

CITY OF SPEARFISH COMPREHENSIVE PLAN

INTRODUCTION

The basis for achieving a realistic, flexible and long-range comprehensive plan lies in the establishment of sound planning goals and policies. The Planning Commission and City Council of the City of Spearfish have carefully evaluated the community's historical and projected future needs in the formulation of the goals and policies that comprise this Comprehensive Plan.

The following goals and policies have been adopted by the City of Spearfish to serve as a vision for the future growth and development of the City. These goals are formulated and designed to accommodate and promote the physical, social and economic growth of the City of Spearfish and to preserve and improve the quality of life for residents of the City. Specifically, the qualities sought to be preserved are: a pristine, safe and sustainable environment; a lush and uncluttered valley floor location traversed by crystal clear stream waters and surrounded by scenic mountain vistas; a city characterized by tree-lined neighborhood streets, avenues and parks with a harmonious mixture of quaint and modern architecture; and an unhurried, uncomplicated, casual and enriching lifestyle enhanced by a plethora of economic, educational, recreational and cultural opportunities.

This document is brief, purposefully general in nature, and intentionally flexible. It is intended to serve as the philosophical foundation for the future development of the City. As such, this Comprehensive Plan will provide an overall framework within which specific activities and projects may be undertaken to achieve its ends. Given the dynamic nature of the planning and implementation process, this document shall be reviewed by the Planning Commission and adopted by the City Council annually.

Dated this \_\_\_\_ day of \_\_\_\_\_, 2002.

CITY OF SPEARFISH

BY: \_\_\_\_\_  
Jerry A. Krambeck, Mayor

ATTEST:

\_\_\_\_\_  
Elizabeth A. Benning, Finance Officer

CITY OF SPEARFISH COMPREHENSIVE DEVELOPMENT PLAN

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LAND USE GOAL: It is the goal of the City of Spearfish to encourage the application of new technology and greater freedom of design in land planning and development; preserve, promote and protect open space, scenic vistas and natural resources through imaginative design approaches; and, to preserve the architectural character of the area within which development occurs.

Policies:

1. Restrict, limit or prohibit development in inappropriate or unsuitable areas.
2. Promote clustering of development to discourage inefficient land use.
3. Provide for intensified land uses adjacent to major transportation corridors.
4. Utilize open space as a means of preserving and protecting the natural environment.
5. Create incentives to stimulate development and integration of public squares, mini-parks and other landscape elements where feasible.
6. On properties in the City that, owing to physical condition, age, structure siting or nonconforming use status, provide incentives for redevelopment projects that maximize the use of the property by means of flexible and innovative design approaches. In evaluating redevelopment proposals, attention should be given to the symbiotic relationship of residential development to commercial areas of the City.
7. Periodically review unincorporated areas adjacent to the City for appropriateness and suitability for annexation, and develop annexation policies to insure the orderly development of the City.
8. Administer, enforce, and periodically review and update zoning and subdivision regulations to keep abreast of changing trends and technology, and for the protection of property values and the general welfare of residents of the City.
9. Recognizing the unique aesthetic, recreational and environmental opportunities presented by Spearfish Creek, seek to incrementally secure land adjoining the waterway for public use.
10. Preserve the integrity of all public rights-of-way by disapproving all requests for vacation unless the applicant would otherwise be deprived of any reasonable use of adjoining property, unless topographical conditions absolutely preclude future beneficial use of the right-of-way, or unless a request presents a beneficial or unique community-wide development opportunity.
11. In recognition of the finite and environmentally sensitive nature of ground water and surface water, continually evaluate and implement land use policies that cumulatively protect and enhance these vital community resources.
12. Actively support strategies on the local, state and federal level to ensure multiple use of, and protect watershed resources on, federal lands in the Black Hills region.

ECONOMIC DEVELOPMENT GOAL: Create new jobs and expand the tax base through the recruitment and promotion of diversified, select, new industries and the expansion and retention of local business and industry to provide employment opportunities for the residents of the City.

Policies:

1. Identify and appropriately zone tracts of land within the City for commercial and industrial development.
2. Actively support and participate in the activities of the Spearfish Economic Development Corporation, and Black Hills Community Development, Inc.
3. Through recapitalization strategies, build the financial resource base of the Spearfish Economic Revolving Fund (SERF).
4. Continue the practice of offering tax incentives to new or expanding manufacturing industries.
5. Actively pursue policies that support and will assist the downtown commercial core in remaining economically viable and vibrant.
6. In general, encourage economic development which will provide employment opportunities to unemployed and underemployed residents of the City.
7. Recognizing its integral role in the overall economic development of the City and region, actively support Lawrence County in its ongoing efforts to expand and develop Black Hills Airport/Clyde Ice Field.

**PUBLIC FACILITIES GOAL:** It is the goal of the City of Spearfish to provide a system of public facilities which will provide its citizens with adequate and accessible services, while being mindful of the costs of those services and the financial limitations of the City's resources.

Policies:

1. Develop, review and update on an annual basis, a long-range Capital Improvements Plan for providing new and/or expanded or upgraded public facilities to meet the needs of current and future residents of the City and which provide for the greatest efficiency of City personnel and equipment.
2. Eliminate, when possible, cost of new growth to current residents.
3. Reserve land for the future needs of public facilities.
4. Provide a public forum for citizen input in establishing priorities for the expenditure and allocation of public facility resources.

**PUBLIC SAFETY GOAL:** It is the goal of the City of Spearfish to provide the highest levels of fire and law enforcement services to ensure a safe and secure environment for its citizens.

Policies:

1. Maintain adequate equipment consistent with the most current technology in fire suppression and law enforcement, within the constraints of financial resources.
2. Maintain the highest level of personnel performance by encouraging systematic continuing education and training.
3. Maintain a sufficient level of manpower by encouraging the active recruitment of volunteer firefighters and police reserves.
4. Increase public awareness and education by encouraging fire safety and crime prevention programs in the schools and community.
5. Maintain a strong working relationship and spirit of cooperation with law enforcement and fire suppression agencies on the city, county, state and federal level.
6. Strive to attain and maintain the highest possible ISO fire insurance rating within the corporate limits of the City of Spearfish.
7. Within the constraints of its limited financial resources, provide encouragement and support of the Spearfish Ambulance Service.

**PARKS AND RECREATION GOAL:** It is the goal of the City of Spearfish to develop and maintain park and recreation facilities and programs adequate and accessible to meet the diverse needs of all City residents, and to preserve and enhance the aesthetic qualities of the City.

Policies:

1. Encourage the development of recreation areas adjacent to, or in conjunction with, existing or proposed school sites.
2. Establish a continuous network of sidewalk, bicycle and/or pedestrian paths to establish internal and external linkage within the community.
3. Provide recreational opportunities for citizens of all ages and physical abilities.
4. Continue to support an active tree planting program City-wide.
5. Review and update the City's park and recreation needs assessment on an annual basis.
6. Support the activities of the Parks, Recreation and Forestry Advisory Board.
7. Recognizing the unique aesthetic, recreational and environmental opportunities presented by Spearfish Creek, seek to incrementally secure land adjoining the waterway for public use.
8. Continue the City's financial and advisory role in providing community recreational activities at the BHSU Donald E. Young Sports and Fitness Center.
9. Within the constraints of the conservation easement governing uses on the property, develop a preservation and utilization plan for Lookout Mountain.

TRANSPORTATION GOAL: It is the goal of the City of Spearfish to provide a safe and efficient network of major and minor arterials, collector streets and local roads that provide both adequate traffic circulation and pedestrian safety.

Policies:

1. Encourage the application of new technology and innovative design in the transportation system to preserve, maintain and enhance the integrity and quality of neighborhoods and the community as a whole.
2. Improve the environment and livability of neighborhood streets by incorporating planning for the promotion of safe and pleasant conditions for motorists, bicyclists, pedestrians and residents.
3. Provide for adequate system capacity to serve both current and future needs.
4. Provide sufficient financial resources for improvements to and maintenance on the system.
5. Periodically evaluate system needs for traffic signage control devices, lighting, signage, striping, parking, pedestrian circulation, and efficient and safe traffic flow.
6. On a periodic basis, review and update the City's Master Street Plan.
7. Through formal agreements between the City and Lawrence County, cooperate in maintenance and reconstruction projects on shared streets and roads, and jointly plan the transportation system adjacent to the corporate limits.

HOUSING GOAL: It is the goal of the City of Spearfish to encourage the development of an adequate supply of housing, which satisfies the needs and desires of all age and income groups, provide a tax base to support essential City services, and that will offer an aesthetic environment to its citizens.

Policies:

1. Encourage architectural compatibility of in-fill development
2. Encourage housing renovation and redevelopment.
3. Encourage maximum variety of housing types and price ranges.
4. Assure separation of residential developments from incompatible land uses.
5. Identify developable residential land contiguous to the City that will accommodate future growth, and actively pursue annexation of contiguous lands.
6. Promote functional design while maintaining an aesthetic environment in residential districts.
7. Annually reaffirm the City's commitment to its policy assuring fair housing.

WATER/WASTEWATER GOAL: It is the goal of the City of Spearfish to provide an adequate and well-maintained service system for water delivery and sewer collection service to its citizens, a water supply adequate to provide for domestic and commercial needs, and a sewage treatment system adequate to serve the current and future needs of the population in an environmentally responsible manner.

Policies:

1. Continue to invest sufficient funds annually in waterline replacement to insure an adequate supply to all areas of the City.
2. Continue to invest sufficient funds annually for sewer line replacement to minimize blockages and reduce liability of the City.
3. Regularly upgrade equipment to enable the City to provide speedy repair of water and sewage facilities.
4. Closely monitor the installation of water and sewer line taps to insure a safe and sanitary system.
5. Encourage development in areas where availability or ease of extending public services may be achieved.
6. Implement appropriate water system security measures to safeguard the system from contamination.
7. On an ongoing basis, monitor and evaluate for potential implementation emerging and proven innovative technology in the field of wastewater treatment and stormwater management.
8. Recognizing the potential future scarcity of water, promote and utilize water conservation measures.

INTERGOVERNMENTAL RELATIONS GOAL: It is the goal of the City of Spearfish to continue to view itself as one of a community of local governments that comprise the Northern Hills region and to work in cooperation with all governmental entities for the betterment of the region.

Policies:

1. Seek to effect strong public and private sector partnerships to provide high quality, cost effective services to the citizens under the various jurisdictions of the City.
2. Continue to actively explore and participate in joint-venture activities with the Spearfish School District and Black Hills State University.
3. Continue to actively participate and provide a statewide leadership role in the South Dakota Municipal League.
4. Continue its cooperative effort with Lawrence County in jointly planning for the orderly development of areas adjacent to the corporate limits.
5. When practical and financially feasible, participate in issues of regional importance that support the enhancement of economic, social, cultural, historical and educational activities that benefit the citizens of the City.

SOCIAL, CULTURAL AND EDUCATIONAL GOAL: It is the goal of the City of Spearfish to continue to recognize the integral part that social, cultural and educational organizations and institutions play in shaping the overall fabric that defines the quality of life of the City, and to actively support the work of those organizations and institutions.

Policies:

1. Continue its strong working relationship with Black Hills State University and the Spearfish School District.
2. Continue its support of the Grace Balloch Memorial Library.
3. Continue its support of the City's Historic Preservation Commission and its activities.
4. Within the constraints of its limited financial resources, continue its support of social, cultural and educational organizations and associations in the City.
5. Continue to recognize its value to the City, and encourage City personnel to be active and provide leadership in their respective professional organizations and associations.

GOVERNMENTAL FINANCE GOAL: It is the goal of the City of Spearfish to continue to provide, through fiscally responsible means, efficient and essential services that its citizens cannot individually provide for themselves through a combination of revenue sources that will not result in an undue burden on any one sector of its population.

Policies:

1. In the annual budget process, provide an opportunity for and encourage citizen review and input.
2. Continue its policy of utilizing user fees as a revenue source and, on an annual basis, review fee schedules to ascertain their adequacy to fund the services they provide.
3. Continue to utilize sales and hospitality tax revenues as a municipal revenue source.
4. Aggressively pursue both State and Federal grant and loan programs in financing capital improvement projects.
5. Continue to research innovative mechanisms for generating revenues to supplement sales, use and property taxes.

CITY OF SPEARFISH LAND AREA, 2000  
 TOTAL ACRES – 8,090  
 SQUARE MILES – 12.64

POPULATION DATA

TABLE 1. - CENSUS DATA OF POPULATION

CITY OF SPEARFISH

<u>YEAR</u>	<u>TOTAL POPULATION</u>	<u>PERCENT CHANGE</u>
1940	2,139	-----
1950	2,775	29.7
1960	3,682	32.7
1970	4,661	26.6
1980	5,251	12.7
1990	6,966	32.7
2000	8,608	23.6

POPULATION PROJECTIONS

Three scenarios were developed by Black Hills Council of Local Governments in a 20-year projection of the population of the City of Spearfish. The low scenario case was derived utilizing a linear regression equation fitted to census population figures for the period of 1940 to 1990. Linear regression is a statistical model that takes into account variations displayed over the base period and, utilizing a linear equation, estimates points in the future based upon observations in the past.

The high scenario simply utilizes the growth rate observed over the last ten years and projects that rate over the next 20-year period.

For the medium case scenario, the mid-point between the low and high cases was utilized. This approach yields a “middle ground” estimate that can be effectively used for long-range planning purposes where one has the advantage of updating the estimate as data points are observed through time.

TABLE 2. – POPULATION PROJECTIONS\*

2005	9,668
2010	10,853
2015	12,163
2020	13,598

\* Spearfish Community Development, based on 2.35% annual growth rate

TABLE 3.

CENSUS DATA FOR LAWRENCE COUNTY

1960	17,075	*****
1970	17,453	2.2%
1980	18,339	5.0%
1990	20,655	12.6%
2000	21,802	5.6%

TABLE 4.

CENSUS DATA FOR NORTHERN HILLS REGION CITIES

	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>%CHANGE</u> <u>'90-2000</u>
Belle Fourche	4,236	4,692	4,335	4,565	5.3
Whitewood	689	821	891	844	-5.3
Deadwood	2,409	2,035	1,830	1,380	-24.6
Lead	5,420	4,330	3,632	3,027	-16.7
Sturgis	4,536	5,184	5,330	6,442	20.9
Central City	188	232	185	149	-19.5
Spearfish	4,661	5,251	6,966	8,608	23.5
REGION		22,545	22,369	25,013	8.0

\*USD Business Research; Census Bureau

TABLE 5.

ANNUAL TAXABLE SALES BY SECTOR  
(Thousands of Dollars)

<u>SECTOR</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
AG/FOR/FISH	\$ 150	\$ 184	\$ 115	\$ 145	\$ 140
MINING	286	183	409	474	332
CONST	NA	NA	NA	NA	152
MANUFAC	1,343	1,963	1,998	2,720	1,650
TRANS/UTIL	368	370	425	526	610
WHOLESALE	307	1,318	525	433	860
RETAIL	41,630	46,549	48,692	55,748	61,473
FIN/INS/REAL	522	586	660	1,012	920
SERVICES	10,938	11,884	12,514	15,027	15,841
TOTAL*	\$57,812	\$63,111	\$65,316	\$76,167	\$81,996
ANNUAL % CHANGE	19.8	9.2	3.5	16.6	7.6

TABLE 6.  
BUILDING CONSTRUCTION: 1980 - 1995

<u>YEAR</u>	<u>PERMITS</u>	<u>NEW RES. VAL.</u>	<u>NEW COMM. VAL.</u>	<u>SF UNITS</u>	<u>MULTI UNITS</u>	<u>TOTAL VALUATION</u>
1980	107	1,626,350	514,443	25	24	2,571,453
1981	96	914,050	607,000	21	2	3,090,515
1982	113	2,501,642	149,300	32	57	3,239,315
1983	188	2,233,180	984,800	56	0	6,555,361
1984	184	3,178,300	845,500	48	77	6,697,032
1985	199	2,879,708	577,316	45	30	4,947,625
1986	189	3,013,714	2,527,585	45	10	6,863,706
1987	206	4,216,122	3,274,604	41	60	8,654,646
1988	156	3,144,644	1,033,450	30	35	5,673,522
1989	179	2,166,759	1,685,364	31	14	15,173,672
1990	274	5,244,594	9,132,066	71	34	16,174,626
1991	195	4,271,779	7,418,870	58	34	13,143,092
1992	231	12,044,423	1,187,259	99	164	16,963,178
1993	246	7,139,652	11,780,381	87	60	21,936,303
1994	303	8,073,197	6,008,398	72	58	14,936,152
1995	286	4,959,371	7,360,769	54	8	13,889,586
1996	279	7,028,563	10,500,513	49	57	18,907,792
1997	252	4,872,068	6,679,656	36	25	12,433,384
1998	191	5,527,907	867,706	32	4	11,236,220
1999	238	5,820,129	3,080,351	35	22	14,996,528
2000	233	5,454,061	5,674,531	36	9	16,174,188
2001	291	11,596,982	1,505,600	89	0	17,582,346

Source: City of Spearfish Building Official

TABLE 7.  
FINANCIAL DATA: FOR YEAR ENDING 12-31-01

I. OUTSTANDING DEBT AS OF DECEMBER 31, 2000

General Obligation Bonds:

General - Rural Development Loan - Final Maturity 2-28-2003, Interest Rate 0%	\$ 11,841
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Revenue Obligation Loans:

Sewer - Water Pollution Control Revolving Loan - Final Maturity 2009, Interest Rate 4%	\$1,101,888
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Sales Tax - Series 1993, Final Maturity 12-01-2003, Interest Rate 3-5.35%	\$ 710,000
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Sales Tax - Series 1997, Final Maturity 6-01-2009	\$3,135,000
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Financing (Capital Acquisition) Leases:

Sales Tax – Special Revenue Fund		
Aerial Ladder Fire Truck – Final Maturity February, 2002 – 5.03%	\$	56,465
Sales Tax – Special Revenue Fund		
Humane Society Building – Final Maturity December, 2011 – 5.38%	\$	100,000

As of December 31, 2000 the City was acting as fiscal agent for the following Special Assessment issues:

Special Assessment Street Improvement Series 1995		
City of Spearfish, South Dakota,		
Final Maturity 7/05, Interest Rate 6.05%		\$106,058.91
Special Assessment Street Improvement Series 1998		
City of Spearfish, South Dakota,		
Series 1998A - Final Maturity 7/08, Interest Rate 5.33%		\$448,986.22

The City is not liable directly or indirectly for the preceding special assessments.

II. PROPERTY TAX REVENUES

<u>YEAR</u>	<u>ASSESSED VALUATION</u>	<u>LEVY PER \$1,000</u>	<u>BILLED</u>	<u>COLLECTED, INCLUDING DELINQUENTS</u>
1982	51,621,713	5.41	279,273	276,199
1983	77,358,627	3.81	294,736	288,070
1984	79,415,549	3.86	306,543	310,805
1985	81,916,540	4.91	402,210	392,378
1986	84,856,006	4.20	356,395	275,170
1987	88,741,666	5.75	510,264	476,221
1988	91,115,770	5.40	492,024	468,415
1989	96,736,238	5.33	515,605	500,747
1990	98,544,383	5.52	543,964	530,133
1991	101,153,175	5.59	565,446	555,403
1992	151,441,202	3.55	537,666	517,570
1993	160,860,168	3.50	563,000	535,685
1994	173,077,775	3.44	595,394	583,328
1995	190,365,347	3.34	636,000	599,946
1996	207,813,311	3.14	663,300	625,504
1997	232,815,586	3.31	699,100	671,594
1998	245,931,960	3.20	744,840	731,503
1999	247,267,790	3.16	777,145	766,545
2000	262,204,073	3.26	806,093	796,407
2001	273,322,123	3.29	861,962	857,523

III. SALES TAX COLLECTION HISTORY \*

<u>YEAR</u>	<u>FIRST 1 CENT</u>	<u>SECOND 1 CENT</u>	<u>HOSPITALITY 1 CENT</u>
1981	402,000		
1982	443,677		
1983	427,275		
1984	589,862		
1985	591,471		
1986	534,803	390,277	
1987	536,974	515,613	
1988	560,154	554,666	20,886
1989	628,595	612,726	152,212
1990	743,094	738,190	183,322
1991	805,026	804,806	183,936
1992	915,191	913,409	185,523
1993	1,033,505	1,033,049	197,826
1994	1,151,453	1,151,376	205,985
1995	1,226,929	1,226,560	204,306
1996	1,280,520	1,280,500	246,610
1997	1,311,066	1,310,992	250,594
1998	1,318,098	1,318,072	259,310
1999	1,410,987	1,410,768	270,675
2000	1,535,836	1,535,836	292,825
2001	1,602,550	1,602,548	299,139

\* In 1986, added second cent sales tax and removed food, as defined by Federal Food Stamp Act, from municipal sales tax. One cent Hospitality Tax added in 1989.

Source: City of Spearfish Finance Office

TABLE 8.

BLACK HILLS STATE UNIVERSITY: FALL ENROLLMENT AND NUMBER OF STUDENTS  
LIVING OFF CAMPUS

<u>YEAR</u>	<u>ENROLLMENT</u>	<u>LIVING OFF CAMPUS</u>
1996	2,866	2,106
1995	2,736	1,292
1994	2,964	1,341
1993	2,870	1,293
1992	2,814	1,209
1991	2,734	1,176
1990	2,545	1,094
1989	2,412	1,037
1988	2,282	981
1987	2,130	958
1986	2,139	962
1985	2,117	953
1984	2,280	1,026
1983	2,218	998
1982	2,083	936
1981	2,173	978
1980	2,099	944

Source: Black Hills State University  
Office of Student Life

HEALTH CARE ANALYSIS

Table 24 is included as it relates to the City's significant population of retirees. Obviously, a comprehensive and well-balanced health care system is of paramount concern in the decision retirees make when relocating. The City is fortunate to have a comprehensive range of health care services that continue to expand.

TABLE 9.

COMMUNITY HEALTH CARE

LOOKOUT MEMORIAL HOSPITAL - FULL SERVICE PRIMARY CARE FACILITY

Diagnostic , Surgical and Obstetrical Services

	<u>1990</u>	<u>1993</u>	<u>1995</u>	<u>1996</u>	<u>2001</u>
Number of Beds:	35	35	32	32	40
Physicians on Staff - Active:	10	15	26	26	33
Obstetrics/Gynecology	1	1	3	3	4
Orthopedics	1	1	2	2	2
Internal Medicine	1	2	1	1	3
General Surgery	1	2	4	4	4
Radiology	0	1	1	1	2
Urology	0	1	1	1	0
Family Practice	6	7	14	14	15
Emergency Medicine					3
Pediatrics					2

Emergency Room Staffed 24 Hours

Accreditation: SD Department of Health

Average Occupancy: Average Daily Census for 2001 – 14.62

BLACK HILLS HEALTH CARE NETWORK

NURSING CARE SERVICES

Total Number of Beds: 120

    Skilled Care - 120

        Number of Beds Medicare Certified - 120

        Number of Beds Medicaid Certified - 120

        Number of Beds Available for Dementia Patients - 20

        Average Occupancy: 94 - 95%

        Services Provided under Contract: Full Range of Medical, Social & Therapeutic

CONGREGATE CARE SERVICES - HICKORY HOUSE

Total Number of Units: 86 One and Two Bedroom Apartments

Average Occupancy: 95 - 100%

Home Health Agency Located on Site

Nutrition Services

INDEPENDENT LIVING SERVICES

Total Number of Apartment Units: 362  
Nutrition Services for Age 60+  
    Home Delivery  
    Congregate Setting  
Transportation Services  
    Medical  
    Nutrition  
    Social Services  
RSVP Program

ASSISTED LIVING

Sandstone Manor – 21 beds  
Garden Hills – 31  
Falcon Crest (approved, not yet constructed and occupied) – 87

MENTAL HEALTH CARE SERVICES:

West River Mental Health Center, Inc.  
Individual, Group and Family Services

Number of Counseling Associates: 9  
Number of Support Staff: 4  
Psychiatric Consultation Available  
Partial Care Program