

RESOLUTION NO. _____

A RESOLUTION AMENDING THE 2005 - 2025 LINCOLN COUNTY
COMPREHENSIVE PLAN AS PROVIDED FOR IN SDCL 11-2.

WHEREAS, the Lincoln County Board of County Commissioners desires to amend the 2005 - 2025 Lincoln County Comprehensive Plan; and

WHEREAS, the Lincoln County Planning Commission has held the required public hearing and has recommended approval of said proposed amendments; and

WHEREAS, the Lincoln County Board of County Commissioners has received the recommendation of the Lincoln County Planning Commission and has held the required public hearing.

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Lincoln County, South Dakota that the 2005 - 2025 Lincoln County Comprehensive Plan is hereby amended to read as follows:

Section 1. That Chapter VIII, of the 2005 – 2025 Lincoln County Comprehensive Plan, is hereby amended to read as follows:

VIII. PLANNING POLICY FRAMEWORK

Lincoln County land use decisions will have far reaching effects on future development patterns not only within the agricultural areas but for the municipalities as well. These impacts will range from quality of life issues to public facility, service and infrastructure needs. Careful study and analysis of the location, density and timing of development is important to the future vitality of Lincoln County, as well as the health, safety and welfare of its inhabitants.

Lincoln County is not a large service provider in terms of supporting physical development. The provision of public services and facilities is generally limited to law enforcement and the county highway system. Water supply and distribution, wastewater collection and disposal, storm water drainage, and fire protection are either municipal functions or provided by other entities which have been or will be created to provide for a specific service. Townships will continue to be responsible for a substantial portion of the local rural road system. Whether these services can be provided in an economical and efficient manner will in part depend on the county's ability to manage future growth.

Lincoln County has the role not only to promote orderly, compatible and efficient growth within the agricultural areas but also to ensure that land use decisions are in the best interests of other governmental entities, who will eventually be expected to provide services to development areas.

Projections to the year 2025 indicate that numerous housing units will be constructed in the agricultural areas and additional agricultural land will be converted to commercial and industrial uses, causing significant changes in the county's physical environment. This anticipated growth will present challenges to the Planning Commission and the Board of County Commissioners as well as to citizens of the county in dealing with substantially more population and economic development than exists today.

A. Goals

The identification of goals in the planning process is the initial step in charting a broad direction that Lincoln County intends to pursue. Goals are an end which may never be achieved but represent ideals or targets and should be used to guide and support decisions relating to future development. The general goals of the plan are:

1. **To provide for orderly, efficient and economical development.**
2. **To manage growth within the framework of the Development Plan and municipal comprehensive plans.**
3. **To enhance communication and cooperation among the several governmental and quasigovernmental entities who have the potential to impact and influence development patterns.**
4. **To maintain a viable agricultural economy and preserve the rural quality of life.**
5. **To maintain a distinction between agricultural areas and the cities and to preserve and enhance community identity.**
6. **To provide a choice of living environments for county residents.**
7. **To achieve efficiency in the provision of public services and facilities.**
8. **To support and encourage growth of the county's economic base and promote the expansion of job opportunities.**
9. **To promote aesthetically pleasing development in the agricultural areas.**
10. **To preserve environmental, historical, and cultural resources.**
11. **To provide a transportation system that promotes the safe and efficient movement of people, goods and services.**
12. **To provide ample opportunities for public participation at all stages of the planning and zoning process, including public hearings, rezoning notices and public awareness campaigns.**
13. **To promote and encourage the provision of essential services in the county on a coordinated basis, including drainage, delivery of potable water, electricity, natural gas, and waste water treatment and disposal services.**
14. **To review and update the Objectives and Policy Guidelines as needed or at least every five (5) years. Annual reviews may take place at the request of the Planning Director.**

B. Planning Areas and Policies

To assist in meeting the stated goals, the Future Development Plan shown on **Map 10 (page 41)** divides Lincoln County into four planning areas. Policies have been identified to provide specific direction and guidance regarding the future development of each planning area.

1. Existing Municipal Areas

These areas are defined by the current boundaries of the incorporated cities. Although cities control their own planning and zoning activities, county land use decisions will have a very real impact upon future municipal development patterns and the ability of each community to efficiently provide for future public services and facilities. The following policies apply to municipal planning areas:

Policies

Land Use

1. Promote cooperative efforts with the municipalities in dealing with development issues. Municipal requests for extraterritorial zoning jurisdiction should be guided by the procedures outlined in the Plan Implementation chapter.
2. Insure that future development does not detract from the implementation of municipal comprehensive plans. Recognize municipal growth plans when considering future development proposals.

Development

3. Discourage premature development in municipal fringe areas.
4. Seek the input of municipal officials in the review of development proposals which could potentially impact future municipal expansion and public infrastructure projects.
5. Encourage annexation of potential development sites within municipal fringe areas before development plans are approved.
6. Preserve the identity of existing communities by discouraging sprawl and leapfrog development.
7. Encourage a pattern of development in urban expansion areas which can be integrated into municipal planning areas without the need for costly and inefficient post development construction of public infrastructure expenditures.

Utilities

8. Concentrate future non-farm growth in proximity of municipalities where infrastructure can be economically provided. Maximize the utilization and efficiency of existing facilities and services.
9. Encourage an area-wide approach in planning and construction of utility, potable water system, waste water treatment systems and drainage systems.

2. Urban Expansion Areas

Urban expansion areas are characterized by a mix of land uses. Farming activities are expected to continue operating among rural residential subdivisions and scattered residential acreages. Urban expansion areas are further characterized by vacant parcels of land too small to support long term agricultural use. It is recognized that this will create development pressure for conversion of land to alternative uses. Urban expansion areas are located adjacent or in close proximity to the municipal areas. A portion of the land within urban expansion areas will be annexed during the planning period and provided with public infrastructure and other services while other land will remain outside municipal boundaries. Urban expansion areas are not projected to support long term agricultural uses nor will intensive farming activities such as concentrated animal feeding operations be appropriate uses.

The physical boundaries of most cities will expand during the planning period, with growth occurring within the urban expansion areas delineated on the Future Development Plan. Regional and national economic conditions, and the ability of service providers to meet public infrastructure demands, will determine the timing and extent of urban expansion. The intent is to maintain clearly defined urban areas within the county. Urban expansion areas around these municipalities should closely reflect future municipal boundaries.

Policies

Land Use

1. Promote optimum land use relationships and minimize land use conflicts.
2. Promote cooperative efforts with the cities and service providers in dealing with development issues in municipal fringe areas.
3. Utilize the planned development zoning district to accommodate a mix of land uses, promote the arrangement of uses on a comprehensive rather than piecemeal basis, and address problems related to existing land use patterns.
4. Enhance industrial development by restricting incompatible land uses in areas where rail access is available.
5. Coordinate the siting of industrial uses with the municipalities.
6. Regulate the siting of new intensive farming operations such as feedlots and confinement facilities to insure that they do not conflict with the close proximity of the urban land uses.
7. Reduce visual clutter and safety hazards by encouraging aesthetic standards and design requirements to maintain and improve the county's visual appeal and image (including, but not limited to towers and signage)

Development

8. Encourage new residential construction to locate on previously platted lots and other parcels which already qualify as building sites.
9. Consider limited development in those areas where parcel size and competing land uses have substantially reduced the economic viability and future success of agricultural operations.
10. Restrict development of urban expansion areas until service improvements are provided.
11. Employ a density standard of one single-family building eligibility per quarter-quarter section in those areas where current land use patterns have not significantly impacted farming operations.
12. Restrict development in areas where unsuitable soils and other physical limitations are present.
13. Preserve sensitive environmental areas through the development review process.

Utilities

14. Work with rural water systems to ensure water system improvements do not conflict with county development policies.
15. Preserve and protect natural drainage systems within development areas. Storm water management plans for the entire drainage basin should be required as a prerequisite to development.
16. Minimize soil erosion and siltation by requiring proper site preparation and construction techniques.
17. Maintain an inspection program that ensures proper installation of on-site wastewater treatment systems.
18. Encourage an area-wide approach in the planning and construction of utility, waste water and drainage systems.

Transportation

19. Discourage strip development along transportation arteries, particularly those which serve as gateways to the cities and major activity centers.
20. Restrict development along major transportation corridors for future right-of-way acquisition with the goal of minimizing future construction costs.
21. Require dedication of sufficient right-of-way to the public as part of the platting and development process.

3. Agricultural Areas

Agricultural land is commonly viewed as a temporary use just waiting for the opportunity to be developed. Only a small percentage of the county's agricultural land base will be needed to support the population and economic growth expected to occur during the planning period.

Agricultural areas are generally those areas which have experienced little or no competing non-farm development. These areas are intended to be preserved for farm related use where such activities can freely operate without the need to impose restrictions due to competing uses. A density standard not exceeding one dwelling per quarter-quarter section of land should be maintained for the planning area.

Policies

Land Use

1. Allow the siting of business activities at appropriate locations in the agricultural areas.
2. Discourage the random and haphazard siting of commercial and industrial uses within the agricultural areas.
3. Regulate concentrated animal feeding and processing operations to protect the environment and minimize conflicts with human activities while giving due regard to existing operations.

Development

4. Restrict the density of residential uses within agricultural areas and direct higher developmental densities to municipalities and approved development areas.
5. Preserve and protect the agricultural productivity of land by restricting the development to a residential density of not more than one building site per quarter-quarter section.
6. The premature development of agricultural areas should be discouraged.

7. Discourage the splitting of land parcels into fragmented units which are incapable of supporting farming activities.
8. Protect the agricultural areas from uses which interfere and are not compatible with general farming practices.
9. Avoid regulations which have a negative impact on farming operations.
10. Promote development patterns which will avoid producing inflated agricultural land values.

Utilities

11. Limit rural densities so that current service levels are not exceeded.
12. Construction of infrastructure improvements in the agricultural areas should be directed at addressing existing and future service deficiencies.
13. Work with the rural water systems to ensure that future water system improvements do not conflict with county development policies.
14. Maintain an inspection program to ensure proper installation of on-site wastewater disposal systems.
15. Protect stream corridors, the aquifer, the Blood Run site, the Sioux River and other significant natural areas from incompatible development.
16. Prevent construction on sites which are environmentally unsuited for buildings or septic systems.
17. Encourage an area-wide approach in the planning and construction of utility, waste water treatment systems and drainage systems.

Transportation

18. Within the framework of density zoning, every effort should be made to cluster residential uses and limit driveway approaches onto arterial and collector roads.
19. Maintain an addressing system to create consistency for safety and convenience of businesses, visitors, and local citizens.
20. Reduce visual clutter and safety hazards by encouraging aesthetic standards and design requirements to maintain and improve the county's visual appeal and image (including, but not limited to towers and signage.)

4. Rural Commercial/Industrial Areas

Cities will continue as the primary providers of goods and many other services to urban as well as rural residents. Historically, several areas outside the cities evolved as commercial/industrial areas, located mostly along major transportation routes, providing basic convenience services to the agricultural community and highway travelers. Interstate Highway 29 played a part in the development of the Tea Industrial Park, the Harrisburg Exit, the Worthing Exit and the Canton Exit. Rural commercial/Industrial areas generally do not have an urban infrastructure and are not capable of supporting much more than limited development.

The future land use plan encourages the majority of commercial and industrial development to locate within the cities. However, it is recognized that convenience goods and services as well as some industrial uses could be appropriately sited within the rural commercial/industrial areas. These locations include existing commercial/industrial areas where some reasonable expansion is appropriate and at major highway intersections.

Policies

1. Promote optimum land use relationships and minimize land use conflicts.
2. Discourage the random and haphazard siting of commercial and industrial uses within the rural commercial/industrial areas.
3. Utilize the planned development zoning district to accommodate a mix of land uses, promote an arrangement of uses on a comprehensive rather than piecemeal basis, and address problems related to existing land use patterns.
4. Coordinate the siting of industrial uses with the Lincoln County Economic Development Association and municipal economic development associations.
5. Facilitate agri-business activities at appropriate sites in the rural commercial/industrial areas.

6. Enhance industrial development by restricting incompatible land uses in areas where rail access is available.
7. Locate commercial uses at interstate highway interchanges and high traffic intersections. Such uses should be developed in a nodal pattern and geared to the support of highway users.
8. Discourage strip development along transportation arteries, particularly those which serve as gateways to the cities and major activity centers.
9. Promote development patterns which maintain the safety and carrying capacity of major roads.
10. Discourage strip development patterns.
11. Preserve the environmental quality of the county with respect to economic development.
12. Reduce visual clutter and safety hazards by encouraging aesthetic standards and design requirements to maintain and improve the county's visual appeal and image (including, but not limited to towers and signage.)
13. Encourage an area-wide approach in the planning and construction of utility, potable water systems, waste water treatment systems and drainage systems.

C. Development Plan Summary

Lincoln County is expected to grow to a population of between 45,891 and 48,986 by the year 2025. The agricultural areas will continue to accommodate new residential construction and also provide further opportunities for economic development. This additional development will require a sound land use management plan that can effectuate a development pattern focusing on three main areas – economical provision of governmental and essential services, harmonious development among competing land use interests and agricultural preservation.

This plan recognizes that the continued growth of municipalities in the northern portion of Lincoln County will exert a strong influence on what happens throughout the remainder of the county. Such municipalities are expected to expand employment opportunities which will attract more people to the area. Since not all future residents will choose to live within the municipal boundaries of those urban areas, there will undoubtedly be development pressure on both the agricultural area and municipalities within Lincoln County to accommodate future development.

Lincoln County must anticipate this growth and the potential impacts on local government's ability and the ability of other service entities to provide an effective transportation system, potable water delivery system, waste water treatment systems and drainage system, law enforcement and emergency services, park and recreation facilities, and environmental safeguards. The goals and policies established by this plan provide an overall direction for growth during the planning period. Locations for future development should be guided by the intensity and density of land uses. Urban densities should occur in the municipalities where existing and expanded infrastructure can best and most efficiently meet public service needs. This direction will also reduce the needless and premature conversion of productive agricultural land to urban uses.

The existing level of support services can be severely strained and farming operations adversely impacted by non-farm uses. The county must strive to protect the integrity of its agricultural resources and ensure that this industry remains a vital part of the local economy.

While Lincoln County will not be directly involved in municipal land use decisions, the actions of the county regarding development beyond municipal boundaries will most definitely impact the cities. Communication and coordination concerning future development must be maintained between the county and cities. Most cities will be confronted with rising costs for utility improvements to serve the expected growth. Commercial and industrial development will broaden municipal tax bases only when it occurs within the cities.

Unrestricted residential development in the agricultural areas strains public services and conflicts with agricultural operations. This plan recognizes the importance of agricultural land and the adverse impacts resulting from over development of the agricultural areas.

The plan acknowledges that a segment of the county's growing population will desire a rural lifestyle. Such opportunities will continue but in the context of managing residential densities in order to reduce conflicts with farming and other special land uses, preserve farmland and environmentally sensitive areas, and support efficient and economical delivery of public services.

The construction of numerous housing units in the rural area will be significant and the impacts far reaching if planning area policies are not followed. The plan seeks to accommodate the projected growth in a manner which avoids costly public services and facility improvements and minimizes conflicts with agricultural uses.

The plan further promotes the clustering of houses by allowing the transfer of residential building sites to less desirable farmland so the more productive land remains in production and free of competing uses.

The plan encourages a future land use pattern that will maintain and strengthen community identity. This can be achieved by concentrating future development in the cities where residents can identify with a neighborhood, school, park or other community facility. Rural subdivisions usually lack a focal point that can foster a sense of community. Community identity promotes pride in home ownership and upkeep of property, and enhances crime prevention measures such as neighborhood watch groups.

The development policies accommodate residential uses consistent with the limited level of services in the agricultural areas and discourage development of residential subdivisions in agricultural areas. Urban expansion areas will probably experience the greatest pressure to convert agricultural land to residential use and there may even be a tendency to push beyond these boundaries into predominately agricultural areas.

While it should be a policy to limit the platting of new residential subdivisions until municipal services become available, some development may be appropriate in urban expansion areas if steps are taken to ensure that present services are not severely burdened and there will be compatibility with urban land use patterns and services once annexation occurs.

Commercial uses should be allowed in the agricultural areas as a convenience to highway users. Appropriate locations include interstate interchanges and the intersections of high traffic volume roads. Development should occur in compact patterns buffered from adjacent land uses. Driveway approaches should be properly located and designed to minimize the impact on traffic flow.

Commercial and industrial uses intended to support the agricultural sector should be accommodated at appropriate rural locations. Access to the regional highway and rail systems, ample land area and compatibility with neighboring land uses should be considered in siting such development. Land which is capable of providing rail access for industrial development is limited within the county and such areas should be protected from incompatible uses.

Subarea plans should be prepared as development proposals emerge for specific areas of the county. While the Future Development Plan outlines a broad framework for growth, subarea planning can be an effective way to identify and address development issues in greater detail. The planned development zoning district will be a key component in formulating subarea plans.

D. Land Use Location and Design Criteria

Residential

Agricultural areas

- Residential density of one eligible building site of one acre or more for each quarter-quarter section of land.
- Transfer of building eligibility to promote clustering of houses.
- Building eligibility on previously recorded legal descriptions (lots of record).
- Minimize driveway approaches onto county and state highways.

- Discourage land splits which erode the integrity of agricultural use areas.

Urban expansion areas (lot size one acre or less)

- Availability of services and utilities that support anticipated housing densities.
- Density of one dwelling per quarter-quarter section where adequate services are not available.
- Natural drainage systems supporting ultimate development densities.
- Wastewater treatment systems in future municipal growth areas to support smaller lots consistent with urban scale development.
- Hard surfaced subdivision roads accessing state and county highways.

Rural commercial/industrial areas

- Development limited by availability of services.
- Buffering from adjacent commercial and industrial uses.
- Adequate wastewater systems.

Commercial / Industrial

Agriculturally related businesses

- Adjacent to county and state highways.
- Necessary rail access for industrial uses.
- Controlled access onto major roadways.
- Adequate buffering from neighboring uses.
- Convenient siting of commercial uses for customers.
- Hard surfaced driveways and parking areas.

Rural commercial/industrial areas

- Buffering from residential uses where a mix of uses has already occurred.
- Nodal development pattern around high traffic intersections.
- Industrial park setting establishing optimum building orientation and landscaping amenities.
- Intensity of development based on environmental considerations.
- Convenience uses serving highway travelers.
- Screened outside storage areas.
- Hard surfaced driveways and parking areas.

Special Uses

Intensive agricultural uses – Includes feed lots, animal confinement facilities.

- Environmental impacts - aquifer protection, runoff, land application of animal waste.
- Adequate separation from residences, churches, institutional uses, parks.

Section 2. That Map 10, of the 2005 – 2025 Lincoln County Comprehensive Plan, is hereby amended (attached as Exhibit A).

Adopted this _____ day of _____, 2011.

Chairman, Lincoln County Board of County Commissioners

ATTEST:

Lincoln County Auditor

(SEAL)

EXHIBIT A

Future Land Use

Map 10

