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# Table of Contents

INTRODUCTION ........................................................................................................... 4
  What is a comprehensive plan? ................................................................................. 4
  Looking at the Spearfish of tomorrow ................................................................ 4

HISTORY ...................................................................................................................... 6

LAND USE AND CITY FORM .................................................................................. 8
  Goal .......................................................................................................................... 8
  Strategies for the Contiguous City .......................................................................... 8
  Strategies for the Contiguous City, continued ......................................................... 9
  Strategies for the Developing City .......................................................................... 9
  Implementation ......................................................................................................... 10

TRANSPORTATION .................................................................................................... 13
  Goal .......................................................................................................................... 13
  Street System Strategies ......................................................................................... 13
  Pedestrian, Bicycle, and Mass Transit Strategies ..................................................... 13
  Implementation Strategies ....................................................................................... 14

PUBLIC USE, MUNICIPAL FACILITIES, AND INFRASTRUCTURE ................... 15
  Goal .......................................................................................................................... 15
  Public Use and Open Space Strategies .................................................................. 15
  Municipal Facility Strategies .................................................................................. 16
  Infrastructure Strategies ........................................................................................ 16
  Implementation Strategies ....................................................................................... 16

COMMUNITY SAFETY ............................................................................................... 18
  Goal .......................................................................................................................... 18
  Strategies ................................................................................................................ 18

CITY FINANCE AND ADMINISTRATION ............................................................... 19
  Goal .......................................................................................................................... 19
  Finance and Administration Strategies .................................................................. 19

ECONOMIC DEVELOPMENT ..................................................................................... 20
  Goal .......................................................................................................................... 20
  Economic Development Strategies .......................................................................... 20

COMMUNICATION AND PARTNERSHIPS ......................................................... 21
  Goal .......................................................................................................................... 21
  Partnership Strategies ............................................................................................ 21
Communication Strategies ................................................................. 21

CULTURE, RECREATION, and EDUCATION ............................................. 22
  Goal .................................................................................................................... 22
  Cultural Strategies ............................................................................................ 22
  Recreation Strategies ........................................................................................ 23
  Education Strategies .......................................................................................... 23

APPENDIX ......................................................................................................... 24
  General Statistics .............................................................................................. 24
  Population Trends ............................................................................................. 25
  Building Permit Trends ..................................................................................... 26
  Population Projections ....................................................................................... 27
  Sales Tax Trends ............................................................................................... 28
  Past City Budgets ............................................................................................... 29
INTRODUCTION

What is a comprehensive plan?

A comprehensive plan is a document that presents an overall vision of the future for a city. As required by South Dakota State Statute, this plan is the foundation for more specific regulations, codes, and methods to guide future growth and operation of the community. The primary elements of the plan are the Goals which state the desired outcome. Supporting the goals are the strategies that offer ideas for how to achieve the goal. As decisions come before the various citizens’ boards and City Council, this plan acts as a reference point for how these decisions should be made.

Looking at the Spearfish of tomorrow

The first three topics in envision SPEARFISH are directed toward land development, and establish the public’s expectations for how the community should grow and develop into the future. The remaining topics represent commitments from the City of Spearfish to various stakeholders throughout the community including citizens, business owners, or other governmental agencies.

The overall and recurring theme of this plan is the desire to offer the opportunities found in a larger community, but within the safety and intimacy of a small town.

Spearfish is envisioned as a city that:
- is a safe, sustainable municipality
- accommodates and promotes physical, social, and economic growth
- protects its environmental assets, tree-lined neighborhood streets, avenues and parks
- has a harmonious mixture of quaint and modern architecture
- maintains an unhurried, uncomplicated, casual and enriching lifestyle
- supports a variety of economic, educational, recreational and cultural opportunities

Upon adoption of the plan by the City Council, it becomes an official policy document of the City for the next five (5) to ten (10) years before its themes are re-visited and updated. This document can also be used by anyone to plan personal, business and organizational goals.

The plan attempts to represent the general consensus of both the citizens and city leadership. Even as it attempts to represent everyone, it also recognizes that not all ideas contained in this document are
embraced by all members of the community. For this reason, public dialogue and debate must continue to explore new ideas and other options so that envision SPEARFISH can continue to grow alongside the community.

Figure on the following page shows the role played by the Comprehensive Plan in the overall scheme of creating a community and how it sets the stage for more detailed definition of how the community is to be physically created and managed.

As Spearfish continues to grow, new ideas and challenges will emerge that were not addressed by this plan. New policies and management methods will be adopted as these issues arise and will become new strategies that will be incorporated into the next plan update. The regular and consistent use of this document will assist the various efforts of Spearfish leadership and citizenry to ensure that Spearfish remains a community that people enjoy visiting as well as one its citizens are proud to be a part of.
Effect on Property Rights

- Subdiv. Plats
- Plans for public improvements such as Streets, water and sewer
- Use Permits
- Building Permit
- PLAN REVIEW
  - City reviews property owner’s plans and ensures they follow the necessary codes before construction takes place
- CODES, ORDINANCES, AND REGULATIONS
  - Describes the rules for what can be built, and where
- MASTER PLANS AND AREA STUDIES
  - Provides maps and general plans for how and where to build streets/utilities
  - Gives property owners ideas for how to develop their land
- COMPREHENSIVE PLAN DOCUMENT
  - Establishes long term goals for the city when considering:
    - Property owner’s ideas to change the use of their land
    - Important decisions concerning public spending
    - How the city should work with citizens

Finished Buildings and/or Improvements

INSPECTIONS
- City verifies that built project is per approved plans
- Project designer must verify the same

Public Involvement

Figure 1
HISTORY

The history of Spearfish, South Dakota is filled with tales of Native Americans, gold fever and explorations of unknown territory. A new way of living was founded when the tiny settlement of Spearfish was established. People learned to enjoy the quiet atmosphere and the clean reputation of a new and prosperous city. Spearfish started small, but it would soon become the center of commerce and community in the northern Black Hills.

Spearfish’s history does not begin with its establishment in 1876, but with the thrilling story of seven men who entered the Black Hills to find more than their share of excitement. In 1833, these men, led by Ezra Kind, entered what was to become Lawrence County in search of gold. It seemed the band had discovered gold and were headed home when they were attacked and all but Kind was killed by Native Americans. Ezra Kind is believed to have survived long enough to quickly etch their story on a piece of rock, which was later called the Thoen Stone, named after Louis and Ivan Thoen who were the two brothers who found it at the base of Lookout Mountain in 1877. The stone told of their discovery of gold and the attack. It is assumed that he was later killed by Natives and like most legends, the authenticity of the stone has been the subject of much debate.

Gold fever is what brought the first non-native men to the area. The first of these to actually settle in the land near the Spearfish River were Alfred Gay and J.E. Smith. Spearfish was named for the river that gave the city its life supporting water. The river was given its name by the Native Americans who loved to spear the fish in the crystal clear waters. In 1876, the towns of Spearfish had officially begun.

The settlement was soon to be seen as a center for commerce and community. The setting was ideal. The river provided a water supply and irrigation for farming. Harvesting the Black Hills vast Ponderosa Pine stands became a major industrial activity needed to support the insatiable demand for Homestake Mine in Lead as housing, mine structures, and every imaginable use for wood became necessary. The saw mill stands in the same location on West Oliver Street as it did in those early days, however its production is now oriented to a variety of timber products such as dimensional lumber for construction and cabinetry/furniture, as well as wood pellets for home heating. In general, Spearfish had a much quieter atmosphere, removed from the tawdry reputation of such cities as Deadwood, Lead and Central City. As growth gained momentum in the valley floor, it was not without a high cost to her first settlers, the Sioux. It soon became apparent that Spearfish was going to need protection from the Sioux who righteously sought to protect their sacred Black Hills from outsiders. According to the provisions signed by the US Government in the 1868 treaty of Ft. Laramie, the Black Hills was territory belonging to the Sioux Indians. As pressure mounted from gold prospectors, it became virtually impossible for the US Army to prevent the infiltration of white settlers to the area and the Sioux made every attempt to defend their property. A stockade was built and protected the people of Spearfish from attack during the winter of 1876-1877. In 1877 the United States government confiscated the lands held by the Sioux tribe. This act officially ushered in white settlement and brought an end to this chapter of conflict, but also opened another chapter in the Sioux’s quest to obtain their lands, this time through the United States Justice system.

In 1877, the first store was opened and also a United States post office. By the 1890 census, the population of Spearfish had grown to 671. Spearfish became governed by her citizens in 1888.
when Spearfish became an incorporated city under territorial statutes since South Dakota statehood was another year away. Because of this growth, Spearfish seemed a perfect place for a Federal Fish Hatchery. The fish hatchery, now known as DC Booth Historic Fish Hatchery was completed in 1899 and has since then supplied millions of trout to the Black Hills waters. Spearfish seemed to be a place of great interest for many. Soon, tourists were drawn to the grandeur of Spearfish Canyon, a National Scenic Byway. Frank Lloyd Wright once commented that Spearfish Canyon was more interesting and miraculous than the Grand Canyon and he termed the combined elements of its limestone walls, flowing river and trees as the “Spearfish Ensemble”. In 1897 a petition was submitted to build a roadway through Spearfish Canyon. When the road was completed in 1930, it became known to all that Spearfish was on the way to great cultural and economic growth.

In 1883, the Spearfish Normal School was established. Now known as Black Hills State University, the school is a major employer of Spearfish residents and has been a great asset to Spearfish and is well known for producing high quality teachers, scientists, and business leaders. 1906 brought the establishment of Matthews Opera House, the center of entertainment in Spearfish. The opera house stands today, and is still as enjoyable as ever as it offers professionally produced theatre and musical performances year round. The ground floor art gallery space hosts regional and nationally known artists of all types of medium and subject matter.

The premier arts element in Spearfish from the 1930’s to 2009 was the Passion Play, performed in an outdoor amphitheater on an east facing slope during the summer months. Visitors from throughout the United States attended this summer tradition as the story of the last days of Jesus Christ unfolded in this breathtaking setting. Upon its closing, speculation about the future of the amphitheater began for what it may become. It is the city’s desire to see the revival of this venue with a new use that will again attract a national audience to experience quality, family entertainment.

Spearfish has earned a reputation as an educational, agricultural and commercial center within a natural setting equal to other destination communities of the west. It is also home to many annual summer events such as the annual Corvette Rally and Festival in the Park which attracts visitors from all over the country. In the fall, the Canyon announces her final show for the season with a roar of color from the Aspens just before winter sets in and snowmobiling, skiing/snowboarding, and indoor athletic events keep the community entertained. As a regional trade center for Northern Black Hills communities and parts of Wyoming and Montana, Spearfish’s excellent access to Interstate 90 has enabled the growth of the health care system, university, retail, office/personal services, and light manufacturing industries. This entrepreneurial spirit has enabled the community to be self-sustaining and contributed to a growth rate of 22% in the period between 2000 and 2010.

Growth brings benefits and disadvantages. It is the goal of the comprehensive plan to identify the benefits to be pursued, and plan wisely for the impacts.
GOALS AND STRATEGIES OF THE PLAN

Ideas for how Spearfish should grow and function in the future are explained in the following pages. The first few categories deal with community design and development, with the remaining categories touching upon issues related to community management and operations. Within each category, the ideas and desires of the citizens are expressed.

LAND USE AND CITY FORM

The quality and intensity of our built environment can be linked to many factors that determine community vitality. Issues such as educational success, crime rates, and economic well-being can be tied to how a community is organized and built.

Goal

The City of Spearfish will consist of a diverse mix of compatible land uses to offer the opportunities of a larger city, while preserving natural and built assets and small town ambience.

Strategies for the Contiguous City

The term “Contiguous City” refers to all built out locations within Spearfish that are connected to each other and infrastructure. The “Contiguous City” is shown in Figure 3 on page 11, and shows a generalized location for lands fitting this description.

1) Consider traffic patterns, street design, pedestrian ways, setback, architecture, open space, and environmental quality when determining the compatibility of a new land use proposal located in an area having an established development pattern.
2) Promote the integration of commercial land uses into residential locations to reduce reliance on vehicular travel.
3) Encourage the adaptive re-use of existing structures and under-utilized lands to raise the visual quality and vitality in the community, reduce sprawl, and make efficient use of existing community infrastructure.
4) Encourage preservation of trees located in public streets and parks as well as on private property. Where property lacks vegetation, introduce new trees.
5) Support development projects of higher density/intensity than the existing neighborhood when open space assets such as parks and public access to Spearfish Creek are dedicated to the City.
Strategies for the Contiguous City, continued

6) Encourage land uses that promote and support Black Hills State University in order to promote its presence and integration in the community.
7) Support the redevelopment of property to more intense land uses when compatibility to the surrounding area is achieved by creative design solutions that mitigate potential impacts.

Strategies for the Developing City

The term “Developing City” refers to the various locations where change in land use may occur due to community expansion within city limits, annexation, or zoning change to provide for first time development. It also contains lands that are undeveloped or currently used for farming, pasture, etc., yet not ready for development due to infrastructure considerations. The “Developing City” is shown on the map on the page 11, Figure 3.

1) The overall location and arrangement of land uses for new development should follow a basic hierarchy starting with the more intense land uses on the major streets, and the less intense uses on the minor/local streets.
2) Create lower intensity land uses and open space corridors to buffer existing land use and proposed land uses of different densities.
3) Create design solutions to allow mixed use projects that include a variety of residential, commercial, and employment areas to fit compatibly together.
4) Provide useful community open spaces to break up continuous expanses of developed property.
5) Whenever possible, acquire property for public use adjacent to the Spearfish Creek corridor and routes that feed it.
6) Provide well-connected streets and convenient pedestrian and bike path systems to encourage non-vehicular travel to and from major land use destinations.
7) Demonstrate architectural creativity in overall design and materials selection.
8) Guide voluntary and city initiated annexations according to the city’s adopted annexation policy.
9) Include lands that could be annexed or potentially served by future city infrastructure in the 3 mile extra territory platting jurisdiction. Figure 4 on page 12 contains the map showing the area.
Implementation

The City of Spearfish should undertake the following implementation steps as part of its ongoing planning and zoning activities:

1) Adopt creative zoning, subdivision and development tools and standards to allow for the introduction of dis-similar, but compatible land uses into the existing fabric of the community, while also promoting smarter, more sustainable growth within city limits and extra territorial locations.
2) Pursue area studies and design guidelines that further define and identify community development strategies on a continual basis.
3) Continuously adopt the most recent versions of the building codes to provide increased protection of life and property, and to achieve the highest possible ISO fire protection rating.
4) Maintain an updated annexation policy that will address circumstances and potential locations for future annexation.
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Figure 1

Contiguous City boundary
Developing City boundary
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Figure 2
TRANSPORTATION

Goal

The Spearfish transportation network will promote safe and efficient opportunities for citizens to drive, bicycle, and walk to their desired destinations while preserving the small town casual pace and atmosphere.

Street System Strategies

The city’s Transportation Master Plan will serve as the primary policy document in decision making, supplemented by the following strategies:

1) When a request is made to annex, rezone, or plat, the Transportation Master Plan will guide what new street corridors should be dedicated, and what upgrades to existing systems will be necessary to serve that specific development.
2) Plan the alignments of new roadways, paths, and non-motorized transportation systems that will allow for logical connections and growth of the system beyond project or parcel boundaries.
3) Design streets according to the following priorities: 1st – Traffic Volume, 2nd – Non-vehicular travel, 3rd - Overall Cost (including original construction, snow removal and surface maintenance), 4th - On Street Parking Needs.
4) Vacate public rights-of-way when the applicant would otherwise be deprived of any reasonable use of adjoining property, or unless topographical conditions absolutely preclude beneficial use of the right of way, or unless the request presents a unique opportunity that benefits the overall community.
5) Create logical connections between major destinations to reduce miles driven. Use cul-de-sacs and unconventional street geometry sparingly in neighborhood design.
6) Use traffic control signals, street lighting, and signage according to adopted traffic engineering standards to increase the efficiency, safety, and comfort of community mobility and also decrease energy consumption.
7) Apply traffic calming techniques and innovative street design to solve conflicts between traffic volumes and the adjacent property use.

Pedestrian, Bicycle, and Mass Transit Strategies

1) Set back sidewalks from the curb to increase pedestrian comfort and safety as well as to accommodate snow removal.
2) Extend the city’s recreation path according to the City of Spearfish Recreation Path Master Plan, as part of city capital projects or private development proposals.
3) Implement the recommendations of the Transportation Master Plan for transit or school bus stops at the time of development approval, or when a city capital project is planned.
4) Incorporate ideas and programs that promote safe routes to school, work, and recreation in both city capital projects and in private development ventures.

**Implementation Strategies**

1) Develop a right of way management policy that provides clear direction regarding what are appropriate uses of the public right of way.
2) Encourage new technology and innovation to maintain and enhance the integrity and quality of the transportation system.
3) On a periodic basis, review and update the City’s Master Transportation Plan and methods used for traffic signal and control devices, street lighting, signage, striping, parking, and pedestrian crosswalks.
4) Maintain a set of up-to-date standards and specifications for street construction to be used in both private development and city public works projects.
5) 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.
6) Support projects, programs, and facilities that encourage bicycling as a transportation choice.
7) Consider alley ways as key service corridors, with encroachments to be eliminated on an as-needed basis.
8) Support programs, facilities, and routes that increase the ridership of Prairie Hills Transit and promote it as a viable transportation choice.
9) Identify appropriate locations for trails within the city’s open space holdings that provide opportunities for all ages and abilities to enjoy non-motorized access such as hiking and mountain biking.
PUBLIC USE, MUNICIPAL FACILITIES, AND INFRASTRUCTURE

Goal

Spearfish will balance short-term needs for convenience and cost with long-term concerns such as functionality, sustainability, open space conservation, neighborhood beautification, and environmental protection.

Public Use and Open Space Strategies

1) Recognizing the unique aesthetic, recreational and environmental opportunities presented by Spearfish Creek, seek to incrementally secure land adjoining the waterway for public use.

2) Pursue opportunities to augment public access to community landmarks, such as the fish hatchery, Thoen Stone, city parks, Lookout Mountain, amphitheater, and other one-of-a-kind properties by land acquisition, conservation easements, and mechanisms available through zoning regulations [such as Infill Development and the DRD].

3) Provide meaningful open space at the neighborhood level that, due to its size, location, facilities, or connection to other spaces, makes the space valuable to the surrounding neighborhoods.

4) Evaluate whether open space dedications should be for public or private ownership based on:
   a. The criteria provided in strategy 3.
   b. Ability of adequate city funds for maintenance, if publicly owned.
   c. If the environmental conditions present would be better protected if publicly owned.

5) Reserve land for public uses part of the zoning approval process, with the need and use of such land to be clearly stated and documented based on recognized standards.

6) Preservation of mature street trees and boulevard green spaces should be key considerations for approval of redevelopment, infill, and variance requests.

7) Elevate the importance of the mature street tree inventory along Jackson Boulevard and Main Street through specially designated City maintenance and tree replacement funds specifically for these areas.

8) Minimize glare, and light trespass from outdoor fixtures, and improve energy efficiency of outdoor lighting on streets, buildings, parking lots, and public places.

9) Selectively permit downtown businesses to extend their operations onto sidewalks to create a lively, interactive space for shopping, dining, and relaxation, but also with acknowledgement that clear passage for pedestrians is the first priority.
Municipal Facility Strategies

1) Public meeting rooms and event facilities should be viewed as a compliment to the existing inventory of similar venues in the community, but not as a competitor to privately-owned facilities.
2) Encourage the development of recreation areas adjacent to, or in conjunction with, existing or proposed school sites.
3) As Spearfish grows and expands, plan for additional library facilities and branch locations according to recognized standards for public library services.
4) Provide for recreation facilities and buildings, in part, according to the priorities identified by citizens in the recreation needs survey.
5) As public interest brings forward new ideas for use of existing city property, or new facilities, prioritize these ideas for short and long term implementation.

Infrastructure Strategies

1) Expand the city’s water and sewer systems according to the recommendations of the City’s Water and Sewer Master Plan, as well as the adopted standards of the public works department.
2) Create opportunities for future utility connections beyond the property being served, as well as upgrade utility extensions to serve future growth needs.
3) Balance the need for keeping construction costs down, with the need for what will be the most cost efficient solution for long term operation.
4) Require dry utility coordination to take place as early in the planning process as possible with evidence of this coordination submitted before development approval.

Implementation Strategies

1) Continually update the 5 year capital improvement plan to identify upgrades needed to city infrastructure that will result in the most sustainable system possible.
2) Continually update and actively enforce all regulations pertaining to erosion control to protect public streets, open and closed drainage systems and streams from storm water pollution resulting from construction sites, or sites that have been disturbed but not re-vegetated.
3) Maintain a clean and junk/clutter-free community by creating and actively enforcing city codes and ordinances concerning property maintenance.
4) Provide adequate level of staffing to inspect all public infrastructure dedicated to the City.
5) Adopt an outdoor lighting code that follows the standards recommended by the Illumination Engineering Society of North America.
6) On an ongoing basis monitor and evaluate for potential implementation emerging and proven innovative technology in the field of wastewater treatment and storm water management.
7) Promote and utilize water conservation measures, and establish water rates that reward low volume users with more attractive rates than higher volume users.
8) Fund the Grace Balloch Memorial Library at a level to adequately provide citizens with access to all media types, both in print and electronic formats.
9) Continuously evaluate city open space holdings for potential changes in use agreements and easements.
10) Create an evaluation method to selectively allow businesses the use of the downtown sidewalks.
11) Seek out opportunities to increase energy efficiency in all municipal buildings and give higher priority to the need for fuel efficient municipal service vehicles.
COMMUNITY SAFETY

Goal

Municipal decision making will place a high priority on achieving low crime rates and will ensure fire protection, emergency services, water supply, and waste disposal meets or exceeds established standards.

Strategies

1) Staffing levels, facilities, equipment, technology and resources of all emergency services (Police and Fire) should be of a level that is consistent with established standards.

2) Spearfish will respond quickly to emerging trends, and will provide its police officers and staff with the appropriate funding and training needed to address it.

3) Education should be provided to citizens of all ages, and will promote an attitude of personal responsibility in resisting violence and chemical dependence in order to build stronger families, neighborhoods, and communities.

4) Enter into partnerships with other law enforcement agencies to eliminate duplicate resources and technology.

5) Advocate the use of community design techniques to provide public safety and enhance protection from crime, fire, flooding, or other natural disaster.

6) Support active forest management methods to reduce the impact of pests and wildfires that threaten the Black Hills.

7) Encourage systematic continuing education and training to help maintain the highest level of performance of emergency responders.

8) Actively recruit volunteer firefighters, and periodically evaluate the needs of the community with the level of firefighting services provided.

9) Increase public awareness and education by encouraging fire safety programs in the schools and community.

10) Strive to attain and maintain the highest possible ISO fire insurance rating within the corporate limits of the City of Spearfish.

11) Provide encouragement and financial support to the Spearfish Ambulance Service.

12) Continue to participate in the National Flood Insurance Program and actively implement and enforce the requirements of the program to protect life and property from flooding as well as retain lending qualifications.
CITY FINANCE AND ADMINISTRATION

Goal
The City of Spearfish will provide cost-efficient and essential services that citizens cannot individually provide for themselves by using revenue sources that will avoid an undue burden on any one sector of its population.

Finance and Administration Strategies

1) Base fees charged for city utilities (water, sewer, waste water treatment, storm water and refuse collection) on the philosophy that fees collected will cover the capital and operating costs of service and will be updated as economic and operational conditions change.
2) Consider requiring property developers to provide financial assurances prior to construction, as a means of enforcing codes and ordinances.
3) Review opportunities for privatizing public services whenever it could result in comparable services, but at a reduced cost to the public.
4) Use Tax Increment Financing according to the City’s adopted TIF funding policy.
5) Strive for the best possible bond rating, but within reasonable and manageable debt service limits.
6) Continuously update and administer City policy regarding subsidizing or assisting any public and private non-profit efforts.
7) Pursue grant funding whenever the benefit of the funding outweighs the costs and complexity of administering the grants.
8) Implement a comprehensive risk management strategy that strives to integrate safe work practices, reduce un-necessary risk, and provide for reasonable and moderate protection and coverage of the City’s physical assets.
9) Aggressively promote and advertise the Spearfish Aquatics and Recreation Center in order to increase membership and fees to offset operating costs.
10) Through participation in South Dakota Municipal League and professional organizations, encourage the ongoing education and training of city leadership and staff so that they may serve the community with the most up-to-date skills and knowledge.
11) Achieve the same standard of design and construction integrity, visual quality, and relevant historical value for all City of Spearfish capital improvement projects as what is expected from privately funded development.
12) Ensure that all citizen boards that are required by ordinance or policy are performing their duties as assigned.
ECONOMIC DEVELOPMENT

Goal

The City of Spearfish will attract and retain long-term economic sustainability by developing and promoting its key assets of: 1) location, 2) educated and available work force, 3) access to University resources and entrepreneurial ventures and 4) land and infrastructure.

Economic Development Strategies

1) Provide financial support to and be an active member of the Spearfish Economic Development Corporation.
2) Create a comprehensive way-finding program and signage that direct the public to Spearfish destinations that promote culture, tourism, recreation, and the University.
3) Ensure that an adequate supply of industrial and commercially zoned lands exist in order to attract a variety of businesses to Spearfish in order to grow and diversify employment opportunities as well as increase sales tax revenues.
4) Continue to build the SERF fund.
5) Provide financial support (SERF fund, Tax Increment Financing, and other methods) and political support for businesses that promote and utilize key Spearfish attributes such as:
   a. University programs/students, and an available and educated work force.
   b. Mountainous, prairie, and lake/stream environments.
   c. Sports and recreation tourism related events that tap into natural settings for organized events and activities such as bicycling, snowmobiling, running and other athletic competition.
   d. Regional market share position serving western South Dakota and eastern Wyoming and Montana to provide a currently un-met need.
   e. Green industry products and services.
   f. A commitment to be personally involved in the community.
6) Promote and support planning efforts for revitalizing the Amphitheatre as a major Black Hills attraction.
7) Support the continual growth and capacity upgrades for data transmission systems.
8) Create an evaluation method to assess the viability of technology-based and intellectual property-based business startups requesting public financial support.
9) Develop policies, ordinances, and projects that create a business friendly environment, while also protecting the public’s assets and resources.
10) Formally consider adopting a policy that identifies methods to support the primary and secondary education systems in Spearfish as a key component in economic development.
COMMUNICATION AND PARTNERSHIPS

Goal

The City of Spearfish will establish regular communications with stakeholders and pursue partnerships to develop private or public services, programs, and improvements that benefit Spearfish citizens and businesses.

Partnership Strategies

1) Establish cooperative marketing strategies between BHSU, primary and secondary schools, community organizations and the city to create a comprehensive listing of information for the public.
2) To the extent possible, offer in-kind City support such as manpower, access to city facilities, resources, and equipment to other governmental and non-profit organizations that exist to increase the well-being of our businesses, residents, students and visitors.
3) Coordinate with Black Hills State University to facilitate and promote the University’s physical presence and regional importance.
4) Work with merchants and interest groups to promote and support special events and activities that will increase the community’s visibility and presence in the region and nation.
5) Support and promote the work of city appointed boards and commissions and recognizing their service on a regular basis.
6) Proactively approach the county, state, and federal agencies to solve concerns that are of shared interest and/or responsibility.
7) Establish partnerships with the schools, churches, and community/civic service organizations to extend their reach to their desired population.
8) Participate in the activities of the South Dakota Municipal League and professional organizations so that City staff receives the necessary education and professional development to address evolving trends in municipal government as well as new legislation affecting the operation of the community.

Communication Strategies

1) Use the city’s newsletter and newspaper media to promote and encourage citizen review and input to the city budget and decision making.
2) Encourage City Council members to hold meetings on a regular basis within their respective wards to share information with their constituents.
3) Require each city department to develop a specific plan for communicating with citizens, neighborhoods, schools, service clubs, and other community groups to encourage participation in city decisions.
4) Form citizen work groups to act as a research and information gathering source for a variety of city decisions.
5) Work with the state and county highway agencies to provide roadside message boards advising the public of pending construction projects on major streets.
CULTURE, RECREATION, and EDUCATION

Goal

Spearfish will pursue and promote excellence in cultural programs, recreation, and education to offer its citizens and visitors experiences that contribute to their social and economic well-being and advance their understanding and appreciation of diversity.

Cultural Strategies

1) Promote the visual, film, and performing arts through cooperative marketing strategies with BHSU, public and private schools, city agencies, and community art groups and organizations.

2) Acquire and maintain key historical documents, artifacts, places, and other significant resources, and seek to develop museum space to display and archive the local history of Spearfish and its surroundings.

3) Allow the use of temporary signs and other devices to promote special community events and business promotions.

4) Through special use agreements and licenses, implement the ideas of interest groups who organize programs and events that build and develop a sense of unity and pride in the city and promote its environmental quality.

5) Acknowledge the importance that community celebrations play in honoring the city’s history and identity by sponsoring parades, festivals, and activities that offering opportunities for people to connect and develop a sense of belonging to each other.
Recreation Strategies

1) Use the City of Spearfish Recreation Master Plan as the primary decision document to direct future recreation programs and facilities.
2) Provide recreational opportunities for children, students, and citizens of all ages and physical abilities, and recognize that recreation may include activities that are passive, and non-athletic in nature.
3) Maintain an updated recreation needs survey which will in turn provide guidance and direction to the recreation and master plan and pursue public input for future activities.
4) On a periodic basis, evaluate the existing recreation and sports resources available within the community, in order to provide, but not duplicate services and facilities that may be otherwise provided by private, non-profit sports interest groups such as youth sports, hiking/biking clubs, etc.
5) Use the City’s newsletter to advertise and promote activities unique to our area such as hiking, biking, and winter sports

Education Strategies

1) Through the Spearfish Economic Development Corporation and other city-school partnership opportunities, actively promote a high level of intellectual development by offering a diversity of choices for education and technical training from pre-school through college degree programs at BHSU.

2) Favor rezoning and use permits request from private schools and alternative learning facilities in locations that compatible with the surrounding land uses neighborhoods in order to allow the greatest number of choices available in how children and adults are educated.
3) Act as a liaison between citizens and BHSU resources, facilities, and activities.
**General Statistics**

<table>
<thead>
<tr>
<th></th>
<th>City of Spearfish</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Area</strong></td>
<td>16.35 sq miles</td>
</tr>
<tr>
<td><strong>Incorporated</strong></td>
<td>1888</td>
</tr>
<tr>
<td><strong>Elevation</strong></td>
<td>3648 ft</td>
</tr>
<tr>
<td><strong>Zip Code</strong></td>
<td>57783</td>
</tr>
<tr>
<td><strong>Time Zone</strong></td>
<td>Mountain (MST)</td>
</tr>
<tr>
<td><strong>Website</strong></td>
<td><a href="http://www.cityofspearfish.com">http://www.cityofspearfish.com</a></td>
</tr>
</tbody>
</table>
Population Trends

Table 1. Population Change by Decade, 1950 to 2010
City of Spearfish, Lawrence County, and South Dakota

<table>
<thead>
<tr>
<th>Year</th>
<th>City of Spearfish</th>
<th>Lawrence County</th>
<th>South Dakota</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>% Change*</td>
<td>Total</td>
</tr>
<tr>
<td>1950</td>
<td>2,775</td>
<td>---</td>
<td>16,648</td>
</tr>
<tr>
<td>1960</td>
<td>3,682</td>
<td>32.7%</td>
<td>17,075</td>
</tr>
<tr>
<td>1970</td>
<td>4,661</td>
<td>26.6%</td>
<td>17,453</td>
</tr>
<tr>
<td>1980</td>
<td>5,251</td>
<td>12.7%</td>
<td>18,339</td>
</tr>
<tr>
<td>1990</td>
<td>6,966</td>
<td>32.7%</td>
<td>20,655</td>
</tr>
<tr>
<td>2000</td>
<td>8,608</td>
<td>23.6%</td>
<td>21,802</td>
</tr>
<tr>
<td>2010</td>
<td>10,494</td>
<td>21.9%</td>
<td>24,097</td>
</tr>
</tbody>
</table>


Chart 1. Population Trends, 1950 to 2010
City of Spearfish
Building Permit Trends

<table>
<thead>
<tr>
<th>YEAR</th>
<th>TOTAL PERMITS</th>
<th>TOTAL VALUATION</th>
<th>TOTAL FEES</th>
<th>NEW SINGLE FAMILY VALUATION</th>
<th>NEW MULTI UNITS/BLDG. VALUATION</th>
<th>NEW COMMERCIAL VALUATION</th>
<th>VALUE</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>343</td>
<td>$23,832,069.00</td>
<td>$225,676.00</td>
<td>$16,707,731.00</td>
<td>$843,590.00</td>
<td>7</td>
<td>$2,572,600.00</td>
</tr>
<tr>
<td>2003</td>
<td>360</td>
<td>$31,920,499.00</td>
<td>$285,223.00</td>
<td>$20,103,827.00</td>
<td>$1,726,000.00</td>
<td>6</td>
<td>$4,805,000.00</td>
</tr>
<tr>
<td>2004</td>
<td>361</td>
<td>$44,019,862.00</td>
<td>$384,633.00</td>
<td>$22,616,979.00</td>
<td>$1,775,000.00</td>
<td>15</td>
<td>$15,644,613.00</td>
</tr>
<tr>
<td>2005</td>
<td>375</td>
<td>$38,865,597.00</td>
<td>$366,117.00</td>
<td>$25,602,415.00</td>
<td>$1,687,000.00</td>
<td>9</td>
<td>$7,508,555.00</td>
</tr>
<tr>
<td>2006</td>
<td>333</td>
<td>$35,907,785.00</td>
<td>$293,985.00</td>
<td>$19,442,286.00</td>
<td>$950,000.00</td>
<td>11</td>
<td>$7,687,840.00</td>
</tr>
<tr>
<td>2007</td>
<td>336</td>
<td>$31,609,608.00</td>
<td>$193,682.00</td>
<td>$12,006,975.00</td>
<td>$0</td>
<td>11</td>
<td>$10,595,527.00</td>
</tr>
<tr>
<td>2008</td>
<td>335</td>
<td>$30,255,117.00</td>
<td>$202,619.00</td>
<td>$12,055,695.00</td>
<td>$4/1</td>
<td>5</td>
<td>$5,769,039.00</td>
</tr>
<tr>
<td>2009</td>
<td>330</td>
<td>$21,698,856.00</td>
<td>$201,520.00</td>
<td>$12,055,615.00</td>
<td>$1,000,000.00</td>
<td>3</td>
<td>$2,011,764.00</td>
</tr>
<tr>
<td>2010</td>
<td>320</td>
<td>$36,459,525.00</td>
<td>$221,747.00</td>
<td>$11,788,699.00</td>
<td>$1,394,750.00</td>
<td>8</td>
<td>$13,367,144.00</td>
</tr>
<tr>
<td>2011</td>
<td>280</td>
<td>$18,684,439.00</td>
<td>$140,099.00</td>
<td>$7,600,655.00</td>
<td>$1,668,000.00</td>
<td>7</td>
<td>$4,178,368.00</td>
</tr>
<tr>
<td>2012</td>
<td>370</td>
<td>$31,831,533.00</td>
<td>$258,411.80</td>
<td>$16,179,856.00</td>
<td>$4,806,487.00</td>
<td>15</td>
<td>$7,227,079.00</td>
</tr>
</tbody>
</table>

The building permit data provided in the table above illustrates the changes in annual valuation for building permits issued since the last update of the Comprehensive Plan in 2002. In 2004, the greatest number of permits was issued for the greatest amount of valuation within the ten year period. Evidence of the recession starting in 2008 led to the lowest valuation levels at $18.6 million in permit valuation by the end of 2011. Due to the low interest rates, 2012 construction valuation surged back up to $31.8 million by years end. As of the writing of this report, the value of all permits is $12.8 million from January 1, 2013 to May 31, 2013. The total valuation of all land and buildings within the city limits in 2012 was $704.2 Million.
Population Projections

Three scenarios were developed by city staff in a 30-year projection of the population totals for the City of Spearfish. The low scenario case was derived using a growth rate of 8% per decade, which is similar to the state average for South Dakota. The medium scenario case was derived using a growth rate of 20% per decade, which Spearfish has seen achieved since the 1980s. The high scenario was derived using a growth rate of 30%, which Spearfish has seen in the past but would be considered to be above normal for the area.

Table 3. Population Projection, 2010 to 2040
City of Spearfish

<table>
<thead>
<tr>
<th>City of Spearfish</th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Low</strong></td>
<td>10,494</td>
<td>10,914</td>
<td>11,350</td>
<td>11,804</td>
<td>12,276</td>
<td>12,768</td>
<td>13,278</td>
</tr>
<tr>
<td><strong>Medium</strong></td>
<td>10,494</td>
<td>11,596</td>
<td>12,813</td>
<td>14,159</td>
<td>15,646</td>
<td>17,288</td>
<td>19,104</td>
</tr>
<tr>
<td><strong>High</strong></td>
<td>10,494</td>
<td>12,068</td>
<td>13,878</td>
<td>15,960</td>
<td>18,354</td>
<td>21,107</td>
<td>24,273</td>
</tr>
</tbody>
</table>

Source: City Staff
Sales Tax Trends

As population grows, so does the available market of goods and services to support that growth. The following tables demonstrate the general upward trend of sales and hospitality tax. The decline from 2008 to 2009 may be attributed to the overall weakening of the economy beginning in the fall of 2008. From that low, gains have been consistently made since 2008.

Table 4. Tax Revenues, 2007 to 2010
City of Spearfish

<table>
<thead>
<tr>
<th>Year</th>
<th>Second Penny Sales Tax</th>
<th>Hospitality Tax</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>$2,841,427</td>
<td>$423,955</td>
<td>$3,265,382</td>
</tr>
<tr>
<td>2008</td>
<td>$3,018,771</td>
<td>$502,852</td>
<td>$3,521,623</td>
</tr>
<tr>
<td>2009</td>
<td>$2,933,254</td>
<td>$467,989</td>
<td>$3,401,243</td>
</tr>
<tr>
<td>2010</td>
<td>$2,924,560</td>
<td>$478,609</td>
<td>$3,403,169</td>
</tr>
<tr>
<td>2011</td>
<td>$3,161,599</td>
<td>$509,385</td>
<td>$3,670,984</td>
</tr>
<tr>
<td>2012</td>
<td>$3,186,515</td>
<td>$528,690</td>
<td>$3,715,205</td>
</tr>
</tbody>
</table>

Source: Spearfish Annual Department Operations Report, 2010
Past City Budgets

The following illustrates past budgets of the City. As indicated below, the significant budget increases between 2007 and 2009 were attributed to the construction of the Spearfish Recreation and Aquatics Center and a major upgrade of the City’s Waste Water Treatment Plant.

### Table 5. Annual Budget, 2004 to 2013
City of Spearfish

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount Budgeted</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>$11,380,500</td>
</tr>
<tr>
<td>2005</td>
<td>$11,943,692</td>
</tr>
<tr>
<td>2006</td>
<td>$17,334,989</td>
</tr>
<tr>
<td>2007</td>
<td>$21,299,492</td>
</tr>
<tr>
<td>2008</td>
<td>$35,802,781</td>
</tr>
<tr>
<td>2009</td>
<td>$27,299,078</td>
</tr>
<tr>
<td>2010</td>
<td>$18,847,585</td>
</tr>
<tr>
<td>2011</td>
<td>$19,788,750</td>
</tr>
<tr>
<td>2012</td>
<td>$19,481,516</td>
</tr>
<tr>
<td>2013</td>
<td>$25,536,833</td>
</tr>
</tbody>
</table>

Source: Annual Department Operations Report, 2012

![Bar chart showing historical budgets from 2004 to 2013](chart.png)