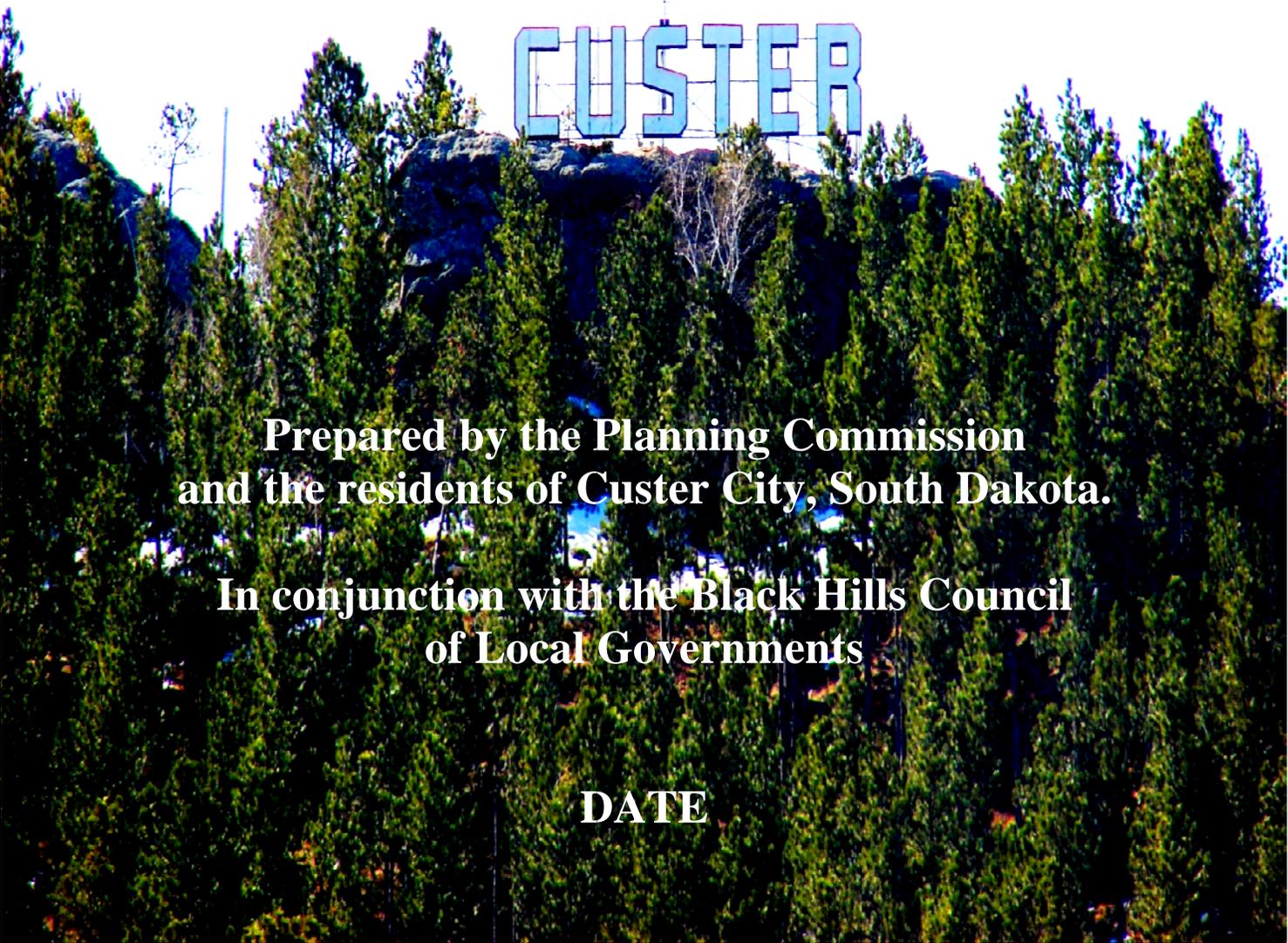




2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

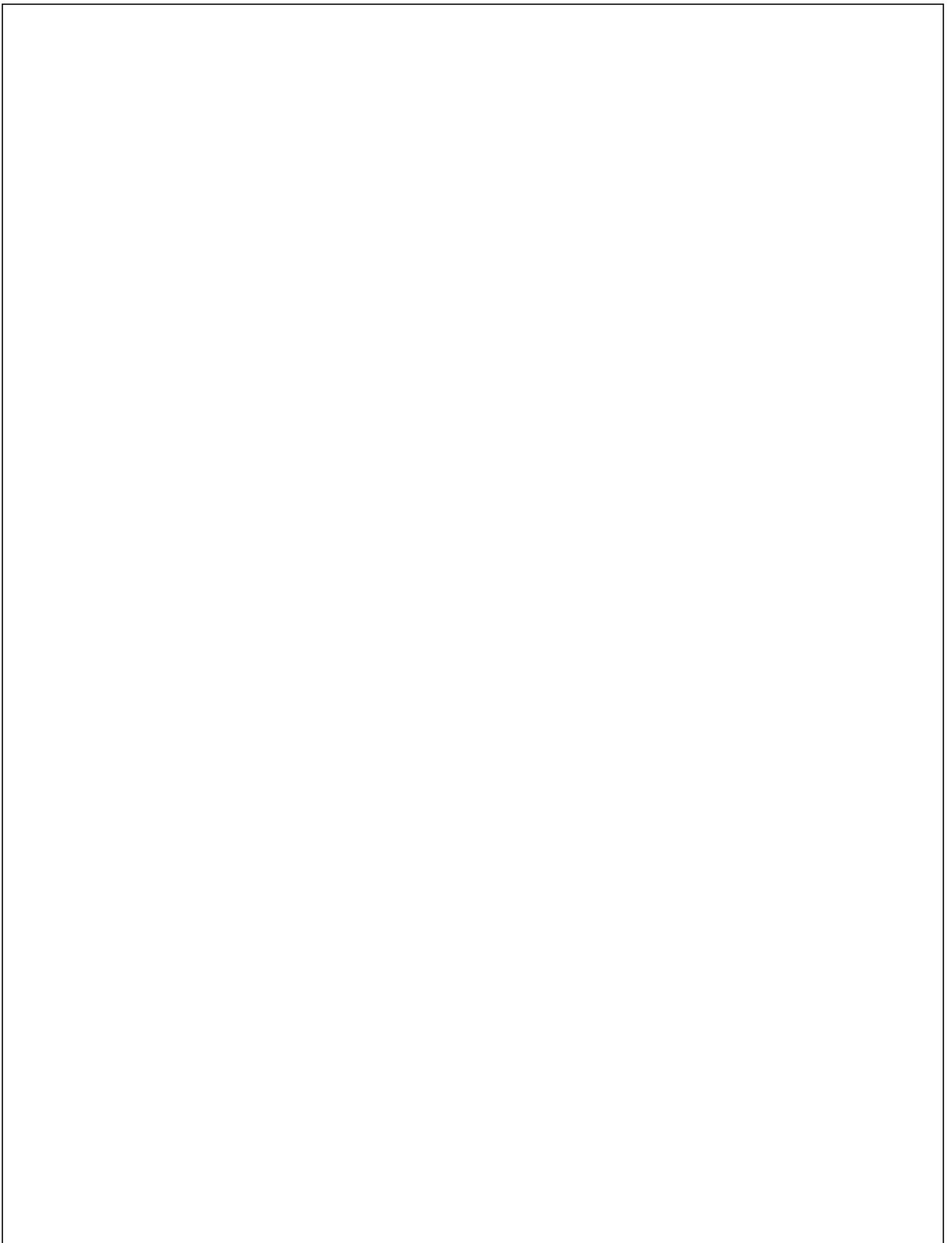
A photograph of the Custer City sign on a hilltop, surrounded by dense evergreen trees. The sign is made of large, blue, block letters and is mounted on a rocky outcrop. The trees are tall and green, filling most of the lower half of the image.

CUSTER

**Prepared by the Planning Commission
and the residents of Custer City, South Dakota.**

**In conjunction with the Black Hills Council
of Local Governments**

DATE



ACKNOWLEDGMENTS

The authors gratefully acknowledge the support and commitment of the citizens of Custer. We would like to express special thanks to the members of the Planning Commission and City Council, for their time and vision in developing this plan. We appreciate the efforts of these people and are excited about the future of this community.

Mayor

Gary Lipp

City Council

Corbin Herman
Karen Schleining
Jeannie Fischer
Jim Hattervig
Angie Kothe
Alfred Heinrich

Planning Commission

Andy Kelford Jerad Tennyson
Craig Reindl Mark Hartman
Don Herren Tim Behlings

City Staff

Rex Harris, Community Development Director
Robert Morrison, Public Works Director
Kim Conwell, Public Works and Planning Technician

*Former members

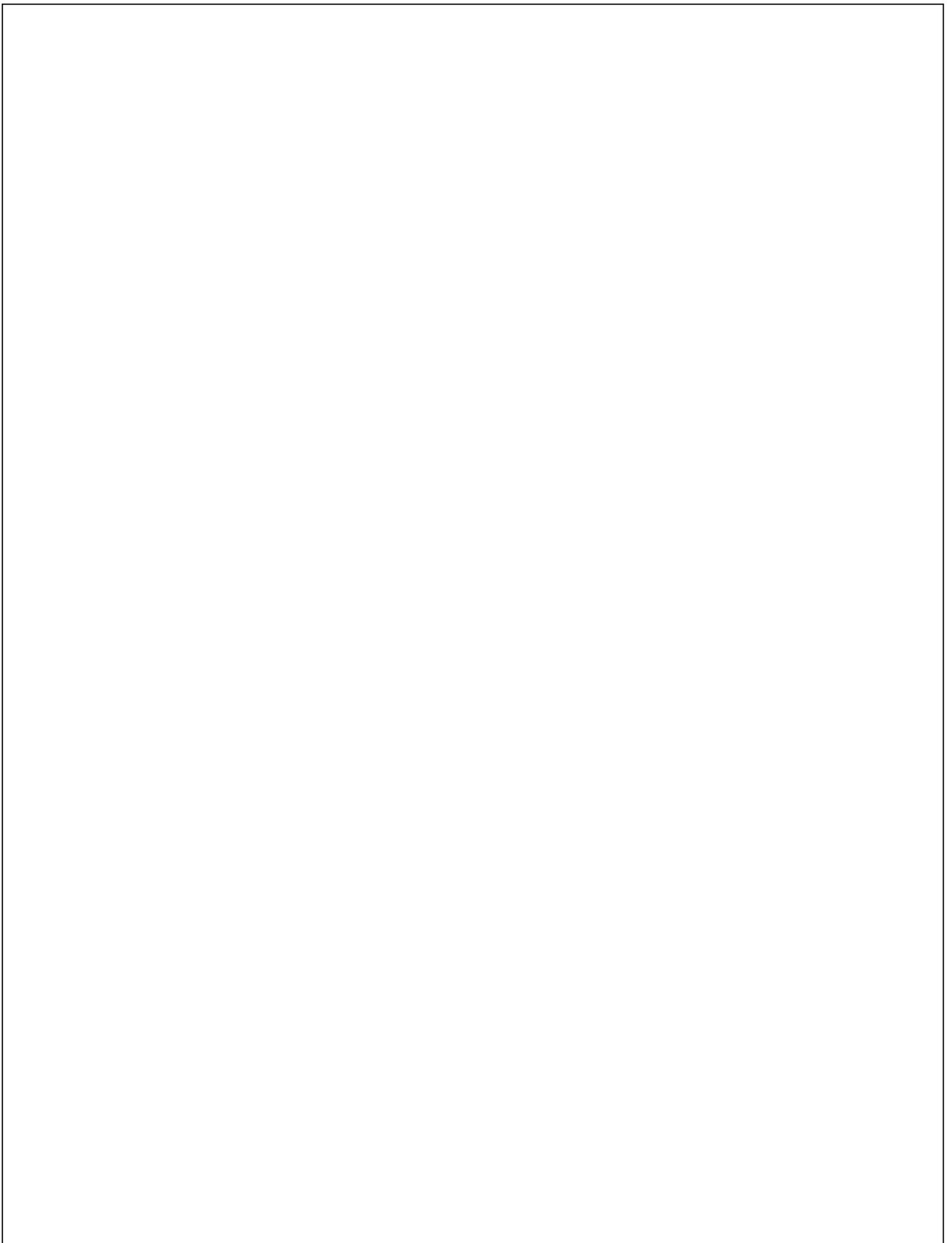


Table of Contents

CHAPTER 1 INTRODUCTION

1.1 Purpose of a Comprehensive Plan.....	1-1
1.2 Planning Program.....	1-3
1.3 Comprehensive Plan Elements	1-4
1.4 Amendment, Reviews and Evaluations	1-8

CHAPTER 2 COMMUNITY PROFILE

2.1 Location.....	2-2
2.2 History.....	2-2
2.3 Population	2-3
2.4 Economy	2-8
2.5 Income.....	2-10
2.6 Education	2-10
2.7 Medical Facilities.....	2-11
2.8 Emergency Services.....	2-11

CHAPTER 3 VISION AND GOALS

3.1 Custer City Comprehensive Plan Vision.....	3-1
3.2 Comprehensive Plan Policies.....	3-1
3.3 Comprehensive Plan Goals	3-2

CHAPTER 4 LAND USE ELEMENT

4.1 Introduction.....	4-1
4.2 Land Use Policies	4-1
4.3 Land Use Categories.....	4-2
4.4 Existing Land Uses	4-7
4.5 Future Land Uses	4-8

CHAPTER 5 PUBLIC WORKS ELEMENT

5.1 Introduction.....	5-1
5.2 Public Works Policies.....	5-1
5.3 Sanitary Sewer Systems.....	5-2
5.4 Drinking Water System.....	5-5
5.5 Stormwater.....	5-6

CHAPTER 6 TRANSPORTATION ELEMENT

6.1 Introduction	6-1
6.2 Transportation System Policies.....	6-1
6.3 Major Street Plan	6-1
6.4 Pedestrian and Bicycle Facilities	6-5
6.5 Aviation Facilities	6-6

CHAPTER 7 NATURAL, CULTURAL, AND SCENIC ELEMENT

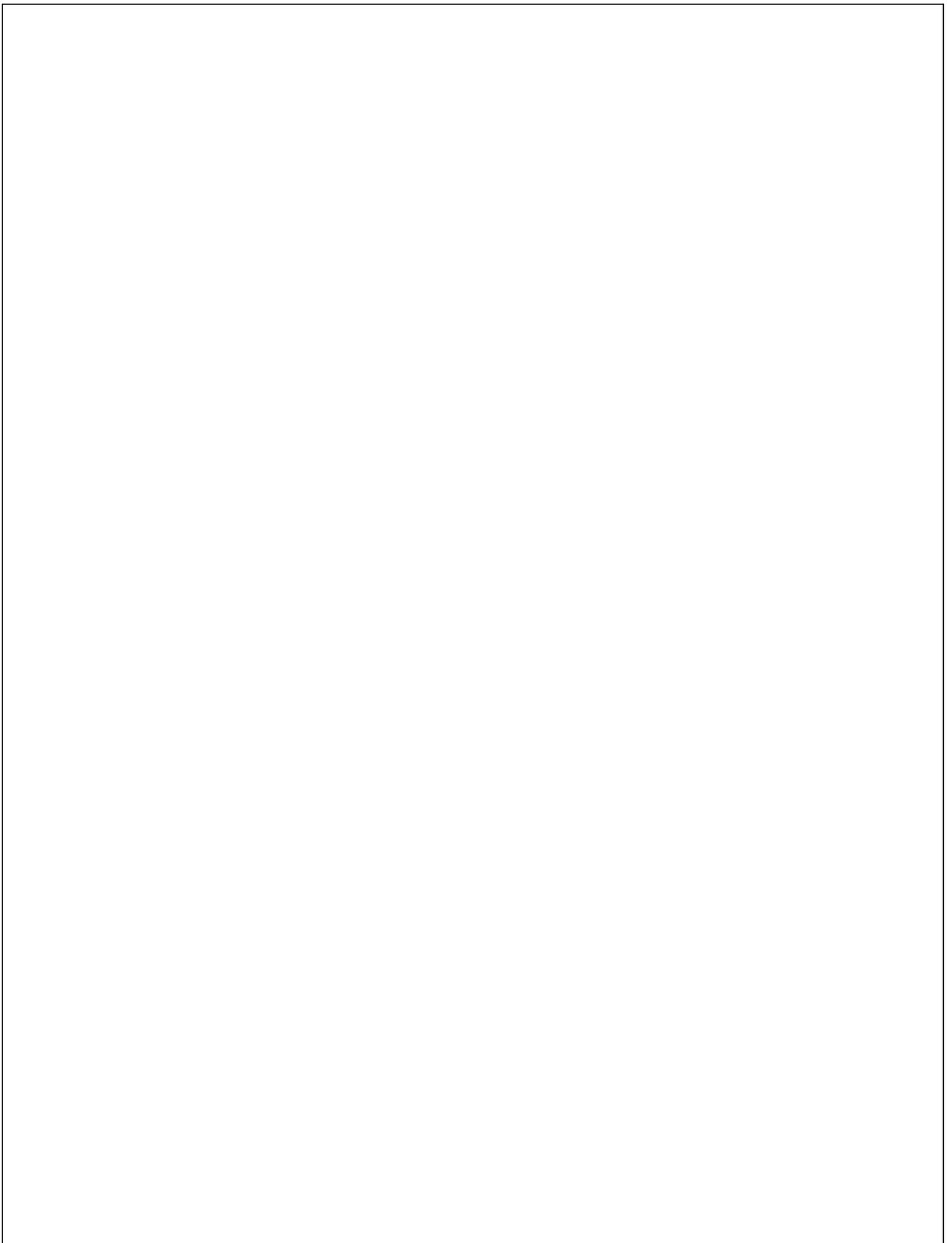
7.1 Introduction	7-1
7.2 Natural, Cultural, and Scenic Policies	7-1
7.3 Land Resources	7-2
7.4 Water Resources	7-2
7.5 Mineral Resources	7-3
7.6 Forest Resources	7-3
7.7 Historic and Cultural Resources	7-3



2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 1 INTRODUCTION



CHAPTER 1

INTRODUCTION

1.1 PURPOSE OF A COMPREHENSIVE PLAN

The City of Custer City Comprehensive Plan is a guide for the future growth and development of the Custer community in relation to land use, conservation of natural resources, economic development, transportation, and public services. This comprehensive plan provides the framework for the Planning Commission and the City Council to use in reviewing land use and development related issues.

This document is an adopted statement of public policy that will serve, not only as a guide in the decision making process, but will also communicate community growth policies to the general public. The plan provides predictability about potential land uses and the timing of future development, so that both the public and private sectors can anticipate the needs of the community. This plan is a deliberate stance taken to proactively manage future growth and development in Custer City and its 3-mile jurisdictional area, as opposed to reacting to development proposals on a case-by-case basis without consideration of community-wide issues and objectives.

*“The purpose of planning is **NOT** to decide what should be done in the future but to decide what should be done now to make desired things happen in an uncertain future”*

Cities plan for many reasons; among the reasons are to:

- Take advantage of the community’s strengths and advantages, while addressing limitations and challenges;
- Protect the interests of property owners by determining in advance, how, when, and where the community develops;
- Direct, rather than react, to new development by timing and sequencing infrastructure improvements and the provision of municipal services;
- Seize economic opportunities through support of existing businesses, attraction of new industry, and fostering business start-ups;

- Enhance the features that contribute to quality of life within the community, such as parks and recreation areas, preservation of historic resources, conservation of natural resources, and quality public safety services; and,
- Demonstrate the City’s commitment to manage its future to ensure compatible and sustainable development.

This comprehensive plan is a physical plan; it is a guide to the physical development of the community. However, the plan also reflects the social and economic objectives of the community, but is not a social service plan or economic development plan. The plan takes a long-range look at where the City wants to be, and how to get there. It also views the community and surrounding area in a comprehensive manner.

The comprehensive plan encompasses all functions that make up the community: land use, transportation, utility systems, recreation, and housing. It provides a broad context in which local decisions may be made to foster a sustainable environment, a prosperous economy, and a high quality of life for all residents. The plan balances population, housing, and employment growth with the preservation of open space and sensitive lands and infrastructure needs. It is these components that make the comprehensive plan the major guiding tool for Custer’s development.

As part of the plan development process, the 2005 *Community Assessment* was an invaluable resource toward understanding the underlying issues and needs of the area, and specifically, the values and priorities of those who know the community best: its citizens, advisory board and commission members, civic organizations, community service organizations, business and industry leaders, major landowners and developers, and other community leaders. Below are some of the key points that the *Community Assessment* identified:

- “Vision for the Future”: To plan in advance for future growth and to anticipate and mitigate challenges before confronting them. To ensure that the public and private investment in the community is compatible with the Community Vision;
- To maintain a “small town atmosphere”, quality schools, low rate of crime, and family-oriented facilities and activities, each of which contribute to the excellent quality of life.

- To redevelop underutilized and aging areas of the community as a means to stabilize and increase the tax base, as well as improve and enhance the appearance and image of the community; and,
- To ensure adequate community facilities and services, including utility infrastructure (water, wastewater and drainage); fire, police and emergency medical services; school facilities; and parks and open space, which are necessary to support new development and further enhance quality of life.

A distinction between the comprehensive plan and the implementing tools—such as zoning and subdivision ordinances, and capital improvement plans—must be made clear. It is important to understand that the comprehensive plan is intended to serve as a guide to future development, more specific actions and programs must be undertaken to implement the goals and plans. The implementation measures are specific tools in accomplishing the plan.

1.2 PLANNING PROGRAM

The City of Custer City Comprehensive Plan has two main parts: the body of data and information called the inventory, background report, or factual base and the policy element. The first section describes the community's resources and features, and provides the base information upon which the second part of the plan is developed. The second part of the plan, the policy element, sets forth the community's long-range goals, and objectives and the policies by which it intends to achieve them.

The City of Custer City Comprehensive Plan has been developed in accordance with the provisions of Chapter 11-6 of South Dakota Codified Law. Section 11-6-14 of South Dakota Codified Law, states: *It shall be a function and duty of the planning commission to propose a plan for the physical development of the municipality, including any areas outside the boundary and within its planning jurisdiction, which, in the commission's judgment bear relation to the planning of the municipality.*

Further, Section 11-6-15 South Dakota Codified Law states: *the planning commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality and its environs. The plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality, which will, in accordance with existing and future needs, best promote health, safety, morals, order, convenience, prosperity or the*

general welfare, as well as efficiency and economy in the process of development.

Finally, Section 11-6-16 of South Dakota Codified Law allows the Planning Commission to propose to the City Council the comprehensive plan as a whole, or may propose a part or parts thereof, any such parts to correspond generally with one or more of the functional subdivisions of the subject matter of the plan.

1.3 CUSTER CITY COMPREHENSIVE PLAN ELEMENTS

A. Community Profile

The comprehensive plan provides inventories and other forms of data needed for the basis of development of specific policies and other decisions set forth in the plan. This factual base includes data on the following areas as they relate to the goals and other provisions of the plan:

- Location;
- History;
- Population and economic characteristics of the area;
- Housing characteristics;
- Roles and responsibilities of governmental units;
- Man-made structures and utilities, their location, condition and capacities and,
- Elements that address any special needs or desires of the people of the community.

B. Citizen Involvement Element

The following criteria will be used to ensure meaningful citizen involvement during the planning process:

- To provide for widespread citizen involvement.
- To assure effective two-way communication with citizens
- To provide the opportunity for citizens to be involved in all phases of the planning process.
- To ensure that technical information is available in an understandable form.

C. Community Vision and Goals

Developing a community vision is the first step in understanding the community's past, and identifying current strengths and weaknesses. Through a community vision, the citizens and leaders collectively decide on a preferred scenario for the community's future, and set the course of action for realizing that scenario. The *Community Vision and Goals* section identifies the community's expectations for the future and forms a framework that each individual element of this plan follows. The community vision is long-range, and intentionally idealistic as a means to stretch the imagination to what is possible.

D. Land Use Element

The *Land Use Element* section provides a vision for the future physical development of Custer and its surrounding area. The purpose of the land use element is to establish the necessary policy guidance that will be used in making decisions about the compatibility and appropriateness of individual developments within the context of the larger community. An essential component of this section is the land use plan, which will serve as the City's policy for directing ongoing development and managing future growth, preserving valued areas and lands, and protecting neighborhoods.

Land Use Components

- Forest/Agricultural Land Uses
- Residential Land Uses
 - ◆ Countryside Residential
 - ◆ Suburban Residential
- Commercial Land Uses
 - ◆ Urban Commercial
 - ◆ Suburban Commercial
- Industrial Land Uses
- Public Land Uses
- Future Land Use Maps

E. Public Facility and Service Element

The purpose of the *Public Facility and Service Element* is to provide for and ensure adequate public services for the growth of the community. These policies will guide the City toward preserving and securing the resources, property, and right-of-ways needed for these facilities. Another component will establish the timing of extension and expansion of facilities through the community.

Public Facility and Service Components

- Water System Master Plan
- Sanitary Sewer Master Plan
- Stormwater Master Plan
- Solid Waste Master Plan
- School System Master Plan
- Electrical and Communication Facility Master Plan
- Public Buildings and Grounds Master Plan

F. Transportation Element

The comprehensive plan also establishes policies and guidelines for an efficient transportation network that provides access to employment, labor, shopping, schools, public facilities, and recreational facilities for all citizens and visitors of Custer.

Transportations Components

- Major Street Plan
- Streetscape Master Plan
- Gateway Plans
- Bicycle/Sidewalk Path Plan
- Airport Plan

G. Air, Water, Land Quality Element

The comprehensive plan establishes policies and guidelines for the protection and enhancement of the air, water, and land resources of the community.

Natural Environment Components

- Air Quality Plan
- Erosion Control Plan
- Ground Water Inventory
- Water Resource Protection Plan
- Mineral and Aggregate Resource Inventory

H. Natural, Cultural, and Scenic Resources and Open Spaces Element

The comprehensive plan establishes policies and guidelines for the protection and conservation of the natural, cultural, scenic resources and open space areas of the community.

Natural, Cultural, and Scenic Resources and Open Spaces Components

- Park, Recreation, and Open Space Master Plan
- Historic Property and Cultural Resource Inventory
- Scenic Viewshed Inventory

I. Natural Disasters and Hazard Element

The comprehensive plan establishes policies and guidelines to protect life and property from natural disasters.

Natural Disasters and Hazard Spaces Components

- Flood Plain Management Plan
- Wildland/Urban Interface Fire Plan
- Emergency Evacuation Plan

J. Economic Development Element

The comprehensive plan establishes policies and guidelines to provide adequate opportunities throughout the city for a variety of economic activities vital to the health, welfare, and prosperity of Custer's citizens.

Economic Development Components

- Identification of the current and future major employers
- Commercial/Industrial Land Survey

K. Housing Element

The comprehensive plan establishes policies and guidelines to provide for the housing needs of all citizens of the community.

Housing Components

- Government-Assisted Housing
- Housing Type and Quantity Survey
- Housing Needs Projections

1.4 AMENDMENTS, REVIEWS AND EVALUATIONS

The City of Custer City Comprehensive Plan provides goals and objectives to guide the development and growth of Custer, strengthening the decision-making process of the Planning Commission and City Council. Limited flexibility has been built into the plan; however, responsibility must be exercised in its use. Major deviation from the plan goals or policies should be preceded by an amendment to the plan based on needs and facts to support the change.

Because the comprehensive plan covers such a large and diverse planning area, the recommendations in the plan are relatively general. The broad recommendations provide for flexibility in making more detailed land use and design recommendations, but these deviations must be minor and consistent with the plan.

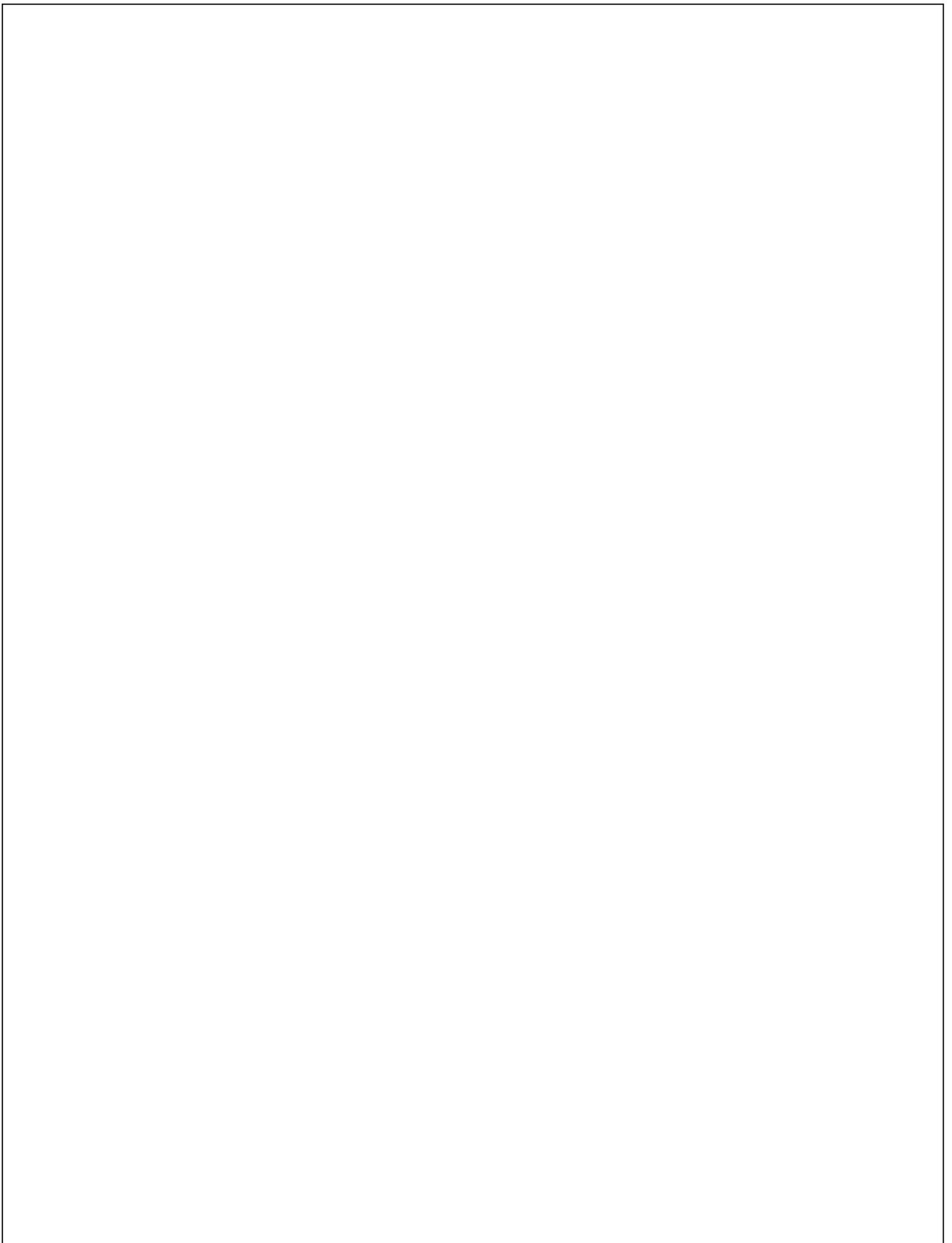
It is anticipated that the comprehensive plan will require amendments relatively infrequently. However, community trends may change unexpectedly, and plan reviews and updates will need to take place under these circumstances. The comprehensive plan and other adopted plans must also be consistent with one another, requiring periodic plan revisions.

In order to ensure that the comprehensive plan remains a current and useful guide to community planning and development, it is recommended that the plan be reviewed, evaluated, and updated as follows:

- The Planning Commission will conduct a **major review** and evaluation of the City of Custer Comprehensive Plan at a minimum of every five years, and will establish a general schedule and procedure for this review. This review will include an examination of the background information contained in the plan and/or the plan's goals, objectives, policies and implementation recommendations, including mapped recommendations such as the Future Land Use Map. This review and evaluation shall include a process for notifying the public and for soliciting comments and suggestions regarding the comprehensive plan.
- The Planning Commission will conduct a **minor review** and evaluation of the comprehensive plan annually. This review will have two components: proposed amendments submitted by the public, and a review of any changing community conditions that might impact the plan. If the Planning Commission finds that the current conditions have dramatically changed, the Planning Commission should conduct a major review of the plan. The

Planning Commission will establish a general schedule and procedure for this review. In addition, it may be required that the plan is amended from time to time to maintain consistency with other newly adopted or amended City plans.

As part of these reviews and evaluations, the Planning Commission may, if it chooses, recommend proposed amendments to the comprehensive plan for formal consideration by the City Council. Any such proposed amendments will be reviewed and considered following the process and procedures required for preparation and adoption of a comprehensive plan, and if adopted, will be incorporated into a revised comprehensive plan document. While it is important that the plan remain current, the intention is not that the plan be amended frequently just to make relatively minor, non-substantive changes. The Planning Commission may establish criteria to assist in the evaluation of proposed comprehensive plan amendments as required.

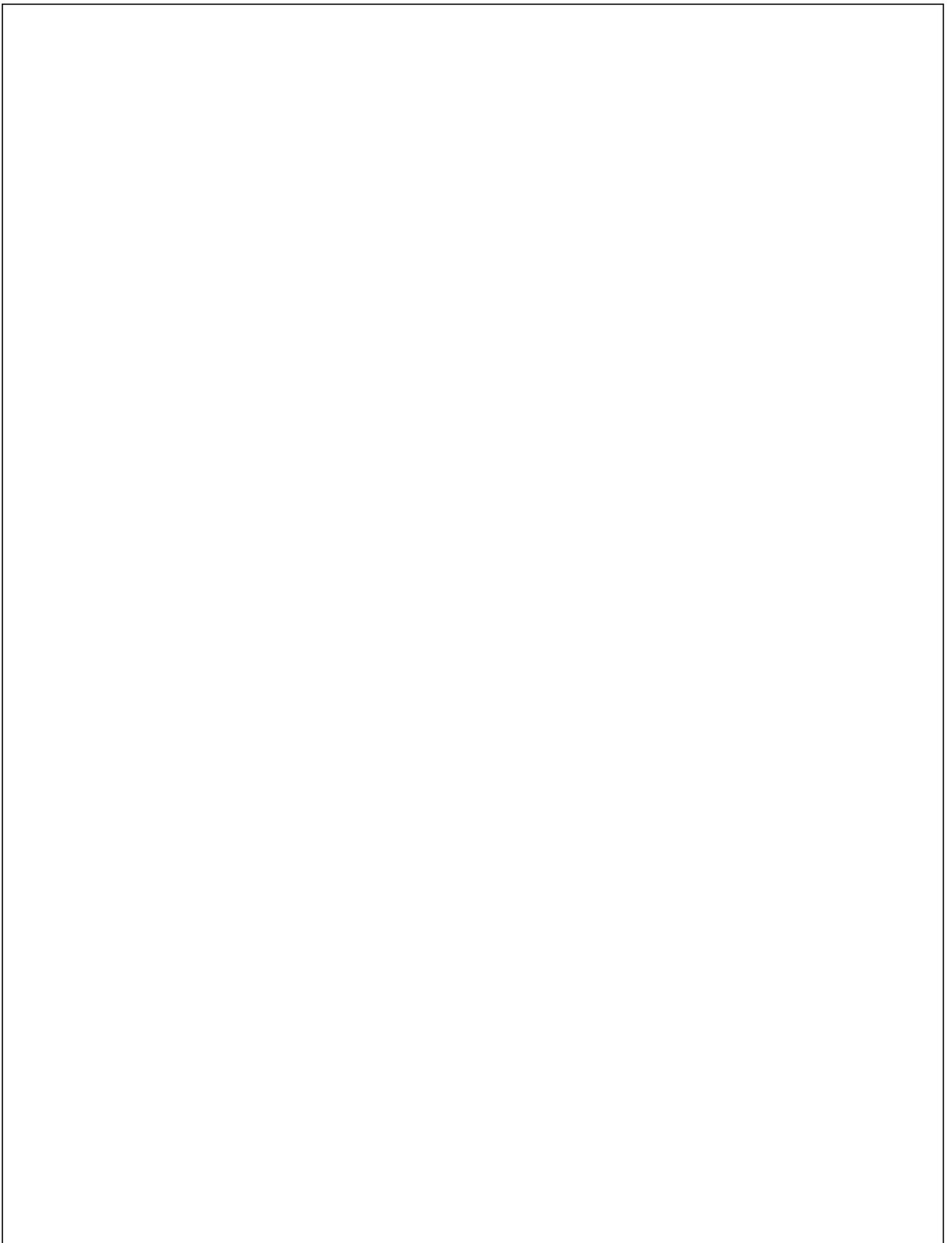




2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 2 COMMUNITY PROFILE



CHAPTER 2

COMMUNITY PROFILE

The *Community Profile* describes the community's past conditions and present characteristics in order to provide an understanding of what the future may hold. This profile is the reference point for future planning considerations as each element of the plan is assembled.

Custer is the oldest city in the Black Hills, and has a unique and treasured history, and proud community heritage. While the past continues to be embraced and celebrated today, the comprehensive planning process provided the community with the opportunity to envision its future. Future actions are likely to depart to varying degrees from the forestry, mining and ranching community of the past, and the tourist and retirement community of today. The success of the community in achieving its vision will largely depend on its planning.

Custer is committed to educating citizens and visitors about its heritage, while also being realistic about the challenges and opportunities it faces. In planning for its future, Custer faces the challenges of a changing economic base, sustaining and growing its economy for year-round employment, creating more opportunities for its youth, and preserving its fiscal resources to maintain and expand an adequate infrastructure system.

The purpose of this chapter is to examine how the community has grown since its settlement in the late nineteenth century, to identify the current characteristics and resources that will contribute to the envisioned future, and to analyze where the community appears to be headed in the future. An important component of this chapter is the year 2030 population projections, which will be used throughout the plan to anticipate future land use demands, infrastructure capacity needs, and economic development strategies. An understanding of existing population characteristics and future population demands is essential in determining anticipated growth and the resulting demands on community facilities and services.

2.1 LOCATION

Custer City sits in the French Creek Valley of the South Central Black Hills. Custer is 40 miles southwest of Rapid City, 30 miles northwest of Hot Springs, and 40 miles from Newcastle, Wyoming. In addition, Custer is within 15-minute drive of Mt. Rushmore National Memorial, Crazy Horse Memorial, Custer State Park, and Wind Cave and Jewel Cave National Parks. It is this central location that has made Custer the hub of the region.

A reliable transportation network has been developed to provide many transportation opportunities. The highway network that radiates from the community includes US Highway 16/385 to the north, US Highway 16 to the west, US Highway 385 to the south, and US Highway 16A to the east. In addition, SD Highways 89, 87, and 36 provide additional transportation corridors. A number of these highways are very scenic with tunnels and pigtail bridges. Custer County Airport is five minutes south of town and is well suited for general aviation aircraft.

With an elevation 5,318 feet above sea level, Custer is the highest city in South Dakota. Given the location in the South Central Black Hills and its elevation, Custer has a unique environment. During the summer, Custer sees moderate temperatures with an average high in the low 80s, and low in the 50s. In the winter, average highs are in the high 30s and lows are in the teens. It is this moderate climate that has drawn people to this area throughout history.

2.2 HISTORY

South Dakota was part of the Louisiana Purchase acquired by the United States in 1803 and was partially explored by the Lewis and Clark Expedition in 1804 and 1806. Dakota Territory was admitted to the Union as South Dakota and North Dakota, the 39th and 40th states, in 1889.

The Black Hills of South Dakota were inhabited by the Gatche Apache, Cheyenne, Kiowa and Lakota tribes prior to European settlement of the area. While reports of missionaries and trapper were accounted for in the 1790s, it was not until 1874, with the General George Custer Expedition to the Black Hills, and the discovery of gold east of Custer, that settlement of the area began. With the discovery of gold, it did not take long for thousands of people to arrive seeking their fortune.

Custer City was created in 1875 and the first election was held in 1876. By 1876, Custer's population was estimated at 10,000 people and the first general store opened. In 1877, the US Congress declared the Black Hills open to settlement. However, with the discovery of gold in Deadwood Gulch in 1876, the town's population dwindled to 14 people; by the end of the year the population was up to 123 people. Custer City continued to grow with the development of mica and feldspar. The mica mining and agriculture bases of forestry and ranching provided many opportunities in the area.

There were a number of other significant development milestones that helped Custer grow. In 1890, the Burlington Missouri Railroad was constructed to Custer. The railroad has since disappeared, but was replaced with the Mickelson Trail, which encompasses the 110 miles of railroad bed between Edgemont and Deadwood. Telephone service was brought to Custer in 1883, and by 1903, a local telephone company was in place. Ten years later, electric service was available by Dakota Power Company. The City started to provide water and sewer services in the 1920s.

2.3 Population

As stated above, Custer was a gold boomtown in the 1870s. While the gold rush boom did not last long, the population of Custer saw steady growth until the 1950s, and subsequently, has had a stable population base (see Table. 2-1). Custer's population since 1950 has ranged from a low of 1,597 people in 1970, to a high of 2,105 people in 1960. The current population of Custer is 1,987 people.

Since the population peak in 1960, the population has fluctuated as illustrated in Table 2-1 below. The 1960s were the start of the transition from the traditional mining-, forestry-, and ranching-based economies to the tourism and retirement economy that is seen today, which has also resulted in a change in the city's population. Custer has witnessed an 11.1 percent population increase in the last decade.

While the population has remained relatively stable, the average household size has declined. The average household size declined by 33 percent in the last 50 years, from an average of 3.06 persons per household in 1960, to an average of 2.06 persons per household in 2010.

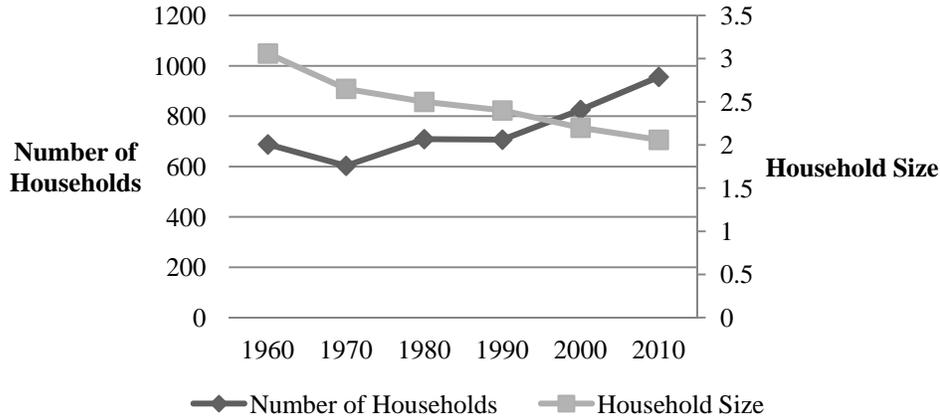
Table 2-1 Population History

Year	Custer City		Custer County		State	
	Population	% Change	Population	% Change	Population	% Change
1900	599	-	2,728	-	401,570	-
1910	602	0.50%	4,458	63.42%	583,888	45.40%
1920	595	-1.16%	3,907	-12.36%	636,547	9.02%
1930	1,203	102.18%	5,353	37.01%	692,849	8.84%
1940	1,845	53.37%	6,023	12.52%	642,961	-7.20%
1950	2,017	9.32%	5,517	-8.40%	652,740	1.52%
1960	2,105	4.36%	4,904	-11.11%	680,514	4.25%
1970	1,597	-24.13%	4,698	-4.20%	665,507	-2.21%
1980	1,830	14.59%	6,000	27.71%	690,768	3.80%
1990	1,741	-4.86%	6,179	2.98%	696,004	0.76%
2000	1,860	6.84%	7,275	17.74%	754,844	8.45%
2010	1,987	6.83%	8,296	14.03%	814,180	7.86%

Source: U.S. Census Bureau

The Custer average of 2.06 persons per household is lower than the state average of 2.43 persons per household and the national average of 2.6 persons per household.

Chart 2-1 Number of Households and Average Household Size



In the same time period—1960 to 2010—the number of households in Custer increased from 688 to 894. Chart 2-1 shows the relationship between the number of households and household size from 1960 to 2010 in Custer. The overall number of households with the city has increased, but the average household size has decreased. The increase in the number of households in Custer is a result of annexations and growth (see Map 2-6). In 1978 and 1980, the City annexed the Pleasant Acres Addition and Woodland Addition located in the southeast part of Custer. In addition, the annexation of the Homestead Addition in 1988 increased the number of households in the city. With the addition of Boot Hill Ranch Estates in 1999 and the 2006 annexation of the Stone Hill Development with a proposed 110 residential lots, the City should see positive growth through the next decade.

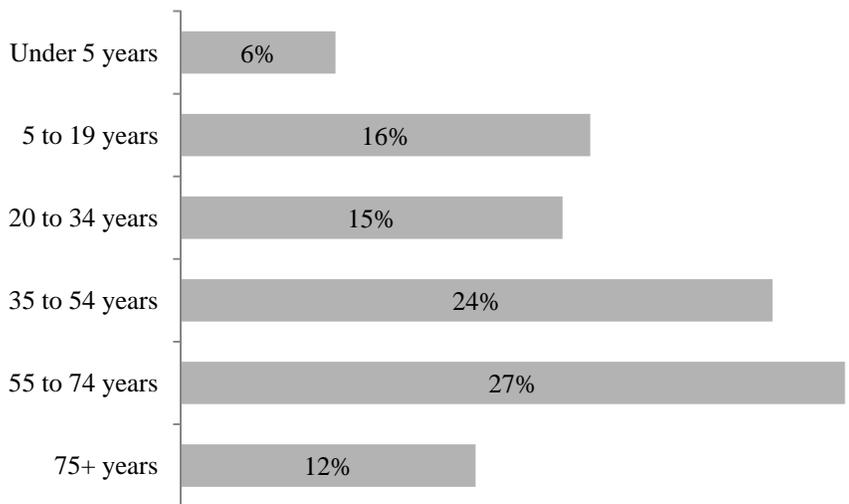
Map 2-6 Annexation History



Chart 2-2 shows the age distribution for Custer based on the 2010 Census. An analysis of the age data shows information that could impact the future population distribution. Only 15 percent of Custer’s population falls within the 20 to 34 year-old age group. This trend is to be expected. Custer does not have higher education or technology training facilities for those looking to advance their careers. In addition, year-round employment has been an issue in the community.

The second trend is the aging population. Over half of Custer’s population is 35 to 74 years old. Assuming the age patterns remain similar in the coming years, the community may expect to have an aging population approaching the upper middle and retirement agegroups. Over time, this would lead to an older average age depending upon trends in local birth rates and the age characteristics of persons migrating into the area. The State Data Center’s population projections reflect a “graying” of the population in Custer County.

Chart 2-2 Custer City Age Distribution



Source: 2010 U.S. Census

There are a variety of methods available for generating projection scenarios, all of which rely to varying degrees upon historical trends. For instance, the South Dakota State Data Center prepares population projections for the state and each county annually. Their projection methodology utilizes sophisticated models that consider historic patterns of in and out migration, as well as county level birth and death rates.

While Custer County has seen a significant increase in growth since 1970, a comparative analysis of the population projections are useful. One method of for projecting the city of Custer’s future population is calculated based on the South Dakota Data Center, as displayed by

	Custer County	Custer City
Year	Projection	Projection
2015	8,002	2,035
2020	8,179	2,086
2025	8,296	2,137

Source: South Dakota State Data Center

Table 2.2, using a growth rate of 2.45 percent.

Another method utilizes a growth rate estimate based on dwelling units. Between 2000 and 2010, there have been an additional 88 dwelling units constructed within the city. These units are a combination of single-family residences, townhouses, duplexes, apartments, and manufactured homes. Based on the 2010 Census average household size of 2.06 persons per household, the city’s population should have increased by approximately 181 persons.

Table 2-3 shows four growth scenarios. The first scenario shows the South Dakota Data Center projected growth rates for the County applied to the City population. The second scenario shows a growth rate based on Custer’s thirty-year average, ten-year growth rate of 5.5 percent. The final two scenarios show a ten-year growth rate of 10 percent and 20 percent.

Table 2-3 Projected Growth Rates

	SD Data Center	30 Year Average	10% Growth Rate	20% Growth Rate
2000	1,860	1,860	1,860	1,860
2010	1,984	1,962	2,046	2,232
2020	2,093	2,070	2,251	2,678
2030	2,139	2,184	2,476	3,214

2.4 ECONOMY

Custer has a diverse economy with industries based on natural resources and an ever-expanding tourism industry. This profile looks at the current economic conditions and characteristics of the community in order to identify the strategies for the development of the community. Table 2-4 displays the major employers in the community. Table 2-5 relates the workforce characteristics of Custer’s population. Some of the employers

are located outside the Custer City limits, but are located within a ten-minute commute of the city.

TABLE 2-4 MAJOR EMPLOYERS

Organization	Employees
Black Hills National Forest	583
South Dakota Star Academy	305
Custer Regional Health Care Network	231
Custer School District	183
Custer County Government	74
Crazy Horse Memorial	60
Heartland America	40
Lynn's Dakotamart	35
Jorgensen Log Homes	34
Custer Resort Company	34
Pacer Corporation	33
Custer State Park	31
Black Hills Electric Cooperative	30

Source: Custer Area Chamber of Commerce

The Black Hills National Forest Service is the largest employer in the community. Between the operation of the Supervisors Office, and the Hell Canyon Ranger District, the US National Forest provides a large number of professional and technical jobs. Of the top four employers, only the Custer Regional Healthcare Network, which includes a hospital, senior care center, and a clinic, is a private sector company. In addition, the major local tourist sites, Crazy Horse Memorial, Custer Resort Company, and Custer State Park,

Table 2-5 (NAICS)

INDUSTRY	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	61	6.7%
Construction	53	5.9%
Manufacturing	63	7.0%
Wholesale trade	0	0.0%
Retail trade	115	12.7%
Transportation and warehousing, and utilities	46	5.1%
Information	9	1.0%
Finance, insurance, real estate, and rental and leasing	47	5.2%
Professional, scientific, management, administrative, and waste management services	48	5.3%
Educational, health and social services	187	20.7%
Arts, entertainment, recreation, accommodation and food services	151	16.7%
Other services (except public administration)	43	4.8%
Public administration	81	9.0%
Totals	904	100%

Source: US Census Bureau

2.5 INCOME

The most recent Census economic information for Custer estimates the median household income at \$35,122, which represents an 11 percent increase in the median household income since 1999.

A breakdown of median household income is described in Table 2-6. The median household income in the Custer City is roughly 78 percent of the state median household income and is 70 percent of the national median.

Custer City	South Dakota	United States
\$35,122	\$45,048	\$50,221
Source: US Census Bureau, ACS		

2.6 EDUCATION

Custer City is served by the Custer School District #16-1. The School District serves the larger population of Custer County, which includes the communities of Hermosa, Fairburn, Spring Creek and the east Custer County ranching area. In Custer City, the school district has an elementary school, middle school, high school, and alternative education programs. A new high school was completed on the eastside of the city in 2005. In 2011 a new elementary school was built there. The middle school was relocated to elementary and highschool classrooms. Custer School District's long-range plans include constructing a middle school between the elementary school and high school. A multiuse indoor sports facility will be constructed on the east side of the high school.

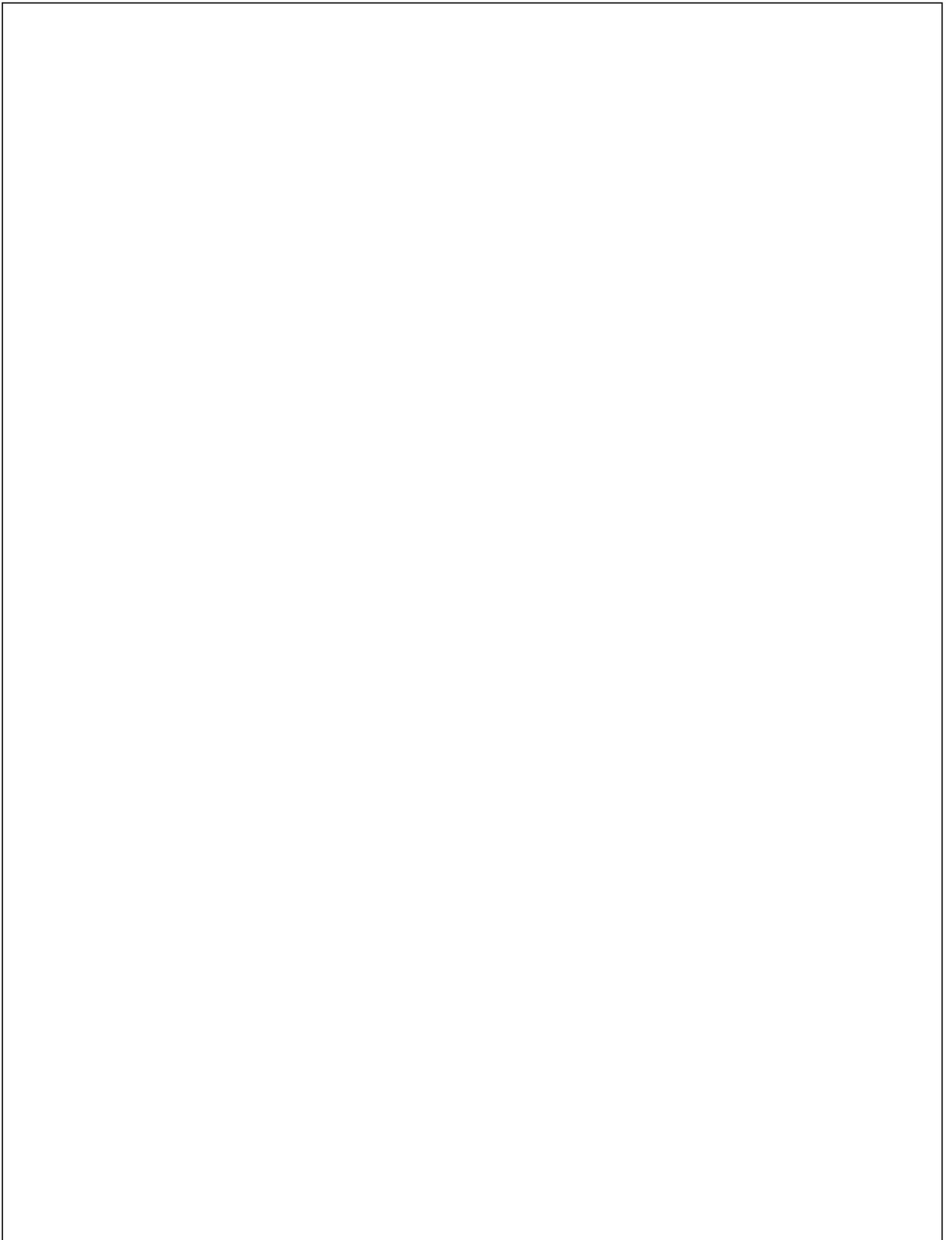
Continuing education opportunities are available in the region. Crazy Horse College, 4 miles North of Custer, provides limited continuing education. Rapid City, located 40 miles from Custer, has a number of continuing education facilities. These facilities provide a broad range of continuing education options and include the South Dakota School of Mines and Technology, West River Higher Education Center, National American University, and Western Dakota Technical Institute. In addition, Black Hills State University is located in Spearfish, and Chadron State College is located in Chadron, Nebraska, both approximately 90 miles from Custer.

2.7 MEDICAL FACILITIES

Custer Regional Healthcare Network provides a wide range of medical services to the community. The network services include the Custer Regional Hospital, a 16-bed facility and emergency room; Custer Regional Clinic and Rehabilitation Services; Colonial Manor, a 76-bed long-term care facility, including a 16-bed Alzheimer's unit; and, the Wedgwood Assisted Living Center. These facilities are located on a campus on the northeast side of the community. The Custer Regional Healthcare Network is part of the Regional Healthcare Network headquartered in Rapid City with facilities throughout the region.

2.8 EMERGENCY SERVICES

In Custer City, Emergency Services are provided through four organizations: Custer County Sheriff; Custer Fire Department; Custer Ambulance Service; and, Custer County Search and Rescue. Custer City does not have its own paid law enforcement, but contracts with the County to provide this service. The Custer Ambulance Service is a district and provides service for . Custer County and a portion of Fall River County. In 2007, the ambulance service constructed a new facility near the hospital in Custer. The Fire Department and Search and Rescue are both volunteer organization. Both of the services are growing and looking at potential new facilities.

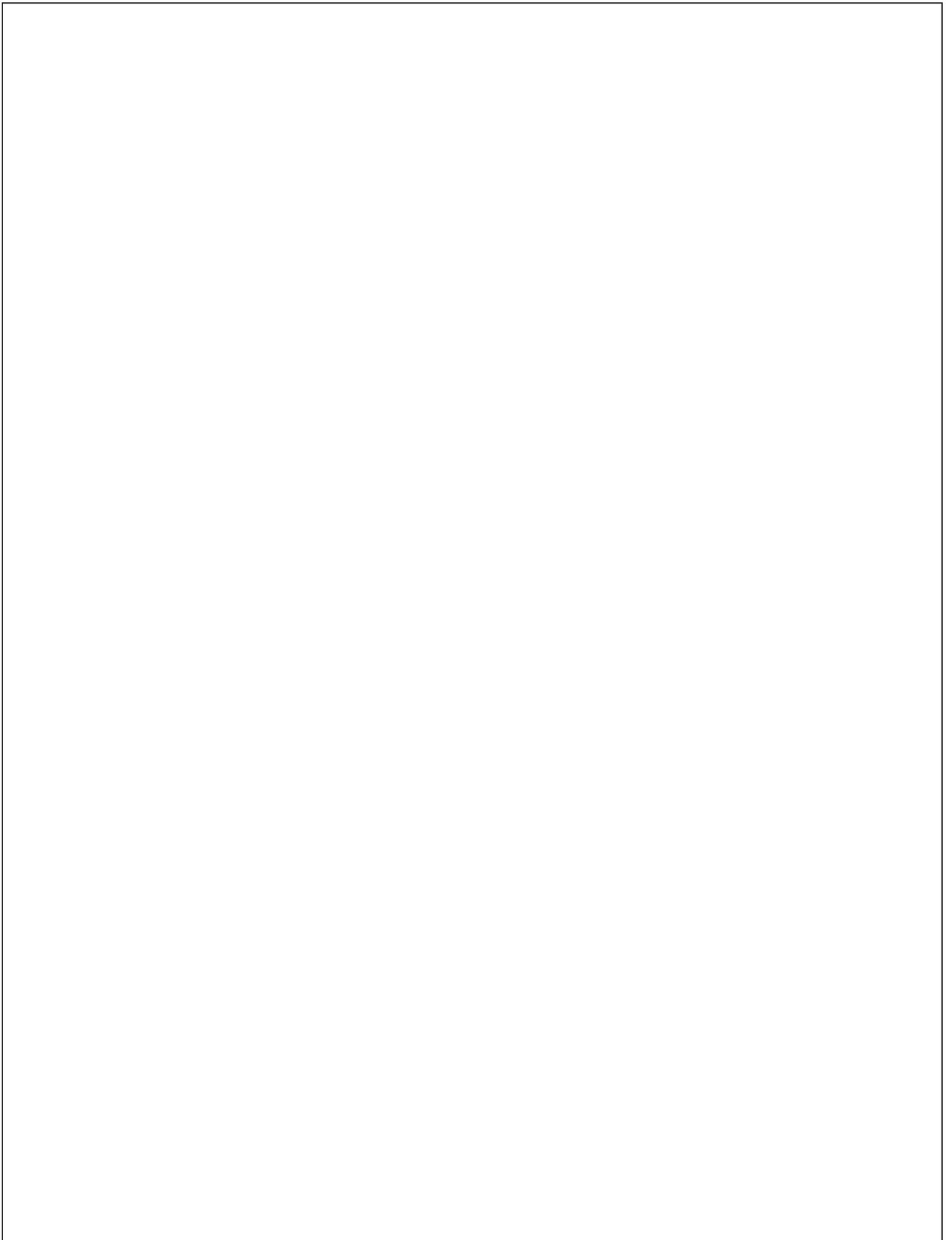




2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 3 VISION AND GOALS



CHAPTER 3

COMMUNITY VISION AND GOALS

3.1 CUSTER CITY COMPREHENSIVE PLAN VISION

Provide an inviting, clean, thriving, diverse community with a robust economy and strong education system, emphasizing its rich history, surrounding natural beauty, and great quality of life.

3.2 COMPREHENSIVE PLAN POLICIES

The following policies are intended to provide guidelines for reviewing land use decisions and developing specific components of the comprehensive plan:

- ✦ *Create a safe, efficient, and aesthetically pleasing community environment.*
- ✦ *Encourage the orderly and efficient growth of the community based on social, physical, environmental, and economic factors.*
- ✦ *Promote a desirable balance and location of land uses based on identified needs of the community.*
- ✦ *Encourage the proper use and management of areas that are prone to natural hazard events.*
- ✦ *Promote a balanced and diversified economic base.*
- ✦ *Promote and preserve the central business district as a primary commercial area of the community.*
- ✦ *Provide for a full range of housing types, sizes and costs to accommodate all the citizens of the community.*
- ✦ *Develop an efficient transportation system that encourages proper land development and includes opportunities for pedestrian- and bicycle-oriented modes of transportation.*

- ✘ *Provide adequate and attractive park, recreation, and open space facilities.*
- ✘ *Encourage urban development in areas with existing services and in those areas where future extension of services can be provided in the most feasible, efficient, and economical manner.*
- ✘ *Use land use regulations to encourage development at densities and locations that minimize the costs and maximize the benefits of providing public services and facilities.*
- ✘ *Ensure that the costs of providing public services for further development are borne by the developer.*
- ✘ *Ensure that adequate provisions are provided to protect ground water, surface water, and air from becoming polluted or degraded.*

3.3 COMPREHENSIVE PLAN GOALS

GOAL #1

ENSURE PUBLIC HEALTH AND SAFETY

Objective #1.1

Public Services

Plan and develop a timely, orderly, and efficient arrangement of public facilities and services to function as a framework for urban and rural development.

Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas.

The comprehensive plan shall establish policies and guidelines to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Timely, orderly, and efficient arrangement refers to a system or plan that coordinates the type, locations, and delivery of public facilities and services in a manner that best supports the existing and proposed land uses. Public

facilities and services refers to key facilities and to appropriate types and levels of services of at least the following: police protection; fire protection; health care services; education opportunities; water system facilities; sanitary sewer facilities; storm drainage facilities; energy and communication services; and community governmental services.

Strategy #1.1.1 **Capital Improvement Plan**

Develop five-year Capital Improvement Plans (CIP) for the following items:

1. Water Facilities
2. Sanitary Sewer Facilities
3. Streets/Bridges
4. Public Buildings and Grounds
5. Stormwater Facilities

Strategy #1.1.2 **Facility Plans**

Develop long-range facility plans for the following items:

1. Water Facilities
2. Sanitary Sewer Facilities
3. Streets/Bridges
4. Public Buildings and Grounds
5. Stormwater Facilities

Strategy #1.1.3 **Emergency Operations**

Provide an operation group to organize, plan, and facilitate the response of emergency service providers.

Objective #1.2 **Land Use Planning Process and Policies**

Establish a land use planning policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

All land use plans and policies shall include identification

of issues and problems, inventories and other information regarding the goals and objectives of this comprehensive plan. The plans, policies, supporting documents, and implementation ordinances shall be filed in a public office or other location easily accessible to the public.

To ensure orderly growth of the community, land uses need to be identified and located to ensure that an adequate area for each land use is maintained and that conflicts between uses are minimized. Land use designations include but are not limited to the following: agricultural lands; residential uses; commercial uses; industrial uses; and public uses

Strategy #1.2.1 **Land Use Plan**

Develop a land use plan as a guiding tool for the growth of Custer City. In addition, implementation tools such as Zoning Ordinances, Subdivision Regulations, Building Codes, Property Maintenance Standards, and Nuisance Regulations need to correspond to the land use plan and related policies.

Strategy #1.2.2 **Fringe Development**

Develop land use policies to ensure that contiguous growth along the city's fringe enhances and is representative of the type and density of development found in neighboring properties and Custer City.

Strategy #1.2.3 **Annexation**

Develop annexation policies and plans to ensure adequate area for growth within the city.

OBJECTIVE #1.3 **NATURAL DISASTERS AND HAZARDS**

Developments subject to damage or that could result in loss of life or property shall not be planned, nor located in known areas of natural hazards without appropriate safeguards. Plans shall be based on an inventory of known areas of natural disaster and hazards.

Areas of natural hazards are areas that are subject to natural events that are known to result in death or endanger the

works of man, such as wildfire, stream flooding, blizzards, erosion, landslides, weak foundation soils and other hazards unique to local or regional areas.

Strategy #1.3.1 **Flood Plains**

Develop a flood mitigation plan for both the French Creek Drainage and Laughing Water Drainage to insure existing and future development will not result in additional flooding or damage to property.

Strategy #1.3.2 **Wildland/Urban Fire Interface**

Develop a wildland/urban fire interface mitigation plan for the community that will identify the areas at risk and create policies and programs to reduce the fire risk.

Strategy #1.3.3 **Other Hazards**

Develop plans for hazards such as blizzards, drought, and other hazards that impact the community.

Objective #1.4 **Natural Resources**

Maintain and improve the quality of the air, water, and land resources of the community.

All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. Such discharges shall not exceed the carrying capacity of such resources, considering long-range needs of the resource; degrade such resources; or threaten the availability of such resources.

Objective #2.1**Community Character**

Preserve and protect Custer's "small town" atmosphere and natural resources and conserve its scenic and historic areas and open spaces.

Key elements to Custer's atmosphere include but are not limited to the following: its natural resources; scenic and open space resources; cultural history of its people, buildings, and events; and, a viable downtown business district. These elements need to be protected and maintained by a reasonable fire district code conserved for present and future generations. These resources promote a healthy environment that contributes to Custer's livability.

Strategy #2.1.1**Special Features**

Develop specific plans for key community features and uses. These plans need to address the specialized needs of unique areas of the community, such as a Downtown Master Plan, an East Custer School Campus Plan, and a Community Gateway Plan.

Strategy #2.1.2**Small Town Atmosphere**

The City shall develop programs and policies that will promote and protect Custer City's unique "small town" atmosphere.

Strategy 2.1.3**Volunteerism**

The City shall develop programs and policies that will promote and support volunteer resources for services that the City does not provide.

Objective #2.2

Parks and Recreation

Meet the recreational needs of the citizens and visitors. The requirements for meeting such needs, now and in the future, shall be planned by the City having responsibility for recreation areas, facilities, and opportunities: in coordination with private and non-profit enterprises; in appropriate proportions; and in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and Federal agency recreation plans shall be coordinated with local recreational needs and plans.

Strategy #2.2.1

Park and Recreation Plans

Develop a long-range park and recreation plan that identifies the needs and opportunities that must be addressed in the community. The plan(s) need to identify both the physical improvements required, but also the recreations program(s) that need to be addressed.

Strategy #2.2.2

Partnerships

Create partnership opportunities with different organizations to provide for the recreational needs of the citizens of the community.

Objective #2.3

Economic Development

Provide adequate opportunities to all citizens through a variety of economic activities vital to the health, welfare, and prosperity of Custer's citizens.

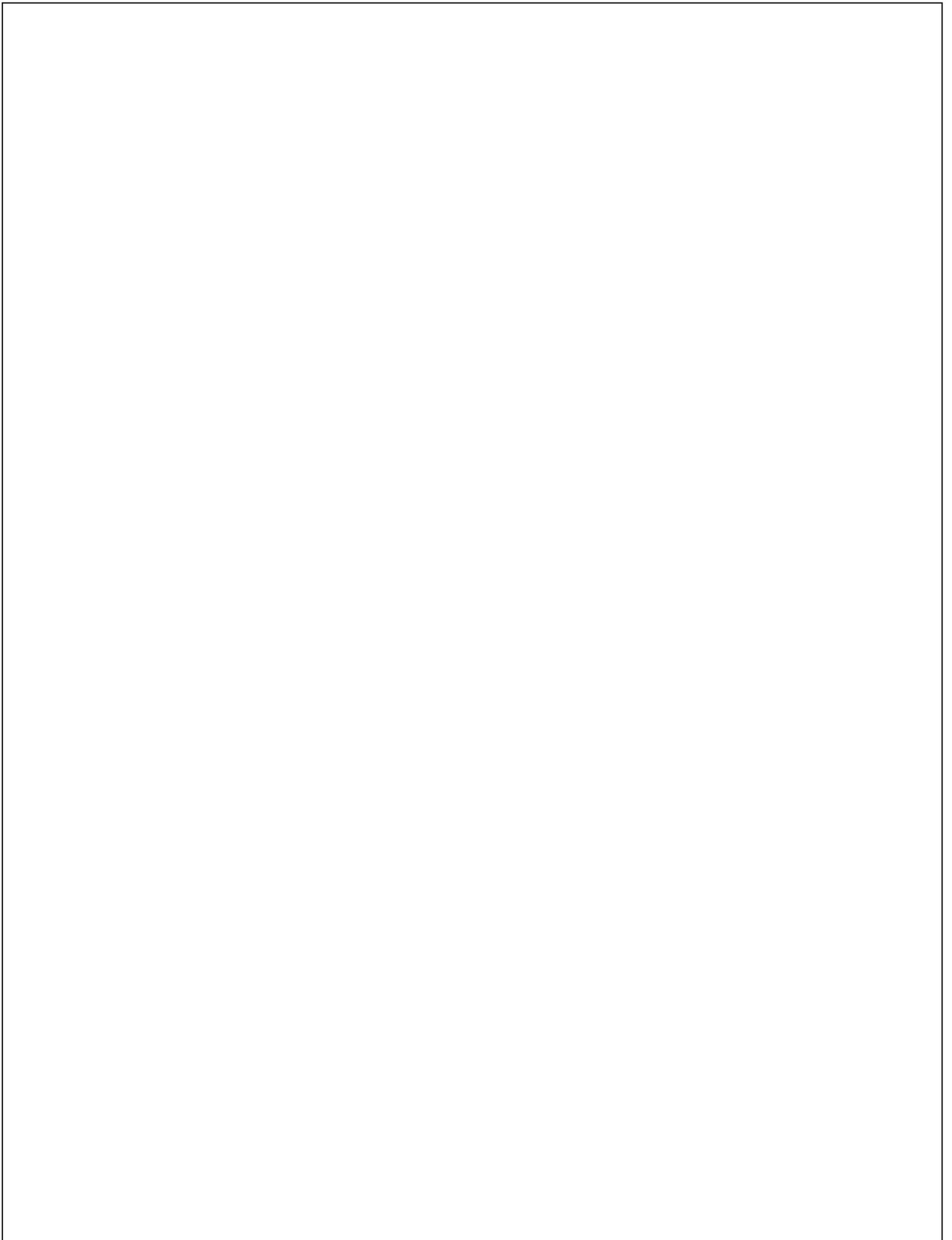
The economic development policies and plans shall contribute to a stable, diverse, and healthy economy in Custer. Such plans and policies shall be based on business opportunities suitable for increased economic growth and activity that will provide a wide range of opportunities to the citizens of Custer. These economic activities are those that are required for business start-ups and expansions of the business services needed and desired by the citizens. These activities include, at a minimum, the following: adequate communication services, including wireless service and high-speed internet service.



2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 4 LAND USE ELEMENT



CHAPTER 4

LAND USE ELEMENT

4.1 INTRODUCTION

This chapter provides a vision for the future physical development of Custer City and surrounding area. This chapter establishes the necessary policy guidance that will be used in making decisions about the compatibility and appropriateness of individual developments within the context of the larger community. This section of the comprehensive plan presents mapped land use and development density recommendations to guide future growth to appropriate vacant or underutilized lands within the city, and to recommend locations for future development neighborhoods and districts at the urban edge. An essential component of this chapter is the land use plan, which will serve as the City's policy for directing ongoing development and managing future growth, preserving valued areas and lands, and protecting neighborhoods.

4.2 LAND USE POLICIES

The following land use policies are intended to guide specific development issues. They are also intended along with the general policies and goals, to lay the groundwork for the land use plans of this document. In addition, these policies should be further implemented in specific ordinances (zoning and subdivision ordinances) or other regulations, such as public works design criteria manual.

- *Encourage infill development in existing neighborhoods and redevelopment of areas or structures that have become obsolete due to changing economic factors or have physically deteriorated beyond reasonable use.*
- *All Suburban Residential developments with lot sizes of one acre or less shall be served by public utilities (water and sewer).*
- *Developments which require developed utilities should have all utilities, both public and private, installed prior to final approval or have surety that they will be completed within a one-year time frame.*

- ✦ *All utilities should be placed underground except when physical constraints limit the ability to place them underground.*
- ✦ *Ensure that adequate public right-of-way is retained for future expansion of the street/road and utility systems.*
- ✦ *Ensure that adequate ingress and egress is provided to all developments and individual properties, including emergency vehicle access.*
- ✦ *Ensure that adequate off-street parking facilities and landscaping are provided for multi-family residential, commercial and industrial developments.*
- ✦ *Establish basic aesthetic and architectural standards for the main commercial corridors in the community.*

4.3 LAND USE CATEGORIES

The land use categories establish broad, general character-based land use designations to identify those areas of the community that have similar characteristics. Each of the land use categories or community character types described below are present in Custer with varying degrees of prevalence. Since land use designations are broad in nature, there may be parcels or areas that do not conform to the designated future land use classification.

The future land use plan does not replace the existing zoning designation placed on a property, but is a tool for guiding future development of our community. There are two different scenarios when an area may have a different future land use designation than the existing land use. The first occurrence is where the City has determined that due to changing conditions, such as the abandonment of the railroad, that a local land use designation/zoning is no longer appropriate. The second occurrence is when isolated parcels have developed in a manner that is inconsistent with the surrounding land uses. In both cases, it is the City's intention that where there is a conflict between the existing land use plan/current zoning designations and the future land use plan designation(s) that the redevelopment of these properties and/or areas should conform to the future land use plan designation(s).

Forest/Agricultural Land Uses

Forest/Agricultural land use areas are characterized by large tracts of

either timber property or open meadows used for grazing. Development (homes and other structures) in these areas are accessory to the agricultural operations. These areas are on the fringe of the community and are under pressure to be developed into residential uses. Typical development densities in the Forest/Agricultural land use areas are parcels or combination of parcels under one ownership over forty (40) acres in size.

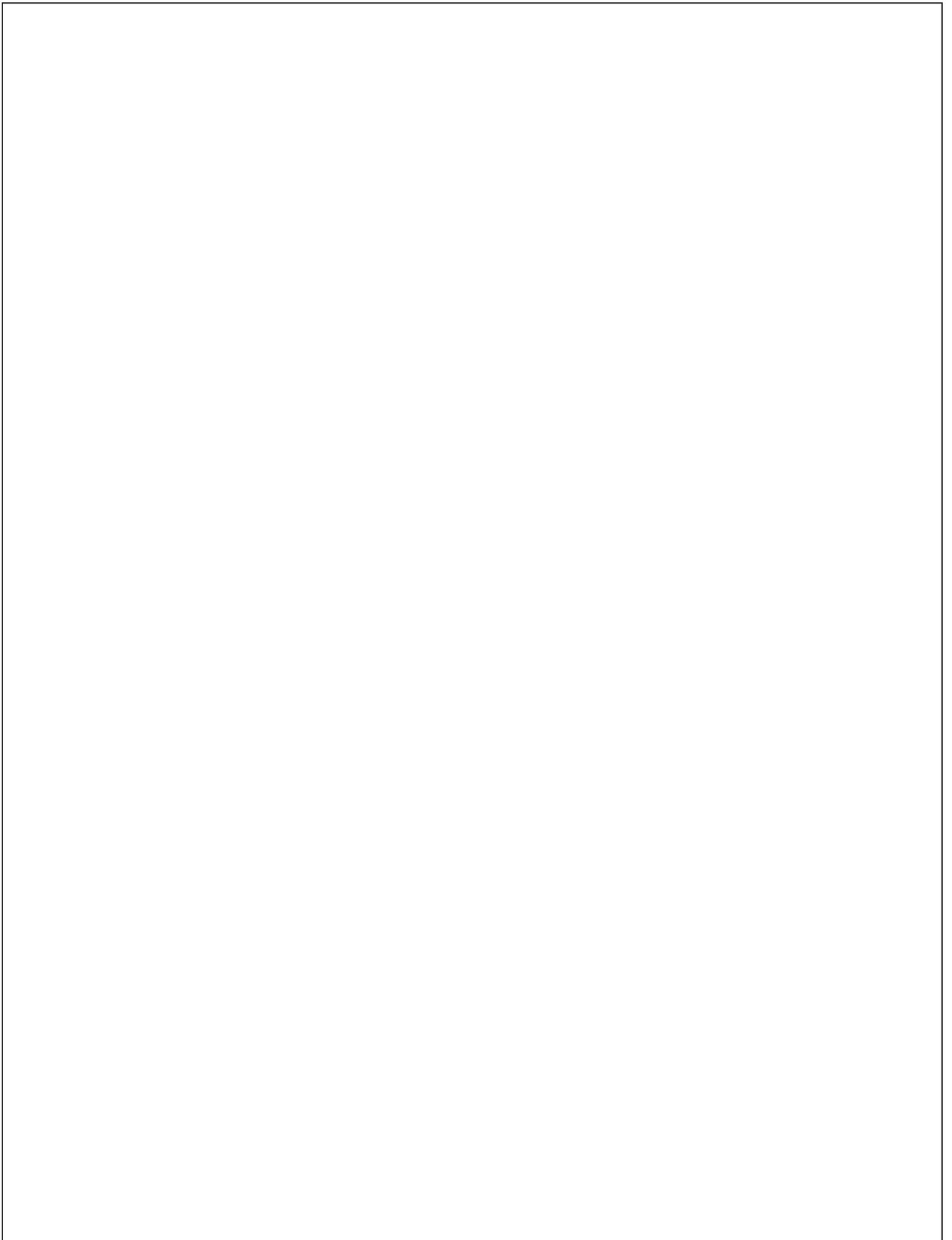
Residential Land Uses

Residential land uses are areas primarily devoted to all types of housing for the residents of the area. The types of housing included in this category include single-family detached, single-family attached, multi-family, and manufactured homes. In addition to the residential uses, associated uses such as religious facilities, schools, and parks are appropriate in residential areas. The density of these areas varies greatly depending on the type of housing in the neighborhood.

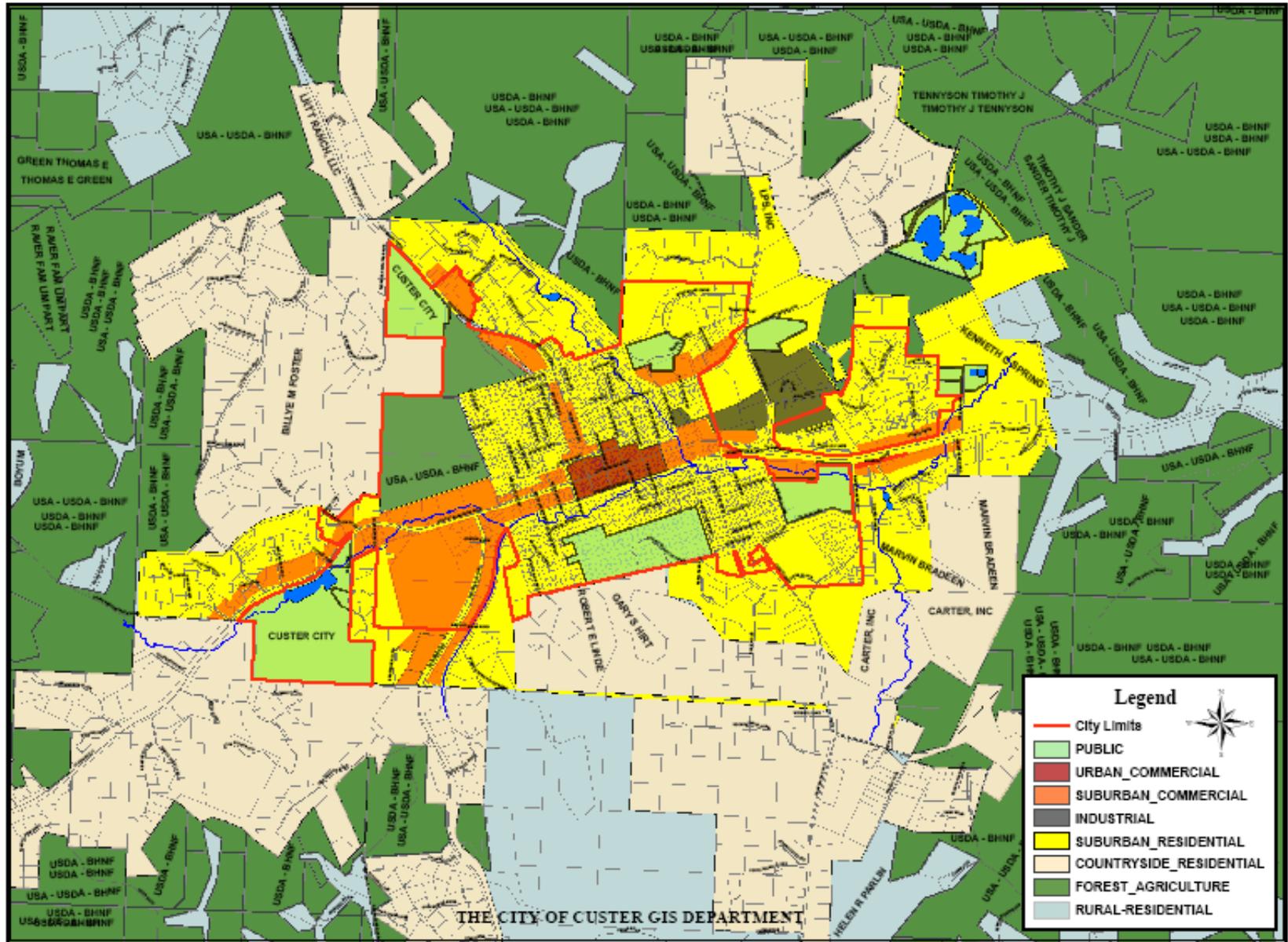
For the purpose of this Chapter, residential density is expressed in overall density of the area or of the parcel being developed. The intent of the density standards is to give flexibility to the potential development to offer a range of lot sizes and configurations depending on infrastructure requirements, terrain, and proposed open space considerations. This will allow for cluster development and varied housing types while insuring that overall character of the area is maintained. Densities are expressed in dwelling units per acre. An example for a 40 acres parcel, which has an average density of .2 dwelling units per acre, there would be a total of 8 lots. The development could consist of 3 - two acre lots, 4 - six acre lots, and 1 - ten acre lot. Planned Developments will often be used in these type of situations to provide greater flexibility and promote development that is more economically efficient while being compatible with adjacent land uses.

Rural Residential

These areas are located in Custer's jurisdiction, but are unlikely to receive urban services during the foreseeable future. Within these areas, appropriate uses include limited agricultural uses and rural estate development. Large lot rural subdivisions should make maximum use of conservation design techniques, which permit clustering or use of smaller estate lots in exchange for maintenance of substantial areas of common open space. Densities in these areas are very low and the density ranges from .025 to .2 dwelling units per acre.

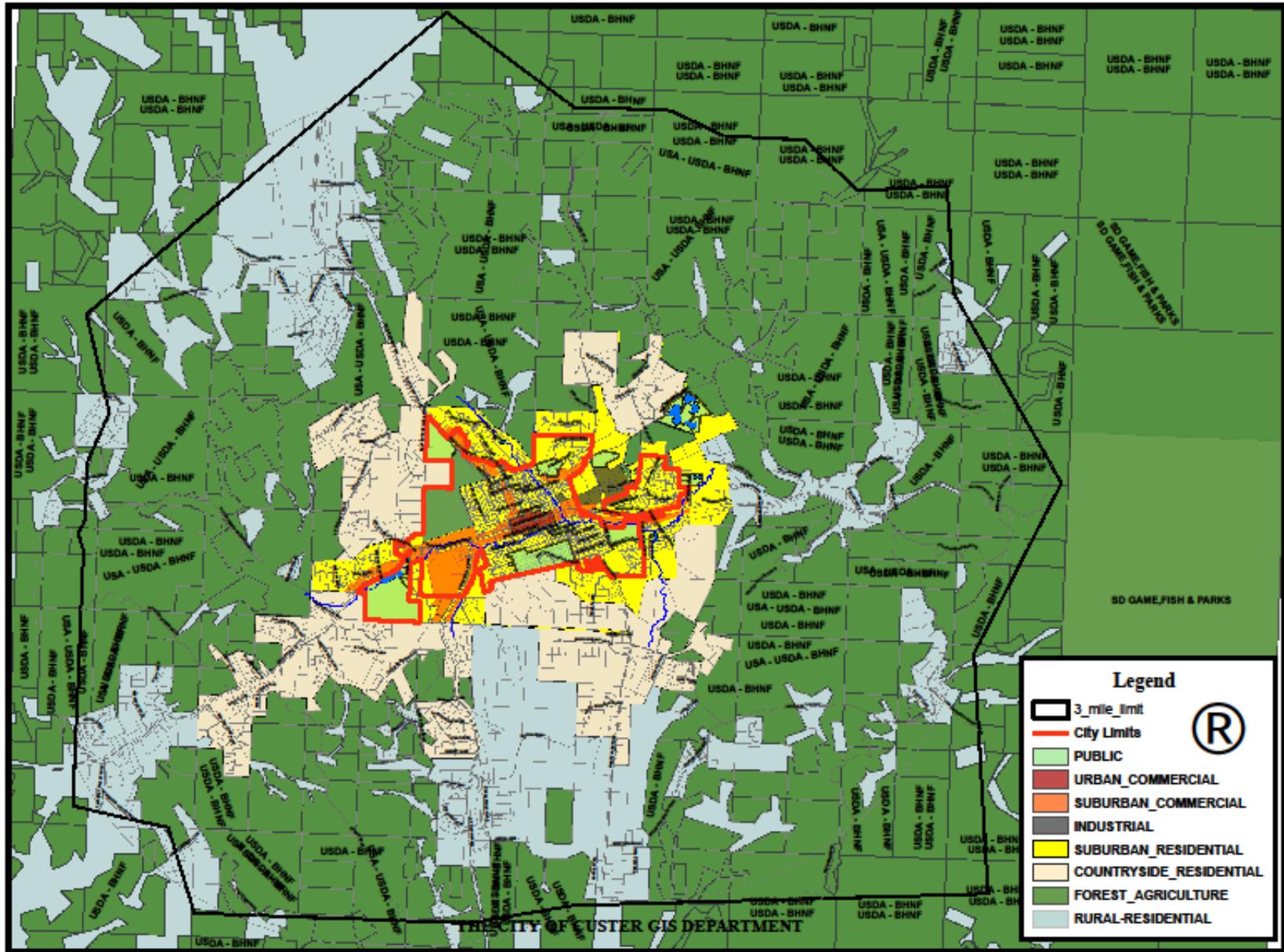


LAND USE STUDY- CITY OF CUSTER CITY





LAND USE STUDY- CITY OF CUSTER CITY





Countryside Residential Character Areas

This type of residential character includes residential acreages, which are often located just outside the incorporated limits. Often these areas transition into more dense development as the urban services are extended. Densities in these areas are low the density ranges from .2 to .33 dwelling units per acre.

Suburban Residential Character Areas

Mapped Suburban Density Residential areas are often relatively large, and on the Future Land Use Plan may encompass adjacent portions of several neighborhoods. Suburban Residential Areas primarily consist of single-family detached residences with densities ranging from .33 to 5 dwelling units per acre. In addition to single-family residential characteristic of these areas, other residential types are also included in this description.

Multi-family residential and other congregated housing types are located in the Suburban Residential Areas. When applying specific land use and/or zoning classifications, these types of uses should be located either as transitional uses between commercial or industrial uses and single-family residential areas or located as a buffer from higher traffic volume streets; such as collectors and arterials, and single-family residential areas. Multi-family residential or other housing types also may be considered as part of a land use plan presented in a Planned Development.

Commercial Land Use

Commercial land uses are characterized by personal and business services and the general retail business of the community. Within the commercial land use designation, there are a number of sub-set types of commercial uses. These include the Urban Commercial Character Areas and Suburban Commercial Character Areas.

Urban Commercial Character Areas

Urban Commercial areas are historically the center of commerce, culture and entertainment in the community. The features that contribute to an urban character are similar to that found in downtown, which are the proximity of uses to the public ways, with little or no building setbacks, and a strong pedestrian orientation at the sidewalk level. An urban commercial area is designed with an intensity of use to draw people into close contact, where congestion and personal encounters are both expected

and essential for a vibrant community center. The pedestrian orientation throughout the use area is essential to the urban commercial character.

Suburban Commercial Character Areas

Suburban Commercial is commonly associated with an automobile-oriented commercial business or business strip centers. These areas include a wide variety of commercial uses and intensity of use. The most prominent features that contribute to the Suburban Commercial Areas are buildings surrounded by large impervious parking lots often with multiple access points. The building types are often one-story, built at the rear of the site resulting in parking being the main focal point of the area.

Since there is a wide range of commercial uses and intensity of use associated with the Suburban Commercial areas, prudence needs to be followed when applying specific land use decisions to an area or property. Less intensive commercial uses, such as professional offices, are better suited to be located adjacent to residential uses than higher intensity commercial uses, such as a fast food restaurant or automotive repair.

Industrial Land Uses

Industrial land uses are characterized by areas that provide land for manufacturing, processing, storage, warehousing, wholesaling and distribution. These areas are located near major transportation routes due to potential heavy truck traffic. Large one-story buildings with large circulation areas and outdoor storage characterize this type of land use.

Public Land Uses

Public land uses are characterized by those uses typically authorized by a public agency and large scale in nature. These uses can range from school campuses to parks and recreational facilities to large utility sites such as wastewater treatment facilities.

4.4 EXISTING LAND USES

The existing land uses of Custer City and the planning area consist of primarily residential and commercial uses. Residential land uses are the prevailing land uses in the community. Downtown and the areas along the highway corridors make up the majority of the commercial areas. Public land uses are scattered throughout the community. Forested/agricultural land uses consist primarily of US Forest Service properties in the study area.

4.5 FUTURE LAND USES

Chapter 3 of the plan establishes goals, objectives, and policies for land use and development in Custer City and its planning area. The Future Land Use Plan presented in this section of the plan applies these goals, objectives, and policies in a geographic context and recommends a pattern of future land uses and development intensities to guide the physical development of the city for the next 20 years.

The Future Land Use Plan (see Map 4-1) identifies how the community would like to grow in the next 20 years. It provides the basis for orderly growth and effective planning of infrastructure improvements. The Future Land Use Plan provides the basis for educated decision making for both the public and private sectors related to development and growth. The Future Land Use Plan is still generalized and does not reflect every subtlety that is relevant to appropriate development of a particular parcel. While they are mapped to specific locations, the land use recommendations presented in the Future Land Use Plan are still relatively broad, and the exact shape of many of the land use districts is necessarily conceptual. The plan does identify proposed changes to the existing land uses. These areas were identified due to the changing conditions of the community. With this stated, all new development should comply with intent of the Future Land Use Plan.

The intent of this paragraph is to provide opportunities to be more flexible with the division of land. We would encourage the use of a PRD (Planned Residential Development), or a PD (Planned Development) submittal to the Planning Commission on larger subdivisions. This type of planning tool provides opportunities to fit various sizes of lots into a larger parcel, but still maintain the basic density goals. The PRD or PD process would require additional meetings and submittals to the City Planner and Planning Commission, but it should result in a better, more efficient and profitable development. There may be opportunities to develop more smaller lots in large developments or in single lot splits if the plans follow the guidelines listed below.

1. One permanent residence per parcel of land.
2. Provide percolation tests and secondary drain field locations for every parcel 5 acres or less.
3. Provide site plan to Planning Commission showing location of FEMA flood data if any, structures, utilities and driveways for any parcel of 5 acres or less.
4. Encourage those wanting smaller lots to look at a cluster type development.

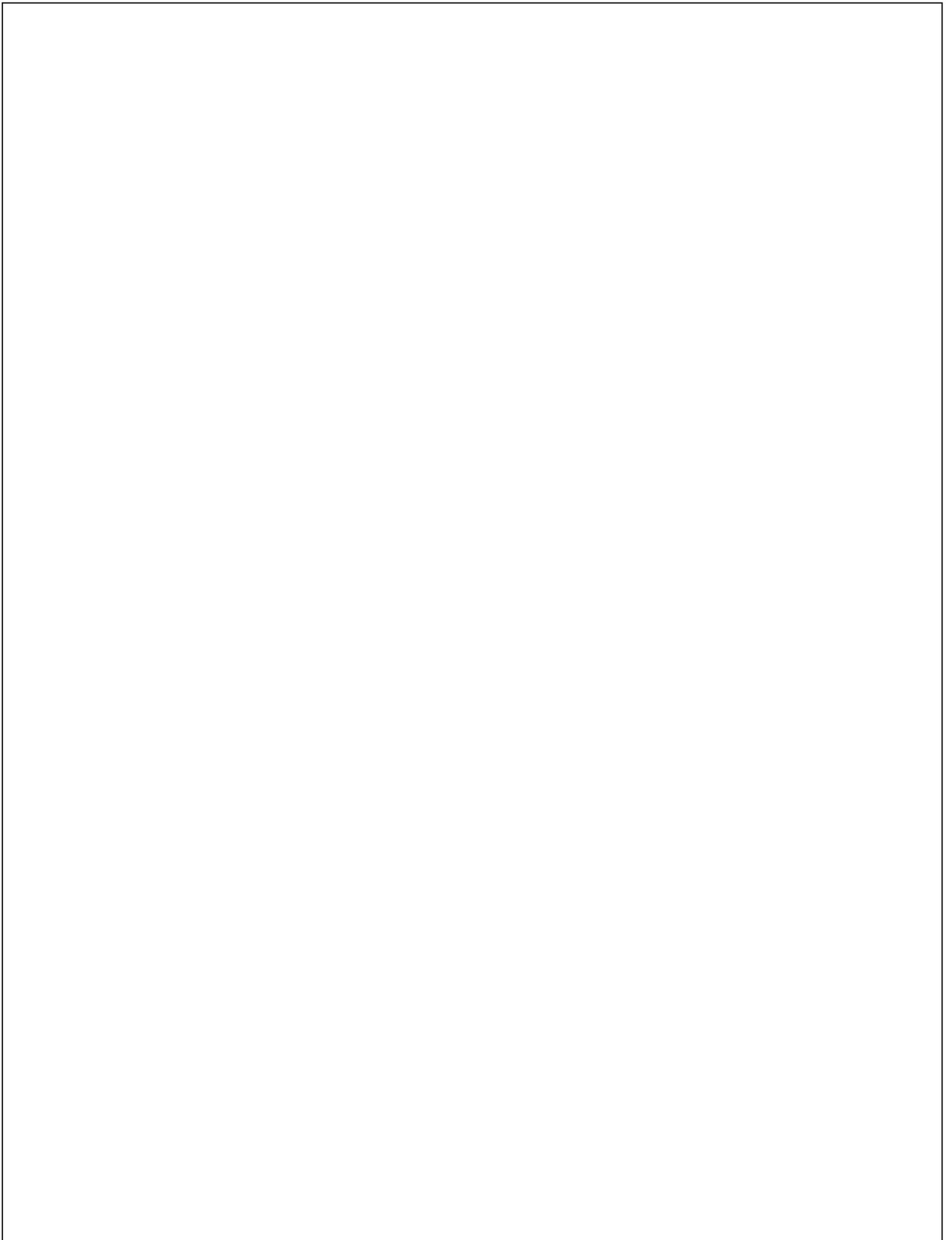
5. Require holding tanks, utilize gray water systems or other creative methods for handling wastewater.
6. Require a septic inspection agreement and inspections every 5 years.
7. Show proof of potable water availability.
8. Access roads must meet road requirements.
9. Require a review process for neighboring parcels in existing subdivisions.
10. Work with a Planned Residential Development Plan.
11. Require a “waiver of right to protest”.
12. Give consideration to a “Family Subdivision” for a small lot split on an Agriculture zoned parcel (40+ acres).



2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 5 PUBLIC WORKS ELEMENT



CHAPTER 5

PUBLIC WORKS ELEMENT

5-1 INTRODUCTION

The backbone of a community is its infrastructure network. The infrastructure systems are the framework for the city's basic operations and future growth. These systems include the transportation network, water system, sanitary sewer system, stormwater system, and solid waste management. This chapter will focus on the utility networks for Custer with transportation being further developed in Chapter 6. These systems quietly provide the basic municipal support for Custer residents. Ensuring that these systems have adequate capacity, routing, and future expansion is critical to a growing community. Any one of these facilities can be the limiting factor in new development. This chapter looks at the current state of these facilities, future needs, and issues that need to be addressed.

5-2 PUBLIC WORKS POLICIES

To create a balance between the development of the community and the need to preserve or conserve key natural, cultural, or scenic resources, the following policies have been developed to provide a framework for development decisions.

- *Protect the public health and environment by providing wastewater collection, treatment, and related services to Custer City and surrounding areas in a well-planned and cost-effective manner.*
- *Maintain the wastewater systems at or above legally required service levels, while planning for expansion of public facilities necessary to accommodate the growth of the city. The expansion of the system should be accomplished by minimizing the cost to current city residents.*
- *Provide and maintain an adequate supply of safe water for drinking and fire protection, with quality service at a reasonable price.*
- *Encourage all water users to practice water conservation techniques to reduce demand for water wherever such practices are feasible and provide sufficient water system redundancy to assure adequate service under stressed conditions (such as drought, well contamination, etc.).*

- ✚ *Provide and maintain a public stormwater system capable of conveying stormwater from developments and rights-of-way and discharging it in a manner that protects the public health, safety and welfare.*
- ✚ *Prohibit unincorporated development on the city's periphery that would block future city growth options or make orderly and efficient city expansion and extension of urban services more difficult.*
- ✚ *The City of Custer City should reject all land divisions without public sewerage service (subdivision plats) within its extraterritorial platting jurisdiction if such land divisions will in any way impair the ability of the City to expand its physical boundaries as recommended in the City of Custer City's Comprehensive Plan.*
- ✚ *Maintain household refuse and yard waste collection to meet or exceed legally required service levels and the City should work with Custer County to require that the same level of service is required of County residents.*

5-3 SANITARY SEWER SYSTEMS

Water Reclamation Facility

Custer City maintains a water reclamation system to collect and treat wastewater from residential, commercial, and industrial customers within the city. The City generally does not provide sewer service beyond the corporate limits, with the exception of service to one public sanitary district, East Custer Sanitary District. This policy promotes contiguous growth, allowing better control of treatment capacity and long-term development of the system.

The City's wastewater treatment plant was constructed in 1986 and consists of primary and secondary wastewater treatment. The facility has a designed treatment capacity of 0.558 million gallons per day. The raw wastewater is cleaned of large objects and the larger and heavier grit material by a rotomat micro screen as it enters the headworks building. . The cleanings from the rotomat are transported to the sanitary landfill for burial.

Secondary treatment facilities at the treatment plant site include two aeration basins. Wastewater flow from the headworks building is proportioned to each aeration basin by a flow splitter. Each aeration basin

holds approximately 1.4 million gallons of wastewater, or two and one half days of flow based on design flow of 0.558 mgd and operate parallel to one another. Surface aerators are mounted on floating catwalk systems.

Final treatment of the wastewater is completed in four polishing ponds located approximately two-thirds of a mile north of the treatment plant site. The treated wastewater is drawn off the aeration basins to a ten-foot-diameter, twenty-foot-deep wet well. Two alternating 100 Hp 8" submersible pumps lift the treated wastewater 150 feet in elevation through an 8" AC force main for approximately 3,500 feet to polishing ponds 1 and 1A and each discharge to pond 2 and pond 3, which are operated in series. The level of water in each polishing pond can be controlled by either gate valves or stop gates. Total volume of the polishing ponds is approximately 140 acre feet with a total retention time of approximately 80 days at design flow of 0.558 mgd less evaporation and percolation losses.

The treated wastewater from polishing pond No. 3 is pumped by the high lift vertical turbine pump station located in the treatment plant building through a 12" force main approximately 8.2 miles with a 400 foot vertical lift to the discharge point below the abandoned Flynn Creek Picnic Ground. The high lift vertical turbine pumps are capable of pumping at approximately 1,100 gpm. The high lift pumps are pumped primarily during the night to take advantage of reduced electrical rates. In addition during the summer, the treated waste water is diverted to the Rocky Knolls Golf Course and is used for irrigation.

The secondary wastewater treatment system is designed to treat the wastewater to the following standards set forth by South Dakota Department of Environment and Natural Resources and authorized by the National Pollutant Discharge Elimination System.

<u>Parameter</u>	<u>30-Consecutive Day</u>	<u>7 -Consecutive Day</u>
BOD, mg/l	30	45
TSS, mg/l	30	45
pH, units	shall remain between 6.0 and 9.0	

A diesel-fired 250 KW generator located in the treatment plant building provides stand-by power for the operation of the mechanical bar screen, three aerators in each aeration basin, the submersible pumps and the interior electrical components of the treatment plant during power outages.

Sanitary Sewer Collection System

The collection system consists of a main interceptor line and tertiary lines that feed the main interceptor line. The 15" PVC gravity interceptor sewer line runs parallel to French Creek through the city to the Wastewater Treatment Plant. Currently, Custer City does not operate any lift stations; however, there are a number of small lift stations for individual properties.

Sanitary Sewer System Growth

The benefiting property owners generally pay the cost of local wastewater development. Developers are required to pay the cost of providing sewers of sufficient size and capacity for the area being developed. The City, if needed to serve future growth areas, typically subsidizes larger diameter sewers.

Sewer user fees are used to finance ongoing maintenance projects and improvements to the treatment plant and collection system. A wastewater treatment and collection system facilities plan needs to be developed to ensure the general alignment of major interceptor sewers are provided for prior to development. In addition, the facility plan will allow the City to plan for expenditures in the Capital Improvement Plan.

With proper planning and programming of improvements, it is the desire of the City to ensure nearly all designated growth areas can be served with gravity flow sewers. Gravity flow sewers are the most cost efficient for the City and developers. Monitoring of existing sewer lines to reduce infiltration of ground and stormwater is essential to ensure adequate capacity in the future.

Existing and future policies need to include limiting service beyond the city limits, requiring new development to finance sewer facility costs, programming future expenditures through the Capital Improvement Program, implementing a program of trunk line extensions to serve new growth areas through the planning period, funding the periodic update of a detailed system analysis and long-range improvements plan, maintaining adequate treatment plant capacity, and continuing programs to upgrade existing services.

5-4 DRINKING WATER SYSTEMS

Water Production and Treatment Facilities

The principal sources of water supply for Custer are groundwater from three wells located in fractured rock in the French Creek Drainage. The water supply capacities of primary resources will provide an average annual yield of 696,000 gallons per day for peak days during normal conditions; however, these wells are considered from the same source and severe drought conditions could reduce yield. Currently, peak day production is 451,600 gallons per day, which occurs in July.

To meet future long-range needs from other sources, the City is also examining the feasibility of other well sites in the Custer area. The exploration of these sites has been based on geologic formations in the area where there is a likelihood of a good water supply. In addition, the City has been involved in the Southern Black Hills Rural Water System. This project is in the very preliminary stages and may involve the treatment and distribution of water from the Madison aquifer in the Hot Springs area.

The City currently has three water filter plants; however, only two of these plants are in use. All the filter plants are primarily used to reduce the iron content in the water. Most of the ground water in the Custer area has high iron content. Iron removal is accomplished through a green sand filter process. The total capacity of all three plants is 1,100 gallons/minute with the functional capacity of the two primary plants at 850 gallons/minute.

Currently, the water distribution system consists of two pressure zones with water delivery facilities, including ground storage tanks and pumping stations. Through the City's ongoing maintenance program, water main replacement projects provide for reliable service and fire flows, and minimize service outages from broken pipes. The City completed the process of upgrading the majority of the residential water mains in 2006. The project replaced the majority of 4- and 6-inch cast iron pipe and asbestos concrete pipe with 8- and 6-inch PVC pipe.

Water System Growth

Water user fees are used to finance ongoing maintenance projects and improvements to the treatment plants and distribution system. A water treatment and distribution system facilities plan needs to be developed to ensure additional transmission mains and additional storage and pumping

facilities are provided for prior to development. In addition, the facility plan will allow the City to plan for expenditures in the Capital Improvement Plan. Continued expansion of the wells, transmission lines, and treatment facilities are planned to provide the city with an adequate water supply through the planning period. Development of new wells or the Southern Black Hills Rural Water System will bring an additional source of water for long-term needs.

Water service policies that will continue in the future include limiting water service beyond the City limits, requiring private financing of water system improvements in new development areas (except projects that provide a community-wide benefit), maintaining a schedule of facility improvements and expenditures through the Capital Improvement Program, keeping an updated system analysis and long-range improvement plan, and encouraging water conservation practices.

5-5 STORMWATER

Storm drainage is an important concern in the Custer City growth area. While Custer is not required to meet many of the Federal Mandates regarding stormwater, storm drainage is a critical issue in the growth of the community. The most important components of the city's storm drainage system are French Creek, Laughing Water Creek and their tributaries. The French Creek greenway system also protects potential flood areas from development and allows unrestricted flow of floodwaters through the community. Similarly, smaller natural drainage channels extending into developed areas should be maintained as an alternative to structural drainage improvements. Use of this technique will normally provide both recreational benefits and environmental benefits.

Maintaining the capacity of floodplains and drainage ways to contain and carry storm drainage should be an important consideration in all planning and development. Custer City participates in the National Flood Insurance Program administered by the Federal Emergency Management Agency. Floodplain areas are mapped and land use regulations that restrict development in these areas have been adopted.

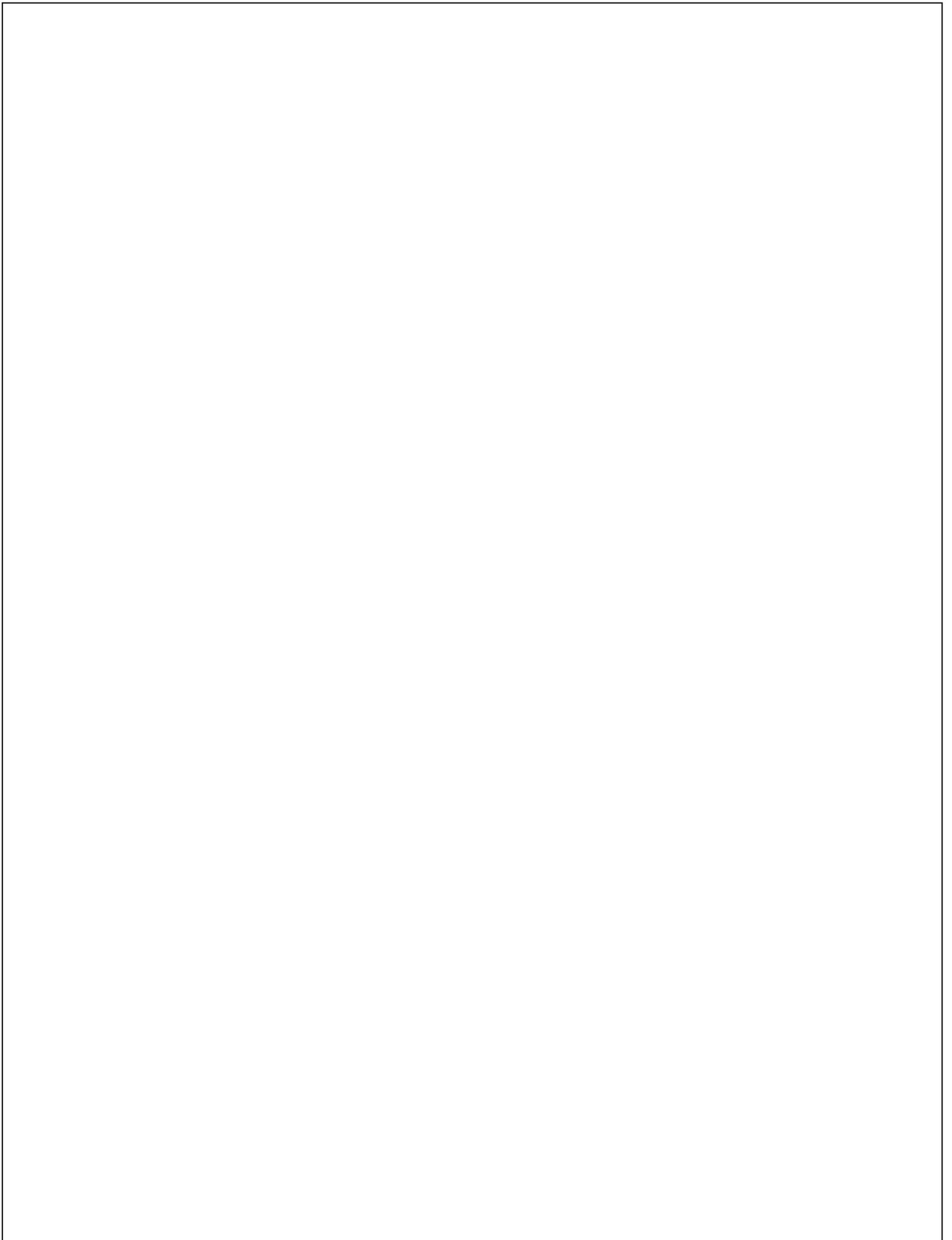
Some policies that should be maintained include continued regulation of development in floodplain areas, examining alternatives for financing stormwater improvement projects in new development, utilizing natural drainage ways to manage runoff, and completing engineering drainage studies for specific growth areas.



2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 6 TRANSPORTATION ELEMENT



CHAPTER 6

TRANSPORTATION ELEMENT

6-1 INTRODUCTION

The relationship between the transportation network and land use will be a major factor in the how residents and visitors evaluate the character of the community. Maintaining a transportation network that provides for effective connections between neighborhoods, business districts and other activity centers is vital to the success of the community. Advanced planning for a comprehensive transportation network is important to ensure that future travel demands are met and to provide safe and orderly movement of traffic throughout neighborhoods, the community, and the region.

To ensure for quality growth patterns, Custer needs to maintain and promote a transportation network that provides for alternatives for both the movement of traffic and also the mode of transportation.

6-2 TRANSPORTATION SYSTEM POLICIES

To ensure that the transportation system supports the overall goals and objectives of the comprehensive plan, the following policies have been developed. In addition, these policies reflect the connections between the transportation network, local land uses and development, and connection into the regional transportation network.

- ✚ *Provide a local transportation network that allows safe and efficient movement of people, goods, and allows for effective response of emergency service providers.*
- ✚ *Ensure that links are provided between neighborhoods, the business center, and other community features.*
- ✚ *Promote regional and statewide transportation facilities that provide improved access to the community.*
- ✚ *Provide for a multi-modal transportation system that is inclusive of automobile, pedestrian, bicycle, and public transportation.*
- ✚ *Ensure that proposed transportation improvements enhance the community and regional character. All transportation improvements need to be sensitive to the community's historic, scenic, and tourism influences.*

6.3 MAJOR STREET PLAN

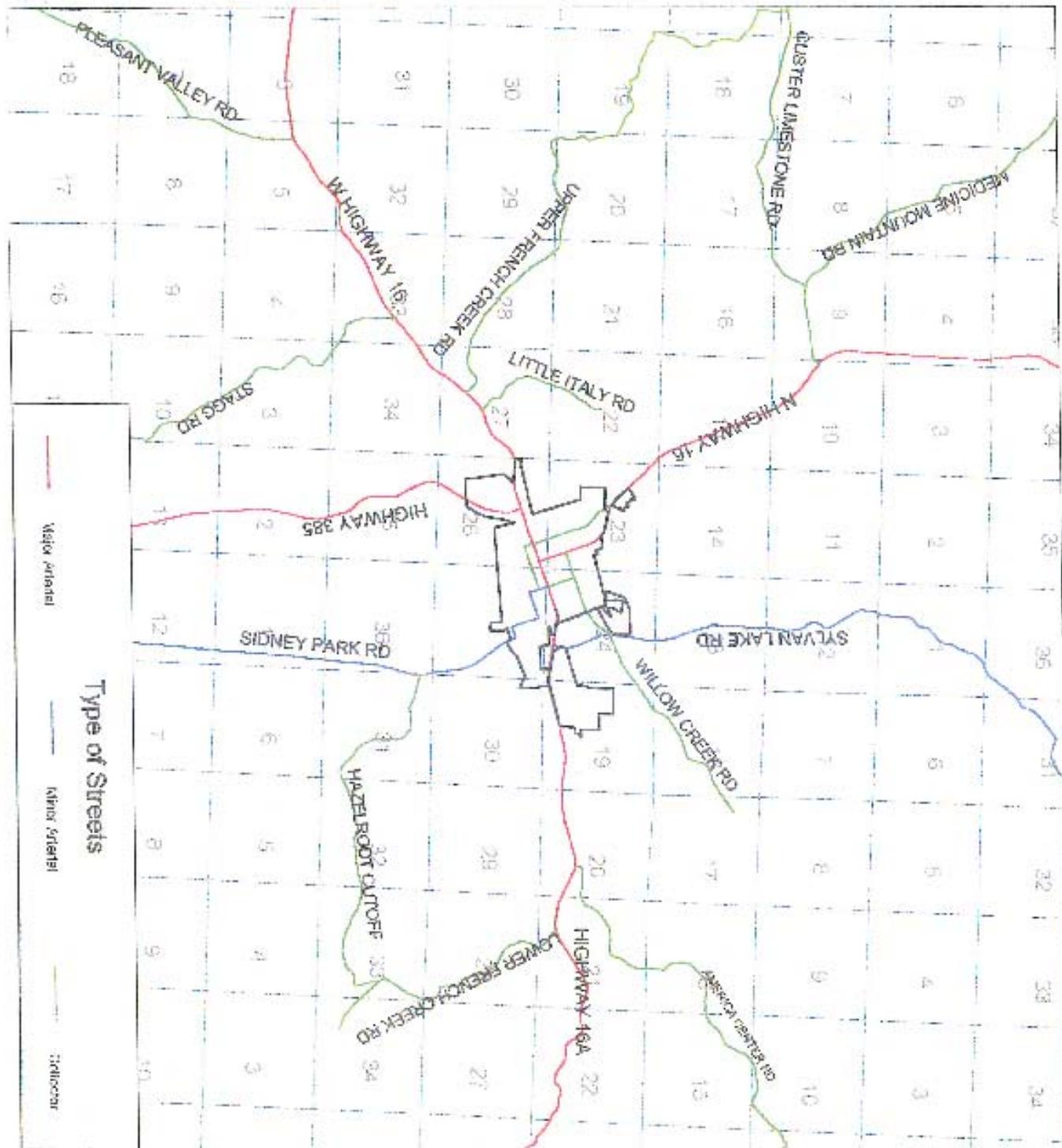
The Major Street Plan (Map 6.3) identifies the most efficient and appropriate street system necessary to meet existing and future travel needs of Custer. It focuses on the thoroughfare roadways that provide the major linkages in the community and to the surrounding region. The purpose of this plan is to identify those

significant routes and to preserve the appropriate alignments and sufficient right-of-way widths to allow the orderly development of the transportation system. The proposed alignments are conceptual, and actual alignments may vary depending on proposed development plans and detail engineering designs. Requirements for dedication of right-of-way for all major streets should apply to all subdivisions within the city and its planning jurisdiction.

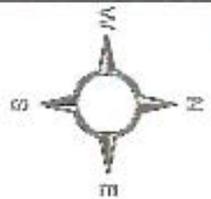
Custer needs to continue to provide for a connected street network. This type of street network provides options for traffic movement minimizing congestion and improving emergency response times. However, due to Custer's geography, the local terrain does not always facilitate roadway spacing as recommended, nor does it allow for a basic grid system to be developed. This makes it all the more important to facilitate street connections where possible.

Street Classifications

Custer's streets are grouped together based on their function within the transportation network. This is based on the street's relationship to adjacent land uses and their role for traffic movement. Each classification has different characteristics to meet the demands placed on it. This plan identifies four types of street classifications: principal arterials, minor arterials, collector streets, and local streets. For the Major Street Plan document, only principal arterials, minor arterials, and collector streets are identified. The plan does not show local streets because they function principally to provide access to individual sites and parcels, and their future alignments will, therefore, vary depending upon individual land development plans. However, it is very important to review the relationship between any proposed local streets and the arterials and collector streets identified on the Major Street Plan.



City of Custer 2002 Major Street Plan



Principal Arterials

These roads serve as regional highways and are the primary connection between major activity centers. Principal arterials are the highest traffic corridors, and in some cases are designed to accommodate relatively high speeds including multi-lane facilities. Since principal arterials through the city are also major regional routes, they may experience significant truck traffic. Principal arterials may use access control devices such as raised medians to reduce traffic conflicts, and are subject to access control regulations that limit intermediate curb cuts.

The specific cross section of a principal arterial varies depending on the traffic volumes and land use variables; however, a number of features need to be identified. This plan identifies that a minimum of 100 feet of right-of-way is maintained for a principal arterial. This right-of-way width allows for future expansion of the roadway including multi-lane sections and divided roadways. Limited access to principal arterials should be maintained to eliminate traffic congestion from turning movements. In new development, access to principal arterials should be limited to minor arterials and collector streets where possible. On-street parking is limited to central business districts that have been developed using on-street parking. On-street parking in other locations is not recommended. Signalization spacing should be long enough to allow for timing plans that can be adjusted to meet changes in traffic volumes and maintain traffic progression. The preferred signal spacing is one-third to one-half mile between signals.

Minor Arterials

Minor arterials connect with, and complement, the major arterial system by linking major activity centers and connecting various parts of the city and region together. Unlike principal arterials, minor arterials usually provide access to adjacent properties, and generally accommodate extensive left-turn movements and curb cuts. On-street parking is limited to central business districts that have developed using on-street parking. On-street parking in other locations is not recommended. As a general rule, these streets are spaced at 0.5 to 1.0 mile apart.

As with principal arterials, the specific design of a minor arterial varies and can include a multi-lane roadway. The right-of-way width for a minor arterial should be between 80 to 100 feet depending on the location and conditions affecting traffic volumes on the roadway. Access should be limited to street intersections, and driveway approaches should be minimal; one-quarter mile or more signal spacing is preferred.

Collector Streets

The primary purpose of the collector street system is to link neighborhoods together, to collect traffic from neighborhoods, and distribute that traffic into the system of major and minor arterials. Collectors are designed for relatively low speeds (35 mph and below). Since collectors generally carry higher traffic volumes than local streets, they typically require a wider roadway cross-section or added lanes at intersections to provide adequate capacity for both through traffic and turning movements. As a general rule, these streets are spaced at 0.25 to .5 mile apart.

Right-of-way widths for collector streets range from 70 to 80 feet, depending on the location and conditions affecting traffic volumes on the roadway. Also, the wider right-of-way provides for a larger separation

between the higher traffic volume street and adjacent land uses. In general, access is unlimited, but driveway approaches align where possible to eliminate turning conflicts.

Local Streets

Local streets provide direct access to individual properties and connections between neighborhoods. They are designed for low speeds and very little truck traffic. Traffic volumes are minimal and serve the adjacent properties. On-street parking, either on one-side or both sides of the street, needs to be accommodated in the street section. Developments need to provide a network of local streets that provide well-distributed access. Subdivision standards should establish minimum required levels of street connectivity. Right-of-way widths for local streets range from 50 to 60 feet. Adequate provision for sidewalks and parking need to be considered in developing standards for local streets.

6-4 PEDESTRIAN AND BICYCLE FACILITIES

Sidewalks, bike paths, and trails are a key component to Custer's transportation network and complement the automotive system. These facilities provide important linkages throughout the community and are part of creating cohesive neighborhoods. They also provide a "small town atmosphere" by providing for opportunities for residents to see and meet with neighbors and other community members. For these facilities to be successful, they must be designed to be both safe and convenient to the user.

Pedestrian and bicycle facilities provide important alternative transportation modes to the automobile. Providing bikeways and walkways helps meet the needs of the segment of the population who do not have access to an automobile, or choose to use an alternative mode of transportation. This segment includes children, elderly, low-income individuals, people with disabilities, and individuals with health issues. As an example, walkways and bikeways enable school children to walk or bike more safely and conveniently to school, reducing the need for busing or automobile trips by parents. In addition, the recreational component of these facilities must not be overlooked.

Pedestrian and Bicycle Facility Policies

- *Create a safe, convenient and attractive bicycling and walking environment.*
 - *Where possible, all pedestrian or bicycle facilities should be separated from the roadway.*
 - *Encourage nodes or other visual signals for crosswalks on major streets.*
 - *Ensure, where possible, that all facilities meet the requirements of the American with Disabilities Act (ADA).*
- *Develop a comprehensive pedestrian or bicycle facilities network among residential neighborhoods, workplaces, downtown, schools, the library, recreation centers, parks, and other destinations.*
- *Continue to promote and expand regional pedestrian or bicycle facilities.*

6-5 AVIATION FACILITIES

Custer County Airport is located approximately two miles south of Custer City on US Highway 385. The Custer Airport is considered a general aviation airport and is primarily used as a small aircraft facility. The facility is situated at an elevation 5,602 feet, and is the only airport located in the higher elevations of the Black Hills. Facilities and services that are provided at the airport consist of hangars, aircraft tie-downs, 24-hour self-serve fuel, flight instruction, and minor repairs. A pilot lounge that includes satellite TV, restrooms, and vending machines, and a flight planning area containing a DTN weather center, weather channel, and telephone for flight services are located at the facility.

Runway 8-26 is the primary runway at Custer County Airport. Runway 8-26 has a bituminous surface with a length of 5,500 feet and width of 60 feet. It has a single wheel load capacity of 12,500 pounds and has medium intensity runway lighting. These lights are pilot controlled for intensity, and help pilots identify the runway during low-visibility conditions and at night. The runway is marked for non-precision approaches and has a precision approach path indicator (PAPI) on both ends of the runway. The PAPI is a four-light design. PAPI lights can be seen from 5–10 miles away during the day and from 20 miles or more away during the night.

The length of the runway, and the elevation of the facility limit the type of aircraft that can utilize the airport. With an elevation of 5,602 feet, lack of air density, primarily in the summer months, can limit the ability of aircraft to take off from the facility. While Custer cannot control this feature, the Airport Board has investigated improvements to the runway. The Airport Master Plan recommends the reconstruction of the runway to a length of 6,800 feet and widening it to 75 feet. This improvement would allow most small aircraft under 10 passenger seats to utilize the airport and would allow a number of larger aircraft to use the facility.

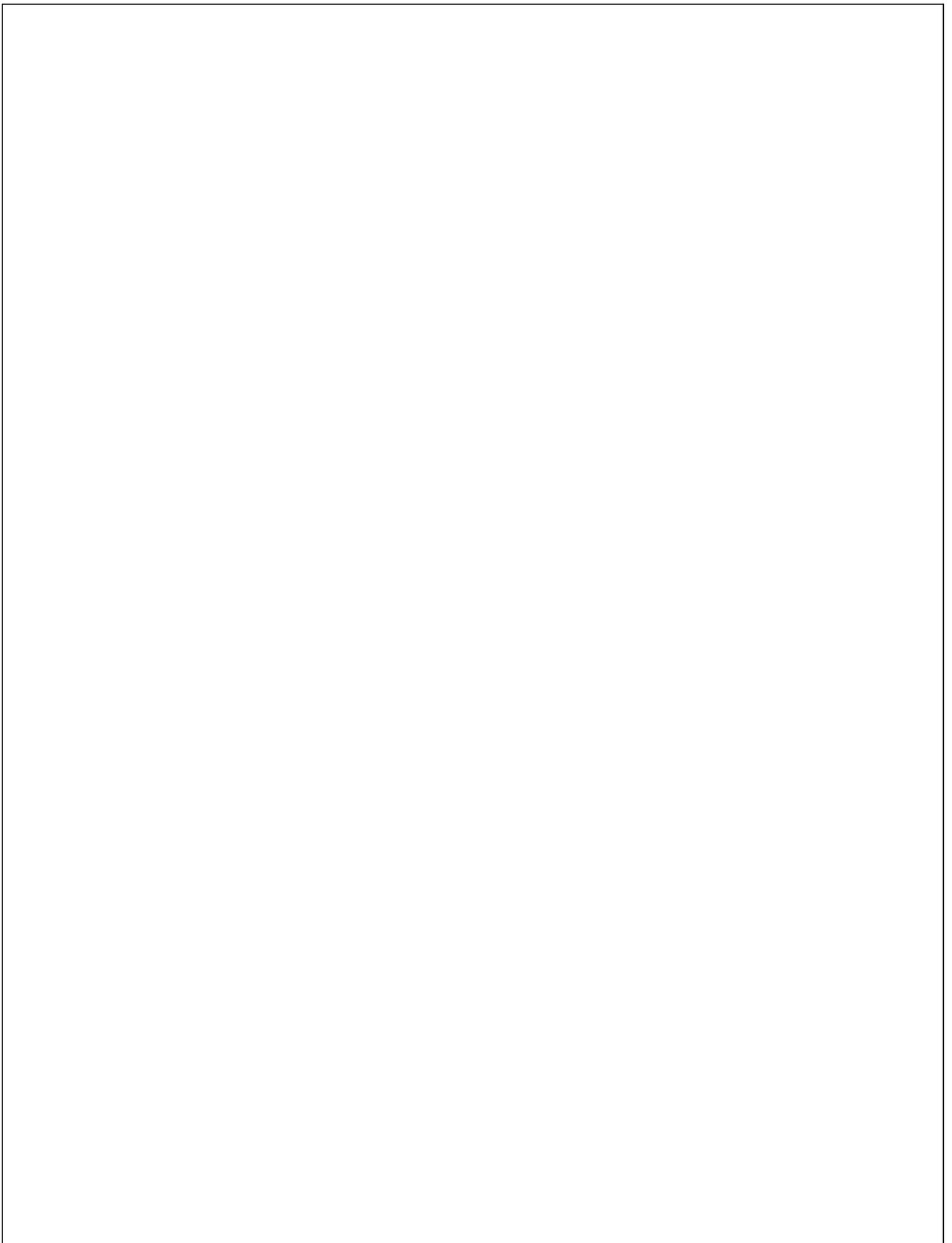
The Custer County Airport is a vital component to the continued growth of the community. The City of Custer City, Custer County, and the Custer County Airport Board need to work together to ensure that all Federal Aviation Administration rules and guidelines related to encroachments and land uses around the airport are met. This will ensure that the airport will not be restricted in the future as to use or type of aircraft that may use the facility.



2031 PLAN

THE CITY OF CUSTER CITY COMPREHENSIVE PLAN

CHAPTER 7 NATURAL, CULTURAL, AND SCENIC RESOURCE ELEMENT



CHAPTER 7

NATURAL, CULTURAL, AND SCENIC RESOURCES ELEMENT

7-1 INTRODUCTION

Custer's setting in a beautiful natural landscape of forested hills, open meadows and rocky outcrops makes its citizens especially appreciative of the importance of its natural resources. In addition, with Custer being the first community established in the Black Hills, there is strong pride in the history and culture of the community. These features have helped Custer City establish a unique character. While the visual character of cities is established predominantly by the built environment, the natural setting in which Custer sits has a major influence on the appearance, structure and culture of the community and the lifestyles of its citizens. The conservation of important natural features not only adds variety and significant amenities to the city's landscape, it is also critical to maintaining a healthy environment and ecological balance. And, although Custer is a small urban community, its actions have an important influence on efforts to preserve and protect the natural features that make Custer unique. This chapter of the Comprehensive Plan considers issues and opportunities related to the natural and cultural environment and resources.

7-2 NATURAL, CULTURAL, AND SCENIC RESOURCES POLICIES

To create a balance between the development of the community and the need to preserve or conserve key natural, cultural, or scenic resources, the following policies have been developed to provide a framework for development decisions

- *Promote and develop uniform regulations with Custer County to protect ground and surface water from contamination caused by development.*

- *The City shall work with the County and Forest Service to develop a strategic plan for the protection and improvement of water quality in the French Creek Basin.*

- ✚ *Ensure that stormwater runoff does not adversely impact neighboring properties or lower the water quality of the area streams.*
- ✚ *Ensure that development is guided to avoid locations with potential negative impacts from existing and future mineral extraction activities and milling operations.*
- ✚ *The City will inventory its scenic resources, vistas and view sheds and identify its key scenic features. Developments infringing on the key features need to make provisions to reduce or mitigate the development impacts on these resources.*
- ✚ *The City shall encourage and promote forest management practices that provide for a diverse forest ecosystem.*
- ✚ *The City shall promote and develop fire regulations and standards for the wildland/urban interface for development and individual properties located in forested areas.*
- ✚ *The City shall promote and enhance its cultural and historic resources and places.*

7.3 LAND RESOURCES

Land is a limited resource, and the land needs of a growing population and economy for cities, ranches, lumber, mining, recreation not only compete with each other, but also encroach upon the natural environment and may have direct and indirect negative impacts upon it. Both urban and rural development should utilize land efficiently and balance more intensive uses with the preservation and restoration of sensitive natural communities and resources. This is even more prevalent in the Custer area where a large portion of the land is either in Federal or State ownership, which puts more pressure on those privately owned properties to be developed.

7-4 WATER RESOURCES

The area's streams, wetlands, floodplains, lakes and groundwater aquifers and recharge areas, are the foundation of the region's hydrological ecological system. Custer area and city residents use water for many purposes, including drinking, washing, gardens and lawns, recreation, transportation, and waste transmission and processing. These uses put a strain on the supply and quality of Custer's water resources, and the City

must plan to carefully and strategically monitor, protect and improve water quality and supply if it is to preserve and sustain the area's current and future hydrologic system, while also serving a growing population.

7-5 MINERAL RESOURCES

There are several active and inactive mineral extraction sites and milling operations in the Custer area. The development and refinement of these mineral resources are important components to the economy of Custer; however, their operations may also create conflicts with adjacent landowners and residents as the other residential or commercial uses grow nearer or surround them. The City needs to protect these operations from encroachments of non-compatible uses. In addition, the City must ensure that these operations meet or exceed environmental standards for reclamation, air and water quality, and noise pollution.

7-6 FOREST RESOURCES

Forest lands are a major component of the landscape of Custer. These lands comprise the majority of the area surrounding Custer City. The majority of these lands are under the control of the United States Forest Service. These forests provide the source of raw materials for the timber industry. They provide for many outdoor recreational opportunities and wildlife habitat. Finally, these forests provide a scenic quality to the community. Today, however, Custer faces major challenges from the demands for timber products, from the desire of residents wanting to live in a forested setting, and to provide for a long-term quality environment.

7-7 HISTORIC AND CULTURAL RESOURCES

The Custer community has long valued its historic and cultural resources, and has tried to preserve and enhance these important resources. Custer City prides itself as the first place gold was discovered in the Black Hills and as being the first city in the Black Hills. Custer not only has an established historic district but there are a number of historic landmarks within the city. National Historic Landmark designations may be placed on sites (natural or improved) and structures of particular historic, architectural, or cultural significance to the city. A listing of designated landmarks can be found in Table 7 - 1. In addition to these, areas like Pageant Hill and the community events such as Gold Discovery Days have strong connections to the history of the community.

Table 7-1	
Historic Properties	Location
Custer County Courthouse	411 Mt. Rushmore Rd.
First National Bank Building	548 Mt. Rushmore Rd.
Garlock Building	522 Mount Rushmore Rd.
Grace Coolidge Memorial Log Building	644 Crook St.
Towner, Francis Averill (T. A.) and Janet Leach, House	218 Crook St.
Tubbs, Newton Seymour, House	35 Centennial Dr.
Way Park Museum	4th St. and Rushmore Rd.