Planning and Zoning in ... South Dakota

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Procedures for zoning rural areas and those for zoning towns or cities are authorized under different South Dakota laws. The principles to consider and the planning processes are the same, however. Since laws are not discussed in this publication, the discussion applies equally well to town and country.

This publication is designed for use by boards of county commissioners, city commissions, zoning commissions and citizens committees.
planning and zoning in SOUTH DAKOTA

by F. F. KERR, extension water resource specialist

ZONING DEFINED

Zoning, as we usually think of it, is a device used to regulate or restrict the use of land in certain geographical areas. This definition, while true, is somewhat misleading in that it emphasizes the end result and ignores the planning that should precede the end result.

Consider then the following definition, in lieu of the one above: Zoning is a tool used to put a plan into effect. The planning process is all important and is discussed in a separate section of this publication. When we use the planning process as an integral and important part of the zoning program, we are attempting to use zoning as a tool to enhance economic growth. This is the most desirable approach to the zoning effort.

When we fail to use planning as a part of zoning, we are using zoning as a defensive mechanism that will, we hope, keep things from becoming worse. The objective in this case is to maintain the status quo.

In today’s society, maintaining the status quo is seldom possible. There are too many forces working that will make change inevitable. The choice then is a change that will make our community a better place to live and more prosperous or one just the opposite. Good planning and zoning is designed to make it a better place to live.

Some of the physical factors that now are causing change in South Dakota are completion of the Great Lakes of South Dakota, growth of cities, the interstate highway system, and the pressure for outdoor recreation, tourist facilities and people and businesses establishing outside city limits. Anything that can be done to cause these changes to work for the interests of the people of the state will enhance economic growth and result in better living conditions.
EVALUATING YOUR SITUATION

To evaluate the situation in your county or town, you need to consider at least 12 basic points. Your community’s particular situation may add more points to the list. After reading and discussing each of the following points, turn to the last page of this publication and score your community’s general situation as it relates to each of the 12 points. After all points are scored, you should have a general estimate of your community’s need for planning and zoning.

POINT 1 — Land Values

In theory a zoning ordinance should increase the value of all land, since all land is then put to its best use, and its price will not be adversely affected by neighboring, less desirable uses. This theory may never be fully realized on 100% of the land, although a carefully planned ordinance can bring the practical application very close to the theory.

Land values are affected by some things that do not change much over a period of time, such as basic soil composition, minerals, rainfall, location, and terrain. These stable factors must be accepted pretty much as they are. Variable factors that affect land values are the quality of roads leading to it, degree of its development (including irrigation), use of adjoining land, and competition among buyers.

It is the variable factors that will cause land values to change through time. Zoning ordinances can exert an influence that will tend to stabilize land values and frequently cause them to increase.

Where there is competition for the use of the land, it naturally follows that adjoining land frequently will be put to noncompatible uses. For example, a slaughter house next to a housing development. To avoid adjoining noncompatible uses of land, zoning ordinances divide the land into what is called “use districts” such as industrial, commercial, residential, agricultural, recreational, etc.

POINT 2 — Income to Local Government

Local government receives most of its revenue from property taxes in South Dakota. The basis of the property tax is the assessed valuation and the mill rate applied. For this reason, high-value land and property will provide greater returns to local government which will, in turn, make it possible for them to provide more and better services to the people.

Well-planned land use can also affect sales tax and motor fuel revenues. New and/or intensified uses of land such as recreational attractions, resort areas, parks, etc. attract people from many areas. Expenditures are increased as a result of such attractions which, in turn, supplement sales and gasoline tax revenues.

For these reasons, it is in the best interests of local government to keep land in uses that will make it as valuable as its location and capabilities permit.

POINT 3 — Agricultural Land

Agricultural income is directly related to the way land is used and the market for the production from that land. Zoning itself cannot be expected to increase production from any one acre of land, but it can influence alternative uses of land and the fitting of lands to their best and most intensified use. It may influence the market for farm products insofar as it is instrumental in creating an area in which a local market for farm products will be improved, if for no other reason than that more people will desire to live in the area. Increase in local population has little measurable effect on local demand for such crops as wheat or feed grains, but it does affect demand for such commodities as milk, vegetables and fruit.

As population increases, the demand for land for nonagricultural purposes will increase. With zoning regulations it is often possible to zone the poorer land for building sites while retaining the highest quality agricultural land for crop and livestock production. This is particularly significant on the fringes of towns and cities as will be discussed in the section “Where Town and Country Meet.”

POINT 4 — Tourist Trade

Tourism is South Dakota’s second largest source of income. As the attractiveness of the Great Lakes of South Dakota increases, this business will become even larger. It is unlikely that development along the Great Lakes will have an adverse effect on the Black Hills or on the northeast lake region. On the contrary, it should make tourism in these areas even better, since the state will then offer a more complete
plete recreational complex and, therefore, attract a larger percentage of the nation’s vacationing public. This trend should be further intensified because of greater per capita incomes, more leisure time, and better roads. Tourism is important to South Dakota. It is well worth nourishing and caring for.

First impressions of the traveling public are not only important, they are also rather permanent. Tourists are great talkers, especially when they get back home. A study made by Resources for the Future, Inc. found that anticipation (the planning) of a trip and evaluation (or “talking about it”) after the return home was as important to the vacationer as the trip itself. It is the “talking about it” that we need to concern ourselves with. One dissatisfied tourist in South Dakota could very well “talk” several of next year’s prospective tourists into going elsewhere.

Well-planned zoning ordinances can greatly influence recreational development of the kind that will impress the traveling public. Also, it can encourage and locate the kinds of service facilities needed along the highways by the traveler.

**POINT 5 — Natural Beauty**

South Dakota has much natural beauty of a type not found in many places. For example, the “short grass” country. Natural beauty is a saleable resource. Like beef? No, not quite. If the cattle buyer looks at cattle and doesn’t like their finish, he won’t buy them, but he isn’t angry with the feeder for not doing a better job. He simply buys beef elsewhere. But he may become very angry with those who fail to maintain the natural beauty of the area in which they live. He feels that they do not own the beauty as the cattle were owned, but rather that people are stewards of beauty.

While South Dakota can boast of much natural beauty, the state has been the recipient of some caustic criticism from tourists. State agencies promoting tourism all have files of critical letters and news articles. Such terms as “tourist blight,” “shunpike tour,” “billboard forests,” “tourist traps” and “obstacle course of commercial attractions” have been used. Indeed, the public can become angry when natural beauty is hidden or not preserved.

**POINT 6 — Roadside Zoning and Billboards**

It appears that no zoning ordinance should rule out all outdoor advertising along highways. Complete restriction of such advertising would undoubtedly have an adverse effect on the economy, and the objective of a zoning ordinance should be to enhance economic growth rather than restrict it.

It seems then that we find ourselves in something of a dilemma—if we do nothing, economic growth will suffer because the region will lose some of its scenic attractiveness and vacationers will go elsewhere; if enterprises are not permitted to use any roadside signs, the economy will suffer because of the loss of the advertising media.

Some areas try to meet this problem with zoning ordinances that restrict the size of signs, the number, and the density per mile. Some require the signs to be back from the center line of the road by a stipulated distance.

An example given in one of the critical news items previously mentioned, stated that there were 315 signs along a certain 26-mile stretch of road. This means that they averaged about 12 per mile, which would give an average density of one every 439 feet. This density might not be serious if the signs were small and evenly spaced. This will not happen, however, unless there is an ordinance that requires it. It is the bunching of the signs that creates the “billboard forest” impression.

In regions where traffic is heavy and there is much natural beauty, it may be desirable to do more than just control outdoor advertising along the roads. It may be desirable to create roadside-use districts. These districts fall into three general classes: (1) the use district which excludes any and all types of commercial establishments along a given stretch of road. This is to maintain natural beauty. (2) The use district that restricts establishments to those necessary for serving the traffic. These are known as roadside-service districts. (3) The general roadside commercial use district designed to serve both the traffic and the general public. These districts might well include retail business, commercial recreation, and even light industry.

**POINT 7 — Automobile Graveyards and Junkyards**

A zoning ordinance cannot simply rule out the existence of such facilities. They are necessary and of economic value. An ordinance can, however, require that they be located a given distance off main traveled roads and be screened from view.

**POINT 8 — Health and Safety**

A zoning ordinance can best serve health and safety interests by stipulating minimum sizes for lots of various kinds where public sewer and water supply is not available, by restricting the density of housing as a fire prevention measure, and by stipulating minimum setback lines along roads, especially on curves.

Every zoning ordinance should be reviewed by the State Department of Health before adoption. Even though a proposed ordinance may not be in conflict with health regulations, the Department may still offer suggestions that will improve it from the health and safety standpoint.
POINT 9 — Urban Sprawl

We usually associate urban sprawl with large cities, but this is a false impression. Any town that is growing at all has a “sprawl” tendency. Neither is it true that the sprawl is confined to residences. Commercial enterprises also seem to be attracted to the country. For example, shopping centers.

The residential part of the sprawl is inspired by an attempt to get away from crowded conditions, especially by couples with small children. They feel that a rural setting is a more desirable place to raise youngsters. Also, it is an attempt to locate in an area of lower taxes. Regardless of the cause, this migration to the country creates difficult problems if it is not anticipated and planned for.

The unplanned sprawl of a town or city usually starts with one or two families building homes on small acreages within easy commuting distance from their place of work. Others follow their example, and soon there is a fairly large settlement of city workers living out side the city limits.

For a while, all goes well; but as these communities grow, they begin to demand more and better services such as public water supplies, public sewer, streets, police protection, garbage removal, schools, etc. These services are normally supplied by city government but are not normally supplied by county government. Although county government will probably be asked to supply them. So, the community considers annexing to the city. Since these communities have grown up “like Topsy,” the laying out of streets, hooking up sewer and water, etc. becomes a difficult and sometimes virtually impossible job for the city if the city is to comply with its predetermined building codes and meet minimum safety requirements.

Assuming that this particular community is annexed to the city, it soon becomes what other people will consider congested, and they will build homes still further out so that a “leap frog” action starts. For these reasons urban sprawl creates problems for county government, city government, and the suburbanites themselves.

Commercial facilities such as implement businesses, feedlots, sale barns, etc. also tend to sprawl and unless the sprawl is planned, they are likely to compete with residential and incompatible commercial facilities such as motels, especially along highways.

POINT 10—Flood Plain Zoning

People have tended to locate along streams since the settlement of America began. In early days this was necessary since the stream was usually an important communication route and a source of water. As a result, many of our important cities are located along major streams.

Periodic flooding did not seem to discourage expansion of cities onto equally dangerous flood plains. Almost daily the plea to “control the flood” is made—almost never is a suggestion made that perhaps, in certain cases, it would be better and cheaper to “live with it sensibly.” Some people may look upon this suggestion as a defeatist attitude—an admission that man is incapable of controlling the elements. Others may consider the “control” philosophy as an unnecessary public cost. Perhaps the right solution lies somewhere between these two philosophies—the one of control and the one of “living with it.” If any degree of the latter philosophy is adopted, flood plain zoning will come into the picture.

It must be borne in mind, of course, that this will apply only to future expansions. Zoning cannot remove facilities that are already on the flood plain. If these are to be protected, they must be protected by control devices.

The objective of flood plain zoning is to restrict the use of flood plain land to those uses that will suffer the least damage in the event of flood. For example, the dollar loss to agricultural land in the event of a flood would be only a small percentage of the dollar loss sustained by a flood in a residential district.

Of equal importance is the fact that even if flood control devices are to be built, those necessary to protect agricultural land are much cheaper than those needed to protect residential areas, since the design criteria for protection of agricultural land is much lower. Control devices protecting agricultural lands usually give protection against the 5- to 10-year frequency storm, while those protecting residential or commercial areas are designed for protection against a 50- to 100-year frequency.

POINT 11 — Freedom

Does a zoning ordinance restrict freedom? Yes. It restricts freedom because it is a law, a county or city law, and all laws restrict freedoms. The only thing that gives complete freedom is complete absence of laws. Highway laws, criminal laws, water laws, wildlife conservation laws, and all the others restrict freedoms; but we would not care to live in a modern society without these laws.

So, the question should not be—“Shall we restrict this freedom?” The question should be—“If we restrict this freedom, will we be better off than if we fail to restrict it?”

Without a zoning ordinance, Mr. X may use his land for farming, residential development, recreational development, or anything he wishes that is not illegal under criminal or civil codes. He may place a very high value on this freedom, but he must keep in mind that his neighbor also has this freedom. If Mr. X decides to build a tourist attraction on his land and his neighbor decides to use his land for a slaughter house facility, the value of Mr. X’s land will suffer by
virtue of his neighbor exercising the same freedom that Mr. X considered important.

In areas where there is but one accepted use for land (for example, counties that are all range land), a zoning ordinance would serve little purpose. However, in the Black Hills region, the Great Lakes region, and in eastern and south central South Dakota there is considerable competition for land use. This competition is likely to increase as new highway systems bring more people to the area.

POINT 12 — The Timing of Zoning

If an effort to accomplish zoning is to be made, when should it be made? There are three points in time that should be considered. In order of desirability they are as follows:

1. Before incompatible facilities have grown up side by side and their incompatibility has begun to affect desirability of use and, therefore, of land and property values.
2. After some cases of incompatible land use are in evidence, but their incompatibility has not yet caused widespread depression in land values and economic growth.
3. After incompatible land use is so widespread that it has inspired economic stagnation, and land and property values have reached such a low point that owners do not receive even enough income to meet minimum requirements for health and safety.

Number one above is the most advantageous time to make a zoning effort for several reasons: (1) Since various interests have not yet begun to compete for the use of land, everyone looks at the problem more objectively. (2) The ordinance can “start from scratch” so to speak. There are no uses in existence around which use-districts tend to be drawn, even though it may not be the best location for that particular use-district. (3) There is little likelihood of the issue becoming controversial, since uses are not yet competing.

Most of the counties of the South Dakota Great Lakes are presently in this position, as well as many of the counties traversed by the interstate highways. Most of the counties of the Black Hills region are presently in category number two. What were advantages for category one will be disadvantages in the Black Hills region. This will simply mean that the job will be a little more difficult but surely not impossible.

Category two has one advantage over category one. It is usually easier to inspire interest in doing something, since people realize that time is running out.

South Dakota does not have any area that has reached the proportions described in category three. A good example would be the cutover timber lands in the counties of northern Wisconsin, as they were in the 1920’s and 1930’s. This area is now zoned, and its economic growth has been re-established, but at a tremendous cost to private individuals, county, and state governments.

THE PLANNING PROCESS

Planning, as related to zoning, involves six steps.

1. Collect facts regarding physical, human, and institutional resources available.
2. Analyze present and potential opportunities for development using the physical, human, and institutional resources available.
3. Establish goals for development.
4. Draw up a plan to reach these goals.
5. Draw up the proposed ordinance.
6. Keep the plan and ordinance up to date.

Now consider each of these steps separately.

STEP 1 — Collection of Facts

Usually 70 to 80% of the data needed to establish facts regarding a county’s or city’s physical, human, and institutional resources can be found in records already available in local offices. The county agent, WUC and ASCS office managers probably have the largest share with superintendents of schools, assessors and street or highway engineers also making large contributions.

Under physical resources, data must be collected on soil, water, timberland, roads, industrial development, minerals, railways, airlines, wetlands, wildlife, public utilities, public lands, private land, tax delinquent land and others.

Under human resources, data should be compiled on population, population distribution, age groups, educational levels by age groups, present occupation by age groups, incomes in various occupational groupings, in-migration, out-migration, church affiliation, and such others as may be of value locally.

The institutional resources that should receive the most attention are schools, churches, and local governmental organizations, since the intellectual and moral status and the governmental framework of the county will greatly influence the selection of realistic goals. Other important institutional resources are credit facilities, news media, and civic groups.

STEP 2 — Analysis of Facts

When the data is collected, it must be subjected to a two-step analysis. The first part of the analysis involves getting the data collected into useable form.
Some data will be the most meaningful if placed on charts or graphs. Other data is more usable in tables or on maps. Don’t try to analyze the data until it is in a usable, meaningful form.

The second step constitutes the analysis and should answer two questions: (1) What resources are strong enough to stand further exploitation? (2) What weak resources can be strengthened? A few examples are given:

1. If it is found that the better agricultural land can be made still more productive by the use of more fertilizer, then this is a strong resource that can be further exploited.

2. If it is found that the hilly, poorer quality agricultural land is eroding and is already being exploited beyond its capabilities, then a weak resource exists that should be managed differently.

3. When human resources are examined many interesting and often startling things may appear. If the age group analysis should show that there is a relatively small percentage of the people in ages 20 to 60, a slightly larger relative percentage over 60 and a much larger relative percentage under 20, it will mean that more people will be moving into the labor force in the years ahead than will be moving out of it. This raises more questions. Will more intensive use of the good agricultural land absorb any of these new members of the labor force? Probably not very many, if any. Where can they be absorbed? Perhaps further analysis shows that there is a real need for people in some of the service fields. But will these young people have the skills they need for the service jobs or can they get them?

When this balancing of physical resources against human and institutional resources is completed, all-important step three should be taken.

**STEP 3 — Selecting Goals**

Having collected all pertinent facts relative to the community and having carefully analyzed them individually and collectively, the** possible goals** should begin to appear. Some examples are listed below. No community should take these goals and attempt to fit the community to the goals. On the contrary, the** goals should be selected to fit the community.**

1. Protect or improve the tax base.
2. Prevent waste of land.
3. Encourage industry.
4. Save best land for agriculture.
5. Preserve wildlife habitat.
6. Keep housing development off flood plains.
7. Preserve and develop recreational lands.
8. Keep the community clean and attractive.
9. Prevent a “sprawling” population.
11. Encourage tourism.

Undoubtedly the overriding goal in this list is the first one, since the others will all contribute toward improving the tax base.

Just to make sure that goals are realistic and not the product of wishful thinking, submit the goals to the following test. Every question listed should rate a “yes” answer.

1. Are the goals realistic in view of the physical resources available or obtainable?
2. Are the goals realistic in view of human resources available or obtainable?
3. Are the goals realistic in view of the institutional resources available or obtainable?
4. Are the goals socially acceptable?
5. Are the goals within the economic capabilities of the area and its people?
6. Are the goals realistic within the framework of the governmental structure?

Each of these questions is probably equally important, but No. 4 should receive special attention. Are the goals socially acceptable? This question is the one most frequently slighted by planners.

Planners, whether they be planning commissions or hired professional planners, frequently get “carried away” with their work. They collect, analyze, and evaluate data until they arrive at a point where they know, in their own minds, what is good for the people of the community. They are sure that if their plan is followed, the community will be a better, more prosperous place. They then receive quite a shock if they discover that the people of the community don’t agree with them. This pitfall can be avoided by extensive use of citizens’ planning groups.

**STEP 4 — Drawing Up the Plan**

The next step is to draw up a plan that will result in the fulfillment of selected goals.

The plan should be long range. It will contain many changes that could not take place for some years. It should be all inclusive, containing such things as plans for highways, water resources developments, schools and medical facilities. Use-districts for parks and recreational areas, industrial areas, commercial areas, agricultural areas, forest areas (in some parts of the state), fish and wildlife areas should be mapped. Agricultural use-districts should not be slighted. Attempt to conserve the best agricultural land for that use.

If a planner is hired, he will do all the detailed work and submit the plan to the Zoning Commission.
for approval. The Zoning Commission should then hold hearings on the proposed plan and approve it or request revisions based on the hearings. The plan then goes to the board of county or city commissioners for final action. (See Zoning Law)

**STEP 5 — Drawing Up the Proposed Ordinance**

A proposed zoning ordinance that will encourage the things to happen that will result in ultimate accomplishment of the plan should now be drawn up. This is what will be accepted or rejected by the people of the community and the officials of local government.

This document must be in detail and must show use-districts (industrial, recreational, agricultural, etc.) on a use-district map along with what is permitted and what is restricted in each use-district, methods of enforcement, provisions for changes and amendments, inspection procedures, a section of definitions, effective date, conditions for permits, non-conforming uses, and validity.

If the planning process previously discussed has been accomplished in cooperation with one or more citizens’ committees and there is widespread knowledge of what has been going on, the proposed ordinance will probably be quite well accepted since people will recognize it for what it should be—a tool to put the plan into effect. Hired planners will prepare the proposed ordinance if this is a part of the contract arrangements made with them.

**STEP 6 — Keeping the Plan Up-to-Date**

Plans and ordinances must be updated periodically as conditions change. Sometimes even goals may be advantageously changed. For this reason, planning is a never ending process.

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**WHO DOES THE PLANNING**

Planning is done by zoning commissions under the direction of boards of county and/or city commissioners, with help from citizens’ planning committees. Technical work is done by local technical sub-committees and/or hired professional planners.

A suggested organization for a citizens’ planning committee is shown below. No community should assume, however, that this organization is the only one possible. Variations should be made to fit local conditions.

**Suggested Citizens Planning Committee**

**Committee Proper**
- Zoning Commissioners
- Farm Organizations
- Chambers of Commerce
- Women’s Organizations
- Extension Boards
- Development Associations
- ASCS Committeeemen
- Wildlife Clubs
- Power Suppliers
- Service Clubs
- Soil and Water Organizations
- Others as needed

**Technical Sub-Committee**

**Local Members**
- County Extension Agents
- WUC
- ASCS Office Manager
- Assessors
- Street and Highway Engineers
- Superintendents of Schools
- County FHA

**State and Federal**
- (would be called on only occasionally)
- Game, Fish and Parks
- State Dept. of Health
- Water Resources Commission
- Corp of Army Engineers
- Bureau of Reclamation
- Others as needed

Communities or counties may secure the services of hired planners. Section 701 of the Federal Housing Act of 1954, as amended, provides that two-thirds of the cost of the planning program can be paid from federal funds to most cities or counties having populations of less than 50,000. Most South Dakota cities and counties qualify for this assistance, but individual inquiry should be made.

There is no doubt that well-qualified professional planners are available from private engineering and planning firms; however, if communities decide to hire one, care should be taken in how the service is used. Hiring such a firm does not relieve the committee proper (shown above) or the Zoning Commission of any of its responsibility. It will, however, take the job of preparing the plan off the shoulders of the technical sub-committee. The committee proper remains the representatives of the people. They must make the recommendations to the county commissioners. Be sure that the plan represents the people’s wishes and that it does not wind up as a product of the hired planner. If this happens, the plan has little chance of success.

The hired planner should not be expected to select the goals for the community. One would not ask a contractor to build a house without providing a floor plan. Nor should one expect a planner to provide a plan without giving him goals. The Zoning Commission with assistance from citizens’ committees should carry the planning process, as described in preceding paragraphs, through Step 3. When goals are submitted to the professional planner, he should be asked to re-evaluate the resources on which goal selection
has been based and to show cause why goals should be changed if that is his opinion.

This may sound like duplication of effort, but it really amounts to taking advantage of professional training and experience after having become sufficiently knowledgeable to discuss the issues intelligently. Local committees will be knowledgeable because they will have been through these three steps of planning process.

**Tools Planners Need**

Throughout the planning process, persons responsible for the job will have need of tools with which to work. Most of these tools are statistical data, and most of it is available in various local offices. The remainder can be found in various state offices. Some of the more important tools are listed:

1. **Population statistics**—density, distribution, age groups.
2. **Schools**—type, location, enrollment, curriculums.
3. **Farms**—size, abandon.
4. **Land ownerships**—private, state, federal, tax delinquent.
5. **Soils**—types, topography, drainage, class.
6. **Available water supplies**—surface, underground.
7. **Roads**—county, state, federal, proposed.
8. **Recreational developments**—present, proposed, potential.
9. **Industries**—present, proposed.
10. **Utilities**.
11. **Service facilities**—present, needed.
12. **Maps, maps and more maps**.

The need for maps is emphasized because it is an effective way of making statistical data meaningful. All of the tools mentioned above and many others can be effectively plotted on base maps of the area.

The task of assembling data and plotting it on maps is normally the job of the technical sub-committee and/or the professional planner if one is hired. It should be remembered that the assembly of data on maps is not an end in itself but rather a means to an end.

**WHERE TOWN AND CITY MEET**

The “fringe area” around towns and cities frequently acquires unrealistic agricultural land values. This is particularly true if the city is growing and expanding.

Certainly it is in the best interests of both rural and urban people to have prosperous cities. But as has been previously stated, cites plan and zone under laws somewhat different from those affecting the rural part of the county.

These two planning and zoning commissions need to get together. If the city is to grow in an orderly manner, it needs to plan its growth with assurance that it will be able to fulfill its plans. If the city wishes to plan for its future growth but the rural area is not active, the city has two alternatives. First, it can let itself “grow up like Topsey” via the urban sprawl route and hope that it can later annex the sprawl without taking on too many undesirable features. Or, it can annex rural lands, zone it into desired use-districts, and try to force growth of the kind it wants onto the annexed area.

Neither of these alternatives is very desirable. The problems of urban sprawl have already been discussed. If the city chooses the second alternative, it has no assurance that growth will take place on the newly annexed area. The city may, instead, “sprawl” in some other direction.

A rural area that wishes to plan and a city that does nothing can pose equally frustrating problems. The obvious answer then is for the County Zoning Commission (rural) and City Commission to plan and zone jointly in the city fringe area. This joint planning and zoning should be done in a three mile fringe around the city limits.

**MULTI-COUNTY PLANNING**

Each county must have its own rural zoning ordinance, and each city must have its own ordinance, but there is no reason why blocks of counties cannot plan jointly. This is often an advantage since a more comprehensive and meaningful plan can be prepared. Also, hired consultants would probably bid lower on a multi-county contract than they would bid for the same group of counties taken separately.

Examples of blocks of counties that could advantageously plan together would be the Black Hills region, adjoining counties along the Great Lakes of South Dakota, adjoining counties traversed by the interstate highways, and counties of the northeast lake region.

**SOUTH DAKOTA ZONING LAWS**

The state zoning laws are subject to revision by the legislature whenever such change seems desirable. For this reason, the legal steps required to conform with the provisions of law are discussed in a one page Extension Fact Sheet available at County Extension Offices. This has been done to avoid expensive revisions of this publication whenever legislative revisions are made in the laws.
YOUR ESTIMATE OF THE SITUATION

Yes  No

POINT 1. Do you think planning and zoning would help to stabilize or improve land values in your areas?

POINT 2. Will it increase income to your local government?

POINT 3. Would it tend to move poor agricultural land into nonagricultural uses, save the best land for agriculture, increase local demand for certain agricultural commodities and thereby improve the total agricultural outlook in your area?

POINT 4. Do you think it would improve your tourist trade?

POINT 5. Would it enhance natural beauty in your area and therefore indirectly encourage tourist trade?

POINT 6. Could it improve the billboard situation or would roadside use districts be of value in your area?

POINT 7. Will it help control automobile graveyards and junkyards in your area?

POINT 8. Are there places in your community where health and safety are becoming issues?

POINT 9. Is urban sprawl a problem in your community?

POINT 10. Can you think of any place in your county where flood plain zoning would be helpful in future development?

POINT 11. Assuming that zoning will be a freedom loss, do you think your community might be better off with this freedom restricted?

POINT 12. Is it time to make a zoning effort in your county?