

## Lead Comprehensive Plan

In 2004, the City of Lead was involved in an organized and systematic attempt to closely look at the current status and future outlook of the city. In an effort to create a vision of what the City wanted to become, a framework for shaping future growth and change, for protecting what the community values, for enhancing what the community wants to improve, and for creating what the community feels is missing was laid out in the Lead Comprehensive Plan. The Lead Comprehensive Plan Steering Committee was made up of the following individuals Tom Nelson, Jacque Fuller, Karl Burke, Francis Toscana, Joy McCracken, Dave Snyder, Terry Weisenberg, Dr. Richard Gowen, Dee Black, Roger Merriman and Harley Lux.

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

- **Issues, Opportunities, and Vision** – Provides a brief history of Lead, summarizes demographic background and trends, identifies emerging issues and desired assets, articulates a vision statement, and defines the overall planning and development principles to guide future development and redevelopment over a 10-year planning and implementation period.
- **Land Use and Growth Management** – Describes existing land use patterns, identifies land use issues and needs, identifies strategic directions for land use and growth management, and develops goals and policies for guiding changes in land use and development, as well as providing a framework for infrastructure planning..
- **Community Design and Cultural Resources**– Describes the existing natural and man-made landscape, identifies issues and needs as articulated in the February 23, 2004 Community Design Workshop, and develops goals and policies so that Lead can provide a clear and rich image that people can recognize, understand, be proud of, and remember.
- **Transportation and Parking**– Describes the existing transportation system, transportation issues and needs. Sets forth transportation goals and policies.
- **Community Facilities, Parks, and Utilities** – Describes the existing situation with respect to municipal administration, parks and recreation services, emergency services (police, fire, and emergency medical), water system, sanitary sewers, other utilities, schools, library services, and health care. Describes issues and needs. Sets forth plan direction, goals, and policies.
- **Economic Development** – Describes the existing labor force and economic base, and issues and needs. Sets forth plan directions, goals, and policies.
- **Housing**– Describes Lead’s existing housing stock, housing market trends, and issues and needs. Sets forth housing directions, goals, and policies.
- **Implementation** – Sets forth, in matrix format, all of the goals and policies of the Lead Comprehensive Plan, and indicates the high priority Action Steps to be completed within the first five years of implementation. The Action Steps include recommendations for capital improvements, detailed concept plans, creation of new programs, cooperative efforts with other jurisdictions, and further planning and design analysis to provide the basis for concrete projects.

Recently, a committee was appointed by the Mayor to revisit the Comprehensive Plan. That committee is made up of Nick Krebs, Les Roselles, Michelle Eddy, Marlo Heupel, Dan Leikvold, Dave Morris and Bob Bratcher.

This new committee will take the following course of action:

- Determine which goals, policies, and action steps in the Plan have already been met or completed.
- Of the remaining goals, policies and action steps, which ones should be deleted or retained.
- Determine if any goals, policies, and action steps should be added.
- Identify short term goals that can be accomplished quickly and efficiently.
- Prioritize agreed upon goals, policies, and action steps.

After this important work is done, the committee will follow these important guidelines:

- Seek community input on all aspects of the Plan from the following groups: City Employees; City Commissioners; Planning and Zoning Commission; Historic Preservation Commission; Local Students; Media; Ministerial Association; and any other interested citizens, taxpayers, and interested parties.
- Identify and recruit lead organizations to be involved in action steps.
- Develop a public relations/media approach
- The two most important aspects of comprehensive planning are garnering community support for the Plan and actually getting to the point of implementing the Plan.
- Incorporate the findings of the rural Learning Center Design workshop into the Plan.

The first step in revisiting the planning process must be to identify what we want our community to look like. To accomplish the objective of creating a community of our choice, the City must create and accept action plans that concentrate human and capital resources on the areas it deems most vital.

Here are some major concepts to guide the planning process:

- There needs to be a shift in our thinking from who is going to help us to we must help ourselves.
- Seek to build partnerships throughout the community.
- The community should set high expectations and get citizens to meet them.
- There needs to be strong leadership from elected and non-elected officials that shows a visible commitment to the Plan and making the community vision a reality.
- Identify barriers and opportunities and understand the difference between them.

The world is changing and we need to change with it—seeking to enhance and improve upon the way we do things. We currently live in a world of continuous change and changes are occurring at an exponential rate. Times have changed in the types of jobs the futures holds, the demographics of our people, the role of the information superhighway, and in public scrutiny. In this new world, creativity, personal responsibility and innovation will be in even greater demand, and the skill of people to plan and implement their own vision without external direction will be the key to success.

## Overview

The main objective of the Lead Comprehensive Plan is to provide a roadmap for how the community will look in twenty years. To achieve this vision, the community must take both short-term and long-term actions. As the Plan was drawn up in 2004 and this committee is just beginning to revisit it in 2008, many of the actions suggested have already been completed, begun, or considered. Others, however, have either not been undertaken or have been disregarded as not tenable. The committee will undertake to rediscover what that vision of the future is, what has been done to move toward it in the past four years, and to determine that which is no longer viewed as plausible.

## Vision

Throughout the Comprehensive Plan, the overriding theme is that the community wishes to maintain its historical nature while reinventing itself for the future as a vibrant and economically viable community that provides world class services to its residents and visitors. A wide array of concepts has been outlined to achieve that vision. Many of the same themes found in the Comprehensive Plan were expressed during the Design Workshop organized by the Rural Learning Center in the spring of 2008.

Revitalization of the City Center, thus giving people opportunities to interact with each other in positive ways while growing the economic engines in the city were key premises to this vision. The maintaining of the downtown area as the central focus and gathering place of the community for entertainment, eating, and public functions was the cornerstone to the future of Lead. The preservation and enhancement of historic resources and the promotion and interpretation of the history of Lead was favored by a large majority of stakeholders. In addition, respecting the distinctive character of established residential neighborhoods and non-residential areas was important to numerous citizens.

## What has been done or is ongoing?

1. Restore and adapt Roundhouse for reuse as Lead Archive. **This is in progress by a private entity.**
2. Provide financial incentives and education programs for home ownership, home improvements, and new home construction.-**NeighborWorks® Dakota Home Resources offers these types of programs.**
3. Create a series of related seasonal cultural events, publicized through a coordinated marketing program, to bring new visitors to Lead. **The Lead Area Chamber has been active in this including adding a Fall Festival in 2008.**
4. Assess current gateways and develop a program of improvement to entrance signage, landscaping, and way-finding. **This has been started by the Business Committee through the Chamber.**
5. Build on older ethnic neighborhood identities, including an ethnic heritage festival of food, arts and crafts, and performances, as well as improved ethnic neighborhood historic
6. interpretation. **See #3.**
7. Improve the appearance of Lead neighborhoods. **This is an ongoing effort by the Lead Neighborhood Council & NeighborWorks® Dakota Home Resources.**
8. Utilize NHS neighborhood demonstration project to spruce up the Downtown, Create a demonstration project near Downtown.
9. Continue to utilize the Firewise Program for treatment of land and mapping of key information. **This is ongoing.**
10. Support the continuation of fire fighting/emergency services education and prevention programs for Lead residents and businesses.
11. Identify potential sites for future telecommunications facilities as well as cell towers.

12. Review zoning code; develop architectural design guidelines for rehabilitation and for new development, including setback and landscaping guidelines for corridor development.
13. Study City administrative structure and service delivery systems to determine if an alternative approach would reduce taxes, reduce costs, and/or improve services. **This was done in 2005 or 2006 when the City changed to a City Administrator.**
14. Increase building code enforcement activities.
15. Work with the South Dakota Housing Development Authority, Lead Neighborhood Council, Neighborhood Housing Services of the Black Hills and others to leverage resources for rehabilitation. **This is ongoing and NeighborWorks® DHR brings in over \$200,000 annually to provide these services (majority going to Lead.)**
16. Adopt and enforce a building code.
17. Establish sign ordinance and sign design guidelines.
18. Research restricting billboards and other large advertisements.
19. Require all new sewage generators to hook up to the Sanitary District system.
20. Prepare a multi-year street reconstruction, enhancement, and maintenance program, including retaining wall repair or replacement, using consistent and historically sensitive materials.
21. Expand the information available on the City's website, <http://www.leadmethere.org/index.html> to include more detailed information on various economic development programs, economic data, community events, business opportunities, and marketing materials. **This is being worked on through the Lead Area**
22. Create a ten-year Capital Improvement Plan (CIP) that prioritizes infrastructure projects and targets a specific year for each project.
23. Create a fee for service policy/program for municipal services outside Lead's corporate city limits.
24. Expand sponsoring of annual small business administration training sessions. **NeighborWorks® Dakota Home Resources offers a class for this exact purpose. "Business Sense"**
25. Upgrade firefighting and emergency services facilities.
26. Complete Opera House restoration. Recreate expanded plaza/courtyard. **This is in progress.**
27. Proactively seek out economic development funds, including revolving loan funds.
28. Establish a reliable funding source to encourage home renovations. (see "This Old House" tax credits, façade revolving loan programs, creative utility payment plans [see Xcel Energy], leverage the fact that some utilities are locally controlled). **NeighborWorks® DHR has programs available and the Redevelopment Tax Incentive was established for this purpose.**
29. Comprehensively update the subdivision regulations.
30. Adopt ordinances and regulations that protect environmentally sensitive features such as wetlands, waterways, and steep slopes from excessive impacts due to residential development.
31. Encourage beautification efforts, including but not limited to, landscaping, and signage at entrances to the city, as well as at other key points. **Lead Beautification and the Business Committee have been working on this.**
32. Study the possibility of restricting businesses from allowing their employees to park on Main Street. **This was done in 2006, but may not be being enforced.**
33. Examine the feasibility of one way pairs on Main Street and Julius Street. **This was looked at in 2005-06 but nothing ever came of it.**
34. Carry out study of parking needs and opportunities in the Downtown; examine shared parking for Cornerstone Attractions. **This was done in 2006.**

35. Work cooperatively with the Lead-Deadwood School District to ensure a high quality educational experience for Lead youth. **This is being addressed by the School Board.**
36. Evaluate and implement various financing programs for improving existing properties such as a low-interest loan program for façade improvements or volunteer-driven simple improvement programs such as “Paint the Town.” **In 2007, the Lead Neighborhood Council and the City of Lead implemented the Lead Exterior Grant program. 40 grants have been awarded in 2007 and 2008. Paint the Town, Tri-City Clean Up and Plant the Town are all events sponsored by NeighborWorks® Dakota Home Resources that work towards neighborhood and community revitalization.**
37. Research establishing a storm water management plan, as well as separating sanitary sewer and storm sewer.
38. Develop standards for the City to maximize its investment for new services in new subdivisions.
39. Examine feasibility of using special assessments in combination with general fund revenues to leverage public improvement funds.

#### **What should be done within two years?**

1. Utilize and clean-up unused or underutilized properties.
- 2.. Conduct assessment of using TIF district financing to remove blighted areas in the Downtown.
3. Commit to financial support to the "Black Hills Visions" program, which helps provide funding for an incubator for new business start-ups. **This has been done and is ongoing.**
4. Support the creation of the Education and Visitor Center as proposed by the South Dakota Science and Technology Authority, as part of the outreach program of the Deep Underground Science and Engineering Laboratory (DUSEL).
5. Contact all former Lead High School graduates and former Homestake employees as part of a "Come Back to Lead" program. **The Lead Neighborhood Council has plans to start a “Home Fest” to begin in 2009. This will be neighborhood driven.**
6. Identify long-term transportation corridors to provide access to and within the City as development occurs.
7. Work with applicable transit authorities to maximize transit opportunities for the community, including a visitor trolley between Lead and Deadwood.
8. Provide the highest quality potable water possible to meet the domestic and commercial needs of the community.
9. Provide a distribution system that has adequate pressure, supplies for future development, and includes looping of mains to improve quality of water service and fire flow protection.
10. Establish fees and assessment procedures to generate revenue through sewer availability charges and lateral connections fees for benefited properties to finance required system improvements and utility line extension.
11. Promote conservation and use of the City’s water system to improve efficiency in the system and to minimize the need to increase water rates.
12. Establish standards and guidelines to formally establish a framework for prioritizing capital improvement expenditures, and for judging expenditure requests.
13. Create a fiscally responsible plan for recovering the infrastructure costs of new development.
14. Conduct a housing study that includes (1) a thorough inventory and inspection of existing housing units, and (2) identifies concentrations of substandard, blighted or deficient housing. **This was complete in 2007 by NeighborWorks® DHR and is available at [www.nhsblackhills.org](http://www.nhsblackhills.org).**

15. Update the zoning ordinance and related documents to strengthen property maintenance, nuisance, outdoor storage, and other land use and performance standards that impact neighborhood character.
16. Establish a new marketing initiative within an existing organization, or create a new umbrella organization of nonprofits and for-profit entities in Lead, to develop, fund, and guide a marketing program that focuses on quality of life and visitor attractions, that includes funding for a Director and makes maximum use of internet resources. **Currently the non-profits meet on a monthly basis to share information and work together.**
17. Evaluate methods and tools to provide landlord assistance and education for property maintenance.
18. Prepare an alternatives analysis to document the need to renovate or replace City Hall to correct structural, space, and public accommodation deficiencies. The study should consider joint use options with other entities, as well as possible adaptive reuse of the existing building for either commercial or library purposes.
19. Encourage the extension of public sewer and water services to areas outside the corporate boundaries of Lead to allow for annexation.

**What items are the top priorities that are the keys to establishing the vision of the future and need a long term commitment of human and capital resources?**

1. Promote the preservation and rehabilitation of the existing housing stock
2. Create an endowment to augment the funding of the YMCA, and help it to be more self-supporting. Create a Plan to enhance the YMCA as a community center for all age groups.
3. Provide support attractions for the gaming and tourism industries, coordinating with Deadwood marketing programs.
4. Increase visitor volume and diversity.
5. Support and pursue initiatives that encourage tourists to return to Lead.
6. Develop an aggressive program of building and property inspection, including incentives for repair and rehabilitation.
7. Identify on the Future Land Use Map areas that are guided for new single family and multi-family housing. Assist various organizations in identifying the housing needs and preferences of retirees. **See housing study.**
8. Adopt the necessary official controls to provide adequate parkland, facilities and equipment to new residents as development occurs.
9. Relocate expanded Library and Mining Museum to new sites in the Downtown.
10. Provide housing type choices for those that are missing in Lead's housing stock, including move-up and down size options, and senior/assisted living facilities.
11. Ensure that new and infill housing complements existing character, to differentiate Lead and build on its unique attributes.
12. Prepare a Mickelson Trailhead plan, including amenities, parking and trolley opportunities, and route alignments/expansions to connect this non-motorized Trail to the downtowns of Lead, Deadwood, and Central City, and the neighborhoods.
13. Capitalize on the venue provided by the Opera House/Smart Center by developing a guild system to house a company of actors, dancers, and other performers, offering apprenticeships and training programs, and expanding the facilities of the Smart Center as a business resource.
14. Expand library services and consider relocation to another existing or new building within the Downtown area.
15. Develop Lead's new residential areas with the intent to create special places of enduring quality with a variety and pattern echoing the best of Lead's small community character, i.e. great neighborhoods, not just subdivisions. Require all subdivisions to adhere to

- long-range plans for streets, trails, parks, and utility corridors to ensure continuity of development patterns and implementation of community priorities.
16. Establish a distinctive sense of place in the Downtown (and nearby neighborhoods) that reflects and highlights Lead's heritage, and is attractive, pedestrian-friendly, and unique pedestrian amenities in the downtown, with connections to the neighborhoods.
  17. Create a program for completing the "Cornerstone Attractions" development efforts. Use these restoration programs as a catalyst for enhancing the financial vitality and creative health of Lead. Cornerstone Attractions are: Opera House, Mining Museum, Visitors Center, the Open Cut, and Roundhouse.
  18. Coordinate the heritage tourism visitor programs of the Cornerstone Attractions to tell the story of Lead and the surrounding area.
  19. Foster new development that respects the character of Lead as defined by its distinctive natural and historic features.
  20. Retain or enhance scenic views, whenever possible.
  21. Increase the visibility of Lead's historic and cultural resources in the downtown area through various historic preservation regulatory tools and incentives.
  22. Work with private developers and governmental entities to develop policies and standards to place primary and secondary power lines (and associated communication lines) underground.
  23. Provide opportunities for development of venues and support facilities for seasonal visitor attractions, including increased variety in visitor accommodations that take particular advantage of Lead's historic character, such as bed and breakfast operations.
  24. Promote and provide for a mix of safe housing options for various income levels and lifecycle stages, including single-family homes, attached units such as apartments, town homes, manufactured homes, congregate care or group homes that accommodate a diversity of residents.
  25. Require commercial, industrial, civic, and institutional development to be designed in ways that minimize conflicts with adjacent homes and neighborhoods, and conforms to the character of the natural landscape.

**Not a top priority**

1. Create a program to focus on and attract retired baby boomers to relocate to Lead.
2. Explore aggregating economic development resources and programs by combining the Lead Economic Area Development Corporation and Lead Chamber of Commerce. **The Lead Economic Area Development has merged with Deadwood Economic Development.**
3. Create an incubator for new business start-ups.
4. Establish Lead as a National Historic Landmark.
5. Explore the development of an extension campus (of a nearby university) or a trade school.
6. Develop a partnership program with Deadwood for joint marketing of events and visitor services.
7. Conduct a follow-up housing inventory from the 1996 Community Builder Plan.
8. Identify infill sites; conduct geotechnical research of infill sites to determine what type of foundations are needed.
9. Provide a balance of housing types and life-cycle/affordability options for people that currently reside or desire to live in Lead.
10. Encourage active business involvement in economic development initiatives through coordinated projects, holding regularly scheduled open public meetings Lead Economic Area Development Corporation. **The Lead Area Development Corporation no longer exists.**
11. Continue to support the operation of the Lead Smart Center in the Opera House. **The Smart Center is not currently in use.**

12. Conduct a detailed market study to identify the Lead trade area and specific small- and large-scale businesses and nontraditional industries to recruit (such as niche retail, arts, crafts, and home-based businesses), and firms that could complement and supply needed materials and services for the proposed underground laboratory.
13. Evaluate implementing tax incentives such as short-term tax reductions to new large-scale employers and the use of tax increment financing (TIF) and creating TIF districts.
14. Work with Chamber of Commerce to facilitate meetings among employers and institutions to share strategic planning information.
15. Create a new special (entertainment) venue in the Downtown, including a shared parking facility with access from Main Street and Julius Street.
16. Study the cost/benefits of Terry Peak and Nevada Gulch development opportunities.
17. Develop a program to attract non-traditional enterprises (niche retail, arts, crafts, home-based businesses), and visitor-focused amenity businesses (restaurants, coffee shop, ice cream, bed-and-breakfast operations) in the Downtown.
18. Attract entrepreneurs and virtual companies. Make connections to universities and technical schools.
19. Attract educated workers and families with useful skills, including technicians and entrepreneurs.
20. Encourage the sharing of strategic planning information among employers and businesses to identify opportunities of mutual benefit.
21. Actively pursue public and private partnerships to coordinate economic development efforts with other entities that have complementary objectives and resources.
22. Strategically plan public capital improvements and infrastructure projects to catalyze additional investment within and adjacent to the project area.
23. Update utility design standards for streets and related infrastructure to accommodate telecommunications infrastructure in the public rights of way.
24. Examine existing corridors and spaces within Homestake properties to identify those that need to be preserved for future public use.
25. Use infill development to maximize infrastructure investments.
26. Review/revise zoning ordinance to provide for shared parking arrangements.
27. Prepare a feasibility study for new and expanded firefighting and emergency facilities to address: (1) assessment of current and projected future needs, (2) development program, (3) site location analysis, (4) capital and operating costs, (5) development schedule, and (6) funding strategy.
28. Work with neighboring jurisdictions to explore the feasibility and efficiency of joint purchasing and equipment use (public works, police, and fire).
29. Create a Trail Master Plan that identifies preliminary locations of future on-street and off-street recreational trails

**Where do these go?**

1. Assist the Neighborhood Housing Services of the Black Hills with the Lead Demonstration Project for Creating Neighborhoods of Choice and related projects; support future projects.
2. Identify and seek out infill opportunities to remove or improve substandard housing and to provide replacement housing in the existing Lead neighborhoods.
3. Provide meaningful opportunities for public involvement in land use issues and public investment decisions that directly affect existing neighborhoods
4. Research and identify scenic views and corridors. Analyze Homestake properties that facilitate these views.
5. Establish system of wayfinding signs (entry program and tourist directional devices).

6. Establish a streetscape beautification program to address design issues in the public areas (city signs, street lights, benches, miniparks, retaining walls). Examine possible partnerships for implementation, such as bed-and-breakfast operations.
7. Create residential design guidelines and standards.
8. Establish a Main Street Program, with a façade improvement program, comprising specific and coordinated elements of design, organization, promotion, and economic restructuring.
9. Develop land use development standards that promote safe and efficient access to the transportation system.
10. Develop a local transportation system design and standards that protects the scenic beauty and natural resources of the City while managing and shaping growth consistent with the Comprehensive Plan direction.
11. Identify potential trail corridors for long-term linkage to neighborhoods and public parks.
12. Plan an infrastructure improvement, maintenance, and replacement program that maintains the existing roadways, trails, and sidewalks, while promoting orderly development in new areas.
13. Develop land uses and access spacing guidelines compatible with the functional classification of the regional highway system.
14. Establish a local transportation network that preserves neighborhood identity but links neighborhoods together and to community parks and facilities.
15. Coordinate transportation planning and system improvements with Lawrence County and SDDOT.
16. Develop an overall downtown parking strategy, specifically looking at parking availability for users of downtown businesses, as well as institutional and entertainment services for visitors, with special focus on the programs of Lead's Cornerstone Attractions.
17. Identify potential sites for structured parking downtown.
18. Reestablish and rehab neighborhood stairways, in a historically sensitive manner.
19. Study the feasibility and route/destination options (such as the Opera House, Roundhouse, new Education and Visitor Center, etc.) for a trolley as a circulation for both tourists and residents, including analysis of an expanded schedule and high frequency of service.
20. Review/revise zoning ordinance to provide for shared parking arrangements.
21. Prepare a traffic management plan for accommodating truck and other vehicle traffic for Science Lab construction and operation, and handling excavated rock and other materials.
22. Examine the need to renovate or replace City Hall to correct structural, space, and public accommodation deficiencies.
23. Identify and inventory unique natural areas that should be considered for protection.
24. Adopt the necessary official controls to protect natural areas threatened by development.
25. Create, and regularly update, an inventory of the existing conditions of park facilities and equipment.
26. Improve the safety of existing trails, roads and paths between existing parks.
27. Require new developments and other activities that disturb the soil or vegetation to employ appropriate erosion and sediment control measures to minimize any adverse impacts to the natural environment.
28. Require storm water ponds to both detain storm water runoff and to treat storm water runoff prior to discharge into wetlands, lakes, and streams.
29. New or significant expansions of non-residential development and residential subdivisions should be reviewed by a registered engineer to ensure proper management of storm water runoff.

30. Establish fees and assessment procedures to generate revenue through sewer availability charges and lateral connections fees for benefited properties to finance required system improvements and utility line extension.
31. Require developers and subdividers to provide service extensions as needed to provide service to new subdivisions and new developing areas.
32. Provide trunk sewer lines of a size sufficient to handle existing and future sewage flow consistent with expansion of the developed areas and provisions in this comprehensive plan.
33. Create a pavement management plan that inventories the existing condition of each paved surface within City limits and sets target years for patching, seal coating, and reconstruction.
34. Cooperate with other jurisdictions to achieve greater coverage, effectiveness, and cost efficiencies in fire protection, crime prevention, and law enforcement.
35. Encourage the development of job readiness skills for adults.
36. Design services and programs in response to needs resulting from demographic and societal changes in Lead.
37. Work with state and county officials to identify options for collaborating with the private sector to obtain improved telecommunications service.