

Comprehensive Plan

2004-2014

City of Lead

Preserving the Past



Creating a Vision for the Future



Planning for Change

Protecting the Environment



Lead, South Dakota Comprehensive Plan

D R A F T

June 23, 2004



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Lead Comprehensive Plan

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Lead Comprehensive Plan

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Introduction



Lead
South Dakota

Introduction

The Purpose of the Plan

Lead's Comprehensive Plan is a vision of what the City wants to be. It is also a framework for shaping future growth and change, for protecting what the community values, for enhancing what the community wants to improve, and for creating what the community feels is missing. The need to look beyond the closure of the Homestake Mine and to transform the local economy by establishing a new long-range vision for the City of Lead offered a solid rationale for preparing a Comprehensive Plan. The City of Lead has been inextricably shaped by the dramatic physical, economic, and cultural impacts associated with the development and operation of the Homestake Mine. Celebrating the legacy of mining and the role of the owners and operators of the Homestake Mining Company in shaping the City of Lead past, present, and future represented an essential theme to guide the preparation of this Comprehensive Plan.

More specifically, this Comprehensive Plan serves the following purposes:

- Articulates a long range vision that can serve Lead through 2014, and also provides policies that address current issues.
- Addresses physical planning issues such as land use, development, transportation, housing, parks, public facilities, and utilities, as well as social and economic development issues.
- Identifies key issues, sets goals, and defines policies to achieve the goals. This provides the legal basis for land use control and a link to Lead's zoning and subdivision ordinances.
- Ties together the various components of Lead (land use, transportation, community facilities, and so on) into one "comprehensive" plan that reflects the interrelationships among these components.
- Guides Lead City staff, the Lead City Commission, Lead Area Economic Development, Lead Chamber of Commerce, and private property owners and developers in decisions related to preservation, redevelopment, and new development activities in Lead.

The Lead Comprehensive Plan is a general plan that brings together its various elements into a unified "big picture." It is not intended to provide a detailed economic development plan, a detailed sewer and water plan, a detailed park system plan, a municipal buildings assessment plan, and so on. Rather, it provides a framework that can guide the development of more detailed plans that the City can develop in the future. The Lead Comprehensive Plan is the starting point, and the focus for doing detailed planning. Lastly, the Lead Comprehensive Plan is a dynamic Plan that the City should review and

refine on a regular basis, to ensure that it reflects the policy basis for decision-making as Lead continues to grow and change.

Organization of the Plan

The Lead Comprehensive Plan is presented in eight chapters described as follows:

Chapter 1.0: Issues, Opportunities, and Vision – Provides a brief history of Lead, summarizes demographic background and trends, identifies emerging issues and desired assets, articulates a vision statement, and defines the overall planning and development principles to guide future development and redevelopment over a 10-year planning and implementation period.

Chapter 2.0: Land Use and Growth Management – Describes existing land use patterns, identifies land use issues and needs, identifies strategic directions for land use and growth management, and develops goals and policies for guiding changes in land use and development, as well as providing a framework for infrastructure planning..

Chapter 3.0: Community Design and Cultural Resources– Describes the existing natural and man-made landscape, identifies issues and needs as articulated in the February 23, 2004 Community Design Workshop, and develops goals and policies so that Lead can provide a clear and rich image that people can recognize, understand, be proud of, and remember.

Chapter 4.0: Transportation and Parking– Describes the existing transportation system, transportation issues and needs. Sets forth transportation goals and policies.

Chapter 5.0: Community Facilities, Parks, and Utilities – Describes the existing situation with respect to municipal administration, parks and recreation services, emergency services (police, fire, and emergency medical), water system, sanitary sewers, other utilities, schools, library services, and health care. Describes issues and needs. Sets forth plan direction, goals, and policies.

Chapter 6.0: Economic Development – Describes the existing labor force and economic base, and issues and needs. Sets forth plan directions, goals, and policies.

Chapter 7.0: Housing– Describes Lead’s existing housing stock, housing market trends, and issues and needs. Sets forth housing directions, goals, and policies.

Chapter 8.0: Implementation – Sets forth, in matrix format, all of the goals and policies of the Lead Comprehensive Plan, and indicates the high priority Action Steps to be completed within the first five years of implementation. The Action Steps include recommendations for capital improvements, detailed concept plans, creation of new programs, cooperative efforts with other jurisdictions, and further planning and design analysis to provide the basis for concrete projects.

How to Use the Plan

The Lead Comprehensive Plan presents a vision for the future of Lead, and an agenda for community action. The eight Planning and Development Principles describe the core community ideals or values. The individual chapters outline in more specific terms the goals and policies to ensure that Lead retains its livability, and grows in ways that support the values of the community and enhances its market strength.

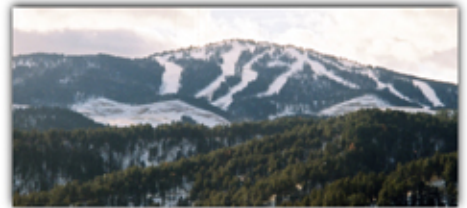
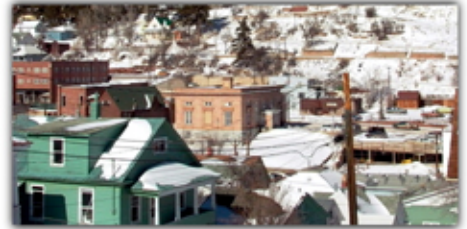
This plan provides very specific recommendations to direct and manage Lead's growth and development. Some of the changes will come in the form of reinvestment and redevelopment. Some will come as Lead expands its land base. As with all land use decisions, implementation of these growth and development recommendations will have different levels of benefit and impact on community members. There will be difficult choices in implementing the plan; not every individual in Lead will support each decision. However, this Comprehensive Plan was developed to represent the best interests of the community as a whole – including current and future residents as well as business owners and operators.

Implementation will require strong leadership and the on-going active participation and support of the Lead's residents and other community members. This Plan is not a blueprint. Rather, this Plan is a framework and guide for decision-making.

To maximize the benefit of this Plan, it should be used to:

- Guide the City Commission and staff to assist them with a variety of tasks:
 - Development and infrastructure decisions;
 - Acquisition and use of land;
 - Budgeting capital improvements;
 - Establishing regulatory changes;
 - Communicating Lead's vision for its future.
- Guide property owners and residents to assist them in:
 - Determining potential property use;
 - Understanding possible land use changes in the surrounding area;
 - Establishing reasonable land value expectations;
 - Understanding future infrastructure improvements;
 - Making improvements and investments to their own properties.
- Guide developers in their property acquisitions, and coordinating their development plans with City goals, regulations, and infrastructure plans.
- Help neighboring and overlapping jurisdictions to coordinate issues of mutual interest.

Issues, Opportunities and Vision



Lead Comprehensive Plan

1.0 Issues, Opportunities and Vision

- 1.1 Purpose
- 1.2 Brief History and Community Profile
- 1.3 Demographic Trends and Forecasts
- 1.4 Issues and Opportunities
- 1.5 Vision Statement
- 1.6 Overall Planning and Development Principles

1.1 Purpose

The purpose of this chapter is to provide a summary of background data, identify emerging issues and desired assets within the Lead community, and define the overall planning and development principles to guide future development and redevelopment over a 10-year planning and implementation period. The desired outcome in planning the future of Lead is to guide reinvestment, growth and change to maintain the strengths of the community while providing attractive opportunities for residential and job growth.

1.2 Brief History and Community Profile

Since their inception, the City of Lead and the Homestake Mining Company have been close partners in sharing resources, successes, and setbacks. The Town of Lead was founded in 1878, and in 1890, it was incorporated as Lead City because of the large number of ore “leads” that existed in the community. The City of Lead has been operating under a mayor/commission form of government since 1912 that is currently managed by a Mayor and four commissioners that are elected to three-year terms and advised by various commissions, boards, committees and community leaders.

Since the incorporation of the City, there have been several evolutions of economic booms and busts, several of which are related to destruction caused by fire and the resultant reconstruction. The Homestake Gold Mine has historically served as the economic security blanket for the community. The Homestake Mining Company was incorporated in 1877 after the discovery of placer gold in Gold Run Gulch by Thomas E. Carry in 1876.

By the late 1890s, the population grew to 1,440. Lead was thought of as the “Metropolis of the Black Hills” due to the vibrancy that was associated with the surrounding mining and prospecting activities. In 1902 the first train station or roundhouse was constructed, and the Burlington Trolley moved people around the Lead area from 1902 to 1924. The legacy of the community’s mining heritage may be experienced by touring the Black Hills Mining Museum and the open cut of the mine that is visible from Main Street.

The community's rich mining and cultural heritage is quite visible, and many of the buildings in Lead have a historic character due to their age. Public tours (by appointment) are offered of the Homestake Mansion, the sophisticated living quarters of the Homestake Mining Company chief of operations. Another community cornerstone is the Homestake Opera House and Recreation Building. Built by the Homestake Mining Company in 1914 and given to the City of Lead in 1972, it was a centerpiece of recreation, entertainment, and socializing. After a significant fire in 1984 that nearly destroyed this historic landmark structure, the Opera House sat vacant for several years. The Historic Homestake Opera House Society is leading the restoration effort to recreate the 850-seat theatre and return the building to its community center function. Similar remodeling opportunities exist for the old railroad roundhouse.

The Hearst Mercantile Store supplied Lead with an impressively wide variety of goods and services under one roof. Opened in 1879, this early department store was known as the "Brick Store," and it became the largest mercantile emporium in western South Dakota. Homestake employees were offered unlimited credit with no interest, and until it was destroyed by fire in 1942, it was a significant community cornerstone.

The mining company owned the land that the original neighborhoods were built upon and assisted in the efforts to provide housing for mine workers. Small ethnic enclaves or neighborhood clusters were formed, each identified by the display of flags, wearing of traditional clothes, and preparation and sale of cultural food, dry goods and other items. Some of the more visible cultures that were present were Austrian, English, Finnish and Italian. Over time, the uniqueness of the established ethnic concentrations decreased as the populations assimilated.

In the recent past, there have also been numerous visions, partnerships, and projects to improve various aspects of the Lead community to respond to economic decline. In 1981, the non-profit Twin City Area Development Corporation (TCADC) was formed to pursue various community development initiatives to improve community morale by attracting and supporting businesses and add housing in the Cities of Lead and Deadwood. With the cooperation of the Homestake Mine, TCADC was involved with various non-profit residential subdivisions, a residential reinvestment initiative called the "Home Improvement Program," and the "Lead Lot Sale Program" in which homeowners had the opportunity to secure full title to the land that their home was on by buying surface rights previously held by Homestake Mine. The TCADC continues to be active in a wide variety of community and economic development endeavors.

Limited gaming was introduced in the nearby City of Deadwood in 1989. Many Deadwood workers live in Lead due in part to the relatively short drive and low housing costs. This gaming activity has generated more tourism traffic in the region.

Amidst long-standing rumors, the Homestake Mine closed in 2001, ending a period of decreasing financial support for previously collaborative efforts between the mining

company and the City. For example, in the early 1990s, the company elected to discontinue supplying the City of Lead with potable water.

These efforts and others have complemented those of the Lead Area Chamber of Commerce, the City of Lead, and other organizations that are pursuing various economic and community development initiatives. These include the 1993 Lead Tourism Planning Document, the 1995 Lead Moving Forward project, the 2000 Historic Preservation Plan and the 2000 Economic Adjustment Strategy. History has shown that because of the community's rich history, culture, survivalist attitude, and unique setting in the Black Hills, Lead has the potential to weather economic downturns, epidemics, fires and war.

1.3 Demographic Trends

Generally, the demographic changes in Lead between 1990 and 2000 are dissimilar from changes in Lawrence County and the State of South Dakota.

Population in the County has increased by 6 percent to 21,802, and the population in the State has increased by 8 percent to 754,844 people. Similarly, during the same time period, the number of households in the County has increased by 15 percent to 10,427 units. In the State, the number of households increased by 25 percent to 323,208 units.

The table on the following page summarizes demographic changes in Lead between 1990 and 2000 with data from the U.S. Census. Since 1880, the population of Lead has fluctuated from 1,437 to 8,210 residents primarily due to economic cycles related to the mining industry. Since before 1980, however, the Lead area has experienced an alarming rate of out-migration. Population has declined from 3,810 in 1980 to 3,632 in 1990 and 2,987 in 2000. The Lead Chamber of Commerce estimates the current population to be 3,027. Population decline in the 1990s was spurred by rumors of the closing of the Homestake mine, which eventually occurred in 2001. This decline has had a negative impact on community vibrancy and morale.

In Lead, the population in all of the age groups except the group between 45 and 54 years declined in the City from 1990 to 2000. The number of family households decreased from 1990 to 2000, as did the number of children age five and under.

This net loss of residents has negatively impacted various markets and resulted in a shrinking amount of available capital for maintenance and investment, aggravating budgets, spending, and reinvestment plans that were tight to begin with. Since 1990, per capita and family income growth has stagnated when adjusted for inflation, and the number of vacant housing units has increased.

DEMOGRAPHIC TRENDS	CITY OF LEAD			LAWRENCE COUNTY			STATE OF SD		
DEMOGRAPHIC ATTRIBUTE	1990	2000	% change	1990	2000	% change	1990	2000	% change
Population	3,632	2,987	-18%	20,655	21,802	6%	696,004	754,844	8%
Households	1,477	1,260		7,926	8,881	12%	259,034	290,336	12%
Household Population 65 & Over	514	388	-25%	2,952	3,192	8%	102,331	108,131	6%
Population 25 and Over	2,347	1,899	-19%	12,613		-100%	430,500	474,359	10%
Population 16 and Over	2,711	2,298	-15%	15,698		-100%	517,032	577,129	12%
Workers 16 and Over	1,619	1,490	-8%	9,791		-100%	324,122	372,648	15%
Families	984	805	-18%	5,286	5,560	5%	180,306	194,330	8%
Median Age		37.4	#DIV/0!		37.2				
Median Family Income	29,122	35,855	23%	31,185			27,602	43,237	
Median Household Income	23,132	29,485	27%	24,815		-100%	22,503	35,282	57%
Per Capita Income	11,038	15,726	42%	11,378		-100%	10,661	17,562	65%
Drove to Work Alone (Workers 16 & Over)	1,233	1,490	21%	7,910		-100%	233,478	288,227	23%
Mean Travel Time (min.)		16.0						16.6	
Race: White	3,527	2,898	-18%	19,950	20,884	5%	637,515	669,404	5%
School Enrollment	892	795	-11%			#DIV/0!	185,246	208,229	12%
School Enrollment as % of Population			#DIV/0!			#DIV/0!			#DIV/0!
Housing Units	1,654	1,617	-2%	9,092	10,427	15%	292,436	323,208	11%
1-Unit detached (Incl. mobile homes)	1,286	1,003	-22%	7,019		-100%	236,376	254,679	8%
Attached Units	368	275	-25%	2,073		-100%	55,782	105,254	89%
Occupied Housing Units (Households)	1,477	1,279	-13%	7,926	8,881	12%	259,034	290,245	12%
Owner Occupied	983	867	-12%		5,754	#DIV/0!	171,161	197,940	16%
Renter Occupied	494	411	-17%		3,127	#DIV/0!	87,873	92,305	5%
Population in Occupied Housing Units	3,632		-100%	19,683	20,655	5%	670,163	726,426	8%
Persons Per Occupied Unit	2.46		-100%	2.48			2.59		
Persons Per Owned Occ Hsg Unit (Avg Hhld)	2.59	2.31	-11%	2.73		-100%	2.71	2.64	-3%
Persons Per Rented Occupied Unit	2.19	2.36	8%	2.04			2.34	2.22	
Vacant Housing Units	177	338	91%	1,166	1,546	33%	33,402	32,963	-1%
Homeowner Vacancy Rate	2.5%		-100%	1.6%	1.7%	6%	1.8	1.8	0%
Rental Vacancy Rate	8.2%			5.1%	10.3%		7.3	8.0	
Median Gross Monthly Rent	280	429		306			242	426	
Median Owner-Occupied Housing Value	34,400	45,700	33%	52,300		-100%	45,200	79,600	76%
Median Monthly Mortgage	480	287	-40%	622		-100%	569	279	-51%

Source: U.S. Census

Housing Unit Note: Dickinson County has a high number of vacant housing units due to seasonal or occasional housing use

This table is incomplete at this time based in part by changes in Census data collection from 1990 to 2000

1.4 Issues and Opportunities

A critical part of the Lead land use planning process included the involvement of residents in the identification of relevant planning issues and opportunities. The planning process was initiated with an Issues and Opportunities Visioning Workshop on October 7, 2003. This workshop was attended by residents, property owners, City Officials, City Staff, and other interested parties. In order to facilitate a broader “big picture” consideration of the future, workshop participants were asked to comment on the full range of issues that relate to planning and quality of life in Lead.

Based upon public input, the Comprehensive Plan creates a framework that may be used to prioritize actions to increase the tax base, to guide for the maintenance and extension of urban services, to create a community prospectus that attracts private investment, and to fill other community gaps caused by the closure of the Homestake Mine.

These workshop comments echo concerns that have been documented during previous community development efforts. In addition to the input from the October 7 Workshop, issue identification was provided by the Steering Committee and through interviews with key community stakeholders. All of these comments were then organized into the categories below to facilitate discussion and guide the plan process.

Land Use

The primary land use issues that were identified related to preserving historically significant buildings especially those that relate to the mining heritage, encouraging infill development, and expanding the footprint or geographic area of the town. There are many underutilized buildings that could be reused or removed.

Community Design and Cultural Resources

The need to beautify the community, and the unique historical and cultural characteristics of Lead, were common opportunities discussed at the workshop. Lead residents are quite proud of their heritage and natural resources. Capitalizing on the historic nature of the town, its long-standing mining past, and diverse ethnic influences were important opportunities. Moving and improving the Mining Museum to another location, completing the Opera House restoration, and initiating the Roundhouse adaptive reuse were actions that needed taking. Residents indicated that there was untapped potential with the historic buildings. Older buildings, topography, awkward parking arrangements, aging streets and inadequate sidewalks present accessibility challenges.

Traffic Circulation and Parking

Lead has good transportation access via highways that connect lead to adjacent communities and the Interstate highway network. However, many local roads are in poor condition, and there were concerns about parking in the downtown area, near the library

and school. Pedestrian circulation and accessibility were also noted as concerns. There was a discussion of adding a trolley or other circulator for transit.

Community Facilities, Parks, and Utilities

Nearly all of the land within the municipal boundary is served by various community facilities and utilities. The school district was noted as a bright spot, with good communication between families, the administration, and the Parent Teacher Organization. There is a need to provide increased options for home-schooling. However, some segments of the population such as youth and retired people are not well-served by community facilities, and much of the infrastructure needs repair or replacement. Although the existing Hearst Free Library provides good service, there is a need for the library to grow and change along with the community. Also, the existing fire station does not meet federal standards, nor is there adequate storage. There are no firefighter training facilities. Lead is close to a wide variety of active and passive outdoor activities. The YMCA was complimented, but adding more recreation opportunities, seasonal events, and community celebrations were noted as opportunities. The Mickelson Trail was highlighted as a major recreation facility that should be leveraged even more than it is now. Also, the ski facilities at Terry Peak and Deer Mountain were noted as major tourist destinations. An interesting suggestion was to seek opportunities to share community knowledge, such as creating a “University of Lead.”

Economic Development

Economic development was the primary concern voiced during the workshop. Many participants voiced their opinions on a declining tax base, the need for business assistance, business recruitment and retention, and job expansion, and better economic development marketing efforts. Improving morale and “enhancing the Lead experience” were noted as important factors in improving the economic picture of the community. The declining tax base, high number of properties that do not pay property taxes, and increasing property taxes were also significant issues.

During the workshop, the Lead competitive advantage was said to be based upon the municipality’s history and culture. This fact points to exploring various cultural and eco-tourism efforts that highlight heritage and natural features. There are currently several businesses, venues, events and other community assets that celebrate the region’s history that could be further supported and utilized. The Lead Economic Adjustment Strategy (July 2002) listed four Cornerstone Attractions that required investment to become or increase their viability as significant visitor attractions: (1) the Black Hills Mining Museum, (2) the Sculpture Garden (no longer a viable option), (3) the Opera House, and (4) the Round House.

Housing

The existing housing stock is aging. While many homes are in good condition, a growing number of units are slipping into a self-reinforcing state of disrepair. Property

maintenance and code enforcement were pertinent issues. Replacement of substandard housing, upgrading the housing stock and enhancing neighborhood aesthetics, and adding both affordable and larger homes were desired. There was also a discussion of the changing social profile of the community. The demographic changes are beginning to produce the need for differing housing unit types.

Intergovernmental Cooperation:

Identifying existing communication patterns, levels of service, and opportunities for efficiencies, pooling of resources, and leveraging investments were discussed. Those at the meeting suggested the need for more cooperation between Lead and Deadwood to address common issues such as circulation or transportation, law enforcement and fire protection. This cooperation could be enhanced by creating joint focus groups or discussion committees.

1.5 Vision for Lead

Introduction

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

Lead residents, businesses, and property owners want to maintain and enhance the small town character and lifestyle of the city. This includes the ability to reside in quiet neighborhoods with safe streets and to enjoy the proximity to the scenic natural landscape within the Black Hills area. Maintaining the availability of a mix of affordable housing, with opportunities for high quality move-up housing, are important community priorities. The vision statement below reflects the character of how a better quality of life looks in Lead at some point in the future.

Vision Statement

The Lead community will sustain a self-reliant, vibrant, and diverse economy that is based upon our unique Black Hills setting, and our social, economic and gold rush heritage. We will enhance our economic niche within the context of nearby Deadwood, Sturgis, Hill City, Spearfish, and Rapid City, and work with these communities to achieve a mutually-supportive synergy of interaction.

The dynamic economic economy and diverse community needs will be met by promoting and supporting a broad array of local business and services, recreational opportunities and cultural tourism. Efficiency and natural resource protection will be rewarded, innovative community development endeavors will be encouraged; and 21st century technology and communication will be utilized.

The tax base of Lead will be increased and diversified, sufficient to repair, replace and upgrade community infrastructure, as well as support new growth. The conversion of a portion of the Homestake Mine to a new economic use will be completed. The National Science Foundation physics research lab and business campus will be fully operational, including a new visitor information and education center.

Consistent with the overall direction from the Lawrence County Comprehensive Plan, we will encourage a compact community design that links our historical mining and multi-cultural heritage, environmental stewardship and family values through preserving and enhancing our neighborhood character, community services, coordinated capital investments and partnerships. Lead will be a proactive, preservation community with regard to structures, cultural heritage, land and waters. We will implement regulations and incentives to ensure such preservation in perpetuity, inventory all known historic properties, and take necessary steps to compile, preserve and disseminate information regarding our history.

1.6 Overall Planning and Development Principles

Introduction

These eight planning and development principles represent the core community ideals drawn from the input gathered from the Community Visioning Workshop held on October 7, 2003, from interviews with key community stakeholders, and from discussions with the Steering Committee over the course of the past year. These principles are the guideposts that shape all aspects of the Lead Comprehensive Plan.

Planning and Development Principles

1. Reinvestment and growth should be orderly, balanced and sustainable.

The citizens of Lead view the strength and attractiveness of their community, the security of their economy, and the fiscal stability of their local government as interdependent. To meet the changing needs of its diverse citizenry and businesses, planning should occur first. Capital investments, land use decisions, code and ordinance amendments should follow in a manner that is consistent with the plan. The City should plan and phase reinvestments and growth to occur first within existing neighborhoods in areas that are served by infrastructure. Adequate land should be reserved for all suitable uses, including residential, commercial, office/business, recreation, and institutional.

2. Economic development should support existing local businesses, as well as new business ventures, with a focus on achieving and retaining a skilled and highly trained labor force. Local historical attractions and businesses that feature the local mountain landscape should be leveraged for increased economic activity.

Downtown redevelopment and renewal should focus on enriching the visitor experience while serving day-to-day needs of local residents. A diversified tax base offers a large number and wide variety of employment opportunities at different education and skill levels. The potential for a National Underground Science Laboratory located in Lead utilizing the former Homestake Gold Mine offers a special opportunity for Lead to benefit from the job creation that would occur. However, there continues to be a need to explore other, perhaps not so dramatic, ventures that could provide higher paying employment, especially for recent high school and college graduates. The Black Hills Mining Museum, and the Opera House/Lead Smart Center are examples of local attractions that could benefit from further investment/marketing. Terry Peak, Deer Mountain, Central City, and Deadwood need to be brought more closely into marketing of Lead as a key player in a vibrant region.

3. Future infill development and growth should be required to make full use of municipal services.

Development of unimproved areas, underutilized or substandard properties should occur within areas currently provided with urban services such as City streets, water, and sewer. Extensions of public infrastructure should not occur at the detriment of maintaining or enhancing existing infrastructure. Future development should encourage creation of lively neighborhoods and high quality places where more people will use existing infrastructure and services including roads and sidewalks, emergency services, schools, and cultural and religious institutions. By doing so, the City will extend the life of existing utilities and avoid premature and costly infrastructure extensions.

4. Planning for change and growth should promote efficient use of land.

Sound planning encourages the reuse of existing structures and the preservation of land and natural resources. These benefits result from compact land use forms, redevelopment of vacant city lots, intensification of under-utilized city lots and structures, and moderation in street, sidewalk, and parking standards. Transportation choices and related improvements should be safe, convenient, and attractive while respecting the natural landscape. Efficiently using land capitalizes on existing infrastructure, preserves land for City and neighborhood parks, and significant topographic and natural features that add to the distinctiveness of the community.

5. The physical form and aesthetics of change and growth should reflect the historic and cultural heritage of the City.

New construction should have a clear visual relationship to the dominant architectural themes and urban form of the gold rush days. The design theme of physical improvements to existing buildings and new construction should include clear visual references to the massing, architecture, building materials, ethnic

signatures and cultural attributes from the late 1800s when Lead was the “metropolis of the Black Hills.” Siting of buildings and landscape alterations should reflect and complement historic development patterns.

6. Reinvestment and growth should separate incompatible uses and promote the mixing of compatible uses and densities.

Infill development, redevelopment, changes in land use and the reuse of existing structures should not be detrimental to existing or other planned uses in an area. However, some uses, such as residential and commercial in the downtown area, lend themselves to mixing and reinforcing convenience, vitality, and safety. Such mixing should be encouraged to make efficient use of existing infrastructure and services, and to promote a more pedestrian-oriented and energized environment. Mixing of uses and intensity of development also can create a variety of housing choices, so that young and old, singles and families, and those of varying economic circumstances may find places to live.

7. Growth and reinvestment should be environmentally sound, and should leverage Lead’s natural assets.

The natural environment, hillsides, streams, wetlands, and wildlife are distinctive ecological features that make Lead special and should be protected. Reinvestment in existing neighborhoods and new development should create places of enduring quality with a variety and pattern that complements the natural landscape by preserving and enhancing ecological features. The 114-mile Mickelson Trail (hiking, bicycling, and snowmobiling), Terry Peak and Deer Mountain (skiing), and other developed/natural amenities offer special opportunities for enhanced environmental appreciation and economic development.

8. Investments should be leveraged to maximize public benefit, enhance community pride and stewardship, and promote cooperation.

Public investments should be coordinated to utilize the full range of available funding sources, leverage and encourage private investment, and encourage efficient public-private partnerships and intergovernmental coordination.

Land Use and Growth Management



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2.0 Land Use and Growth Management

- 2.1 Purpose and Introduction
- 2.2 Existing Land Use Pattern
- 2.3 Land Use Issues and Needs
- 2.4 Land Use and Growth Management Directions
- 2.5 Land Use and Growth Management Goals and Policies

2.1 Purpose and Introduction

What kind of neighborhoods do we want? What should be preserved? How can new development complement Lead's historic character? These are all questions that will be answered in the Comprehensive Plan. The Plan will also guide future development and redevelopment of public and private property.

The Land Use and Growth Management chapter of the Comprehensive Plan provides the guidance for the future physical growth and redevelopment of the community. It is based on the existing land use patterns, projections on future growth, and the input of Lead residents, businesses, and property owners. The goals and policies of this chapter build on what the residents of Lead felt to be important in the Issues and Opportunities Vision Workshop.

The Land Use and Growth Management chapter of the Lead Comprehensive Plan is the basic building block, the growth strategy and policy framework for Lead for the next 20 years. It identifies where people will live, work, shop, and where services to support these people are needed. It also guides future growth and redevelopment, including preservation of environmental and historic resources. The Land Use and Growth Management chapter helps the Planning Commission and City Council to respond to individual development requests. Taken together with other chapters of the Plan, this is a proactive policy document that attempts to guide and inspire rather than react and control. The Plan is implemented through private and public investment in land development, as well as through detailed area planning, zoning and subdivision ordinances, public improvements, and incentives.

The purpose of the Land Use and Growth Management Chapter is to:

1. Describe existing land uses.
2. Identify land use issues and needs.
3. Identify strategic directions for land use and growth management, including strategies to ensure that all the various types of land uses co-exist harmoniously.

4. Develop goals and policies for guiding changes in land use and development, as well as providing a framework for infrastructure planning.
5. Provide land use projections for 20 years with maps of future residential, business, and other land uses.

2.2 Existing Land Use Pattern

Lead is approximately 1,424 acres in size, with a current population of 3,027.

Lead is laid out in a small town grid, but many streets are “twisted” in more of a fishnet pattern, with many switchbacks, to accommodate the rugged mountain/canyon topography.

Within the downtown, West Main Street is the spine of the community. Many of downtown’s original buildings remain, and new ones have been built up to the sidewalk, all of which help the downtown retain a traditional “Main Street” pedestrian-friendly image. Many of the buildings retain their historic character. However, building renovations and the design of newer buildings have sought a more “modern look” in aesthetic quality, thereby presenting a somewhat disjointed look. Downtown also contains some residential units on second levels of the older buildings, and several houses converted to commercial and/or tourist-oriented businesses.

Commercial development, including the Golden Hills Inn, several eating establishments, and the Dakota Mart grocery store and mall, straddles Highway 14A which connects Lead to Central City and Deadwood.

Nearly 70 percent of Lead’s housing is of a single-family nature. Most of the apartment units are located in or near the downtown.

2.3 Land Use Issues and Needs

The following items represent land use related issues or needs that are most relevant to planning for growth and change within the City of Lead:

- Nature of infill development.
- Expansion of the footprint or geographic area of the community.
- Expansion of second-home market and social/physical integrity of neighborhoods.
- Clear development objectives for surrounding mountainsides.
- Serving new development with utilities and services (water, sewers, streets, and police/fire protection) in an economically feasible manner.
- Flexibility in development regulation to respond more positively to developing enhanced visitor services.
- Protection of life and property from fire damage.
- Encouraging reinvestment in underutilized properties.
- Preservation, protection, restoration, and use/adaptive reuse of historically significant buildings and sites.

- Protection and preservation of natural and environmental resources.
- Properly managing surface water resources, including storm water runoff.
- Physical factors such as topography and geology severely limit the amount of developable land.

2.4 Land Use and Growth Management Directions

According to the Lawrence County Comprehensive Plan, “future commercial growth would most likely occur along the highway corridors to the south and west. Residential growth is expected to occur in the new Hearst subdivision.” In addition, the Washington Hill area, the Terryville/Crusher Hill area, and the lands near Terry Peak should be considered for service extensions to accommodate new residential growth.

Also, the Lawrence County Comprehensive Plan points to the need for adoption and implementation of the Urban-Wildland Interface Code developed by the International Fire Code Institute for the protection of life and property of the residents, for the safety of firefighters and their equipment, and to mitigate potential catastrophic cost to the County (and local) taxpayers as a result of large project fires.

Lead needs to promote reinvestment in its Downtown and in its neighborhoods, both in terms of repair and rehabilitation of its public areas and rights-of-way, and in attracting private funds for rehabilitation of all of private existing buildings and structures, such as retaining walls. In addition, Lead needs to attract new investment for compatible infill development (Downtown and in the neighborhoods), and for new larger housing in the areas adjacent to existing neighborhoods to provide move-up housing for families and for attracting new households desiring Lead’s mountain lifestyle.

2.5 Land Use and Growth Management Goals and Policies

Goal 1: Create a Sense of Place and Connectedness

Policy 1: Provide a pattern of land uses that will complement the community’s physical characteristics, encourage pedestrian activity, revitalize the City Center and give people opportunities to interact with each other in positive ways.

Policy 2: Respect the distinctive historical character of Lead’s mining legacy, the Downtown, established residential neighborhoods, and non-residential areas.

Policy 3: Maintain the Downtown as the central focus and gathering place of the community for entertainment, eating, and public functions.

Goal 2: Promote Efficient Land Uses and Development Pattern

Policy 1: Evaluate land use and capacity every five years to ensure consistency with the Comprehensive Plan.

Policy 2: Encourage innovative land use patterns and site development as a way to mitigate issues related to topography and other environmental concerns.

Policy 3: Develop Lead's new residential areas with the intent to create special places of enduring quality with a variety and pattern echoing the best of Lead's small community character, i.e. great neighborhoods, not just subdivisions.

Policy 4: Require all subdivisions to adhere to long-range plans for streets, trails, parks, and utility corridors to ensure continuity of development patterns and implementation of community priorities.

Policy 5: Plan for growth areas that reflect City priorities for development staging and contiguous, planned extension of public infrastructure.

Goal 3: Promote a Variety of Land Uses

Policy 1: Aggregate commercial and visitor-related uses and activities in the Downtown; reinforce neighborhoods with new infill housing; and create new housing areas as extensions of existing neighborhoods.

Policy 2: Provide for land uses that respect the diversity of people, social groups, lifestyles, and life-cycles.

Policy 3: Provide a balance of housing types and life-cycle/affordability options for people that currently reside or desire to live in Lead.

Policy 4: Ensure that serviced land capacity is available to accommodate projected employment and population growth.

Policy 5: Provide opportunities for development of venues and support facilities for seasonal visitor attractions, including increased variety in visitor accommodations that take particular advantage of Lead's historic character, such as bed and breakfast operations.

Goal 4: Promote High-Quality Infill Projects and Redevelopment

Policy 1: Encourage co-location of development and mixed uses to enhance the community's image and vitality, and to promote efficient use of land.

Policy 2: Encourage reinvestment and redevelopment of vacant or underutilized properties.

Community Design and Cultural Resources



Lead
South Dakota

Lead Comprehensive Plan

3.0 Community Design and Cultural Resources

- 3.1 Purpose and Introduction
- 3.2 Existing Conditions
- 3.3 Issues and Needs
- 3.4 Overall Strategy
- 3.5 Goals and Policies
- 3.6 Concepts for Major Thoroughfares

3.1 Purpose and Introduction

The growth of Lead's resident population is unlikely to generate enough local business to revive the Downtown historic area, which was built to support a much larger population. This will require creation of a tourism market based on a family-oriented heritage experience, to complement and benefit from the draw of gambling-historic townscape of nearby Deadwood. There could also be development opportunities in small-scale manufacturing/artistic endeavors. Lead's unique setting, coupled with its rich cultural and historical resources, make it an ideal place to embrace the arts. This potential was recognized in The Culture of Progress, the May 2001 cultural plan for the Twin Cities area in the Black Hills. The economic development strategies to embrace this tourism and arts opportunity are dealt with in Chapter 6. To boldly pursue the physical transformations needed to present an exciting and historically authentic visitor experience, as well as attract the entrepreneur/artist, Lead must invest its own resources, as well as attract significant private investment. However, Lead's historic fabric remains vulnerable to insensitive rehabilitation and inappropriate new development.

Great towns that have a strong sense of image and identity are at once functional, well-built and maintained, and rich with a distinctive and obvious appreciation of their natural setting. To these qualities, add memory and historical awareness. A great town's memory is expressed in the buildings and places that reflect its history, including the economic foundation that was the reason for its initial settlement and growth. Its identity should be more than its history. It should become part of a town's character that guides the way it grows into the future.

This chapter deals with these qualities together at many scales, from the organization of streets and public places that make up healthy and attractive neighborhoods and a vibrant Downtown district, to the character of the buildings that evoke pride and delight. This chapter gives direction on how Lead should be put together over time and how it should look and feel.

What are the resources and amenities that illuminate Lead's uniqueness and its soul? What distinguishes it from other places? Why is this important? Good community design preserves the qualities that residents and visitors hold dear, while taking into account changes and structuring them so that they enhance these qualities rather than detracting from them. This will allow Lead to develop clarity of character that people can recognize, understand, be proud of, and remember. Also, living quality and amenities that are place-based are key factors that enter into business decisions about where to locate operations to maximize their ability to attract and keep employees.

3.2 Existing Conditions

1. Overall Community Natural and Man-made Landscape

Located in the Black Hills canyons, the City of Lead and the Homestake Mining Company grew up together and intertwined. The site of the original discovery of the Homestake ledge long since disappeared with the excavation of the Lead's Open Cut. Homestake removed most of the early structures; businesses relocated and rebuilt further west on Main Street. As mining operations followed ore bodies, the Mine Manager's Home moved three times, the Finnish Church moved four times, the Homestake Mercantile and others moved. According to the 2000 Lead Historic Preservation Plan, this evolution of the townscape has given Lead a tradition of recycling buildings from one location to another.

Lead's diverse architectural heritage offers vivid contrasts, from stately mansions to smaller-scale homes, but is characterized by a preponderance of modest, vintage, frame, miners' homes. The downtown area is focused on the Main Street central axis. Major contributing resources include the Opera House, Mining Museum, the Homestake Visitors' Center, the Open Cut, the Finnish Lutheran Church, the First National Bank, (former) Lead City Hall and Homestake General Offices, Hearst Library, U.S. Post Office, Christ Episcopal Church, City Hall, and the Black Hills & Fort Pierre Railroad Company Roundhouse.

2. Opera House

The Homestake Opera House is listed on the National Register of Historic Places. It is designated a National Landmark of American Music. From its construction in 1914 until its catastrophic fire in 1984, the Homestake Opera House and Recreation Building was the center of community life in Lead. In addition to its 1000-seat theatre which hosted traveling performances and silent films, this building included a swimming pool, library, bowling alley, billiards room, and various other social facilities. The Opera House is now privately owned.

In 1998, the Homestake Opera House Society was incorporated with the goal of restoring the theatre back to its original elegance. Since 1998, the Society has raised over \$1.25 million which it has used to restore the entrance lobby, several rooms on the both the first and second floors, and to create the new Lead Smart Center in the basement, a state-of-the-art telecommunications conference center.

The Society estimates that another \$4.0 million will be required to complete restoration work and “return the Opera House to productive use for the enrichment of the community, to provide educational and cultural opportunities for generations to come.”

3. Black Hills Mining Museum

Created in 1986, the Black Hills Mining Museum houses, preserves, and displays a multitude of historic maps, photos, equipment, and various mining memorabilia. The most fascinating feature of the Museum is the informative one-hour tour of a simulated underground level of the Homestake Gold Mine – the only comprehensive look at both early-day and modern underground mining to be found in the Black Hills. This realistic exhibit was created by over 140 miners and former mine employees. In 2003, the Black Hills Mining Museum was designated a Smithsonian Affiliate. The affiliation with the Smithsonian Institution means that each organization will be able to loan each other artifacts for special exhibits, and share educational and research programs.

4. Homestake Visitor Center

Located at 160 West Main Street, the Homestake Visitor Center has an amazing view of the 1876 historic “Open Cut” – the original claim of the Homestake Gold Mine. The Center provides a surface tour of the Homestake mining operation that takes you through the underground mine’s surface operation and follows the mining process including hoisting, crushing and milling of the underground ore and views Homestake’s state-of-the-art Waste Water Treatment Plant and open pit mine. The Center also has a short video film, educational and historic memorabilia, and a gift shop.

5. The Open Cut

From 1876 to 1945, Homestake Mining Company hauled 40,000,000 tons of rock out of the Open Cut. Expansion of the Cut over time caused repeated relocation of nearby businesses and residences. The Open Cut is the most significant historic, environmental, and economic feature of Lead.

6. The Roundhouse

Built in 1900 on Poor Man’s Hill, the Roundhouse was capable of storing and servicing six engines. The Roundhouse and the Homestake Visitors’ Center create gateways at either end of Lead’s historic commercial core and the central valley axis.

7. Other Nearby Cultural/Recreation/Entertainment Attractions

Visitors to Lead may also enjoy nearby Mount Rushmore National Memorial, Crazy Horse Monument, Spearfish Canyon, Devil’s Tower, Jewel Cave National Monument, Custer State Park, Wind Cave National Park, Presidents’ Park, and historic Deadwood (Adams House, Adams Museum, Mount Moriah Cemetery, and Tatanka-Story of the Bison exhibit).

7. Proposed Education and Visitor Center for the Deep Underground Science and Engineering Laboratory (DUSEL)

The South Dakota Science and Technology Authority has considered an ambitious outreach program to complement their development of a new physics laboratory as part of a reuse plan for the Homestake Mine. They have proposed a new Education and Visitor Center that would have exhibits on (1) the geological background of the area, (2) Native American Heritage in the Black Hills, (3) a detailed history of the Homestake Mine, and (4) information on the importance and operation of the Deep Underground Science and Engineering Laboratory. This facility would include a Cinedome Theatre, as well.

3.3 Issues and Needs

A critical part of the Lead land use planning process included the involvement of residents in the identification of relevant planning issues and opportunities. As well as examining the attractions and amenities that give character and identity to Lead, and complement its heritage resources, one must also examine the constraints and problems. These are factors which could hamper development of these resources or which would not complement them, thereby preventing Lead's heritage and visitor potential from being realized to the fullest extent.

The planning process was initiated with an Issues and Opportunities Visioning Workshop on October 7, 2003. The need to beautify the community, and the desire to reap maximum benefit from the unique historical and cultural characteristics of Lead were common themes brought forward at this workshop. Residents indicated that there was untapped potential with the historic buildings, especially in terms of visitor attractions. They also indicated that older buildings, topography, awkward parking arrangements, aging streets and inadequate sidewalks presented accessibility challenges.

These concerns and desires were revisited during a Community Design Workshop on February 23, 2004. Participants addressed four questions that related to Town and Regional Development Patterns:

1. What do the primary buildings look like?
2. How are they arranged on their site?
3. What is the character of fences, walls, garages, and outbuildings?
4. What is the character of the natural landscape?

Key responses that arose from this discussion are:

- Downtown buildings are an eclectic and diverse mix, generally two-stories high, made of brick or stone, and of high architectural quality with interesting details. They are, for the most part, built right up to the sidewalk, in a traditional Main Street pattern. However, Downtown lacks many of the complementary elements.

There are few special pedestrian amenities except the interpretive signs. There is a dearth of flowers, trees, and interesting pavement materials.

- Existing homes in older neighborhoods have very small lots. The structures are small, made of wood, have porches, and, if they have been expanded, generally present an awkward appearance. For the most part, these homes are not well-maintained. There is no consistent or pleasing pattern of colors, materials, landscaping elements, and secondary buildings.
- New homes in newly developed areas tend to look “suburban” in style, not complementary to a mountain environment; the new streets tend to reshape the landscape instead of conforming to its natural slope.
- The natural/man-made town landscape is hilly, with a scarred-unfinished-poorly maintained look and feel; it is not attractive and inviting.
- The 114-mile Mickelson Trail (created from the former Burlington Northern rail line), used for bicycling, hiking, and snowmobiling, is a wonderful asset that needs to be leveraged more in terms of Lead’s identity and economic development.

They also responded to specific questions regarding the physical design features of the Lead’s built heritage in the following areas: (1) Cornerstone Attractions, (2) Main Street / Downtown Streetscape, (3) Existing Residential Neighborhoods, (4) New Residential Neighborhoods, and (5) Commercial / Civic / Public. These responses are summarized as follows:

Cornerstone Attractions

Nearly all of our Cornerstone Attractions are made of stone, brick, and granite. They all need a good facelift. The Mining Museum equipment needs repair. The Opera House has lost its garden and courtyard, and these must be replaced. Also, the Opera House rehabilitation and façade restoration needs to be completed. The Roundhouse fills its site; the bank building sitting in front of it should be removed. Other attractions that should be considered Cornerstone Attractions include the Mickelson Trail, the Open Cut, Homestake Visitor Center/Mine Tour Office, Homestake buildings and ruins, Old City Hall, the Wells Fargo Bank, and the Stampmill Inn. Pedestrian circulation between all these attractions needs to be improved.

Main Street / Downtown Streetscape

Primary Downtown buildings are Old City Hall/Homestake General Office Building, the Opera House, Stampmill Inn, and the Mining Museum. We need to pay more attention to the details on Main Street. We need to be proud of our heritage and respect it in our choices of materials for new buildings and repair of old buildings and public areas. The Open Cut is a big part of our character. We need more brick sidewalks, brick accents, brick crosswalks to define the pedestrian areas and increase safety. Consider a one-way pair for Main Street and Julius Street.

Existing Residential Neighborhoods

New infill home design and siting, as well as renovations to existing homes, need to be addressed if we are to maintain our historic character. We need to revisit our development ordinances and zoning to ensure that we make it more favorable to repair, rehabilitate, and improve our existing homes in character with our heritage. There are many inconsistent primary and secondary buildings, and hard landscape items such as fences and retaining walls. There is no consistency with colors and materials of our older homes, and there should be. All of our homes need a higher level of maintenance.

New Residential Neighborhoods

We need a mix of housing types, from single-family to duplexes and townhouses. They should be mixed together, not in separate areas. Character features we'd like to see are steeper roof lines, front porches, details that add distinctive character, a variety of compatible colors, materials, and styles, and stone walls/iron fences. New housing designs and siting should respect the topography. The public streets should fit into the landscape, not totally reshape the site. There should be sidewalks to promote walking and a sense of neighborhood. There should be no new overhead power lines.

Commercial / Civic / Public

All three entrances into Lead need to be made more attractive (also Frog Pond area which is a trailhead to the Mickelson Trail, as well as Terry Peak). A significant part of our historic character is the large number of wooden stairways; this element of our sidewalk system is charming and functional, and should be exploited in a positive manner. New buildings need to be designed to add to our historic character. We need much more predictability in our visitor services, especially our restaurants. These services need to be made more obvious and welcoming (including regular hours, better signs, more obvious parking). This is important to our overall civic and visitor marketing.

3.4 Overall Strategy

Lead's character is unique. Its mining history and strong leadership of the Homestake Mining Company, small town values, its Black Hills location and nearness to Deadwood and Central City, and the evolution from a company town to a community gaining its own footing, have produced an eclectic and comforting mix of new and old. Lead citizens will protect this scenic, historic, and small town character. We will emphasize and preserve our past for current and future generations, and for enjoyment by visitors. According to the National Trust for Historic Preservation, to be sustainable, heritage tourism must follow five principles:

1. Focus on authenticity and high quality;
2. Preserve and protect historic and cultural resources;
3. Make sites come alive;
4. Find the fit between community values and tourism; and
5. Collaborate.

And, lastly, we will actively seek out new investment for rehabilitation and infill in older built-up areas, and for compatible new development adjacent and on the perimeter of existing neighborhoods to accommodate growth.

Key to achieving these initiatives will be the leadership, energy, and outreach by many existing local and regional groups, especially the Historic Deadwood-Lead Arts Council, the Lead Historic Preservation, the Historic Opera House Society, Lead Beautification, the Black Hills Mining Museum Board, the Mickelson Trail Coalition, and many others.

3.5 Goals and Policies

Goal 1: Maintain the character of Lead

Policy 1: Preserve and enhance historic resources.

Policy 2: Promote the education and interpretation of the history and historic resources of Lead.

Goal 2: Enhance gateways and major thoroughfares.

Policy 1: Assess current gateways and develop a program of improvement for entrance signage, landscaping, and wayfinding.

Goal 3: Establish a distinctive sense of place in the Downtown, and nearby neighborhoods, that reflects and highlights Lead's heritage, and is attractive, pedestrian-friendly, and unique.

Policy 1: Enhance pedestrian amenities in the downtown, with connections to the neighborhoods.

Policy 2: Create a program for completing the "Cornerstone Attractions" development efforts. Use these building restoration programs as a catalyst for enhancing the financial vitality and creative health of Lead. Cornerstone Attractions are: Opera House, Mining Museum, Visitors Center, the Open Cut, and the Roundhouse. Support the South Dakota Science and Technology Authority in its initiative to establish an Education and Visitor Center at the new DUSEL laboratory.

Policy 3: Coordinate the heritage tourism visitor programs of the Cornerstone Attractions to tell the story of Lead and the surrounding area.

Policy 4: Create a series of related seasonal cultural events, publicized through a coordinated marketing program, to bring new visitors to Lead.

Policy 5: Build on older ethnic neighborhood identities, including an ethnic heritage festival of food, arts and crafts, and performances.

Policy 6: Improve the appearance of Lead neighborhoods.

- *Organize and conduct semi-annual “Neighborhood Cleanup Days”*
- *Implement an “Adopt a Stairway” program.*

Goal 4: Conserve the setting and natural landscape.

Policy 1: Foster new development that respects the character of Lead as defined by its distinctive natural and historic features and that retains as many of these features as possible in building siting and lot development.

Policy 2: Require commercial, industrial, civic, and institutional development to be designed in ways that minimize conflicts with adjacent homes and neighborhoods and conforms to the character of the natural landscape.

Policy 3: Retain or enhance scenic views, whenever possible.

Policy 4: Encourage beautification efforts, including but not limited to, landscaping and signage at entrances to the City as well as at other key points.

3.6 Concepts for Major Thoroughfares

See following two pages for concepts for the Revitalization of Main Street and for Approach to Lead on Highway 85, from Deadwood.

Lead Main Street Revitalization Concepts

Existing



Proposed





SEH

April 2003

EXAMPLE OF ILLUSTRATIVE CONCEPT-ENHANCED APPROACH TO LEAD

COMPREHENSIVE PLAN PROPOSAL, CITY OF LEAD, SOUTH DAKOTA

Transportation and Parking



Lead Comp Plan

4.0 Transportation and Parking

- 4.1 Introduction
- 4.2 Existing Situation
- 4.3 Issues and Needs
- 4.4 Goals and Policies

4.1 Introduction

A transportation system is the circulation system of a city. It brings people, goods, and services into and out of the city, as well as provides the means by which these people, goods, and services move about within the city from one type of activity to another. Cities, particularly in rural areas, need to relate their planning efforts to the different levels of transportation services needed in the area. These different service levels stem from the transportation demands of the state, county, and city. Since the goals for these levels of service are often conflicting, it is important to try to minimize the inconsistency of these goals so that the levels of services do not disrupt the quality of life.

The current transportation system for the City of Lead is essentially an existing system of state, county, city, and residential roads or streets. Lead's transportation system also accommodates pedestrian traffic. Lead's roadway system is currently in place; however, there will be an excellent opportunity to expand the roadway system as growth occurs in the City in the future. Equally important is the maintenance of the existing roadway system.

There is a significant connection between land use, intensity of uses, and transportation. These elements are interdependent. Roadway access brings value to parcels. Land use and intensity of those uses determine the type of roadway and access that is needed. The planned growth and renewal of Lead's existing built up areas require an expansion and reorientation of its transportation system. Of special importance is the need to ensure that the transportation system responds to the economic shift away from the Homestake Mine as the major employer and towards economic activity focused more on tourism.

4.2 Existing Situation

Existing Lead Transportation System and Parking System

The City of Lead has two highways providing the primary transportation corridors into the City. Highway 85 is the main connector to downtown business and access to the Homestake Mine via Mill Street and Ellison Hill. Highway 14A is the main connector

from Lead to Deadwood and from Lead west to Wyoming. The main shopping mall, major motels and hotels, routes to major recreational activities, and the Lead High School and Middle School are accessed primarily through this corridor. All local streets circulate onto these primary Highways.

A series of local streets (West Summit St, Houston St., and Mill St.) also provide a main access along the south side of Lead west from the Lead High School to the east side by the Homestake Mine Yates and Ross shaft access locations. This corridor also provides access to the Lead Deadwood Sanitary District Water Treatment facility.

Another corridor from Highway 385 to Highway 14A is via the Kirk Road. This road provides access to one of the Michelson Trailheads, the abandoned Kirk Power Plant, intake shafts for the Homestake Mine, access to the Grizzly Gulch Tailings Dam, and a few residences.

Major public and private parking lots in Lead located along the Highway 14A corridor are located at the Lead City Mall, Lead High School, Golden Hills Inn and YMCA, and the White House Inn. Public and private lots located along the Highway 85 corridor through the Lead Business District are the new Homestake Park at east end of Lead, Open Cut and Visitor Center parking lots, north of the Wells Fargo Bank, to the west of the Black Hills Mining Museum, along Julius Street from Siever to Stone, north of the Black Hills Mining Museum, east of the US Post Office, and the Methodist Church Parking lot. The St. Patrick Church also has a parking lot within two blocks of the Highway 85. The Homestake Mine has several areas that served as a major parking lots for the miners, but the majority of these areas are located several blocks from the main corridors. Several of the neighborhoods also have small parking areas for local use.

The City of Lead developed a Master Street Improvement Plan in August 2003 that outlines priority projects from 2004 to 2012. The plan identified the City's need and prioritized projects based on the condition of the streets and utilities in the streets, inconvenience to citizens from traffic disruptions and flow patterns, the City's ability to pay for plan implementation, plan implementation provided for an equitable participation in street and sidewalk construction by property owners, and the overall coordination of the plan with other projects and SDDOT rehabilitation work.

Highest priorities were given to streets and areas where storm and sanitary sewer separation is needed. The priority ratings from 2004-2012 is as follows:

Project	Description	Year of Construction	Project Total
1	Baltimore, S. Main , Blatt and a portion of Main	2004	\$464,565
2	Siever Street (Julius to Addie)	2005	\$334,915
3	Julius Street (Stone to Grand)	2006	\$647,425
4	Julius Street (Grand to Blatt)	2007	\$637,481
5	Wall Street (Addie to Julius)	2008	\$267,975
6	Grand Ave, (Julius to McQuillan)	2008	\$167,067
7	Glendale Drive	2009	\$727,735
8	Lower May and South Main St.	2010	\$316,288
9	South Main St. and West Addie St.	2011	\$939,471
10	Mine St. (Hwy 85 to last house on Mine Street	2012	\$699,467

In addition to major street projects, the City of Lead budgets \$50,000 to \$60,000 for street maintenance for patching and overlay projects.

It is projected that the majority of separation of the storm sewer and sanitary will be completed in the next four years through the proposed street construction projects.

Pedestrian and Sidewalks

In the Downtown along Main Street (Highway 85), there are sidewalks. In the older neighborhoods, most of the streets also have sidewalks. In nearly all cases, these sidewalks are in need of repair. The sidewalk system includes both wood and metal staircases, due to the steeply sloping topography. These are also in poor condition.

Lawrence County Comprehensive Plan

The Lawrence County Comprehensive Plan sets forth policy regarding transportation. This policy is worth noting in the Lead Comprehensive Plan. The County plan states that transportation is a key responsibility and concern of Lawrence County residents. The County provides a roadway infrastructure system to support the traffic associated with inter-city circulation within the county, cross-county circulation, intra-county movement, and intrastate transportation. With additional demands created by new growth and development, and tourist traffic, as well as the disconnected and dispersed pattern of development throughout the County, it is imperative that transportation needs are projected and planned for in an orderly manner in conjunction with the overall (County) Growth and Development Plan.

Prairie Hills Transit

Prairie Hills Transit (PHT) offers transportation services for Lead/Deadwood/Central City and surrounding areas. PHT is available six hours a day in Lead/Deadwood and trips can be scheduled to Rapid City by appointment.

4.3 Issues and Needs

One of the most important steps in the transportation planning process is the identification of issues and deficiencies. Establishing the key issues early on in the study process provides the groundwork for defining the study goals and policies, which, in turn, serve as a guide for the study process. A clearly defined set of issues also helps to maintain the study focus.

Key Transportation Issues and Needs for Lead are:

- Develop collectors and major thoroughfares to connect existing and future neighborhoods to transportation routes.
- Develop a network of sidewalks, stairways, and trails to connect neighborhoods and parks together.
- Sufficient parking, transit circulator service, and pedestrian facilities for Downtown businesses and for visitors/tourists, with connection to Deadwood and convenient access to Lead's Cornerstone Attractions (Opera House, Mining Museum, Railroad Roundhouse, Homestake Mine Tour, Open Cut/Visitor Center).

With the proposed development of the Deep Underground Science and Engineering Laboratory there will be a need to address truck and other vehicle traffic for the Lab construction and operation, and the handling of excavated rock and other materials. A traffic management plan should be prepared.

4.4 Goals and Policies

Goal 1: Maintain a safe, efficient, and convenient multi-modal transportation system, including roadways, trails, and sidewalks.

Policy 1: Develop land use development standards that promote safe and efficient access to the transportation system.

Policy 2: Develop a local transportation system design and standards that protects the scenic beauty and natural resources of the City while managing and shaping growth consistent with the Comprehensive Plan direction.

Policy 3: Identify potential sidewalks, stairways, and trail corridors for long-term linkage between neighborhoods and public parks.

Goal 2: Protect the integrity of the transportation system.

Policy 1: Plan an infrastructure improvement, maintenance, and replacement program that maintains the existing roadways, trails, and sidewalks and stairways, while promoting orderly development in new areas.

Policy 2: Develop land uses and access spacing guidelines compatible with the functional classification of the regional highway system.

Policy 3: Establish a local transportation network that preserves neighborhood identity but links neighborhoods together and to community parks and facilities.

Policy 4: Identify long-term transportation corridors to provide access to and within the City as development occurs.

Goal 3: Transportation planning shall be a collaborative effort among the City of Lead, surrounding communities, Lawrence County, and South Dakota Department of Transportation.

Policy 1: Coordinate transportation planning and system improvements with Lawrence County and SDDOT.

Policy 2: Work with applicable transit authorities to maximize transit opportunities for the community, including a visitor trolley between Lead and Deadwood.

Goal 4: Provide sufficient off-street parking in the Downtown.

Policy 1: Develop an overall downtown parking strategy, specifically looking at parking availability for users of downtown businesses, as well as institutional and entertainment services for visitors, with special focus on the programs of Lead's Cornerstone Attractions.

Policy 2: Identify potential sites for structured parking downtown.

Policy 3: Study the possibility of restricting businesses from allowing their employees to park on Main Street.

Goal 5: Land use, development, and transportation enhancements should be managed to avoid over-intensification of the use of any single traffic corridor.

Policy 1: Examine the feasibility of one way pairs on Main Street and Julius Street.

Policy 2: Examine the feasibility of one way traffic on Main Street and two-way traffic on Julius Street.

Community Facilities, Parks and Utilities



Lead Comprehensive Plan

5.0 Community Facilities, Parks, and Utilities

- 5.1 Purpose/Introduction
- 5.2 Existing Conditions
- 5.3 Issues and Needs
- 5.4 Goals and Policies

5.1 Purpose/Introduction

Community resources and public facilities include the lands, buildings, and services that are considered essential infrastructure for servicing the community. These include city administrative services, parks and outdoor recreation, police and fire protection, water and sewer facilities, street system maintenance, libraries, schools, communication systems, and medical facilities.

The need for and capacity of these essential services depends on the physical size of the community, population, and expected growth. In addition, many retail and service businesses, industrial companies, as well as families, look to the availability of these facilities as an important factor when deciding where to locate. Lead's quality of life and ability to attract and retain economic growth depends on the quality and quantity of community services, especially its parks and access to exciting outdoor recreation opportunities. Governor M. Michael Rounds stated in the 2002 Statewide Comprehensive Outdoor Recreation Plan (SCORP) that "Outdoor recreation in South Dakota is one of the most essential components to the quality of life that the citizens and visitors of this state enjoy."

In Lead's situation, some of these services need to be planned and provided collaboratively with other jurisdictions and agencies.

The primary focus of the community facilities, parks, and utilities element will be to evaluate needs and to establish investment priorities for City controlled utilities and community facilities. A secondary objective of this element will be to identify and address issues and needs associated with utilities and community facilities that are developed and managed by other public and private organizations.

5.2 Existing Conditions

This section describes the location, use, and capacity of services/facilities provided by the City of Lead, and services/facilities provided by others, both governmental and private, that serve the citizens of Lead.

Services/Facilities Provided by the City of Lead

1. City Administration

Built in 1937, City Hall is located at 801 Main Street. Primary City services are located here, including City administrative offices (Finance Officer, collection of fees, processing of permits, and maintenance of public records), City Commission Chambers, Municipal Utilities, City Police, and the Fire Station.

The Fire Department staff provides the following services (in addition to fire and emergency services outlined below): (1) building and fire code inspections, (2) code inspection for historic preservation, (3) city planning and zoning administration, and (4) land management (in coordination with the Parks Department).

2. Parks

Within the city limits, there is a diverse collection of public and private open space and recreation facilities that complement the larger-scale parks, trails and related recreation facilities in the region. Lead currently owns and manages eight parks: Centennial, Par Course, Matthew Street, Manuel Brothers, Washington Street, Mile High, Walt Green (trailhead to Mickelson Trail), and Mountain Top Field located on Summit Street West.

Collectively, these neighborhood-scale parks offer various recreational fields, playgrounds, picnic shelters and other facilities (two outdoor tennis courts, two outdoor basketball courts, two outdoor sand volleyball courts, one baseball field, two soccer fields, and a 12-lane bowling alley). These parks are scattered throughout town, with the exception of the area west of Highway 14A near the Hearst Subdivision.

The 114-mile Mickelson Trail follows the historic Deadwood to Edgemont Burlington Northern rail line, and is connected to Lead.

3. Police Services

The Lead Police Department has 5 full-time officers, and 2 part-time officers. In addition to providing traditional personal safety protective services, the Police Department provides animal control, parking enforcement, First Responder and EMT services. The Police Department provides 24-hour services, seven days a week. A 24-hour dispatch service is provided through Lawrence County.

4. Fire and Emergency Management Services

Lead has two full-time fire fighters and a volunteer complement comprising 27 volunteer citizen fire fighters. The Fire Department/Emergency Management is assigned the following duties: fires, medical emergencies, rescues, extrications, hazardous materials, natural and man-made disasters, and search for lost and missing civilians. They are also required to assist the Lawrence County Coroner, as well as

local, state and federal law enforcement, as appropriate. They also provide fire and life safety education programs, and maintain all fire equipment and apparatus. Finally, they also manage the Firewise Program which works to reduce hazardous buildup of wildland fire fuel, promote healthy forest restoration, and improve wildlife habitat in and immediately adjacent to the City of Lead.

The fire station is co-located with City Hall at 801 Main Street. There are current discussions regarding a replacement facility at a new location.

5. Water System

The Lead/Deadwood Sanitary District operates a public water system that includes water and sanitary infrastructure. Current community water usage is approximately 1.2 million gallons per day (mgd). The capacity of the water system is 4.0 mgd The Average Daily Demand is 1.6 mgd, and Peak Demand is 3.5 mgd.

6. Storm Water Management

Most of Lead's storm water flows into a combined sewer system. When streets are reconstructed, separate storm and sewer pipes are installed.

7. Street Maintenance

In addition to major street projects, the City of Lead budgets \$50,000 to \$60,000 for street maintenance for patching and overlay purposes.

Services/Facilities Provided by Others

8. Sanitary Sewer

The Lead/Deadwood Sanitary Sewer District handles waste water for the City of Lead. The system capacity is 3.5 mgd. Average daily demand is 1.4 mgd.

9. Communication Access

Communications services are provided by US West Communications, Black Hills FiberCom, and Midcontinent Communications. They offer phone service, cable television, DSL, and other internet related services. There are various internet providers in the area.

10. Electrical Services

Electrical service is provided by Black Hills Power and Light Company.

11. Natural Gas

Natural gas is provided by Montana-Dakota Utilities Company.

12. Learning Resources

Library Services

The Phoebe Hearst Free Library and Reading Room serves Lawrence County Residents. The original 1894 Library was located in the Miner's Union Hall and was

moved to the Hearst Mercantile building in 1896 until the Homestake Opera House and Recreation Center was completed in 1914. There it remained until 1984 when a devastating fire destroyed the Opera House. The Library was temporarily located at 312 W. Main Street. Then in 1986, a fire broke out at the rear of that building, at which time the Hearst Library was moved permanently to the current location at 315 W. Main Street.

The City of Lead provides the home for the Library and building maintenance. Operating expenses are funded by Lawrence County and donations.

Through many trials and tribulations, the Hearst Library has continued to serve the people of Lead and surrounding areas with quality service. Today, the annual circulation of materials is over 17,000, with attendance numbering more than 11,000 annually.

Schools

The Lead-Deadwood School District serves the residents of Lead. Lead-Deadwood High School and Middle School are located in Lead. The High School consists of grades 9-12, with 325 students in attendance. The Middle School consists of grades 5-8, with 247 students. The Lead-Deadwood Elementary School is located in Deadwood. It serves pre-school through 5th grade, with 395 students. Another option for Lead-Deadwood residents is Home Schooling.

The nearest higher education resources are Black Hills State University in Spearfish, and the South Dakota School of Mines and Technology, National American University, Western Dakota Technical Institute, all of which are located in Rapid City.

13. Outdoor Recreation

Various other public and private organizations operate recreational facilities, including several trailheads for the 114-mile Mickelson Trail in the Black Hills National Forest (biking, hiking and snowmobiling), 310 miles of groomed snowmobile trails, 9-hole golf courses at the Lead Country Club (five miles southwest of Lead) and Tomahawk Country Club, and the private skiing operations at Terry Peak and Deer Mountain.

14. YMCA

Located at 845 Miners Avenue, the Northern Hills Family YMCA provides a swimming pool, wading pool, whirlpool, sauna, weight room, aerobics/multi-purpose room, racquetball court, walking track, roller skating, daycare, basketball (at the Armory), Camp Discovery, and special sports programs and classes.

15. Medical Facilities

There are two medical facilities in Lead, the Anderson Family and Sports Chiropractic Clinic, and the Mountainside Family Practice. In addition, two dentists and two doctors have offices in Lead. Also, the Golden Ridge Retirement

Community facility is located in Lead. In nearby Deadwood, there is the Black Hills Medical Clinic and the Creekside Clinic (optometrist and dentist), as well as the Northern Hills General Hospital.

5.3 Issues and Needs

The following issues and needs were identified at the October 7, 2003 Issues and Visioning Workshop in Lead:

Community Facilities, Parks, and Utilities

- All utilities need upgrading.
- Compliments to school system; it has a well deserved reputation for quality.
- Replace/Repair infrastructure.
- Library needs to grow and change along with community (with technological advances).
- We need services for residents (not just tourists).
- All services are not available for a reasonable lifestyle (cable, water – need investment).
- More funds are needed for street maintenance.
- Home schooling issue.
- Good schools/kid friendly.

The City Hall building, which houses Lead's administrative offices and the Fire Department, is in need of major repairs. In the discussions regarding a possible relocation of the Fire Department, consideration was given to the idea that perhaps the administrative offices could be moved to a new building, as well, freeing up the City Hall building for another use, possibly commercial/tourist-related in nature or possibly another civic use such as the library.

While Lead residents recognize that active participation in recreation contribute to healthy lifestyles, little comment was made during the workshop about the existing park system and future park needs. However, the existing park facilities are aging, requiring maintenance and updating to address potential safety issues. As growth and infill development occur, more demands will be made on the existing City park facilities by residents and visitors. In the future, a more detailed assessment of Lead's local park needs should be conducted.

The 2002 SCORP planning process included a survey of local recreation providers to identify recreational needs. Collectively, cities ranked playground structures, softball/baseball diamonds and trails were the most important types of recreational facilities. Similarly, the types of facilities that were listed to be in greatest demand included trails, downhill sledding areas, interpretive facilities, skate parks and soccer fields.

The Library is small, perhaps too small to be reorganized to address its crowded conditions. While its location in the Downtown is central and therefore convenient to its

users, there is little available parking. Also, its location in a building adjacent to the Opera House inhibits expansion of the Opera House courtyard.

Current fire fighting and emergency facilities have been deemed to be inadequate. The fire station is not able to house all of its equipment. There are safety hazards and other inherent problems. Apparatus and other supplies and equipment are scattered in temporary storage throughout the city. The proposed National Underground Laboratory will create increased service level demands and expectations on Lead's emergency services. The Fire Department proposes that a new multi-use Emergency Operations Center be built near Frog Pond/Hearst Avenue. Another possible location that has emerged in discussions is Grier lot.

The streets and roads in Lead are all in need of repair. Sidewalks and stairways are in poor condition. Retaining walls, on both public and private property, need to be inventoried and assessed for repair and/or replacement.

5.4 Goals and Policies

City Administration

Goal 1: Upgrade City Hall administrative services and facilities.

Policy 1: Prepare an alternatives analysis to document the need to renovate or replace City Hall to correct structural, space, and public accommodation deficiencies. The study should consider joint use options with other entities, as well as possible adaptive reuse for either commercial or library purposes.

Policy 2: Study city administrative structure and service delivery systems to determine if an alternative approach would reduce costs and/or improve services.

Goal 2: Identify and prioritize capital improvements.

Policy 1: Establish standards and guidelines to formally establish a framework for prioritizing capital improvement expenditures, and for judging expenditure requests.

Policy2: Create a fiscally responsible plan for recovering the infrastructure costs of new development.

Policy 3: Create a ten-year Capital Improvement Plan (CIP) that prioritizes infrastructure projects, targets a specific year for each project, and outlines funding sources.

Parks and Trails

The City desires to create an integrated, functional, system of parks and open space to address much of the diverse outdoor recreational needs of residents and visitors. The

goals and policies discussed in this chapter are intended to link to state-wide recreational priorities in the 2002 SCORP.

Goal 1: Provide adequate and functional new parklands, facilities and equipment as the population grows and evolves.

Policy 1: Adopt the necessary official controls to provide adequate parkland, facilities and equipment to new residents as development occurs.

Goal 2: Preserve and protect unique natural areas threatened by development or degradation that have recreational potential.

Policy 1: Identify and inventory unique natural areas that should be considered for protection.

Policy 2: Adopt the necessary official controls to protect natural areas threatened by development.

Goal 3: Preserve and protect existing parklands, facilities and equipment to meet immediate community needs.

Policy 1: Create, and regularly update, an inventory of the existing conditions of park facilities and equipment.

Goal 4: Enhance linkages between existing, planned, and future parks.

Policy 1: Improve the safety of existing trails, roads and paths between existing parks.

Policy 2: Create a Trail Master Plan that identifies preliminary locations of future on-street and off-street recreational trails, focused on connections to the Mickelson Trail.

Water System

Goal 1: Protect the natural environment of Lead while providing a water supply and distribution system.

Policy 1: Provide the highest quality potable water possible to meet the domestic and commercial needs of the community.

Policy 2: Provide a distribution system that has adequate pressure, supplies for future development, and includes looping of mains to improve quality of water service and fire flow protection.

Policy 3: Establish fees and assessment procedures to generate revenue through sewer availability charges and lateral connections fees for benefited properties to finance required system improvements and utility line extension.

Policy 4: Promote conservation and use of the City's water system to improve efficiency in the system and to minimize the need to increase water rates.

Water Resources/Storm Water Management

Goal 1: Regulate and monitor development activities to minimize any adverse impacts upon natural systems, including wetlands and streams.

Policy 1: Require new developments and other activities that disturb the soil or vegetation to employ appropriate erosion and sediment control measures to minimize any adverse impacts to the natural environment.

Policy 2: Require storm water ponds to both detain storm water runoff and to treat storm water runoff prior to discharge into wetlands, and streams.

Policy 3: New or significant expansions of non-residential development and residential subdivisions should be reviewed by a registered engineer to ensure proper management of storm water runoff.

Policy 4: Establish fees and assessment procedures to generate revenue through sewer availability charges and lateral connection fees for benefited properties to finance required system improvements and utility line extension.

Wastewater System

Goal 1: Protect the natural environment of Lead while providing appropriate wastewater infrastructure for suitable growth and development in character with Lead's small town atmosphere.

Policy 1: Require developers and those applying for land subdivisions to provide service extensions as needed.

Policy 2: Provide trunk sewer lines of a size sufficient to handle existing and future sewage flow consistent with expansion of the developed areas and provisions in this comprehensive plan.

Policy 3: Require all new sewage generators to hook up to the Sanitary District system.

Street Maintenance

Goal 1: Conduct an annual evaluation of the street system, and carry out street improvements in accordance with a Capital Improvement Plan.

Policy 1: Create a pavement management plan that inventories the existing condition of each paved surface within City limits and sets target years for patching, seal coating, and reconstruction.

Police/Fire Protection and Emergency Services

Goal 1: Encourage collaboration between the police and citizens in community crime prevention activities.

Goal 2: Continue to provide support for these required life support and property safety services.

Policy 1: Cooperate with other jurisdictions to achieve greater coverage, effectiveness, and cost efficiencies in fire protection, crime prevention, and law enforcement.

Goal 3: Maintain the highest quality firefighting and emergency services and facilities.

Policy 1: Upgrade firefighting and emergency services and facilities.

Goal 4: Encourage education and prevention programs for citizens regarding the emergency services that are provided by the Fire Department.

Policy 1: Continue to utilize the Firewise Program for treatment of land and mapping of key information.

Policy 2: Support the continuation of fire fighting/emergency services education and prevention programs for Lead residents and businesses.

Learning Resources

Goal 1: Support a strong library system with excellent services. Programs, and collections to meet a variety of informational and educational needs.

Policy 1: Expand library services and consider relocation to another existing or new building within the Downtown area.

Goal 2: Expand access to digital information and communications technology.

Goal 3: Encourage business, schools, Lead City government, service and professional organizations to develop partnerships and learning opportunities that prepare students and adults for work.

Policy 1: Explore the development of an extension campus (of a nearby university) or a trade school.

Goal 4: Work with Lead-Deadwood School District to ensure the highest quality school facilities and resources for pre-school and K-12 students and to respond positively to opportunities for “lifelong learning” programs.

Policy 1: Encourage the development of job readiness skills for adults.

Policy 2: Design services and programs in response to needs resulting from demographic and societal changes in Lead.

Policy 3: Work cooperatively with the Lead-Deadwood School District to ensure a high quality educational experience for Lead youth.

Power System and Communication Access

Goal 1: Encourage economically efficient deployment of infrastructure for higher speed telecommunication services and greater capacity for voice, data, and video transmission.

Policy 1: Work with state and county officials to identify options for collaborating with the private sector to obtain improved telecommunications service.

Policy 2: Continue to support the operation of the Lead Smart Center in the Opera House.

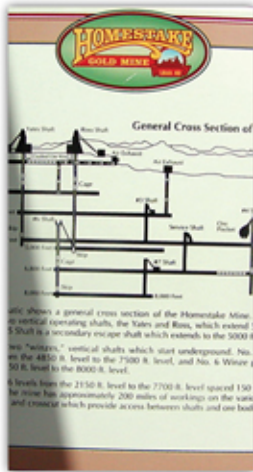
Policy 3: Identify potential sites for future telecommunications facilities such as cell towers.

Policy 4: Update utility design standards for streets and related infrastructure to accommodate telecommunications infrastructure within public rights of way.

Goal 2: Remove unsightly communication power poles and lines.

Policy 1: Work with private developers and governmental entities to develop policies and standards to place primary and secondary power lines (and associated communication lines) underground.

Economic Development



Lead Comprehensive Plan

6.0 Economic Development

- 6.1 Purpose/Introduction
- 6.2 Existing Labor Force and Economic Base
- 6.3 Issues and Needs
- 6.4 Economic Development Directions
- 6.5 Goals and Policies

6.1 Purpose/Introduction:

Economic development can be thought of as a process by which Lead initiates and generates its own solutions to local economic problems. The primary purpose of economic development initiatives is to promote the stabilization, retention, or expansion of the economic base in Lead. This includes assisting existing businesses, encouraging business expansion, recruiting new businesses, and strategically planning important capital improvements and related infrastructure expenditures.

These efforts collectively build long-term local economic capacity so the community is more self-sufficient and able to better weather economic downturns. Lead's economic base was heavily dependent on the Homestake Mining Company, and now the focus has shifted to expanding the local tourist industry. As progress is made in enhancing Lead's status as a desirable tourist destination, efforts should be made to continue to diversify and strengthen the economy beyond tourism.

Businesses will site their facilities and business activity in places that provide identifiable advantages. In the long term, as successful economic development endeavors in Lead strengthen and diversify the Lead economy, business clustering may occur whereby local businesses locate in close proximity to the primary industry that support it. These secondary or support businesses take advantage of economic spillovers of the primary industry. An example of this is the collection of businesses offering goods and services related to outdoor recreation that are located near the Terry Peak and Deer Mountain ski resorts. Clustering results in increased economic efficiency through enhanced supply chains, reinforcement of growth related to the primary industry, and sharing of industry-specific knowledge and expertise.

Workers, entrepreneurs, executives and their loved ones want to live in a pleasant place. Several factors that enhance quality of life in general influence a business owner's decision to reinvest in their local business or to locate a business in Lead. Customary economic development incentives such as low-interest loans, grants, short-term tax breaks, and small business technical assistance are important.

However, functional public services and infrastructure, well-performing schools, and other community amenities such as natural and cultural resources, and access to both basic and luxury goods and services are also important to attract businesses, workers and their families. Due to this cumulative effect, pursuing the policies in other chapters to enhance public facilities, community image, and housing opportunities should be strategically linked to, and pursued in tandem with, the more traditional economic development endeavors that are discussed in this chapter.

This chapter describes the Lead labor force, economic base, existing businesses and industries, identifies issues and needs, and lastly discusses various County, regional, and State economic development programs that may be utilized by Lead. The goals and policies discussed in this chapter build upon previous studies. They are intended to link to other chapters because the goals and objectives in other chapters have direct or indirect economic development components.

6.2 Existing Labor Force and Economic Base

The Lead economy was previously heavily dependent on the Homestake Mining Company. Since the mine closed in 2002, community leaders and various civic groups have been struggling with the economic decline due to the loss of the community's primary industry. This closure has made it clear that the Lead economy is affected by other regional economic clusters in the County, and by larger-scale economic shifts at the State level and beyond.

The Lawrence County Comprehensive Plan states, "During the 1980s and continuing into the 1990s, there was strong economic expansion in the County with large increases in employment and earnings." However, this prosperity was countered by the decline in some areas including Lead due to the downsizing of the mining industry, "which has been the economic foundation for the County for more than a century."

As indicated in Chapter 1 the population and therefore the labor supply in Lead have been shrinking while the population of Lawrence County has been growing. The table below provided by the South Dakota Department of Labor summarizes the labor force and employment profile from 1990 to 2003 in Lawrence County. Figures for the State of South Dakota have been included for comparison purposes.

ANNUAL AVERAGE LABOR AND EMPLOYMENT DATA

Lawrence County

State of South Dakota

Year	Labor Force	Employed	Unemployed	Unemployment Rate	Year	Labor Force	Employed	Unemployed	Unemployment Rate
1990	11,445	10,925	520	4.5%	1990	347,300	333,800	13,500	3.9%
1991	12,065	11,670	395	3.3%	1991	350,600	338,100	12,500	3.6%
1992	11,810	11,460	350	2.9%	1992	353,300	341,900	11,400	3.2%
1993	11,860	11,465	395	3.3%	1993	361,400	348,500	12,900	3.6%
1994	12,000	11,590	410	3.4%	1994	377,700	365,200	12,500	3.3%
1995	12,005	11,620	385	3.2%	1995	386,500	375,300	11,200	2.9%
1996	12,105	11,635	470	3.9%	1996	392,510	379,900	12,610	3.2%
1997	11,630	11,215	415	3.6%	1997	386,205	374,360	11,845	3.1%
1998	11,220	10,750	470	4.2%	1998	394,910	383,605	11,305	2.9%
1999	10,395	9,990	405	3.9%	1999	399,700	388,070	11,630	2.9%
2000	10,695	10,420	275	2.6%	2000	407,320	397,875	9,445	2.3%
2001	10,925	10,585	340	3.1%	2001	411,635	397,750	13,885	3.4%
2002	11,820	11,535	285	2.4%	2002	420,940	407,885	13,055	3.1%
2003	11,880	11,525	355	3.0%	2003	424,875	409,605	15,270	3.6%

Source: South Dakota Department of Labor Labor Market Information Center, March 2004

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The average annual unemployment rate for Lawrence County in 2003 was 3.0 percent, compared to 3.6 percent for the State. Between 1990 and 2003, the average annual unemployment rate for Lawrence County has fluctuated from 2.4 percent in 2002 to 4.5 percent in 1990. During this period, the number of people in labor force in Lawrence County has remained relatively constant, growing by about 4 percent between 1990 and 2003. State-wide, the labor force grew by about 22 percent.

Most of the businesses in Lead are smaller in scale and independently owned and operated. There is a compact core of stable businesses that address basic local needs, including some small-scale professional service offices, general retail stores such as gift shops, grocery and convenience stores, restaurants and various auto service stations.

Lead's immediate market area consists of a population of approximately 10,000 people within a 15 mile radius, which includes the City of Deadwood. The Visitor Industry Potential for the City of Lead and Estimates of Economic Impacts from June 2001 noted that from 1994 to 2000 visitor spending in Lawrence County grew from about \$58 million to more than \$79 million, an increase of more than 36 percent. In contrast, taxable sales in Lead eating and drinking establishments dropped 16 percent and lodging taxable sales dropped 26 percent over the same period."

The Visitor Industry Potential (June, 2001) Study indicated that, "Deadwood with its gaming industry and Spearfish with its Interstate 90 location together account for the bulk

of travel spending in Lawrence County It is estimated that [during the 2000 travel year] total visitor spending in Lead lies within the range of \$4.9 million to \$5.9 million.” This equates to between 6.1 and 7.4 percent of County-wide visitor spending.

Observable trends in the local labor force and economic base are evident in the absence of clear local data. The labor force or labor supply is typically defined as the number of persons who would potentially apply for work if a job becomes available. Potential workers may be categorized into two groups, those with jobs and those without jobs. The supply of people without jobs is influenced by the unemployment rate, labor force participation, and migration. However, the population of the Lead area is relatively young with nearly half of the population age 34 or younger.

6.3 Issues and Needs

Economic development was the primary concern voiced during the Issues and Opportunities Visioning Workshop conducted on October 7, 2003. Many participants voiced their opinions on a declining tax base, the need for business assistance, business recruitment and retention, and job expansion, and better economic development marketing efforts. Improving morale and “enhancing the Lead experience” were noted as important factors in improving the economic picture of the community. The declining tax base, high number of properties that do not pay property taxes, and increasing taxes were also significant issues.

Lead’s economic base was reliant on the Homestake Mining Company, and now the economic focus is on tourism. During the workshop, the Lead competitive advantage was said to be based upon the municipality’s history and culture. This conclusion is a recurring theme in many of the recent Lead planning efforts, and it points to the need to explore various cultural and eco-tourism efforts that highlight Lead’s local heritage and natural features.

There are currently several businesses, venues, events and other community assets that celebrate the region’s history that could be further supported and utilized. The Lead Economic Adjustment Strategy (July 2002) listed four Cornerstone Attractions that required investment to become or increase their viability as significant visitor attractions: (1) the Black Hills Mining Museum, (2) the Sculpture Garden (no longer a viable proposal), (3) the Opera House, and (4) the Round House. As tourist destinations are developed or enhanced, the next critical step is to find ways to encourage people to visit a second, third, and fourth time, and to stay longer when they do visit Lead.

To balance and diversify the economic base beyond tourism, there needs to be greater coordination between the Chamber of Commerce and with the Economic Development Corporation to create marketing tools to emphasize Lead’s unique identity, to support existing businesses, and recruit new businesses.

This coordination will enable partnerships and the leveraging of resources to develop effective community marketing materials and create opportunities for a wide variety of

small-scale manufacturers of products directed toward recreation and the arts. Such businesses should occupy commercial spaces in the downtown and be integrated into the retail storefronts to enhance the activity in the downtown area. These manufacturers could operate very much like a goldsmith, producing the product in the rear of the commercial space and retailing it in the front of the store.

6.4 Economic Development Directions

While each of the existing community groups has its own unique perspective on the particular recipe for improving Lead's economy, there is one clear common theme to all of the strategic analysis and planning that has occurred since before the Homestake Mine closed: Lead's economic future lies in its heritage and its proximity to significant state and national monuments, memorials and scenic parks, trails, and open space. The goals and policies discussed in this section are based upon input received at the October 7, 2003 Issues and Opportunities Visioning Workshop and the summary of the goals and policies discussed in various recent planning and community development reports that are referenced in Chapter 1.

6.5 Goals and Policies

Goal 1: Increase the effectiveness and efficiency of economic development initiatives.

Policy 1: Explore aggregating economic development resources and programs by combining the Lead Area Economic Development Corporation and Lead Chamber of Commerce.

Policy 2: Actively pursue public and private partnerships to coordinate economic development efforts with other entities that have complementary objectives and resources.

Policy 3: Strategically plan public capital improvements and infrastructure projects to catalyze additional investment within and adjacent to the project area.

Policy 4: Encourage active business involvement in economic development initiatives through coordinated projects, holding regularly scheduled open public meetings Lead Economic Area Development Corporation.

Policy 5: Capitalize on the venue provided by the Opera House/Smart Center by developing a guild system to house a company of actors, dancers, and other performers, offering apprenticeships and training programs, and expanding the facilities of the Smart Center as a business resource.

Goal 2: Establish Lead as an attractive tourist destination.

Policy 1: Provide tourist attractions that are different from, but complement, nearby gaming activities, coordinating with Deadwood marketing programs. Focus on celebrating Lead's mining legacy and family-friendly activities.

Policy 2: Increase visitor volume and diversity.

- *Create profiles on Lead visitors and customers by conducting various seasonal surveys.*
- *Expand visitor infrastructure and related amenities that are related to outdoor activities, gaming, and other thriving industries in the region.*
- *Expand and enhance the marketing of visitor infrastructure, especially more bed and breakfast operations in historic buildings, restaurants/coffee shops/ice cream store, family activity craft experiences (such as Painted Pottery in Sioux Falls), boat rentals at Pactola Lake, new specialty museums and exhibits.*
- *Participate in the Kellar Properties' (casino interests) convention center feasibility study in Deadwood.*
- *Coordinate tourist attraction efforts with other public, non-profit, and private organizations, such as film series and lectures at the Opera House.*
- *Coordinate marketing of Lead attractions with other nearby tourist destinations such as President's Park, Adams House and Museum, and Mt. Moriah Cemetery.*

Policy 3: Support and pursue initiatives that encourage tourists to return to Lead.

Policy 4: Organize more festivals and events that are linked to Lead's cultural heritage and tourism, such as the following:

- *An annual festival around the mining theme*
- *Ethnic heritage festival*
- *An annual food festival*
- *Various sporting races, contests, outings such as skiing races, fishing contests, and snowmobiling races*
- *Expand the Fourth of July celebration*
- *Expand the Festival of Trees*
- *Street dances.*

Goal 3: Increase support for existing businesses, especially in the downtown area.

Policy 1: Expand sponsoring of annual small business administration training sessions.

Policy 2: Evaluate and implement various financing programs for improving existing properties such as a low-interest loan program for façade improvements or volunteer-driven simple improvement programs such as "Paint the Town."

Policy 3: Attract educated workers and families with useful skills, including technicians and entrepreneurs.

Policy 4: Increase the visibility of Lead's historic and cultural resources in the downtown area through various historic preservation regulatory tools and incentives.

Goal 4: Expand recruitment efforts for new businesses and industries

Policy 1: Conduct a detailed market study to identify the Lead trade area and specific small- and large-scale businesses and/or industries in order to recruit firms that could complement and supply needed materials and services for the proposed underground laboratory, as well as arts/crafts operations and visitor services that could complement and promote the interpretation of Lead's history.

Policy 2: Evaluate implementing tax incentives such as short-term tax reductions to new large-scale employers, and the use of tax increment financing (TIF) and creating TIF districts to facilitate infrastructure investments to assist redevelopment and achieve public benefits.

Policy 3: Expand the information available on the City's website, <http://www.leadmethere.org/index.html> to include more detailed information on various economic development programs, economic data, community events, business opportunities, and marketing materials.

Housing



Lead
South Dakota

Lead Comprehensive Plan

7.0 Housing

- 7.1 Purpose/Introduction
- 7.2 Existing Situation
- 7.3 Issues and Needs
- 7.4 Housing Directions
- 7.5 Goals and Policies

7.1 Purpose/Introduction

Many people spend a significant amount of their incomes on shelter, and much effort is invested to transform the space they live into their personalized home. Residential areas set the tone for community character, quality of life and citizen morale. Housing markets, development and reinvestment are influenced by many interconnected economic, social, and political factors. Local policy influences the community's ability to meet the housing needs of its changing citizenry.

The purpose of this chapter is to create the policy framework to provide an adequate housing supply that meets the existing and forecasted housing demand in Lead.

7.2 Existing Situation

Lead's early residential development took the form of ethnic neighborhoods, reflecting the diverse immigrant groups who came to Lead in search of employment in the mining camps. According to The Flavor of Lead – an Ethnic History, most notable among the early settlers were the English and Irish who, along with their Canadian and Scottish brothers, comprised over 62% of the foreign-born residents of the city in 1880. Later arrivals included the Finns, the Italians, and the Slovenians (a mixture of Austrians, Serbians, Dalmatians, Croats, Lithuanians, and Montenegrins).

Lead today has a variety of housing types and styles available at a range of prices. Most (70%) of the homes in the community are single family houses with a median value of \$45,700 or a median gross rent of \$429/month. According to the U.S. Census and the 2003 Statewide Housing Needs Analysis produced by the South Dakota Housing Development Authority (SDHDA), in 2000 there were 1,586 housing units within Lead city limits, and about 68% of them were owner-occupied. On average, there were about 2.6 people per housing unit. Since 1990, the number of housing units has decreased by 2%, which means that some units have been destroyed, torn down, or otherwise removed from the housing stock.

Looking to the future, the SDHDA projects that by 2007, there will be a 2.9% loss in households, from 1,279 in 2000 to 1,242 in 2007. Nevertheless, their analysis also indicates that homeownership demand will increase, projecting owner-occupancy for 160 existing homes and 23 newly-constructed homes by 2007.

The economy ultimately drives the residential real estate market, which has softened since before the closure of the Homestake Mine. While the median owner-occupied housing value has increased 33% from 1990 to 2000, this increase in value is less than other regions in the state have experienced in the same period. Single family home prices on the market typically range from approximately \$40,000 in existing neighborhoods to over \$300,000 for new construction near Terry Peak. Buildable single family lots in the Hearst Subdivision are currently advertised at approximately \$24,000 each depending on their specific location.

The South Dakota Housing Development Authority completed a Statewide Housing Needs Analysis in 2003. While many of the existing homes are sufficiently maintained, there is a growing concern regarding the maintenance of homes and lots. Over 69% of Lead's homes are over 50 years old. However, this older housing stock can also be viewed as an opportunity. Research has proven that rehabilitation of older buildings costs 12 % less than comparable new construction. These savings are passed on to the homeowner, making this housing relatively more affordable.

7.3 Issues and Needs

The planning process was initiated with an Issues and Opportunities Visioning Workshop on October 7, 2003. The participants expressed concerns about the aging housing stock, property maintenance, preserving the desirable qualities of existing neighborhood character and providing quality lifecycle housing to meet the varied housing needs of young and mature residents.

Housing in Lead has historically been more affordable compared to other communities in Lawrence County. Housing demand in the Black Hills region is closely linked to economic growth and population migration, and South Dakota is losing jobs and population in rural areas. Lead has experienced stagnation in housing demand due in part to population decline and economic hardships related to the Homestake Mine closure. Demand for housing is anticipated to continue to be stagnant if the region continues to experience declines in population, household formulation, and depressed economic opportunities. On the other hand, recently a majority of sales has been to out-of-town or out-of-state people. For years, many workers lived in Spearfish and commuted to Lead, primarily to work at Homestake Mine. Now, there are people preferring to live in Lead and commute to jobs in Spearfish.

Housing demand is strengthened by in-migration, growth in household formulation, and population growth. There is a myriad of economic and community development efforts afoot amongst public, private and non-profit entities to address current economic challenges and enhance the quality of life in Lead and the region. Success in these

endeavors is anticipated to bolster demand for housing in the region. For example, promotion of tourism related to local culture and heritage, recreation and natural amenities, and gaming are anticipated to generate more visitors and employees necessary to deliver services.

The housing needs of the population are evolving. Chapter 1 discusses changes in Lead's population between 1990 and 2000. As the population ages, more people will be interested in moving from single family homes to some form of attached housing that offers less required maintenance through professional or shared property management and more convenient access to services.

The existing housing stock is aging. While many homes are in good condition, there is a growing number of units that are slipping into a self-reinforcing state of disrepair. Property maintenance and code enforcement were pertinent issues. Replacement of substandard housing, upgrading the housing stock and enhancing neighborhood aesthetics, and adding both affordable and larger homes were desired.

There was a desire to preserve the character of the housing in the historic core around Main Street. This is discussed in greater detail in Chapter 3 (Community Design and Cultural Resources). The cost of extending infrastructure to new neighborhoods poses an impediment to new development that has the effect of encouraging reinvestment in existing homes and neighborhoods. Also, with new housing development, there is the need to consider the visual impacts from development on hillsides, the environmental and drainage impacts associated with roadway and driveway construction, and new services (water availability, sewer plant costs, and roadways). Therefore, for all these reasons, the goals and policies below for the existing housing and for new housing have been organized into two separate sections.

7.4 Housing Directions

Providing an adequate supply of livable housing to meet the changing needs of the Lead population will require an adequate response from both the private and public sectors. Without a coordinated effort, available housing in Lead may not adequately meet the housing needs of families, young single people, empty nesters, seasonal residents, the elderly and people with low and moderate incomes. This section emphasizes the importance of choices in housing in a manner that responds to topography, neighborhood character, and the current and projected housing needs of the community.

The direction provided in this plan emphasizes administrative and policy changes that will provide flexibility in the Lead's planning and regulatory framework to encourage rehabilitation of existing homes as well as diversification of the types, styles, and costs of homes available in the community. Also, this plan recommends using non-governmental organizations, such as the Neighborhood Housing Services of the Black Hills, Inc. and the Lead Neighborhood Council, to expand the effort to provide decent, safe, and affordable housing, and to revitalize neighborhoods. The community desires to pursue these tasks in a manner that encourages reinvestment and new investment, all focused on

reinforcing vitality and connections in existing neighborhoods, and building strong neighborhoods out of new subdivisions. This may be accomplished by identifying infill opportunities and targeted areas for development of new housing, from single family homes to various types of attached units. Lastly, because the mountain environment of Lead is so critical to its attractiveness as a place to live, this natural landscape must be sustained and protected through minimizing settlement impacts on ecosystems.

7.5 Goals and Policies

Introduction

This chapter sets forth the structure to improve quality of life in Lead neighborhoods within the context of various economic and community development efforts. Some of the goals, policies and implementation strategies discussed in other chapters of this plan affect housing. For example, land use changes such as infill development, infrastructure enhancements such as road reconstruction, and remodeling all impact neighborhood character. These public investments often inspire or precipitate nearby residents to improve their properties or reinvest in their homes in conjunction with the adjacent public improvements. Therefore, the topics discussed below are intended to integrate with other goals and policies throughout this Plan.

The goals and policies below articulate the vision of what is desired for the community's housing stock, and the basis for an operational framework within which these policies may be implemented.

Existing housing

Goal 1: Improve the existing housing stock to enhance quality, livability and character.

Policy 1: Conduct a housing study that includes (1) a thorough inventory and inspection of existing housing units, and (2) identifies concentrations of substandard, blighted or deficient housing.

Policy 2: Adopt and enforce a building code.

Policy 3: Update the zoning ordinance and related documents to strengthen property maintenance, nuisance, outdoor storage, and other land use and performance standards that impact neighborhood character.

Policy 4: Use available Federal, State, and local funds for housing rehabilitation grants and loans to help owners update their houses.

Policy 5: Establish a reliable funding source to encourage home renovations (see "this old house" tax credits, façade revolving loan programs, creative utility payment plans [see Xcel Energy], leverage the fact that some utilities are locally controlled)

Policy 6: Support the Lead Demonstration Project for Creating Neighborhoods of Choice, an initiative of the Neighborhood Housing Services of the Black Hills, Inc.

Goal 2: Preserve the historic character of selected existing Lead neighborhoods.

Policy 1: Promote the preservation and rehabilitation of the existing housing stock

Policy 2: Assist the Neighborhood Housing Services of the Black Hills with the Lead Demonstration Project for Creating Neighborhoods of Choice and related projects

Policy 3: Work with the South Dakota Housing Development Authority, Lead Neighborhood Council, and Neighborhood Housing Services of the Black Hills and others to leverage resources for rehabilitation.

Goal 3: Promote the maintenance of a high-quality living environment in stable residential neighborhoods.

Policy 1: Identify and seek out infill opportunities to remove or improve substandard housing and to provide replacement housing in the existing Lead neighborhoods.

Policy 2: Provide meaningful opportunities for public involvement in land use issues and public investment decisions that directly affect existing neighborhoods

Goal 4: Avoid concentrations of lower-cost and/or substandard housing units.

Policy 1: Conduct a follow-up housing inventory from the 1996 Community Builder Plan.

Policy 2: Evaluate methods and tools to provide landlord assistance and education for property maintenance.

Policy 3: Increase building code enforcement activities.

New housing

Goal 5: Permit residential development only on land suitable for that purpose, i.e. land that is free from flooding, noise, excessive traffic, other hazards, and has proper sanitary sewer and water services.

Policy 1: Adopt ordinances and regulations that protect environmentally sensitive features such as wetlands, waterways, and steep slopes from excessive impacts due to residential development.

Policy 2: Comprehensively update the subdivision regulations.

Goal 6: Promote and provide for a mix of safe housing options for various income levels and lifecycle stages, including single-family homes, attached units such as apartments, townhomes, manufactured homes, congregate care or group homes that accommodate a diversity of residents.

Policy 1: Identify on the Future Land Use Map areas that are guided for new single family and multi-family housing.

Policy 2: Assist various organizations in identifying the housing needs and preferences of retirees.

Implementation



Lead Comprehensive Plan

8.0 Implementation

In a series of three Implementation Workshops, the Lead Comprehensive Plan Steering Committee deliberated on the relative importance of the goals and policies, the sequence that needed to be considered in addressing them, specific action steps that needed to be taken to measure progress and achieve success, and the most effective method of mobilizing the Lead community to act.

The Steering Committee developed a series of Action Steps, and determined priorities for actions to be taken during the first five years of implementation. These Action Steps, with their priority ranking, are listed in matrix format beginning on the next page.

Also, the Steering Committee agreed that a special newly-created entity, with official status, needed to be created to initiate actions and monitor progress. This entity should be named the Lead Comprehensive Plan Implementation Commission, and should be established by the Lead City Commission under State law regarding the creation of a “Housing and Development Authority.”

Lead Comprehensive Plan

Draft Implementation Matrix

June 23, 2004

Goals, Policies, and ACTION STEPS Priorities (X) for First Five Years

Land Use and Growth Management

<i>Goal 1</i>	<i>Create a Sense of Place and Connectedness</i>	
1	Provide a pattern of land uses that will complement the community's physical characteristics, encourage pedestrian activity, revitalize the City Center and give people opportunities to interact with each other in positive ways.	
2	Respect the distinctive character of established residential neighborhoods and non-residential areas.	
3	Maintain the Downtown as the central focus and gathering place of the community for entertainment, eating, and public functions.	
<i>Goal 2</i>	<i>Promote Efficient Land Uses and Development Pattern</i>	
1	Evaluate land use and capacity every five years to ensure consistency with the Comprehensive Plan.	
2	Encourage innovative land use patterns and site development as a way to mitigate issues related to topography and other environmental concerns.	
3	Develop Lead's new residential areas with the intent to create special places of enduring quality with a variety and pattern echoing the best of Lead's small community character, i.e. great neighborhoods, not just subdivisions.	
4	Require all subdivisions to adhere to long-range plans for streets, trails, parks, and utility corridors to ensure continuity of development patterns and implementation of community priorities.	
5	Plan for growth areas that reflect City priorities for development staging and contiguous, planned extension of public	

	infrastructure.	
Goal 3	<i>Promote a Variety of Land Uses</i>	
1	Aggregate commercial and visitor-related uses and activities in the Downtown; reinforce neighborhoods with new infill housing; and create new housing areas as extensions of existing neighborhoods.	
2	Provide for land uses that respect the diversity of people, social groups, lifestyles, and life-cycles.	
3	Provide a balance of housing types and life-cycle/affordability options for people that currently reside or desire to live in Lead.	
4	Ensure that serviced land capacity is available to accommodate projected employment and population growth.	
5	Provide opportunities for development of venues and support facilities for seasonal visitor attractions, including increased variety in visitor accommodations that take particular advantage of Lead's historic character, such as bed and breakfast operations.	
Goal 4	<i>Promote High-Quality Infill Projects and Redevelopment</i>	
1	Encourage co-location of development and mixed uses to enhance the community's vitality, and to promote efficient use of land.	
2	Encourage reinvestment and redevelopment of vacant or underutilized properties.	
	ACTION STEPS	Priority
1	Identify infill sites; conduct geotechnical research of infill sites to determine what type of foundations are needed.	
2	Conduct assessment of using TIF district financing to remove blighted areas in the Downtown.	
3	Utilize NHS neighborhood demonstration project to spruce up the Downtown, Create a demonstration project near Downtown.	X
4	Review zoning code; develop architectural design guidelines for rehabilitation and for new development, including setback and landscaping guidelines for corridor development.	
5	Research restricting billboards and other large advertisements.	
6	Develop an aggressive program of building and property inspection, including incentives for repair and rehabilitation.	X

Community Design and Cultural Resources

<i>Goal 1</i>	<i>Maintain the character of Lead</i>	
1	Preserve and enhance historic resources.	
2	Promote the education and interpretation of the history and historic resources of Lead.	
<i>Goal 2</i>	<i>Enhance gateways and major thoroughfares.</i>	
1	Assess current gateways and develop a program of improvement to entrance signage, landscaping, and way-finding.	
<i>Goal 3</i>	<i>Establish a distinctive sense of place in the Downtown (and nearby neighborhoods) that reflects and highlights Lead's heritage, and is attractive, pedestrian-friendly, and unique</i>	
1	Enhance pedestrian amenities in the downtown, with connections to the neighborhoods.	
2	Create a program for completing the "Cornerstone Attractions" development efforts. Use these restoration programs as a catalyst for enhancing the financial vitality and creative health of Lead. Cornerstone Attractions are: Opera House, Mining Museum, Visitors Center, the Open Cut, and Roundhouse.	
3	Coordinate the heritage tourism visitor programs of the Cornerstone Attractions to tell the story of Lead and the surrounding area.	
4	Create a series of related seasonal cultural events, publicized through a coordinated marketing program, to bring new visitors to Lead.	
5	Build on older ethnic neighborhood identities, including an ethnic heritage festival of food, arts and crafts, and performances, as well as improved ethnic neighborhood historic interpretation.	
6	Improve the appearance of Lead neighborhoods.	
<i>Goal 4</i>	<i>Conserve the setting and natural landscape.</i>	
1	Foster new development that respects the character of Lead as defined by its distinctive natural and historic features.	
2	Require commercial, industrial, civic, and institutional development to be designed in ways that minimize conflicts with adjacent homes and neighborhoods, and conforms to the character of the natural landscape.	
3	Retain or enhance scenic views, whenever possible.	

4	Encourage beautification efforts, including but not limited to, landscaping, and signage at entrances to the city, as well as at other key points.	
ACTION STEPS		<i>Priority</i>
1	Complete Opera House restoration. Recreate expanded plaza/courtyard.	X
2	Relocate expanded Library and Mining Museum to new sites in the Downtown.	
3	Restore and adapt Roundhouse for reuse as Lead Archive.	X
4	Utilize and clean-up unused or underutilized properties.	
5	Research and identify scenic views and corridors. Analyze Homestake properties that facilitate these views.	
6	Establish system of wayfinding signs (entry program and tourist directional devices).	
7	Establish sign ordinance and sign design guidelines.	
8	Establish Lead as a National Historic Landmark.	X
9	Improve gateways to Lead. esp. the Homestake Mansion/Golden Hills Inn intersection.	
10	Establish a streetscape beautification program to address design issues in the public areas (city signs, street lights, benches, mini-parks, retaining walls). Examine possible partnerships for implementation, such as bed-and-breakfast operations.	
11	Create residential design guidelines and standards.	X
12	Establish a Main Street Program, with a façade improvement program, comprising specific and coordinated elements of design, organization, promotion, and economic restructuring.	X
13	Support the creation of the Education and Visitor Center as proposed by the South Dakota Science and Technology Authority, as part of the outreach program of the Deep Underground Science and Engineering Laboratory (DUSEL).	X

Transportation and Parking

<i>Goal 1</i>	<i>Maintain a safe, efficient, and convenient multi-modal transportation system, including roadways, trails, and sidewalks.</i>	
1	Develop land use development standards that promote safe and efficient access to the transportation system.	
2	Develop a local transportation system design and standards that protects the scenic beauty and natural resources of the City while managing and shaping growth consistent with the Comprehensive Plan direction.	
3	Identify potential trail corridors for long-term linkage to neighborhoods and public parks.	
<i>Goal 2</i>	<i>Protect the integrity of the transportation system.</i>	
1	Plan an infrastructure improvement, maintenance, and replacement program that maintains the existing roadways, trails, and sidewalks, while promoting orderly development in new areas.	
2	Develop land uses and access spacing guidelines compatible with the functional classification of the regional highway system.	
3	Establish a local transportation network that preserves neighborhood identity but links neighborhoods together and to community parks and facilities.	
4	Identify long-term transportation corridors to provide access to and within the City as development occurs.	
<i>Goal 3</i>	<i>Transportation planning shall be a collaborative effort among the City of Lead, surrounding communities, Lawrence County, and South Dakota Department of Transportation.</i>	
1	Coordinate transportation planning and system improvements with Lawrence County and SDDOT.	
2	Work with applicable transit authorities to maximize transit opportunities for the community, including a visitor trolley between Lead and Deadwood.	
<i>Goal 4</i>	<i>Provide sufficient off-street parking in the Downtown.</i>	
1	Develop an overall downtown parking strategy, specifically looking at parking availability for users of downtown businesses, as well as institutional and entertainment services for visitors, with special focus on the programs of Lead's Cornerstone Attractions.	
2	Identify potential sites for structured parking downtown.	

3	Study the possibility of restricting businesses from allowing their employees to park on Main Street.	
Goal 5	<i>Land use, development, and transportation enhancements should be managed to avoid over-intensification of the use of any single traffic corridor.</i>	
1	Examine the feasibility of one way pairs on Main Street and Julius Street.	
2	Examine the feasibility of one way traffic on Main Street and two-way traffic on Julius Street.	
	ACTION STEPS	Priority
1	Carry out study of parking needs and opportunities in the Downtown; examine shared parking for Cornerstone Attractions.	
2	Reestablish and rehab neighborhood stairways, in a historically sensitive manner.	
3	Study traffic circulation options for the Main Street and Julius Street corridor.	X
4	Study the feasibility and route/destination options (such as the Opera House, Roundhouse, new Education and Visitor Center, etc.) for a trolley as a circulation for both tourists and residents, including analysis of an expanded schedule and high frequency of service.	X
5	Review/revise zoning ordinance to provide for shared parking arrangements.	
6	Prepare a traffic management plan for accommodating truck and other vehicle traffic for Science Lab construction and operation, and handling excavated rock and other materials.	X

Community Facilities, Parks, and Utilities

<i>Goal 1</i>	<i>City Administration: Upgrade City Hall administrative services and facilities.</i>	
1	Examine the need to renovate or replace City Hall to correct structural, space, and public accommodation deficiencies.	
2	Ensure that City administrative structure and service delivery systems provide the highest quality consistent with cost efficiency.	
<i>Goal 2</i>	<i>City Administration: Identify and prioritize capital improvements.</i>	
1	Establish standards and guidelines to formally establish a framework for prioritizing capital improvement expenditures, and for judging expenditure requests	
2	Create a fiscally responsible plan for recovering the infrastructure costs of new development.	
3	Create a ten-year Capital Improvement Plan (CIP) that prioritizes infrastructure projects and targets a specific year for each project.	
<i>Goal 1</i>	<i>Parks: Provide adequate and functional new parklands, facilities and equipment as the population grows and evolves.</i>	
1	Adopt the necessary official controls to provide adequate parkland, facilities and equipment to new residents as development occurs.	
<i>Goal 2</i>	<i>Parks: Preserve and protect unique natural areas threatened by development or degradation that have recreational potential.</i>	
1	Identify and inventory unique natural areas that should be considered for protection.	
2	Adopt the necessary official controls to protect natural areas threatened by development.	
<i>Goal 3</i>	<i>Parks: Preserve and protect existing parklands, facilities and equipment to meet immediate community needs.</i>	
1	Create, and regularly update, an inventory of the existing conditions of park facilities and equipment.	
<i>Goal 4</i>	<i>Parks: Enhance linkages between existing, planned, and future parks.</i>	
1	Improve the safety of existing trails, roads and paths between existing parks.	

2	Create a Trail Master Plan that identifies preliminary locations of future on-street and off-street recreational trails	
Goal 1	<i>Water System: Protect the natural environment of Lead while providing a water supply and distribution system.</i>	
1	Provide the highest quality potable water possible to meet the domestic and commercial needs of the community.	
2	Provide a distribution system that has adequate pressure, supplies for future development, and includes looping of mains to improve quality of water service and fire flow protection.	
3	Establish fees and assessment procedures to generate revenue through sewer availability charges and lateral connections fees for benefited properties to finance required system improvements and utility line extension.	
4	Promote conservation and use of the City's water system to improve efficiency in the system and to minimize the need to increase water rates.	
Goal 1	<i>Water Resources: Regulate and monitor development activities to minimize and adverse impacts upon natural systems, including wetlands and streams.</i>	
1	Require new developments and other activities that disturb the soil or vegetation to employ appropriate erosion and sediment control measures to minimize any adverse impacts to the natural environment.	
2	Require storm water ponds to both detain storm water runoff and to treat storm water runoff prior to discharge into wetlands, lakes, and streams.	
3	New or significant expansions of non-residential development and residential subdivisions should be reviewed by a registered engineer to ensure proper management of storm water runoff.	
4	Establish fees and assessment procedures to generate revenue through sewer availability charges and lateral connections fees for benefited properties to finance required system improvements and utility line extension.	
Goal 1	<i>Wastewater: Protect the natural environment of Lead while providing appropriate wastewater infrastructure for suitable growth and development in character with Lead's small town atmosphere.</i>	
1	Require developers and subdividers to provide service extensions as needed to provide service to new subdivisions and new developing areas.	

2	Provide trunk sewer lines of a size sufficient to handle existing and future sewage flow consistent with expansion of the developed areas and provisions in this comprehensive plan.	
3	Require all new sewage generators to hook up to the Sanitary District system.	
Goal 1	<i>Street Maintenance: Conduct an annual evaluation of the street system, and carry out street improvements in accordance with a Capital Improvement Plan.</i>	
1	Create a pavement management plan that inventories the existing condition of each paved surface within City limits and sets target years for patching, seal coating, and reconstruction.	
Goal 1	<i>Police/Fire/Emergency Services: Encourage collaboration between the police and citizens in community crime prevention activities.</i>	
Goal 2	<i>Police/Fire/Emergency Services: Continue to provide support for these required life support and property safety services.</i>	
1	Cooperate with other jurisdictions to achieve greater coverage, effectiveness, and cost efficiencies in fire protection, crime prevention, and law enforcement.	
Goal 3	<i>Police/Fire/Emergency Services: Maintain the highest quality firefighting and emergency services and facilities.</i>	
1	Upgrade firefighting and emergency services facilities.	
Goal 4	<i>Police/Fire/Emergency Services: Encourage education and prevention programs for citizens regarding the emergency services that are provided by the Fire Department.</i>	
1	Continue to utilize the Firewise Program for treatment of land and mapping of key information.	
2	Support the continuation of fire fighting/emergency services education and prevention programs for Lead residents and businesses.	
Goal 1	<i>Learning Resources: Support a strong library system with excellent services. Programs, and collections to meet a variety of informational and educational needs.</i>	
1	Expand library services and consider relocation to another existing or new building within the Downtown area.	
Goal 2	<i>Learning Resources: Expand access to digital information and communications technology.</i>	

Goal 3	<i>Learning Resources: Encourage business, schools, Lead City government, service and professional organizations to develop partnerships and learning opportunities that prepare students and adults for work.</i>	
1	Explore the development of an extension campus (of a nearby university) or a trade school.	
Goal 4	<i>Learning Resources: Work with Lead-Deadwood School District to ensure the highest quality school facilities and resources for pre-school and K-12 students and to respond positively to opportunities for “lifelong learning” programs.</i>	
1	Encourage the development of job readiness skills for adults.	
2	Design services and programs in response to needs resulting from demographic and societal changes in Lead.	
3	Work cooperatively with the Lead-Deadwood School District to ensure a high quality educational experience for Lead youth.	
Goal 1	<i>Power & Comm: Encourage economically efficient deployment of infrastructure for higher speed telecommunication services and greater capacity for voice, data, and video transmission.</i>	
1	Work with state and county officials to identify options for collaborating with the private sector to obtain improved telecommunications service.	
2	Continue to support the operation of the Lead Smart Center in the Opera House.	
Goal 2	<i>Power & Comm: Remove unsightly communication power poles and lines.</i>	
1	Work with private developers and governmental entities to develop policies and standards to place primary and secondary power lines (and associated communication lines) underground.	
	ACTION STEPS	Priority
1	Research establishing a storm water management plan, as well as separating sanitary sewer and storm sewer.	
2	Develop standards for the City to maximize its investment for new services in new subdivisions.	
3	Examine feasibility of using special assessments in combination with general fund revenues to leverage public improvement funds.	

4	Prepare a multi-year street reconstruction, enhancement, and maintenance program, including retaining wall repair or replacement, using consistent and historically sensitive materials.	
5	Prepare a Mickelson Trailhead plan, including amenities, parking and trolley opportunities, and route alignments/expansions to connect this non-motorized Trail to downtowns of Lead, Deadwood, and Central City, and the neighborhoods.	X
6	Review/revise zoning ordinance to provide for shared parking arrangements.	
7	Prepare a feasibility study for new and expanded firefighting and emergency facilities to address: (1) assessment of current and projected future needs, (2) development program, (3) site location analysis, (4) capital and operating costs, (5) development schedule, and (6) funding strategy.	
8	Work with neighboring jurisdictions to explore the feasibility and efficiency of joint purchasing and equipment use (public works, police, and fire).	
9	Encourage the extension of public sewer and water services to areas outside the corporate boundaries of Lead to allow for annexation.	X
10	Identify potential sites for future telecommunications facilities as well as cell towers.	
11	Update utility design standards for streets and related infrastructure to accommodate telecommunications infrastructure in the public rights of way.	
12	Examine existing corridors and spaces within Homestake properties to identify those that need to be preserved for future public use.	X
13	Create an endowment to augment the funding of the YMCA, and help it to be more self-supporting. Create a Plan to enhance the YMCA as a community center for all age groups.	X
14	Create a fee for service policy/program for municipal services outside Lead's corporate City limits.	
15	Use infill development to maximize infrastructure investments.	X

16	Study City administrative structure and service delivery systems to determine if an alternative approach would reduce taxes, reduce costs, and/or improve services.	X
17	Prepare an alternatives analysis to document the need to renovate or replace City Hall to correct structural, space, and public accommodation deficiencies. The study should consider joint use options with other entities, as well as possible adaptive reuse of the existing building for either commercial or library purposes.	X

Economic Development

<i>Goal 1</i>	<i>Increase the effectiveness and efficiency of economic development initiatives.</i>	
1	Encourage the sharing of strategic planning information among employers and businesses to identify opportunities of mutual benefit.	
2	Actively pursue public and private partnerships to coordinate economic development efforts with other entities that have complementary objectives and resources.	
3	Strategically plan public capital improvements and infrastructure projects to catalyze additional investment within and adjacent to the project area.	
4	Encourage active business involvement in economic development initiatives through coordinated projects, holding regularly scheduled open public meetings Lead Economic Area Development Corporation.	
5	Capitalize on the venue provided by the Opera House/Smart Center by developing a guild system to house a company of actors, dancers, and other performers, offering apprenticeships and training programs, and expanding the facilities of the Smart Center as a business resource.	
<i>Goal 2</i>	<i>Establish Lead as an attractive tourist destination.</i>	
1	Provide support attractions for the gaming and tourism industries, coordinating with Deadwood marketing programs.	
2	Increase visitor volume and diversity.	
3	Support and pursue initiatives that encourage tourists to return to Lead.	
4	Organize more festivals and events that are linked to Lead's cultural heritage and tourism.	
<i>Goal 3</i>	<i>Increase support for existing businesses, especially in the Downtown area.</i>	
1	Expand sponsoring of annual small business administration training sessions.	

2	Evaluate and implement various financing programs for improving existing properties such as a low-interest loan program for façade improvements or volunteer-driven simple improvement programs such as “Paint the Town.”	
3	Attract educated workers and families with useful skills, including technicians and entrepreneurs.	
4	Increase the visibility of Lead’s historic and cultural resources in the downtown area through various historic preservation regulatory tools and incentives.	
Goal 4	Goal 4: Expand recruitment efforts for new businesses and industries	
1	Conduct a detailed market study to identify the Lead trade area and specific small- and large-scale businesses and non-traditional industries to recruit (such as niche retail, arts, crafts, and home-based businesses), and firms that could complement and supply needed materials and services for the proposed underground laboratory.	
2	Evaluate implementing tax incentives such as short-term tax reductions to new large-scale employers and the use of tax increment financing (TIF) and creating TIF districts.	
3	Expand the information available on the City’s website, http://www.leadmethere.org/index.html to include more detailed information on various economic development programs, economic data, community events, business opportunities, and marketing materials.	
	ACTION STEPS	Priority
1	Explore aggregating economic development resources and programs by combining the Lead Economic Area Development Corporation and Lead Chamber of Commerce.	
2	Work with Chamber of Commerce to facilitate meetings among employers and institutions to share strategic planning information.	
3	Create a new special (entertainment) venue in the Downtown, including a shared parking facility with access from Main Street and Julius Street.	X
4	Study the cost/benefits of Terry Peak and Nevada Gulch development opportunities.	

5	Develop a program to attract non-traditional enterprises (niche retail, arts, crafts, home-based businesses), and visitor-focused amenity businesses (restaurants, coffee shop, ice cream, bed-and-breakfast operations) in the Downtown.	X
6	Establish a new marketing initiative within an existing organization, or create a new umbrella organization of non-profits and for-profit entities in Lead, to develop, fund, and guide a marketing program that focuses on quality of life and visitor attractions, that includes funding for a Director and makes maximum use of internet resources.	X
7	Create a program to focus on and attract retired baby boomers to relocate to Lead.	X
8	Commit to financial support to the "Black Hills Visions" program, which helps provide funding for an incubator for new business start-ups.	X
9	Attract entrepreneurs and virtual companies. Make connections to universities and technical schools.	
10	Contact all former Lead high school graduates and former Homestake employees as part of a "Come Back to Lead" program.	
11	Proactively seek out economic development funds, including revolving loan funds.	X
12	Create an incubator for new business start-ups.	
13	Develop a partnership program with Deadwood for joint marketing of events and visitor services.	

Housing

Goal 1	<i>Existing Housing: Improve the existing housing stock to enhance quality, livability and character.</i>	
1	Conduct a housing study that includes (1) a thorough inventory and inspection of existing housing units, and (2) identifies concentrations of substandard, blighted or deficient housing	
2	Adopt and enforce a building code.	
3	Update the zoning ordinance and related documents to strengthen property maintenance, nuisance, outdoor storage, and other land use and performance standards that impact neighborhood character.	
4	Use available Federal, State, and local funds for housing rehabilitation grants and loans to help owners update their houses.	
5	Establish a reliable funding source to encourage home renovations. (see “This Old House” tax credits, façade revolving loan programs, creative utility payment plans [see Xcel Energy], leverage the fact that some utilities are locally controlled)	
6	Support the Lead Demonstration Project for Creating Neighborhoods of Choice, an initiative of the Neighborhood Housing Services of the Black Hills, Inc.	
Goal 2	<i>Existing Housing: Preserve the historic character of selected existing Lead neighborhoods.</i>	
1	Promote the preservation and rehabilitation of the existing housing stock	
2	Assist the Neighborhood Housing Services of the Black Hills with the Lead Demonstration Project for Creating Neighborhoods of Choice and related projects; support future projects.	
3	Work with the South Dakota Housing Development Authority, Lead Neighborhood Council, Neighborhood Housing Services of the Black Hills and others to leverage resources for rehabilitation.	
Goal 3	<i>Existing Housing: Promote the maintenance of a high-quality living environment in stable residential neighborhoods.</i>	
1	Identify and seek out infill opportunities to remove or improve substandard housing and to provide replacement housing in the existing Lead neighborhoods.	

2	Provide meaningful opportunities for public involvement in land use issues and public investment decisions that directly affect existing neighborhoods	
Goal 4	<i>Existing Housing: Avoid concentrations of lower-cost and/or substandard housing units.</i>	
1	Conduct a follow-up housing inventory from the 1996 Community Builder Plan.	
2	Evaluate methods and tools to provide landlord assistance and education for property maintenance.	
3	Increase building code enforcement activities.	
Goal 5	<i>New Housing: Permit residential development only on land suitable for that purpose, i.e. land that is free from flooding, noise, excessive traffic, other hazards, and has proper sanitary sewer and water services.</i>	
1	Adopt ordinances and regulations that protect environmentally sensitive features such as wetlands, waterways, and steep slopes from excessive impacts due to residential development.	
2	Comprehensively update the subdivision regulations.	
Goal 6	<i>New Housing: Promote and provide for a mix of safe housing options for various income levels and lifecycle stages, including single-family homes, attached units such as apartments, townhomes, manufactured homes, congregate care or group homes that accommodate a diversity of residents.</i>	
	Identify on the Future Land Use Map areas that are guided for new single family and multi-family housing.	
	Assist various organizations in identifying the housing needs and preferences of retirees.	
	ACTION STEPS	<i>Priority</i>
1	Provide financial incentives and education programs for home ownership, home improvements, and new home construction.	X
2	Link upgrading of infrastructure to the upgrading of homes, on an area or neighborhood basis.	
3	Provide housing type choices for those that are missing in Lead's housing stock, including move-up and down size options, and senior/assisted living facilities.	X

4	Ensure that new and infill housing complements existing character, to differentiate Lead and build on its unique attributes.	X