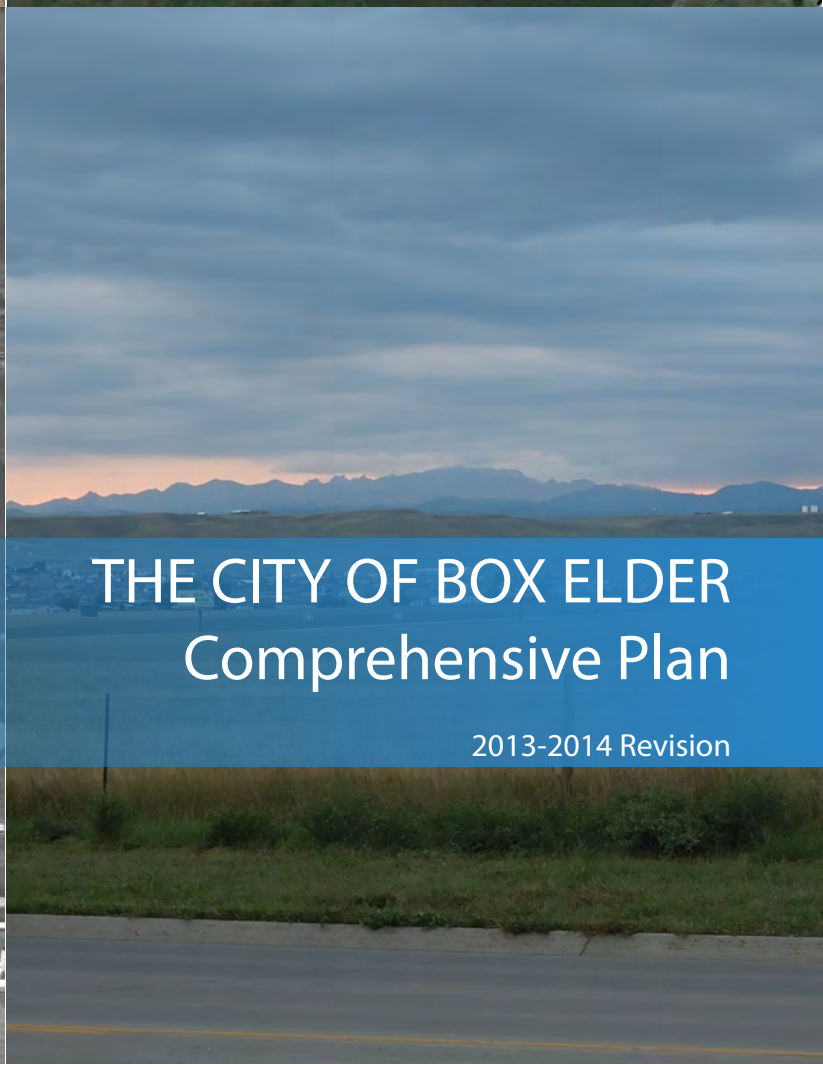








THE CITY OF BOX ELDER
Comprehensive Plan

2013-2014 Revision

City of Box Elder

COMPREHENSIVE PLAN

2014 – 2030

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CHAPTER 1
The Comprehensive Plan

1. THE COMPREHENSIVE PLAN INTRODUCTION

Box Elder's Comprehensive Plan is a vision of what we, as a city, will become. Through the Comprehensive Plan, citizens and officials will shape future growth and change, enhance the City's positive assets, and prescribe solutions for shortfalls. The plan includes Ellsworth Air Force Base (Ellsworth) and describes the work necessary to transform the local economy by establishing a new long-range vision. Box Elder has been shaped by the physical, economic, and cultural impacts associated with its proximity to Rapid City and Ellsworth. Emphasizing Box Elder's relationship to Rapid City and the Black Hills while taking advantage of the Air Force base in shaping the City's past, present, and future is a theme stressed by this Comprehensive Plan.

The Comprehensive Plan is intended to be a long-range plan—dynamic, able to inspire, guide, and direct growth in the City while also responding to change through amendment and refinement. The Plan is not intended to provide the detailed plans that address individual components of the City's management. The Plan is a framework—a living document—that can guide more detailed Master Plans. The Comprehensive Plan is designed to be revised on a regular basis to ensure that the Goals, Policies, and Objectives reflect changes in conditions that affect the City's development and the community's desires and vision for a livable community.

Specifically, the Comprehensive Plan serves as a firm foundation for policy and action that will allow the city to function more efficiently, effectively, and toward a collective vision.

South Dakota Statute 11-6-2 states, "For the purpose of promoting the health, safety, and general welfare of the municipality, each municipality of the state shall provide by ordinance for a planning and zoning commission, including the appropriation of money to a fund for the expenditures of such commission and to provide by ordinance the qualifications of the members, mode of appointment, tenure of office, compensation, powers, duties of and rules governing such board. Municipalities shall, as soon as possible, make, adopt, amend, extend, add to or carry out a general municipal plan of development, such plan to be referred to as the comprehensive plan."

1.1. Existing Comprehensive Plan

The 2010 update to the Comprehensive Plan was meant to be an interim update to address several immediate community concerns. The 2005 Base Realignment and Closure Commission's (BRAC) consideration of the closure of Ellsworth brought home to our community the need to take positive and pro-active steps to protect Ellsworth from future BRAC closure efforts. The Moving Forward with Ellsworth Steering Committee was formed as a result of the BRAC process, with officials from the State of South Dakota, the cities of Box Elder and Rapid City, Meade and Pennington Counties, and Ellsworth Air Force Base serving as members. The Steering Committee, with funding from the State of South Dakota and Department of Defense, hired a consultant to gather factual information and make recommendations to each of the participating entities on steps they could each take to protect the public's considerable investment in Ellsworth.

In 2008, Ellsworth updated its Air Installation Compatible Use Zone (AICUZ) Study. The AICUZ Program is a Department of Defense planning program that was developed in response to growing incompatible urban development (encroachment) around military airfields. The AICUZ program has two objectives. First, to assist local, regional, state, and federal officials in protecting and promoting

the public health, safety, and welfare by promoting compatible development within the AICUZ area of influence, and second, to protect Air Force operational capability from the effects of land use that are incompatible with aircraft operations. A majority of the area within the municipal limits of the City of Box Elder falls within Ellsworth's AICUZ area of influence.

In 2010, the Airport board for the Rapid City Regional Airport (RCRA) initiated an update of the Airport Master Plan. The Plan, in part, contains the civilian version of an AICUZ study. Nearly all of the area within the municipal limits of the City of Box Elder that is not covered by Ellsworth's AICUZ area of influence falls within the RCRA Airport Influence Zone. Thus, there is a pressing need for the City of Box Elder to address airfield operations compatibility issues by establishing guiding policies, goals, and objectives in its Comprehensive Plan.

1.2. Organizing the Comprehensive Plan

The 2014Comprehensive Plan (Plan) Revision provides a coordinated set of guidelines for decision-making to guide the future growth and development of the City. Development of methods to implement these guidelines is also included with the Plan. The plans that are a part of this document include:

Neighborhood Opportunities and Constraints

Future Land Use Plan

Major Street Plan

Non-Motorized Vehicle Plan

This Comprehensive Plan is composed of 8 Chapters.

Chapter 1: Introduction

Contains general information regarding the comprehensive plan.

Chapter 2: Experiencing Box Elder: Who are we?

Contains information on the current status of Box Elder and what it means for the City, such as demographic background, issues, and desired assets; the City vision; and the overall planning and development principles to guide future development and redevelopment.

Chapter 3: Land Use and Growth

Guides the application of Box Elder's vision to the City's physical patterns. It contains information on the existing land-use patterns, identifies issues and needs, identifies strategic directions for land use and growth management, and develops goals and policies for guiding changes in land use and development, as well as providing a framework for infrastructure planning.

Chapter 4: Housing

Describes the existing housing stock, inventory, and needs. This chapter will articulate housing directions, goals, and policies.

Chapter 5: Economic Development

Describes the existing economic environment, including issues and needs. Goals and policies that address economic opportunities and constraints are also described.

Chapter 6: Transportation
Describes the existing transportation system, and lists goals and policies to strengthen the transportation network.

Chapter 7: Community Facilities, Parks, and Utilities
Describes the available community facilities in Box Elder and sets out the goals and policies that will enhance the Box Elder citizen experience.

Chapter 8: Implementation
This chapter is a summary of the Comprehensive Plan's goals and guiding policies. The summary categorizes the guiding principles as a basis for policy development, action, or capital investment. In addition, each category is assigned a timeframe for completion.

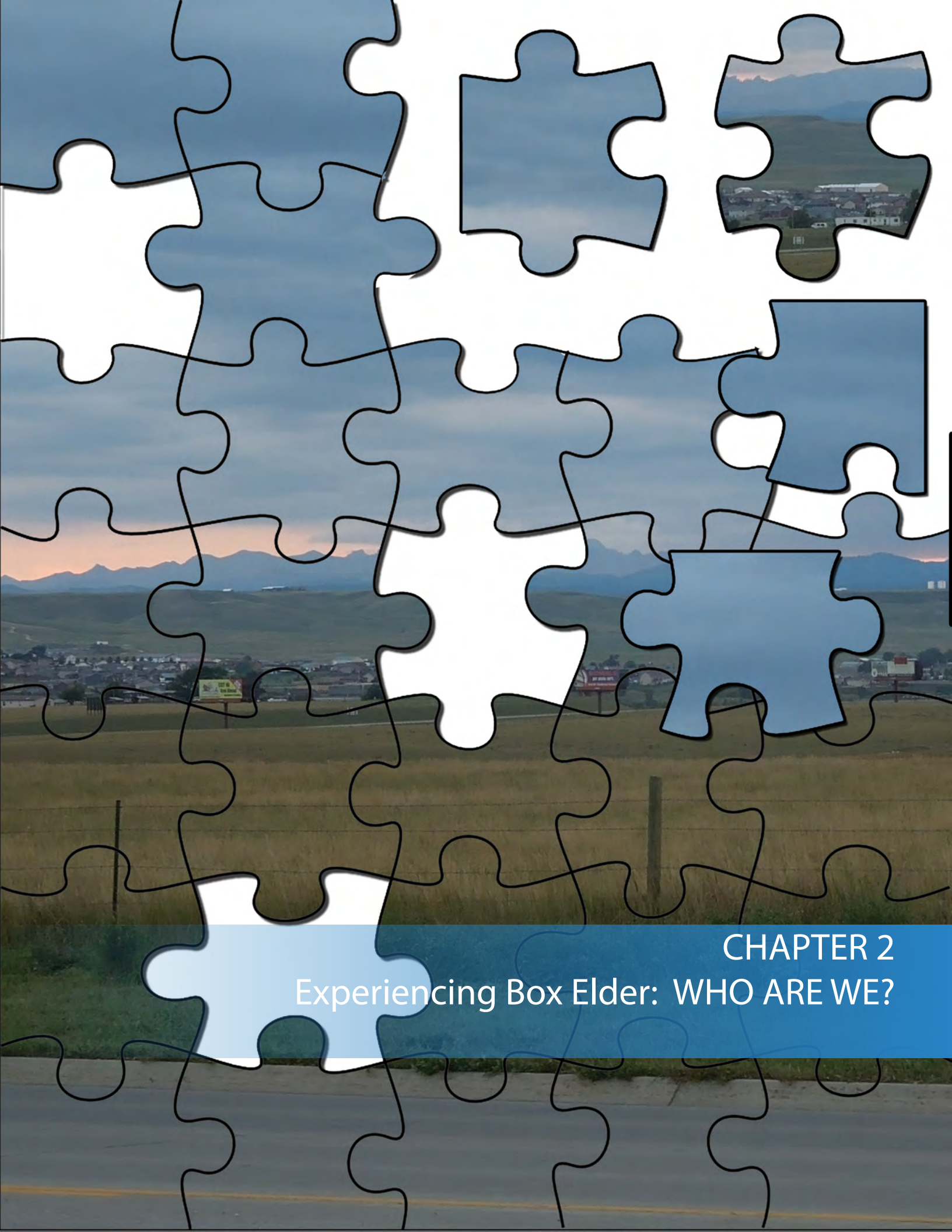
1.3. Reviewing and updating the Comprehensive Plan

No comprehensive plan or map can remain current indefinitely. People's attitudes and desires change, as well as economics and technology. The City of Box Elder's Comprehensive Plan will undergo a major review every 5 years to assure that it remains an up-to-date and workable framework for development. The Planning Commission will accomplish formal review and, if significant changes appear to be desirable or necessary, the Common Council, who may then formally modify the Plan, will hear recommendations for amendments.

If rapidly changing conditions indicate that reconsideration of the Plan's Goals and Policies is warranted between regular 5-year review periods, the Common Council or Planning Commission may initiate modifications to the Plan at any time. Any citizen or group may request the Council or Commission to initiate a Plan amendment by formal direction for review, and amendment may only come from these official bodies.

South Dakota Statute 11-6-17 states, "Before recommendation to the council of the comprehensive plan or part thereof, the planning commission shall hold at least one public hearing. Notice of the time and place of the hearing shall be given once at least ten days in advance by publication in a legal newspaper of the municipality. The planning commission shall submit the recommended comprehensive plan or part thereof to the municipal council."

South Dakota Statute 11-6-17 states, "The adoption by the municipal council of the plan or any part, amendment or additions, shall, following the same type of notice and public hearing as required by § 11-6-17, be by resolution carried by the affirmative votes of not less than a majority of all the members of the council. The resolution shall refer expressly to the maps, descriptive matter, and other matters intended by the council to form the whole or part of the plan, and the action taken shall be recorded on the adopted plan or part thereof, by the identifying signature of the mayor of the municipality. If a zoning ordinance is included as an adjunct to the comprehensive plan, or any part, amendment or addition, that zoning ordinance shall be subject to the provisions of § 11-4-5."



CHAPTER 2
Experiencing Box Elder: WHO ARE WE?

2. EXPERIENCING BOX ELDER: WHO ARE WE?

Box Elder is an exemplary city. Box Elder is located in the eastern shale foothills of the Black Hills in South Dakota. Some of the most scenic panoramic views of the Black Hills are seen from Box Elder. We are a city working to provide for our citizens and encourage economic growth. We also have a great responsibility in hosting and nurturing Ellsworth Air Force Base.

We also know that we face real challenges and that we must define and measure our current successes and deficiencies. We must always ask ourselves:

- What have we done right?
- Where are we falling short?

With a detailed look at Box Elder, we can decide what works and what can be done better.

2.1. Box Elder's Historical Context[1]

In the late 1800s, the future site of Box Elder was a fertile valley luring settlers west with untold promises. Lone Tree, a few miles east of Box Elder, was originally a stop for the covered wagons and horsemen coming to the Black Hills from Fort Pierre on the Black Hills Stage and Wagon Road. Box Elder was born as a whistle stop town in 1907 when the Chicago and Northwestern Railroad built a track from Wall to Rapid City. The new town was named after the Box Elder trees that grew along the headwaters of the creek that flows through the valley. Box Elder was officially incorporated as a city in 1964 during the Cold War expansion of Ellsworth Air Force Base.

2.2. Ellsworth Air Force Base Historical Context[2]

A few short weeks after the attack on Pearl Harbor, a team of U.S. Army engineers arrived in Rapid City with plans to transform a barren plateau east of town into a new Army airfield. Surveying the landscape during that cold January in 1942, they could scarcely have imagined the far-reaching impact their work would have, both on the surrounding region and for the nation's defense over the next 70 years. In a herculean effort, workers from around the area worked swiftly to construct facilities on land adjacent to the old municipal airport. The new Rapid City Army Air Base welcomed its first B-17 Flying Fortresses in September 1942. Colonel Charles Oldfield was the first commander of the base, where the Combat Crew Training School soon provided qualified B-17 aircrews desperately needed for missions in the European theatre.

From September 1942, when its military runways first opened, until mission needs changed in July 1945, the field's instructors trained thousands of pilots, navigators, radio operators, and gunners from nine heavy bombardment groups and numerous smaller units. All training focused on the Allied drive to overthrow the Axis powers in Europe.

Today, Ellsworth Airmen continue to play a critical part in our nation's defense. B-1s from Ellsworth continually provide critical air presence, precision strike, and surveillance and reconnaissance capabilities in response to worldwide contingencies. The addition of ground control stations for MQ-9 Reaper aircraft reinforces Ellsworth's ability to adapt to emerging challenges. While the

[1] Source: The City of Box Elder
[2] Source: "Ellsworth Air Force Base 2013 Base Guide," Marcoa Publishing, Inc.

facilities and mission of the base have changed over time to meet the nation's needs, the dedication and commitment to excellence by our airmen and their families remain as strong as it ever has been.

Ellsworth is the largest employer in the West River region, and the second largest in the state. In 2010, there were more than 1,100 local civilians working on base. The total economic impact, in a five-county area, was nearly $331.4 million in fiscal year 2010.

2.3. City Demographics

In the last 22 years, the population of Box Elder has seen a gradual increase, with the last 4 years increasing dramatically (refer to Table 2-1).

Table 2-1. Box Elder Population 1990 – 2013.

Year	Population	Year	Population
1990	2,685	2002	3,464
1991	2,745	2003	3,431
1992	2,783	2004	3,438
1993	2,824	2005	3,548
1994	2,851	2006	3,644
1995	2,891	2007	3,804
1996	2,903	2008	4,063
1997	2,937	2009[3]	4,271
1998	2,979	2010	7,824
1999	3,024	2011	7,908
2000	3,428	2012	8,792
2001	3,459	2013	9,093

Source: U.S. Census Data QuickFacts

The population of the State of South Dakota (2013) is 844,877, an increase of 3.8 percent from the 2010 Census data. The 2013 estimated population of Box Elder was 9,093, an increase of 16.4 percent from 2010 and a 165 percent increase from the 2000 population of 3,428. The data demonstrate Box Elder's strong population growth despite the slower county and state growth rates. Table 2-2 is a summary of the demographic data for the City of Box Elder, State of South Dakota, and Pennington County.

Summary

Table 2-2 (next page) indicates Box Elder has maintained a strong population growth (16.4 percent) in comparison to the State of South Dakota (3.8 percent). However, even though the City has a strong growth rate, the City has a lower rate of home ownership (46.5 percent) and a slightly lower median household income ($41,686) when compared to the State of South Dakota (68.6 percent and $49,091, respectively). Even with the median household income being lower than the overall median household income for the State of South Dakota, Box Elder does have a lower rate of persons below the poverty level (8.7 percent compared to 13.8 percent).

[3] Ellsworth Air Force Base housing annexation into the City of Box Elder.

Table 2-2. Summary of Demographic Data for Box Elder, Pennington County, and State of South Dakota.

POPULATION ITEMS	Box Elder	Pennington County	South Dakota
Population, 2013 estimate	9,093	105,761	844,877
Population, 2012 estimate	8,753	n/a	834,047
Population, 2010	7,813	100,948	814,180
Population, percent change, April 1, 2010 to July 1, 2013	16.4%	4.8%	3.8%
Persons under 5 years, 2010	12.3%	n/a	7.3%
Persons under 18 years, 2010	33.6%	n/a	24.9%
Persons 65 years and over, 2010	2.9%	n/a	14.3%
Female persons, 2010	48.1%	n/a	50.0%
White alone, 2010 (a)	79.5%	n/a	85.9%
Black or African American alone, 2010 (a)	5.1%	n/a	1.3%
American Indian and Alaska Native alone, 2010 (a)	4.4%	n/a	8.8%
Asian alone, 2010 (a)	2.2%	n/a	0.9%
Native Hawaiian and Other Pacific Islander alone, 2010 (a)	0.4%	n/a	0.0%
Two or more races, 2010	6.0%	n/a	2.1%
Hispanic or Latino, percent, 2010 (b)	7.9%	n/a	2.7%
White alone, not Hispanic or Latino, percent, 2010	75.7%	n/a	84.7%
Living in same house 1 year & over, 2008-2012	66.9%	80.0%	83.9%
Foreign born persons, 2008-2012	3.2%	1.9%	2.6%
Language other than English spoken at home, age 5+, 2008-2012	5.8%	4.5%	6.7%
High school graduate or higher, persons age 25+, 2008-2012	88.3%	91.2%	90.1%
Bachelor's degree or higher, persons age 25+, 2008-2012	15.6%	27.8%	26.0%
Veterans, 2008-2012	938	11,330	69,787
Mean travel time to work (minutes), workers age 16+, 2008-2012	12.9	17.8	16.8
Housing units, 2010	2,828	n/a	363,438
Homeownership rate, 2008-2012	46.5%	65.4%	68.6%
Housing units in multi-unit structures, 2008-2012	14.9%	21.9%	18.6%
Median value of owner-occupied housing units, 2008-2012	$134,800	$156,000	$129,800
Households, 2008-2012	2,671	40,543	320,467
Persons per household, 2008-2012	2.83	2.42	2.44
Per capita money income in the past 12 months (2011 dollars), 2008-2012	$18,795	$27,044	$25,570
Median household income, 2008-2012	$41,686	$50,253	$49,091
Persons below poverty level, percent, 2008-2012	8.7%	13.2%	13.8%

(a) Includes persons reporting only one race.

(b) Hispanics may be of any race, so also are included in applicable race categories.

NA: Not available

Source: U.S. Census Bureau State & County QuickFacts

2.4. Planning Process

2009 PLANNING WORK—HORIZONS COMMUNITY SURVEY

The South Dakota Horizons Project, a rural community leadership program, performed a community-wide survey in 2009 that posed 5 questions to the citizens of Box Elder:

1. What's the one thing you like best about Box Elder?
2. If you could change one thing about our community to make it better, what would it be?
3. If there were no constraints (money, time, volunteers, buildings, etc.) what would you like to see happen?
4. The year is 2015 – what does Box Elder look like?
5. How can we make people feel like they belong in our community?

The following is a summary of responses for each question.

1. What is the one thing you like best about Box Elder?

Three main topics or ideas surfaced in response to this question: (1) the small/quite nature of the town, (2) the school system, and (3) the fact that Box Elder is close to Ellsworth.

2. If you could change one thing about our community to make it better, what would it be?

Four main topics or ideas surfaced in response to this question: (1) expanded/more business and/or services, (2) cleaning up the town and visual enhancements, (3) better roads and better parks, and (4) more community involvement.

3. If there were no constraints (money, time, volunteers, buildings, etc.) what would you like to see happen?

Three main topics or ideas surfaced in response to this question (and were the same as the top three for question 2: (1) expanded/more business and/or services, (2) cleaning up the town and visual enhancements, and (3) better roads and better parks.

4. The year is 2015 – what does Box Elder look like?

Three topics or ideas surfaced in response to this question. For most respondents, this question was an extension of the previous questions or question 3. The three topics were: (1) expanded/more business and/or services, (2) no faith in the leadership (respondents indicated nothing would change because of the City's leadership), and (3) many negative comments about the City's appearance (junkyards, etc.). However, this question did generate two visions of the community:

> "In 2015, Box Elder is a booming community with numerous places to shop, tourist attractions to draw people into town to shop; it has many different choices on places to eat whether sit-down dining, fast food, or diners. It has many different types of businesses and none of them are dilapidated or run down."

and

> "Liberty, SD population 15,000. Liberty (Box Elder) is the Gateway to the Black Hills, proud host of EAFB, home of the Douglas Patriots

> and invites you to view its Freedom & Aerospace Museums. There is a thriving Downtown district with commercial business extending down Liberty Boulevard to Exit 67. The south side is all filled in from Northern Lights to Prairie View with 3,000 homes with thriving commercial all along Cheyenne Blvd. The new high school is completed south of Badger Clark, and the football stadium, with the City and School Aquatic center next door."

5. How can we make people feel like they belong in our community?

Three main topics or ideas surfaced in response to this question: (1) communication, (2) community activities, and (3) pay attention to the citizens.

2012-2014 PLANNING PROCESS – PLANNING COMMISSION INVOLVEMENT

As part of the Comprehensive Plan planning process, the Box Elder Planning Commission has been actively involved in developing opportunities and constraints that will drive the decision-making and formulate the revisions to the Comprehensive Plan. The planning process was divided into three phases:

Phase 1: City-wide issues and current state of the City
Phase 2: Future visioning of the City
Phase 3: Neighborhood opportunities and constraints

The first phase began on December 9, 2012 and was addressed at the regular Planning Commission meetings and included interested citizens of Box Elder. The first phase was to identify and understand the current state of the City, with the Planning Commission and Box Elder residents as participants. Issues regarding neighborhood and planning design, housing, transportation, public spaces/community facilities, and economic development were discussed.

After completion of the first phase that clarified our understanding of the current state of the City, the Planning Commission began the second phase visioning sessions. These sessions identified what the "future" Box Elder could become. Discussion was framed as "Box Elder has…." or "Box Elder now is…" The vision statements followed the same categories as identified in the first phase and included neighborhood and planning design, housing, transportation, public spaces/community facilities, and economic development.

The third phase was the identification of individual neighborhood opportunities and constraints. The City was divided into four neighborhoods or districts. The Planning Commission then developed a list of opportunities and constraints specific to each neighborhood. The opportunities and constraints addressed land use, climate, soils, transportation, cultural amenities, public facilities, existing safety issues, current zoning issues, and housing. Sections 2.5, 2.6, and 2.7 discuss the third phase planning efforts in greater detail.

2.5. Citywide Issues, Opportunities, and Constraints

Opportunities, constraints, and visioning direct the Comprehensive Plan. The Comprehensive Plan is the framework for developing ordinances, priorities, development directions, increasing the tax base, and directing and planning urban services. From the three phases of planning, eight

overriding opportunities and nine major constraints surfaced (the following information is taken from the Planning Commission's Phase 1 discussions).

Neighborhood Design and Planning

The primary neighborhood design and planning issues that were identified relate to Box Elder's large variety of residences. Box Elder has a range of lifetime residents, military/transient residents, and young and old families. The City struggles with instilling neighborhood pride and bringing together very different and diverse populations. The neighborhoods are also disconnected physically (for example, a lack of sidewalks) as a result of changing subdivision ordinances and different requirements in past years. Each neighborhood has not only a different look, but a different feel. Most neighborhoods and subdivisions have only one point of ingress and egress, creating potentially unsafe environments (e.g., in the event a complete evacuation is needed).

Transportation

Interstate 90 (I-90) bisects Box Elder, with only three interchanges to serve the community (Exit 67, Exit 61, and Exit 63).

Many of the city streets were constructed under county (Pennington and Meade) subdivision ordinances prior to Box Elder's annexation of the specific area. As a result, there are street sections that are discontinuous, do not have sidewalks, are undersized to handle two-way traffic and on-street parking, and the streets do not take advantage of multi-modal methods of transportation. The City of Box Elder does have a Master Street Plan; however, the plan is not followed or actively updated. This results in a potential for disconnected transportation corridors and conflicting zoning.

Public Facilities and Parks

The City of Box Elder is part of the Douglas School System, which is considered one of the best in the state and is federally funded. However, a need exists to provide safe routes to schools and good sidewalk connections so kids may walk and bike to school. Box Elder has built a new City Hall and event center. This building is working well and hosting many community events. The City also hosts the South Dakota Air and Space Museum. This museum is an important asset to the community, although it is in need of some repair and a stronger marketing plan. Other public facilities include the BMX track, which is very popular with the youth of Box Elder and the nearby region, an indoor riding arena that is not used to its full potential (many citizens do not even know that the arena exists), and a nature trail. Box Elder has a very strong and popular youth baseball program. This program involves many families and could be a conduit to build community support and involvement. The City also struggles with maintenance funding for the park system that includes many discontinuous parks. A need exists to connect many of these parks with a trail and sidewalk system. The Planning Commission also noted and discussed the need for a central gathering space.

Citizens

The City of Box Elder has a diverse cross-section of citizens. This cross-section includes life-long residents, temporary or transient military personnel, new and existing families, multi-generational families, and retirees. The City struggles with general citizen apathy and with uniting a diverse group of citizens.

Economic Development

Economic Development was a primary concern brought up by the Planning Commission. Many of the Commissioners and citizens voiced a concern about the City's very small sales tax income. A point of discussion was that the City has a very hard time recruiting new businesses to town; in particular, it seems to be unable to get sales businesses to locate to Box Elder. The Commission also discussed that the City of Box Elder should have an economic advantage, in that it is the first town travelers encounter when entering the Black Hills region from the east. Box Elder is also the shortest distance to I-90 from Rapid City Regional Airport. There are currently three public facilities that could act as attractions to drive business to the town. These facilities include: (1) the Air and Space Museum, (2) a well-developed park and outdoor recreational system in the floodway and flood plain, and (3) Ellsworth Air Force Base. Enhancing community patronage of local businesses was also mentioned, as was the need to beautify the interstate corridor. If one of the City's economic goals is to attract automobiles and tourists off the interstate, the City must be attractive and inviting to travelers. The Commission indicated that they and the City Council are very interested and willing to try new business ideas, layouts, and development standards to attract business.

Land Use

The municipal boundary of Box Elder covers approximately 13.6 square miles. Several land use issues were identified by the Planning Commission within this boundary. A primary issue was the spot zoning that is happening throughout the City. Spot zoning has stretched the City's utilities and infrastructure to its full capacity. Another issue is that coordination between the Ellsworth Air Force Base Accident Potential Zones (APZ) 1 and 2 with the current land uses and the Future Land Use Plan is critical. The commission also discussed the need for coordinating the Master Street Plan development with the Future Land Use Plan. Lastly, small "islands" of county land are within the municipal boundary. The islands should be annexed into Box Elder to create a continuous city.

Housing

There is a great variety of housing in Box Elder. The housing stock includes trailer/mobile homes, modular homes, and single-family and multi-family homes. Replacement of substandard housing, upgrading the housing stock, enhancing neighborhood aesthetics, and adding both affordable and larger homes were discussed. There is also a need to coordinate the APZ-1 and APZ-2 with subdivision locations. There were discussions on the housing needs of the transient/temporary military personnel.

2.6. Box Elder Vision

The vision statement is a summary of the community's long-term goal for what type of community Box Elder wants to be. This is the over-arching attainable dream that is the basis of the Comprehensive Plan and guides public initiatives, policy, and investments.

Box Elder is a friendly, positive town. It has always had a small town feel where everyone is known and the school system is "top-notch." The Planning Commission has indicated that they want to keep this feeling while encouraging public participation in the governmental processes.

VISION STATEMENT

We, the citizens of the City of Box Elder, respect, preserve, and promote our Black Hills and military heritage. We have built a community where business thrives and citizens prosper. We are a town for play, recreation, gathering, and specialty shopping. We take pride in and promote being the gateway to the Black Hills.

What we are as a Gateway City

- We are the arrival and departure stop for the Black Hills region
- We are the first impression of the region
- We project a welcoming and inviting feeling

Overall Planning and Development Principles

These six planning and development principles represent the core community ideals drawn from the Planning Commission discussions; they also form the foundation of the Vision Statement.

1. Foster citizen involvement in the governmental process.

   General citizen involvement is critical to governmental process. Currently, we suffer from citizen apathy. In the development of goals and guiding principles, we must improve the method for citizen involvement in the on-going land use decision-making process and provide opportunities for citizen participation in all aspects of decision-making.

2. Provide a development climate that encourages, incentivizes, and promotes business and entrepreneurs.

   Commercial development and renewal should focus on enriching the visitor experience while serving the day-to-day needs of local residents. A diversified tax base offers a large number and wide variety of employment opportunities at different education and skill levels. **We will build growth industries where Box Elder has a competitive advantage.** Drawing on Ellsworth as an economic engine offers a special opportunity for Box Elder to benefit from the job creation that would occur as a result of service and commercial industries that respond to Ellsworth's needs. However, we cannot solely promote industry that would be supported by Ellsworth; there continues to be a need to explore other industries that may provide employment. Additionally, the BMX track, the Air and Space Museum, the indoor riding arena, and a developed recreational park system would benefit from expanded marketing and investment programs.

3. Partner with Ellsworth Air Force Base Officials to integrate active-duty personnel into our community.

   Ellsworth provides a genuine opportunity for Box Elder to benefit from service and commercial industry that responds to Ellsworth's needs and involves Ellsworth personnel in the community.

4. Provide an environment that is safe, has recreational opportunities, enhances community character, and provides citizen opportunities.

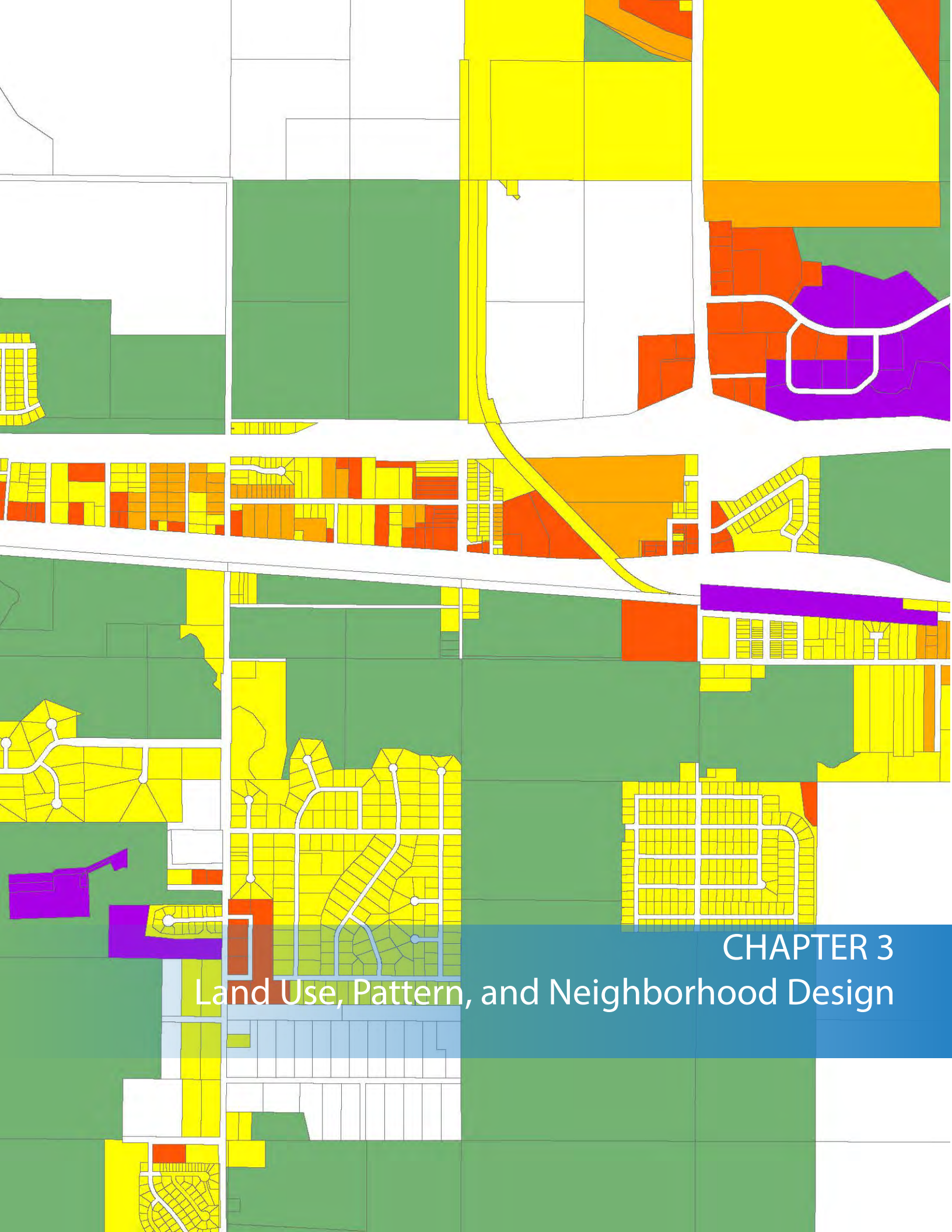
   To meet the needs of Box Elder's unique population composition, planning will become critical. Capital investments, land use decisions, and code and ordinance amendments should be consistent with the Comprehensive Plan. The City must begin to infill neighborhoods served by existing infrastructure before looking beyond city limits.

5. Enhance the City's niche within the context of the Black Hills.

   Determining Box Elder's place in relationship to other communities in the Black Hills with regard to housing, economy, and natural resources is critical in taking advantage of our distinct resources. Box Elder must capitalize on its unique assets, such as the Air and Space Museum, Ellsworth Air Force Base, position along I-90, and the Douglas School District.

6. Work with the City of Rapid City to achieve mutual benefit and not duplicate efforts.

   Box Elder is located approximately 5 miles east of Rapid City and is influenced greatly by this municipality. Relationships must be built between the two communities to share and protect resources and to invest in opportunities. We must evaluate our city-provided services and ask ourselves in each instance if it makes social, economic, and environmental sense for the City of Box Elder to provide the service or if a relationship should be developed with the City of Rapid City to share in a provided service.



CHAPTER 3
Land Use, Pattern, and Neighborhood Design

3. LAND USE, PATTERN, AND NEIGHBORHOOD DESIGN

The Comprehensive Plan provides direction, goals, and policies for future development. How land should be used is one of the most important and fundamental issues for determining the future of Box Elder. Where and when new growth and development should occur, how it should be managed, what locations are most appropriate for different kinds of development, and how they should be combined—all these questions are basic to deciding what type of city we want to become.

The land use, pattern, and neighborhood design chapter of the Plan looks at the type of neighborhood(s) the City of Box Elder wants. It also lists goals for improving and redeveloping existing neighborhoods. The goals and policies are derivatives of, and build upon, the three phases of planning completed by the Planning Commission (refer to Subsection 2.4, Planning Process). The purpose of this chapter is to:

- Describe the existing land uses, patterns, and neighborhood design
- Identify land use issues and needs
- Indicate a planning and land use direction
- Develop goals and policies for guiding changes in land use and development
- Provide a Future Land Use Plan[4]

3.1. Existing Land Use Patterns

Box Elder is approximately 13.6 square miles (8,730 acres)[5] in size and has an estimated 2013 population of 9,093. This results in an overall density of 1 person per acre. The City has five different zoning or land use designations; these designations are Residential, Commercial, Agriculture, Mobile Home Park, and Industrial (see the existing zoning map, Figure 3-1). The breakdown of land use, as shown in Figure 3-1, is as follows:

KEY COLOR	DESIGNATION	ACREAGE
	Agriculture	5,340
	Commercial	381
	Industrial	525
	Residential	2,376
	Mobile Home Park	108
	Total	8,730

Box Elder straddles two counties—Pennington and Meade County. This situation poses difficult annexation issues in regard to ordinances and zoning. Pennington County has a zoning ordinance while Meade County has no zoning. In addition, each county and city has distinct subdivision development regulations that differ from one to another.

[4] This document is included in Appendix B.
[5] Calculated from the City of Box Elder Zoning Map, Effective July 1, 2011, updated in January 28 of 2013; prepared by RESPEC.

There is no overarching design pattern for the City. Box Elder is laid out along the Box Elder Creek waterway, and is bisected by I-90 and Box Elder Creek. Ellsworth is located in the northwest section of the City.

Box Elder has a 49.1 percent homeownership rate, with subdivisions/neighborhoods connected by major and minor roads. However, some subdivisions are miles apart. Most of the multi-family housing is scattered throughout the City, with the largest multifamily housing complex located in Northern Lights Subdivision and Antelope Ridge. This scattered development pattern has resulted in neighborhoods built according to different subdivision regulations, resulting in different street sections and lot configurations and sizes.

Box Elder does not have a downtown core. Commercial business are scattered throughout the City. A majority of the businesses in the City are service and industrial businesses. The highest concentration of commercial and light industrial trade is located along Highway 1416. The businesses generating the greatest sales tax returns are located at Exit 61 and at the intersection of Highway 1416 and West Gate Road. Box Elder has two areas denoted as Rail Sites for loading and unloading of trains.

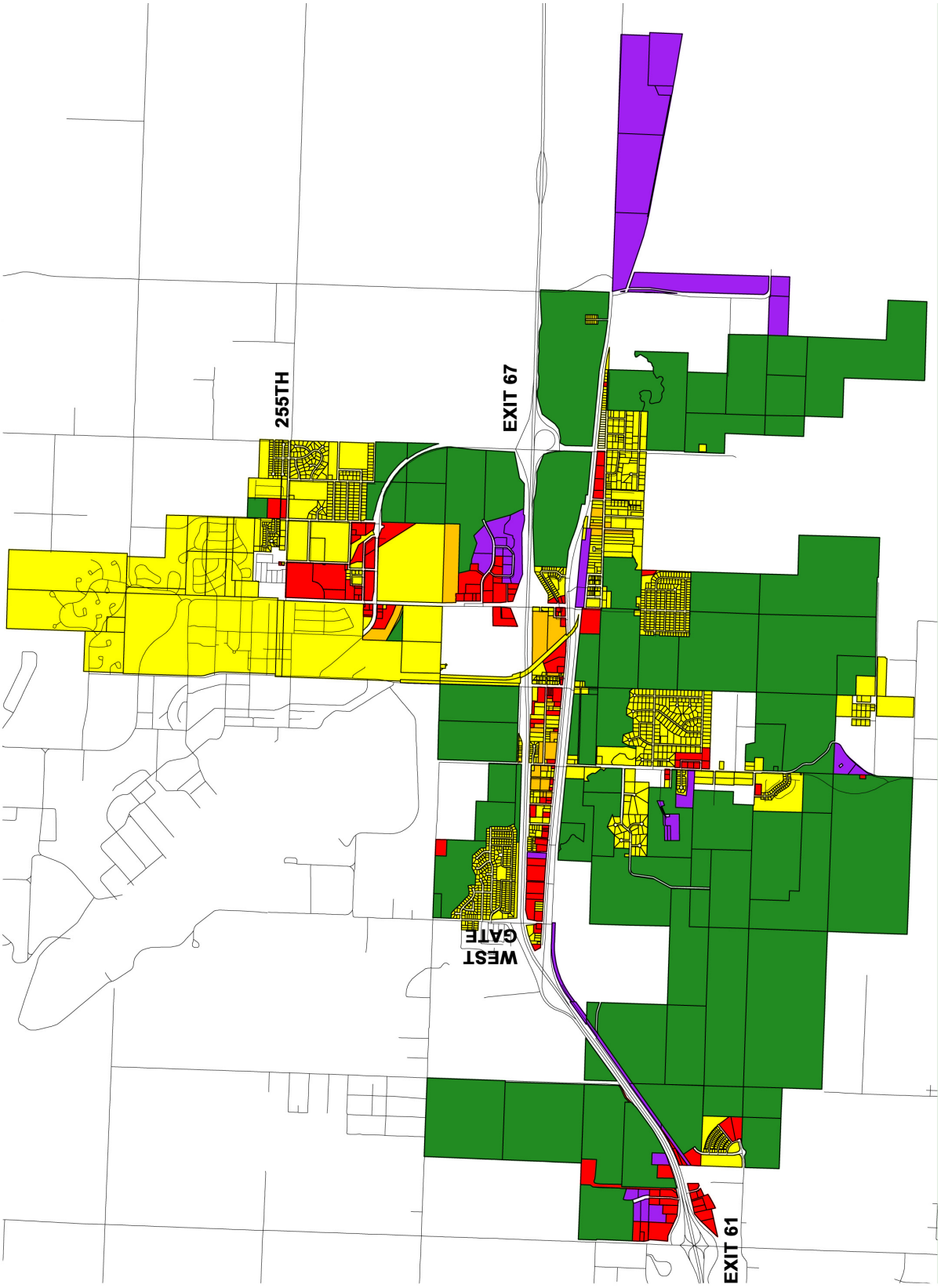


Figure 3-1. Current zoning map of Box Elder.

3.2. Land Use Planning Direction

The Pennington County Comprehensive Plan (PCCP), 2003, indicates Box Elder as one of the four communities that has had the greatest impact on land use trends in Pennington County. It notes Ellsworth as the stimulus force in the community. The PCCP indicates that the "greatest demand for change to existing land use in Pennington County will be from the increased residential development occurring on the outskirts of established towns and municipalities."

In addition, the PCCP states, "Pennington County residents will continue to be able to choose from a variety of lifestyles ranging from an urban setting, small town, or rural lifestyle. The level of growth in Pennington County is dependent on several factors, such as the continuing operation of Ellsworth Air Force Base, the economic climate of Rapid City, and continuing expansion of tourism in the Black Hills. Future transportation costs, commuting times, and rural density standards will all play a role in the distribution of all future population growth. Proper planning will ensure that new residential, commercial, and industrial construction can be accommodated within the framework of the County's zoning standards."

Meade County's Comprehensive Plan (MCCP) states, "It is the intent of Meade County to encourage commercial and light industrial development to occur within or near the boundaries of existing cities and in these satellite/neighborhood service areas within the county, thereby providing opportunities for development within the entire county."

A focused pattern of development makes more efficient use of land and natural and financial resources than scattered, "leap frog" development or "spot zoning." In contrast to dispersed patterns of development, a consolidated pattern helps to decrease traffic congestion and facilitates the City's ability to provide needed services and public facilities, such as street maintenance, public transit, police and fire protection, and other emergency services.

A more focused land use pattern should be planned so as to better protect open spaces and natural resources, deliver public facilities and services more effectively, provide a greater range of options for housing in neighborhoods, preserve the unique character of the community, and make available a greater range of choices in modes of transportation.

In addition, the City must attract new investment for compatible infill development and for new commercial activity that is able to generate sales tax. The sales tax revenue will greatly assist the City in providing services for its residents.

2008 Ellsworth Air Force Base Air Installation Compatible Use Zone (AICUZ) Study

The purpose of the AICUZ Program is to promote compatible land development in areas subject to aircraft noise and accident potential as a result of aircraft overflight operations. The AICUZ Study describes three basic types of constraints that affect, or result from, flight operations. The constraints are as follows:

1. Areas that the Federal Aviation Administration (FAA) and Department of Defense have identified for height limitations.

   Although the FAA sets airspace height restrictions, the FAA does not have the authority to control airspace heights. Therefore, in order to protect the health, safety, and welfare of

populations around its airfields, Box Elder should enforce the height restriction guidelines established by the FAA.

2. Noise zones associated with aircraft operations. As indicated in the 2008 AICUZ study, the number of acres in the noise zones has the potential to change based on noise exposure levels from aircraft operations. Should a new mission be established at Ellsworth, such as assigning additional aircraft or changing the model type, the number of acres impacted by noise levels above the specified threshold could increase. This possibility should be fully considered by Box Elder before making land use decisions. Zoning and land use regulations should not be based on noise zones alone because the noise levels fluctuate depending on current aircraft operations. Box Elder should explore the idea of creating zoning ordinances that are determined by natural boundaries instead of a particular noise zone.
3. Accident Potential Zones based on statistical analysis of past Department of Defense aircraft accidents. While aircraft accident potential in APZ-1 and APZ-2 does not warrant land acquisition of private property by the United States Air Force (USAF), land use planning and controls are strongly encouraged in these areas for the protection of the public. Ellsworth has property easements on the majority of the land in the northern APZ-1, but does not have easements in APZ-2.

Land use and zoning suggestions that could be implemented include:

- The municipalities surrounding the installation should provide timely notification to Ellsworth regarding new development plans within the noise zones or APZs.
- Unzoned areas encompassed by the noise zones and APZs for Ellsworth should be zoned to ensure compatible development.
- The zoning ordinances for the City of Box Elder should be modified to reflect the compatible land uses outlined in this AICUZ Study.
- Provide for real estate disclosures in noise zones and APZs around Ellsworth.
- Subdivision regulations should provide for rejection of new subdivisions that are not compatible with AICUZ land use guidelines and provide controls for continued development in existing subdivisions.
- Local municipalities should exercise caution when approving transportation plans, such as the scheduled 2011 bridge replacement on Spruce Street over Box Elder Creek, to ensure that such plans would not impact Ellsworth's ability to fulfill its mission requirements.

Rapid City Regional Airport Master Plan

The Rapid City Regional Airport Master Plan, Land Use Compatibility Plan (October 2010, prepared by Kadrmas Lee & Jackson (KLJ)) was developed to identify "existing and potential hazards and incompatible uses of lands surrounding Rapid City Regional Airport (RCRA) and to recommend reasonable actions to eliminate, mitigate, or prevent hazards and incompatible land uses."
The Regional Airport's Master Plan impacts the City of Box Elder. Chapter 3 of this plan, Compatibility Guidelines, establishes additional policies governing the planning and development of lands surrounding RCRA. A safety compatibility zone map was developed for RCRA that includes five compatibility zones:

- Zone 1: Runway Protection Zone
- Zone 2: Inner Approach/Departure
- Zone 3: Circling Traffic Patterns
- Zone 4: Precision Flight Corridor
- Zone 5: Aviation Hazards

The Rapid City Regional Airport Land Use Compatibility Plan (October 2010) prepared by KLJ includes a complete description of the five compatibility zones.

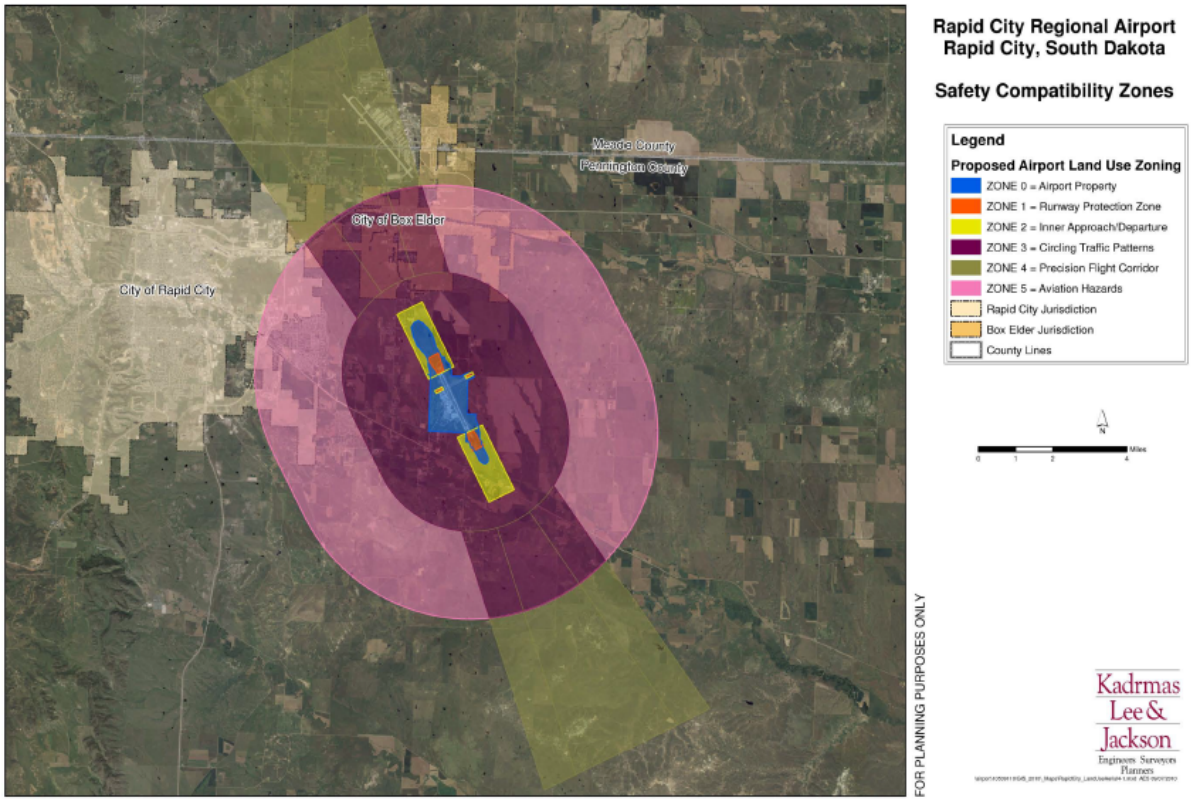


Figure 3-2. Rapid City Regional Airport Safety Compatibility Zones.

In addition, South Dakota Code § 9-4-12 states "Annexation of territory near municipal airport prohibited--Exception. No other municipality may annex any territory within one and one-quarter miles of any parcel of land operated as a municipal airport by an airport authority organized pursuant to chapter 50-6A. However, if the governing body of the airport-operating municipality consents, by resolution, to such a proposed annexation by another municipality, the provisions of this section do not apply to the extent of the waiver provided in the consent resolution of the airport-operating municipality."

Previously-developed Concept Designs

In the last 10 years, the City of Box Elder has begun the process of developing concept drawings for different areas of town (Figures 3-3 through 3-9). These areas include a commercial development at the intersection of Liberty Boulevard and Ellsworth Road, and a downtown concept for Highway 1416. The purpose of these concepts is to develop public vision, backing, and enthusiasm.

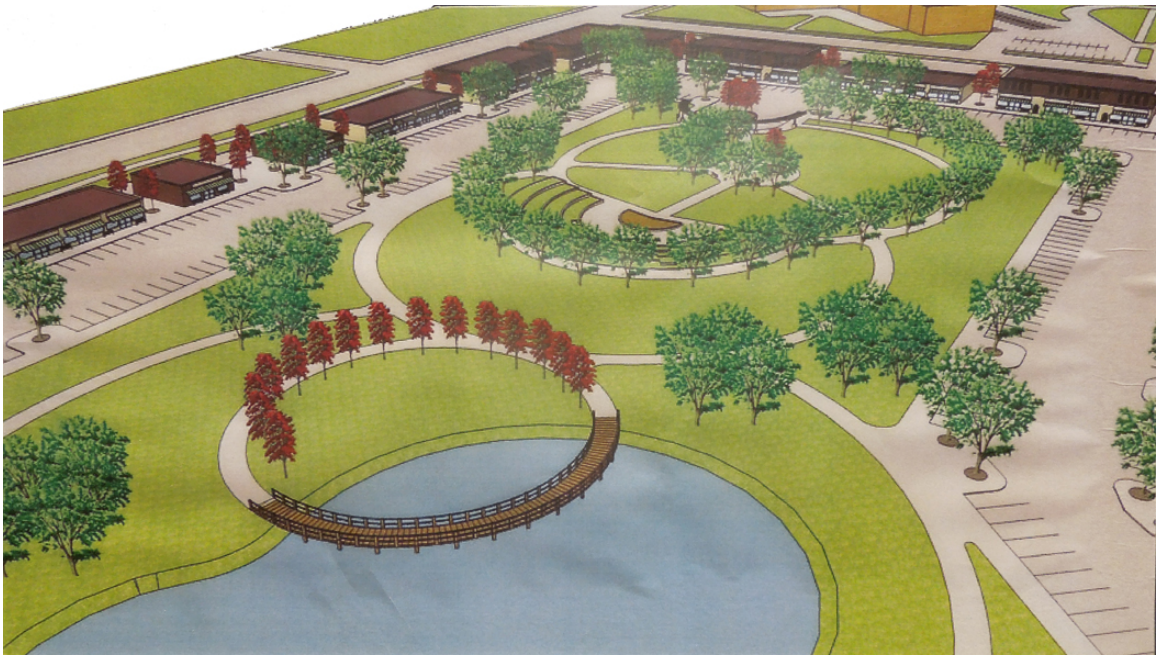


Figure 3-3. Concept for commercial development at Ellsworth Road and Liberty Boulevard.



Figure 3-4. Second image for a development concept at Ellsworth and Liberty Boulevard.



Figure 3-5. Third image for conceptual development at Ellsworth and Liberty Boulevard.

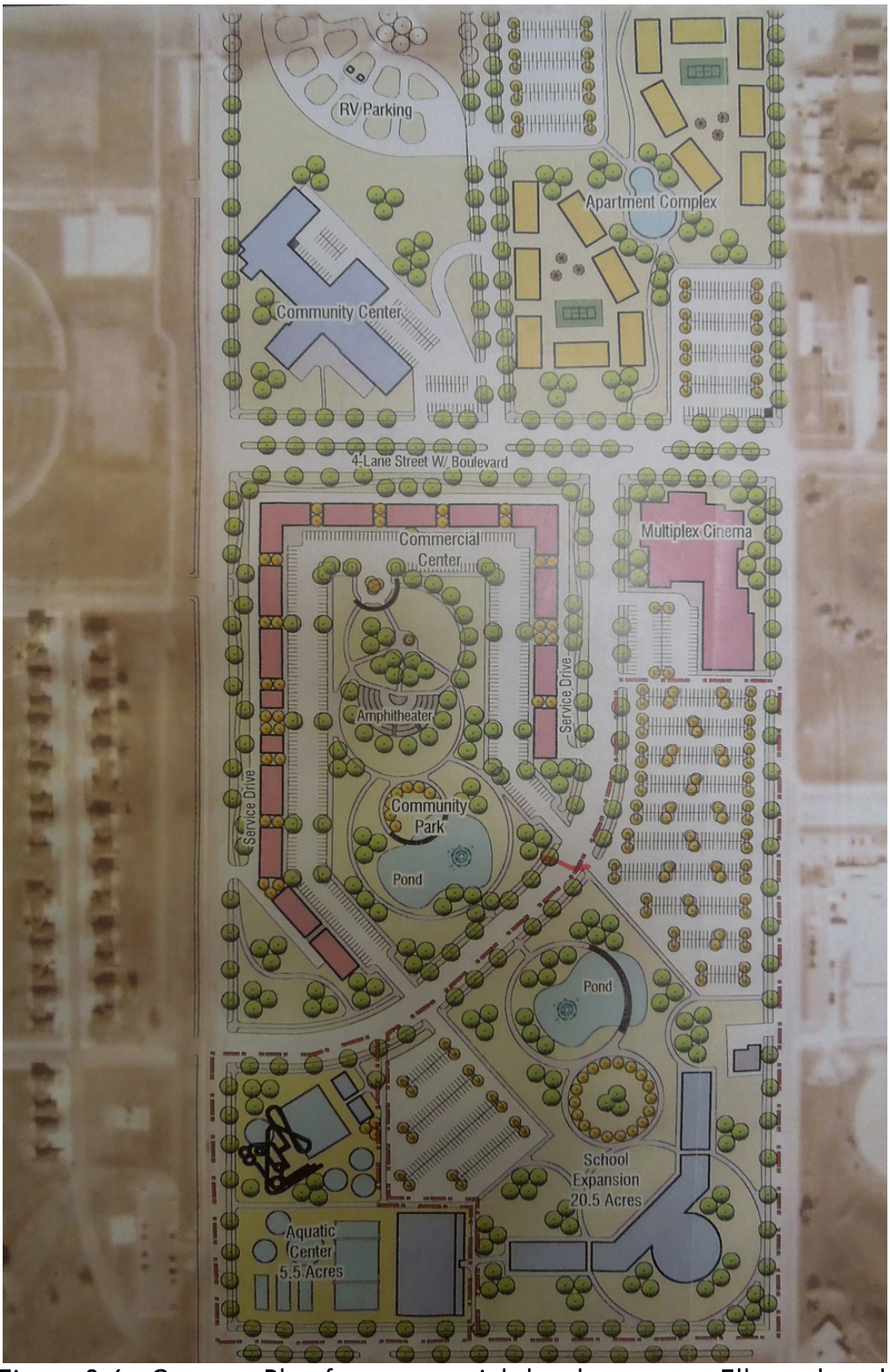


Figure 3-6. Concept Plan for commercial development at Ellsworth and Liberty Boulevard.



Figure 3-7. 1416 Main Street Development Concept.

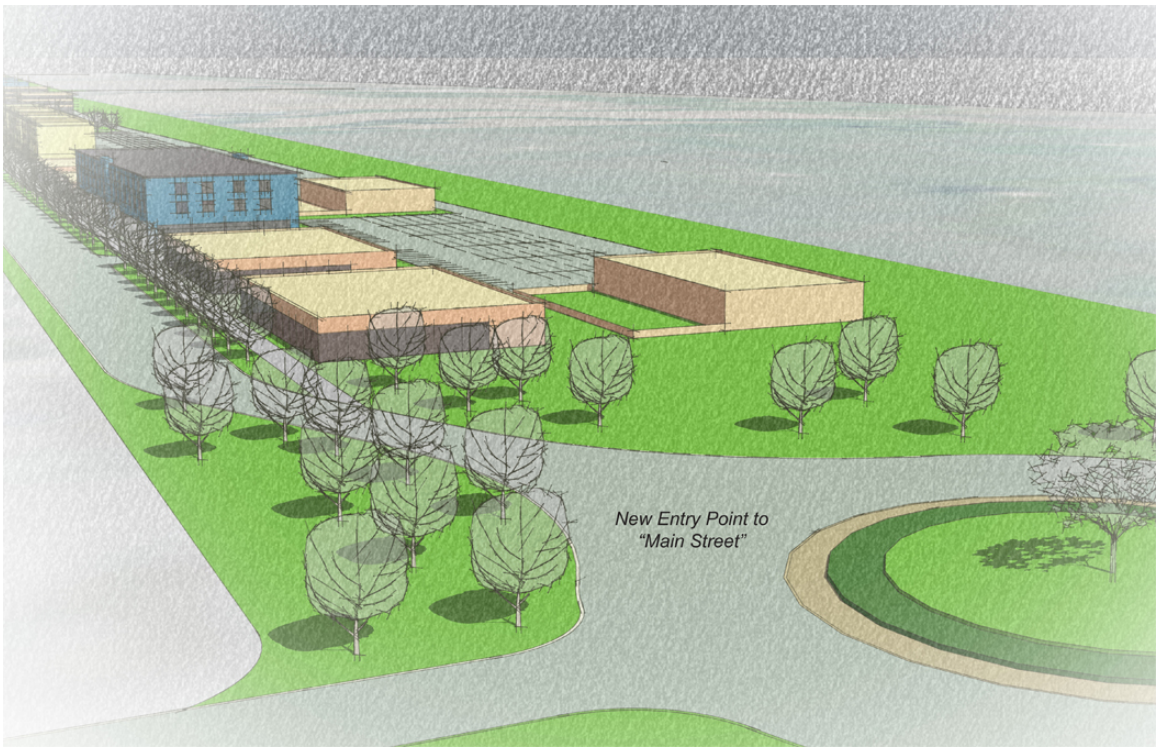


Figure 3-8. 1416 Development Concept for Main Street and Community Entry Point.

3.3. Land Use Issues and Needs

The following list represents land use-related issues or needs that are most relevant to planning.

- The development of a commercial core(s)
- Land use planning should coincide with the development of the Master Street Plan
- Infill development
- Protection of:
    - Hillsides and unstable slopes
    - Natural and environmental resources
    - Scenic views toward the Black Hills
- Encouraging:
    - Reinvestment in underutilized properties
    - Unique and specialized commercial activity by remaining flexible in development regulation
- Understandable and direct development objectives
- Expansion of the commercial (sales tax-driven) business sector
- Properly managed surface water, including stormwater runoff
- Multiple ingress and egress points for subdivisions
- Locating challenging soils throughout the community
- Determining compatible development with Ellsworth APZ-1 and APZ-2

3.4. Citywide Opportunities and Constraints

The planning commission developed a list of citywide opportunities and constraints that will help influence the future land use plan.

Citywide Opportunities

- Currently, Box Elder does not have a distinguishing identity. With its prominent location as an entrance to the Black Hills, the City's visibility from I-90, and the presence of Ellsworth, there is an opportunity to create a strong identity. One potential opportunity is to develop a concept based upon The South Dakota Air and Space Museum. Ellsworth is also located in the City and can be a major component of the City's identity as well. Through architecture and public art at a variety of scales, the idea of "air and space" could be further expressed in Box Elder to help create a special identity.
- Box Elder's physical setting can inspire design elements that build upon the characteristics of a city on the edge of the prairie and at the foothills of the Black Hills. Box Elder contains expansive views of the Black Hills, rolling hills, natural drainages and draws, agricultural parcels, and a river. Community assets such as the Ellsworth Air Force Base, Douglas High School, and the South Dakota Air and Space Museum can begin to inspire the design language.

- Ellsworth can serve as a catalyst for developing specific economy, housing, and public/cultural facilities based on and supportive of Ellsworth's mission.
- Box Elder is the eastern entry to the Black Hills (Front Door).
- Box Elder hosts the South Dakota Air and Space Museum.
- Box Elder is the closest access point from Rapid City Regional Airport to I-90.
- Box Elder has fantastic vistas of the Black Hills.
- Douglas High School is one of the best schools in the State of South Dakota.
- Box Elder has an abundance of undeveloped land (with single owners) that can be planned and developed.
- Several large natural drainages meander through this region and the City of Box Elder. These natural areas have great potential for open space, parks, and multi-use paths that take advantage of the natural, gently sloping terrain that could become an asset to the City. These paths can potentially connect many destinations in Box Elder, as seen in the Plan.
- A wide variety of native and drought tolerant landscape plants thrive in a prairie or foothills climate. Sensitively introducing a planting palette to provide shade, wind protection, and visual interest in the City may create an inviting environment that will be in keeping with the landscape context. Landscape treatment could also give the area a visual connection to the rest of the City, if a citywide theme is developed.
- The topography and soil conditions in specific areas of town (e.g., south Radar Hills Road), while creating significant challenges, at the same time offer the opportunity for creative approaches to drainage, such as creating an active or passive water element for the area. New development has the opportunity to mitigate these drainage conditions by capturing and slowing the flow of storm water.

Citywide Constraints

- I-90 bisects the community.
- The City does not have a community or commercial center.
- The City does not have definite entry points or limits.
- The City has three I-90 interchanges, Exit 67, 63, and 61. Exit 61 is shared with Rapid City.
- Infrastructure limitations, the city utilities, land use, and transportation systems are not being planned together.
- Citizen apathy.
- There are natural drainages along Highway 1416 that contain floodway and 100- and 500-year floodplain. These drainages and flood plains will need to be addressed in new development.
- There are high winds in Box Elder that generally blow from the northwest to the southwest. Architecture, landscaping, and site layout will need to be designed to deal with wind issues.
- The overall design, uses, and setting of development will need to be sensitive to all of the natural factors present, including wind, sun, drainage, and clayey soils that have shrink/swell characteristics.

- There is poor street hierarchy. The road network north of Liberty Boulevard is confusing and does not provide easy, direct circulation. Street sections change from development to development because standards changed as the City was developed.
- The majority of streets are built with no sidewalks or bike lanes/bike paths. Multi-modal transportation was not taken into account when these streets were designed.
- There is a large inventory of competitive projects in various stages of completion, from only on the planning boards to half built. These projects include all areas of development (residential, retail/entertainment, industrial, and office).
- Conflicts between land uses may take place when new development abuts existing development.

3.5. Neighborhood Definition and Opportunities and Constraints

Neighborhoods were defined using boundary features such as the dominant roadways, physical landforms, and land uses. The Planning Commission then developed a list of opportunities and constraints specific to each neighborhood. The opportunities and constraints addressed land use, climate, soils, transportation, cultural amenities, public facilities, existing safety issues, current zoning issues, and housing. Box Elder was divided into five neighborhoods:

1. Liberty Boulevard
2. Exit 61 Neighborhood
3. Cheyenne Boulevard Neighborhood
4. Box Elder Creek Neighborhood
5. 1416 Commercial Neighborhood

The Comprehensive Plan has divided Box Elder into northern and southern sections. The northern section is further divided into two neighborhoods—Liberty Boulevard and Exit 61. The southern section of the City is divided into three neighborhoods—Cheyenne Boulevard, 1416 Commercial, and Box Elder Creek.

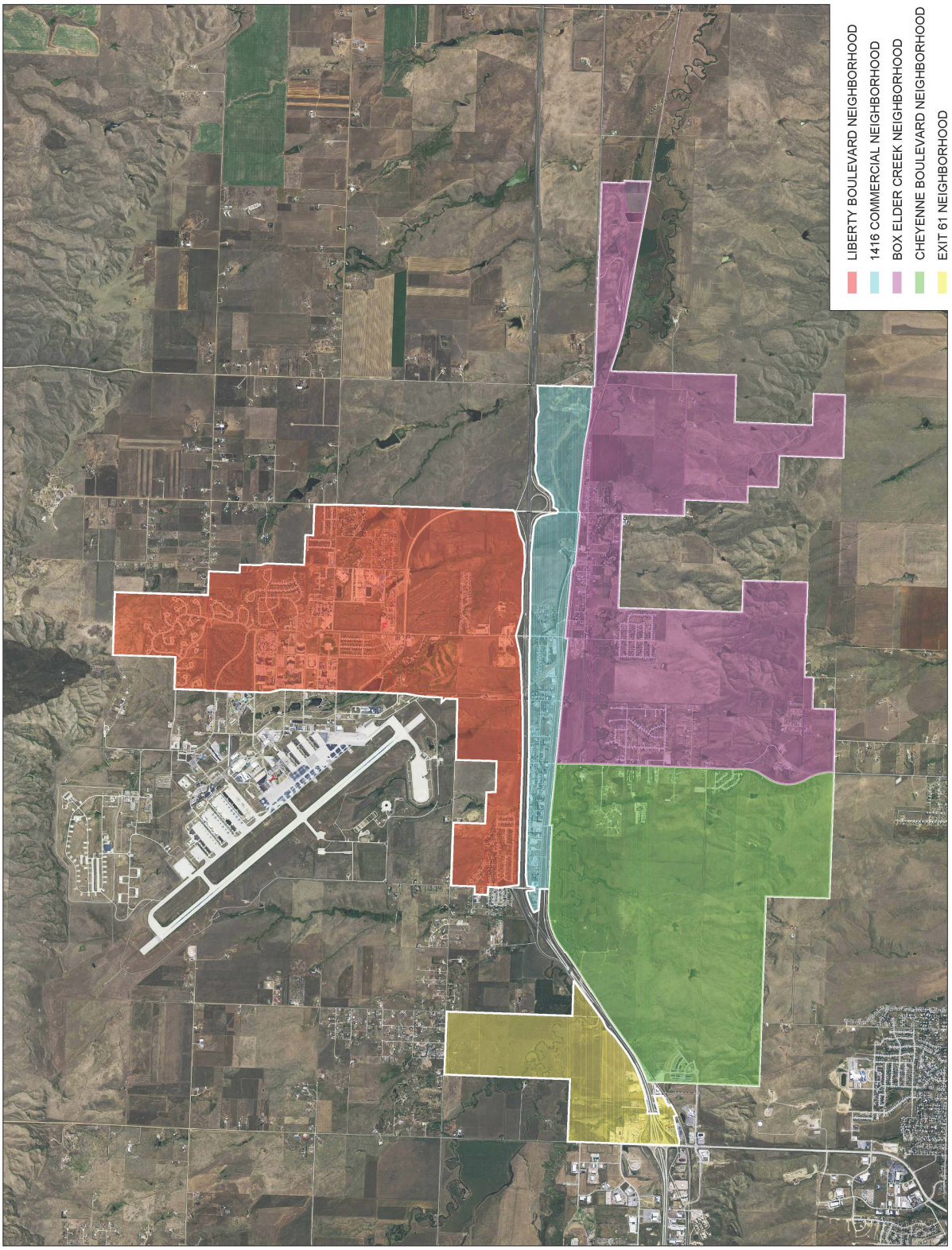


Figure 3-9. Box Elder Neighborhoods.

LIBERTY BOULEVARD NEIGHBORHOOD

The Liberty Boulevard District is the eastern-most entrance into Box Elder from I-90. This neighborhood contains:

- Box Elder City Hall
- Commercial businesses
- Main entrance into Ellsworth Air Force Base
- Douglas High School
- Private residential homes

Liberty Boulevard neighborhood opportunities include the following:

- The intersection of Liberty Boulevard and I-90 provides an opportunity to create a gateway into Box Elder.
- Liberty Boulevard access and visibility from the I-90 corridor presents an opportunity for a dramatic and memorable gateway element for the City. The entire area is visible from the freeway, making the area a perfect location for a landscape feature that can become an iconic focal point (Figures 3-3 to 3-6). Ideally, a sensitive, optimal mix of land use and landscape will draw travelers from the interstate to shop and play in the future development.
- Land surrounding Liberty Boulevard has dramatic views of the Black Hills to the south and west. The views are an important asset for this area and should be preserved and incorporated as a design feature into the future gateway.
- Box Elder is the first town tourists encounter when traveling from the east. This town is the entry (or gateway) into the Black Hills region. Box Elder is adjacent to I-90 on the north and south sides for nearly 8 miles, so views to the City should be enhanced.
- The exit at Liberty Boulevard (Exit 67) is the only current exit for westbound traffic. There exists a large opportunity to capture this traffic for retail and recreational purposes. The exit was planned to handle large volumes of traffic.
- The topography and soil conditions of this neighborhood, while creating significant challenges, at the same time offer the opportunity for creative approaches to drainage, such as creating an active or passive water element for the area. New development has the opportunity to mitigate these drainage conditions by capturing and slowing the flow of stormwater.
- With such large expanses of undeveloped land in this region of Box Elder, there is an opportunity to create a pedestrian- and bicycle-friendly environment, which is currently lacking. These pathways could begin to connect areas throughout Box Elder where residents live, work, and play.
- Liberty Boulevard is designed as a collector street (five lanes). As such, it can be a major connection between the north and south sides of Box Elder.
- The planned connections of 150th Avenue and Prairie Road will provide improved connections for residential traffic to Liberty Boulevard.

- The extension of Cimarron Drive will give access to west properties dependent on N. Ellsworth Road.
- The properties adjacent to Liberty Boulevard are large areas of contiguous undeveloped land. They make up a large blank canvas with which to work. There are opportunities to create a unified plan rather than piecemeal development, which has historically occurred in Box Elder.
- Liberty Boulevard's location on the north side of I-90 is a positive attribute. There are more than 20,000 vehicles per day that pass by Exit 67. During the summer months, there are high volumes of tourist traffic using I-90. There is an opportunity to capture this traffic with well-planned and aesthetically pleasing land uses, particularly commercial and recreational uses. Visual and land use ties to the Air and Space Museum would be a positive link. There is an abundance of vacant land with interstate visibility and access along I-90, which is critical to the potential of creating a regional attraction.
- Liberty Boulevard's location in town gives it an advantage for shoppers and businesses in town. It is located next to residential neighborhoods, City Hall, and the main gate entrance to Ellsworth Air Force Base.
- The South Dakota Air and Space Museum is at the terminus of Liberty Boulevard. This city amenity can be an anchor for development, as well as for street and citywide identity.
- There are several large areas of contiguous parcels adjacent to I-90 under single ownership. This offers further potential for larger-scaled, unified projects with interstate visibility along the I-90 corridor.
- With large parcels of land between 225th Street and I-90 with the potential for possible retrofit, there is an opportunity to create sustainable development by using environmentally sensitive materials, incorporating renewable energy sources, using groundwater recharge drainage design, using low water landscaping, and designing projects in environmentally sensitive ways.
- When Liberty Boulevard was constructed, water, sanitary sewer, storm sewer, and street lighting were installed. These existing utilities give Liberty Boulevard an advantage over other areas in terms of accommodating immediate development.

Liberty Boulevard neighborhood constraints include the following:

- Although proximity of this area to I-90 is a tremendous opportunity for commercial viability, it presents some challenges in terms of making new development look and feel like an integrated part of the City. Interstates are physical, psychological, and visual barriers that bisect communities. The location of the freeway, combined with the location of the undeveloped land, may give the sense of being separated from the main city. Landscape treatments of interstate frontages and the provision of pedestrian paths and bikeways over the interstate will help mitigate the isolation of new development.
- The road network north of Liberty Boulevard is confusing and does not provide easy, direct circulation. Street sections change from development to development because standards changed as the City was developed.
- Current and future development along North Ellsworth Road, south from the intersection of

Liberty Boulevard, seems to be uncertain. The existing development has a feeling of being isolated from the rest of the City. With the implementation of the zoning overlay, the transportation and access to this area will need to be reworked and the land use planned accordingly.

- Although areas south of 225th Street and Liberty Boulevard are largely undeveloped, there are several physical constraints, including drainage courses, wind, challenging soils, and a lack of infrastructure to attract new development. Addressing these constraints would result in significant costs. Major resources will be needed from both private developers and the City to bring necessary infrastructure to the undeveloped land.
- Liberty Boulevard is a limited access roadway. The curb cuts that have been installed are the only access points that will be allowed. The developments must use these access points.
- The APZ-1 overlays the southwest corner of this region of Box Elder. The current land uses may come into conflict with the zoning overlay district. Any new development will need to assess how the accident zones will influence business viability.
- Conflicts between land uses may take place when new development abuts existing development.
- Land north of 225th Street consists of rather small parcels of land owned by many different interests, which will hinder development.
- Land east of 151st Avenue and south of future Cimarron Drive has potential for industrial use because of close proximity and direct access to I-90, as well as intermittent views from the I-90 corridor.
- Billboards line I-90 as it progresses through Box Elder from the west. This not only distracts drivers and overwhelms the views of Box Elder, but most billboards advertise goods and services that are located in Rapid City, not Box Elder. There are dramatic views of the Black Hills when traveling west on I-90 through Box Elder. Billboards are compromising these views; therefore, reducing the billboards' impact on viewsheds should be a major priority to enhance the I-90 corridor.

SEE APPENDIX 1A

EXIT 61 NEIGHBORHOOD

Exit 61 is the western-most entrance into Box Elder. Highway commercial, consisting of hotels, restaurants, and sports fields, dominate this area of town.

Exit 61 neighborhood opportunities include the following:

- The Black Hills Visitor Information Center is located at Exit 61. There exists a great opportunity to create a partnership with this organization.
- Portions of Country Road and the future Bennett Road have views of the Black Hills to the south and west. The views are an important asset for this neighborhood and should be preserved.
- The overpass at Exit 61 has pedestrian access. This can be used to link multi-use paths on the south and north sides of I-90.

- The soccer complex at the intersection of Country Road and Elk Vale Road will act as an activity anchor for this street. There exists an opportunity to create a uniform and complete street that responds to the soccer complex.
- The proposed interstate exit at Radar Hills Road would be an opportunity to have a mid-city interstate exit. This exit would also be a direct link to the airport and would create a potential commercial opportunity.
- This neighborhood has the opportunity to contribute to residential expansion and commercial industrial development.

Exit 61 neighborhood constraints include the following:

- There are natural drainages in this neighborhood; some contain floodway and 100- and 500-year floodplain. The drainages and flood plains will need to be addressed in new development.
- There are high winds in Box Elder that generally blow from the northwest to the southwest. Architecture, landscaping, and site layout will need to be designed to deal with wind issues.
- The overall design, uses, and setting of development will need to be sensitive to all of the natural factors present, including wind, sun, drainage, and clayey soils that have shrink/swell characteristics.
- Although the neighborhood's proximity to I-90 is a tremendous opportunity for commercial viability, it presents some challenges in terms of making the new development look and feel like an integrated part of the City. Interstates are physical, psychological, and visual barriers that bisect communities. The location of the interstate, combined with the location of the undeveloped land, may give the sense of being separated from the main city. Landscape treatments of interstate frontages and the provision of pedestrian paths and bikeways over the interstate will help mitigate the isolation of new development.
- There is no street hierarchy. The overall street network is disconnected and confusing; it does not provide easy, direct circulation. Street sections change from development to development because standards changed as the City was developed.
- Many of the streets are built with no sidewalks or bike lanes/bike paths. Multi-modal transportation was not taken into account when these streets were designed.
- Any development proposed north of I-90 and west of North Ellsworth Road must be planned to account for the sound contours, APZ-1, and Clear Zone. Development in this area may also feel disconnected from the rest of the City because of the limited street system.

SEE APPENDIX 1B

CHEYENNE BOULEVARD, BOX ELDER CREEK, AND 1416 COMMERCIAL DEVELOPMENT NEIGHBORHOODS

Cheyenne Boulevard and Box Elder Creek are located south of I-90 and spread south. These two neighborhoods are mainly composed of single-family residential properties. In addition, there also exist medium-density residential and mobile home courts. The 1416 Commercial Development is a mix of highway commercial, general commercial, and industrial uses.

Cheyenne Boulevard, Box Elder Creek, and 1416 Commercial Development opportunities include:

- South Box Elder's visibility from the I-90 corridor presents an opportunity for dramatic and memorable gateway elements. South Box Elder is visible from the interstate, making this area a perfect location for landscape features and attractions that can become points of interest that draw travelers to Box Elder. Ideally, a sensitive, optimal mix of land use, landscape, and other unique elements will draw travelers from the interstate to shop and play in future developments (e.g., Figures 3-7 and 3-8).
- The area along Box Elder Creek has great potential for open space, parks, and many multi-use paths that take advantage of the large amount of floodway. The floodway is an asset to the City for stormwater control and recreational purposes, though it is a constraint for development.
- Box Elder is the entry (or gateway) into the Black Hills region. South Box Elder can be viewed from much of the adjacent I-90 corridor, so views to the City should be enhanced. Enhancing the I-90 corridor is a great opportunity to create a positive image of Box Elder for tourists and other people passing on the interstate.
- The overpass at Exit 61 has pedestrian access. This can be used to link multi-use paths on the south and north side of I-90. There is an opportunity to create an interchange on I-90 at Radar Hill Road. This interchange could serve as a mid-city interchange that gives easy, direct access from I-90 to the Rapid City Regional Airport and creates commercial and industrial opportunities.
- The Radar Hill Road interchange would be a favorable area to develop as the City's tourist center. Radar Hill Road could become a uniform and complete street with a landscape and design theme, and become an asset to Box Elder's success as a destination in the Black Hills.
- Major intersections will be created with the development of Cheyenne Boulevard, West Gate Road, and the enhancement of Radar Hill Road. These intersections can become prime areas for creating commercial development.
- Several opportunities exist to create pedestrian connections across I-90 and they are as follows:
    - An abandoned railway underpass exists just east of Commercial Gate Road where a pedestrian trail connecting North Box Elder and South Box Elder could be proposed.
    - A vehicular underpass exists along Commercial Gate Road that could be used for both pedestrian and vehicular use.
    - West Gate Road has a vehicular overpass with existing pedestrian access across the

length of the overpass.

- A bridge to the southwest of Exit 63 that crosses a creek bed could be used as a pedestrian underpass.
- Excellent pedestrian access exists across I-90 at Exit 61, which is a major opportunity to link trails, businesses, and recreational areas on the north and south sides of I-90.

- South Box Elder has the opportunity to contribute to residential, industrial, and commercial development and expansion through the use of designed communities. Large tracts of land with single entity owners are located in this area of town. The advantage of single-ownership tracts lies in the ability to create uniform, mixed-use developments.

Cheyenne Boulevard, Box Elder Creek, and 1416 Commercial Development constraints include:

- Although the neighborhood's proximity to I-90 is a tremendous opportunity for commercial viability, it presents some challenges in terms of making the new development look and feel like an integrated part of the City. Interstates are physical, psychological, and visual barriers that bisect communities. The location of the interstate, combined with the location of the undeveloped land, may give the sense of being separated from the main city. Landscape treatments of interstate frontages and the provision of pedestrian paths and bikeways over I-90 will help mitigate the isolation of new development.
- There is a lack of street hierarchy. The road network south of Highway 14 is disconnected, but with major street additions, such as the extension of West Gate Road, North Ellsworth Road, and Cheyenne Boulevard, the street network will begin to become unified.
- Sidewalks and multi-modal transportation routes are nearly non-existent in South Box Elder. There are also limited opportunities for pedestrians to cross I-90. Major improvements will have to be made in the future to make Box Elder a pedestrian-friendly city and reduce the isolation of neighborhoods from each other that currently exists in the City.
- Existing city limit boundaries fail to give Box Elder definition from Rapid City and surrounding areas.
- There are many mobile homes within the 65 dBA and greater noise contours. These homes will have to be moved in the future.
- The hilly terrain on the southern end of Box Elder is limiting for development south of Cheyenne Boulevard.
- Any development proposed south of I-90 and east of West Gate Road must be planned to account for the sound contours, and APZ-1 and APZ-2 zones. Development in this area may also feel disconnected from the rest of the City because of the current limited street system.
- Dangerous intersections exist along Highway 14 at West Gate Road, Radar Hill Road, South Ellsworth Road, and Liberty Boulevard. It will be very important to address these intersections in the future to make Box Elder's street system safer for traffic and pedestrian use.
- Billboards line I-90 as it progresses through Box Elder from the west. This not only distracts drivers and overwhelms the views of Box Elder, but most billboards advertise goods and services that are located in Rapid City, not Box Elder. There are dramatic views of the Black Hills when traveling west on I-90 through Box Elder. Billboards are compromising these

views; therefore, reducing the billboards' impact on viewsheds should be a major priority to enhance the I-90 corridor.

SEE APPENDIX 1C

3.6. Land Use Goals and Guiding Principles

GOAL LU1
Support a regional planning framework.

GUIDING PRINCIPLES

Principle	Description
LU1-1	Insure continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development.
LU1-2	Establish an "update and review" process that opens Box Elder's Comprehensive Plan for amendments that consider compliance with the goals, objectives, and plans adopted by federal, state, and county governments and agencies.
LU1-3	Inform Ellsworth Air Force Base, Rapid City Regional Airport planners, and surrounding municipal and county planning offices regarding planning and zoning actions that have the potential to affect existing ordinances and/or resolutions.
LU1-4	Provide timely notification to Ellsworth Air Force Base and Rapid City Regional Airport planners regarding new development plans within noise zones, APZs, and airport influence areas.
LU1-5	Cooperate with Pennington and Meade Counties in reviewing proposed subdivisions outside of the city limits, but within the 3-mile territorial limit established under South Dakota statutes, in order to provide the opportunity for the City to make recommendations regarding layout, traffic, circulation, and compliance with the City's Comprehensive Plan.
LU1-6	Prepare Future Land Use Plans, Future Street Plans, and Master Utility Plans in conjunction with one another to ensure adequate land, transportation, and utilities to serve future development needs under the proposed zoning or land use. These plans should be linked to surrounding jurisdictions.
LU1-7	Encourage teamwork between elected officials and City staff. Teamwork is critical between City staff and the elected officials. Relationships must be built between the Mayor's Office, Planning Commission, City Council, and City staff. Goals and policies must maximize the staff's abilities, draw on their experience, and encourage their development. Trust must be developed between the elected and appointed committees and the City staff so that the policies, ordinances, and general business of the City is carried out completely and correctly.

GOAL LU2
Promote sound urban design planning methods for land use planning and development patterns.

GUIDING PRINCIPLES

Principle	Description
LU2-1	Align land use and transportation planning and decision-making to achieve a compact and connected City.
LU2-2	Develop land development regulations and standards that are clear and predictable, and support the intent and goals of the Box Elder Comprehensive Plan.
LU2-3	Direct employment growth to activity areas and corridors.
LU2-4	Coordinate with Douglas School District in the placement of future school lands.
LU2-5	Educate the public on the long-term need for commitment to a community fully served by a range of transportation options and the benefits of each one.
LU2-6	Locate industry, warehousing, logistics, manufacturing, and other freight-intensive uses in proximity to adequate transportation and utility infrastructure.
LU2-7	Promote complete street design that includes features such as traffic calming elements, street trees, wide sidewalks, and pedestrian, bicycle, and transit access throughout Box Elder that considers the safety needs of people of all ages and abilities. Infill and redevelopment opportunities should place residential, work, and retail land uses in proximity to each other to maximize walking, bicycling, and transit opportunities.
LU2-8	Develop an overall design structure for the City that includes commercial, residential, industrial, and gathering spaces.
LU2-9	Develop accessible community gathering places such as plazas, parks, farmers' markets, sidewalks, and streets throughout Box Elder, especially in neighborhood cores. These should be places for individuals to interact and places for people of all ages to visit and relax.
LU2-10	Incorporate public art into Box Elder's community fabric in streetscapes along roadways and in such places as parks, plazas, and other public gathering spaces.
LU2-11	Enhance Box Elder's character and enrich the areas that lack distinctive visual character or where the character has faded.
LU2-12	Encourage ordinances that help beautify the City and specific transportation corridors.
LU2-13	Promote a variety of land uses that respect the diversity of the residents, social groups, lifestyles, and life cycles.
LU2-14	Promote the annexation of "doughnut holes" in the municipal boundaries.
LU2-15	Promote the development of ordinances that indicate the number of required ingress and egress points to new and existing developments.
LU2-16	Coordinate compatible uses and/or reserve land that may be hazardous to the community. Such land includes floodplains, unstable slopes, impacted soils, APZs, and Clear Zones.

GOAL LU3
Preserve and reinforce the stability and diversity of Box Elder's neighborhoods.

GUIDING PRINCIPLES

Principle	Description
LU3-1	Create healthy and family-friendly communities through development that includes a mix of land uses and housing types; affords realistic opportunities for transit, bicycle, and pedestrian travel; and provides community gathering spaces, neighborhood gardens and family farms, parks, and safe outdoor play areas for children.
LU3-2	Protect neighborhood character by directing growth to areas of change that include designated redevelopment areas, corridors, and infill sites. Recognize that different neighborhoods have different characteristics, and that infill and new development should be sensitive to the predominant character of these spaces.

3.7. Future Land Use Plan

The future land use plan is composed of land uses organized in a pattern for the location, distribution, and character of future land uses within Box Elder's 3-mile platting jurisdiction. The plan is **not** a zoning document but rather a reflection of the community's land use vision influenced by other plans, such as the master street plan. See Appendix 2A for the future land use plan

Table 3-1. Future Land Use Categories.

Density	Use	Purpose / Goal	Location	Zoning
Agricultural (AG)				
Typically 5+ acres in size.	**Primary**: Ranching and Farming operations with accessory structures **Secondary**: Single-family Residential	▪ Not served by city utilities, unless the location allows. ▪ This land use category is intended to protect agricultural lands and to preserve the natural beauty and open character of forested and other natural growth areas from incompatible land uses.	Primarily to the north and northeast, and southeast portions of Box Elder	County Designated Land
Rural Residential (RR)				
Typically 2 to 5 acres in size	**Primary**: Single-family Residential **Secondary**: Ranching and Farming operations with accessory structures	▪ Not served by city utilities, unless the location allows.	Rural settings and urban edges	County Designated Land, General AG
Residential (RD)				
Typically 1 to 8 dwelling units per acre in size	**Primary**: Single-family and two-family residential **Secondary**: Other uses include parks, religious facilities, schools, and recreation	▪ This category is intended to be for family housing that is in a neighborhood setting.	Established neighborhoods and future growth areas	Single-family and Multi-family Residential, manufactured homes.
Commercial (C)				
Typical floor area ratios of 0.5 to 2	**Primary**: Variety of retail, civic, financial institutions, restaurant, cultural, lodging, and professional offices **Secondary**: other uses include parks, religious facilities, schools, and recreation	▪ Intended to provide a range of services to meet Box Elder residents' daily needs. ▪ Will vary in scale and character. ▪ Intended to provide specialty retail and recreation specific to Box Elder. ▪ Intended to provide highway services to residents and travelers.	Located along transportation corridors and activity centers.	General Commercial, Office Commercial, Neighborhood Commercial, Highway Service, Neighborhood Commercial
Mixed-Use Commercial (MC)				
Typical floor area ratios of 0.5 to 2	**Primary**: Small specialty shops, hotels, restaurants, health services, entertainment venues, retail services, and business and professional services **Secondary**: higher-density residential, live-work facilities, parks, plazas, civic uses	▪ Allow for mixed uses. ▪ Should be integrated into surrounding neighborhoods.	Located along transportation corridors and activity centers.	General Commercial, Office Commercial, Medium and High Density Residential, Neighborhood Commercial,
Industrial (I)				

Density	Use	Purpose / Goal	Location	Zoning
Varies	**Primary**: Manufacturing, processing, wholesaling, warehousing and distribution, storage facilities, automobile salvage and repair **Secondary**: commercial uses	▪ Typically involves work that processes and does not depend on frequent customer and/or client visitations. ▪ Sufficient water and sewer services, railroad, and transportation connection should be planned.	▪ Located in areas with direct access to I-90. ▪ In areas with access to Rail.	Light Industrial, Heavy Industrial
Conservation (CN)				
Varies	**Primary**: Open lands preserved by the City or other government agencies, or as part of a private development for conservation, resource/asset protection, steep slopes, unstable soils, flooding, recreation use, or for the protection of life, safety, and welfare.	▪ Emphasis is on conservation for natural beauty, steep slopes, unsuitable soils, flooding, and recreation. ▪ Not served by urban utilities.	Located in rugged, hilly areas of South Box Elder	Park, Conservation, County Zoned Land
Public (P)				
Varies	**Primary**: Primarily schools, government offices, civic facilities, fire stations, utility infrastructure facilities, and park	▪ Provided by the City.	Varies	Park, Public
Entry Corridor Overlay				
Varies	▪ A main entry route into the City. ▪ Coordination with the South Dakota Department of Transportation (SDDOT) is critical to the corridor's implementation and success. ▪ Design elements for the corridor include: ornamental lighting, greater signage restrictions, utility screening, and planting enhancements.	▪ Overlay ROW and immediate properties, Public and Private adjacent to roadways. ▪ Intended to promote consistent aesthetic standards for future development within City Limits.	▪ I-90 Extending from Exit 61 to Exit 67 ▪ Radar Hill Road extending to Highway 1416 ▪ Highway 1416 extending from Exit 63 to Liberty Boulevard (Exit 67)	Entry Corridor Overlay
Buffer (B)				
Varies	▪ Existing agriculture, residential, and public uses. Other land uses to be considered on a case-by-case basis.	▪ Coordinates with the Rapid City Comprehensive Plan. ▪ Establishes a land buffer around major public facilities. ▪ Can serve as future expansion areas for the major public facilities. ▪ Existing land use to remain; additional and other future land uses may be considered on a case-by-case basis.	▪ Ellsworth ▪ Rapid City Airport	Varies

Table 3-2. Special Land Use Designations.

Description	Locations
Gateways	
▪ Marks the entrance into the community ▪ Installation of City welcome signs. Opportunity to incorporate vision statement and overall city imagery, such as Ellsworth or the South Dakota Air and Space Museum.	▪ I-90: east of Exit 67 ▪ I-90: east of Exit 63 ▪ South Radar Hill Road ▪ Cheyenne Boulevard and Northern Lights Boulevard
Activity Areas	
▪ Serves Box Elder Residents ▪ Includes retail anchors and mixes of higher density residential and neighborhood commercial, entertainment, and recreational opportunities	
Destinations	
▪ Serves residents from the region and visiting tourists ▪ Includes large-scale employers or primary entertainment and recreational opportunities.	▪ Exit 67 ▪ Exit 61 ▪ Regional Soccer Complex ▪ Box Elder Greenway

Table 3-3. Future Land Use Overlays.

Description	Maximum People per Acre		Additional Criteria	
	Average	Single Acre	Unacceptable Uses	Other Development Conditions
Runway Protection Zone	Not Compatible	Not Compatible	▪ All structures except ones with location set by aeronautical function ▪ Assemblages of People ▪ Storage of hazardous materials ▪ Hazards to flight	▪ Airport should acquire fee ownership of land within RPZs or acquire adequate land use control through aviation easements
Inner Approach / Departure Zone	25	30	▪ Children's Schools, child care centers, libraries, hospitals, and nursing homes ▪ Above ground bulk storage of hazardous material ▪ Highly noise-sensitive outdoor nonresidential uses ▪ "Hazardous Wildlife Attractants" as defined in FAA AC 150/5200-33B ▪ Commercial Wind Energy Systems ▪ Hazards to flight	▪ Children's schools, hospitals, nursing homes, and similar uses should be avoided ▪ Major spectator-oriented facilities, amphitheaters, concept halls generally unacceptable ▪ Maximum of one dwelling unit per 10 acres ▪ Minimum lot size of 10 acres
Circling Traffic Pattern Protection Zone	150	450	▪ Highly noise-sensitive outdoor nonresidential uses ▪ "Hazardous Wildlife Attractants" as defined in FAA AC 150/5200-33B ▪ Commercial Wind Energy Systems ▪ Hazards to flight	▪ Children's schools, hospitals, nursing homes, and similar uses should be avoided ▪ Major spectator-oriented facilities, amphitheaters, concept halls generally unacceptable
Precision Flight Corridor	No Restriction		▪ Commercial Wind Energy Systems ▪ Hazards to flight	▪ Major spectator-oriented facilities, amphitheaters, concept halls generally unacceptable
Aviation Hazards Zone	No Restriction		▪ "Hazardous Wildlife Attractants" as defined in FAA AC 150/5200-33B ▪ Commercial Wind	

		Energy Systems ▪ Hazards to flight	
Clear Zone APZ- 1 APZ - 2	Utilize Table 3-1 of USAF Recommended Land Use Compatibility Guidelines in Relation to Noise Zones, Ellsworth AFB AICUZ Study (2008). See Appendix 3A		
80+ dBA 75 - 79 dBA 70 - 74 dBA 65 – 69 dBA	Utilize Table 3-1 of USAF Recommended Land Use Compatibility Guidelines in Relation to Noise Zones, Ellsworth AFB AICUZ Study (2008). See Appendix 3A		

Table 3-4. Corridors

Entry Corridor (EC)				
Varies	▪ A main entry route into the City. ▪ Coordination with the South Dakota Department of Transportation (SDDOT) is critical to the corridor's implementation and success. ▪ Design elements for the corridor include: ornamental lighting, greater signage restrictions, utility screening, and planting enhancements.	▪ Overlay ROW and immediate properties, Public and Private adjacent to roadways. ▪ Intended to promote consistent aesthetic standards for future development within City Limits.	▪ I-90 Extending from Exit 61 to Exit 67 ▪ Radar Hill Road extending to Highway 1416 ▪ Highway 1416 extending from Exit 63 to Liberty Boulevard (Exit 67)	Entry Corridor Overlay
Beautification Corridor (EC)				
Varies	▪ Routes through the City ▪ Coordination with the South Dakota Department of Transportation (SDDOT) is critical to the corridor's implementation and success. ▪ Design elements for the corridor include: ornamental lighting, greater signage restrictions, utility screening, and planting enhancements.	▪ Overlay ROW and immediate properties, Public and Private adjacent to roadways. ▪ Intended to promote consistent aesthetic standards for future development within City Limits.	▪ I-90	Beautification Corridor



CHAPTER 4
Housing

Image Source: Google Earth

4. HOUSING

This chapter is the most personal of all chapters in the Comprehensive Plan. The chapter's purpose is to create a framework that gives the existing and future residents of Box Elder the opportunity to live in safe and healthful housing.

4.1. Box Elder's Existing Housing

Box Elder was born as a whistle stop town in 1907 when the Chicago and Northwestern Railroad built a track from Wall to Rapid City. Box Elder was officially incorporated as a city in 1964 during the Cold War expansion of Ellsworth Air Force Base. Today, Box Elder is home to more than 9,093 people and is one of South Dakota's fastest growing cities.

Box Elder has a variety of housing types. There are approximately 2,051 single-family homes with a median value of $120,000 or a median gross rent of $842 per month. According to the American Community Survey (2007-2011) there are approximately 3,119 total housing units and about 49.1 percent are owner-occupied. The average household size for an owner-occupied home is 2.89 individuals, while the renter-occupied is 2.57 individuals.

As indicated in Table 4-1, the owner-occupied median home value has increased to $120,000; this value is below the median county value of $152,000 and slightly less than the South Dakota median home value of $127,000. Single-family home prices typically range from approximately $89,000 for a mobile home, $166,000 for existing homes, and $180,000 to $260,000 for new construction. In addition, Box Elder has many new subdivisions where lots are available: buildable, single-family lots in Sunset Ranch are advertised between $40,000 and $110,000; Northern Lights Subdivision advertises lots for $29,000. Sale price depends on the specific location and the amount of acreage (ranges are between 0.15 and 40 acres).

Table 4-1. Housing Comparison for Box Elder, Pennington and Meade Counties.

	City of Box Elder			Pennington County			Meade County		
ITEM	Estimate	Error	Percent	Estimate	Error	Percent	Estimate	Error	Percent
HOUSING OCCUPANCY									
Total housing units	3,119	+/-255	3,119	44,542	+/-244	44,542	11,008	+/-80	11,008
Occupied housing units	2,643	+/-190	84.7%	40,306	+/-582	90.5%	9,933	+/-217	90.2%
Vacant housing units	476	+/-165	15.3%	4,236	+/-548	9.5%	1,075	+/-230	9.8%
Homeowner vacancy rate	3.4	+/-4.5	(X)	2.2	+/-0.9	(X)	1.9	+/-1.2	(X)
Rental vacancy rate	17.4	+/-5.6	(X)	4.9	+/-1.5	(X)	13.7	+/-4.9	(X)
UNITS IN STRUCTURE									
Total housing units	3,119	+/-255	3,119	44,542	+/-244	44,542	11,008	+/-80	11,008
1-unit, detached	1,156	+/-201	37.1%	27,825	+/-526	62.5%	7,148	+/-263	64.9%
1-unit, attached	895	+/-168	28.7%	1,785	+/-254	4.0%	959	+/-172	8.7%
2 units	38	+/-40	1.2%	1,577	+/-299	3.5%	239	+/-127	2.2%
3 or 4 units	231	+/-116	7.4%	1,584	+/-267	3.6%	396	+/-140	3.6%
5 to 9 units	133	+/-67	4.3%	1,337	+/-272	3.0%	187	+/-84	1.7%
10 to 19 units	2	+/-5	0.1%	1,670	+/-307	3.7%	88	+/-54	0.8%
20 or more units	14	+/-25	0.4%	3,402	+/-307	7.6%	202	+/-83	1.8%
Mobile home	650	+/-163	20.8%	5,351	+/-385	12.0%	1,773	+/-219	16.1%

ITEM	City of Box Elder			Pennington County			Meade County		
	Estimate	Error	Percent	Estimate	Error	Percent	Estimate	Error	Percent
YEAR STRUCTURE BUILT									
Total housing units	3,119	+/-255	3,119	44,542	+/-244	44,542	11,008	+/-80	11,008
Built 2005 or later	483	+/-99	15.5%	2,973	+/-294	6.7%	1,056	+/-202	9.6%
Built 2000 to 2004	265	+/-102	8.5%	4,437	+/-417	10.0%	1,004	+/-186	9.1%
Built 1990 to 1999	632	+/-171	20.3%	5,805	+/-434	13.0%	2,144	+/-283	19.5%
Built 1980 to 1989	810	+/-206	26.0%	6,520	+/-512	14.6%	1,543	+/-253	14.0%
Built 1970 to 1979	557	+/-149	17.9%	9,271	+/-578	20.8%	2,924	+/-359	26.6%
Built 1960 to 1969	82	+/-62	2.6%	4,183	+/-405	9.4%	493	+/-162	4.5%
Built 1950 to 1959	144	+/-87	4.6%	5,895	+/-399	13.2%	508	+/-137	4.6%
Built 1940 to 1949	0	+/-74	0.0%	1,919	+/-277	4.3%	306	+/-116	2.8%
Built 1939 or earlier	146	+/-90	4.7%	3,539	+/-376	7.9%	1,030	+/-230	9.4%
HOUSING TENURE									
Occupied housing units	2,643	+/-190	2,643	40,306	+/-582	40,306	9,933	+/-217	9,933
Owner-occupied	1,299	+/-155	49.1%	26,643	+/-586	66.1%	7,093	+/-297	71.4%
Renter-occupied	1,344	+/-168	50.9%	13,663	+/-638	33.9%	2,840	+/-300	28.6%
VALUE									
Owner-occupied units	1,299	+/-155	1,299	26,643	+/-586	26,643	7,093	+/-297	7,093
Less than $50,000	314	+/-117	24.2%	3,000	+/-294	11.3%	950	+/-205	13.4%
$50,000 to $99,999	161	+/-92	12.4%	3,002	+/-304	11.3%	823	+/-170	11.6%
$100,000 to $149,999	352	+/-122	27.1%	6,741	+/-425	25.3%	1,625	+/-256	22.9%
$150,000 to $199,999	325	+/-104	25.0%	5,968	+/-439	22.4%	1,607	+/-254	22.7%
$200,000 to $299,999	147	+/-70	11.3%	4,606	+/-420	17.3%	1,254	+/-189	17.7%
$300,000 to $499,999	0	+/-74	0.0%	2,481	+/-287	9.3%	602	+/-129	8.5%
$500,000 to $999,999	0	+/-74	0.0%	678	+/-179	2.5%	207	+/-86	2.9%
$1,000,000 or more	0	+/-74	0.0%	167	+/-94	0.6%	25	+/-28	0.4%
Median (dollars)	120,600	+/- 13,351	(X)	153,700	+/- 2,720	(X)	153,400	+/- 5,604	(X)
GROSS RENT									
Occupied units paying rent	980	+/-162	980	12,961	+/-645	12,961	2,309	+/-280	2,309
Less than $200	73	+/-63	7.4%	623	+/-189	4.8%	107	+/-80	4.6%
$200 to $299	62	+/-76	6.3%	621	+/-144	4.8%	188	+/-108	8.1%
$300 to $499	102	+/-68	10.4%	1,921	+/-294	14.8%	421	+/-160	18.2%
$500 to $749	205	+/-94	20.9%	4,180	+/-339	32.3%	777	+/-224	33.7%
$750 to $999	338	+/-130	34.5%	3,106	+/-383	24.0%	586	+/-154	25.4%
$1,000 to $1,499	172	+/-73	17.6%	2,151	+/-332	16.6%	190	+/-105	8.2%
$1,500 or more	28	+/-27	2.9%	359	+/-115	2.8%	40	+/-46	1.7%
Median (dollars)	842	+/-114	(X)	708	+/-19	(X)	615	+/-42	(X)

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

4.2. Housing Issues and Needs

Supplying livable, safe, and community-oriented homes in Box Elder will require active participation between private developers and the City government. With a coordinated effort, the City can work with developers to fulfill the goals and policies of the Comprehensive Plan. There exists a critical need to supply housing that is responsive to the character of the neighborhoods, existing development, and natural features (topography, soils, and drainage).

Box Elder has enjoyed a steady stream of building permit applications for single-family households. The City averages approximately 69 permits per year (see Table 4-2).

Table 4-2. Building Permits and Valuation.

Year	Quantity	Value
2001	5	$291,101.00
2002	18	$1,403,800.00
2003	48	$4,284,140.00
2004	80	$7,774,197.00
2005	52	$4,904,365.00
2006	69	$7,081,426.00
2007	102	$11,042,295.00
2008	68	$7,625,695.00
2009	65	$7,279,218.00
2010	64	$7,118,834.00
2011	73	$8,424,085.00
Total	644	$67,229,156.00

Source: City of Box Elder

Box Elder's housing stock is aging. A majority of homes are less than 50 years old, with 64.2 percent of Box Elder's housing stock built between 1970 and 1999. In comparison, 46.7 percent of Pennington County's and 41.7 percent of the State of South Dakota's housing stock was built between the same years. While many homes are in good condition and new homes are being built, there are a number of homes that are slipping into a state of disrepair. Property maintenance and code enforcement are issues the Planning Commission addresses at a majority of their meetings.

Ellsworth Air Force Base is the largest military installation in South Dakota. The PCCP states that Ellsworth is a "strong stimulus" for the City of Box Elder. As of 2013, Ellsworth contributes the following:[6]

- Active-duty Military: 3,609
- Active-duty Military Dependents: 4,468
- Appropriated Fund Civilians: 628
- Non-appropriated Fund Civilians, contract Civilians, Private Business: 612
- Total: 9,317

4.3. Framework

This Comprehensive Plan lists policies and goals that will provide a framework that encourages the rehabilitation of existing homes and the planning, growth, and variety of new homes available in the community. This plan also recommends that citizens and the City take advantage of governmental

[6] Source: Ellsworth Air Force Base

and non-governmental service organizations such as Neighborhood Housing Services of the Black Hills, Inc. and South Dakota Housing Development Authority.

Through discussion during the planning phases, the participants determined that it is critical for the existing and new housing stock to have the follow characteristics:

- Be safe for the residents
- Form the foundations of a neighborhood
- Maintain housing diversity
- Include quality options for transient military individuals/families that incorporates them into the community
- Make existing auto-oriented neighborhoods more pedestrian and bicycle-friendly

4.4. Housing Goals and Policies

GOAL H1

Existing Homes: Encourage maintenance and redevelopment of existing homes and housing areas.

GUIDING PRINCIPLES

Principle	Description
H1-1	Identify and assess the infrastructure needs of older neighborhoods and provide the improvements needed to maintain their viability.
H1-2	Work with Neighborhood Works to develop a housing needs study that includes a thorough inventory of existing housing units and that identifies concentrations of substandard, blighted, or deficient housing, along with recommendations to correct these issues.
H1-3	Encourage the maintenance, conservation, and enhancement of existing residential areas and housing stock. If needed or requested, work to make available federal and state funds for low interest home rehabilitation loans and grants to households of low and moderate income.
H1-4	Continue to update City ordinances and resolutions that address maintenance, nuisance, outdoor storage, and other land use and neighborhood characteristics.
H1-5	Encourage the City and private citizens to seek funds for housing rehabilitation grants and loans to assist in home updates and reconstruction.
H1-6	Provide encouragement and support rehabilitation or renovation of housing to include sound attenuation for residences that are otherwise compatible with airfield operations and are located in areas with Day Night Average Sound Level (DNL)> 64 dB. In addition, this policy shall encourage ordinances that prohibit the replacement of existing housing, including homes in manufactured home parks, located in areas with DNL > 64 dB with housing that does not meet the City's adopted sound attenuation standards. All such replacement housing shall be inspected and approved for this purpose by a Building Official or Code Enforcement Office before a Certificate of Occupancy is issued for the housing. Replacement housing that does not meet the sound attenuation standards shall be removed from the City.

GOAL H2

New Construction: Insure the existing and future residents of Box Elder the opportunity to live in safe and healthful housing and to provide a choice of housing types and densities.

GUIDING PRINCIPLES

Principle	Description
H2-1	Encourage development of housing that meets the needs of existing and future residents of all income groups.
H2-2	Allow for the use of new land development techniques to encourage a variety of living areas and housing types in all residential districts.
H2-3	Ensure that multi-family-zoned lands exist to accommodate multi-family and manufactured home park uses.
H2-4	Integrate housing with other supportive land uses such as employment, education, health facilities, recreation, and shopping to ensure functional and attractive neighborhoods.
H2-5	Encourage and support equal access to housing throughout the City for all people regardless of race, color, creed, religion, gender, disability, familial status, national origin, affection preferences, marital status, or receipt of public assistance.
H2-6	Support and assist in planning for subsidized housing opportunities that are primarily for households that cannot compete in the market for housing, and that makes use of all available federal and state aid.

GOAL H3

New Construction: Focus residential development on land and in areas that are suitable for development and not on land impacted by floodways, noise, excessive traffic, hazardous materials, slope stability issues, and hazardous soils.

GUIDING PRINCIPLES

Principle	Description
H3-1	Adopt and/or revise City ordinances that protect environmentally sensitive areas such as wetlands, waterways, floodplains, steep slopes, soils, and view sheds.
H3-2	Encourage joint planning efforts between the Box Elder and Ellsworth planners that identify subdivision ordinances to identify compatible residential land uses and densities surrounding Ellsworth and APZ1 and APZ-2.

GOAL H4

New Construction: Provide adequate access and utility services to all neighborhoods.

GUIDING PRINCIPLES

Principle	Description
H4-1	Plan residential developments along with the Master Street Plan to ensure adequate access for automobiles, emergency vehicles, and multi-modal transportation.
H4-2	Develop a Master Utility Plan to ensure adequate sewer and water service.



CHAPTER 5
Economic Development

5. ECONOMIC DEVELOPMENT

Economic development is defined as "the process by which a community creates, retains, and reinvests wealth and improves the quality of life."[7] In comparison, economic growth is "an increase in the capacity of an economy to produce goods and services, compared from one period of time to another. Economic growth can be measured in nominal terms, which include inflation, or in real terms, which are adjusted for inflation."[8]

This chapter will focus on economic development goals and policies. The Salmon Valley Business and Innovation Center in Salmon, Idaho has developed an excellent scope of what economic development should accomplish. In its broadest sense, economic development encompasses three major categories:

1. Policies that governments undertake to meet broad economic objectives, such as price stability, high employment, expanded tax base, and sustainable growth. Such efforts include monetary and fiscal policies, regulation of financial institutions, trade, and tax policies.
2. Policies and programs to provide infrastructure and services such as highways, parks, affordable housing, crime prevention, and educational programs and projects.
3. Policies and programs explicitly directed at job creation and retention through specific efforts in business finance, marketing, neighborhood development, small business start-up and development, business retention and expansion, technology transfer, workforce training, and real estate development. This third category is a primary focus of economic development professionals.

Economic Development was a major discussion point during the planning phase of the Comprehensive Plan. In 2009, the Horizons community survey asked, "If you could change one thing about our community to make it better, what would it be?" Twenty of ninety-eight (20 percent) responses indicated areas of economic development. The Horizons survey also asked, "The year is 2015 – what does Box Elder look like?" Twenty-eight of the ninety-five (30 percent) responses indicated some level of improved economic development.

5.1. South Dakota Taxes and Business Environment

South Dakota has a very distinct business climate. The tax and business environment has made it possible for many businesses to prosper in this state. South Dakota has[9]:

- No Corporate Income Tax
- No Personal Income Tax
- No Personal Property Tax
- No Inventory Tax

[7] David Dodson, MDC Inc., Chapel Hill, NC

[8] http://www.investopedia.com/

[9] Source: "Taxes and Business Environment," http://www.rapiddevelopment.com/MarketIntelligence/taxes-&-business-environment.php

- Lowest average unemployment insurance rates
- Right-to-Work State
- Fourth lowest overall crime rate in the nation
- An average commute time of 13.8 minutes

The telecommunication industry has been favored in the State of South Dakota. The following is a breakdown of taxes for this industry:

- No sales/use tax on interstate phone calls
- No restrictions on interest rate charges
- No restrictions on late fees
- No restrictions on hours telemarketers allowed to call
- No registration
- No asterisk laws
- One party consent recording

Sales Tax

The State of South Dakota's sales tax is 4 percent and Box Elder's city sales tax is 2 percent. In addition, the State does levy a tourism tax of 1 percent. The tourism or seasonal tax is an additional tax on certain lodging and amusement services that is imposed for tourism promotion.

Unemployment Insurance

South Dakota's average unemployment insurance rate is 0.9 percent.

5.2. Ellsworth Air Force Base Economic Impact

Ellsworth is the largest employer in the region and the second largest in the State of South Dakota. General information indicates that Ellsworth employs 4,849 people, both military and civilian. There is currently no information regarding the exact number of individuals that live in Box Elder and work at Ellsworth. Ellsworth has provided the following information regarding their impact on the area:

- Payroll:
    - Military: $129,372,876
    - Appropriated Fund Civilians: $37,132,117
    - Contract Civilians: $11,372,274

5.3. Existing Labor Force and Economic Base

In addition to Ellsworth, the City of Box Elder has a retail business community made up of restaurants, banks, a chiropractic clinic, gas station and convenience store, automobile salvage yards, automobile sales and service businesses, daycares, construction companies, hotel, and water park.

Many Box Elder residents commute to Rapid City via I-90 or by Radar Hill Road to Highway 44. According to City-Data.com, the residents of Box Elder commute approximately 15 to 22 minutes for work. Between 68 and 90 percent of the residents' primary means of commuting are cars (driven alone). In addition, there are no reported bicyclists, and 2 percent reported walking to work.

Box Elder has a potential labor force of 3,470 with 2,520 persons in the labor force according to the U.S. Census 2011 American Community Survey (Table 5-1). The labor force, as defined by the South Dakota Department of Labor, is an estimate of "all civilians not in institutions, 16 years of age and older, who are classified as employed or unemployed." Labor force levels are given by place of residence and represent a count of employed and unemployed people. Labor force estimates are developed by the South Dakota Department of Labor and Regulation in cooperation with the U.S. Bureau of Labor Statistics. (Table 5-1).

Table 5-1. Meade County and Pennington County Labor Force Statistics.

	Meade County				Pennington County			
Years	Labor Force	Employment	Unemployment	Rate	Labor Force	Employment	Unemployment	Rate
1990	9,655	9,310	345	3.60%	40,155	38,855	1,300	3.20%
1991	10,465	10,035	430	4.10%	41,040	39,495	1,545	3.80%
1992	10,315	9,895	420	4.10%	42,080	40,600	1,480	3.50%
1993	11,550	11,085	465	4.00%	42,810	41,185	1,625	3.80%
1994	11,725	11,280	445	3.80%	43,890	42,365	1,525	3.50%
1995	12,080	11,645	435	3.60%	44,660	43,175	1,485	3.30%
1996	12,295	11,820	475	3.90%	45,685	44,080	1,605	3.50%
1997	12,285	11,895	390	3.20%	46,250	44,830	1,420	3.10%
1998	12,500	12,110	390	3.10%	47,535	46,265	1,270	2.70%
1999	13,655	13,275	380	2.80%	47,430	46,260	1,170	2.50%
2000	12,265	11,950	315	2.60%	48,840	47,630	1,210	2.50%
2001	12,375	12,015	360	2.90%	49,985	48,515	1,470	2.90%
2002	12,500	12,125	375	3.00%	50,485	48,915	1,570	3.10%
2003	12,630	12,205	425	3.40%	51,315	49,645	1,670	3.30%
2004	12,745	12,290	455	3.60%	52,150	50,365	1,785	3.40%
2005	12,705	12,245	460	3.60%	52,460	50,640	1,820	3.50%
2006	12,640	12,235	405	3.20%	52,980	51,415	1,565	3.00%
2007	12,380	12,025	355	2.90%	53,975	52,490	1,485	2.70%
2008	12,275	11,900	375	3.10%	54,745	53,170	1,575	2.90%
2009	12,000	11,370	630	5.30%	54,985	52,160	2,825	5.10%
2010	12,575	11,855	720	5.70%	54,035	51,200	2,835	5.20%
2011	12,585	11,930	655	5.20%	54,875	52,245	2,630	4.80%
2012	12,525	11,935	590	4.70%	54,685	52,245	2,440	4.50%

Table 5-2. 2008 to 2012 Box Elder Economic Characteristics.

EMPLOYMENT STATUS

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Population 16 years and over	5866	+/-212	5,866	(X)
In labor force	4644	+/-274	79.2%	+/-3.9
Civilian labor force	3402	+/-317	58.0%	+/-4.8
Employed	3214	+/-324	54.8%	+/-4.9
Unemployed	188	+/-108	3.2%	+/-1.8
Armed Forces	1242	+/-162	21.2%	+/-2.9
Not in labor force	1222	+/-238	20.8%	+/-3.9
Civilian labor force	3402	+/-317	3,402	(X)
Percent Unemployed	(X)	(X)	5.5%	+/-3.1
Females 16 years and over	2645	+/-222	2,645	(X)
In labor force	1754	+/-181	66.3%	+/-6.3
Civilian labor force	1641	+/-171	62.0%	+/-6.5
Employed	1576	+/-171	59.6%	+/-6.6
Own children under 6 years	854	+/-161	854	(X)
All parents in family in labor force	395	+/-152	46.3%	+/-15.1
Own children 6 to 17 years	1425	+/-252	1,425	(X)
All parents in family in labor force	973	+/-261	68.3%	+/-10.2

COMMUTING TO WORK

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Workers 16 years and over	4393	+/-286	4,393	(X)
Car, truck, or van -- drove alone	3507	+/-318	79.8%	+/-4.3
Car, truck, or van -- carpooled	453	+/-160	10.3%	+/-3.5
Public transportation (excluding taxicab)	18	+/-26	0.4%	+/-0.6
Walked	138	+/-78	3.1%	+/-1.8
Other means	128	+/-82	2.9%	+/-1.9
Worked at home	149	+/-81	3.4%	+/-1.9
Mean travel time to work (minutes)	12.9	+/-1.0	(X)	(X)

OCCUPATION

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Civilian employed population 16 years and over	3214	+/-324	3,214	(X)
Management, business, science, and arts occupations	650	+/-168	20.2%	+/-5.5
Service occupations	846	+/-265	26.3%	+/-7.0
Sales and office occupations	979	+/-234	30.5%	+/-6.4
Natural resources, construction, and maintenance occupations	394	+/-120	12.3%	+/-3.7
Production, transportation, and material moving occupations	345	+/-113	10.7%	+/-3.5

INDUSTRY

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Civilian employed population 16 years and over	3214	+/-324	3,214	(X)

Agriculture, forestry, fishing and hunting, and mining	67	+/-60	2.1%	+/-1.9
Construction	180	+/-90	5.6%	+/-2.7
Manufacturing	124	+/-58	3.9%	+/-1.8
Wholesale trade	9	+/-14	0.3%	+/-0.5
Retail trade	540	+/-137	16.8%	+/-4.0
Transportation and warehousing, and utilities	124	+/-70	3.9%	+/-2.2
Information	113	+/-53	3.5%	+/-1.7
Finance and insurance, and real estate and rental and leasing	153	+/-62	4.8%	+/-2.0
Professional, scientific, and management, and administrative and waste management services	326	+/-124	10.1%	+/-3.7
Educational services, and health care and social assistance	479	+/-151	14.9%	+/-4.7
Arts, entertainment, and recreation, and accommodation and food services	443	+/-238	13.8%	+/-6.7
Other services, except public administration	89	+/-71	2.8%	+/-2.3
Public administration	567	+/-189	17.6%	+/-5.5

CLASS OF WORKER

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Civilian employed population 16 years and over	3214	+/-324	3,214	(X)
Private wage and salary workers	2224	+/-309	69.2%	+/-6.1
Government workers	837	+/-206	26.0%	+/-5.8
Self-employed in own not incorporated business workers	153	+/-74	4.8%	+/-2.3
Unpaid family workers	0	+/-13	0.0%	+/-0.6

INCOME AND BENEFITS (IN 2012 INFLATION-ADJUSTED DOLLARS)

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Total households	2671	+/-167	2,671	(X)
Less than $10,000	98	+/-59	3.7%	+/-2.2
$10,000 to $14,999	85	+/-50	3.2%	+/-1.8
$15,000 to $24,999	330	+/-127	12.4%	+/-4.6
$25,000 to $34,999	530	+/-158	19.8%	+/-5.7
$35,000 to $49,999	481	+/-158	18.0%	+/-5.7
$50,000 to $74,999	589	+/-134	22.1%	+/-4.9
$75,000 to $99,999	325	+/-132	12.2%	+/-5.1
$100,000 to $149,999	188	+/-78	7.0%	+/-2.9
$150,000 to $199,999	16	+/-22	0.6%	+/-0.8
$200,000 or more	29	+/-33	1.1%	+/-1.2
Median household income (dollars)	41686	+/-7,002	(X)	(X)
Mean household income (dollars)	52263	+/-4,446	(X)	(X)
With earnings	2465	+/-176	92.3%	+/-3.1
Mean earnings (dollars)	49750	+/-4,820	(X)	(X)
With Social Security	385	+/-132	14.4%	+/-4.7
Mean Social Security income (dollars)	10888	+/-1,653	(X)	(X)
With retirement income	324	+/-94	12.1%	+/-3.3
Mean retirement income (dollars)	17939	+/-3,052	(X)	(X)
With Supplemental Security Income	111	+/-76	4.2%	+/-2.9
Mean Supplemental Security Income (dollars)	9831	+/-2,894	(X)	(X)

With cash public assistance income	166	+/-91	6.2%	+/-3.3
Mean cash public assistance income (dollars)	1867	+/-1,374	(X)	(X)
With Food Stamp/SNAP benefits in the past 12 months	312	+/-106	11.7%	+/-3.9
Families	1976	+/-138	1,976	(X)
Less than $10,000	24	+/-21	1.2%	+/-1.0
$10,000 to $14,999	32	+/-28	1.6%	+/-1.4
$15,000 to $24,999	230	+/-92	11.6%	+/-4.5
$25,000 to $34,999	398	+/-155	20.1%	+/-7.5
$35,000 to $49,999	357	+/-129	18.1%	+/-6.5
$50,000 to $74,999	438	+/-117	22.2%	+/-5.6
$75,000 to $99,999	277	+/-121	14.0%	+/-6.1
$100,000 to $149,999	175	+/-76	8.9%	+/-3.8
$150,000 to $199,999	16	+/-22	0.8%	+/-1.1
$200,000 or more	29	+/-33	1.5%	+/-1.7
Median family income (dollars)	47634	+/-5,676	(X)	(X)
Mean family income (dollars)	57169	+/-5,504	(X)	(X)
Per capita income (dollars)	18795	+/-1,445	(X)	(X)
Nonfamily households	695	+/-193	695	(X)
Median nonfamily income (dollars)	33536	+/-4,906	(X)	(X)
Mean nonfamily income (dollars)	34947	+/-6,076	(X)	(X)
Median earnings for workers (dollars)	23615	+/-2,123	(X)	(X)
Median earnings for male full-time, year-round workers (dollars)	30686	+/-2,472	(X)	(X)
Median earnings for female full-time, year-round workers (dollars)	28109	+/-3,389	(X)	(X)

HEALTH INSURANCE COVERAGE

Subject	Estimate	Margin of Error	Percent	Percent Margin of Error
Civilian non-institutionalized population	6824	+/-156	6,824	(X)
With health insurance coverage	5893	+/-365	86.4%	+/-4.8
With private health insurance	4894	+/-425	71.7%	+/-5.9
With public coverage	1589	+/-280	23.3%	+/-4.1
No health insurance coverage	931	+/-331	13.6%	+/-4.8
Civilian non-institutionalized population under 18 years	2370	+/-217	2,370	(X)
No health insurance coverage	205	+/-187	8.6%	+/-7.6
Civilian non-institutionalized population 18 to 64 years	4169	+/-249	4,169	(X)
In labor force:	3285	+/-311	3,285	(X)
Employed:	3124	+/-313	3,124	(X)
With health insurance coverage	2597	+/-304	83.1%	+/-5.9
With private health insurance	2430	+/-288	77.8%	+/-7.1
With public coverage	379	+/-140	12.1%	+/-4.0
No health insurance coverage	527	+/-194	16.9%	+/-5.9
Unemployed:	161	+/-103	161	(X)
With health insurance coverage	73	+/-63	45.3%	+/-32.4
With private health insurance	53	+/-60	32.9%	+/-31.9
With public coverage	20	+/-23	12.4%	+/-16.1

No health insurance coverage	88	+/-81	54.7%	+/-32.4
Not in labor force:	884	+/-186	884	(X)
With health insurance coverage	773	+/-175	87.4%	+/-8.3
With private health insurance	526	+/-132	59.5%	+/-11.6
With public coverage	289	+/-124	32.7%	+/-11.4
No health insurance coverage	111	+/-77	12.6%	+/-8.3

Source: U.S. Census Bureau, 2008-2012 American Community Survey

5.4. Regional Jobs Program

Strategic Employment Opportunities (2011 – 2015)

Innovation Economics, LLC was commissioned by Rapid City Economic Development Partnership (RCEDP) and Black Hills Vision (BHV) to undertake a review of Strategic Employment Opportunities in the Black Hills Region over the next years to inform a new Economic Development Plan as a blueprint for long-term regional prosperity. The final report, "Accelerating Economic Growth in the Black Hills Region," (hereafter referred to as the Economic Report).

The Black Hills Region has been defined as six counties in South Dakota (Pennington, Butte, Meade, Lawrence, Fall River, and Custer), with Rapid City as the anchor urban area. Locally, the Black Hills engages in significant levels of local trade within a 200-mile radius from Rapid City. The local trade zone includes other large cities in the wider region, including Casper (WY), Gillette (WY), Sheridan (WY), Dickinson (ND), Pierre (SD), and Scottsbluff (NE).

According to the Economic Report, the Black Hills region represents "one-fifth of the State of South Dakota's economy. In 2010, the Black Hills Development Corridor generated $7.0 billion dollars in Gross Regional Product (GRP), or almost one-fifth (19.5 percent) of South Dakota's $35.9 billion GRP for 2010. The area achieved $9.5 billion dollars in Regional Exports in 2010; 20.9 percent of the state-wide total. The area had a trade surplus of $0.8 billion dollars in 2010, based on $8.7 billion dollars in regional imports. The area provides 20.1 percent (110,400) of South Dakota's 554,000 total jobs."

5.5. Regional Assets

The Economic Report identified four major regional assets: (1) Regional Health, (2) South Dakota School of Mines and Technology, (3) Ellsworth Air Force Base, and (4) Sanford Underground Research Laboratory. A thorough analysis of regional data showed six industry cluster groups with significant amounts of new growth over the 2006 – 2011 period. In light of recent growth and existing regional strengths, these six industries will experience significant additional growth in the future. These industries include[10]:

1. **Energy and Extractive.**

   The Energy and Extractive Sector (fossil and renewable sources) include oil, gas, and mining operations and support electrical power generation and support, related manufacturing and wholesale industries, and any specialized support services. The report indicates, "The Black Hills occupies the middle of the "doughnut" comprising rich mineral, oil, and gas reserves and clean energy resources. Targeting opportunities based on core area capabilities is crucial for avoiding a "*doughnut* effect." From 2006 to 2011, energy extractive industries in

[10] Source: Accelerating Economic Growth in the Black Hills, www.blachillsmeansbusiness.com

the region grew by 609 jobs, with earnings at $57,291, notably in natural gas, coal, and metal mining industries."

2. Healthcare and Life Sciences.

The Healthcare and Life Sciences Sector includes primary healthcare products and services, research and development in life sciences, bio-tech and pharmaceuticals, medical device and supplies manufacturing, and any specialized support services. The Economic Report indicates, "From 2006 to 2011, healthcare services in the Black Hills added almost 1,400 jobs (14.5 percent growth) with $51,059 earnings per worker; notably Physician Offices, Hospitals and Care Services. While the Black Hills has a sizeable medical sector relative to its population, the scale of development in R&D, labs, and manufacturing is limited."

3. Business Services.

The Business Services Sector consists of a broad category of supporting industries: corporate headquarters and regional subsidiary offices; IT, transportation, staffing services; engineering services; research and development; administration and all other general business support services. The Economic Report indicates, "Business services added 1,200 jobs (24 percent growth) from 2006 to 2011 with $45,999 average earnings. Notable growth industries were Corporate Offices, Technical Services, and Management Consulting. Business services are increasingly outsourced, delivered online or remotely. Technologies give firms choice to locate in areas for lifestyle amenity rather than economic factors. Leverage major regional industries for growing the business support."

4. Finance and Insurance.

The Finance and Insurance Sector includes all banking and banking support services, insurance carriers and brokerages, all investment-related activities, all fund management-related activities, and any specialized support services. The Economic Report indicates, "From 2006 to 2011 finance industries in added 1,010 new jobs (14 percent growth) in the Black Hills with average earnings of $36,125. While most of this job growth was in lower paying Funds Management, Portfolio Management, and Investment Advice, there was some significant growth in higher paying industries such as Direct Insurance. Cities should target insurance companies to locate administrative facilities in the Black Hills."

5. Manufacturing—Food and Beverage Processing Technology.

The Manufacturing—Food Processing Sector includes non-alcoholic beverage manufacturing, wineries, breweries, food product manufacturing and/or packaging, testing, ingredients, wholesaling, and any specialized support services. The Economic Report indicates the following current and future growth in the Black Hills area:

- Manufacturing – Food and Beverage was the fifth top sector for growing higher paying jobs: 136 new jobs with $53,000 per year average earnings per worker, or a total $7.1 million in new earnings impact on the regional economy.
- Food manufacture has a high jobs multiplier. One new job can spur 3.5 additional jobs in other sectors.
- High-earning food processing industries showing growth in the Black Hills include the following sectors:
    - Tortilla manufacturing; added 23 jobs for $1.1 M impact

- Breweries; added 18 jobs with $3.6 M impact
- Beer and Ale Merchant Wholesalers; added 16 jobs for $0.9 M impact
- Wineries; added 30 jobs with $0.9 M impact
- Wine and Distilled Alcoholic Beverage Merchant Wholesalers; added 5 jobs for $0.2 M impact
- Animal (e.g., poultry) Slaughtering; added 49 jobs for $1.7 M impact
- Meat Processed from Carcasses; added 21 jobs for $0.8 M impact

- Other sectors with strength in the Black Hills include Soft Drink Manufacturing, Livestock Merchant Wholesalers, Farm Supplies Merchant Wholesalers, and Soil Preparation, Planting, and Cultivating.

6. Metalwork – Engineering.

The Metal-based Machining and Manufacturing Sector includes motor vehicle parts, ammunition, firearms machinery, equipment, and all other precision metalwork manufacturing; and precision parts and specialized support services. The Economic Report indicates, "From 2006 to 2011 metal manufacturing grew by 169 jobs (30 percent) with $46,284 average earnings per worker in Transportation Equipment Manufacturing, Repair and Maintenance, and Fabricated Metal Product manufacturing. Potential opportunities to diversify into medical equipment and supplies manufacturing and potentially other small precision products as well as precision manufacturing for extractive industries and military."

5.6. Box Elder Sales and Use Tax Summary

In 2012, the South Dakota Department of Revenue reported $1,044,796.17 in sales and use taxes for the City of Box Elder. Table 5.2 is a summary of the last 12 years of sales and use tax revenue for the City. The two largest increases in taxes for the City of Box Elder occurred in 2007 ($167,445.00) and in 2011 ($201,344.00). Box Elder has had two declines in tax revenue, 2001 and 2009. The closing of Exit 66 on October 1, 2003 has been discussed many times throughout the planning phases of the Comprehensive Plan. Many citizens believe the removal of this exit has decreased sales tax revenue and interrupted traffic patterns.

Table 5-2. Sales Tax Receipts.[11]

YEAR	SALES AND USE TAX RECEIPTS
2001	$458,246.90
2002	$434,590.45
2003	$461,266.68
2004	$493,566.83
2005	$548,653.26
2006	$574,535.00
2007	$741,980.70
2008	$844,415.59

[11] Source: South Dakota Department of Revenue

2009	$823,267.15
2010	$827,724.15
2011	$1,047,224.03
2012	$1,107,101.23
2013	$1,333,442.33

Table 5.3 compares Sturgis and Madison (two cities of smaller populations), and Brandon and Spearfish (two cities of larger populations) relative to Box Elder. The table shows the City of Box Elder ranking lowest in all categories with the exception of "Services" and "Other." Madison and Brandon, South Dakota, are on the eastern side of the state. Both communities are close to Sioux Falls, with Brandon being 7 to 8 miles from Sioux Falls and considered a bedroom community. Madison is approximately 45 miles northwest of Sioux Falls.

Brandon's distance to Sioux Falls would be comparable to the distance of Box Elder to Rapid City. Brandon has been able to develop a full range of general commercial businesses including many restaurants, lodging and travel, finance and insurance, health care, home and garden, and sports and recreation oriented businesses. Brandon does have some larger employers but nothing comparative to Ellsworth Air Force Base.

Table 5.3. Municipal Sales Tax Comparisons between Communities.

Municipal Sales Tax, July 2010 to June 2011

City	Sturgis	Madison[1]	Box Elder	Brandon	Spearfish[1]
Population (2011 approx.)	6,631	6,497	7,800	8,899	10,496
Division					
Agriculture, Forestry, and Fishing	$80,130.57	$30,258.26	$2,775.06	$17,755.21	$53,446.16
Construction	$33,686.71	$52,598.46	$11,010.17	$59,454.14	$138,935.59
Manufacturing	$52,554.74	$114,713.66	$43,188.36	$145,918.54	$91,648.78
Transportation, Communication, Electricity, Gas, and Sanitation Services	$329,666.52	$363,469.87	$194,040.07	$344,535.00	$601,881.07
Wholesale Trade	$88,760.73	$176,294.54	$34,361.77	$120,789.64	$203,945.35
Retail Trade	$1,659,525.30	$1,294,123.94	$447,529.72	$921,622.24	$3,960,468.01
Finance, Insurance, and Real Estate	$36,391.7	$29,793.12	$13,992.43	$51,408.09	$135,542.44
Services	$398,439.26	$303,796.90	$290,100.26	$270,729.11	$943,743.28
Other	$25.70	$21.60	$2,175.60	$37.02	$1,909.04
TOTAL	$2,679,181.23	$2,365,070.35	$1,039,173.44	$1,932,248.99	$6,131,519.72

Source: South Dakota Department of Revenue

Note: Brandon and Spearfish are communities with colleges.

5.7. Issues and Needs

Economic Development is a topic that was frequently discussed with the Planning Commission during the planning phases. The discussions included the critical need to improve and increase Box Elder's sales and use tax base. In past years, the City revenue has not been able to cover the budget's appropriations. For example, 2013's budget indicates total appropriations were $2,804,706.96 and general fund revenue was $2,335,311.81, resulting in a deficit of $469,395.15.

Revenues from the proprietary sewer fund paid for this deficit[12]. The financial situation described above is an example of why economic development resulting in increased sales and use tax revenue is critical for Box Elder.

There are currently several businesses, venues, and other community assets that reflect the City's vision statement and that can be further utilized. Five opportunities for economic development were determined during the Planning Commission planning sessions: (1) the Air and Space Museum, (2) responding to Ellsworth Air Force Base needs and personnel, (3) Exit 61 and the Regional Soccer Complex, (4) developing recreational destinations, and (5) Douglas School. Once these are under development, the critical component will be to encourage local support of the businesses.

To implement the opportunities listed above, there needs to be a coordinated effort between the City of Box Elder, the Chamber of Commerce, and Economic Development to create marketing opportunities, incentives, and development opportunities that encourage new businesses and support and expand existing businesses. Future development concepts and plans should be developed to demonstrate how locating businesses and commercial traffic together can begin to develop activity centers. These activity centers should then enter the overall planning efforts by the City through the Future Street Plan, Utility Plan, and Future Land Use Plan.

5.8. Economic Development Goals and Policies

While many individuals have their opinions about what type of businesses they would like to see in the City, one common idea that continues to surface in economic discussions is increasing sales and use tax. Box Elder's economic future lies in promoting and capitalizing on its military and Black Hills heritage, its proximity to Ellsworth and I-90, its available land for development, and its potential for recreational destination development. The following goals and policies are derived from the planning sessions with the Planning Commission and meetings with Economic Development.

GOAL ED1

Foster a strong and diverse economy that provides a full range of employment and economic choices for individuals and families in all parts of the City.

GUIDING PRINCIPLES

Principle	Description
ED1-1	Develop economic development initiatives such as: 1. Build growth industries where Box Elder has a competitive advantage 2. Promote entrepreneurship to ensure an innovative economy 3. Connect academia to business and potential business 4. Develop mixed-use space 5. Improve transportation and access
ED1-2	Encourage joint planning between the City of Box Elder, the Chamber of Commerce, and Economic Development.
ED1-3	Strategically plan and prioritize infrastructure projects to encourage investment.

[12] Source: City of Box Elder Ordinance 254

ED1-4 Capitalize on existing opportunities such as Ellsworth Air Force Base, the Air and Space Museum, tracts of undeveloped land, and Douglas High School.

ED1-5 Pursue public and private partnerships that have complementary objectives and resources.

ED1-6 Work with Economic Development to develop a detailed market study to identify the Box Elder trade area and the specific small- and large-scale businesses that could complement the previously listed opportunities and the City of Box Elder.

ED1-7 Work with Economic Development in coordination with Land Use Planning to determine the "best" method of commercial development throughout the City, either concentrating the development in one location or in multiple locations. Commercial development should be connected by multi-modal transportation methods.

ED1-8 Implement tax incentives such as short-term reductions to new large-scale employers, and continue the use of tax increment financing (TIF) and creating TIF districts to facilitate infrastructure investments to assist redevelopment and development of public benefits.

ED1-9 Expand the information available on the City of Box Elder's website to include economic development programs, incentives, and City data, including utilities and transportation.

ED1-10 Encourage and support equal access to employment through the City for all people regardless of race, color, creed, religion, gender, disability, familial status, national origin, affection preferences, marital status, or receipt of public assistance.



CHAPTER 6
Transportation

6. TRANSPORTATION

Transportation systems move people and goods through and around a community. The Federal Highway Administration in the publication *The Transportation Planning Process: Key Issues* states:

> *"…not only does the transportation system provide for the mobility of people and goods, it also influences patterns of growth and economic activity by providing access to land. The performance of the system affects public policy concerns like air quality, environmental resource consumption, social equity, land use, urban growth, economic development, safety, and security. Transportation planning recognizes the critical links between transportation and other societal goals. The planning process is more than merely listing highway and transit capital projects. It requires developing strategies for operating, managing, maintaining, and financing the area's transportation system in such a way as to advance the area's long-term goals."*

The existing transportation system in Box Elder comprises state, county, city, and residential roads and streets. The City of Box Elder does have limited pedestrian and bicycle accommodations in the form of sidewalks, multipurpose trails, bike lanes, and/or pedestrian trails. At this time, the City of Box Elder is in a position to enhance and expand its current transportation system in terms of greater multi-modal use, city connection, and safety.

As indicated in the quote above, transportation influences patterns of growth and economic activity by providing access. Land use and density determine the type of roadway and the utility requirements. As such, it is important that the Future Land Use Plan, Facilities System Plan, and the Transportation Master Plan be developed together.

6.1. Strategic Transportation Plan

The strategic transportation plan is charged with solving three major planning tasks:

1. Complete a list of transportation issues and needs facing the Box Elder Area.
2. Develop feasible solutions to address those issues and needs that meet current design standards and/or traffic level-of-service expectations under both the current and predicted future traffic conditions.
3. Create final products for use by the City of Box Elder, Meade County, Pennington County, and the Rapid City Metropolitan Area Planning Organization (RCMPO) that will provide guidance to implement recommended improvements and react to future development plans within the area.

Strategic Transportation Plan Outcomes

- Provide roadway network connectivity
- Identify and prioritize capital improvements
- Provide the City with appropriate material to pursue federal/state funding
- Ensure developers mitigate impacts with appropriate improvements

- Preserve adequate right-of-way for future transportation system

Transportation Planning Goals

The following goals were developed through the Box Elder Strategic Transportation Plan:

1. Address how the transportation system can enhance livability within the Box Elder community, particularly emphasizing multi-modal connectivity between neighborhoods, schools, and business districts.
2. Provide a major street plan, not just a road map, that frames the existing system and identifies future improvements.
3. Coordinate transportation planning efforts across multiple jurisdictions, including the City of Box Elder, Pennington and Meade Counties, Rapid City, and the South Dakota Department of Transportation (SDDOT).
4. Develop transportation engineering standards for use by new development in the City of Box Elder.
5. Identify priorities among future transportation improvement projects.
6. Support Ellsworth Air Force Base's Mission.
7. Identify logical truck routes.

Transportation Issues and Top Priorities

1. Highway 1416
    a. Elevated crash occurrence and traffic congestion along Highway 1416
2. Standards and typical sections
3. Interstate access
    a. Regional analysis to understand the role of Exit 63 and Highway 1416
4. Roadway network connectivity
    a. Linkages between neighborhoods
    b. Future extensions of Cheyenne Boulevard and DeGeest Drive to address regional needs
5. Multi-modal
    a. More local and regional bicycle connections, as well as transit service
6. Safety
    a. Reduce accidents
    b. Improve pedestrian connectivity at schools
7. Ellsworth Air Force Base access
    a. Traffic congestion along North Ellsworth Road entering Ellsworth
    b. Low use of Exit 67 for Ellsworth access

6.2. Goals and Policies

GOAL

Provide for and protect the public's interest and investment in the public right-of-way and transportation system by encouraging development of a balanced, affordable, and efficient transportation system consistent with projected growth in areas targeted for expansion and development by:

- **Providing adequate accessibility to all planned land uses**
- **Providing for the safe and efficient movement of people and goods while preserving and enhancing neighborhoods' livability**
- **Minimizing the impact of commercial and industrial traffic within neighborhoods by maximizing the use of traffic-ways lying outside of established residential zones**
- **Guiding development and use of the City street system to control air pollution, traffic, and livability problems**
- **Maintaining the infrastructure in good condition**
- **Connecting with regionally established transit systems to serve Box Elder residents**

GUIDING PRINCIPLES

Principle	Description
T1-1	**Intergovernmental Coordination**. Coordinate long-range transportation planning activities by participating in discussion and planning with the Rapid City Area Metropolitan Planning Organization, the City of Rapid City, Ellsworth Air Force Base, Rapid City Regional Airport, Meade and Pennington Counties, and the South Dakota Department of Transportation. Coordinate transportation facilities and improvements with development activities, both public and private, and with regional transportation and land use plans in order to achieve maximum benefit with the limited available funds. Maintain and update, as necessary, the transportation element of the Comprehensive Plan to be consistent with expansion and development.
T1-2	**Regional and City Traffic Patterns.** Inter-regional traffic should use the regional transit and traffic-ways. Major city streets, commercial and industrial collectors, and neighborhood collectors should not be designated or managed to serve as alternative routes for regional traffic. Collectors should serve as the distributor of local traffic to and from major city streets. Local-service traffic streets should not carry excess traffic from collector streets or experience high traffic volumes or speed.
T1-3	**Ellsworth Air Force Base.** The City of Box Elder shall coordinate with Ellsworth to plan efficient circulation (arrival and departure) and for goods deliveries. The City's transportation system shall work to support Ellsworth's current mission.
T1-4	**Complete Streets**. Promote complete street design that includes features such as traffic calming elements, street trees, wide sidewalks, and pedestrian, bicycle, and transit access throughout Box Elder, considering the safety needs of people of all ages and abilities.

T1-5 **Street Sections.** Develop consistent street sections that promote safe and efficient access and traffic movement through the planned land uses. The street sections should take into account multi-modal transportation methods, including automobiles, bicycles (recreational and commuter), and pedestrians.

T1-6 **Barrier-free Design.** Transportation facilities shall be accessible to all people. All improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way shall comply with the Americans with Disabilities Act of 1990.

T1-7 Plan and provide for a pedestrian network in order to increase the multi-modal share of pedestrian travel by 1 percent per year over the next 20 years.

T1-8 **Parking Management.** To achieve environmental and transportation objectives, the parking supply shall be managed to take into account both transportation capacity and parking demand. Through the land use process, these measures should include mandatory development of new spaces and the redevelopment of existing parking spaces. All new development should include off-street parking sufficient for expected patronage.

T1-9 **On-street Parking Management**. Manage the supply, operations, and demand for parking in the public rights-of-way to encourage economic vitality, traffic safety, efficient snow removal, and livability of residential neighborhoods. Parking in the right-of-way in general, should serve land uses in the immediate area. Maintain existing on-street parking in neighborhoods where off-street parking is inadequate. The City should protect parking first for residents and second for customers and visitors.

T1-10 **Off-street Parking**. Off-street parking will be the primary parking supply. The zoning code shall require private development of adequate, but not excessive, off-street parking for all land uses.

T1-11 **Institutional Parking**. Encourage institutions to regulate parking facilities to first provide short-term parking for users, and secondly, to use demand management to minimize the amount of employee parking required. In approving land use changes for institutions, parking impacts on surrounding residential areas shall be mitigated.

T1-12 **Clean Air and Energy Efficiency**. Encourage the use of all modes of travel that contribute to clean air and energy efficiency.

T1-13 **Right-of-Way Opportunities**. Preserve existing and abandoned rail rights-of-way and examine their potential for future rail freight, passenger service, or recreational trail uses. Acquire or control, when the-opportunity arises, through sale, donation, or land-use action, parcels of land that may be needed in the future for any transportation purpose.

T1-14 **Access Management.** The City will work with the South Dakota Department of Transportation on a case-by-case basis as they develop access management agreements for state highways within the City. Local street connections to arterials from new subdivisions should be designed with adequate spacing to provide local access to the arterial, while at the same time minimizing conflicts with through traffic.

6.3. Master Street Plan

The master street plan is a map of the City's long-range vision for its major street network. This includes existing and future vehicle, bicycle, and pedestrian connections through the city and its grown management areas. The future land use plan has been developed in connection with this plan. See Appendix 4A for the future street Plan and Appendix 4B for the non-motorized plan.

ROAD FUNCTION CLASSIFICATIONS

Arterial

Arterial roadways are mobility roads that carry longer-distance trips for regional, inter-community and major commuting purposes. Arterials have a limited number of at-grade intersections and only provided direct property access when lower classification street access does not exist. Arterials can carry significant traffic volumes at higher speeds for longer distances and are seldom spaced at closer than one-mile intervals. For the purposes of simplicity, no further delineation of Principal Arterial or Minor Arterial categories are provided.

Collector

Collector roadways are roads that serve a combination of mobility and access functions. They typically distribute traffic between arterial roads and local streets. Collectors provide for moderate trip lengths and travel speeds. Access is provided via moderately spaced at-grade signalized and stop controlled intersections.

Local

The primary function of local roadways is to provide access to adjacent land uses. Local streets generally are internal to or serve and access function for a single neighborhood or development. Local roads are limited in length and continuity, and traffic using them should have a close-by origin or destination.

Interstate

Interstate freeways provide for lengthy regional and inter-regional trips at high travel speeds. Freeways are completely access controlled, with no at-grade intersections. Grade separated interchanges accommodate access from Arterial roadways, and are typically separated by a minimum of 1 mile.



CHAPTER 7
Public and Cultural Resources

7. PUBLIC AND CULTURAL SERVICES AND FACILITIES

Public and cultural services and facilities include the lands, buildings, and services that serve the citizens of Box Elder. Public facilities convey many of the necessary components to modern day life: electricity, transportation, wastewater treatment, drainage, and potable water—these help define and shape our City. Public services also provide for safe, healthful, and recreational opportunities for the City's residents. The City of Box Elder consists of five departments: (1) Mayor's Office, (2) Planning and Zoning, (3) Police Department, (4) Finance, and (5) Public Works. Approximately 32 employees provide service to the residents of Box Elder and to other departments.

7.1. Service Responsibilities

Within its boundaries of incorporation, the City of Box Elder will provide, where feasible and as sufficient funds are available from public or private sources, the following facilities and services at levels appropriate for all land use types:

- Streets and other public ways
- Sanitary and stormwater sewers
- Police protection
- Parks and recreation
- Water supply
- Planning, zoning, building, and subdivision control
- Ancillary services (fire and ambulance)

The City of Box Elder should encourage the planning efforts of those agencies that provide, or are involved in, the following services:

- Public schools
- Public health services
- Waste disposal
- Energy and communication services
- Transportation
- National defense

Outside the boundaries of incorporation, the City of Box Elder shall:

1. Acknowledge the City's role as a provider of urban services within the City's established municipal boundary and plan for the eventual delivery of urban services according to phased program improvements meeting the service needs of individual areas.
2. Coordinate closely with other jurisdictions (Pennington and Meade Counties) that provide services within the established platting jurisdiction to ensure continuing delivery of effective and efficient urban services.
3. Consider requests for delivery of services outside the municipal boundary wherever the following conditions exist:

a. Residents or property owners within an area to be served desire delivery of services by the City of Box Elder.

b. The City can meet the new demands without diminishing its ability to serve City residents and businesses.

c. The City can supply the needed services most effectively and efficiently.

4. Deliver services within the platting jurisdiction by means of annexation or on an interim basis through alternative approaches that are demonstrated to be in the best long-term interest of both the City and future service areas.

The City shall initiate and maintain a public education program within the platting jurisdiction to inform residents and property owners of the need, benefits, and costs to deliver services within those areas. The City will coordinate this public education program with similar efforts by service providers and community organizations operating in the Box Elder area. Currently, the City is operating the "Box Elder Cares" program to inform and educate residents and land owners.

The City shall provide for a process of public participation in the implementation of this policy, assuring that property owners, residents, and existing community organizations in areas affected by proposed changes in service delivery have direct input. Currently, the City has initiated the "Coffee Break" program where the City's residents can ask questions and gain information from the City's department heads.

Orderly Land Development

Urban development should occur only where urban public facilities and services exist or can be reasonably made available.

Orderly Service Extension

The improvement and expansion of one urban facility or service should not stimulate development that significantly precludes the City's, or other appropriate jurisdiction's, ability to provide all other necessary urban facilities and services at uniform levels.

Capital Efficiency

Maximum use of existing public facilities and services should be supported through encouraging new development to occur at the maximum densities allowed by the Comprehensive Plan and through the development of vacant land within presently developed areas.

Cost Equitability

To the maximum extent possible, the costs of improvement, extension, and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension, and construction necessary. A procedure is to be established that defines responsibility for improvements of individual projects.

Facilities System Plan

Develop and maintain a coordinated Facilities System Plan that provides a framework for the provision of urban public facilities and services within the platting jurisdiction. This plan will be consistent with the designated land uses and density of the applicable plan. A 20-year time schedule should, if practical, be established as part of the Facilities System Plan to address vacant,

buildable land, and the cost to increase facilities to meet population growth. This schedule will become the basis for the Capital Improvement Program and for future upzoning[13].

Capital Improvement Program

The Capital Improvement Program will be the annual planning process for major improvements to existing public facilities and the construction of new facilities. Planning will be in accordance with the framework provided by the Facilities System Plan. Improvements in the Capital Improvement Program will encourage land use patterns that are consistent with the existing land encumbrances (e.g., soils, zoning, utilities, etc.).

Development Impact Analysis

Continue to use a developer's impact analysis review procedure. This impact analysis should indicate the degree to which the development will influence current water and sewer utilities. This impact analysis should be integrated into the Facilities System Plan planning process.

7.2. Existing Conditions

In 2012, Box Elder Public Works managed water and wastewater service connections serving an overall population, including Ellsworth housing, of 8,700. The following is a description of these facilities.

City of Box Elder Water System

The following water system summary is taken from the "Facilities Plan Amendment for the Water Supply and Storage System, City of Box Elder," prepared by FourFront Design, Inc. in September, 2007. Tables 7-1 and 7-2 summarize the existing city water reservoir storage and well capacity. Table 7-3 shows the City of Box Elder's daily water usage (for a past, current, and future year). Table 7-4 calculates the storage required based on the existing storage ability, well capacity, and daily water usage. According to FourFront Design (2007), "Based on the projected usage during the next 20 years, the City will need to construct an additional four wells, with all wells pumping at over 16 hours per day, to supplement their existing and proposed supply, for a total production capability of 3400 GPM. These four future wells will need a capacity of at least 1600 GPM. As further development occurs, the exact location of the four future wells will be determined. In lieu of constructing the four additional wells, a combination of additional storage combined with several of the future wells has the potential of meeting the City's needs. A computer hydraulic analysis of the entire water system should be completed prior to designing the required improvements. This analysis would provide additional information on sizing and looping future water mains as well as simulate the actual usage from the system by operating the pumps and reservoirs to determine the most efficient scenario."

Table 7-1. Existing Reservoir Storage.

Reservoir	Gallonage (million gallon)	Construction	Ground or Elevated	Year Const.	Approximate Location
School Reservoir	0.25 MG	Welded Steel	Elevated	1999	Douglas School
Big Blue	0.64 MG	Steel	Ground	N/A	1.25 miles South of Line Road
Cheyenne Pass	1.00 MG	Steel	Ground	N/A	0.4 miles south of Cheyenne Blvd.

[13] Upzoning is the process in which a property is zoned from a lower to a higher use. For example, rezoning a single-family residential zoned parcel to multi-family or commercial.

Wall Tower	0.10 MG	Steel	Elevated	N/A	
Ghere Reservoir	1.50 MG	Steel	Ground	2013	150th Street
Total Storage	**3.49 MG**				

Table 7-2. Existing Well Capacity.

Well No.	Pump Capacity (gallons per minute)	Well Formation	Location
Well No. 1	62	Lakota	Duster's Corner
Well No. 3	135	Lakota	Intersection of Patriot Drive and Tower Road
Well No. 4	275	Madison	0.25 miles south of Line Road on S. Ellsworth Road
Well No. 5	Proposed under Northern Lights TIF		Northern Lights, Cheyenne Boulevard
Well No. 6	400	Madison	West Sunnydale Road
Well No. 7	400	Madison	North 150th Street (1.0 mile north of 224th Place)
Well No. 8	60	Lakota	Box Road
Well No. 9	65	Lakota	Hub Road
Total Capacity	**1397**		

TABLE 7-3. City of Box Elder's Average Daily Use.

Year	Population	Total Ave. Water Use Gal/Day	Peak Day Water Use Gal./Day
2007	4,025	366,200	732,400
2013	8,700	791,700	1,583,400
20-year projection	11,520	1,048,200	2,096,400

TABLE 7-4. Reservoir Summary.

		Fire Protection		Total	Required	Available
	Peak Daily Usage (Gal.)	Minutes	GPM	Fire (Gal.)	Storage (Gal)	Storage (Gal)
Total Required Storage	3,504,400	120	1,000	120,000	3,624,400	
North System Storage Required	1,154,600	120	1,000	120,000	1,274,600	
Existing School House Reservoir						250,000
Ghere Reservoir						1,500,000
Storage Required: Excess (or Deficiency)						**475,400**
South System Storage Required	2,349,800	120	1,000	120,000	2,469,800	
Big Blue						640,000
Cheyenne Pass Reservoir						1,000,000
Storage Required: Excess (or Deficiency)						**(829,800)**
Addition of TIF Reservoir in Northern Lights (1.0 Million Gallon Storage)						290,200
South Box Elder System						
Wall Tower						100,000

NOTE: Derived from Table 3, Facilities Plan Amendment for the Water Supply and Storage System, City of Box Elder (FourFront Design, Inc., 2007)..

Additional Water System Components

- Booster Pumps
    - Pump 1, located at STA 0+00 Ellsworth Road
    - Pump 2, located at Valley Heights
    - Pump 3, located at Antelope Ridge (Note: this booster pump is specific to this neighborhood and does not serve the entire city)
- Pressure Reducing Valves (PRV)
    - There are four PRVs in various locations in Box Elder
- Delivered Water Pressure
    - Minimum: 20 psi
    - Maximum: 100 psi
- Existing Impact Fee
    - $550.00 impact fee for residential and commercial water hookup

Existing Water System Issues

- FourFront's Facilities Plan Amendment indicates that the current potable water system has a supply and storage deficiency. The 2007 plan indicates that the City of Box Elder must have approximately 3,624,400 million gallons of storage for the 20-year project plan. See Table 7.4 for a breakdown of reservoir storage.
- The City of Box Elder has begun utilizing a developer impact analysis worksheet. The goal of the worksheet is to indicate the proposed development's impact on the existing water and sanitary sewer system.
- The City of Box Elder does have an additional connection to the City of Rapid City's potable water system. This connection is for redundancy and is estimated at 2,000 gpm.
- The Lakota aquifer wells have high iron; one of the Lakota aquifer wells has a sand filter to remove the iron. According to the City of Box Elder, the Lakota aquifers are considered unstable and have been known to pump air.

City of Box Elder Sanitary Sewer System

The City of Box Elder is currently using a four-cell lagoon system that is mainly gravity flow, with the exception of one lift station, located in the Westwind subdivision. This system surpassed its design capacity in 1985, according to discussions with City officials. In June of 2014, the City of Box Elder was connected to a modern sewage treatment facility. This facility will be owned and operated by the State of South Dakota. The City will be responsible for paying the State of South Dakota a fixed capital cost and a variable operation and maintenance cost based on gallonage. Initial estimates indicate a yearly cost of $1 million. In addition, if the City continues to grow, and the growth

exceeds the treatment plant's capacity, the City will be responsible for the treatment plant's capacity expansion costs.

Sections of the current sanitary sewer system are in need of repair. The piping system experiences infiltration and infill (I&I). Infiltration is groundwater seeping into the sanitary sewer pipes and infill is surface water entering the sanitary sewer system.

Public Safety

The City of Box Elder provides police response. The fire department is a volunteer department and is made up of firefighters and first responders. The volunteer fire department and first responder service is funded through property taxes via a fire district. On March 1, 2003, the Rapid City Fire Department began providing ambulance service to the citizens of Pennington County as the primary EMS provider.

Public Buildings and Facilities

Municipal functions are centered in the Box Elder City Hall. The City built a new City Hall, with construction completed in fall of 2011. City Hall houses all municipal administration offices, a community room, and police headquarters. The second floor is currently unfinished and is earmarked for future city office expansion.

Recreation and Open Space

The City of Box Elder has approximately 47 acres of public park land; at the time of this Comprehensive Plan writing, another portion of park land was being platted. These areas are noted as City Parks but the City does not have a zoning category for "public land." Most park areas are zoned the same as the surrounding land uses. For example, Denali Park in Northern Lights is zoned Residential. The Parks Department had a 2013 budget of $368,000 and falls under the Public Works Department.

Table 7-5. Box Elder Parks.

Park	Acreage	Location
BMX Track	7.02	103 Howe Dr.
Greenway Lot	1.13	724 Sonic Way / 603 Vector Ct.
Veterans Park	3.12	601 Westwind Dr.
Douglas School Arboretum	10.75	402 Tower Rd.
Patriot Park	N/A	460 Villa Dr.
Vucurevich Park	5.88	320 Vucurevich Dr.
Community Park (Bandit Ball Park)	13.12	205 S Ellsworth Rd.
WaTchee Park	0.77	411 Morgen Rd.
Christel Corner Park	3.83	412 Daystar Rd.
Creekside Park	Plat in Progress	14826 Pheasant Pl.
Boykin Park	3.37	110 Tuscany Dr.
Denali Park	2.38	642 Northern Lights Blvd.
Total	57.25	

Key Challenges

- Providing high-quality public services to a city that is expanding through suburban development and annexation.
- Committing to reduce water use through conservation, reclamation, and drought-management programs, while identifying and addressing the effects of doing so on revenue and operating expenses.
- Reducing the volume of stormwater runoff and improving the quality of groundwater infiltration.
- Adapting to and taking advantage of new technologies in police services.
- Ensuring public safety facilities have the space and additional land to house staff and equipment in locations that serve existing and new development and minimize response times.
- Providing sufficient funding for maintaining parks and other recreation facilities as the acreage and number of facilities continue to increase.
- Strengthening partnerships between the City of Box Elder and private organizations, volunteers, and community groups to efficiently provide open space and recreation.
- Maintaining existing public infrastructure and facilities, such as streets, public buildings, parks, and water, wastewater and drainage systems, while planning for new investments to accommodate future growth and the community's desire for new programs and infrastructure.
- Partner and collaborate with other jurisdictions to address the challenges identified above.

7.3. Issues and Needs

The following community facility, park, and utility discussion points, issues, and needs were identified during the Planning Commission issues and visioning workshop:

- The Douglas School System is a federally funded school and one of the best in the state.
- Connections between neighborhoods need to be improved.
- Portions of the City do not have sidewalks.
- NeighborWorks is a community organization in Box Elder and can be utilized to assist in neighborhood revitalization.
- Good police patrol exists within the municipal boundary.
- Good accessibility for emergency vehicles exists on the north side (north of I-90) of Box Elder, while south Box Elder has limited emergency vehicle access.
- Some neighborhoods have only one point of egress and ingress, limiting emergency access.
- Nature trails are needed to connect the neighborhoods.
- The City has many parks.
- The City needs to continue to develop the park system.
- The city parks are discontinuous and should have a connection.
- A strong little league program exists in the City.

- The existing BMX track is very popular.
- An indoor riding arena exists in the City, but it is not utilized to its full potential.

7.4. Goals and Policies

GOAL CPF1

Water Service Goal and Policies: Insure that reliable and adequate water supply and delivery systems are available to provide sufficient quantities of high-quality water at adequate pressures to meet the existing and future needs of the community (primarily within City Boundaries) on an equitable, efficient, and self-sustaining basis.

GUIDING PRINCIPLES

Principle	Description
CPF1-1	**Improvements**: Develop a phasing and capital improvements plan to begin the recommended implementations listed in the "Facilities Plan Amendment for the Water Supply and Storage System," prepared by FourFront Design, Inc., September 2007.
CPF1-2	**Source**: Maintain and safeguard the aquifer and watershed that provides the primary water supply source for the community, with water quality preservation taking precedence over all other uses.
CPF1-3	**Quality**: Maintain and improve the quality of the water supply at or above federal and state water quality standards and satisfy the needs of domestic and industrial consumers.
CPF1-4	**Alternate Source**: Insure a reliable supply of water to the community through the development and maintenance of an alternative source (groundwater) for use during emergencies or periods of extremely high demand.
CPF1-5	**Maintenance**: Maintain storage and distribution facilities in order to protect water quality, insure a reliable supply, assure adequate flow for all user needs, and minimize water loss.
CPF1-6	**Storage**: As private or public funds become available, develop and maintain City storage capacity of at least three times the average daily use of City users.
CPF1-7	**Fire Protection**: Install and maintain public fire hydrants with adequate flow to serve the fire protection needs of all City residents and businesses.
CPF1-8	**Design and Community Impact**: Design water facilities to be compatible with the area in which they are located.
CPF1-9	**Outside User Benefits**: Require water users outside the City that benefit from new improvements to finance that portion of the improvement constructed for their benefit.
CPF1-10	**Equitability**: Establish water rates in an equitable manner based on the cost of providing water service.
CPF1-11	**Water Pressure**: Provide water at standard pressures (40 to 110 psi) to all users whenever possible.
CPF1-12	**Energy Conservation**: Pursue system improvements, efficiencies in operation, and maintenance of facilities to reduce and conserve energy.

CPF1-13	**Outside User Limitations**: Limit sales of water outside of City limits.
CPF1-14	**Mapping:** Develop a City-wide water service map that includes water mains (sizes and locations), pumping facilities, storage facilities, hydrants, valves, etc.

GOAL CPF2

Sanitary and Stormwater Facilities: Insure an efficient, adequate, and self-supporting wastewater collection treatment and disposal system that will meet the needs of the public and comply with federal, state, and local clean water requirements.

GUIDING PRINCIPLES

Principle	Description
CPF2-1	**System Efficiency**: Develop an Infiltration and Infill (I&I) study to determine I&I levels in the sanitary sewer system. This report should determine quantity, cost to reconstruct, and cost savings in regard to reduction in sewer treatment costs.
CPF2-2	**Maintenance**: Maintain and improve the existing sanitary and stormwater system through preventive maintenance and on-going appraisal
CPF2-3	**Improvement**: Require improvement of the existing sewer system in those areas adversely affected by overloaded sewer systems.
CPF2-4	**Sub-surface Disposal**: Discourage the development of on-site, sub-surface, waste disposal systems on lots smaller than 2 acres.
CPF2-5	**Sewer Connections**: Require all new developments within the City limits to be connected to sanitary sewers except those that can be provided with acceptable sub-surface disposal if sanitary sewer is not available.
CPF2-6	**New Construction**: In the development of new sewer systems, give priority to those un-sewered areas developed at urban densities where health hazards or demand exist.
CPF2-7	**Treatment**: Operate City treatment facilities to meet or exceed federal and state effluent standards.
CPF2-8	**Stormwater Management**: Integrate master planning for stormwater management with other jurisdictions and agencies to achieve adequate drainage and to minimize pollution and erosion problems.
CPF2-9	**Mapping:** Develop a City-wide sanitary sewer map that includes piping (sizes and locations), valves, etc.
CPF2-10	**Mapping:** Develop a City-wide storm sewer map that includes piping (sizes and locations), inlets etc.

Goal CPF 3

Parks and Recreation: Maximize the quality, safety, and usability of park lands and facilities through efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreation opportunities for the citizens of Box Elder.

GUIDING PRINCIPLES

Principle	Description

CPF3-1	**Parks Board**: Establish and maintain an effective Parks Board that interacts with Planning and Zoning, the Finance Officer, and Public Works. Identify development needs, development priorities, development and maintenance costs, financing strategies, and citizen involvement.
CPF3-2	**Maintenance**: Provide programmed preventive maintenance to all City Parks and Recreation facilities in a manner that reduces unplanned reactive maintenance and emphasizes the use of scheduled delivery.
CPF3-3	**Capital Programming**: Maintain a long-range park Capital Improvement Program that balances acquisition, development, and operations; provides a process and criteria for capital improvement project selection; and emphasizes creative and flexible financing strategies.
CPF3-4	**Improvements**: Base the priorities for improvement and development of park lands on documented needs and the following criteria: low, long-term maintenance costs; location in deficient areas; broad community support; location adjacent to schools and other public facilities; support of neighborhood stabilization and community development projects and policies; and consistency with park development plans.
CPF3-5	**New Park Land**: Increase the supply of park land, giving priority to areas where serious geographical and service level deficiencies exist, to land acquisition necessary to prevent encroachment within the Clear Zone and APZs in line with the Ellsworth Air Force Base or Rapid City Regional Airport runways, to acquisition of lands appropriate for park development that have been declared surplus by other public agencies, and to acquisition of environmentally unique areas and natural drainage-ways.
CPF3-6	**Self-sustaining Special Facilities**: Provide financially self-sustaining special facilities for specific activities, such as golf, tennis, and equestrian.
CPF3-7	**Other Special Facilities**: Develop and operate special recreational facilities that respond to identified public needs, can be programmed to insure maximum use, and can be financially self-sustaining.
CPF3-8	**Recreational Programs**: Provide recreation programs and services (competitive and non-competitive) as required to meet a balanced program that includes special needs individuals and is ADA compliant.
CPF3-9	**Public/Private Opportunities**: Support private development and operation of single-use recreation facilities that meet an identified public need and the City's recreational objectives.
CPF3-10	**Box Elder Creek**: Encourage the development of a greenway with recreational resources for all ages. Discourage property owners from building within Flood Hazard Areas. Seek funding to purchase properties in, and for relocation of residents living within, Flood Hazard Areas. Prohibit building in floodways.

Goal CPF 4

Fire Protection Policies: Encourage and support the development and maintenance of facilities that adequately respond to the needs of the City.

GUIDING PRINCIPLES

Principle	Description

CPF4-1	**Service Level**: Encourage and support uniform levels of fire protection throughout the City through a combination of both prevention and suppression methods.
CPF4-2	**New Service**: Coordinate acquisition of lands, by annexation or other means, with the District Fire Chief to insure that these new areas receive the same level of fire protection provided to the rest of the City.
CPF4-3	**Mutual Response**: Encourage and support mutual response agreements among fire districts and departments that benefit and enhance the ability to provide uniform levels of fire protection throughout the City.
CPF4-4	**Emergency Access**: Require streets to be of high structural quality, sufficient width, and maintained to a level that insures access of emergency and service equipment.
CPF4-5	**Multiple Points of Access**: Develop ordinances that indicate multiple points of ingress and egress based on the number of units for new and existing developments that use the roadways.

Goal CPF 5

Police Department: Develop and maintain facilities that allow police personnel to respond to public safety needs as quickly and efficiently as possible.

GUIDING PRINCIPLES

Principle	Description
CPF5-1	**Service Level**: Meet a 3- to 5-minute average response time for calls for the protection of life and property, and a 10- to 15-minute average response time for calls for service. As new areas are annexed into the City, evaluate the level of police protection and take action, as funds become available, to insure that these new areas receive the same level of police protection that is provided to the rest of the City.
CPF5-2	**New Service**: As the fringe areas of the City develop sufficiently to generate the necessary tax revenues, provide new personnel and equipment to insure the same level of service that is provided to the rest of the City.
CPF5-3	**Crime Prevention**: Reduce citizen fear and susceptibility to crime through increasing awareness of crime prevention methods and involving the entire community in crime prevention programs such as Neighborhood Watch.

Goal CPF 6

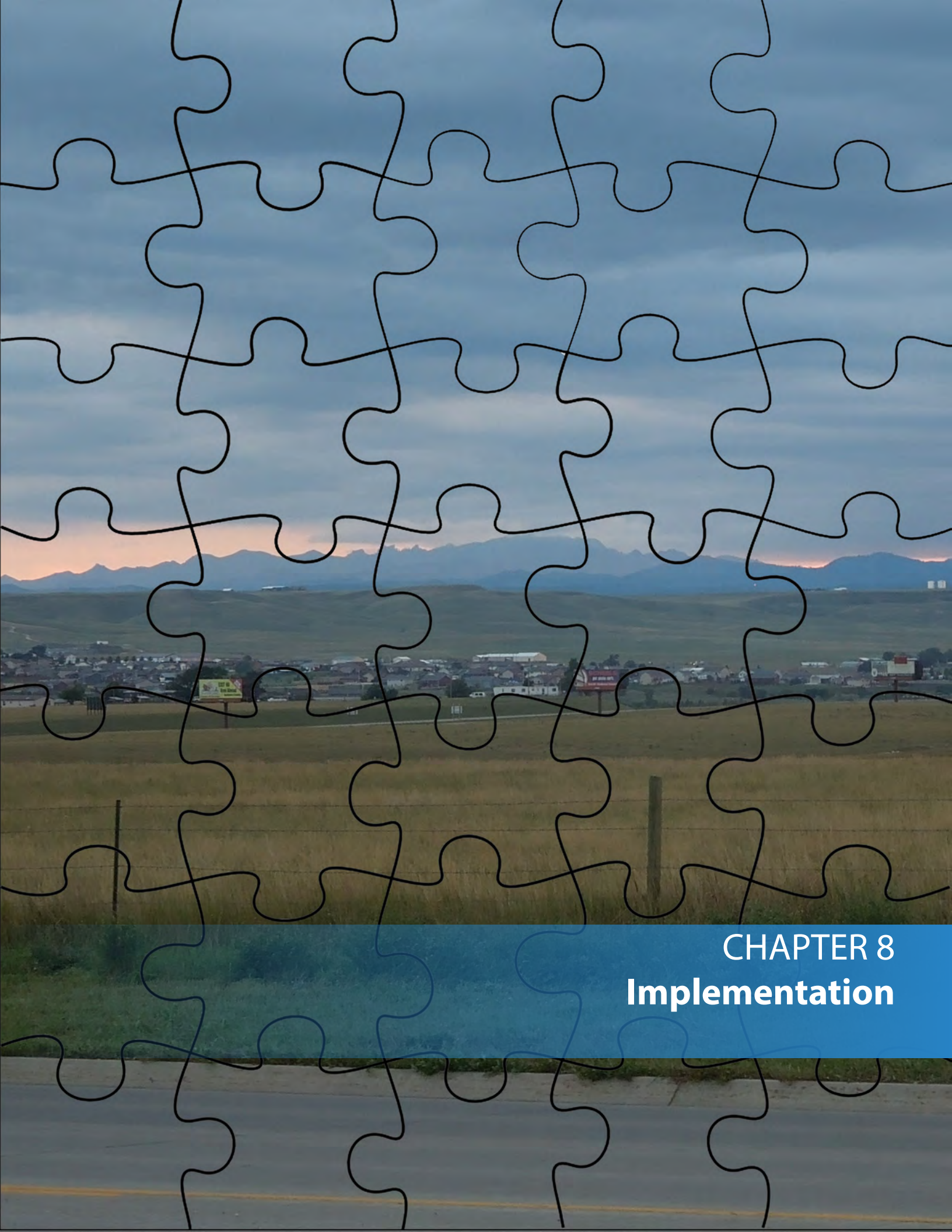
Enhance the educational opportunities of citizens by supporting the objectives of the Douglas School System.

GUIDING PRINCIPLES

Principle	Description
CPF6-1	**Maximize Investments**: Support school district facility and program investments by developing and redeveloping neighborhoods throughout the City and encourage new housing developments through appropriate zoning in areas easily accessible to school facilities.

CPF6-2 **Safety**: Provide traffic improvements, such as sidewalks and bikeways, to promote safe access routes near and leading to schools.

CPF6-3 **City-School Policy**: Develop, encourage, and maintain coordination with the Douglas School System to achieve the goals and policies of the City and the School District.



CHAPTER 8
Implementation

8. IMPLEMENTATION

This chapter is a summary of the Comprehensive Plan's goals and guiding policies. The summary categorizes the guiding principles as a basis for policy development, action, or capital investment. In addition, each category is assigned a timeframe for completion.

POLICY, ACTION, OR CAPITAL

Each guiding principle is categorized as policy, action, or capital:

Policy A Statement of Intent; it will be used to guide decision-making
Action An effort to be made by City officials and residents
Capital Projects that will require Capital outlay by the City

TIMEFRAME

In addition to defining each guiding principle as a policy, action item, or capital investment, the Comprehensive Plan assigns a timeframe for completion:

On-going The policy, action, or capital investment is continually executed.
Short-term The policy, action, or capital investment is executed within 5 years.
Medium-term The policy, action, or capital investment is executed within 6 to 10 years.
Long-term The policy, action, or capital investment is executed within 11 to 20 years.

LAND USE GOALS AND GUIDING PRINCIPLES

GOAL LU1: Support a regional planning framework

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
LU1-1	Insure continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development.	Policy	X			
LU1-2	Establish an "update and review" process that opens Box Elder's Comprehensive Plan for amendments that consider compliance with the goals, objectives, and plans adopted by federal, state, and county governments and agencies.	Policy				X
LU1-3	Inform Ellsworth Air Force Base, Rapid City Regional Airport planners, and surrounding municipal and county planning offices regarding planning and zoning actions that have the potential to affect existing ordinances and/or resolutions.	Action	X			
LU1-4	Provide timely notification to Ellsworth Air Force Base and Rapid City Regional Airport planners regarding new development plans within noise zones, APZs, and airport influence areas.	Action	X			
LU1-5	Cooperate with Pennington and Meade Counties in reviewing proposed subdivisions outside of the city limits, but within the 3-mile territorial limit established under South Dakota statutes, in order to provide the opportunity for the City to make recommendations regarding layout, traffic, circulation, and compliance with the City's Comprehensive Plan.	Policy	X			

LU1-6	Prepare Future Land Use Plans, Future Street Plans, and Master Utility Plans in conjunction with one another to ensure adequate land, transportation, and utilities serve future development needs under the proposed zoning or land use. These plans should be linked to surrounding jurisdictions.	Action / Capital				X
LU1-7	Require As-Built drawings for new and renovation projects that involve the design and construction of infrastructure be submitted to the City of Box Elder for inclusion into an overall City of Box Elder Mapping System.	Policy	X			
LU1-8	Encourage teamwork between elected officials and City staff. Teamwork is critical between City staff and the elected officials. Relationships must be built between the Mayor's Office, Planning Commission, City Council, and City staff. Goals and policies must maximize the staff's abilities, draw on their experience, and encourage their development. Trust must be developed between the elected and appointed committees and the City staff so that the policies, ordinances, and general business of the City is carried out completely and correctly.	Action	X			

GOAL LU2: Promote sound urban design planning methods for land use planning and development patterns.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
LU2-1	Align land use and transportation planning and decision-making to achieve a compact and connected City.	Policy				X
LU2-2	Develop land development regulations and standards that are clear and predictable, and support the intent and goals of the Box Elder Comprehensive Plan.	Action				X
LU2-3	Direct employment growth to activity areas and corridors.	Action			X	
LU2-4	Coordinate with Douglas School District in the placement of future school lands.	Action		X		
LU2-5	Educate the public on the long-term need for commitment to a community fully served by a range of transportation options and the benefits of each one.	Action	X			
LU2-6	Locate industry, warehousing, logistics, manufacturing, and other freight-intensive uses in proximity to adequate transportation and utility infrastructure.	Action			X	
LU2-7	Promote complete street design that includes features such as traffic calming elements, street trees, wide sidewalks, and pedestrian, bicycle, and transit access throughout Box Elder that considers the safety needs of people of all ages and abilities. Infill and redevelopment opportunities should place residential, work, and retail land uses in proximity to each other to maximize walking, bicycling, and transit opportunities.	Policy	X			

LU2-8	Develop an overall design structure for the City that includes commercial, residential, industrial, and gathering spaces.	Action				X
LU2-9	Develop accessible community gathering places such as plazas, parks, farmers' markets, sidewalks, and streets throughout Box Elder, especially in neighborhood cores. These should be places for individuals to interact and places for people of all ages to visit and relax.	Policy	X			
LU2-10	Incorporate public art into Box Elder's community fabric in streetscapes along roadways and in such places as parks, plazas, and other public gathering spaces.	Policy	X			
LU2-11	Enhance Box Elder's character and enrich the areas that lack distinctive visual character or where the character has faded.	Action				X
LU2-12	Encourage ordinances that help beautify the City and specific transportation corridors.	Action			X	
LU2-13	Promote a variety of land uses that respect the diversity of the residents, social groups, lifestyles, and life cycles.	Policy	X			
LU2-14	Promote the annexation of "doughnut holes" in the municipal boundaries.	Action				X
LU2-15	Promote the development of ordinances that indicate the number of required ingress and egress points to new and existing developments.	Action				X
LU2-16	Coordinate compatible uses and/or reserve land that may be hazardous to the community. Such land includes floodplains, unstable slopes, impacted soils, APZs, and Clear Zones.	Policy	X			

GOAL LU3: Preserve and reinforce the stability and diversity of Box Elder's neighborhoods.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
LU3-1	Create healthy and family-friendly communities through development that includes a mix of land uses and housing types; affords realistic opportunities for transit, bicycle, and pedestrian travel; and provides community gathering spaces, neighborhood gardens and family farms, parks, and safe outdoor play areas for children.	Policy	X			
LU3-2	Protect neighborhood character by directing growth to areas of change that include designated redevelopment areas, corridors, and infill sites. Recognize that different neighborhoods have different characteristics, and that infill and new development should be sensitive to the predominant character of these spaces.	Policy	X			

HOUSING GOALS AND GUIDING PRINCIPLES

GOAL H1: Existing Homes: Encourage maintenance and redevelopment of existing homes and housing areas.						
Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
H1-1	Identify and assess the infrastructure needs of older neighborhoods and provide the improvements needed to maintain their viability.	Action				X
H1-2	Work with Neighborhood Works to develop a housing needs study that includes a thorough inventory of existing housing units and that identifies concentrations of substandard, blighted, or deficient housing, along with recommendations to correct these issues.	Action				X
H1-3	Encourage the maintenance, conservation, and enhancement of existing residential areas and housing stock. If needed or requested, work to make available federal and state funds for low interest home rehabilitation loans and grants to households of low and moderate income.	Action				X
H1-4	Continue to update City ordinances and resolutions that address maintenance, nuisance, outdoor storage, and other land use and neighborhood characteristics.	Action	X			
H1-5	Encourage the City and private citizens to seek funds for housing rehabilitation grants and loans to assist in home updates and reconstruction.	Action	X			
H1-6	Provide encouragement and support rehabilitation or renovation of housing to include sound attenuation for residences that are otherwise compatible with airfield operations and are located in areas with Day Night Average Sound Level (DNL)> 64 dB. In addition, this Guiding Principle shall encourage ordinances that prohibit the replacement of existing housing, including homes in manufactured home parks, located in areas with DNL > 64 dB with housing that does not meet the City's adopted sound attenuation standards. All such replacement housing shall be inspected and approved for this purpose by a Building Official or Code Enforcement Office before a Certificate of Occupancy is issued for the housing. Replacement housing that does not meet the sound attenuation standards shall be removed from the City.	Policy				X
GOAL H2: New Construction: Insure the existing and future residents of Box Elder the opportunity to live in safe and healthful housing and to provide a choice of housing types and densities.						
Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term

H2-1	Encourage development of housing that meets the needs of existing and future residents of all income groups.	Action		X		
H2-2	Allow for the use of new land development techniques to encourage a variety of living areas and housing types in all residential districts.	Action		X		
H2-3	Ensure that multi-family-zoned lands exist to accommodate multi-family and manufactured home park uses.	Action			X	
H2-4	Integrate housing with other supportive land uses, such as employment, education, health facilities, recreation, and shopping, to ensure functional and attractive neighborhoods.	Policy	X			
H2-5	Encourage and support equal access to housing throughout the City for all people regardless of race, color, creed, religion, gender, disability, familial status, national origin, affection preferences, marital status, or receipt of public assistance.	Policy	X			
H2-6	Support and assist in planning for subsidized housing opportunities that are primarily for households that cannot compete in the market for housing, and that makes use of all available federal and state aid.	Action	X			

GOAL H3: New Construction: Focus residential development on land and in areas that are suitable for development and not on land impacted by floodways, noise, excessive traffic, hazardous materials, slope stability issues, and hazardous soils.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
H3-1	Adopt and/or revise City ordinances that protect environmentally sensitive areas such as wetlands, waterways, floodplains, steep slopes, soils, and view sheds.	Action				X
H3-2	Encourage joint planning efforts between the City of Box Elder and Ellsworth planners that identify subdivision ordinances to identify compatible residential land uses and densities surrounding Ellsworth Air Force Base and APZ-1 and APZ-2.	Policy	X			

GOAL H4: New Construction: Provide adequate access and utility services to all neighborhoods.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
H4-1	Plan residential developments along with the Master Street Plan to ensure adequate access for automobiles, emergency vehicles, and multi-modal transportation.	Action	X			
H4-2	Develop a Master Utility Plan to ensure adequate sewer and water service.	Capital				X

ECONOMIC DEVELOPMENT GOALS AND GUIDING PRINCIPLES

GOAL ED1: Foster a strong and diverse economy that provides a full range of employment and economic choices for individuals and families in all parts of the City.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
ED1-1	Develop economic development initiatives such as: 1. Build growth industries where Box Elder has a competitive advantage 2. Promote entrepreneurship to ensure an innovative economy 3. Connect academia to business and potential business 4. Develop mixed-use space 5. Improve transportation and access	Policy	X			
ED1-2	Encourage joint planning between the City of Box Elder, the Chamber of Commerce, and Economic Development.	Policy	X			
ED1-3	Strategically plan and prioritize infrastructure projects to encourage investment.	Action			X	
ED1-4	Capitalize on existing opportunities such as Ellsworth Air Force Base, the Air and Space Museum, tracts of undeveloped land, and Douglas High School.	Action				X
ED1-5	Pursue public and private partnerships that have complementary objectives and resources.	Policy	X			
ED1-6	Work with Economic Development to develop a detailed market study to identify the Box Elder trade area and the specific small- and large-scale businesses that could complement the previously listed opportunities and the City of Box Elder.	Capital				X
ED1-7	Work with Economic Development in coordination with Land Use Planning to determine the "best" method of commercial development throughout the City, either concentrating the development in one location or in multiple locations. Commercial development should be connected by multimodal transportation methods.	Action			X	
ED1-8	Implement tax incentives such as short-term reductions to new large-scale employers, and continue the use of tax increment financing (TIF) and creating TIF districts to facilitate infrastructure investments to assist redevelopment and development of public benefits.	Action			X	
ED1-9	Expand the information available on the City of Box Elder's website to include economic development programs, incentives, and City data, including utilities and transportation.	Action				X

ED1-10	Encourage and support equal access to employment through the City for all people regardless of race, color, creed, religion, gender, disability, familial status, national origin, affection preferences, marital status, or receipt of public assistance.	Policy	X			

TRANSPORTATION GOALS AND GUIDING PRINCIPLES

GOAL T1: Provide for and protect the public's interest and investment in the public right-of-way and transportation system by encouraging development of a balanced, affordable, and efficient transportation system consistent with projected growth in areas targeted for expansion and development by:
- **Providing adequate accessibility to all planned land uses**
- **Providing for the safe and efficient movement of people and goods while preserving and enhancing neighborhoods' livability**
- **Minimizing the impact of commercial and industrial traffic within neighborhoods by maximizing the use of traffic-ways lying outside of established residential zones**
- **Guiding development and use of the City street system to control air pollution, traffic, and livability problems**
- **Maintaining the infrastructure in good condition**
- **Connecting with regionally established transit systems to serve Box Elder residents**

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
T1-1	**Intergovernmental Coordination**. Coordinate long-range transportation planning activities by participating in discussion and planning with the Rapid City Area Metropolitan Planning Organization, the City of Rapid City, Ellsworth Air Force Base, Rapid City Regional Airport, Meade and Pennington Counties, and the South Dakota Department of Transportation. Coordinate transportation facilities and improvements with development activities, both public and private, and with regional transportation and land use plans in order to achieve maximum benefit with the limited available funds. Maintain and update, as necessary, the transportation element of the Comprehensive Plan to be consistent with expansion and development.	Policy	X			
T1-2	**Regional and City Traffic Patterns.** Inter-regional traffic should use the regional transit and traffic-ways. Major city streets, commercial and industrial collectors, and neighborhood collectors should not be designated or managed to serve as alternative routes for regional traffic. Collectors should serve as the distributor of local traffic to and from major city streets. Local-service traffic streets should not carry excess traffic from collector streets or experience high traffic volumes or speed.	Policy	X			

T1-3	**Ellsworth Air Force Base.** The City of Box Elder shall coordinate with Ellsworth to plan efficient circulation (arrival and departure) and for goods deliveries. The City's transportation system shall work to support Ellsworth's current mission.	Policy	X			
T1-4	**Complete Streets**. Promote complete street design that includes features such as traffic calming elements, street trees, wide sidewalks, and pedestrian, bicycle, and transit access throughout Box Elder, considering the safety needs of people of all ages and abilities.	Policy	X			
T1-5	**Street Sections.** Develop consistent street sections that promote safe and efficient access and traffic movement through the planned land uses. The street sections should take into account multi-modal transportation methods, including automobiles, bicycles (recreational and commuter), and pedestrians.	Action				X
T1-6	**Barrier-free Design.** Transportation facilities shall be accessible to all people. All improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way shall comply with the Americans with Disabilities Act of 1990.	Policy	X			
T1-7	Plan and provide for a pedestrian network in order to increase the multi-modal share of pedestrian travel by 1 percent per year over the next 20 years.	Policy		X		
T1-8	**Parking Management.** To achieve environmental and transportation objectives, the parking supply shall be managed to take into account both transportation capacity and parking demand. Through the land use process, these measures should include mandatory development of new spaces and the redevelopment of existing parking spaces. All new development should include off-street parking sufficient for expected patronage.	Action			X	
T1-9	**On-street Parking Management**. Manage the supply, operations, and demand for parking in the public rights-of-way to encourage economic vitality, traffic safety, efficient snow removal, and livability of residential neighborhoods. Parking in the right-of-way in general, should serve land uses in the immediate area. Maintain existing on-street parking in neighborhoods where off-street parking is inadequate. The City should protect parking first for residents and second for customers and visitors.	Action			X	
T1-10	**Off-street Parking**. Off-street parking will be the primary parking supply. The zoning code shall require private development of adequate, but not excessive, off-street parking for all land uses.	Action				X

T1-11	**Institutional Parking**. Encourage institutions to regulate parking facilities to first provide short-term parking for users, and secondly, to use demand management to minimize the amount of employee parking required. In approving land use changes for institutions, parking impacts on surrounding residential areas shall be mitigated.	Policy	X			
T1-12	**Clean Air and Energy Efficiency**. Encourage the use of all modes of travel that contribute to clean air and energy efficiency.	Policy	X			
T1-13	**Right-of-Way Opportunities**. Preserve existing and abandoned rail rights-of-way and examine their potential for future rail freight, passenger service, or recreational trail uses. Acquire or control, when the-opportunity arises, through sale, donation, or land-use action, parcels of land that may be needed in the future for any transportation purpose.	Action	X			
T1-14	**Access Management.** The City will work with the South Dakota Department of Transportation on a case-by-case basis and in accordance with the Future Street Plan as they develop access management agreements for state highways within the City. Local street connections to arterials from new subdivisions should be designed in accordance with the Future Street Plan and with adequate spacing to provide local access to the arterial, while at the same time minimizing conflicts with through traffic.	Policy	X			

CULTURAL AND PUBLIC FACILITIES GOALS AND GUIDING PRINCIPLES

Goal CPF 1: Water Service Goal and Policies: Insure that reliable and adequate water supply and delivery systems are available to provide sufficient quantities of high-quality water at adequate pressures to meet the existing and future needs of the community (primarily within City boundaries) on an equitable, efficient, and self-sustaining basis.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
CPF1-1	**Improvements**: Develop a phasing and capital improvements plan to begin the recommended implementations listed in the "Facilities Plan Amendment for the Water Supply and Storage System," prepared by FourFront Design, Inc., September 2007.	Action				X
CPF1-2	**Source**: Maintain and safeguard the aquifer and watershed that provides the primary water supply source for the community, with water quality preservation taking precedence over all other uses.	Policy	X			
CPF1-3	**Quality**: Maintain and improve the quality of the water supply at or above federal and state water quality standards and satisfy the needs of domestic and industrial consumers.	Capital			X	

CPF1-4	**Alternate Source**: Insure a reliable supply of water to the community through the development and maintenance of an alternative source (groundwater) for use during emergencies or periods of extremely high demand.	Policy			X	
CPF1-5	**Maintenance**: Maintain storage and distribution facilities in order to protect water quality, insure a reliable supply, assure adequate flow for all user needs, and minimize water loss.	Capital	X			
CPF1-6	**Storage**: As private or public funds become available, develop and maintain City storage capacity of at least three times the average daily use of City users.	Capital		X		
CPF1-7	**Fire Protection**: Install and maintain public fire hydrants with adequate flow to serve the fire protection needs of all City residents and businesses.	Capital	X			
CPF1-8	**Design and Community Impact**: Design water facilities to be compatible with the area in which they are located.	Policy				X
CPF1-9	**Outside User Benefits**: Require water users outside the City that benefit from new improvements to finance that portion of the improvement constructed for their benefit.	Policy		X		
CPF1-10	**Equitability**: Establish water rates in an equitable manner based on the cost of providing water service.	Policy				X
CPF1-11	**Water Pressure**: Provide water at standard pressures (40 to 110 psi) to all users whenever possible.	Policy			X	
CPF1-12	**Energy Conservation**: Pursue system improvements, efficiencies in operation, and maintenance of facilities to reduce and conserve energy.	Capital			X	
CPF1-13	**Outside User Limitations**: Limit sales of water outside of City limits.	Policy				X
CPF1-14	**Mapping:** Develop a City-wide water service map that includes water mains (sizes and locations), pumping facilities, storage facilities, hydrants, valves, etc.	Capital			X	

Goal CPF 2: Sanitary and Stormwater Facilities: Insure an efficient, adequate, and self-supporting wastewater collection treatment and disposal system that will meet the needs of the public and comply with federal, state, and local clean water requirements.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
CPF2-1	**System Efficiency**: Develop an Infiltration and Infill (I&I) study to determine I&I levels in the sanitary sewer system. This report should determine quantity, cost to reconstruct, and cost savings in regard to reduction in sewer treatment costs.	Capital			X	
CPF2-2	**Maintenance**: Maintain and improve the existing sanitary and stormwater system through preventive maintenance and on-going appraisal.	Capital			X	

CPF2-3	**Improvement**: Require improvement of the existing sewer system in those areas adversely affected by overloaded sewer systems.	Capital			X	
CPF2-4	**Sub-surface Disposal**: Discourage the development of on-site, sub-surface, waste disposal systems on lots smaller than 2 acres.	Policy				X
CPF2-5	**Sewer Connections**: Require all new developments within the City limits to be connected to sanitary sewers except those that can be provided with acceptable sub-surface disposal if sanitary sewer is not available	Policy				X
CPF2-6	**New Construction**: In the development of new sewer systems, give priority to those un-sewered areas developed at urban densities where health hazards or demand exist.	Policy			X	
CPF2-7	**Treatment**: Operate City treatment facilities to meet or exceed federal and state effluent standards.	Capital	X			
CPF2-8	**Stormwater Management**: Integrate master planning for stormwater management with other jurisdictions and agencies to achieve adequate drainage and to minimize pollution and erosion problems.	Policy			X	
CPF2-9	**Mapping**: Develop a City-wide sanitary sewer map that includes piping (sizes and locations), valves, etc.	Capital		X		
CPF2-10	**Mapping**: Develop a City-wide storm sewer map that includes piping (sizes and locations), inlets etc.	Capital		X		

Goal CPF 3: Parks and Recreation: Maximize the quality, safety, and usability of park lands and facilities through efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreation opportunities for the citizens of Box Elder.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
CPF3-1	**Parks Board**: Establish and maintain an effective Parks Board that interacts with Planning and Zoning, the Finance Officer, and Public Works. Identify development needs, development priorities, development and maintenance costs, financing strategies, and citizen involvement.	Policy	X			
CPF3-2	**Maintenance**: Provide programmed preventive maintenance to all City Parks and Recreation facilities in a manner that reduces unplanned reactive maintenance and emphasizes the use of scheduled delivery.	Policy				X
CPF3-3	**Capital Programming**: Maintain a long-range park Capital Improvement Program that balances acquisition, development, and operations; provides a process and criteria for capital improvement project selection; and emphasizes creative and flexible financing strategies.	Policy				X

CPF3-4	**Improvements**: Base the priorities for improvement and development of park lands on documented needs and the following criteria: low, long-term maintenance costs; location in deficient areas; broad community support; location adjacent to schools and other public facilities; support of neighborhood stabilization and community development projects and policies; and consistency with park development plans.	Policy		X		
CPF3-5	**New Park Land**: Increase the supply of park land, giving priority to areas where serious geographical and service level deficiencies exist, to land acquisition necessary to prevent encroachment within the Clear Zone and APZs in line with the Ellsworth Air Force Base or Rapid City Regional Airport runways, to acquisition of lands appropriate for park development that have been declared surplus by other public agencies, and to acquisition of environmentally unique areas and natural drainage-ways.	Policy		X		
CPF3-6	**Self-sustaining Special Facilities**: Provide financially self-sustaining special facilities for specific activities, such as golf, tennis, and equestrian.	Capital		X		
CPF3-7	**Other Special Facilities**: Develop and operate special recreational facilities that respond to identified public needs, can be programmed to insure maximum use, and can be financially self-sustaining.	Policy		X		
CPF3-8	**Recreational Programs**: Provide recreation programs and services (competitive and non-competitive) as required to meet a balanced program that includes special needs individuals and is ADA compliant.	Capital		X		
CPF3-9	**Public/Private Opportunities**: Support private development and operation of single-use recreation facilities that meet an identified public need and the City's recreational objectives.	Policy		X		
CPF3-10	**Box Elder Creek**: Encourage the development of a greenway with recreational resources for all ages. Discourage property owners from building within Flood Hazard Areas. Seek funding to purchase properties in, and for relocation of residents living within, Flood Hazard Areas. Prohibit building in floodways.	Policy		X		

Goal CPF 4: Fire Protection Policies: Encourage and support the development and maintenance of facilities that adequately respond to the needs of the City.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
CPF4-1	**Service Level**: Encourage and support uniform levels of fire protection throughout the City through a combination of both prevention and suppression methods.	Policy	X			

CPF4-2	**New Service**: Coordinate acquisition of lands, by annexation or other means, with the District Fire Chief to insure that these new areas receive the same level of fire protection provided to the rest of the City.	Policy	X			
CPF4-3	**Mutual Response**: Encourage and support mutual response agreements among fire districts and departments that benefit and enhance the ability to provide uniform levels of fire protection throughout the City.	Policy		X		
CPF4-4	**Emergency Access**: Require streets to be of high structural quality, sufficient width, and maintained to a level which insures access of emergency and service equipment.	Capital			X	
CPF4-5	**Multiple Points of Access**: Develop ordinances that indicate multiple points of ingress and egress based on the number of units for new and existing developments that use the roadways.	Policy				X

Goal CPF 5: Police Department: Develop and maintain facilities that allow police personnel to respond to public safety needs as quickly and efficiently as possible.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
CPF5-1	**Service Level**: Meet a 3- to 5-minute average response time for calls for the protection of life and property, and a 10- to 15-minute average response time for calls for service. As new areas are annexed into the City, evaluate the level of police protection and take action, as funds become available, to insure that these new areas receive the same level of police protection that is provided to the rest of the City.	Policy	X			
CPF5-2	**New Service**: As the fringe areas of the City develop sufficiently to generate the necessary tax revenues, provide new personnel and equipment to insure the same level of service that is provided to the rest of the City.	Capital			X	
CPF5-3	**Crime Prevention**: Reduce citizen fear and susceptibility to crime through increasing awareness of crime prevention methods and involving the entire community in crime prevention programs such as Neighborhood Watch.	Policy	X			

Goal CPF 6: Enhance the educational opportunities of citizens by supporting the objectives of the Douglas School System.

Guiding Principle	Description	Category	On-going	Long Term	Med. Term	Short Term
CPF6-1	**Maximize Investments**: Support school district facility and program investments by developing and redeveloping neighborhoods throughout the City and encourage new housing developments through appropriate zoning in areas easily accessible to school facilities.	Policy	X			
CPF6-2	**Safety**: Provide traffic improvements, such as sidewalks and bikeways, to promote safe access routes near and leading to schools.	Capital			X	

CPF6-3	**City-School Policy**: Develop, encourage, and maintain coordination with the Douglas School System to achieve the goals and policies of the City and the School District.	Policy	X			