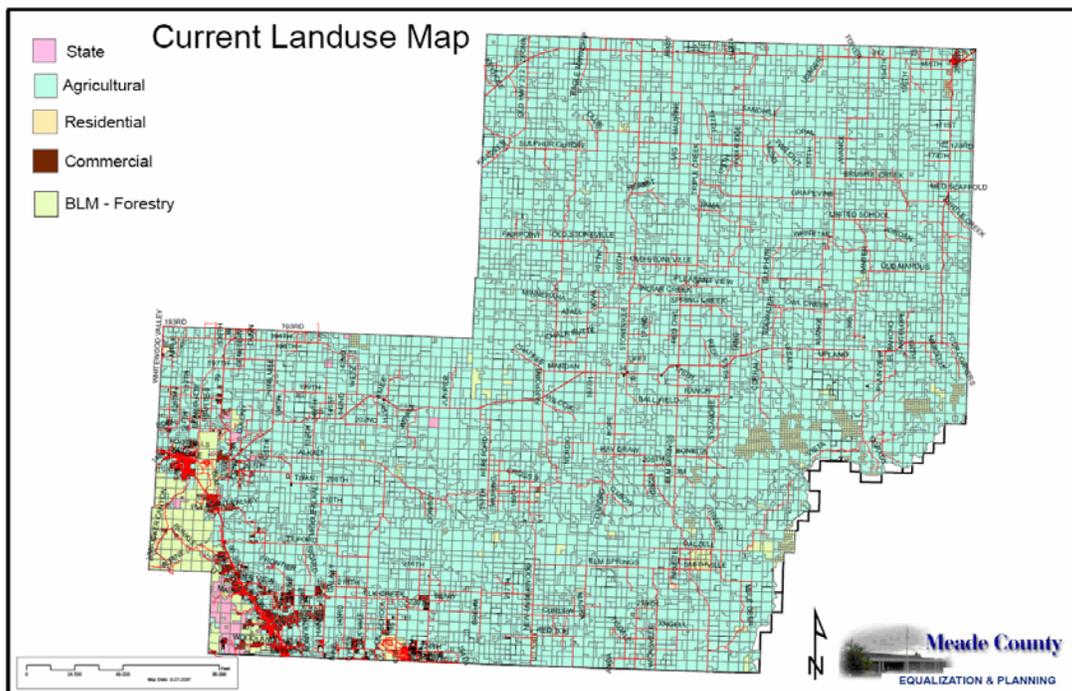
## EXISTING LAND USE

Where and how a county will develop is influenced by the usage of the county's existing land resources. In order for a future plan to properly develop, an understanding of the existing types of land use within the County is necessary. Existing land development was categorized into one of two general classifications.

The first land use category consists of incorporated municipalities. Within Meade County there are four incorporated communities. They included, (for the purpose of this comprehensive plan), individual land uses. Available infrastructure within these cities (Sturgis, Summerset, Faith and Piedmont) will not be reviewed.

The second land use category includes the unincorporated areas of Meade County including the political townships. By area, this is the largest land use category within the county. Agricultural activities are the primary uses in this category. Also within this category are individual farm and non-farm residences, subdivisions, commercial/industrial uses, public/quasi public uses, conservation/recreation recreation areas, and aggregate mining. The primary focus of this report will deal with the management of future development within this land use category. (See Meade County Future Land Use Map)

### MAP 3 – CURRENT LAND USE



### Land Use Patterns

#### Agricultural Land Use

Agriculture is the major land use covering approximately 3,480 square miles of Meade County. This basic land use has been altered very little through

urbanization or the development of subdivisions, although there are several small communities. There has been an increase of non-farm residential development pressures, and those pressures are expected to grow in the future.

It is important for the Meade County Planning Commission, County Commission, and local township governments to have farmers and ranchers continue to profitably operate their farms and ranches and remain on the land.

#### **Residential Land Use**

Residential construction occurred within the unincorporated boundaries of Meade County and the municipal service areas especially in Sturgis and Summerset. In the unincorporated boundary (not municipalities) of Meade County, 2,319 building permits were issued in the unincorporated area between 2003 through 2008. The city of Summerset issued 175 building permits from 2006 through 2008.

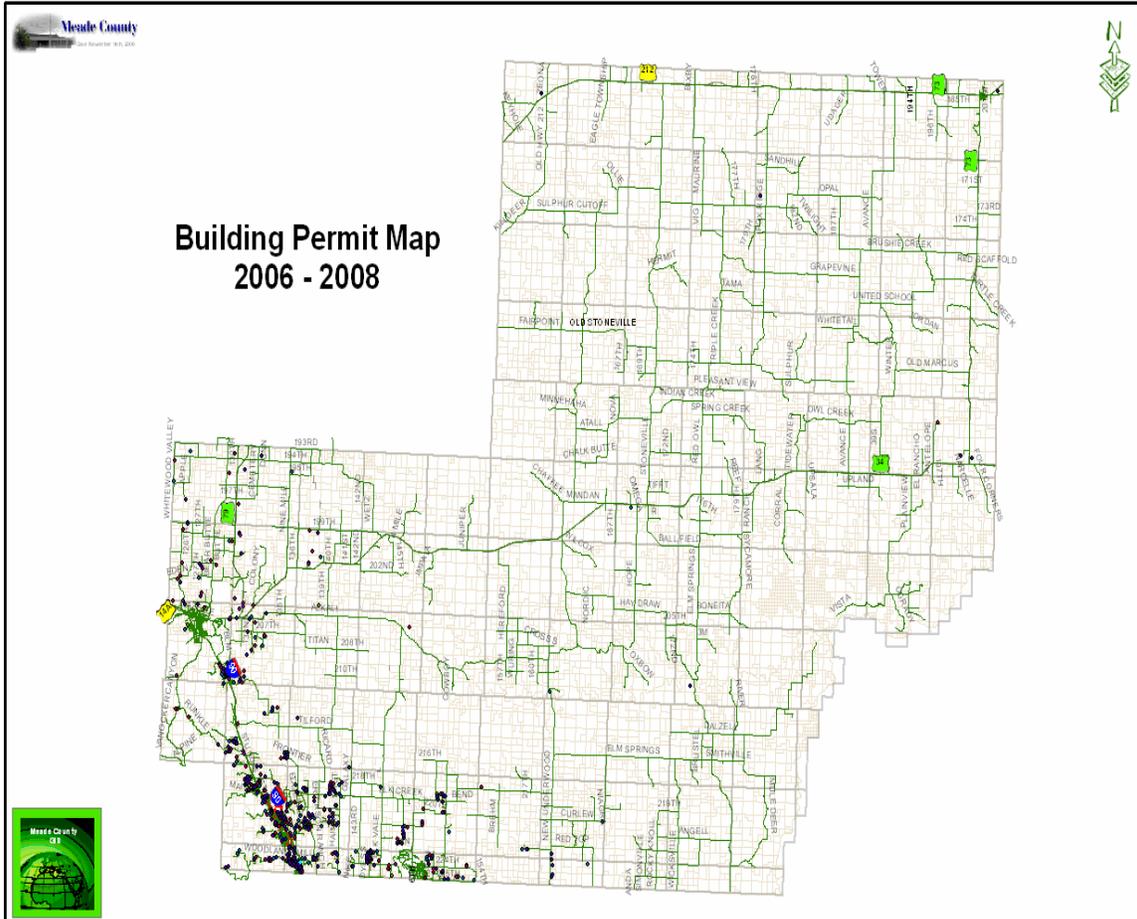
The area referred to as the I-90 corridor, which is three miles on either side of Interstate 90, from just north of Piedmont south (including the City of Summerset) to the Meade County Line, has been Meade County's major residential growth area. There have been many larger subdivisions throughout this area with many residential homes, commercial and light industrial buildings.

Residential subdivisions near the I-90 Corridor, outside the municipal boundaries are made up of typically three or more acre lots. Ordinance No. 20, Meade County's subdivision ordinance, categorizes the three or more acre lots as a medium density subdivision. Proposed changes to Ordinance No. 20 will permit 1 acre lots within approved Special Zoning Areas which will allow for more density within Meade County, especially along the I-90 Corridor. Higher density guidelines hinder urban sprawl and therefore add protections in Meade County to keep as much agricultural land as possible. Even higher density levels are being considered but the requirements will be more stringent and may require unique platting techniques such as "ghost platting".

#### **Existing Ordinances**

Meade County has utilized existing ordinances such as Ordinance No. 20, (Subdivision Ordinance), to address land use, future land use and growth issues. Other existing ordinances such as Ordinance No. 34 address building permits, construction and building and fire codes; Ordinance No. 33 addresses wastewater systems and water systems and Ordinance No. 10 addresses roads, streets and right-of-way requirements within Meade County.

## MAP 4 HOUSING DISTRIBUTION



Map 4 shows that nearly two-thirds of the homes constructed between 2006 through 2008 were located near the I-90 corridor which contributed to more than two-thirds of the total residences constructed.

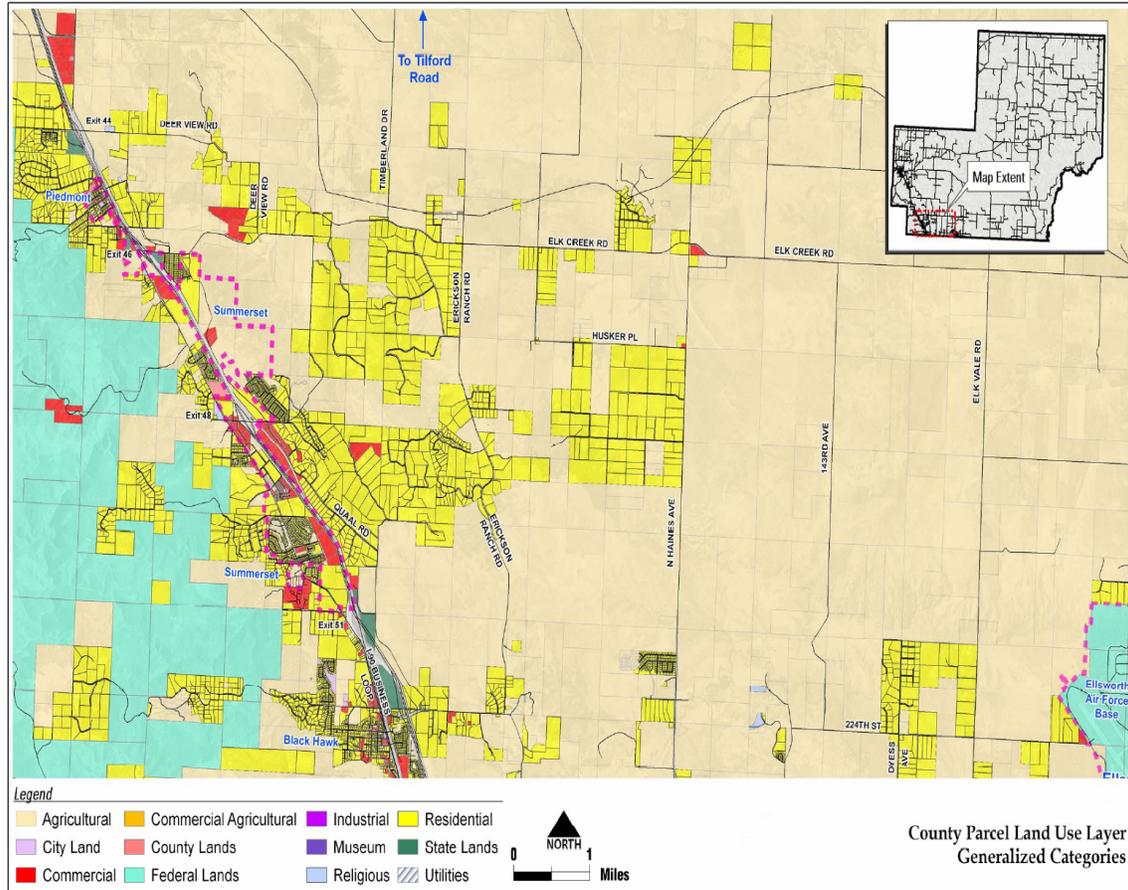
The map indicates the majority of newer construction runs along the I-90 corridor between the city of Piedmont and the Black Hawk Community. There is also a concentration of building near Ellsworth Air Force Base further east of the I-90 corridor. Meade County expects this trend to continue, of increased density levels, along the I-90 Corridor where subdivisions continue to be developed.

### Commercial/Industrial Land Use

There is very little commercial/industrial activity at the county level of a specific business district nature; however, there is occasional commercial/industrial establishments scattered along the I-90 Corridor, along with Sturgis Road.

The largest concentration of commercial, industrial, and light industrial land uses exist within the three mile platting boundary shared with the City of Sturgis and along the I-90 Corridor including Black Hawk.

### MAP 5 - CONSTRUCTION IN AREAS OF MEADE COUNTY

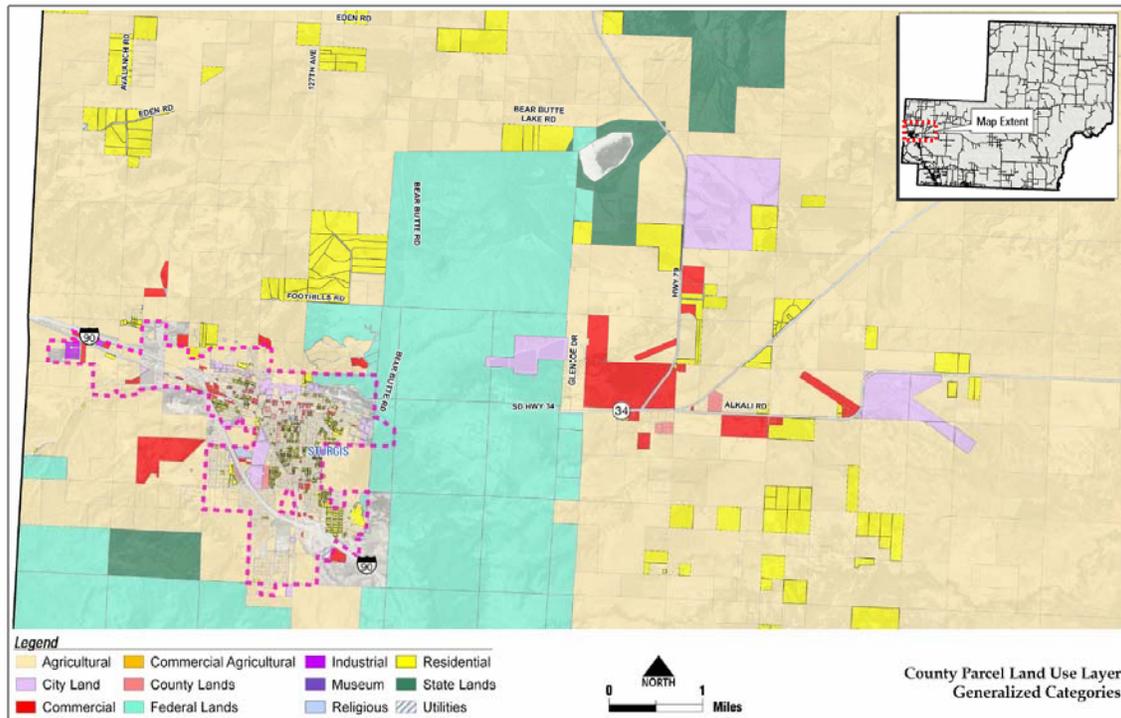


Rural areas should continue to provide locations for commercial and light industrial development as satellite/neighborhood service areas within rural Meade County. It is the intent of Meade County to encourage commercial and light industrial development to occur within or near the boundaries of existing cities and in these satellite/neighborhood service areas within the county, thereby providing opportunities for development within the entire county.

## Construction of Commercial and Light Industrial Buildings

Commercial and light industrial uses are scattered throughout Meade County, as a result of the lack of good planning. There are concentrated areas where there are more commercial and/or light industrial land uses within Meade County, such as Black Hawk, to the east of Sturgis and off the I-90 corridor.

### MAP 6 - COMMERCIAL AND INDUSTRIAL SITES



## Construction Aggregate Land Use

There are several rock, sand, and gravel extraction sites scattered across the county, mainly in the rural areas. Extraction sites have the potential to impact adjacent land uses if they are placed near higher density developments with dust and noise. Mitigation techniques can be implemented to address this concern. The positive benefit of having sites closer to growth areas is the reduction of costs, thereby lowering the cost of the gravel or materials.

## FIGURE 1 TRANSPORTATION

A well-conceived transportation system is one of the most important features of a comprehensive plan. The Meade County Transportation plan attempts to program road and street use to prevent congested and unsafe street design. Through long-term planning of designated street types, new developments can be coordinated and potential problems minimized.

## **COUNTY TRANSPORTATION SYSTEM**

Meade County's transportation system is generally laid in a one-mile rectangular grid system with a majority of the roads having 66 foot right-of-ways. The typical county right-of-way for gravel surfaced roads is 66 feet.

## **STREET CLASSIFICATION**

Roads within the county support diverse volumes of traffic. Meade County has implemented a transportation plan for the development of the county's road system according to classifications listed within the plan. Meade County's Transportation Plan is considered, and now is, a part of Meade County's Comprehensive Plan.

The following generally recognized hierarchy of road classifications will be used to assist in the development of intermediate and long range transportation needs.

**Arterials** - serve as primary circulation routes. Meade County has classified the arterials as either urban or rural arterials. These roads generally carry the majority of traffic volume within the county. Their basic function is to facilitate movement of medium and long distance, high-speed traffic between regions and communities with a minimum of impediments. Since arterials serve for traffic movement between regions and sub-areas, all direct access to abutting property should be restricted. Further, parallel service roads should be added, where appropriate, to maintain traffic carrying capabilities of the thoroughfare.

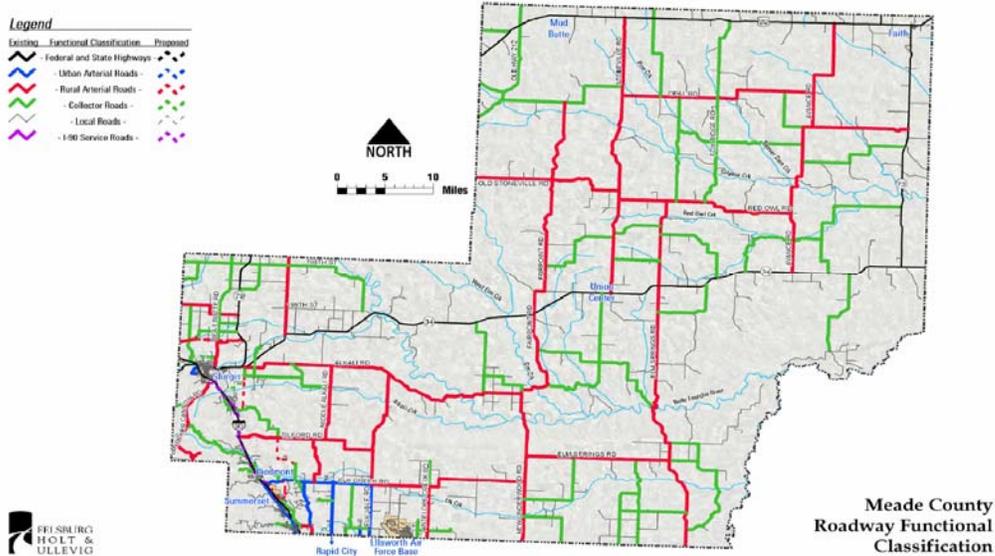
**Collectors** - form an intermediate category between arterial and local roads. Collectors serve as a link between arterial and local roads by "collecting" traffic from local roads and transferring it to arterial roads. Collectors are classified in Meade County into urban or rural collector categories.

**Local Streets** - primarily provide access to abutting properties. They are not designed to carry large amounts of through traffic and are primarily characterized by short trip length and low traffic flow.

## **MAJOR STREET PLAN**

The Major Street Plan shown on Map 7 classifies roads as interstate, arterial, collector, or local. The plan is designed to effectively move traffic through the county and between major attraction points.

## MAP 7 - MAJOR STREET PLAN MAP



### Transportation Goal

To provide a safe and effective transportation system that promotes the efficient movement of people, goods, and services within and through the county and promotes cooperative efforts with the municipalities and other interested agencies addressing development including the MPO (Metropolitan Planning Organization).

### Policies

- Plan and provide an integrated street and highway system that is planned, designed, developed, and maintained consistently with the county's existing and anticipated future land use patterns and activities.
- Limit access (driveway/curb cut) and utilize frontage roads on arterial and urban collector roads and/or streets.
- Secure and preserve sufficient rights-of-ways for future arterial and collector traffic routes.
- Require developers to have sufficient road widths including turning lanes if necessary to meet existing and future demands.
- Classify major streets and highways according to function and establish design standards for various street classifications.

- Coordinate plans with communities in the development of a network of arterial and collector roads that promote efficient traffic movement and support growth in projected development areas.
- Identify maintenance responsibilities as part of the platting of new subdivision roads.
- Require new development to finance road improvements needed to support increased traffic.
- Encourage the development of secondary or emergency access roads: Many subdivisions offer only one entrance/exit, hindering evacuation of residents during fires. In the past, the County has allowed development without secondary or emergency accesses, but this has resulted in subdivisions especially in forested areas that do not have an alternate evacuation route.

**Capital Improvement Planning:** The purpose of capital improvement planning is to provide local government officials with a guide for budgeting for major improvements which will benefit the community. Before future development can be considered, the County must review current infrastructure and identify any deficiencies which need to be corrected prior to the development, discouraging development in areas of development concerns. It is the intention of the County to upgrade a portion of existing transportation routes on an annual, ongoing basis as the budget allows.

**Management and Coordination:** Coordination should take place between the county, municipalities and other interested agencies on development issues.

**Improvement Projects:** Meade County Transportation Committee has prepared a list of future roadway improvement projects that is part of the Meade County Transportation Plan which will be reviewed and updated annually.

## **PHYSICAL ENVIRONMENT**

### **Streams, Lakes and Wetlands**

The Belle Fourche River Basin is the major surface drainage feature in Central Meade County. The Belle Fourche River bisects the county, flowing southeast from Butte County. Elk Creek and Antelope Creek, along with their tributaries, drain the southerly portion of the county. The Cheyenne River and its tributaries drain the eastern half of the county.

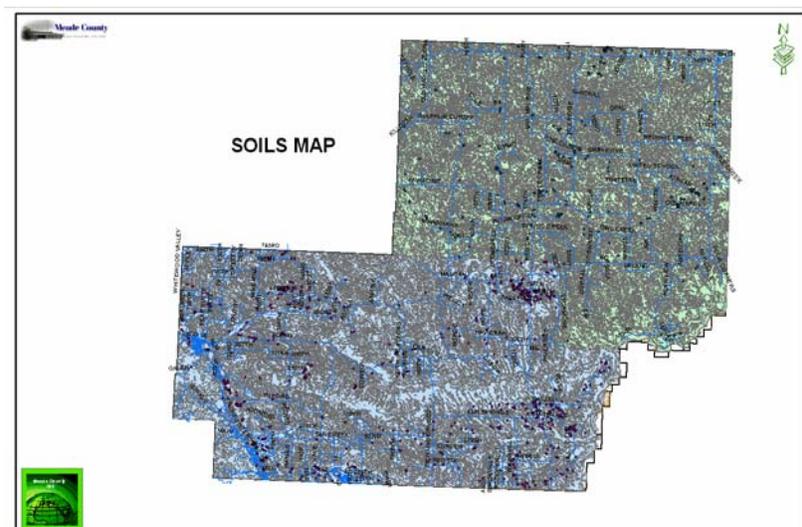
Isolated wetlands also reduce siltation and control flooding by slowing runoff during rapid snow melt and heavy rainfall, thus gradually releasing water and minimizing erosion and downstream flooding.

There are several lakes located in Meade County: Bear Butte, Crewel, and Turkey Lake. Several large stock dams are scattered throughout Meade County. These lakes and dams increase wildlife, fish habitat, and provide recreation.

### **Soils**

The Natural Resources Conservation Service recently completed a major update of the Meade County Soil Survey. Soil boundaries were provided in digital format for entry into the county's geographic information system (GIS) along with attribute information associated with the various soil types.

### **MAP 8 - SOILS**



Soil attributes provide information on agricultural productivity, erosion factors, and limitations for the use of wastewater absorption fields, lagoons, buildings, roads and other engineering applications. GIS affords the opportunity to analyze these attributes as part of the site development evaluation process.

### **Flood Plains**

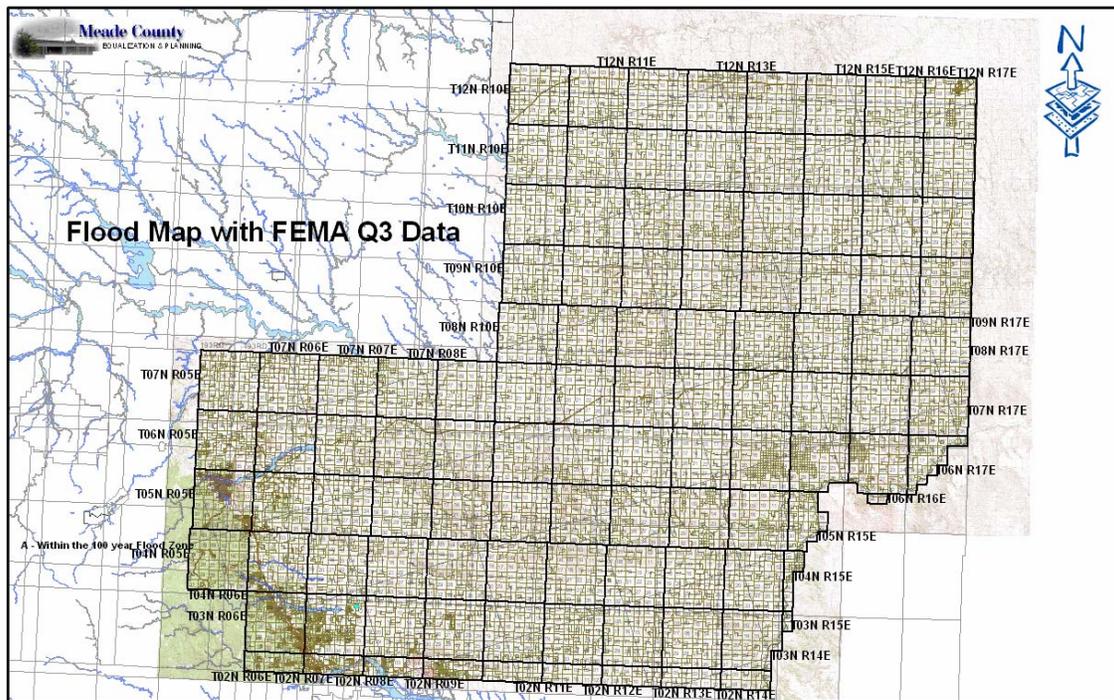
Flood plains are lowlands adjacent to the channels of rivers, streams, and other watercourses where inundation periodically occurs due to extreme natural events.

The flood plain has two constituents – a floodway and a flood fringe. Together they comprise the flood hazard area generally referred to as the 100-year flood plain identified by the Federal Emergency Management Agency (FEMA), where the chance of experiencing a flood of such magnitude is one (1) percent every year.

Meade County maintains eligibility in the National Flood Insurance program by enforcing the Flood Damage Prevention Ordinance. Participation in the program enables residents of flood plain areas to purchase special insurance at subsidized rates.

The county's present ordinance, Ordinance No. 9, requires that residential structures be flood-proofed if they are in or on the fringe of a designated flood plain. This is done by requiring the lowest floor of residential structures to be constructed to a standard of one foot above the base flood elevation. Residential structures are prohibited from being constructed in floodways while encroachments, including fill and new construction, are prohibited unless engineering certification demonstrates that the activity will not result in an increase in flood levels.

### MAP 9 - FLOOD PLAIN MAP



### AQUIFER AND WATER SOURCE PROTECTION

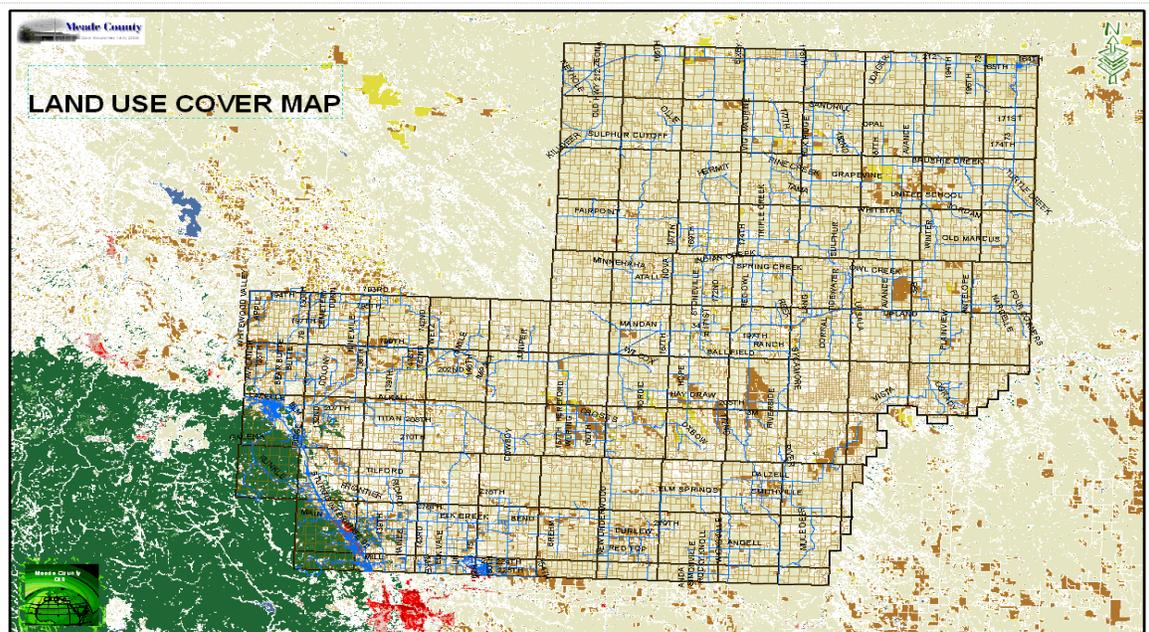
The county's water resources consist of surface water found in streams, lakes, and groundwater. Water systems within Meade County are located in the Cities of Sturgis and Faith. Black Hawk Water Co. provides water service along the southern end of the I-90 corridor and also supplies water to the city of Summerset and the town site of Black Hawk, excluding those with private wells. The greatest percentage of the public water supply is taken from the Madison Aquifer.

The water resources are at risk of contamination by a variety of sources, including inadequate wastewater treatment and disposal attributed to both on-site and municipal sources. Also included is the overuse or mismanagement of fertilizers and pesticides, solid waste disposal sites, and storage sites of manufactured or regulated substances. Risk may also occur from the over proliferation of large scale livestock confinement facilities. The county enforces measures to protect these vulnerable areas through our ordinances.

## LAND USE PLANNING POLICIES

The purpose of this Comprehensive Land Use Plan is to outline what is to be produced or accomplished in the county relative to the physical environment. Meade County's Comprehensive Land Use Plan shall consist of land use planning policies and a future land use map. The land use planning policies contain numerous goals and policies.

### MAP10 - LAND USE COVER MAP



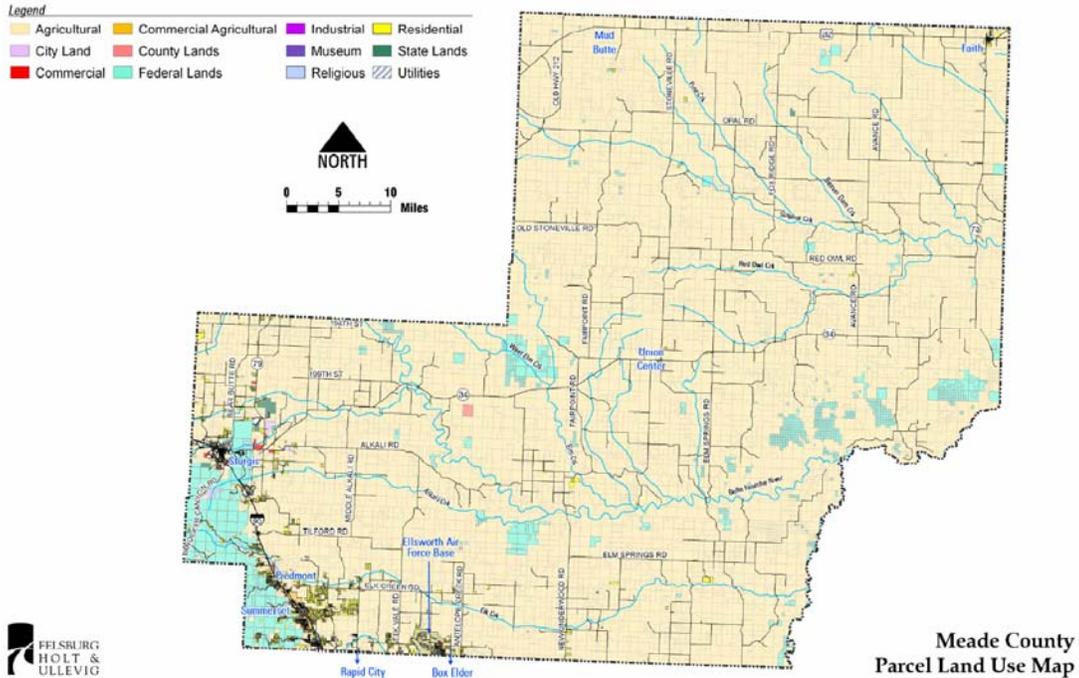
These policies and maps should all be used collectively, as they set a comprehensive framework for a review and evaluation process upon which plans, developments, and programs can be formulated and instituted.

The primary objective of this study is to identify where and how this growth can best take place, thus requiring documentation of existing land uses and the identification of opportunities and constraints that will affect future land development.

The development of land use planning policies is required to establish the basis on which future development would take place. By integrating the community's vision and growth objectives with the available resources, a preferred direction and pattern for future development was determined, and thus, became the basis for the recommendations and future land use plan as presented in this report.

Generally, a comprehensive land use plan will utilize written policies to illustrate how a county should look in 10 to 15 years. An initial step in the development of a comprehensive plan is the establishment of land use planning policies.

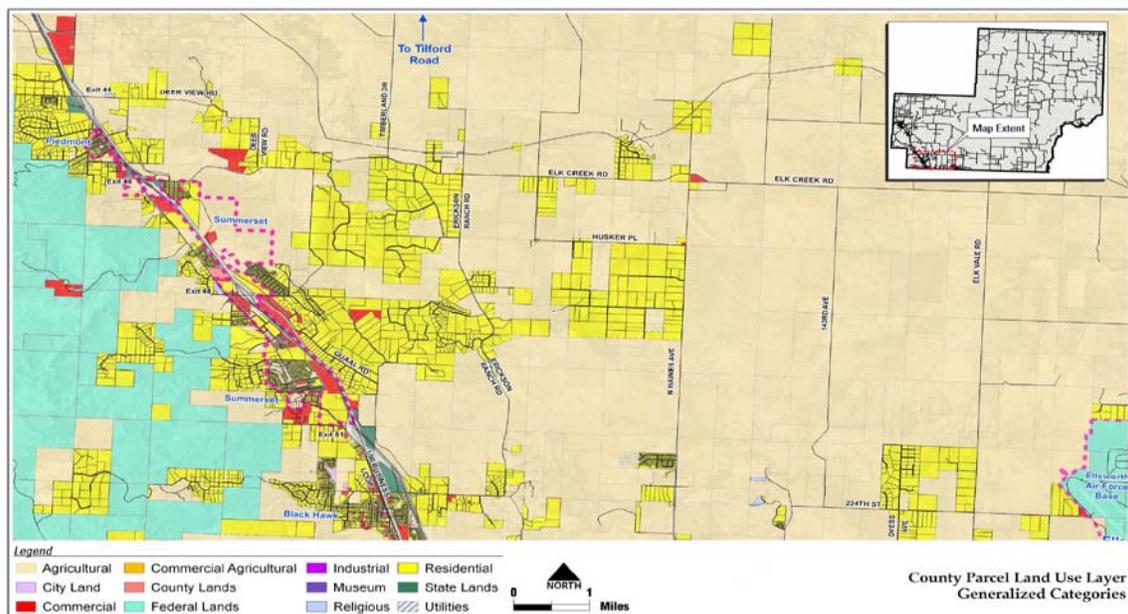
### MAPS 11 – 13 - FUTURE LAND USE MAPS



Meade County Parcel Land Use Map

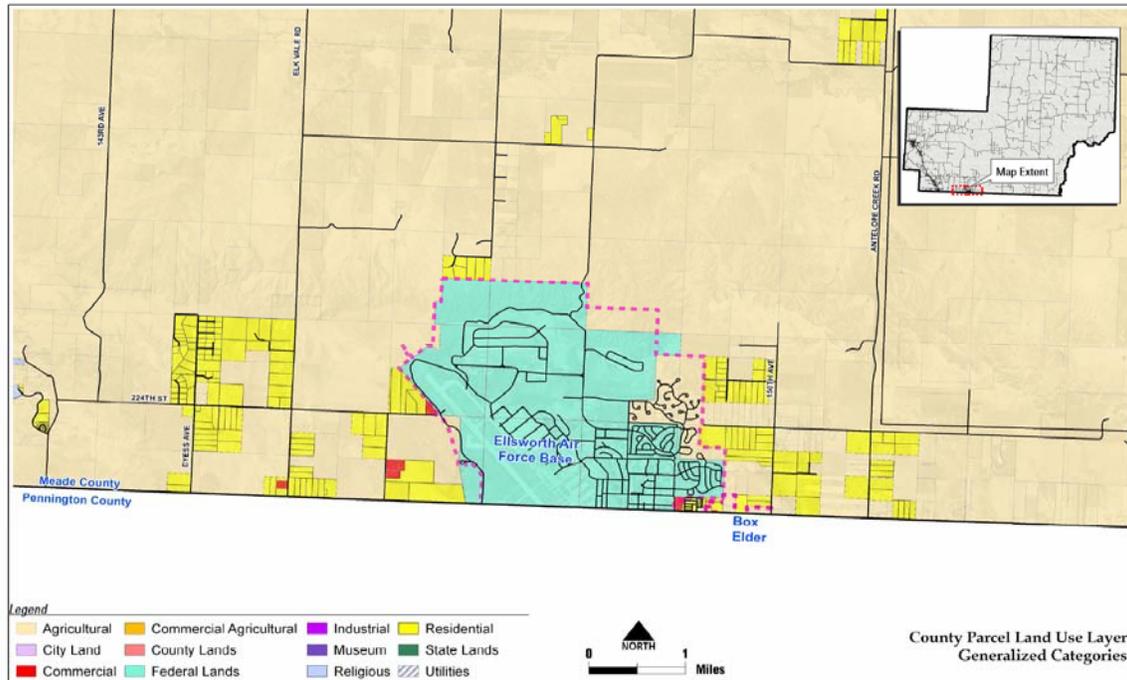
Goal: Future Land Use Maps are valuable tools, developed through community input from the public that help guide development in Meade County.

### MAP 12 - LOCALIZED



County Parcel Land Use Layer Generalized Categories

## MAP 13 - LOCALIZED



### Policy:

- Zone changes in a special zoning area and site-specific land use proposals should reflect the written policies of this Comprehensive Plan, the land use designations of the Future Land Use Map and the goals and objectives set forth within Area Community Plans, as applicable.

The Future Land Use Map, in combination with County adopted Transportation Plan and maps, portrays existing development and depicts potential future land use patterns. These maps are intended to serve as a conceptual guide for future land use decisions in unincorporated areas including the Political Townships of Meade County. It is the intent of this Comprehensive Plan that outcomes regarding future zone changes in special zoning areas and site-specific land use proposals should reflect the written policies of this Plan, the Future Land Use Map and the goals and objectives set forth within this plan, where applicable. In those instances where Future Land Use Map designations are inconsistent with written policies of this Plan, the land use designation shall prevail; so long as the proposed land use is consistent with the spirit and intent of all other relevant Comprehensive Plan goals, policies and implementation strategies.

This Future Land Use Map does not depict existing zoning, and the recommended land use designations are not intended to substitute for or supersede the County's Official Zone Area Maps in special zoning areas. Rather, the designations are intended to depict where various land uses and densities may be appropriate. This Comprehensive Plan encourages collaborative decision making across jurisdictional boundaries, and recommends that: (a) joint City/County staff including involvement from the affected landowners, to review development plans within three (3) miles of the city boundaries; (b) the County consider city standards when development is proposed in areas where

annexation is anticipated; and (c) the County enter into intergovernmental agreements with the city to more fully address the review procedures for lands located within each city's three mile plan.

**The following are the major goals, objectives and policies, which have an application to the development of the comprehensive plan for Meade County.**

**DEFINITIONS**

Based on previously stated documentation, tables, charts and maps, it is obvious Meade County is a progressively growing county in both population and economy. This section contains the development "vision" for Meade County. It is expressed through goals, objectives and policies. A definition for each term is presented below.

**Goal** - The County provides for orderly and appropriate growth in the County while protecting individual property rights, the public's health, safety and welfare.

**Policy** - A statement concerning a specific, measurable target, purpose, an action, or position that will be taken to achieve the goal. The Goals and Policies spell out various roles and responsibilities for Meade County. To better understand the county's role for each Goal and Policy, a number of key terms are defined below.

**Create** - Bring about the desired goal, usually with county staff, the Governing Board and Planning Commission involved in all levels from planning to implementation.

**Continue** - Follow past and present procedures to maintain desired goal, from county staff, Planning Commission, Governing Board of Commissioners, and the public involved in all levels from planning to implementation.

**Encourage** - Foster the desired goal through county policies and public input.

**Endorse** - Subscribe to the desired goal by supportive county policies.

**Enhance** – Implement current goals to reduce limitations and provide flexibility through the use of sound policies along with utilizing county staff, county committees, public input and Planning Commission at all levels of planning.

**Identify** - Catalog and confirm resource or desired item(s) through the use of county staff and actions along with the public's expertise.

**Maintain** - Keep in good condition the desired state of affairs and utilize common sense for the application and use of county policies, staff and Planning Commission for the good of the residents of Meade County.

**Recognize** - Acknowledge the identified state of affairs and take actions or implement policies to preserve or change them.

**Prevent** - Stop described event through the use of appropriate county policies, staff, Planning Commission action and public input.

**Promote** – Promote public input and the use of county policies and staff/Planning Commission activity at all levels of planning.

**Protect** - Guard against a deterioration of the desired state through the use of public input, County policies, staff and Planning Commission.

**Provide** - Take the lead role in supplying the needed financial and staff support to achieve the desired goal.

**Strengthen** - Improve and reinforce the desired goal through the use of county policies, staff and public input.

**Support** - Supply the needed staff support, policies, public input, etc. at all levels to achieve the desired goal.

**Sustain** - Uphold the desired state through county policies and staff/Planning Commission action along with public input to achieve desired goal.

**Work** - Cooperate and act in a manner through the use of county staff/Planning Commission actions, policies, public input, etc. to create the desired goal.

The goals and policies spell out various roles and responsibilities for Meade County.

## **Future Land Use Vision and Goals**

### **1. Trend**

- Meade County will continue to grow, with the majority of residential and commercial growth around the I-90 corridor.
- Traffic in the area will continue to worsen as residents commute to services and jobs in Rapid City.
- Development along higher density areas without a central sewer system could lead to contamination of groundwater resources.
- Wildfires will place many residents and homes in the forested areas of Meade County at risk of destruction.
- Newly platted subdivisions with hard surface streets and a central water system will continue to attract year-around and seasonal homeowners.

- Minimum wage workers will become more difficult to hire due to the shortage of affordable housing.

## **2. Alternative Vision**

- The County provides for orderly and appropriate growth in the County while protecting individual property rights and the public's health, safety and welfare.
- A higher proportion of the costs of new development are recovered from developers to avoid undue financial burden on existing residents.
- Land use planning that favor the retention of distinct communities that have a small-town feel.
- Employment, housing and commercial services are decentralized rather than concentrated in one area, to help disperse traffic volumes.
- New developments have sustainable potable water supplies that do not impair water rights' users, the rivers, or the aquifers.
- Mixed-use development provides a range of housing options, including affordable housing for service workers, as well as some neighborhood commercial and retail space for residents.

### **Manage growth to maintain the small town, rural quality of individual communities.**

Strategy 1. Encourage neighborhood retail and commercial uses within walking distance in larger new subdivisions or designate small commercial activity centers in proximity to a cluster of subdivisions. Success may depend on trade area population, incomes, and permanency of residents.

Strategy 2. Consider making approval of future subdivision phases, contingent on the demonstration that sufficient potable water remains available.

Strategy 3. Encourage development of a range of housing types and lot sizes within new subdivisions, planned unit developments, and other new residential developments.

Strategy 4. Encourage smaller lot sizes and higher density residential use adjacent to incorporated municipalities. Require community water systems or extension of municipal water and sewer for these uses.

Strategy 5. Encourage setting aside park areas in subdivisions.

Strategy 6. Consider the creation of Special Zoning Area tools in high or special growth areas to implement Strategies 1 through 5.

**Ensure that infrastructure keeps pace with development.**

Strategy 1. Require new developments to contribute on a proportionate basis to the cost of required infrastructure including, but not limited to, roads and parks. In the analysis, consider the number of building permits, potential service area, and whether sufficient revenue could be generated to meet potential county services that would be expected.

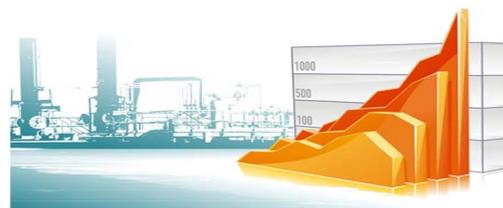
Strategy 2. Encourage developers to provide land and facilities for parks, open space or trails as part of their subdivisions.

Strategy 3. Develop revenue streams and maintain a comprehensive inspections process for all improvements, including utilities and road development.

**Ensure that precautions are taken with development in forested areas.**

There are no regulations, for example, requiring residents to maintain defensible space around their homes to allow firefighters to squelch fires or to cut down on the potential spread of wildfires, a serious threat to residential development near or within the forest.

Strategy 1. Even though this is somewhat addressed in Ordinance No. 20, possibly additional requirements should be considered when preliminary plats are presented during the planning meeting, to further ensure that an adequate water supply is available for fire fighting. Further restrictions should be considered in current ordinances.



The following statements will direct the implementation of the Comprehensive Land Use Plan. They are being presented under the following twelve goals.

## **Fundamental Goals**

- Areas of Development Stability
- Areas of Development Advantage
- Areas of Development Transition
- Areas of Development Limitations
  - Environmental Policies
- Commercial and Industrial Development
  - Management and Coordination.
- Encourage the growth of small family businesses
  - Encourage access to public lands
- Encourage value added agricultural businesses
  - Preserve private property rights
- Promote self governance and self reliance

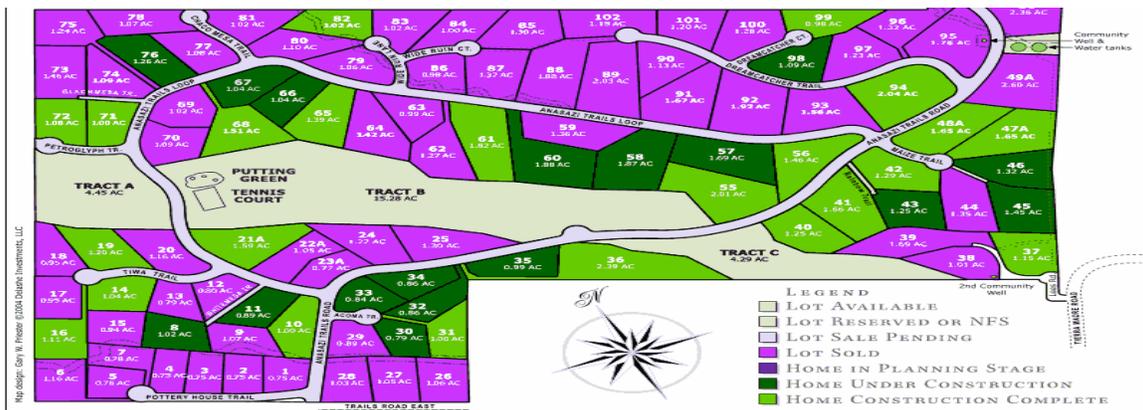
## **FUNDAMENTAL GOALS**

- To encourage orderly, efficient land development within the unincorporated areas of Meade County.
- To manage growth within the framework of the Meade County Comprehensive Land Use Plan and other municipal comprehensive plans.
- To maintain a distinction between rural areas and municipalities and preserve and enhance community identity.
- To provide a transportation system that promotes the safe and efficient movement of people, goods, and services.
- To achieve the maximum efficiency in the provision of public services and facilities.
- To preserve environmental, historical, and cultural resources.
- To promote compatible development in rural and urban areas of the county.
- To support and encourage the growth of the county's economic base and promote the expansion of job opportunities.

- To maintain a viable agricultural economy and preserve the rural quality of life.
  - Preserve private property rights
  - Promote self governance and self reliance

## AREAS OF DEVELOPMENT STABILITY

This category represents the bulk of agricultural land (cropland, rangeland and pasture) and sites that are not expected to experience any anticipated change during the planning period. This land use category should be planned to prevent the encroachment by urban uses until such time that development meets the established land use planning policies. There may be an occasional residence, or an agricultural-oriented commercial/industrial venture constructed, but the primary use or focus should remain agricultural.



## Residential Development Goal

In order to reduce conflicts with agriculture production, it is the goal of Meade County to encourage the expansion of residential development in and around existing incorporated communities.

## Policies

- Non-farm or non-ranch residential development should take place at locations that minimize public infrastructure costs and potential agricultural/residential conflicts while promoting safety.
- Discourage higher density residential uses in rural areas and direct higher development densities to or around the municipalities.

- Preserve and protect the agricultural productivity of rural land by discouraging the development of non-farm residential sites. Encourage a rural residential density of not more than one residential building site per 9 to 40 acres.
- Scattered non-farm residential developments shall be discouraged.
- Pedestrian and traffic safety, infrastructure capacities, environmental impacts, and adjacent land uses should be considered in evaluating residential development proposals.
- Areas identified for development stability or agricultural uses should be managed in such a way as to promote these uses and prevent premature intensification of other land uses. Land in this area should be developed to limit non-farm/ranch residential and urban density development through the use of minimum lot sizes and other regulations found in current Meade County ordinances.
- Public services and facilities shall be provided at a level sufficient to meet the needs of a low-density agricultural population only.



## **Agricultural Preservation Policies**

- Discourage the premature development of agricultural land.
- Discourage the splitting of land parcels into fragmented units which are incapable of supporting farming and ranching activities.
- Discourage development patterns that require public improvements financed in part by the farming or ranching community but which are not necessary to support agriculture.

- Employ proper use of land to protect valuable agricultural land as well as other amenities.
- Protect the rural area from uses which interfere with and are not compatible with general Agribusiness, livestock management, farming or ranching practices.
- Recognize and improve upon regulations which have a negative impact on farming or ranching operations.
- Preserve agricultural lands by discouraging land uses which are not compatible to agricultural practices;
- When considering future land use decisions, determine the significance of agricultural land use and its preservation.
- Protect agricultural land through land use planning so that optimum utilization will not diminish in disproportion to the amount of area reverting to urban use. Thus, much of the remaining economic potential of the land, in terms of agricultural production, is not lost.

### **Miscellaneous Policies**

- Discourage higher density rural subdivisions so that current service levels are not exceeded, therefore, avoiding the creation of special areas (i.e. sanitary, water and road districts).
- Discourage the random and haphazard placement of commercial and industrial uses within the rural area where such uses do not support the agricultural industry, ranchers or farmers.
- Protect construction aggregate resources by discouraging future adjacent land uses to those that are compatible with extraction operations and discourage new aggregate extraction operations near subdivisions.
- Establish and maintain an inspection program to ensure proper installation of on-site wastewater disposal systems.
- Encourage future developments, (residential, commercial, industrial, etc.) which are not able to be accommodated in a community to develop in the unincorporated areas of the county.
- Encourage the identification and retention of historic and cultural resources i.e., historic farms, cemeteries, landmarks, etc.
- Encourage the development of value-added-ag businesses.

## **AREAS OF DEVELOPMENT ADVANTAGE**

These areas have qualities that encourage development in the near future.

These areas are located within and immediately adjacent to municipalities and along the I-90 corridor. There is often access to transportation routes and the property is served or could be economically served with public services.

### **Policies**

- Concentrate future non-farm growth in or contiguous to municipalities where public infrastructure can be economically provided. Maximize the utilization and efficiency of existing public facilities.
- Discourage premature development in municipal fringe areas.
- Seek input of municipal officials in the review of development proposals which could potentially impact future municipal expansion and public infrastructure projects.
- Encourage annexation of potential development sites within municipal fringe areas before or as part of the development plans approval process.
- Recognize municipal growth plans when considering future development proposals.
- Preserve the identity of existing communities by discouraging sprawl and leapfrog development.
- Encourage high density subdivisions or large population developments to develop adjacent to or near the city limits of a municipality, which would enhance future city development.
- Explore the utilization and application of ghost platting techniques near the corporate boundaries with existing municipalities within Meade County; in areas within a thousand (1,000) foot radius of the municipal boundary.

## Example of ghost platting techniques

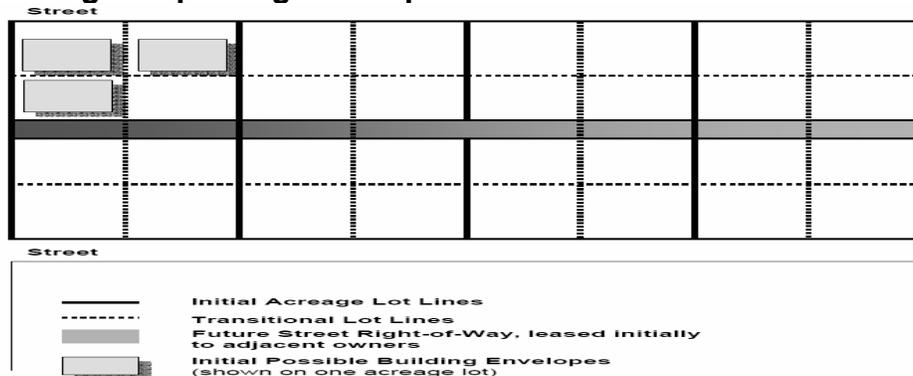


Figure 3b:  
Transitional Subdivision Scenario: 8 lots to 32 lots

## AREAS OF DEVELOPMENT TRANSITION

These areas are located near communities and/or larger developments already in existence. They have been experiencing requests for residential or commercial/industrial development. The current land use is generally agriculture or open space. These areas could be potential conflict zones in terms of public services, incompatible uses with municipal/county planning or future land use planning.

### Policies

- Uses and activities, when compatible, shall be concentrated and clustered into functionality related areas or centers.
- Urban development of lots less than or equal to 10,000sq/ft in size will not be permitted in areas without public water and sewer and the development shall include all the municipal water and sewer connections, collectors, etc.
- Neighborhood Centers- Land use planning should include neighborhood centers in areas on concentrated subdivisions to include commercial development within walking or a short driving distance from where people live.
- Rural Centers – Use land use planning techniques along with rural area public input to plan rural centers that will create job growth opportunity and provide shopping and other needs of the rural community.
- Cooperation and coordination in land use planning should be promoted between municipal areas and the county in the development of land and utilities in the extraterritorial and/or platting jurisdictional area outside of a community's corporate limits.

- In areas of development transition, annexation of the land adjacent to the city limits is encouraged prior to, or as part of the development process.
- In areas of development transition, only the subdivision of land for higher density developments, adjacent to the city limits, which would enhance future city development, is encouraged or applying ghost platting techniques.
- “Ghost Platting” will be strongly encouraged in those transitional areas-near high density subdivision within one thousand feet (1,000’) of an incorporated municipality.
- Developments within a three-mile platting jurisdiction will require utilities infrastructure compatibility or a signed developer agreement with governing municipality when appropriate.
- Promote optimum land use that is physically possible, legally permissible, financially feasible, and minimize land use conflicts.
- Promote cooperative efforts with the municipalities in considering or reviewing development within a three mile platting territorial jurisdiction.
- Encourage new residential construction to locate on previously platted lots and other parcels which already qualify as building sites.
- Limit rural densities adjacent to municipalities through development plans or ghost platting so that current service levels are not exceeded, thereby avoiding the creation of special purpose districts (i.e., sanitary, water and road districts).
- Contain urban expansion to areas which are adjacent to incorporated communities.
- Future community growth should occur in areas contiguous to existing development to allow economical expansion of municipal facilities and services.
- Rural land will be converted to urban development in accordance with the Comprehensive Plan and in such a way as to promote economic and orderly extension of the urban services; and provide value added increase of income to agricultural producers.
- Regarding the development of property adjacent to larger existing developments located within the County, the Planning and Zoning Commission realizes that these lands are also areas of development

transition and will require extensive review prior to the approval of new developments and/or the expansion of existing developments.

Policies or issues to consider in the development of mountainous property include:

- Responsibility for the maintenance of interior streets shall be that of the developer, homeowners' association or road district.
- Consideration of the Planning Commission to determine the impact upon county, township and state roads servicing the proposed developments.
- Discourage a fragmented approach to the development of property. A comprehensive design and site review may be required.
- Hold meetings with affected landowners to discuss further development concerns

## **RURAL CENTERS**

**GOAL:** Maintain the character of the designated Rural Centers within the surrounding rural area that is appropriate in character and scale in the rural environment.

### **Policies**

Rural Centers should serve the following purposes:

- provide a focus for the surrounding rural area that is appropriate in character and scale in the rural environment;
- provide appropriate commercial and industrial lands for job growth opportunity and developments to serve adjoining rural areas and for tax base to support schools districts;
- provide an opportunity to develop facilities that can function as a community center in those areas where an incorporated town does not serve that role for the surrounding area.
  - Rural commercial development should support the needs of rural residents and natural resources activities rather than urban area uses.
  - Rural Centers should reinforce the rural character and distinct sense of community.

## **AREAS OF DEVELOPMENT CONCERNS**

These areas have characteristics that would either prevent them from being developed or would result in excessive construction costs. Regular flooding, depth to the aquifer, steep slopes, fragile soils, proximity to certain facilities (gravel pits, lagoons, landfills, concentrated animal feeding operations, etc.) would all be limiting factors. Limited access to transportation routes and public facilities further limit the area's potential for development.

### **Development Concerns in the Unincorporated Areas of the County**

The following types of development constraints have been identified and will be accommodated in the future land use plan.

#### **Flood Plain**

This development concern has been designated from flood plain studies on land experiencing flooding, standing water, or extremely high water table conditions. The land areas vary in the intensity of problem water conditions, but special consideration should be given to preventing development to occur unless coordinated precautionary measures are instituted.

#### **Stormwater Drainage**

Meade County generally utilizes ditches for storm drainage. Currently, various areas around the County experience flood conditions due to over-reliance on natural storm drain structures and paths.

Meade County is subject to flooding in various areas. The County does maintain drainage on County roads and barrow ditches to the best of its abilities. Meade County works with federal and local agencies after fire disasters to address the increased flooding potential created by the long-range effects of wildfire damage.

#### **Wastewater**

Meade County does not provide wastewater collection or treatment for County residents except which is provided by some municipalities. The rural areas outside of the municipal entities typically utilize septic systems for their wastewater needs. Meade County recognizes septic systems are a potential source of ground water pollution, and plans to work with the South Dakota Department of Environment and Natural Resources to mitigate any existing problems and embrace new technology as it is developed and available.

The local incorporated communities are responsible for their own wastewater collection and treatment facilities. The communities of Sturgis, Faith, Summerset and the Weston Heights Community are currently operating local wastewater collection and treatment systems that are operated by the communities within the County. Meade County may coordinate with municipalities, communities or joint entities for joint wastewater treatment issues.

### **Shallow aquifer**

This development concern has been designated from previous shallow groundwater aquifer studies. Special consideration should be given to preventing types of development which have the potential to pollute shallow aquifers or recharge areas such as concentration of residences, chemical storage, and concentrated animal feeding operations, certain commercial and industrial uses, etc., unless coordinated precautionary measures are instituted.

### **Soils**

This development concern has been designated from Natural Resource Conservation Service soil studies. These studies provide information on the suitability of the general soil associations to support certain types of land use activities, such as septic tank absorption fields, sewage lagoons, and shallow excavations, dwellings with basements, sanitary landfill, roads and streets. The Planning Staff, Planning Commission or Meade County Commissioners may utilize the information from these studies in making decisions relating to the development of specific sites. Special consideration should be given to preventing development to occur in areas where soil types are not conducive to associated development requests.

### **Natural Resources**

This development concern has been designated from Natural Resource Conservation Service and Corps of Engineer's wetland inventory studies. The land areas vary from bodies of water to game propagation areas. Special consideration should be given to preventing development to occur unless coordinated precautionary measures are instituted.

**Areas of Historical and Cultural Significance:** Areas or landmarks of historical or cultural significance should be protected through land use planning without relinquishing or limiting private property rights.

### **Policies**

Development of this area shall be compatible with features of the natural environment and accommodated without destroying environmental features and natural amenities and our water sources. At a minimum, the following areas shall be considered within Areas of Development Limitation:

1. Wastewater Collection and Treatment -The County will strive and work toward exploring options for wastewater collection and treatment as allowed by statute. Due to current State of South Dakota laws; state legislators should be continually lobbied to allow counties to build and operate wastewater treatment plants. This is desperately needed now due to the continued growth in the County, and will be greatly needed in the future.

An avenue to possibly explore is to work with and encourage the communities that provide wastewater treatment and collection to expand to cover areas outside their corporate or community borders out into the unincorporated areas of Meade County. Meade County should work with, and encourage, communities with wastewater treatment facilities to expand and offer services to unincorporated areas.

Also, require that more advanced technologies for unsuitable soils for on-site wastewater treatment be utilized beyond the traditional septic tank and drainfield.

2. Soils that cannot support certain land use activities –these are defined within the NRCS Meade County Soil Survey.

3. Identified Flood Plains - As noted, Meade County does experience flooding in certain areas. There is a need to ensure that stormwater runoff from existing and new development is properly managed. Stormwater can also present an opportunity for water reuse as a way to engage in conservation efforts and recharge area aquifers.

4. Shallow Aquifer – identify problematic areas where citizens have shallow wells as it relates to flood plain areas and on-site wastewater systems.

5. Special Area Zoning and Subdivision regulations shall require protection of drainage ways, wetlands, water courses, water bodies, soils, and aquifer; and shall require easements for such and make them integral parts of land development site plans.

## **ENVIRONMENTAL AREAS**

It is the goal of Meade County to discourage development in areas that:

1. Present health and safety hazards, as defined in County, State and Federal statutes, to county residents.

**Policy 1 Soil characteristics, depth to aquifer, topography and other construction limitations should be carefully considered in project site planning.**

### **Policy 1 - Supporting Policies**

- The development of stream corridors, the aquifer, natural floodplains and drainage ways and other significant natural areas that are unsuitable for construction shall be precluded.

- Soil erosion and downstream sedimentation shall be minimized through appropriate design.
- Prior to development, on lots which will use an on-site wastewater system, soils shall be tested and analyzed for absorption capability and no building permits allowed unless tests determine site meets established standards per Ordinance No. 33.
- Those areas identified as floodplain, groundwater aquifer, or natural resource shall be managed in such a way as to prevent premature development of other land uses.
- Natural drainage courses should be protected in their capacity to carry runoff water.

**Policy 2      Development shall be limited within areas that are known to experience regular and/or severe flooding.**

**Policy 2 - Supporting Policies**

- Anyone seeking county permission for development within a known flood hazard area shall provide documentation that their project will not present a risk to public health and safety and must meet Ordinance No. 9 requirements.
- Proposed developments in flood hazard areas shall comply with the National Flood Insurance Program and associated regulatory agencies and Meade County Ordinance No. 9.

**Policy 3      Drainage, air quality, noise, and other environmental factors may be considered for their impacts on neighboring property.**

**Policy 3 - Supporting Policies**

- The preservation of agricultural production practices should be a priority consideration in land use decisions.
- In situations where permission is needed and the situation warrants an evaluation, the county will rely upon both technical sources and public input in making decisions.

- Meade County, prior to any approval, may request and consider technical resources and public testimony to evaluate any warranted environmental concerns deemed necessary.

**Policy 4      Development and construction in elevated noise areas around airports or airbases needs to follow established practices written for noise mitigation.**

**Policy 4 – Supporting Polices**

- Adopt noise attenuation guidelines for construction of habitable dwellings and buildings in elevated noise areas established by the Department of Navy.
- Encourage state and federal agencies to acquire funding for the purchase of development rights for property around Ellsworth Air Force Base to limit development in areas that have noise levels above 70 dba.

**COMMERCIAL AND INDUSTRIAL DEVELOPMENT**

It is the goal of Meade County to promote and encourage cost effective, value added agricultural processing efforts within the Ag community while providing areas for more typical mainstream commercial/industrial development near urbanized areas.

**Policies**

- Commercial and industrial development should be compatible with adjacent land uses.
- Developers should be encouraged to reserve "buffer" areas between different land uses to minimize the potential for conflict.
- County regulations should protect the property rights and promote the economic opportunities of farm and ranch operators.
- Commercial and industrial development should take advantage of existing utility networks and transportation systems.
- Promotion or encouragement should be given to agricultural production and processing activities that benefit the agriculture industry.

- The locations, capacities and relationships of public infrastructure systems should be reviewed as part of development proposals requiring county permission.
- The redevelopment and reuse of existing business locations should be encouraged by the Meade County Planning Commission.
- Prior to construction, each commercial/industrial development project should be subject to a specific site design, review and approval process.
- Further, disruption to on-site circulation or adjacent land use should be discouraged by appropriately locating and designing the development's service areas. Vehicular access to highway commercial and industrial areas should be sufficiently set back from intersecting streets with appropriate sight distance maintained at all entry and exit points. Also, to enhance vehicular traffic flow, strict controls affecting the number and location of accesses to commercial/ industrial areas should be established.

## **MANAGEMENT AND COORDINATION**

It is the goal of Meade County to efficiently and effectively manage and coordinate land use plans and implementation tools.

- Coordination should take place between the county, municipalities and affected landowners on development issues.
- Employ an area-wide approach in planning utility and drainage systems.
- Citizen participation should be a major component of the development process.
- Ample opportunity will be provided for direct public comment, in every appropriate situation.
- Planning and other development documents will be written using plain language, with an absence of jargon or specialized terminology.
- Flexibility within the planning and special zoning area process will be retained so as to readily cope with changing social and economic conditions.
- In many cases because of the scattered locations of land developments, extension of municipal utilities may not be a practical matter. It is therefore, important that the various governing jurisdictions encourage

development of land parcels contiguous to existing developments in order to prevent the creation of large areas of “passed land”.

- All extensive land development proposals should be guided by a plan for site development. Such plans would determine the optimum intensity of the use for land and identify corresponding densities of land occupancy so that proper precautions could be taken to assure adequate utilities and environmental concerns.
- It is the intent of Meade County to maintain a consistent high level of inspection performance.

## **LAND USE LOCATION AND DESIGN CRITERIA**

The following are specific location and design criteria that should be considered when sighting an associated development request.

### **RESIDENTIAL**

- Minimize driveway approaches onto county and state highways
- Discourage land splits which erode the integrity of agricultural use areas

### **COMMERCIAL/INDUSTRIAL**

- Adjacent to county and state highways
- Rail access for industrial uses
- Controlled access onto major highways
- Adequate buffering from neighboring uses
- Hard surfaced streets, driveways and parking areas

## **SPECIAL USES**

### ***Intensive Agricultural Uses***

- Includes feedlots, concentrated animal feeding operations
- Environmental impacts – aquifer protection, runoff, land application of animal waste
- Discourage the construction of feedlots and concentrated animal feeding operations in the floodplain, or over shallow aquifers

## ***Mining***

- Developmental criteria based on type of extraction, intensity and duration of use
- Appropriate separation from existing residences
- Visual considerations – Berms and Natural Screening
- Environmental impacts – noise, dust, hydrology
- Reclamation as an ongoing process

## **IMPLEMENTATION**

The comprehensive land use plan for Meade County has been designed to provide guidance for future growth for approximately fifteen years. With any plan of this nature, it needs to be reviewed periodically to ensure conditions and circumstances affecting development are occurring as originally anticipated. The Meade County Planning Commission recommends that this document is reviewed on an annual basis and that a comprehensive update to this plan occur in ten years or as deemed necessary by the Meade County Planning Commission. It should be noted that the completion of a comprehensive land use plan is only the first step in the implementation of a planning program. The plan itself is merely a guide for achieving an orderly and attractive county. The County will need to take a number of steps in order for the plan to be successful. The first is the identification and prioritizations of public improvements required to support and serve the future development areas.

Second is the adoption or modification of applicable implementation tools, such as regulatory ordinances to ensure that the objectives embodied in the plan are adhered to as future parcels and tracts of land are developed; these tools, which are discussed in the following section, may include special area zoning and subdivision ordinances, building ordinances and codes, etc.

Finally, the Meade County Planning Commission should continue to review all matters affecting physical development and remain active in promoting the plan with other planning agencies in the area.

## **SPECIAL ZONING AREA AND ORDINANCE**

The basic function of a special zoning area and ordinance is to carry out the goals, objectives and policies of the comprehensive land use plan. The special zoning area and ordinance (which will be used mainly within the three-mile platting jurisdictions around Sturgis, Summerset, Piedmont, Box Elder and Rapid City), which reflects these long-range goals, is the primary regulatory tool utilized by the county for various land use activities in the rural unincorporated area. It is recommended that to insure the policies embodied within this plan are

implemented, once established, the special zoning area ordinances should be reviewed and appropriate changes incorporated. Options should be explored on creating joint jurisdiction special zoning areas, by allowing citizens and municipalities within the special zoning area, along with Meade County, to form a joint jurisdiction special zoning area board.

## **SPECIAL ZONING AREA TECHNIQUES**

### **Density Zoning**

Review techniques for subdivision density considerations in the Special Zoning Areas, which include the following:

- Pollution of groundwater/aquifers from septic tanks;
- Demand for increased services – road improvements, snow removal – beyond what residents and county officials need or want to pay for;
- Rural subdivisions or strip developments often demand improvements or increased services over and above what is normally required by the farming community. These requirements often come in the form of improved road surfacing or maintenance and snow removal requirements. At a time when residents of the county are requesting reduced property taxes and in some instances, reduced services, the change from low density development to higher density development, would only tend to increase the demand for tax dollars;
- Conflict between non-farm/ranch residential development and farming and ranching operations;
- Problems relating to strip development along county and state highways;
- Higher density developments along county and state highways pose a different type of problem. A strip development along these highways with multiple driveways reduces the function of the highway and also causes a traffic problem. School bus stops along these strip developments not only cause potential for accidents, but also reduce the flow of traffic; and
- Removal of farmland or ranch land from agricultural use.



### **Agriculture Preservation**

Farmland and ranch land protection has come to be recognized as a key ingredient in the overall effort to manage growth. Land use planning and regulatory control's primary purpose is to separate conflicting land uses. Meade County will promote the continuation of agricultural activities in the rural area and to minimize residential land uses that are incompatible with farming and ranching.

In the future, the county should assist the agricultural sector in exploring methods for preserving and protecting agricultural resources. These methods may include the development of nuisance disclaimers, urban growth boundaries, exclusive ag zones and right-to-farm ordinances.

### **JOINT JURISDICTIONAL (EXTRATERRITORIAL ZONING)**

The County recognizes the rights of and obligations of municipalities to plan for their individual development. South Dakota Codified Laws enable municipalities to adopt zoning regulations for areas within their corporate limits and, with county approval; they may exercise zoning powers in areas up to three miles outside of their municipal boundaries. Meade County will consider a joint jurisdiction board if a special zoning area is formed within a 3 mile platting jurisdiction radius of a municipality.

If communities do not want to go through the formalized relations of joint jurisdictional zoning, another approach is to have effective communication between the governing bodies. Coordination between Meade County and the incorporated municipalities along with affected landowners will be essential if the goals, objectives, policies, and recommendations within this plan are to be realized. Without a coordinated approach, urban/rural sprawl and scattered development could simply push the problem out beyond the extraterritorial jurisdiction.

A high priority should; therefore, be placed on resolving any policy conflicts which might exist between the County and the incorporated communities along with affected landowners.

## **SUBDIVISION AND LAND DEVELOPMENT ORDINANCES**

The Subdivision and Land Development Ordinances constitutes another tool that the county may utilize in carrying out the objectives of the comprehensive land use plan.

Subdivision regulations are enforceable by communities in the county that have adopted comprehensive land use plans and a major street plan, to be filed with the County Register of Deeds. The reason for this joint authority is that if development is to occur within these prescribed areas, it should conform to development standards as required within the community. This is because these areas are those most susceptible to annexation; therefore, they will become a part of the same municipal structure which determined the physical standards under which they are constructed. When a municipality exercises platting authority over rural property within a 3 mile platting jurisdiction, the statutes require plats to be submitted to the municipality for review and recommendation.

We encourage municipalities to have extraterritorial platting authority within Meade County; however, Meade County retains the right to coordinate with municipalities, and affected landowners, on development outside the municipal boundaries. Meade County would prefer to do all building and septic inspections and also be included on transportation issues such as construction of new roads or streets or improvements thereof, to provide representation to the Meade County citizens that are not a part of a corporate municipality.

Municipal subdivision regulations may require unrealistic or unreasonable development requirements when applied to the rural areas of the county. The county will work with those municipalities who are or will be involved in platting outside municipal borders to ensure that subdivision regulations take into consideration the rural character of the property and the property rights of the affected landowners. This may include leasing of development rights from landowners.

## **INTERNATIONAL BUILDING CODE**

The International Building Code establishes minimum construction standards for new structures as well as for remodeling and repair work performed on existing buildings. These standards are intended to safeguard life, health, property, and the public welfare by regulating and controlling design, construction, quality of materials, and occupancy of structures.

Presently Meade County does maintain a building inspection program utilizing a nationally recognized building code, the 2006 International Building Code and the International Residential Code.

### **SUBDIVISION IMPROVEMENTS AGREEMENT**

Meade County's present ordinances and transportation plan utilize site plan and special exception processes for development review purposes. It is recommended that these practices continue and be further refined to address specific design requirements such as screening, setbacks, landscaping, site configuration, access, etc. These procedures along with a signed commitment from the developers utilizing the Subdivision Improvements Agreement will accelerate the administrative review process and expedite the Planning Commission decision making process.

### **EMERGENCY SERVICES**

Emergency service providers consist of the sheriff's office, fire, and ambulance areas, and the County's highway department and SDDOT. Their response in the event of an emergency is essential to the health, safety, and welfare of the residents of Meade County. Meade County will work with the emergency services so that the best possible services are provided to the public.

### **ECONOMIC DEVELOPMENT ISSUES AND OPPORTUNITIES**

**Inadequate Number of Quality Jobs** In addition to the quality of jobs, some places face a lack of jobs altogether. In particular, there are few employment opportunities in many of the smaller communities and rural areas. This frequently causes local youth to move away to larger cities in search of jobs, rather than remaining in their hometowns or communities.

**Small Business Needs** Some residents are concerned that small businesses face challenges and may not be able to compete as big box retail stores locate just outside the County. There is a need to support small business development and expansion and to develop venture capital and micro-lending enterprises. This could help foster new small businesses and some of the services needed around the County, such as day care facilities.

**Development of New Industries** Meade County residents perceive a need for economic development that takes advantage of the region's local talent, is sustainable, provides high-paying jobs. To meet the demands of new industries, there is a need for a skilled supply of workers and adequate access to workforce training.

## **GIS (GEOGRAPHIC INFORMATION SYSTEMS)**

Meade County began preliminary development of a Geographic Information System in the late 1990's. GIS is a computer technology used to capture, manage, store, manipulate, analyze and display spatial information.

GIS technology provides a valuable tool to assist in overall planning and even implementing the comprehensive land use plan. Much of the spatial data information gathered for this plan has been entered into the GIS, including land parcels, existing land use, flood plains, aquifers, water resources, and transportation systems.

GIS involves spatial operations such as the linking of data from different sets, which is stored in a digital form. An infinite variety of analyses could be conducted on the data.

Examples may include:

- What is at a certain location?
- Where do certain conditions exist?
- What has changed over time?
- What spatial patterns exist with the data?
- What do the traffic counts tell us?
- Where is growth occurring?

The possibilities are only constrained by the limits of the database. It is recommended that GIS technology continue to be used to assist in the implementation of overall planning, the Comprehensive Land Use Plan as well as to support the Equalization Department and to strongly urge other county departments to use the GIS resources to their fullest extent.

## **Comprehensive Plan for Sturgis Related Motorcycle Rally**

This area of the plan addresses those concerns in planning for the Sturgis Motorcycle Rally outside the jurisdictional boundary of the incorporated city limits, which is a unique annual event within Meade County.

- To ensure the public safety and protect the general wellbeing and health of all that attends the rally and the citizens of Meade County.
- To promote safe and efficient traffic flow for fire, ambulance and sheriff services and ensure pedestrian safety.
- To protect property rights.
- To protect property values and the tax base of Meade County.

- Limit governmental, law enforcement, and court related expense to the County directly related to the Rally.
- Limit high density rally venues to areas best suited for Meade County services and with least offensive traffic conditions.
- Use County special zoning area ordinances to encourage the development of rally related businesses as to minimize the cost and maximize the benefits of providing public services and facilities, and discourage high public cost with diminished return.

***The amended Meade County Comprehensive Plan which also includes the Meade County Transportation plan was adopted by the Meade County Commissioners by Resolution No. 2010-02, on January 5<sup>th</sup>, 2010.***