

2020 COMPREHENSIVE LAND USE PLAN

CITY OF ELKTON, SOUTH DAKOTA



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FORWARD

This document is the Official Comprehensive Land Use Plan for the City of Elkton, South Dakota, adopted pursuant to SD 11-4 and 11-6, and is the official policy guide for future land use decisions in the Elkton Urban Area. The written policies, goals and objectives, and recommendations along with the Future Land Use Map and Major Street Plan, provide guidance for decisions affecting the use and development of land and the expansion of public facilities and services. It is also recognized that this document should be reviewed annually and revised to reflect the changing aspiration of the citizens of Elkton.

A joint public hearing of the Elkton Planning Commission and City Council was held on June 15, 2020. This plan was approved by the Elkton Planning Commission and City Council on _____. The effective date of this document is _____.

Chairperson Planning Commission

Mayor

Attest:

ELKTON CITY COUNCIL

CHRISTINA WIEMER

MAYOR

NIEEMA THASING

COUNCILWOMAN WARD 1

AARON THOMPSON

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COMMISSIONER

THIS ELKTON LAND USE PLAN WAS PREPARED WITH ASSISTANCE FROM
THE FIRST DISTRICT ASSOCIATION OF LOCAL GOVERNMENTS

TODD KAYS, DIRECTOR AND PAYTON SCHAFERS, PLANNER

INTRODUCTION

Change is a constant that will affect every individual throughout his or her life. Individuals need to make plans which will accommodate the changes they will encounter in the future. A plan can provide valuable insight into the possible solutions to the problems which typically accompany change. Planning for change is not limited to individuals. It also applies to communities. The development of a quality community does not occur haphazardly or without insight to a plan for expansion. For without a well-prescribed plan for future expansion, community leaders will be left unguided to make decisions which could impact the community's ability to progressively develop.

This comprehensive land use plan is comprised of common characteristics. The first characteristic is that it is long term in nature. Hopefully, this plan will assist in the shaping of Elkton's future by providing the means necessary to attain a prescribed future. Second, this plan is comprehensive. It will be directed toward the entire community with an emphasis on the functions and services provided by the City. Third, it is a guide to the physical development of the community. It addresses the why, how, where and when to develop various areas of the community. Finally, this plan is a statement of policy that will guide the decisions made by the City Planning Commission, City Council and various other municipal officials. This document offers a prescription which will assist in answering future questions concerning budgeting, capital improvements, zoning, and subdivision regulations.

In 1997, the City made the decision to develop a comprehensive land use plan which would apply land use guidelines to the area within and outside its defined corporate limits. Over twenty years later, Elkton sees the need to update the plan. To accomplish this task, the Planning Commission was tasked with updating the comprehensive land use plan. The City Council requested the First District Association of Local Governments (First District) to provide assistance to the Planning Commission in their endeavors.

Over a twelve-month period, the First District worked with the Planning Commission, city officials, and civic leaders in gathering information needed for the completion of this update. Thus, after many hours of meetings, and the compilation and analysis of data, the Planning Commission has completed this update.

SCOPE OF REPORT

There are many individual land use activities within Elkton. Some are quite small, such as individual residences. Likewise, others are quite large, such as commercial and industrial areas or parks. The common denominator for all land use activities in Elkton is the amount of land area needed to support a particular land use activity. Although Elkton is not landlocked, there is a limited amount of land available in which the City can reasonably be expected to grow.

The objective of this study is to identify where and how this growth can best take place. This required the documentation of existing land uses and the identification of opportunities and constraints that will affect future land development.

The development of community land use planning policies was required to establish the basis on which future land development would take place. By integrating the community's growth objectives with the available land resources, a preferred direction and pattern for future land development was determined, and thus, became the basis for the future land use plan as presented in this report.

One concern of comprehensive land use planning is determining how land is used within the corporate and planning boundaries of a municipality. There are numerous land uses which when combined create the character of a community. There are also competing demands for land use such as residential, commercial, office, industrial, open space, and public institutions such as schools, hospitals, and religious uses. How these various land uses are balanced and the intensity to which each land use is developed will determine the future character of a community. The guiding principle or objective behind the comprehensive land use plan is creating a balanced community where current and future residents have a wide range of housing choices, employment opportunities, consumer opportunities, and a full range of government and quasi-public services.

IMPLEMENTATION

The Comprehensive Land Use Plan for the City of Elkton has been designed to provide guidance for future growth over the next ten years. With any plan of this nature, it needs to be reviewed periodically to ensure that conditions and circumstances affecting land development are occurring as originally anticipated.

It should be noted that the completion of a comprehensive land use plan is only the first step in the implementation of a planning program. The plan itself is merely a guide for achieving an orderly and attractive community. The City will need to take a number of steps in order for the plan to be successful. The first is the identification and prioritization of public improvements required to support and serve the future development areas. Second, is the adoption or modification of applicable regulatory ordinances to ensure that the objectives embodied in the plan are adhered to as future parcels and tracts of land are developed. Finally, the Elkton Planning Commission should continue to review all matters affecting physical development and remain active in promoting the plan with other planning agencies in the area.

The Elkton Planning Commission recommends that this document be reviewed on an annual basis and that a comprehensive update to this plan occur in ten years or as deemed necessary by the Elkton Planning Commission.

LAND USE PLANNING POLICIES

The purpose of this Comprehensive Land Use (Plan) is to outline what is to be produced or accomplished in Elkton relative to the physical environment. The Plan consists of land use planning policies and future land use map(s). The land use planning policies contain numerous goals and objectives. These policies and maps should all be used collectively as they set a comprehensive framework for a review and evaluation process upon which plans, developments, and programs can be formulated and instituted.

The development of land use planning policies was required to establish the basis on which future development would take place. By integrating the city's vision and growth objectives with the available resources, a preferred direction and pattern for future development was determined, and thus, became the basis for the recommendations and future land use plan as presented in this report.

The following are the goals, objectives, policies, and strategies which have an application to the development of the Plan.

Definitions

This section contains the development "vision" for the City of Elkton. It is expressed through goals and policies. A definition for each term is presented below.

- Goal:** A general statement that reflects ideals, ambitions or hopes.
- Objective:** A more specific component of a goal, which is usually quantifiable. An objective generally measures progress toward a goal.
- Policy:** A statement concerning a specific, measurable target or purpose or an action or position that will be taken to achieve the goal.
- Strategy:** A general or specific action intended to complete an objective or goal.

The following goals, objectives, policies and strategies spell out various roles and responsibilities for the city. To better understand the city's role for each goal, objective, policy and strategy, a number of the key terms are defined below.

- Create:** Bring about the desired goal, usually with Staff, City Council/Planning Commission/Board of Adjustment involvement in all levels from planning to implementation.
- Continue:** Follow past and present procedures to maintain desired goal, usually from Staff, City Council/Planning Commission/Board of Adjustment involvement in all levels from planning to implementation.
- Encourage:** Foster the desired goal through community policies.
- Enhance:** Improve current goal to a desired state through the use of policies and Staff, City Council/Planning Commission/Board of Adjustment involvement at all levels of planning.
- Identify:** Catalog and confirm resource or desired item(s) through the use of Staff, City Council/Planning Commission/Board of Adjustment actions.
- Maintain:** Keep in good condition the desired state of affairs through the use of the community's policies, staff and Planning Commission.

- Prevent:** Stop described event through the use of appropriate community policies, Staff, City Council/Planning Commission/Board of Adjustment action.
- Promote:** Advance the desired state through the use of community policies and Staff, City Council/Planning Commission/Board of Adjustment activity at all levels of planning.
- Protect:** Guard against a deterioration of the desired state through the use of community policies, Staff, City Council/Planning Commission/Board of Adjustment.
- Provide:** Take the lead role in supplying the needed financial and staff support to achieve the desired goal.
- Strengthen:** Improve and reinforce the desired goal through the use of community policies, Staff, City Council/Planning Commission/Board of Adjustment and financial assistance, if needed.
- Support:** Supply the needed staff support, policies, etc. at all levels to achieve the desired goal.

The goals, objectives, policies and strategies spell out various roles and responsibilities for the City of Elkton. The following statements will direct the implementation of the Plan. They are being presented under the following eleven (11) headings:

1. General Community Goals
2. Land Use Goal
3. Residential Use Goal
4. Commercial Use Goal
5. Mixed Use Goal
6. Industrial Use Goal
7. Public Utility/Other Services Goal
8. Transportation Goal
9. Public Services Goal
10. Park & Recreation Goal
11. Environmental Protection Goal

GENERAL COMMUNITY GOALS:

The following general community goals are intended to result in the type of future living and working conditions desired by the majority of the citizens in Elkton and immediate surrounding area.

- 1) To preserve and enhance the existing character that defines Elkton's quality of life by promoting the positive image of the community as a safe and secure place to live, work, and visit.
- 2) To promote the economic growth and social development of the community and the surrounding area as a partner in cooperation with the private sector.
- 3) Identify and provide for the orderly arrangement of growth objectives of the City and other governmental units and agencies within the region and coordinate when possible.
- 4) To promote cooperation and coordination between the City and Brookings County in the development of land and utilities outside of Elkton's corporate limits.

- 5) To provide ample opportunities for public participation at all stages of the planning and implementation process, including public hearings, rezoning notices, and public awareness campaigns.
- 6) Continue an active program that will maintain and enhance the community's ability to implement the Plan while retaining flexibility within the planning and zoning process to readily cope with changing social and economic conditions.

LAND USE GOAL:

Establish land use patterns which will promote and protect the health, safety and welfare of area residents and will enhance the economy, convenience, and general appearance of the community by guiding physical developments through the comprehensive planning process, thus minimizing land use conflicts.

Objectives:

- 1) Provide suitable transition zones between low density residential areas and more intensive non-residential uses.
- 2) Allow conveniently located neighborhood commercial centers in locations that will not create land use conflicts or traffic problems.
- 3) Maintain an adequate supply of developable land within the City at all times.
- 4) Encourage compact, contiguous growth along the City's fringe.
- 5) Establish land use patterns that will discourage leapfrog development on land, which cannot be economically provided with public services and facilities.
- 6) Encourage annexation of the land adjacent to the City's corporate limits prior to development.
- 7) Preclude the development of stream corridors, the aquifer, natural floodplains, and drainageways and other significant natural areas which are unsuitable for construction.
- 8) Require that new development be compatible with existing development.

RESIDENTIAL USE GOAL:

Encourage a high-quality residential living environment, which promotes safety, privacy, and sociability for all citizens living at various socio-economic levels within the City.

Objectives:

- 1) Promote the planning, design and construction of a variety of residential densities and housing types distributed appropriately throughout the City accommodating all income levels and age groups.
- 2) Maintain and enhance the identity and unique characteristics of residential areas of the community, especially historic neighborhoods.
- 3) Provide for sufficient multiple-family housing around commercial and industrial areas.
- 4) Integrate parks and open space areas into residential neighborhoods where feasible.
- 5) Discourage scattered residential developments.
- 6) Encourage the maintenance of existing sound housing units and the replacement of substandard housing units.
- 7) Protect and enhance residential property values by precluding development, which may have a negative impact on the value of the developing and adjacent residential properties.

COMMERCIAL USE GOAL:

To locate areas of commercial development within the context of the overall plan so that it is economically feasible to operate a business and provide goods and services in a clean, attractive, safe, and convenient manner.

Objectives:

- 1) Encourage the retention and strengthening of the central business district as a commercial center and promote future retail growth within this commercial area.
- 2) Strategically maintain and promote the construction of well-designed clusters but allow strip commercial development with careful regard to safety, attractiveness and public interest.
- 3) Limit commercial development in the rural area to those uses which are directly supportive of, or similar to agricultural operations.

- 4) Require that neighborhood and convenience commercial uses be clustered at accessible locations that do not create land use conflicts or traffic problems.

MIXED USE GOAL:

Establish areas for residential development with commercial uses which provide neighborhood commercial services, and local sources of employment in close proximity to residential uses which are approved with due consideration to public health and safety.

Objectives:

- 1) Encourage the development of commercial and compatible residential growth within this area.
- 2) Strategically promote the construction of well-designed clusters of residential and commercial uses with careful regard to safety, attractiveness, and public interest.

INDUSTRIAL USE GOAL:

Promote and encourage diversified industrial development at appropriate locations within the area in order to provide a stable economic base which will facilitate growth.

Objectives:

- 1) Plan for the future development of industrial areas based on expected community growth.
- 2) Encourage the establishment of industrial parks, designed with adequate facilities, service roads, and other necessary supporting facilities.
- 3) Promote economic stability by encouraging diversification of area industries.
- 4) Limit industrial development in the rural area to those uses which are directly supportive of agricultural operations.

PUBLIC UTILITIES/OTHER SERVICES GOAL:

Maintain and enhance existing infrastructure and increase the life cycle of future infrastructure development in order to meet current and projected needs consistent with sound municipal development standards.

General Utility Objectives:

- 1) Plan, with existing utility providers, for adequate public services and facilities outside the corporate limits that will meet future utility needs.
- 2) Encourage county-approved developments within the study area to require utilities compatible with City requirements.

Strategies:

- 1) Maintain the policy of not providing water and sanitary sewer service beyond the corporate limits of Elkton.
- 2) Develop and implement long-range water and sanitary sewer improvement plans.
- 3) Continue to monitor development with respect to system capacities (existing distribution lines and storage facilities), and schedule improvements accordingly.

Water System Goal: Protect the quantity and quality of ground and surface water.

Objectives:

- 1) Utilize water main extensions from existing systems to structure growth and development in an orderly fashion.
- 2) Provide proper water supply, treatment, and distribution facilities.
- 3) Employ an area-wide approach in planning water utility systems.

Sanitary Sewer System Goal: Develop, implement, and monitor an aggressive program for the treatment of sewage.

Objectives:

- 1) Utilize sewer main extensions from existing systems to structure growth and development in an orderly fashion.

- 2) Provide proper sanitary sewer collection and treatment facilities.
- 3) Employ an area-wide approach in planning sanitary sewer utility systems.

Storm Water Management Goal: Minimize off-site and on-site flooding and soil erosion from growth and development.

Objectives:

- 1) Develop an area-wide project approach which views storm water as an asset, utilizing natural drainage patterns, retention and detention facilities, wetlands, and drainage corridors as natural ways to manage run-off.
- 2) Minimize soil erosion and downstream sedimentation through appropriate design.
- 3) Employ an area-wide approach in planning drainage systems, which utilize and preserve natural drainage systems to the greatest extent possible.

TRANSPORTATION USE GOAL:

Provide a convenient, efficient, safe, and economical system of transportation throughout the City and the study area.

Objectives:

- 1) Plan and provide for an integrated street and highway system that is consistent with the City's existing and anticipated future land use patterns and activities.
- 2) Provide an efficient, integrated system of roads for the safe, direct, and convenient movement of persons and goods.
- 3) Limit through traffic on local streets within established neighborhoods.
- 4) Provide a system for pedestrians and bicycles that ensures safe access and movement from residential neighborhoods to schools, commercial centers, and recreational areas.
- 5) Promote safe and efficient movement of traffic by limiting access to arterial and major streets from private property.
- 6) Develop sufficient parking to meet existing and future demands.

- 7) Classify major streets and highways according to function and establish design standards for various street classifications.
- 8) Where conditions permit, the thoroughfare system should have adequate landscape treatment to maintain the appearance of the community and reduce the undesirable impact of heavy traffic on abutting private property.
- 9) Secure sufficient rights-of-way to accommodate the City's future major arterial street system and pedestrian access to future walking and trail systems.

Strategies:

- 1) Local streets perform a basic and vital function of providing access to private properties. Generally, these local streets may be revised, as needed, to accommodate through traffic and reduce traffic hazards in residential areas.
- 2) Regarding the extension of existing streets into new undeveloped areas of the community. The Planning Commission recommends that the streets identified on the Major Street Plan Map should be extended as future development warrants. These extensions would ensure the continuance of the existing grid pattern. The Major Street Plan Map designates approximate locations where proposed streets should be extended to accommodate future development. Exact location of some streets may depend on traffic projections and topographic conditions upon development.
- 3) When sections of streets are planned for reconstruction, the city should also address any necessary water, sanitary sewer, and/or storm sewer improvements and incorporate those costs into the project.
- 4) View all street projects as elements of community design and the public environment and incorporate this perspective into project design.

PUBLIC SERVICES GOAL:

Provide public services consistent with current and projected needs.

Objectives:

- 1) Plan for public facilities - (schools, etc.) sites in advance of new residential development insuring ample, uncrowded facilities at a reasonable cost.
- 2) Encourage community facilities to expand as necessary to adequately serve the needs of the population.
- 3) Plan for continued development of police and fire protection throughout the City.

- 4) Provide for adequate refuse disposal.

PARK AND RECREATION USE GOAL:

Plan and construct park and recreation facilities that are responsive to the needs and values of the citizens of Elkton.

Objectives:

- 1) Provide park and recreation areas which are convenient to users and are maintained at a uniformly high standard which enhance the character and quality of such areas.
- 2) Encourage development of neighborhood parks, larger public parks, and recreational facilities by securing suitable park sites within designated growth areas.
- 3) Coordinate and integrate pedestrian and bicycle ways with parks and recreation areas.
- 4) Provide for the preservation of open spaces wherever possible.
- 5) Encourage the establishment of parks adjacent to and in conjunction with any new public schools to make the best use of public funds to develop appropriate joint-use park/school amenities.

ENVIRONMENTAL PROTECTION GOAL:

It is the goal of the City of Volga to avoid development in areas that:

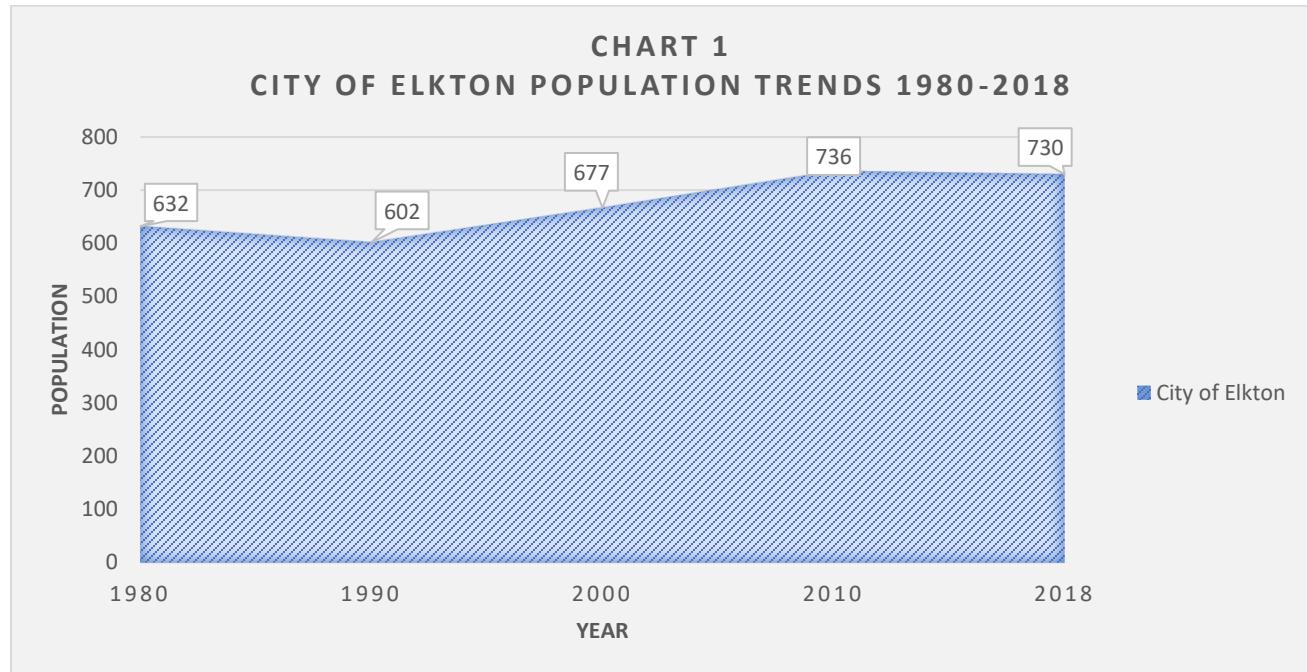
- Are environmentally fragile or unique.
- Present health and safety hazards to Elkton's residents.
- Could degrade or otherwise negatively impact neighboring property.

Objectives:

- 1) Soil characteristics, depth to aquifer, topography, and other construction limitations should be carefully considered in project site planning.
- 2) Development shall be limited within areas that are known to experience regular and/or severe flooding.
- 3) Drainage, air quality, noise, and other environmental factors will be considered for their impacts on neighboring property.

POPULATION

The study of a community's population is an essential component in the development of a comprehensive land use plan. By understanding the makeup of its population, a community is then better prepared to plan for the future needs of its citizenry. The first section examines the population of Elkton with respect to such factors as population growth, migration trends and age structure. The analysis of these trends and patterns will make possible a realistic projection for future growth of Elkton's population.

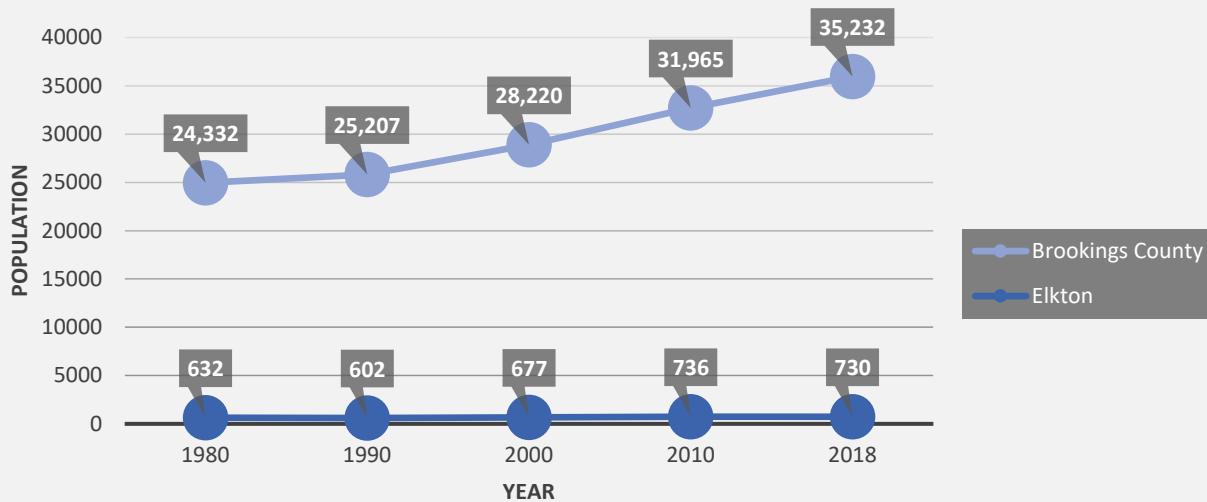


Sources – US Census Bureau, 2018 Population Estimate and US Census Bureau, Census of the Population 1980, 1990, 2000, and 2010.

Elkton is a community comprised of 730 residents (US Census Bureau). Chart 1 displays information on the population trends for Elkton from 1980 to 2018. Between 1990 and 2018, Elkton experienced an increase of 21.3% in its population (128 individuals).

Chart 2 and Table 1 show Elkton's relationship to the population of Brookings County and the other communities within Brookings County. Chart 2 shows that between 2000 and 2010, Brookings County's growth rate was 1.5 times that of Elkton's (0.9% annual). Table 1 further shows that between 2000 and 2010 all communities within Brookings County, excluding the City of Elkton, Brookings, and Volga, experienced either a decrease in population or a minimal population increase.

CHART 2
POPULATION TRENDS FOR THE CITY OF ELKTON AND BROOKINGS COUNTY
1980-2018



Sources: US Census Bureau, *Census of Population 1980, 1990, 2000, 2010*. US Census Bureau 2018 Population Estimate.

OVERALL CHANGE IN POPULATION 1980-2018

ELKTON: + 15.6%
 BROOKINGS COUNTY: + 44.8%

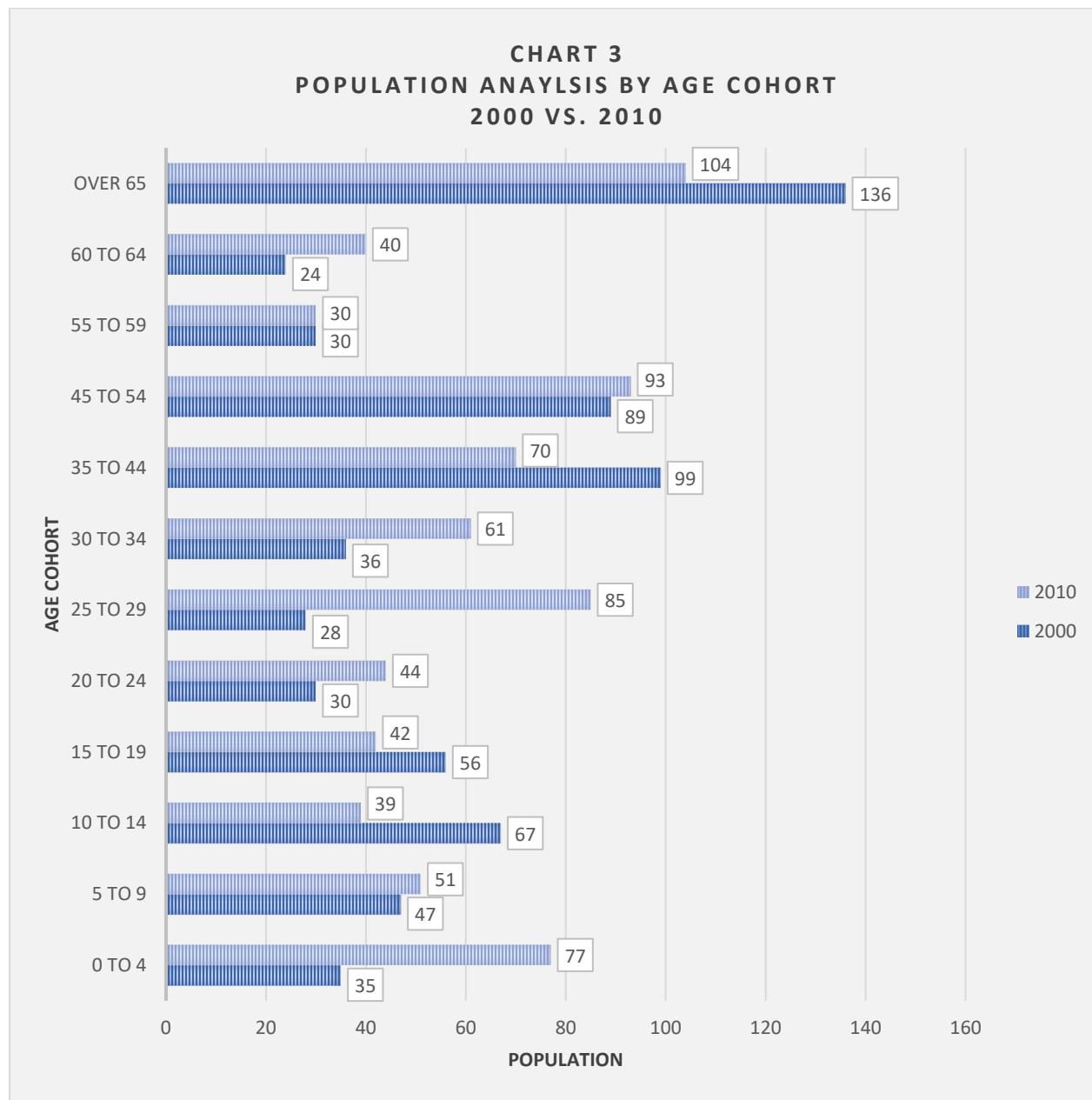
TABLE 1
BROOKINGS COUNTY POPULATION ANALYSIS
ELKTON, OTHER COMMUNITIES AND RURAL AREA PROPORTIONS

	POP 2000	PROPORTION OF BROOKINGS COUNTY 2000	POP 2010	PROPORTION OF BROOKINGS COUNTY 2010	CHANGE IN PROPORTION 2000-2010
AURORA	500	1.8	532	1.7	-0.1
BROOKINGS	18,504	65.6	22,056	69.0	+3.4
BRUCE	272	0.9	204	0.6	-0.3
BUSHNELL	75	0.2	65	0.2	NONE
ELKTON	677	2.4	736	2.3	-0.1
SINAI	133	0.5	120	0.4	-0.1
VOLGA	1,435	5.1	1,768	5.5	+0.4
WHITE	530	1.9	485	1.5	-0.4
RURAL	6,094	21.6	5,999	18.8	-2.8
TOTAL	28,220		31,965		

Sources: US Census Bureau, *Census of Population 2000, 2010*.

Table 1 further shows that Elkton experienced a decrease in its respective proportion of Brookings County's population from 2.4% to 2.3% between 2000 and 2010. With the growth of the area's agriculture economy Elkton's proximity to the City of Brookings combined with declining population of the rural area, it is possible that Elkton could possess a larger proportion of the county's future population. This data continues to support the historical migration patterns, which shift the rural/urban mix of this county.

Chart 3 shows the age distribution of Elkton residents in 2000 and 2010. Several conclusions about Elkton's agedistribution trends become apparent after reviewing 2000 and 2010 Census statistics. The most notable trends observed were the decrease in the 10 to 14, 15 to 19, 35 to 44, and over 65 age cohort groups; and the increase in the 0 to 4, 25 to 29, 30 to 34, and 60 to 64 age cohort groups.



Sources: US Census Bureau, Census of the Population 2000, 2010.

Between 2000 and 2010, the number of Elkton's children age 0 to 14 increased by 12.1% (18 individuals). During the same period, the State experienced an increase of 2.5% in this cohort group. This growth was due primarily by the increases in the 0 to 4 and 5 to 9-year-old cohort groups. The 10 to 14-year-old cohort group experienced a decrease of 41.8%. This increase may be attributed to the fertility ratio. Upon examination of the fertility ratio, (the number of children under the age of five compared to the number of women in their childbearing years, ages 15 - 44) one can see an increase in Elkton's potential birthrate; between 2000 and 2010 the fertility ratio doubled increasing by 107% (2.8 births per 10 women ages 15 to 44 in 2000 compared to 5.8 births per 10 women ages 15 to 44 in 2010).

The second observable trend is that of the 128.1% increase in the number of individuals who comprise the 25 to 34-year age group. This increase can be attributed to two factors. The first being that of the "Millennial era". The individuals who compromised the 10-19 age category in 2000 were the first children born into the millennial era, which is expected to outnumber the baby boomer era as young immigrants continue to move into the country. The second attributable factor is due to Elkton becoming a bedroom community for the continuously growing city of Brookings. During the same time period, the State experienced a gain of nearly 15.8% in this age cohort group.

The third trend is the 29.3% decrease in the number of individuals in the 35 to 44 age cohort group. These individuals were born at the beginning of the generation X era. During the same time period, the State experienced a loss of 19.3% in this age cohort.

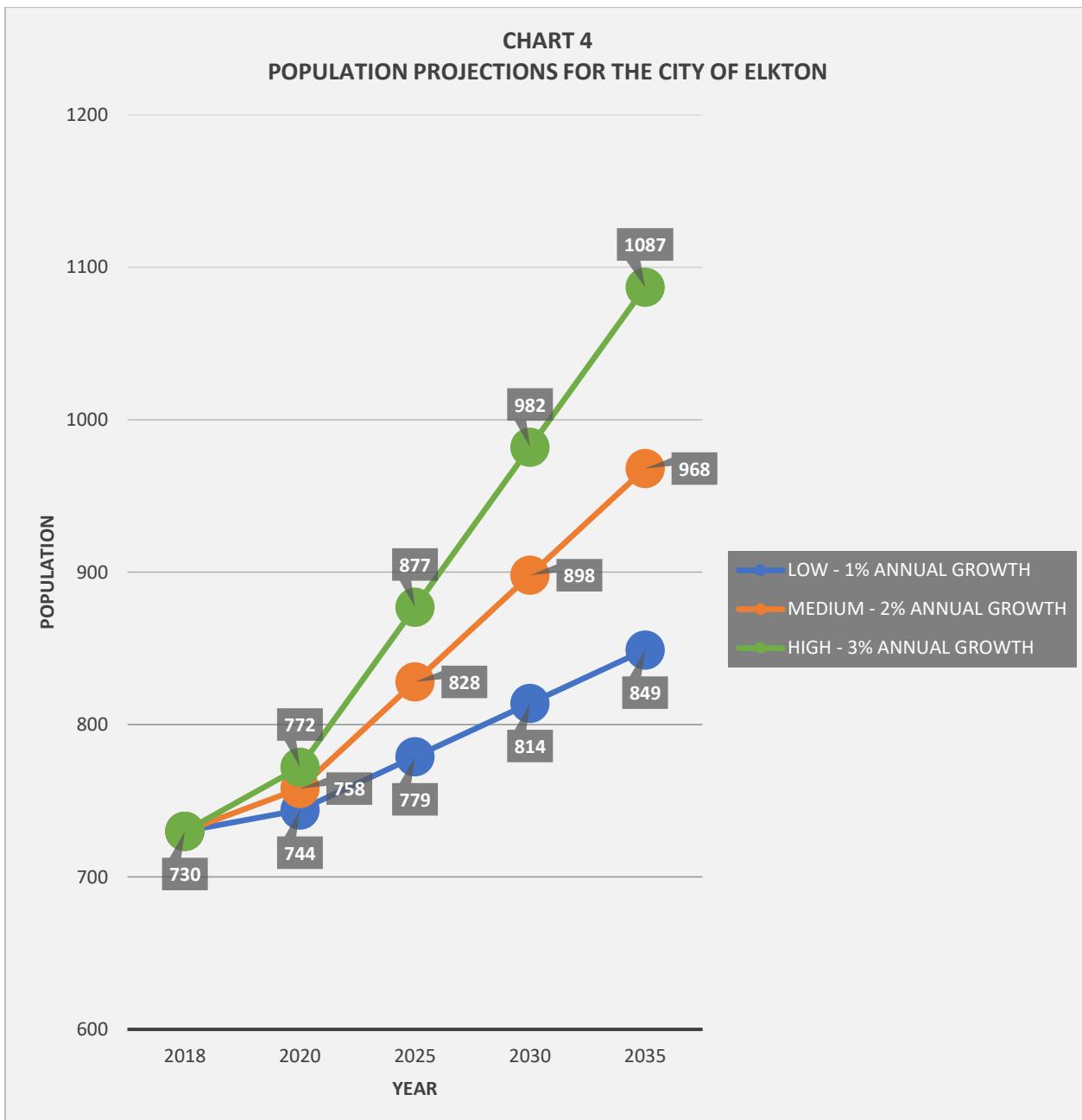
Finally, the number of individuals over the age of 65 decreased by 23.5%. This incidence contradicts the pattern throughout the State. Between 2000 and 2010, the State's population of individuals 65 years of age and older increased by 7.8%. It should be noted that with extended life spans, migration of elderly individuals from rural areas, and the decreased number of individuals in the 55 to 64, the "Graying of Elkton" will most likely continue to be maintained or slightly increase over the next ten years.

The trends of growth in the number of the elderly, individuals having more children, and an increasing outmigration pattern of individuals 20 to 29 years old will continue to have an impact on Elkton's potential for future growth. These trends, which provide insight into what has happened in the past, combined with the 2017 American Community Survey projected annual population increase of 5.8% are positive indicators of stable growth rate for the community.

In addition to past demographic trends, Elkton's physical location should add to its potential for growth. Elkton is located near one of South Dakota's growth centers. Brookings, located 20 miles northwest, is an educational hub with South Dakota State University being situated there. As Brookings continues to prosper, Elkton's proximity may lend itself to the potential of a bedroom community. In addition, as the I-29 corridor develops, Elkton should be able to reap benefits of future growth. Regarding the declining population of Brookings County's rural area, it is possible that Elkton could possess larger proportion of the county's future population. Finally, previous outmigration trends may be reversed with the introduction of commercial and industrial interests into the area.

Chart 4 exhibits population projections for Elkton. The population projections were based on regression analysis. Elkton's low, medium, and high growth calculations were based upon projections of annual expansion levels of 1.0%, 2.0% and 3.0% respectively.

It is important to take into consideration that these projections were based upon analysis of U.S. Census data, which covered a time span of 40 years. Using the low projection of 1.0% per year, Elkton could experience a population increase of 7 individuals per year (resulting in a population of approximately 779 by the year 2025). This projection is consistent with housing and economic development of recent years.



TRANSPORTATION

A well-conceived transportation system is one of the most important features of a comprehensive land use plan. The transportation plan attempts to program road and street use to prevent congestion and unsafe street design. Through long-term planning of designated street types, new developments can be coordinated and potential problems minimized.

STREET CLASSIFICATION AND DESIGN STANDARDS

City streets support diverse volumes of traffic. Thus, before a transportation plan can be implemented, the determination and development of the City's existing street system according to classification must be undertaken. The development of these classifications will be specifically related to the function the street is expected to perform. Developmental expectations are dependent upon the varying amount and type of street traffic.

The following generally recognized hierarchy of street classifications will be used to assist in the development of intermediate and long-range transportation needs. Further, the Major Street Plan Map (See Appendix) shows the designation of streets by their respective classification.

Arterial Streets - serve as primary circulation routes. These streets generally carry the majority of traffic volume within the City. Their basic function is to facilitate movement of medium and long distance, high-speed traffic between regions outside, and sub-regions within the City with a minimum of impediments. Since arterial streets serve for traffic movement between regions and sub-regions, all direct access to abutting property should be restricted. Further, parallel service roads should be added, where appropriate, to maintain traffic carrying capabilities of the thoroughfare. South Dakota Highway 13, and Brookings County Highway 33 (Cornell Avenue) are considered arterial streets.

Collector Streets - form an intermediate category between arterial and local streets. Collectors serve as a link between arterial and local streets by "collecting" traffic from local streets and transferring it to arterial streets. Establishing and properly maintaining collector routes may avoid unwanted and unnecessary traffic on residential streets. Collector streets may further be classified into major and minor collector categories. Presently, Brookings County Highway 30 (North Drive), Elk Street, Fifth Street, and 218th Street on the south end of the city are considered collector streets.

Local Streets - primarily provide access to abutting properties and traffic within neighborhoods. They are not designed to carry large amounts of through traffic and are primarily characterized by short trip length and low traffic flow. Most streets in Elkton are considered local streets.

CITY STREET SYSTEM

Elkton's street system is generally laid in a rectilinear grid system. Although there is no particular standard for right-of-way widths within the city, most have at least an eighty-foot width. Local streets with an average width of approximately 28 to 36 feet comprise most of the streets in Elkton. The majority of the traffic within Elkton travels Brookings County Highway 30 (North Drive), Cornell Street (Brookings County Highway 33) and Elk Street. Nearly all the community's streets are asphalt paved streets and in generally good repair. The South Dakota Department of Transportation has determined that there are safety concerns with the design of South Dakota Highway 13 entering/leaving the northwest corner of Elkton. The DOT plans to remove the existing intersections where North Drive and Cornell Street meet SD Highway 13 and replace the access with one central intersection.

The Major Street Plan Map shows the designation of streets by their respective classification. It should be noted that collector and arterial designations have been made for thoroughfares outside Elkton's corporate limits.

Streets and roads are the most efficient when their design and construction coincide with the intended function they are to fulfill. The importance of uniform design standards for street systems cannot be over emphasized. This is because street systems are affected by hazardous road conditions and traffic volume capacity when standards are not developed and maintained. Suggested design requirements for Elkton's street system are provided in Table 2.

These standards are generalized and allow for some adjustment in view of local conditions and engineering feasibility at the time of construction.

TABLE 2
MINIMUM STREET/ROAD RIGHT-OF-WAY

	RIGHT-OF-WAY WIDTH	PAVEMENT WIDTHS CURB TO CURB
ARTERIAL STREET	100'	60'
COLLECTOR STREET	66'	38'
LOCAL STREET	60'	30'
ALLEYS	16'	16'

Recommendations:

Regarding the extension of existing streets into new undeveloped areas of the community, the Planning Commission recommends that the following streets be extended as future development warrants. These extensions would ensure the continuance of the existing grid pattern. The Major Street Plan Map designates where proposed streets should be extended to accommodate future development:

- Future Collector Streets:
 - Fifth Street east of Kelsey Street.
- Future Local Streets:
 - Antelope Street south of Eighth Street;
 - Badger Street south of Fifth Street;
 - Ninth Street east of Elk Street;
 - Seventh and Sixth Street east of Antelope Street;
 - Third Street east of Kelsey Street;
 - Second, Third, Fourth, Fifth, Sixth, Seventh, and Pelican Street west of Cornell Street;
 - Eighth and Ninth Street west of Cornell Street; and
 - Antelope, Elk, Buffalo, Beaver, and Badger north of North Drive.

Presently, the City tries to maintain the existing streets when funds are available. It is recommended that the City develop a formalized street maintenance schedule.

WATER

Much of the information pertaining to the city's water system was adapted from the March 2018 memorandum from SPN Consulting Engineers: *Facility Plan for the Water System in Elkton, SD* by Schmucker, Paul, Nohr and Associates.

Elkton has obtained its water supply from the Brookings-Deuel Rural Water System since 1990. The City maintains one non-portable well for emergency standby purposes. The well was constructed in 1958 with pumping capacities of 100 and 135 gallons per minute, respectively. The City has two additional wells, dug in 1936 and 1986, that are not utilized at this time. The City utilizes a 200,000-gallon elevated steel water tank for providing a reserve supply of water in addition to maintaining distribution pressure. The tower was originally constructed in 1965 by Chicago and Bridge Iron. The unit was purchased by Elkton from the community of Kaukauna, Wisconsin and installed in 2001 to replace the City's previous multi-leg unit. The tower's interior and exterior surfaces are in need of cleaning and maintenance coatings. The delivery system consists of primarily 4 and 6-inch cast iron and PVC lines. In 2002, the City installed 2,900 ft of PVC as part of a water main improvement project to decrease the problem in these areas. There are limited locations with 1, 2, 3, 8 and 12-inch water mains.

With the connection to the Brookings-Deuel Rural Water System, the supply of water for Elkton appears adequate for the intermediate and long-term future. Currently the city is using approximately 50,000 gallons of water a day. The contract with Brookings-Deuel Rural Water System requires the rural water service to provide up to 150,000 gallons per day. The City is fortunate to have an excellent water source. Capacity for future growth does not appear to be a major concern.

There are concerns regarding the City's delivery and storage system. An analysis of the water usage date from 2012-2017 indicates a loss rate of approximately 17 percent. These losses are due primarily to the age of the water mains. In addition to water loss, there are areas of the community, which experience inadequate water pressure (northwest part of the city and several areas immediately south of railroad tracks). SPN and Associates created a phasing plan for the City to be replacing aged water mains. The project contains two phases. Phase 1 includes all lines west of Elk Street, while Phase 2 includes all lines east of Elk Street. Funding for phase 1 has been secured and engineering is currently in progress. The City plans to begin construction in spring 2020.

Recommendations:

- The following areas may possibly need to be looped:
 - From Beaver and Seventh Street to Buffalo and Eighth Street;
 - The North Drive Line.
- There should be a timetable established for replacement of hydrants and valves.
- Regarding future development, water mains will need to be extended prior to any development outside of the presently established areas of the community.
- The City will need to continue monitoring its existing distribution lines and storage facilities to insure adequate delivery to the residents of the community.
- It is recommended that the City update its capital improvement plan for water improvements.
- As to expansion of future water main lines, it is important to state that the City believes that future developers should pay for water improvements within a new subdivision.
- The Water Facilities Map (see appendix) provides information on the existing water system.

SANITARY SEWER

Much of the information pertaining to the city's sanitary sewer system was adapted from the September 18th, 2018 memorandum from SPN Consulting Engineers: *Facility Plan for the Wastewater System in Elkton, SD* by Schmucker, Paul, Nohr and Associates.

The existing sanitary sewer collection and treatment system serves domestic users. The system utilizes 8-inch and 10-inch clay pipe, PVC pipe, and cast-iron pipe sewer mains to transport wastewater by gravity flow and force main pipes. In the summer of 1998, the City had three blocks on Beaver Street (north of third street) of clay sanitary sewer cleaned, televised, and grouted to reduce infiltration. Three lift stations have been added to the system to serve the north and east areas of the City. The actual age of the clay lines is unknown but presumed to be older than the treatment facility.

Elkton's existing wastewater treatment facility, located one mile west of the city, is a three-cell facility consisting of approximately 18 acres. The facility was constructed in 1976. The third pond discharges into an unnamed tributary of Spring Creek.

The city's treatment facility was experiencing very serious inflow/infiltration problems, due to the hydraulic backup at the lagoon. The drainage pipe at the facility was discharging year-around. In 2010, the City constructed an additional treatment pond and artificial wetland facility. The facility included the removal of an inner dike from the original facility to create a larger primary treatment facility and reduce excess discharge. In June 2017, South Dakota DENR conducted a surface water discharge compliance inspection. The report indicated that the facility complies with all effluent limits.

Generally, the City's collection lines seem to be adequate. However, there are several concerns relating to the existing collection system. The capacity of the system is limited due to the incidence of inflow into the City's collection lines. It is estimated that approximately 34 percent of the total wastewater flow can be considered as inflow and infiltration. This is primarily due to the age and effectiveness of the clay lines. The service line, which runs north of the lift station at Third and Beaver Streets, has been identified as service main with considerable inflow/infiltration problems. There is also a problem with service lines, which extend north of the railroad tracks. SPN and Associates created a phasing plan for the City to be replacing collection lines. The project contains two phases. Phase 1 includes all lines west of Elk Street, while Phase 2 includes all lines east of Elk Street. Funding for phase 1 has been secured and engineering is currently in progress. The City plans to begin construction in spring 2020.

Recommendations:

- The City should continuously monitor the condition (by televising) and effectiveness of the lines in a timely fashion. This would assist the City in annual maintenance and preparations for future replacement of lines.
- Presently, the City tries to maintain the sewer system when funds are available. It is recommended that the City develop a capital improvements plan for sanitary sewer improvements.
- Regarding future development, sanitary sewer collection mains will need to be extended prior to any development outside of the presently established areas of the community.
- It is important to state that the City believes that future developers should pay for sewer improvements within a new subdivision.
- It is also recommended that the City promote development of areas which would not need to be serviced with a lift station.

With the implementation of the above recommendations and replacement of inadequate lines, the City should be able to accommodate the wastewater collection and treatment needs of its citizenry and industry for the near, intermediate, and long-term future. The Sanitary Sewer Facilities Map (see appendix) provides information on the existing sanitary sewer system.

STORMWATER

As Elkton continues to expand and become more urban, the importance of storm water drainage comes to the forefront in the planning process. This is because with urbanization comes an increase in the number of impervious surfaces which have a direct impact upon the amount and intensity of storm water runoff.

Presently, the City utilizes streets, ditches and other natural drainageways for storm water drainage. Fortunately, there are very few developed areas within the community, which have historically experienced drainage and flooding problems. There are currently no areas within Elkton designated as floodplain, but the Federal Emergency Management Agency (FEMA) has identified the potential for flood risk increase in the west portion (the northeast quarter of Section 16) of the City.

Recommendations:

- It is recommended that the City develop and stringently follow flood plain regulations within a zoning ordinance. These regulations need to be developed prior to the development of areas with a Zone A flood plain classification. If development is to occur in areas of the identified flood plain, there should be flood proofing techniques incorporated into the design of the structure and development as a whole.
- As stated previously in the Public Utility and Human Service Goal and Objectives, the City is encouraged to employ an area wide approach in planning utility and drainage systems, which utilize and preserve natural drainage systems.
- If detention ponds are to be utilized to reduce flooding, multiple use planning of this area should be taken under consideration. Possible uses range from public parks to walking and biking paths. Natural depressions are the most common sites for detention ponds. The design of detention ponds must consider the environmental characteristics and the appearance of the natural drainageways.

EXISTING LAND USE:

Where and how a community will develop is influenced by the usage of the community's existing land resources. In order for a future land use plan to properly develop, an understanding of the existing types of land use within the community is necessary. Staff from the First District conducted a land use inventory within the study area. Existing land development was categorized into one of five primary land use classifications. They include residential (single-family, multiple-family, or manufactured housing), commercial, industrial, public/quasi-public, storage, and open space/agriculture. The Existing Land Use Map provides the land area presently developed and being used within each classification.

It should be noted that Elkton's corporate limits consist of the northeast quarter of Section 20, T109N, R57W, the southwest quarter of Section 16, T109N, R57W and all of Section 21, T109N, R57W There are approximately 981 acres within the corporate limits of Elkton. Much of the eastern half of Section 21, northeast quarter of section 20 and the southwest quarter of Section 16 are presently undeveloped and utilized for agricultural purposes.

Residential

Residential land use consists of three residential subcategories (single-family, multiple-family, and manufactured home). Residential development is the largest category of existing land use within the City (approximately 130 acres). The residential land use area consists primarily of single-family homes organized into neighborhoods. Public and quasi-public facilities such as parks, schools, and churches may be found within these neighborhoods. Residential land usage is further characterized by the minimal amount of traffic circulation in the neighborhood. In addition to single family homes, there are ten multiple-family units, six manufactured housing sites, a campground dispersed throughout the community.

Commercial

Elkton has a land use pattern oriented to traditional development of midwestern cities. The community has nearly all its business uses on the centrally located Elk Street. This central business district contains the city's major shopping facilities, governmental offices and public buildings.

Industrial

Currently there are several industrial areas located in the community. Types of industrial uses include trucking firms, contract shops, warehouses, the grain elevator, and fan manufacturing plants.

Public/Quasi-Public

The public/quasi-public land use classification consists of facilities provided by public and quasi-public agencies. Elkton's public/quasi-public areas consist of a fire hall, city offices, public schools, post office, churches, ballfields, basketball and tennis courts, soccer field, museum, library, parks, and churches.

Open Space/Agriculture

There are large sections of land within the corporate limits that are either vacant open spaces or are still in some form of agriculture use.

Existing Land Use Analysis

Comparing the number of acres presently developed (approximately 309) with the estimated urban population (730) indicates that approximately 42 acres of land are required to support every 100 persons within the study area (Table 3). This ratio is slightly greater to that found in other smaller communities in South Dakota comparable in size and character to the City of Elkton (32-35 acres per 100 persons).

TABLE 3
EXISTING LAND USE SUMMARY - ELKTON URBAN AREA

LAND USE	NUMBER OF ACRES	PERCENT OF DEVELOPED AREA	DEVELOPED ACRES PER 100 PERSONS *
SINGLE FAMILY	121	39.1%	16
MULTIPLE-FAMILY	4	1.3%	1
MANUFACTURED HOUSING	5	1.6%	1
TOTAL RESIDENTIAL	130	42%	18
COMMERCIAL	7	2.3%	1
INDUSTRIAL	25	8.1%	3
PUBLIC/QUASI-PUBLIC	41	13.3%	6
PUBLIC RIGHTS-OF-WAY	106	34.3%	14
TOTAL DEVELOPED AREA	309	100%	42

Source: City of Elkton land use inventory, January 2020.

() Based on assumed urban area population of 730.*

Table 4 shows the proportionate amount of new urban development that will be required for each of the basic land use categories (i.e. residential, commercial, industrial, and public/quasi-public) in five-year increments for the next ten years.

Assuming a similar ratio of urban development to population over the duration of the planning period, approximately 72 acres of additional land development will be required to serve a population of 814 (1% annual growth projection).

In each case the numbers reflect gross acres of development, which means an amount for streets and other public rights-of-way is proportionally included within each land use category. Based on current development patterns in the Elkton urban area approximately 34.3 percent of the total developed area is devoted to streets and public rights-of-way. In projecting future land use needs, this analysis will utilize the generally accepted figure of 25 percent for streets/public rights-of-way.

Further, these projections are only estimates and therefore are to be used only as a guide. It is very possible that there may be a need for additional acres in any of the designated land uses.

The four land use categories for projecting future land area requirements as shown in Table 4 encompass the full range of land use activities found in the urban area.

TABLE 4
LAND USE CONSUMPTION PROJECTIONS FOR ELKTON

LAND USE	ACRES/100 POPULATION (WITH ROW)	BASE YEAR 2020			
			2025	2030	TOTAL
TOTAL AREA POPULATION		730	779	814	-----
POPULATION INCREASE		-----	49	35	84
REQUIRED TOTAL LAND (ACRES)		309	315	330	-----
LAND AREA INCREASE (ACRES)		-----	42	30	72
RESIDENTIAL (ACRES)	27	198	11	8	19
COMMERCIAL (ACRES)	1.5	11	4	3	7
INDUSTRIAL (ACRES)	4.5	38	15	11	26
PUBLIC/QUASI-PUBLIC (ACRES)	9	62	12	8	20

FUTURE LAND USE

To accommodate growth, the future land use plan will address both the fringe and established developed areas of the community. It is unlikely that much of the established developed areas of the City will experience major changes during the planning period. However, redevelopment efforts that improve upon the existing land uses in the older, established areas of the City are encouraged. These efforts may come in the form of rehabilitating existing structures through modernization or from the demolition, removal, and replacement of obsolete structures. It should be stressed that all redevelopment efforts within established areas of the community comply with existing adjacent land uses and/or recommendations of the Planning Commission. Since large scale redevelopment efforts are not expected, many recommendations of the future land use plan will primarily concentrate on the infill areas within the primary development area of the City and those suitable areas adjacent to existing development.

In selecting potential sites for future development, goals and objectives relating to general land use, residential land use, transportation and public utilities were considered. Locational factors used in determining these sites considered issues of compatible adjacent land uses, traffic access and safety, and public utilities topics such as topography and drainage, existing infrastructure and cost efficiency.

Elkton's future land use development is classified into five future land use categories. These include future residential, future mixed use, future commercial, future industrial, and future open space/agricultural. The Future Land Use Map identifies areas within and outside the community for future development of each land use classification. Table 5 contains land use location and design criteria for land use types which form the basis of future growth of Elkton.

TABLE 5
LAND USE LOCATION AND DESIGN CRITERIA

<u>Residential</u>	<p>Low density (3 to 6 units/acre)</p> <ul style="list-style-type: none"> • Access to local street system—avoid direct access to arterial streets • Convenient to neighborhood school, park, and commercial services • Avoid environmentally sensitive areas such as wetlands and drainageways* <p>Medium density (6 to 16 units/acre)</p> <ul style="list-style-type: none"> • Access to collector street system • Well-designed transition to adjacent land uses • Provision of usable open space based on project size • Transition between low-density neighborhood and collector/arterial streets • Adjacent to neighborhood commercial center <p>High density (16 to 40 units/acre)</p> <ul style="list-style-type: none"> • Adjacent to collector or arterial street system • Well-designed transition to adjacent land use • Provision of usable open space based on project size
<u>Commercial</u>	<p>Highway oriented</p> <ul style="list-style-type: none"> • Adjacent to collector or arterial street/regional highways • Controlled access to arterial streets • Quality architecture and well-designed transition to adjacent uses <p>General neighborhood retail, office, and convenience services</p> <ul style="list-style-type: none"> • Convenient vehicular and pedestrian access to residential areas • Adjacent to collector/arterial street intersections • Design compatible with surrounding uses • Well-designed transition to adjacent uses • Located within residential, employment, or institutional neighborhoods <p>Central Business District (CBD)</p> <ul style="list-style-type: none"> • Pedestrian orientation • Quality urban design standards • Mixed uses including office, retail, institutional, cultural, residential, and entertainment • Consolidate off-street parking areas • Residential uses within walking distance of CBD
<u>Industrial</u>	<p>General light industrial/limited heavy industrial</p> <ul style="list-style-type: none"> • Regional highway access located close to collector/arterial streets • Rail access for industrial uses requiring it • Buffered from residential and other adjacent land uses • Industrial park setting with building design and landscape amenities • Include office, warehousing, and limited retail uses • Minimize environmental impacts on surrounding properties

*The policy of avoiding environmentally sensitive areas such as wetlands and drainageways shall apply to all of the above categories.

Residential

Similar to existing residential areas, the main goal when developing areas for future residential use is to create an area which provides a strong, cohesive environment that does not intrude upon or mix with industrial or commercial uses. To maintain the lowest public expenditures necessary for developing future residential areas, it is prudent to incorporate relevant school, street, park and general utility development plans.

As previously stated, the category of multiple family exists within the Residential Land Use classification. The multiple-family use classification provides areas within the community for medium to high density neighborhood development. Housing types in the multiple-family use classification would include duplexes, townhouses, condominiums and apartments. Duplexes and similar multiple units may be placed in most neighborhoods with single family residences since the overall appearance and density of the neighborhood is neither effected nor exceeded. In most cases, medium to higher density residential development (apartments, townhouses and condominiums) is a compatible use in areas adjacent to major traffic corridors or near major centers of employment or education.

Recommendations:

Based upon the previously mentioned locational factors and land use planning policies, it is expected that the following areas be recommended sites suitable for residential land use development within and along the fringes of the corporate limits.

- Presently the City of Elkton feels that it has the existing water and sanitary sewer capacity to accommodate infill residential development. Presently, there are approximately 25 platted lots with access to water and sanitary sewer, which could be used, for residential development. The previously mentioned lots will probably provide an adequate supply of development land throughout the short and intermediate planning period for residential purposes. Also, there are platted lots, which could be developed after either water or sanitary sewer extensions are constructed. If the need becomes apparent, the Planning Commission has identified several other areas for future residential development.
- The future land use maps identify areas within and outside of the city limits for future development purposes. The Future Land Use map projects the use by type, however regarding residential development does not specify the residential use. The Phased Growth Areas map specifies when development may occur in the future.
- Phase 1 – Within Ten Years
 - The area south of North Drive and east of the half section line of Section 21;
 - The area south of Fifth Street and east of Antelope Street;
 - The area south of Eighth Street and east of Elk Street;
 - Development considerations of this area include a high-water table, which may result in the need for a sewer lift when a housing development is established.

- The area south of Ninth Street and west of Elk Street;
- The area south of Third Street and east of Kelsey Street; and
- The area between Fifth Street and Eighth Street and west of Cornell Street.
- Phase 2 – Beyond Ten Years
 - The area north of North Drive and east of Cornell Street;
 - The area south of Eighth Street and west of Cornell Street;
 - The area north of the half section line of Section 20 and west of Cornell Street; and
 - The recommended housing type in this area is agricultural estates, which would permit a larger lot size, minimum one (1) acre, and allow a septic system that is not connected to the City's sanitary sewer system.
 - Development considerations in this area include potential flood risk in the south half portion of the northwest quarter of Section 20.
 - The area northeast of Highway 13.
- Since many of the areas listed above are currently in an open space/ag land status, the acquisition of right-of-way and the construction of streets, water and sanitary sewer services will need to be completed prior to future development.
- The future land use map provides for areas for general residential development. Type I, Type II, manufactured home parks/subdivisions, agricultural estates, and multiple family projects may be appropriate in various identified future residential land use areas. However, those types of developments will be handled on a case-by-case basis.

Mixed-Use

The mixed-use classification identifies areas that may develop in a variety of different ways. Areas assigned as mixed use for future development are further divided into two specific sub-classes: Commercial/Industrial and Commercial/Residential. Areas identified for commercial/industrial mixed use are likely to develop into cold storage or uses supportive of existing industrial uses or develop as compliments to expected future commercial development in the area. Commercial/residential mixed-use areas will provide space for a mix of multiple family residential uses, offices, public and quasi-public uses, commercial uses which may be compatible with multiple family residences in appropriate locations and/or structures. These areas provide for the location of employment centers at sites which are convenient to residential development and accessible from existing or proposed transportation facilities.

Recommendations:

- The Planning Commission has identified the following site for future commercial/industrial mixed use:
 - An approximately twelve (12) acre area of agricultural land adjacent to SD Highway 13 north of North Drive.
 - Development considerations include:

- About fifteen (15) acres are currently outside of city limits and would require annexation;
 - This property requires the extension water and sewer services.
 - Access to SD Highway 13 will be controlled/limited by the South Dakota Department of Transportation.
- The Planning Commission has identified the following site for future commercial/residential mixed use:
 - Approximately thirty (30) acres of agricultural land adjacent to SD Highway 13 east of Cornell Street.
 - Development considerations for the site:
 - About ten (10) acres are currently outside of city limits and would require annexation;
 - This property requires the extension water and sewer services.
 - Access to SD Highway 13 will be controlled/limited by the South Dakota Department of Transportation.

Commercial and Industrial

Locational factors to consider when planning for commercial and industrial land use development include compatible adjacent land uses, existing infrastructure, topography/drainage, traffic (congestion, access, parking, safety), and in addition -type of commercial/industrial activity.

A well-conceived land use policy should consider the development of land use areas designated for various types of industrial usage. Today's commercial and industrial ventures need areas which will afford opportunities for expansion and the provision of quality municipal services.

Recommendations:

These factors were applied to areas within the community. Based upon the above criteria the following areas were selected as sites which could possibly be designated for future commercial and/or industrial land use development.

- It is the City of Elkton's intention to preserve the existing business district of the community. However, commercial ventures which would require more land than would be available in the existing central business district would be allowed adjacent to SD Highway 13.
- Regarding areas for future industrial development, the City recommends that future industrial uses be located adjacent to the city's existing industrial uses. The City will address areas for industrial uses on a case by case basis. Adjacent locations include:
 - The area north of the railroad and east of the half section line of Section 21; and
 - The area directly south of the railroad and east of the half section line of Section 21.
 - The mixed-use area adjacent to SD Highway 13 north of North Drive.

- The City Planning Commission further recommends that the following occur when developing commercial and industrial sites:
 - Prior to construction, each development project should be subject to a specific site design, review and approval process. This should ensure that the development will have an attractive and uniform architectural design. The arrangement of the on-site buildings should provide for efficient and viable long-term usage. Further, disruption to on-site circulation or adjacent land use should be discouraged by appropriately locating and designing the development's service areas.
 - Vehicular access to highway commercial and industrial areas should be sufficiently set back from intersecting streets with appropriate sight distance maintained at all entry points. Also, to enhance vehicular traffic flow on adjacent streets, strict controls affecting the number and location of accesses to the highway commercial and industrial areas should be established.

Public/Quasi-Public

Public and quasi-public areas are intended to contain uses related to general community services, such as parks, fire stations, elementary/secondary and post-secondary schools, community centers, hospitals, municipal centers, police stations, water and sewage treatment facilities, and municipal maintenance yards. Future public and quasi-public uses such as schools, churches, and parks and recreational facilities, although not shown specifically on the future land use maps, are generally allowed in residential areas subject to review and approval.

Presently, there is little indication for the need of additional designated lands for utility and public/quasi-public uses. However, the area north of Fourth Street and East of Cornell Street (the old city dump) or the area in the southeast corner of the ballfields may be an excellent area for a small park for passive recreation or children's activities. Future land use projections predict an additional 20 acres will be required to sustain Elkton's population growth, however based upon existing available public/quasi-public uses that number will most likely exceed the City's actual need.

Open Space

Open space is a desired amenity of the urban environment. Circumstances and conditions under which open space areas should be set aside relate largely to a community's commitment for improving the visual appearance of the City. As a minimum, wetlands, floodway and land areas with 20 percent grade or greater should be protected from extensive urban development, if possible. In addition, there are other areas within and around the community that have a scenic value that enhances the quality of life. These areas should be identified and protected whenever possible. Further, roadway and utility improvements, as well as buildings and signage should be controlled so that they are sensitive to adjacent scenic areas. With appropriate planning and coordination of adjacent development projects, a system of interconnected belts of permanent open space can be created to provide a haven for wildlife, enhance community views and vistas or simply provide a pleasant contrast to the urban scene.

Agricultural

Land areas not expected to be developed within the ten-year planning period have been designated as agricultural in the future land use plan. No attempt has been made to project which, if any, of these areas should be permanently maintained for agricultural purposes. The implementation of this plan through zoning and subdivision regulations will help minimize the disturbance of agricultural land and promote a smooth transition to another use.

Recommendations:

- Multi-lot subdivisions should be limited in the rural area. To achieve this policy objective, the Comprehensive Land Use Plan proposes that agricultural zoning be maintained on all rural land, presently not developed, within the City and area of planning jurisdiction.
- The planned orderly development, settlement, and expansion of land areas should be coordinated through accurate ordinances and regulations. The community is formulating a zoning ordinance and subdivision regulations to effectively coordinate and control development.

IMPLEMENTATION

This Plan is a broad policy guide which will assist the community in its development efforts. It should be viewed as a framework within which a range of specific growth management policies are discussed. It must be both dynamic and flexible to accommodate the ever-changing needs of the community, yet steady enough to allow for reasonable long-term investment strategies by both the public and private sectors.

It should be noted that the completion of a comprehensive land use plan is only one element of the community's growth management system. This Plan is merely a guide for achieving an orderly and attractive community. Other elements of growth management include private market supply and demand for land, land use regulations, public capital investment, and private capital investment for new development.

Elkton will need to take a number of steps in order for the Plan to be successful. The first is the identification and prioritization of public improvements required to support and serve the future development areas. Second, is the adoption or modification of applicable implementation tools, such as regulatory ordinances to ensure that the objectives embodied in the plan are adhered to as future parcels and tracts of land are developed. These tools may include geographic information systems, zoning and subdivision ordinances, building codes, etc. Further, Elkton should continue to review all matters affecting physical development and remain active in promoting the plan with other public and private developers in the area. Finally, the community's decision-making should be balanced and include consideration of all elements within the Plan.

Zoning Ordinance

The basic function of the zoning ordinance is to carry out the goals, objectives, and policies of the comprehensive land use plan. The zoning ordinance, which reflects these long-range goals, is the primary regulatory tool utilized by the City of Elkton for various land use activities in the City.

Recommendations:

- It is recommended that to ensure the policies embodied within this plan are implemented, the zoning ordinance should periodically be reviewed, and appropriate changes incorporated.

Extraterritorial Jurisdiction

Since the future land use plan projects land use designations outside the existing corporate limits, the topic of extraterritorial jurisdiction needs to be addressed. State law provides several approaches for cities and counties to jointly deal with future land use. A formal joint jurisdictional agreement between the City and County may be implemented. However, this may add an additional level of bureaucracy to the process. Another approach is to have effective communication between the governing bodies. Coordination with Brookings County will be essential if the goals and objectives, and recommendations within this plan are to be realized. Without a coordinated approach, efforts by the City to control scattered development could simply push the problem out beyond the extraterritorial jurisdiction. A high priority should, therefore, be placed on resolving any policy conflicts which might exist between the City and the County.

It should be noted that with the development of the major street plan, all new plats within the planning area are required by SDCL 11-3-6 to be presented to the Elkton Planning Commission and City Council, in addition to the Brookings County Commission, prior to approval.

Recommendations:

- It is recommended that the lines of communication between the City and County Planning Commissions be kept open. This can be accomplished with the use of liaisons on each Council.

Subdivision Ordinance

Subdivision regulations are enforceable by communities that have adopted comprehensive land use plans and a major street plan. A subdivision ordinance constitutes another tool the City may utilize in carrying out the objectives of the comprehensive land use plan. The ordinance regulates the development of property by identifying for street right-of-way, lot layout, and drainage and utility improvements. The subdivision ordinance not only applies to lands within Elkton, but also includes those lands covered by the major street plan.

Building Code

A building code establishes minimum construction standards for new structures as well as for remodeling and repair work performed on existing buildings. These standards are intended to safeguard life, health, property, and the public welfare by regulating and controlling design, construction, quality of materials, and occupancy of structures.

Currently Elkton has adopted the 2015 International Building Code (IBC), 2015 International Residential Code (IRC), 2015 International Mechanical Code (IMC), and 2015 International Existing Building Code (IEBC) with certain amendments. By enforcing the building code, the community ensures that construction meets minimum structural and life safety standards.

Site Development Review

Elkton's present ordinances utilize site plan and conditional use permit/variance processes for development review purposes. It is recommended that these practices continue and be further refined to address specific design requirements such as screening, setbacks, landscaping, site configuration, access etc. These procedures will accelerate the administrative review process and expedite the Planning Commission/Board of Adjustment decision-making process.

Capital Improvements Plan (CIP)

Public capital investments are a powerful influence in the growth and development of the community. In order to implement the Plan and provide for orderly growth and coordination of public improvements, Elkton needs to initiate a formal capital improvements budgeting process. This program provides a coordinated staging plan for all major capital improvements needed by the community. Projects generally conform to needs in the planned growth area and existing areas of Summit as projected in the Plan.

Annexation

A primary benefit of annexing key growth areas prior to actual development is that it permits the town and/or private developers to extend major streets and utilities on an efficient scale rather than on a piecemeal basis. Advance annexation of future growth areas will ensure that new development is designed to meet community standards and is provided with municipal utilities and services.

If the orderly growth of the City of Elkton is to continue over the planning period, it is essential the City continue pursuing an active annexation program. The following policies will provide guidance regarding annexations by the City:

- The boundaries for providing municipal services should generally coincide with the corporate limits.
- The extension of water and sewer service shall be predicated upon annexation, which shall occur before the land is provided with water or sewer service.
- Voluntary annexation agreements may limit or outline the phasing, timing, or development of utility services and may include specific or general plans for the financing of infrastructure improvement and the land uses of the area.

- Areas designated by the Plan as future growth areas of Elkton should be annexed in advance of major developments. This policy will assure that sufficient development land to accommodate the future growth of the urban areas is maintained.

The following annexation guidelines should be consistently applied in the future:

- Delineate annexation areas which represent logical service areas for the extension of major streets and utilities.
- Identify and mitigate any potential adverse economic, social, or environmental impacts resulting from annexation actions.
- Make preparations to ensure an orderly transition of service responsibilities from the county and township level to Elkton.
- Complete the timely expansion of public services and facilities into annexed areas through coordination with the Capital Improvements Plan.

Plan Review and Amendments

The Plan recognizes the ever-changing marketplace and the need to remain poised to meet those changes. Major new development opportunities may arise during the planning period which were not foreseen during the development of this Plan. In addition, major economic development or social changes may arise within the planning period. Such significant developments or changes would be likely to impact many elements of the plan. As such, the continuing planning process needs to include provisions for review of major changes and innovative development opportunities.

Similarly, major decisions facing the community about the street system, storm water management, joint jurisdiction, and other issues may result in changes which should be considered and recognized with the Plan. These decisions may cause a major revision to this plan before the end of this planning period.

The Plan has been designed to provide guidance for future growth for approximately ten (10) to fifteen (15) years. With any plan of this nature, it needs to be reviewed periodically to ensure conditions and circumstances affecting development are occurring as originally anticipated. The Elkton Planning Commission recommends that this document is reviewed on an annual basis and that a minor update be undertaken every five (5) years to determine the adequacy of the projected assumptions and to determine the validity of the land use, transportation, utilities and other public facility elements of the plan.

APPENDIX

EXISTING LAND USE MAP

FUTURE LAND USE MAP

FUTURE LAND USE – PHASED GROWTH AREAS MAP

MAJOR STREET PLAN MAP

WATER FACILITIES MAP

SEWER FACILITIES MAP

TOPOGRAPHIC MAP

FLOODPLAIN MAP