



MOVING

FORWARD

Planning Ahead



MINNEHAHA
COUNTY

ENVISION 2045

Acknowledgments

The Minnehaha County Planning Department extends a special thank you to this group of citizens and community leaders for their time and efforts in forming the original Envision 2035 Comprehensive Plan.

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The Minnehaha County Planning Department extends a special thank you to this group of citizens and community leaders for their time and efforts in forming updates and new ideas for the 2045 Envision Comprehensive Plan.

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Map Data Disclaimer:

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Plan Overview

The purpose of the Envision 2045 Comprehensive Plan is to set the goals and priorities recommended by a multitude of stakeholders including county planning staff, task force members, advisory board, Planning Commission, County Commission, and members of the general public. The plan will provide direction in making land use and development decisions throughout the rural area of Minnehaha County. It will communicate your collective values, goals, and policies for current residents and future generations.

The future of Minnehaha County presents a unique challenge with the constantly changing complexity of the urban/rural dichotomy. The county must support growth management techniques that preserve the foundation of the local economy, in order to maintain a high level of efficiency as the state's leading agricultural producer. The county will be expected to address issues relating to the economic growth potential of the Sioux Falls Metropolitan Statistical Area and effectively manage this outward pressure, rural character and housing density, natural resource conservation and open space planning, transportation, public safety, and intergovernmental cooperation.

Envision 2045 represents an opportunity to engage the stakeholders involved in the planning process and allow for improved communication across forms of government. The process identified a general consensus among members of the public and the plan committee members that there should be a strong focus on supporting agricultural production and local farms. The plan is neither a beginning nor ending point, but a continual process for engaging the public in all land use and development decisions.

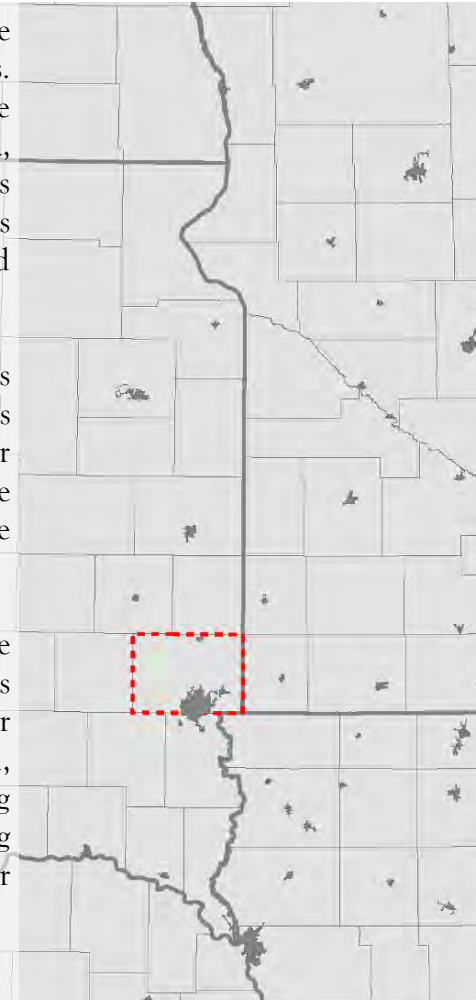
Envision 2045 is a tool to assist community leaders in the better representation of the needs of a growing total population, while managing the often contentious issues among the vast differences in types of landowners. The chapters throughout this document describe planning elements in greater detail, and outline the goals and action steps critical to effectively managing the issues presented in this plan.

Introduction

Minnehaha County, located in southeastern South Dakota, is nestled in a diverse region among the Midwestern and Central Plains landscape of the United States. The county is located at the crossroads of Interstates 90 and 29. The general nature of the local region consists of small rural towns in southeast South Dakota, southwestern Minnesota, and northwestern Iowa. Most notably, the Sioux Falls area is at the heart of generating a high level of economic growth that extends beyond the borders of Minnehaha County. Major cities in the Central Plains and Midwest region include Fargo, Minneapolis-St. Paul, Des Moines, and Omaha.

The boundary for Minnehaha County encompasses 814 square miles, includes eleven cities and towns, twenty-three townships, and three unincorporated towns with over 197,214 people (2020 Census). The county exercises jurisdiction over approximately 711 square miles to manage orderly growth and development of the rural area. Currently, there are an estimated 16,342 people living in the unincorporated towns and rural area (2020 Census).

Envision 2045 is a long-range planning document that offers a vision for the preservation and development of Minnehaha County for the next twenty years. This plan details policies and strategies including, but not limited to, elements for guiding the county on land use, parks, agriculture, environment, transportation, and intergovernmental support to enrich the lives of its citizens while maintaining and preserving its rural character. As the landscape continues to change, planning in Minnehaha County must evolve to continually provide responsible service for members of the general public.



Source: United States Census, 2013 Cartographic Boundaries

Vision

ENVISION 2045 AIMS TO ENSURE OPTIMUM GROWTH AND DEVELOPMENT OF THE RURAL AREA WHILE PROVIDING CITIZENS WITH INCREASED OPPORTUNITY FOR A BETTER QUALITY OF LIFE ALONG WITH ENHANCED ECONOMIC AND PHYSICAL VALUE.

Community Principles

Growth & Conservation

- Support the development of sustainable agricultural practices
- Balance rural housing with existing and new agricultural operations
- Consider costs and benefits of all new development proposals

Environmental Stewardship

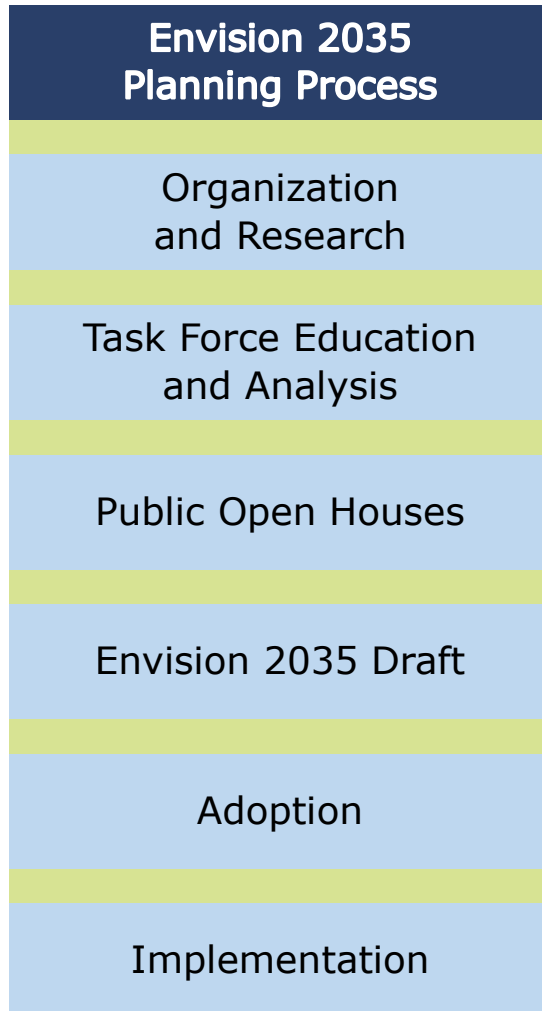
- Protect & Encourage wildlife habitats, patches, and corridors
- Promote low impact development to maintain rural character
- Provide for the needs of a growing population while protecting the safety and security of the general public

Transportation

- Coordinate efforts with local, state, and federal entities
- Encourage growth near major railroads and highway intersections
- Expand access to utilities and infrastructure for new businesses



Envision 2035 Comprehensive Planning Process



The County Commission appointed fourteen members to the Envision 2035 Task Force. The members included rural residents, business owners, and agricultural producers. In addition to the task force, an advisory board was created encompassing state, regional, and local governments, as well as large industry representatives. Over a two to three year period, the task force met monthly.

The process began with educational and fact gathering task force meetings, which brought various speakers of important topics to enhance the task force's knowledge on a variety of subject matters. This was followed by a period of brainstorming, discussions and debates, and idea production. From these sessions many different land use scenarios were created and contemplated.

A series of community meetings were held throughout the county to involve the county's residents and business owners in the development of this plan. The final months were spent drafting the Envision 2035 plan to exemplify the future of Minnehaha County.

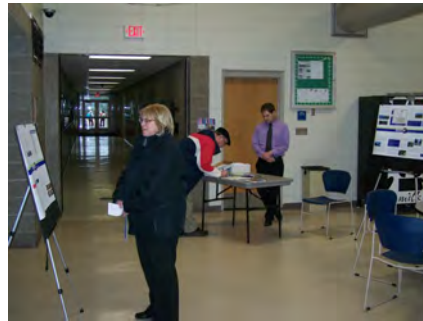


Four community open houses were held in the fall of 2012. In addition, a workshop was held in October 2014 to generate feedback on a few of the chapter topics. A public open house was held in March 2015 to gather feedback on the comprehensive plan draft document. The meeting sites were spread throughout the county to ensure maximum participation.

The open house meetings helped to build understanding of the project and credibility for the process, while also allowing staff and task force members to gain an understanding of the needs and interests of the county's constituency.

Five different stations were erected, each focusing on different aspects of the county's future. Through activities and in visiting with staff and task force members, participants were able to make detailed comments, suggestions, and criticisms.

- Task force was formed with representatives from the business, agricultural, and rural resident communities.
- An advisory committee had delegates from various government agencies and local businesses.
- A website was created for the public to review draft documents and provide feedback.
- Monthly updates were presented to the county Planning Commission.
- Planning staff had a booth at the county fair to solicit public input.
- Six community open house meetings were held throughout the county to provide opportunity for public comment.



Plan Elements

Economic Development	Rural Character & Housing Density	Land & Water Resources	Transportation	Future Land Use	Intergovernmental Cooperation
<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Agricultural Economy • Tax Climate • Entrepreneurial Atmosphere 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Density Zoning Preserves Farmland • Good Balance for Differing Land Uses 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Availability of Natural Resources • Strong Rural Quality of Life • Well Defined Drainage Network 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Crossroads of Two Major Interstates • Convenience to Major Railroads • Proximity to Sioux Falls Growth Center 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Prime Farmland • Existing Rural Service Areas • Park Amenities • School Facilities 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Joint Planning with Municipalities • Effective Dialogue with State/Federal/Other Entities • Update Services As Necessary
<p><i>Challenges</i></p> <ul style="list-style-type: none"> • Mitigate Impact of Competing Land Uses • Support Existing Operations and Businesses 	<p><i>Challenges</i></p> <ul style="list-style-type: none"> • Manage Population Growth Effectively • Potential Conflicts with CAFOs & Ag. Operations 	<p><i>Challenges</i></p> <ul style="list-style-type: none"> • Mitigate Impact of Economic Growth • Support Individual Landowner Rights • Conservation of Natural Resources for Future Generations. 	<p><i>Challenges</i></p> <ul style="list-style-type: none"> • Expand Access to Major Services • Provide for the Needs of a Growing Population • Access Management 	<p><i>Challenges</i></p> <ul style="list-style-type: none"> • Housing Demand • Agricultural Preservation • Development Corridors 	<p><i>Challenges</i></p> <ul style="list-style-type: none"> • Growth Management • Transition Area Development • Limited Funding Opportunities • Opportunities for Consolidation of Government

Envision 2035, Ten Year Update

Nearly ten years after writing the Envision 2035 Comprehensive Plan for Minnehaha County, the Planning Department was tasked with updating the plan. Statistics, charts, and maps were updated with new information. Some sections were updated as goals of the plan were completed.

A significant objective of the comprehensive plan update is to consider how residential land uses fit into the rural area of the county. Density zoning has dominated residential land use in the county since it was adopted in 1988. A task force was created to further study residential land use policy in the county. The task force met three times and the results were presented to the Planning Commission.

Results of the task force and Planning Commission are located throughout the updated comprehensive plan, but the Growth Management and Future Land Use Plan chapters contain most of the updated residential policy updates.

Population & Employment Analysis

Minnehaha County will be expected to address quality of life and public expenditure issues resulting from a growing population and economic base. Therefore, it is crucial that an up-to-date process be in place to ensure that proper and timely decisions are made in allocating the county's finite physical resources among competing land uses.

Growth presents an abundance of opportunities but it comes with a certainty of change. Rural water systems have been constructed, supplying safe and dependable water to farms and rural residences. In some instances, concentrations of faulty septic systems have been replaced by sanitary districts to eliminate groundwater contamination and health risks. Township supervisors are confronted with the complexities of urban growth, including demands for improved roads and better maintenance. The combined effect of building expansion and municipal facilities such as well fields, sanitary landfills, and wastewater treatment operations have expanded into the rural area while posing significant impacts on traditional agricultural lands.

Uncontrolled growth is usually accompanied by scattered and haphazard development, conflicting land uses, costly public services and improvements, and environmental damage. Significant strides have been taken to minimize the negative impacts associated with growth. This plan is intended to strengthen the county's planning efforts by providing information and direction to decision makers for managing anticipated growth and making change a positive experience for county residents.



Population Projections

Historically, a majority of the population has been concentrated within Sioux Falls. Other incorporated areas comprise a small, but growing portion of the number of residents. Currently, over ninety percent of the total county population resides in a municipality. The unincorporated population, depicted by the red line in the graph on the right, has been influenced by several factors. These include but are not limited to the following: farm consolidation, annexations, and municipal incorporation.

Even with a dramatic increase in housing construction in the rural area, the population has been decreasing over the past forty years. This is due to the annexation of fringe developments around Sioux Falls, along with the incorporation of Crooks and Brandon. As indicated by a slight dip in the line, after reaching a high of over 17,600 residents in 1980, the rural population declined to just under 13,000 by 1990. In 2010, the rural population was about 16,086 residents. Recently, there has not been such a dramatic change in the rural population from 2010 to 2022 as was realized thirty-five years ago. The current population residing in the unincorporated area is about 16,342. Approximately eighty percent of the 2020 county population lived in Sioux Falls and this trend will likely grow over the planning period. This is an indication that the total rural county population will likely remain relatively stagnant, if not decrease as residential development trends begin to shift with municipal growth rates.

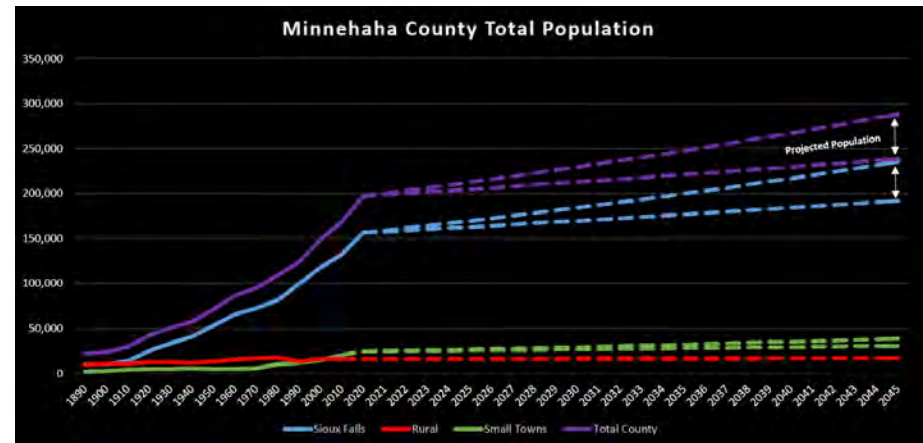


Figure 2.1 - Minnehaha County Population Projection

Source: Census.gov

The 2045 Minnehaha County Total Population chart above, shows a low to high population projection range accounting for various factors associated with the growth of the local, state, and regional economies of scale over the past twenty years. The number of residents projected to live in Sioux Falls is estimated to be between eighty and eighty-two percent of the total county population by 2045. The number of residents estimated to be living in one of the small towns will be twelve to fourteen percent, and about five to seven percent of the total population will reside in the unincorporated area by 2045.

By the year 2045, the population of Minnehaha County is projected to grow to over 250,000 residents. It is expected that Sioux Falls will contribute substantially, about three-fourths, to the county's future population base. However, the small town population will also increase at a steady rate with Brandon and Hartford contributing the largest share. Dell Rapids and Crooks should also experience strong growth, due to their proximity to Interstate 29, along with other important growth indicators. Baltic, Garretson, Valley Springs, Humboldt, and Colton will comprise a smaller percentage of total growth among all of the small towns.

As of 2010, the combined population of the small towns surpassed that of the rural area and that trend continued into 2020. It is unlikely that the unincorporated areas of Ellis, Lyons, Renner, and Rowena will account for any significant growth, due to the lack of urban services. However, Corson's industrial development potential may lead to the town's annexation by the City of Brandon.

According to the 2022 American Community Survey, the median age of Minnehaha County residents continues to be on the rise. The median age in 2020 was 35.1, which is expected to continue to rise as the "Baby Boomer" generation ages (Census, 2020). The over sixty age group

made up 18.9%, or 36,239, of the 2020 total county population. During the planning period, this age group will continue to increase as about one-fifth of the total population reaches retirement age. The availability of health care facilities in the region will continue to be a primary attraction point for individuals within this segment of the population.

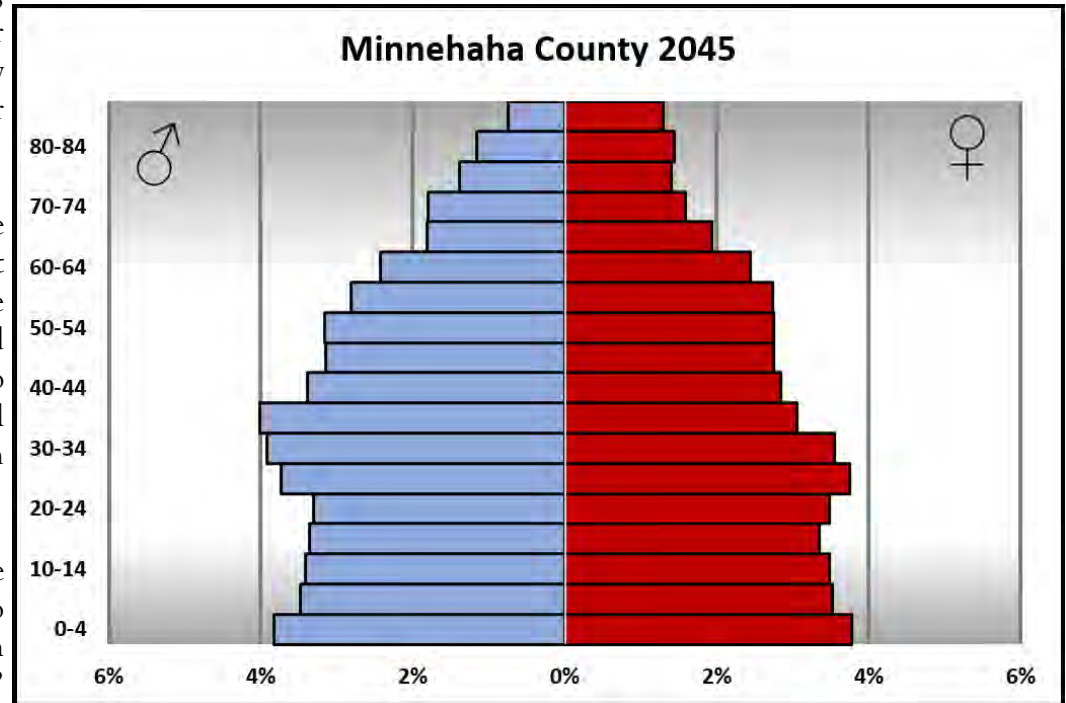


Figure 2.2 - Minnehaha County Age Distribution Projection Source: Census.gov & SDSU

Projected Employment Opportunities

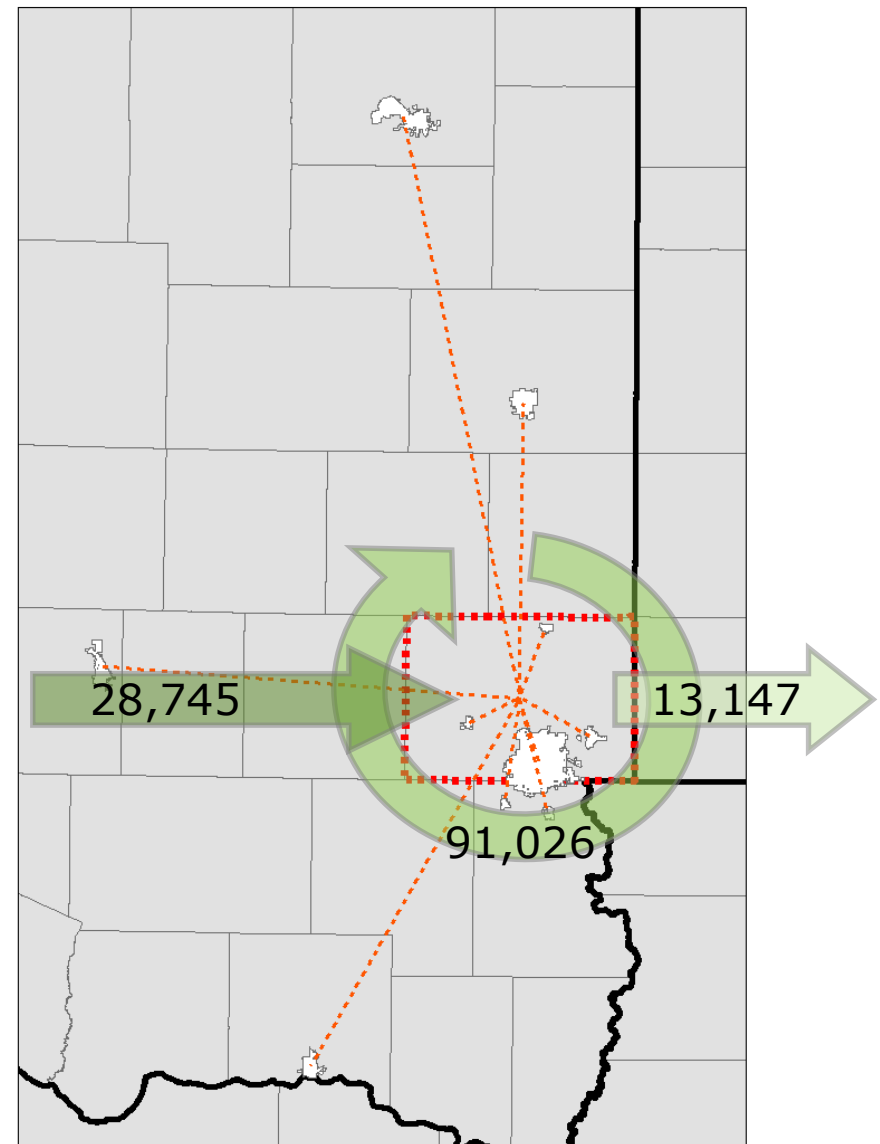
The expansion of employment opportunities is expected to grow during the planning period based on several factors. These include, but are not limited to the following: favorable tax climate, high quality of life, and sound work ethic. As the population both expands and ages, the demands upon the service sector will grow. The community's position as a regional health care center will also contribute to the expansion of service related employment. The growth of regional air and highway transportation systems will lead to an increase in economic development potential within the county.

Since 1980, the percentage of the county's work force population that reported having a job has increased from seventy-three to eighty-seven percent. The increase in two income families, baby boomers in the work force, and more high school students with jobs all contributed to this trend. The percentage of the population in the work force will be expected to slow or may even begin to decline due to the majority of baby boomers set to retire over the next decade.

In 2022, approximately 11.4% of the 115,326 people who live in Minnehaha County and reported having a job, reported working in another county. Of the total employees working within Minnehaha County, approximately seventy-six percent of these 119,771 employees reported living in the county, while twenty-four percent reported living outside the county (Census.gov).

Figure 2.3 - Inflow/Outflow Commute to Work (by Place of Residence)

Data Source: Census.gov - Center for Economic Studies



Development Trends

While preserving a strong agricultural economy, Minnehaha County must continue to adapt to current and emerging trends in development, in order for the top industry clusters to remain competitive along with retaining strong job growth for the local economy. The Change in Occupational Cluster Concentration chart, below at right, shows a comparison of economic specializations in each industry between Minnehaha County and the five-state region of South Dakota, North Dakota, Nebraska, Minnesota, and Iowa from 2012 to 2022. The location quotient (LQ) for a particular industry is a ratio comparing the percentage of employment for an industry in the local economy to the percentage of employment for the same industry in the regional economy.

The industry clusters with a LQ greater than one have a greater concentration of local area employment in the county than the region (likely exporter); whereas, an LQ of less than one indicates a lower concentration of employment in the county (potential importer). If the LQ is equal to one, then the particular industry has the same share of employment in the county as the region. The industries with an LQ between 0.75 and 1.25 are likely producing enough to meet local economic demand.

Note: The size of the bubbles indicate the total employment in each industry cluster within the county. Source: See Figure 2.5 on next page

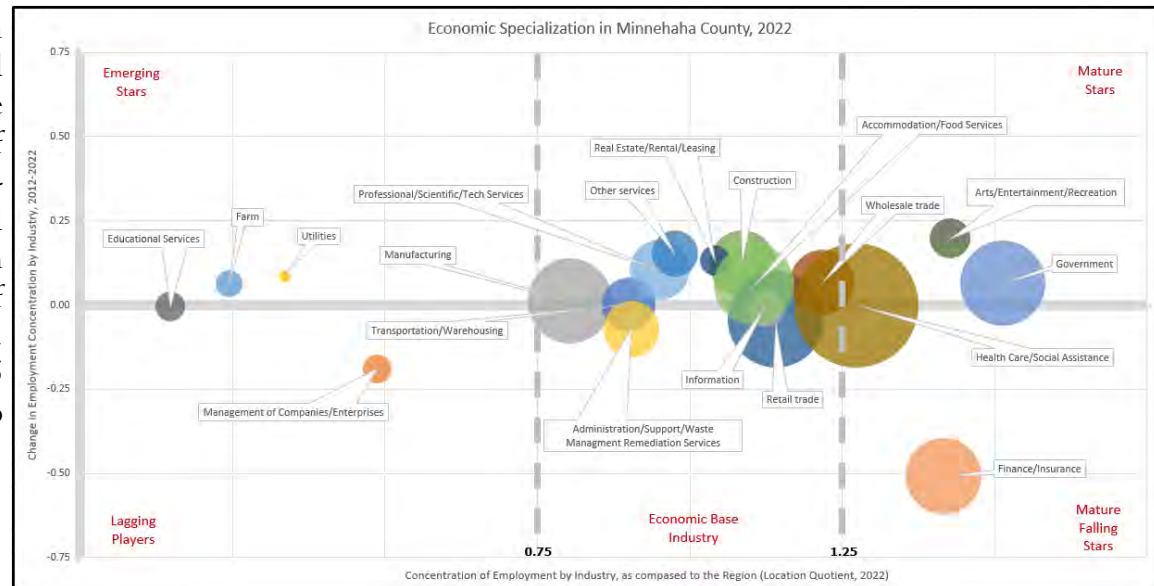


Figure 2.4 - Change in Occupational Cluster Concentration Chart (2012-2022)

The chart, below, indicates that the top industry clusters with the highest economic growth in relation to the regional economy are the following:

- Arts/Entertainment/Recreation
- Health Care/Social Assistance
- Professional/Scientific/Technological Services
- Administration/Support/Waste Management Remediation Services
- Information
- Finance/Insurance
- Construction

Industry	Minnehaha County		SD, ND, NE, IA, MN		2022 Industry Percentage	Location Quotient 2012	Location Quotient 2022	Location Quotient Growth
	2012	2022	2012	2022				
Farm	936	1,217	266,612	238,794	0.51%	0.18	0.24	0.06
Management of Companies/Enterprises	1,545	1,451	117,910	142,873	1.02%	0.68	0.49	-0.19
Manufacturing	10,445	12,123	883,082	724,157	1.67%	0.79	0.80	0.01
Utilities	177	236	36,735	33,746	0.70%	0.25	0.34	0.09
Transportation/Warehousing	4,024	4,919	231,748	262,264	1.88%	0.90	0.90	0.00
Construction	4,868	7,557	261,568	333,873	2.26%	0.96	1.09	0.12
Retail trade	15,279	15,700	667,763	660,182	2.38%	1.18	1.14	-0.04
Wholesale trade	6,308	7,204	283,800	283,951	2.54%	1.15	1.22	0.07
Educational Services	1,357	1,468	460,162	475,984	0.31%	0.15	0.15	0.00
Health Care/Social Assistance	21,925	26,144	888,911	985,027	2.65%	1.28	1.27	0.00
Real Estate/Rental/Leasing	1,219	1,531	69,331	70,546	2.17%	0.91	1.04	0.13
Arts/Entertainment/Recreation	2,174	2,779	91,584	93,489	2.97%	1.23	1.43	0.20
Professional/Scientific/Tech Services	4,063	6,086	248,208	307,114	1.98%	0.85	0.95	0.10
Finance/Insurance	11,958	9,722	321,401	329,320	2.95%	1.92	1.42	-0.51
Information	2,515	2,282	114,688	97,370	2.34%	1.13	1.12	-0.01
Administration/Support/Waste Management Remediation Services	5,215	5,312	276,327	281,823	1.88%	0.98	0.90	-0.07
Government	10,545	12,331	376,267	391,026	3.15%	1.45	1.51	0.06
Accommodation/Food Services	9,522	11,047	470,808	479,251	2.31%	1.05	1.11	0.06
Other services	2,901	3,566	182,275	175,344	2.03%	0.82	0.98	0.15
Total	116,976	132,675	6,049,180	6,386,134	2%			

It is important to note that the City of Sioux Falls is the primary employment and economic development generator within Minnehaha County. The city will continue to drive commercial and industrial development, both within the incorporated area, as well as in close proximity to major nodes along specific business corridors such as I-29, I-90, SD Highway 42, 38, 11, & 17. The state of South Dakota also provides additional support in the retention and expansion of existing businesses, along with the recruitment of new business by offering a low-tax climate and entrepreneurial atmosphere.

Figure 2.5 - Total Employment by Industry Cluster

Source: South Dakota Department of Labor and Regulation; Labor Market Information Center; North Dakota Workforce Intelligence Network; Iowa Workforce Information Network; Nebraska Department of Labor; Minnesota Department of Labor; and Economic Census

Existing Land Use Analysis

History of County Land Use Planning

Minnehaha County has a long history of land use planning, dating back to the 1960's:

- 1966: Appointment of Planning Commission
- 1972: Planning Department was formed to advise Planning Commission and County Commission
- 1973: County Commission adopted the first permanent Comprehensive Plan
- 1973: First permanent Zoning Ordinance was adopted
- 1988: Density Zoning was adopted
- 1990: Revised Zoning Ordinance was adopted
- 1998: The County adopted a new Comprehensive Plan
- 2015: The County adopted Envision 2035

Along with Sioux Falls, many of the small cities within the county have adopted their own comprehensive plans to guide development. The county shares a joint zoning authority with the City of Sioux Falls & the City of Dell Rapids in areas extending up to three miles beyond the city limits. The county also has a joint platting area with the cities of Sioux Falls, Brandon, Hartford, and Crooks.

An accurate depiction of Minnehaha County's current land use pattern is an important step in planning a desirable future land use pattern. To illustrate the distribution of land uses throughout the unincorporated area of the county, a land use inventory was conducted using our Geographic Information System (GIS) and our tax payer information. Figure 3.1 titled "Existing Land Use Survey" divides Minnehaha County's twenty-four townships into several categories, see page 16.

To manage growth and guide land use decision-making in Minnehaha County over the next twenty years, this chapter contains background information on existing land use patterns, development trends, and future land use planning. The purpose of this is to identify areas, intensities, and timing for potential future development, as well as long-term preservation.

Change in Land Use

The land use pattern in the unincorporated areas of the county is primarily agricultural or undeveloped lands. Approximately 77.69% (404,587 acres) of the county has an agricultural designation. This is a 9,651 acre decrease since the 2015 analysis. The decrease in agricultural land is concerning because the land itself is a non-renewable resource. Once agricultural land is converted to a higher intensity use, it will not likely convert to food production ever again.

As illustrated in Map 3.2 titled “Residential Dwelling Density” on page 20, much of the residential land uses in the unincorporated portions of the county are located within close proximity to the City of Sioux Falls. Most of this population can be found within the Benton, Brandon, Mapleton, Split Rock, Wall Lake, and Wayne Townships. Single-family uses make up approximately 4.6 percent of the county’s unincorporated land area, with most of the parcels within the five acres or larger lot size range. There are also very few areas with multi-family residential units in the unincorporated areas, but there are three manufactured/mobile home parks (Soo Dell, Coachman’s Manor and Pleasant Valley).

The commercial and industrial land uses are mainly concentrated along Interstate 29, Interstate 90, State Highway 42, State Highway 115 and State Highway 11. The uses in these particular areas make up less than one percent of the unincorporated land base. Commercial and industrial areas include uses such as offices, retail sales and trade professions, personal services, warehousing, contractor shops, showrooms, logistics, manufacturing, and other similar highway-oriented businesses.



The existing land use survey and map were created by using land use codes collected from the Planning Office and Equalization. Several changes have been made to the mapping process since the 2015 Existing Land Use maps. The differences include actual land use changes, as well as some changes to how properties are coded to better manage parcel information at Equalization. For example, the category *Other Government Lands* includes parcels owned by the City of Sioux Falls that are primarily used to locate water wells in aquifer areas. These parcels were likely classified as agriculture in the last review.

Perhaps the most noticeable change in the map is the growth of land area located within the eleven incorporated municipalities. Nearly 900 acres per year have been annexed since 2015. Nearly every municipality annexed land on their peripheries for the expansion of commercial, industrial and residential uses. As a result of increasing municipalities and residential land uses, agricultural land uses decreased over 1,000 acres per year.

The Land Use Survey chart, at right, and Existing Land Use Map, on page 17, confirm the dominance of agriculture and related land uses within the county. Residential land uses include a significant number of parcels; however, the category takes up less than five percent of the total land area. The

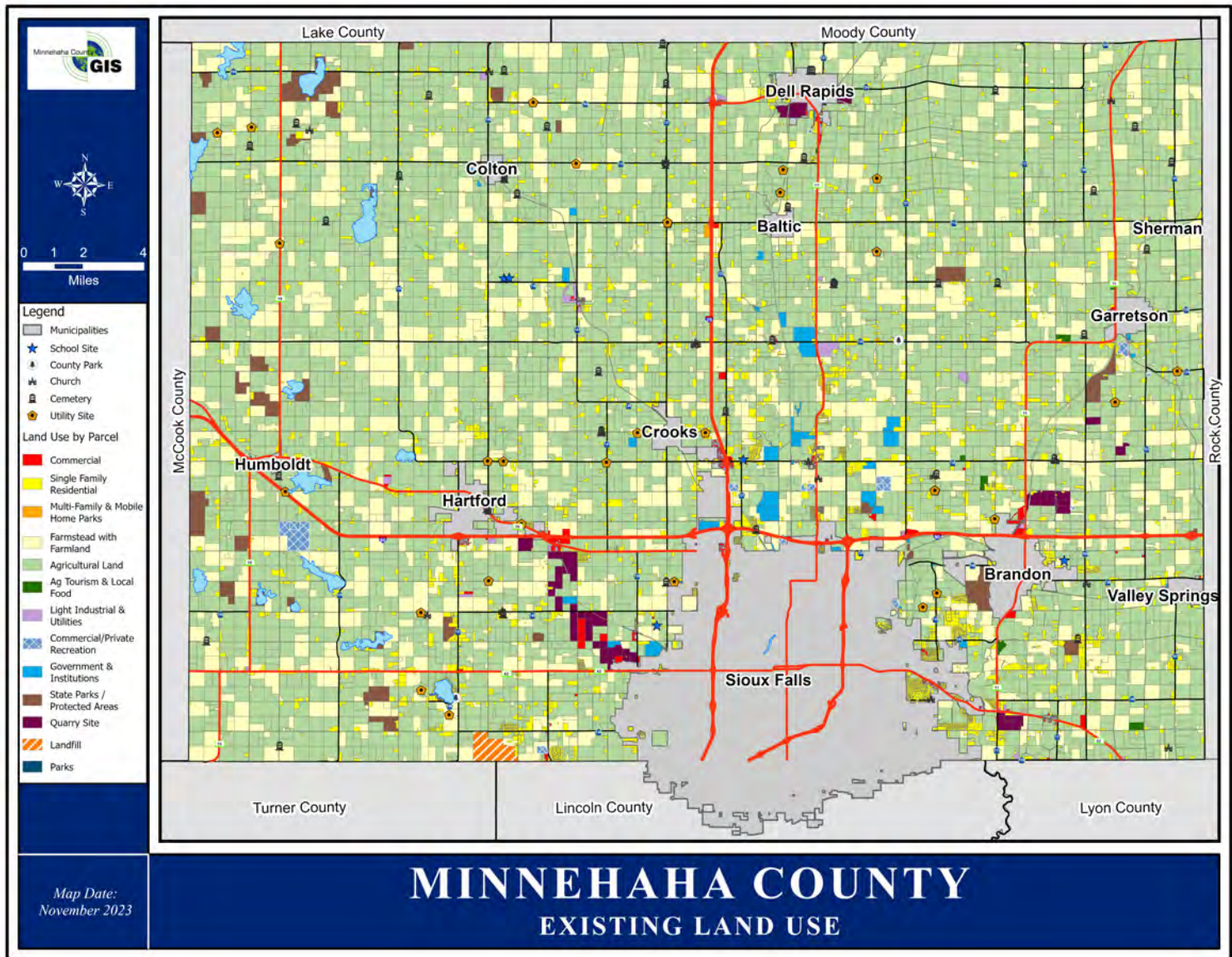
detailed land use maps expose a pattern of small parcels and residential land uses clustered around a five mile radius of Sioux Falls. This is especially true for the areas to the north and east of the city.

Mining and mineral extraction sites are primarily located along Skunk Creek, Willow Creek and Split Rock Creek. However, there are other sand, gravel, and quartzite extraction sites spread throughout the county. Four stone quarries currently operate within unincorporated Minnehaha County. The newest stone quarry is located north of Brandon in conjunction with the existing gravel quarry.

The land uses in the Public/Institutional and Parks/Open Space categories are scattered throughout the county. Much of the protected land is located in the west half of the county where wetlands and lakes are also common. These protected wetlands are mostly owned by the federal government as waterfowl production area. Since 2015, the Palisade State Park underwent a major expansion to allow more camping space.

Land Use Category	2015 Number of Acres	2023 Number of Acres	2023 % of Total Area (520,758 Total Acres)
Residential			
Single Family (< 5 Acres)	5,689	5,814	1.11%
Single Family (≥ 5 Acres)	16,772	18,082	3.47%
Multi-Family Residential	164	90	0.01%
Subtotal	22,625	23,986	4.61%
Agricultural Land			
Farmstead with Farmland	99,749	102,693	19.72%
Agricultural (<40 Acres)	30,471	20,996	4.03%
Agricultural (>40 Acres)	283,178	280,606	53.88%
Ag Tourism & Local Food	840	292	0.05%
Subtotal	414,238	404,587	77.69%
Non-Residential			
Commercial	203	1,264	0.24%
Industrial/Utilities	2,974	1,708	0.33%
Mining/Mineral Extraction	3,410	3,068	0.59%
Subtotal	6,587	6,040	1.16%
Parks & Open Space			
County Parks	65	42	0.01%
Commercial/Private Recreation	1,308	1,052	0.20%
State Parks	855	552	0.11%
Protected Land	5,660	5,709	1.09%
Subtotal	7,888	7,355	1.41%
Public/Institutional			
School	117	92	0.01%
Church/Cemeteries	201	202	0.02%
City of Sioux Falls Landfill	614	685	0.13%
USGS EROS Data Center	310	310	0.06%
Other Government Lands	59	2,683	0.52%
Subtotal	1,301	3,972	0.76%
Other Land Categories			
Unparceled Lakes	1,300	1,300	0.25%
Right of Way & Other Unparceled Land	9,182	7,503	1.44%
Subtotal	10,482	8,803	1.70%
Total Unincorporated Area	463,120	454,743	87.32%
11 Incorporated Cities	57,638	65,464	12.57%
Total County Area	520,758	520,758	100.00%

Figure 3.1 - Existing Land Use Survey Source: Minnehaha County Planning Department



Map 3.1 - Existing Land Use Map*

* See Appendix Pages 119-122 for greater detailed quadrant maps of existing land use.

Agricultural Development Trends

Agriculture is by far the largest land use category in the county and is a vital part of the regional economy. The industry has experienced significant changes over the past few decades, resulting in the consolidation of agricultural land into larger farming enterprises and the increase in hobby farms and local food production on small parcels of land.

The character and identity of the rural area has been altered by the increase of non-farm uses. Agricultural land in close proximity to the Sioux Falls municipal area has experienced pressure to convert to residential, commercial, industrial, and recreational uses. Recent trends suggest that non-farm development is pushing even further into traditional rural areas because of an expanding regional population and the willingness of workers to commute from greater distances. Another contributing factor is that people are searching for more isolated sites where scattered non-farm development has not occurred.

Rural developments have made it more challenging for farmers to continue operating on their land. Farmers are forced to deal with complaints from their non-farm neighbors ranging from livestock odors, to the application of animal waste, to dust from farm fields, and the late night operation of farm equipment.

Although farmers should use applicable precautions and best management practices to reduce nuisances, rural residents should recognize that these minor nuisances cannot be eliminated and are a regular part of a productive agricultural area.

Minnehaha County amended its zoning ordinance in 1988 to limit residential density on agriculturally zoned property to one dwelling unit per quarter-quarter section of land. However, the continuing increase of non-farm residents in the unincorporated area of the county will increase land use conflicts. This is especially true for complaints based on animal agriculture. The limitation of urban and rural conflicts is important for all citizen's quality of life.

Since the adoption of the Envision 2035 Comprehensive Plan, the county revised rules for permitting concentrated animal feeding operations (CAFO). Several dairies have expanded significantly and new hog barns have been constructed annually since the change. Increasing CAFOs have led to typical complaints of smell and dust from rural and small town residents nearby. The increased size also leads to increased employment needs, and increased employment needs lead to an increase in the need for workforce housing.

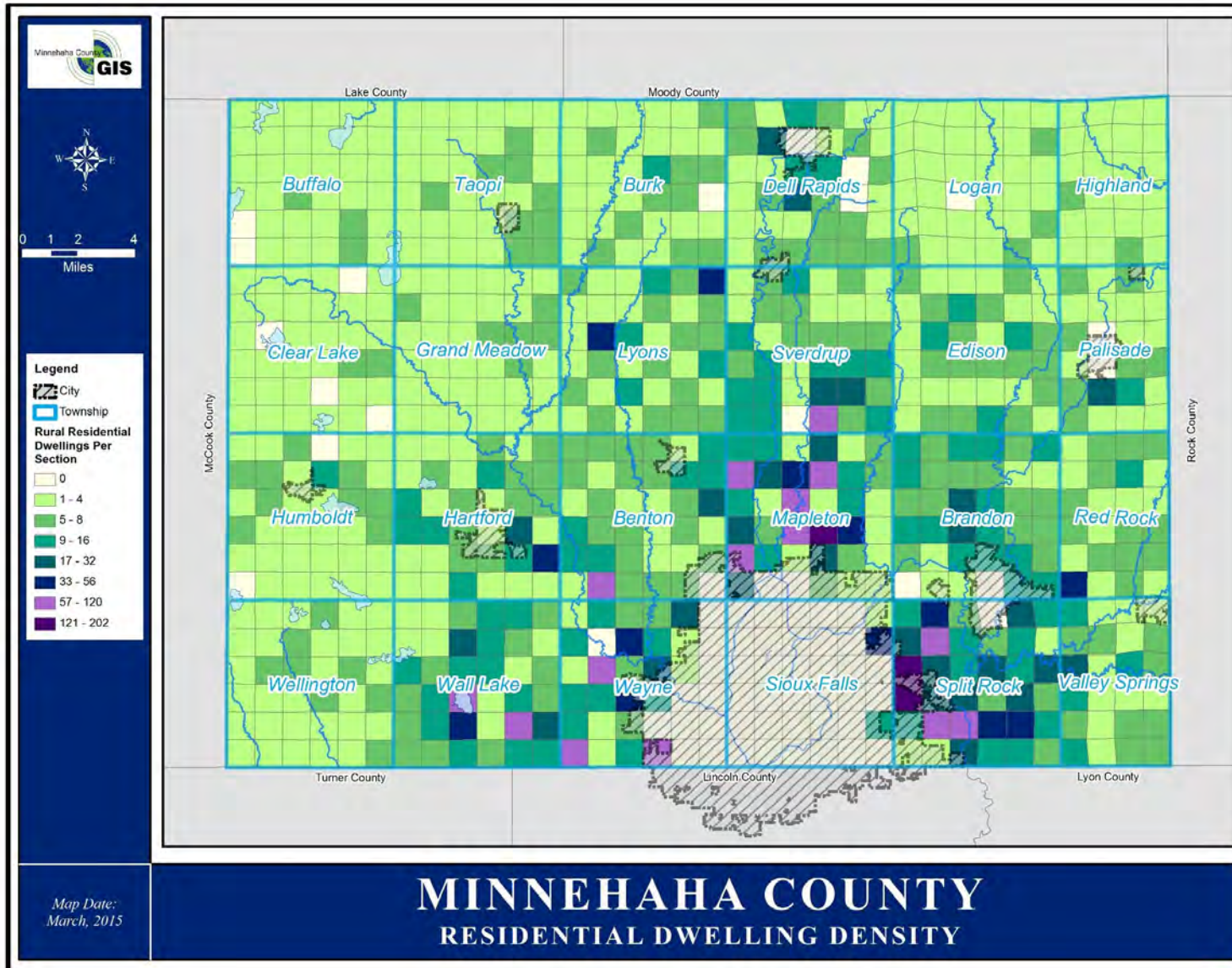
Residential Development Trends

According to the 2020 Census, the population of Minnehaha County, which includes the incorporated and unincorporated areas of the county is 197,214. The population in unincorporated Minnehaha is over 16,000 people; that is greater than the population of Mitchell. The total number of housing units in Minnehaha County is 83,717 based on the information from the 2020 Census. This is more than a 12,000 housing unit increase from the 2010 Census. Housing units in the unincorporated area of Minnehaha County were 6,178 as of the 2020 Census. The distribution of residential dwelling units in the unincorporated area is shown on Map 3.2 on page 20. The density of dwelling units is clearly higher around Sioux Falls than in far areas of the county. Figure 3.2 provides the totals for new single family building permits since 1990, only two years after density zoning was established.

While most of the residential construction occurred within the incorporated cities of the county, 342 housing units were built in the unincorporated area since the adoption of the last comprehensive plan in 2015. Split Rock Township, located east of Sioux Falls, is the most heavily populated township in the county. As of 2020, there was a total of 1,161 residential dwelling units in Split Rock Township.

The township of Mapleton, located north of Sioux Falls, is the second most populated township in the county. The 2020 census data indicates an increase of over twenty housing units, but a decrease in the total population for the township. A majority of the housing units in Mapleton Township are concentrated along the State Highway 115 (Cliff Avenue) corridor between Sioux Falls and Renner. The Renner Sanitary Sewer District has been resilient and added new commercial and residential growth. The Peterson Trailer Court is being redeveloped as a single family residential development. These new developments will likely spring more development and population in the township.

Since 2015, the population of Wall Lake Township passed Wayne Township to become the third most populated township in the county. This rise in rank is likely attributed to the increasing population of the Wall Lake area, and the annexation of a significant residential development into Sioux Falls from Wayne Township.



Map 3.2 - Residential Dwelling Density

This map shows the density of residential dwelling units throughout the rural areas of the county. Notice the increasing density in closer proximity to Sioux Falls.

Figure 3.2, to the right, shows new residential construction demand in the unincorporated portion of the county since 1990, which is shortly after the density zoning ordinance was adopted. The rate of new dwelling units greatly decreased beginning in the early 2000's. The current annual new dwelling construction averages about forty-three units per year since 2014.

Most of the residential development within the county still uses development rights called building eligibilities. An available building eligibility is required for a new dwelling in the agricultural zoned land in the rural area. There are currently over 8,300 available building eligibilities. If the current rate of building eligibility use is maintained through 2045, over 1,000 building eligibilities will be used for development.

There are many pressures toward building more housing in the rural area of the county. News outlets frequently use the term housing crisis for the lack of affordable places to live throughout the nation. Interest rates have risen since the 2008 recession and construction materials and labor costs are increasing. In the rural area of the county, few residential subdivisions have lots remaining ready to develop.

Pressure will continue to increase from developers and land owners to approve new subdivisions in the unincorporated area. In order to deal with this perceived pressure, the county will encourage clustering of building eligibilities per the density zoning ordinance. The clustering of building eligibilities/single family residences will promote sustainability by preserving tillable farm ground.

There are several sections throughout the county where all the building eligibilities have been used and no eligibilities remain available. Parcels of land in those sections are now permanently preserved as agricultural land. This preserved land was the intent when density zoning was adopted.

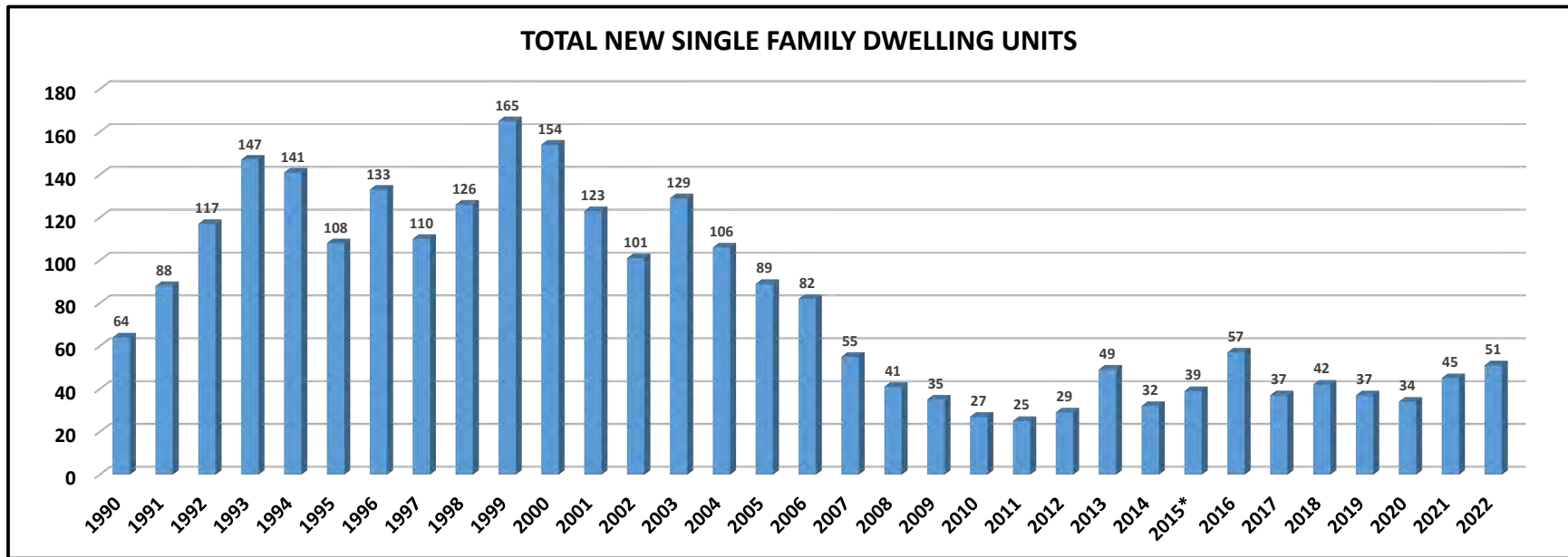


Figure 3.2 - New Single Family Dwelling Units Per Year

* Year of last Comprehensive Plan

Source: Minnehaha County Planning Department

Commercial & Industrial Development Trends

The commercial and industrial development in the unincorporated area accounts for an extremely small amount of the total acres of the county, but they provide a niche of services and development styles for the agricultural community and the region. The existing commercial land uses are predominantly highway commercial and not intensive types of retail operations. The existing industrial land uses are predominantly manufacturing and transportation oriented. The county's extensive transportation network and land use regulations have encouraged commercial and industrial growth within the unincorporated area of the county.

Minnehaha County has two interstates that intersect along the northwestern border of Sioux Falls. Interstate 90 moves traffic east and west across the county and Interstate 29 moves traffic north and south through the center of the county. Commercial and industrial development has occurred at ten of the interstate exits in the rural area.

The Crooks/Renner and Dell Rapids interchanges along Interstate 29 have attracted many commercial and industrial uses. The Brandon interchange is rapidly annexing into the city with a mix of urban industrial uses on the north side of Interstate 90. The Hartford interchange along Interstate 90 has a similar development potential. Commercial and industrial uses have located at these interchanges for its excellent roadway

access and close proximity to future municipal services. These interstate interchanges have attracted many different types of uses including light manufacturing, warehousing, trucking firms, contractors, and sales businesses. A common development trend has been termed contractor suites where one building is constructed in a similar way as mini-storage units with bathroom facilities rented for the purpose of conducting business in the suites.

The county's unincorporated areas will continue to experience pressure to provide locations for both highway type commercial and light and heavy industrial development. Rail access, large contiguous undeveloped land parcels, increased traffic volume, population growth and lower relative land cost will continue to influence future commercial and industrial land use patterns in Minnehaha County.

As municipal boundaries expand, rural industrial development is on currently on the edge of municipal boundaries with neighboring property development within city limits. Crooks, Hartford, and Brandon all have potential of annexing their respective industrial parks. Annexation would provide services otherwise not available in the unincorporated area. It may also bring higher development fees and tax levies for those properties being annexed.

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Growth Management

Introduction

Historically, Minnehaha County has held a long tradition of being an agriculturally-dominant economy. It should be expected that this trend will continue over the next twenty years and beyond. There may be an increased focus on supporting the family farm identity in order to maintain a rich rural quality of life and agricultural land preservation.

Commercial and industrial development will continue to play a role in shaping key areas of the county. The locations most suitable for this type of economic growth are identified on the Future Land Use Map, page 86, around the eleven interstate exits, intersections of two major arterials, and within the unincorporated areas of Corson, Ellis, Lyons, Renner, and Rowena.

The interstate exits for Dell Rapids, Baltic, Crooks/Renner, Corson, and Hartford are prime locations for business development, due to the ease of access and close proximity to the municipalities experiencing a majority of the population growth in the county. While these locations will continue to attract development, there should be a focus on identifying necessary improvements in order to maintain competitiveness in the regional market. There must be strong economic development policies that encourage the retention of existing businesses and promotes job growth in the commercial, industrial, and agricultural industries as the regional center for much of the business and economic activity in southeast South Dakota.



Agriculture

Agriculture is an integral part of Minnehaha County's economy and land base. According to the United States Department of Agriculture (USDA), agriculture is the dominate land use in the county with approximately 995 farms encompassing 325,498 acres and an average farm size of 327 acres (Census of Ag., 2022). Agricultural crops and livestock contribute to the stable and diversified economy in the county. Agribusiness services and facilities supplement and support the farm economy by creating jobs in cultivation and harvesting, equipment sales and services, fertilizer and seed sales, finance and insurance industries, and in food processing related activities. A continued threat to agriculture is the encroachment of development, which leads to conflicts between agricultural and non-agricultural uses.

The chart, to the right, indicates that there was an increase of about thirty farms ranging in size from one to ten acres over the most recent ten-year period according to the 2012 and 2022 Censuses of Agriculture published by the USDA. Comparatively, there were large decreases in almost all other farm sizes larger than ten acres. This trend may be correlated to small hobby farms, local food systems, and the process of estate divisions of land owned by farm families. Despite being the most populated county in South Dakota, Minnehaha County continues to be one of the most agriculturally productive counties in the state. According to the 2022 Census of Agriculture, the market value of agricultural products sold was

\$391,432,000, which contributes to just under thirteen billion dollars throughout the state. This value is similar among the top ten counties in South Dakota (Census of Ag., 2022). As the total population increases, there will be a greater need to support the local agricultural industry as a viable economic activity and discourage conversion to other incompatible uses through policies designed to promote the agricultural economy at all scales for the direct benefit of Minnehaha County and the State of South Dakota. Other county governments have adopted ordinance requirements that are aimed at easing land use restrictions that pose regulatory barriers to a healthy, sustainable agricultural economy while promoting entrepreneurship.

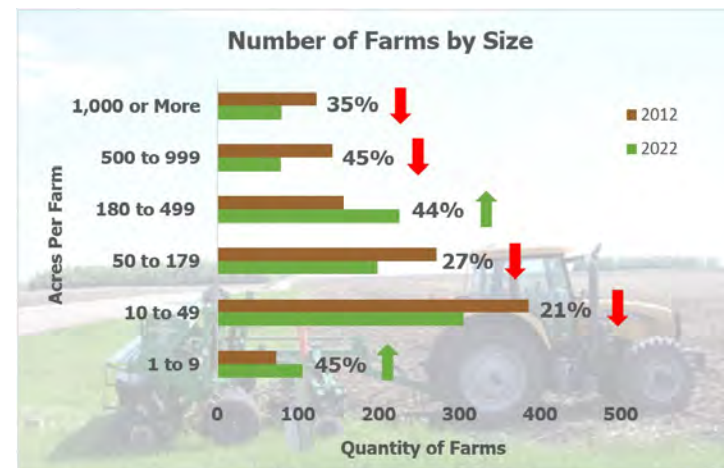


Figure 4.1 - Total number of farms chart

Source: USDA

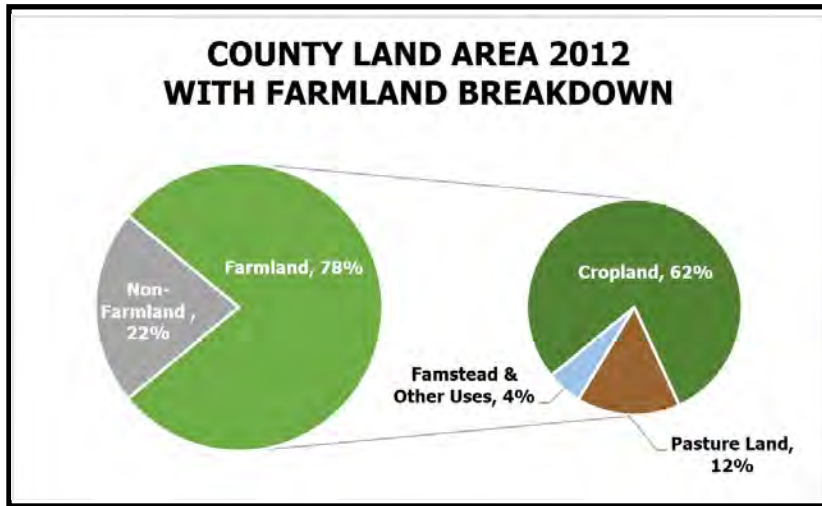


Figure 4.2 - 2012 Ag Census Land Area Breakdown Source: USDA

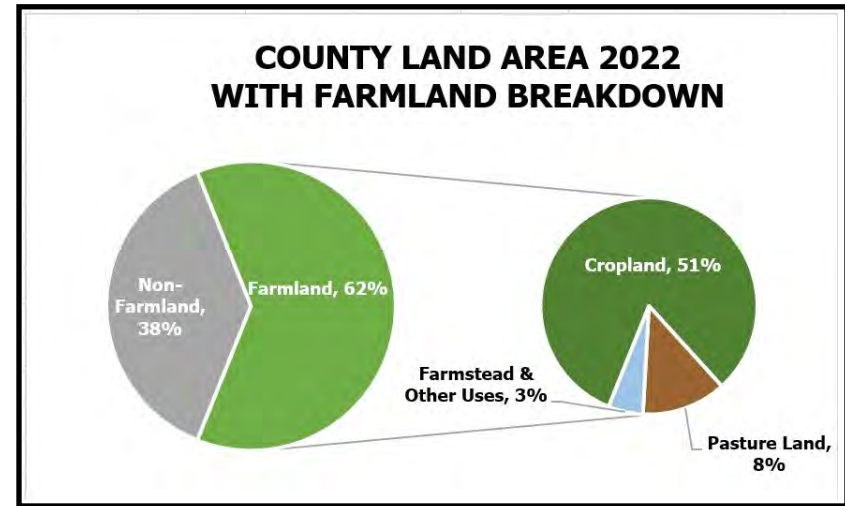


Figure 4.3 - 2022 Ag Census Land Area Breakdown Source: USDA

The charts, above and above at right, show the overall breakdown between farmland and non-farmland from 2012-2022 as reported by the USDA Census of Agriculture. This data indicates a sixteen percent farmland loss over the ten-year period. During the last twenty years, the amount of land lost to non-farmland purposes has increased from eighteen to thirty-eight percent of the total land area in Minnehaha County (USDA). While this data is based on a survey of farmers that may not represent the entire picture, this analysis does present a challenge over the course of the planning period. This includes

managing resources more effectively and promoting sustainable agricultural operations that further highlight the importance of local agriculture to both urban and rural residents. In an effort to balance the competing interests of municipal growth and agricultural land preservation, there should be a strong emphasis on identifying alternatives to the conversion of farmland. This could include implementing sustainable rural economic development policies that empower farmers to attempt new and innovative endeavors in support of local agricultural production.

Corn and soybeans are the primary row crops produced in the county. Since 1924, there have been a consistent number of acres of corn harvested, averaging approximately 159,000 acres (USDA). Less detailed information is available about soybeans prior to 1949. The chart below indicates that soybean acres harvested has rebounded by a small margin since 2007. Livestock production is dominated by cattle/calves operations, as well as milk and other dairy products from cows. Hogs are also well represented in Minnehaha County from nursery stock to finisher swine.

According to the USDA Census of Agriculture, the number of farms raising poultry continued to increase between 2012 and 2022 and totaled eighty farms in 2022. Over three-quarters of this total is made up of poultry farms ranging in size from one to forty-nine acres. It is important to note that this number does not include the increasing demand for county residents to raise domesticated chickens in rural residential subdivisions for the convenience of enjoying fresh, local produce while maintaining a commitment to healthy lifestyles. While not as prominent, the county also supports many other types of livestock including sheep, horses, and bees.

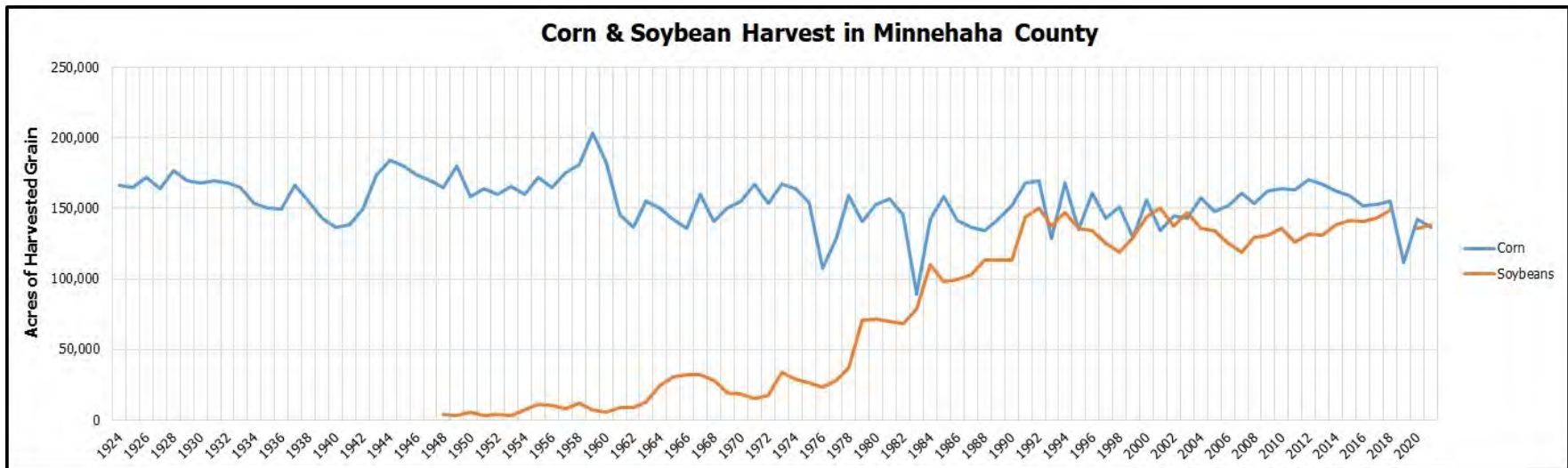


Figure 4.4 - Total Corn and Soybean Harvest in Acres

Source: USDA

Agricultural Tourism

Minnehaha County supports agricultural tourism by providing for uses which help to promote and maintain local farming operations, are complementary to agriculture, help maintain an agricultural heritage and rural character, and help to sustain the local farming community. The interest in tourism was initiated by the agricultural community who recognized that there were secondary opportunities for economic development involving agricultural and assorted related activities, as well as opportunities for extra income from agribusiness activities. To assist and guide agricultural tourism the zoning ordinance was amended, adding a section based on three principals.

- Selection of the types of activities and experiences that are farm based or support farming that should be permitted uses in an agriculturally zoned district.
- Ensure that the public health, safety, and welfare concerns would be met by county regulations.
- Creation of an administrative review process which would still allow an opportunity for public input.

Allowing agricultural tourism development enhances the viability of farms, and provides additional opportunities to create an income source on site. It also is a means of educating urban and visiting populations on the importance of agriculture to the local and state economy. As there becomes a further disconnect between the rural and urban populations of Minnehaha County, these interactions and educational opportunities become increasingly important.

Agricultural Tourism

Agriculturally related accessory uses, that are subordinate to the growing of crops or the raising of livestock, designed to bring the public to the farm on a temporary or continuous basis, such as U-pick farm sales, farm stands, farm mazes, pumpkin patches, farm animal viewing and petting, wagon rides, thrashing bees, farmland and activities tours, horticulture nurseries, and associated display gardens, cider pressing, classes or workshops, wine or cheese tasting, and similar uses.



Commercial/Industrial

To ensure that agricultural tourism is a benefit and not a detriment to the farming community, proposed uses must have their operating procedures reviewed. Issues that are taken into consideration during the application process include: visitor management, use of agricultural products, hours of operation, impact on transportation system, availability of parking, safety and health issues, impact on neighboring properties, land use compatibility, and management of special or large events.

The adopted definition for agricultural tourism encourages farming related activities such as wineries, on-site farm experiences, farmer's markets or u-pick operations, corn mazes, or events anchored in traditional farming practices such as thrashing bees. These land uses help maintain a rich agricultural heritage and rural character, while promoting sustainable development of the local, regional, and state economy.



The rural service areas identified in the Future Land Use Plan, page 86, are among the locations that have received modest growth pressure. While a majority of the economic development will be focused towards municipalities and transition areas, most rural commercial and industrial development will be encouraged to cluster around interstate interchanges, as well as major highway crossings identified on page 86. The availability of public services and attractive industrial park-like areas will contribute to a majority of the commercial and industrial land uses locating within municipalities.

Rural service areas identified in the Future Land Use Plan with substandard infrastructure present several issues that must be addressed in order to encourage better management of growth in the county's economic base. This includes promoting cohesive and attractive development in the rural area, while providing its citizenry with a better quality of life and enhanced economic value of their property.



Residential

A significant reason for updating the Envision 2035 Comprehensive Plan is to consider a need for housing within the county, and to consider how new housing may fit within the context of density zoning. Housing shortages are consistently reported in national and local news. After the COVID-19 pandemic, prices of everything including housing raised with inflation. Interest rates increased in addition to inflation, and yet demand for new housing remains high. The Envision 2035 Comprehensive Plan did not include any chapter or subchapter for planning residential uses within the document. With residential housing as a primary reason for the plan update, the Planning Commission created a task force to refine ideas and options for residential housing within the county.

The county is expected to grow in population, and much of that growth will happen within municipalities where higher density of residential developments are supported with urban utilities and services. The increased population in the county will also increase development pressure for residential development within the rural area of the county. Residential development in the rural area can create problems with wastewater disposal, road maintenance, and discontinuity for municipal annexation. Increased rural population and housing

developments also increase conflict potential between residential development and typical rural land uses such as agricultural production, resource extraction, and waste management.

The density task force created by the Planning Commission met to accomplish the goal of updating residential policy. The policy aims to minimize the potential harms and maximize the potential benefits of residential growth.

Residential growth will continue in Minnehaha County as the population grows in general. Residential development benefits the county greatest when it takes place within any of the eleven incorporated municipalities. The residents of cities benefit from increased services and decreased conflict with rural land uses. The county will maintain or increase taxable values of residential housing located in a city when compared with similar property in the rural area. The county should encourage growth within existing municipalities first.

One way to increase housing within the county is to increase flexibility in how housing can be built. Historically, prior to adoption of the zoning ordinance, a property owner could construct a small house in the backyard for housing a relative, renting to a friend, or to provide housing to a farm worker. These backyard cottages still exist on many properties throughout the county, but the current zoning ordinance does not allow such a building. The modern term for such a structure is an accessory dwelling unit (ADU). Allowing ADUs in the county can be a way to allow a historically common practice, and can be linked to the primary dwelling to avoid repeated subdivisions of property.

New rural residential zoning is an intense option for additional housing, and it should only be considered when the potential downsides of development are minimized. Every rezoning request should continue to be considered individually, but the criteria listed to the right must be met to protect the county from disruptive and extractive development. The requirements for road districts and sanitary sewer systems will also minimize any additional cost burden on the county, and minimize the cost burden for those citizens who do not benefit from the development.

Residential Zoning Criteria

- Property is 40 acres or more in size
- Property has direct access to a paved County or State Highway
- Property has a road district established with paved roads
- Maximum size of lots is 1/2 acre
- Development must have Sanitary Sewer District or ability to connect to Central Sewer
- Development has documented available water
- Development has stormwater management with retention of 100-year storm event
- Development is within or adjacent to the transition area of the Future Land Use Plan

Agriculture - Goals & Actions

Goal 4.1. Conserve agricultural land for long-term agricultural use in order to protect the productive natural resources of the county and maintain the farm and farm-related economy of the county.

- Action 1. Create more restrictive standards for residential building eligibility transfers outside of municipal growth boundaries.
- Action 2. Reinforce that residential eligibility transfers are not a permissive use.
- Action 3. Continue requiring the right-to-farm notice covenant on all residential building sites.

Goal 4.2. Discourage rural residential development in agricultural production areas.

- Action 1. Allow the clustering of residential structures on non-productive agricultural land through the use of density zoning in the A-1 Agricultural and RC Recreation/Conservation zoning districts.

- Action 2. Adopt setback standards, which would limit new dwellings from locating in close proximity to concentrated animal feeding operations.

Goal 4.3. Promote a community food system in support of the agricultural industry and maintaining healthy lifestyles.

- Action 1. Initiate public outreach through education and awareness to assess priorities.
- Action 2. Identify policies directly affecting the promotion and implementation of community food systems.

Goal 4.4. Stem the premature and unnecessary conversion of agricultural land to urban uses.

- Action 1. Ensure that municipal utilities are available or planned for the area prior to conversion.

Agricultural Tourism - Goals & Actions

Goal 4.5. Recognize that agricultural lands have a definite public value as open space, and the preservation in agricultural production of such lands constitutes an important physical, social, aesthetic, and economic asset.

- Action 1. Promote sustainable use and management of productive landscapes.
- Action 2. Maintain economic links to the value of rural land other than development uses.

Goal 4.6. Develop historical and educational information to publicize the importance of agriculture to Minnehaha County.

- Action 1. Instigate an “adopt a farmer” education program with local schools.
- Action 2. Work with the Siouxland Heritage Museums to research and publish the history of agriculture in Minnehaha County.

Goal 4.7. Promote the development of agricultural tourism.

- Action 1. Create a webpage, brochures, and other means to advance agricultural tourism businesses in Minnehaha County.
- Action 2. Promote & encourage agricultural tourism.
- Action 3. Design directional signage unique to agricultural tourism operations.

Goal 4.8. Collaborate with other agencies to advertise county agricultural tourism.

- Action 1. Establish connections between county and state tourism websites.
- Action 2. Produce an assistance guide for new agricultural tourism operators.

Commercial/Industrial - Goals & Actions

Goal 4.9. Support and encourage growth of the county's economic base and promote the retention/expansion of job creation.

- Action 1. Coordinate the siting of industrial uses with the Sioux Metro Growth Alliance.
- Action 2. Enhance industrial development by restricting incompatible land uses where rail access is available.
- Action 3. Discourage strip commercial development along transportation arteries, particularly those which serve as gateways to municipalities and attractions.
- Action 4. Locate commercial uses at interstate highway interchanges and high traffic intersections to support highway users.

Residential Growth - Goals & Actions

Goal 4.10. Enhance communication and cooperation among the several governmental and quasi-governmental entities who have the potential to impact and influence development patterns.

- Action 1. Encourage a pattern of development in transition areas that can be integrated into municipal planning areas without the need for costly and inefficient public infrastructure expenditures.
- Action 2. Promote cooperative efforts with municipalities in dealing with growth and development issues.
- Action 3. Encourage annexation of potential development sites within municipal fringe areas before development plans are approved.

Goal 4.11. Ensure maximum efficiency in the provision of public services and facilities to promote cohesive and attractive development in the rural area.

- Action 1. Work with Minnehaha Community Water Corporation to ensure that future water system improvements do not conflict with county development policies and the long term viability of agricultural operations.
- Action 2. Require road district and sanitary sewer district formation to provide services before new residential subdivisions are considered.
- Action 3. Develop, adopt and implement an ordinance amendment to allow accessory dwelling units within the county.

Goal 4.12. Minimize conflict between residential and agricultural land uses before considering any residential subdivision rezoning request.

- Action 1. Encourage residential land uses to develop within the eleven existing municipalities in the county.
- Action 2. Allow new residential zoning only when the criteria listed on page 32 are met.
- Action 3. Utilize the planned development zoning district to accommodate a mix of land uses, promote the arrangement of uses on a comprehensive rather than piecemeal basis, and address problems related to existing land development patterns.

Rural Conservation

Introduction

Minnehaha County expresses at least two very different styles of character. The City of Sioux Falls provides a strong urban atmosphere because of its size and regional status, and the unincorporated area and small town centers have remained strongly rural in character. Much of the fringe growth around Sioux Falls and nearby towns can be considered a third development style of suburban. Urban and suburban development irreversibly changes the landscape into non-rural uses.

The rural area of Minnehaha County includes a wide range of qualities that distinguishes the character of the landscape. Large parcels of row crops, pastures, and family farmsteads are still a common sight in the county, while many of the county's natural areas provide habitat for wildlife and recreation for

visitors. Small towns and service centers still cater to the rural lifestyle with various amenities and gathering places. The natural character of the county is becoming increasingly important as urban and rural development encroach on what is remaining.

While some characteristics are still present, other characteristics are changing. The family farm is changing as hobby farms, agricultural tourism, and acreages continue to expand in quantity and significance. The growth and density of residential houses changes the county's landscape and character. Conserving and enhancing the rural character of the unincorporated area of Minnehaha County benefits everyone by allowing what works best in the rural area to thrive and preventing irreversible changes working against rural character.



Historic Preservation

Historic resources, like living objects, require thoughtful care and maintenance to enjoy a long, useful life. Each historic object is a reflection of a specific time in history. Over time, a collection of these specific resources can define an area's social, stylistic, cultural, and economic heritage. The historic buildings, sites, districts, and objects of a place weave together to form a fabric that connects multiple generations, provides sense of place, and creates a community. The obvious historic resources are highly visible including: sites of historic events, historic town sites, historic gathering places such as churches and public buildings, cemeteries and burial mounds, etc. Many more pieces of history, however, are used in daily life such as houses, barns, and storage structures for grain or equipment. These historic places form a base for the rural character of the county. The county should support the preservation of all types of historic places.



Historic Images Source: Siouxland Heritage Museums



Tri-State Marker—Original placed in 1859, this stone pillar marked the junction of Minnesota, Iowa, and Dakota Territory by the Federal Land Office survey of Minnesota's western boundary.



Every year many historic structures, such as houses and barns, are neglected as lifestyles and methods of farming evolve. Sound preservation planning and implementation offer benefits in a variety of ways. Fewer natural resources are needed to renovate an existing structure than tearing down and replacing the building. The architecture of existing buildings provide interaction between the past and present that creates a sense of place for area residents. There are economic benefits associated with increased real estate values and tourism of historic buildings and sites. Educational benefits follow when historic sites provide meaning and animation for the lessons of past lifestyles and stories.



This 1888 Barn, located at Arrowhead Park, has lasted generations and will continue to last because of careful and continual preservation

One of the primary methods of maintaining historical structures is the adaptive reuse of buildings. This means that an existing building, especially one that is historical or architecturally significant, is converted to a use other than the original intent while the exterior of the structure retains its integrity. This strategy also allows new uses of the structure to be more compatible with surrounding existing land uses.

This carefully preserved privately owned barn has an aesthetic quality that maintains the agricultural heritage of the county while still providing function for the current landowner.

Natural Character

The land cover of Minnehaha County is dominated by agriculture and the developed land of incorporated municipalities. This does not, however, diminish the importance of the natural and semi-natural landscapes within the county. These landscapes can be found in the un-farmable wetland areas, slopes, and floodplains. Other natural areas take the form of shelter belts around farmsteads and publicly owned land for parks and preserves.

These natural landscapes provide a variety of benefits through what is known as “ecosystem services”. Native plants and animals utilize these spaces as habitat and corridors for migration. Recreational opportunities for hunting, fishing, boating, and nature watching can be found along rivers and multiple public lands and parks within the county. As more people from Sioux Falls and the surrounding area look to escape the ‘concrete jungle’, the need to preserve and possibly create more natural areas such as parks and trails will grow.



Categories of Ecosystem Services

- **Supporting Services**
 - underlying natural processes such as the water cycle and soil creation
- **Provisioning Services**
 - harvestable products such as food and timber
- **Regulating Services**
 - moderation of the natural environment such as pollination, erosion control, and water purification
- **Cultural Services**
 - human experiences of the natural environment including recreation, spiritual, and cultural

Farming & Community

The country lifestyle, is often associated with hard work, land stewardship, and a sense of community. This is especially applicable among the family run farms that fill the rural area. Over the years the business of farming has changed, causing the many farm operations to either consolidate or shrink. Since 2002, the number of farms smaller than fifty acres has significantly increased; while the number of farms with more than fifty acres have noticeably decreased (USDA 2002 Census of Ag and USDA 2022 Census of Ag).

Small farms remain possible because of the growing popularity of ‘hobby farms’ that are owned by operators who simply want the farm lifestyle, and by the increasing use of agricultural

tourism. Both of these farm types are influenced by the increasing population and proximity of Sioux Falls. It is important to recognize the changes in rural lifestyles and farming to ensure the viability of modern agricultural land uses.

Agricultural production is a vital part of the rural character. It also produces dust, smoke, noise, odors, and uses pesticides, fertilizers, odd hours of operation, and other items that may be considered offensive to residents not well acquainted with life in the rural area. In order to inform property owners of this potential conflict, the *Right-To-Farm Notice Covenant* has been required for all new houses since 2006 and continuation of this requirement is important for future growth.



The residents of rural communities utilize small towns and rural service areas as gathering spots, employment areas, and convenience shopping. The character of these service areas contribute to the rural sense of place through local activities, gathering places, and community pride. Rural service areas are changing as commercial and industrial districts expand services to attract customers from Sioux Falls and the larger region.

Expansion of these service areas and towns will occur, and the comprehensive plan should assist in the orderly development of these important places of rural character. Several rural service areas have populations greater than small incorporated towns. Homeowners in these service areas increasingly desire more urban like amenities such as roads, sewer, and nuisance enforcement. Regulations and ordinances should be evaluated as to their appropriateness and effectiveness for town-like areas.



Housing Density

Rural character, with its country lifestyle and natural landscapes, attract many people to live in the unincorporated area of the county. However, the continual development of new houses threatens to diminish the very aspects of rural character that many residents seek. Once farm and natural land is converted to a higher intensity use, such as residential housing, it is highly unlikely to return to its previous farm or natural use. The primary tool that Minnehaha County uses to limit development, maintain rural density, and prevent sprawl is known as density zoning. These standards have been in place since 1988, and the rules generally allow one residential building eligibility (BE) per forty acres or per lot of record at the time of the law. Low densities of residential houses maintain the visual character of the rural area. It also preserves large tracts of farmable land rather than fragmented segments between residential parcels.

Density zoning restricts the total number of residential houses allowed in the county. The limiting of residential dwellings has caused each BE to be regarded as a highly valuable 'commodity' for land owners. There are still approximately 8,300 available building eligibilities within the unincorporated areas of the county. If the average development rate continues as it has in the last ten years, then approximately 528 new housing units will be built through the year 2035.

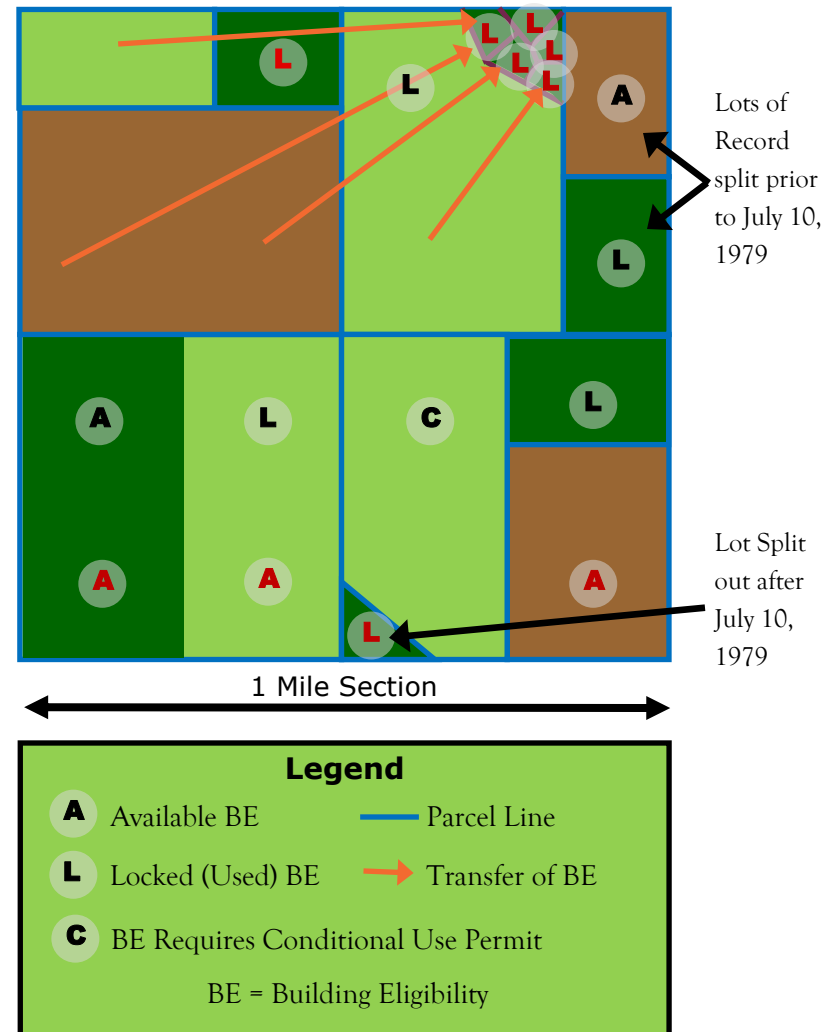


Figure 5.1 - Density Zoning Diagram: This diagram demonstrates the building eligibility assignment for a fictional county section including lots of record and transfers to create a cluster of building eligibilities.

Although density zoning prevents overdevelopment considerably well, the placement of one house on every forty acres can create its own set of problems. Randomly placed residential sites can fragment farmland, cause houses to locate nearer to conflicting land uses such as CAFOs, and require costly extensions from rural services. When residential units are clustered together, the houses create a micro-community, and this prevents much of the undesirable effects of spread out development. These housing clusters may not appear “rural” because of the close proximity to one another. Despite the aesthetics of housing clusters, the transfer and clustering of residential building eligibilities should be encouraged when development is pending because of the benefits that clustering provides.



The original Envision 2035 Comprehensive Plan, included a section explaining the possibilities of a transfer of development rights (TDR) program. The 2024 density task force explored the topic of a TDR program in detail during the ten year comprehensive plan update. A full TDR program has the real potential to disrupt density zoning in negative ways. It could lower the value of building eligibilities, cause increased growth where unintended, and increase the price of large scale agricultural land that has building eligibilities. Alternatively, the requirements for transferring a building eligibility can be loosened to allow better use of what is available without such drastic change potential of a TDR program.

Two current requirements primarily limit the ability to transfer a building eligibility. These include having contiguous properties and the properties being under the same ownership. The task force recommended allowing more flexibility in building eligibility transfers by allowing transfers to occur between two different property owners. The requirement for the transfer to be between contiguous land should remain. This would encourage further clustering of building eligibilities with neighboring properties without creating densities that lose rural character by allowing transfers to happen across the entire county.

Historic Preservation - Goals & Actions

Goal 5.1. Recognize and promote Minnehaha County's history and historical character.

- Action 1. Expand the county's website for educational purposes to include information on historical places and structures.
- Action 2. Integrate historic preservation values into county planning, land use, and other policies.
- Action 3. Promote cultural and heritage tourism opportunities through various means including driving tours and online experiences.
- Action 4. Develop a program to recognize outstanding preservation work of individual historic buildings and places including barns and farm houses.
- Action 5. Support and encourage museum activities/ programs and exhibits that preserve, display, analyze, and educate on Minnehaha County's history.

Goal 5.2. Make use of a broad range of preservation tools and strategies to permanently protect the county's historic assets.

- Action 1. Promote the adaptive reuse of historic structures for public and private uses.
- Action 2. Create a historic resource inventory and integrate it into the county's information systems including Geographic Information System (GIS).
- Action 3. Support the development, preservation, and interpretation of efforts of local museums and historic organizations.
- Action 4. Work with the cemetery board to develop a website to promote the history and genealogy of local cemeteries.



Natural Character - Goals & Actions

Goal 5.3. Recognize and promote the use and preservation of places with natural character throughout the county.

- Action 1. Lead by example, by utilizing natural landscaping, buffers, lake front restorations, and green construction where appropriate on county-owned land and parks.
- Action 2. Provide education opportunities about the natural environment and its benefits with signs and brochures at the county parks.
- Action 3. Encourage new residences to plant trees and naturalized landscaping as an alternative to extensive areas of turf grass.

Farming & Community - Goals & Actions

Goal 5.4. Support the country lifestyle including all aspects of agricultural operations.

- Action 1. Preserve the rural aesthetic through minimum landscape standards for new housing starts and subdivisions.
- Action 2. Continue to require the Right-to-Farm Notice Covenant for new housing starts and support farm operators with expansion requests where expansion is appropriate.
- Action 3. Prevent the development of conflicting neighboring development by limiting commercial and industrial development to highway intersections and residential subdivisions in rural service areas.

Goal 5.5. Support rural service areas as an essential and interconnected part of the rural economy and character.

- Action 1. Encourage expansion, updates, and repair of special purpose districts such as roads and sewer districts to allow for reasonable growth in rural service centers.
- Action 2. Support festivals and events to promote community spirit in rural service centers and towns.
- Action 3. Allow and support the orderly growth of rural service centers including growth in commercial, industrial, and residential development.

Housing Density - Goals & Actions

Goal 5.6. Maintain and strengthen low density residential standards in the agriculture district.

- Action 1. Continue to maintain accurate records of location and quantity of used and available building eligibilities.
- Action 2. Encourage residential eligibilities to be placed on the least productive agriculture ground and cluster eligibility developments when possible.
- Action 3. Work with property owners to encourage eligibilities, lots, and houses to be clustered together when developed.

- Action 4. Revise ordinance restrictions for building eligibility transfers to allow transfers between properties with different owners when it is appropriate to do so.
- Action 5. Utilize tougher residential building restrictions and standards within high agricultural production areas.
- Action 6. Encourage the annexation of fringe developments located adjacent to municipal boundaries.

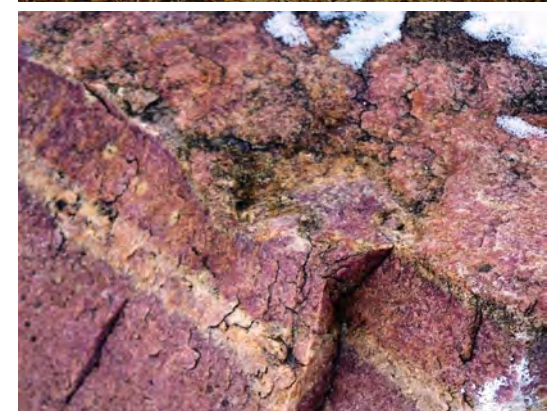
Environmental Stewardship

Introduction

Direct and indirect development impacts on natural resources makes it vital that full consideration is given in land use planning decision-making efforts. Natural resources found throughout the county are water, productive soil, sand and gravel, and Sioux Quartzite. The protection of native flora and fauna, along with the corresponding ecosystems in which all things live is as important as ever before to maintain ecological biodiversity. In the years ahead, runoff and soil erosion will be a major problem that needs to be addressed properly for agriculture to remain strong in a growing economy. Wildlife habitat is supported by the density, diversity, and productivity of land and water resources.

Soil can be considered the most important natural resource as it provides a growing medium for crops and for the grasses grazed by livestock. The importance of maintaining high quality soil conditions will be an integral task for all landowners. The entire county was once glaciated and in the eastern two-thirds of the county, the glacial till is covered in most places by loess (Natural Resources Conservation Service, NRCS).

Sand and gravel deposits can be found in the aquifer basins, while Sioux Quartzite has been quarried since the county was settled. The county is fortunate to have available gravel and stone for many uses ranging from sub-grade material for roads to concrete aggregate for riverbank stabilization (NRCS). The county includes thousands of acres of protected land through the resources of various agencies and governments, see Map 6.2 on page 59. These protected lands and open spaces will grow in importance as the population and demand for land and resources increases.



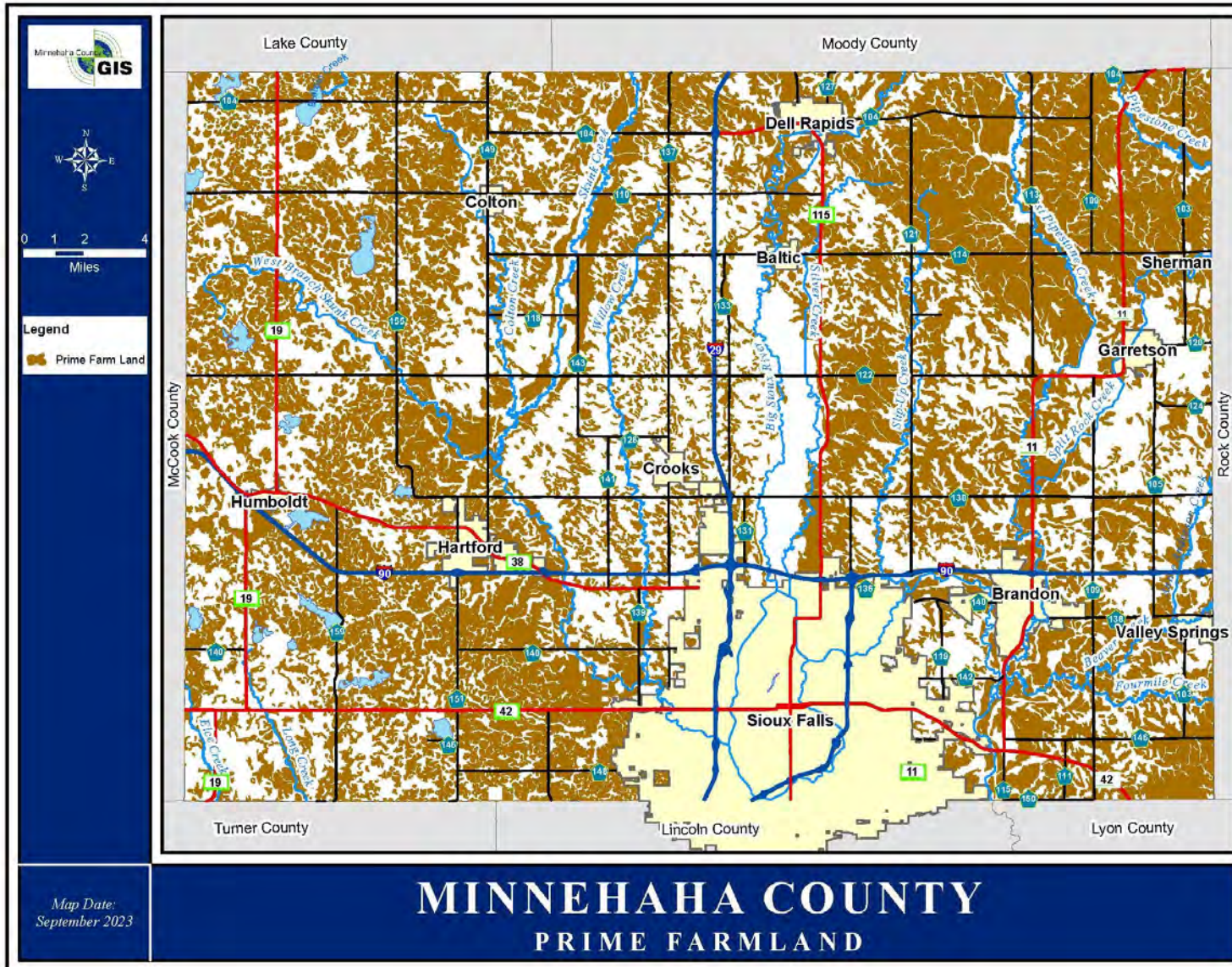
Land Resources

Soils

Soil is one of the most important natural resources in Minnehaha County because of the large presence of agriculture production. Before settlers came to the area, tall grass prairie dominated the landscape and assisted in creating some of the most fertile soils throughout the nation. Now, much of the prairie is gone and the hundreds of thousands of acres of fertile soil is utilized in producing crops. About 300,000 acres in Minnehaha County are considered 'prime farmland' by the U.S. Department of Agriculture, see Map 6.1 on page 51; and soil characteristics are the primary factor in the determination of prime farmland. Every year, development and land degradation threatens prime farmland. Sprawling and fragmenting land development should be avoided to protect this vital resource. Good farming practices are critical in preventing soil degradation. These practices are becoming more common as agriculture becomes more precise. The health of Minnehaha County soils is vital to maintain and improve, in order to provide greater productivity for increasing local and global populations.

Managing for soil health and improved soil function, is mostly a matter of maintaining suitable habitat for the myriad of creatures that comprise the soil food web. Managing for soil health can be accomplished by disturbing the soil as little as possible, growing as many different species of plants as practical, keeping living plants in the soil as often as possible, and keeping the soil covered all the time.





**Map 6.1 -
Distribution
of Prime
Farmland**

Prime Farmland -
This map shows the land area that is considered to be prime farmland according to the USDA soil classification. The abundant area of prime farmland is important to protect as development encroaches into the unincorporated areas of the county.

Sand, Gravel, & Quartzite Deposits

Sand, gravel, and quartzite are among Minnehaha County's major natural resources. The mining industry is significant to the county and is likely to continue to be so in the future. Most of the sand and gravel deposits are found along river and stream beds where the porous material allows for groundwater to accumulate into shallow aquifers. Quartzite is the bedrock for the entire county and can be found sporadically near the surface in the eastern half of the county.

The process of extracting sand, gravel, and quartzite disturbs the land surface more than any other land use. This disturbance is evident in the aerial photography below of the

area surrounding Skunk Creek to the west of Sioux Falls. The vast disturbance of land through quarry operations necessitates a reclamation process for returning the land to a useable state. The proposed use of reclaimed land should match with this plan. Naturalized reclamation areas should include provisions to create viable habitat such as slope alterations, soil replacement, vegetation, and wetland creation where applicable. Development may be done in some instances such as the Cherry Lake Reserve on the northwest corner of SD Highway 42 and Ellis Road in Sioux Falls.



Image Left: Lakes created by high groundwater in former gravel quarries. Active quarry sites can be seen in the approximate center of photo; while city annexed land is developing into a residential neighborhood along the bottom. Recreation is seen on the right side of the photo where Family Park is located and operated by the City of Sioux Falls.



The potential for surface and ground water alteration and contamination is also a concern with gravel extraction. The permitting process for new and expanding quarry operations should continue to require a hydrologic study to ensure that no adverse effects will be made to surface and ground water. Extraction operations generate sizable amounts of truck traffic. Truck traffic problems are a key concern to county residents in regards to this industry. In some cases the hauling of mineral resources on county, state, and township roads necessitates additional maintenance costs that can be mitigated by the company doing the extraction.

Noise and safety on public rights-of-way are also serious concerns associated with truck traffic. Some operations are restricted to certain roadways, while other operations are required to spray gravel roads to reduce the limit of dust generated by the trucks.

Mining operations are regulated in Minnehaha County through the zoning ordinance. Mining is allowed in the agricultural and recreation/conservation zoning districts through the conditional use permit process. This allows the public and other affected parties to have a voice in the permitting process. There are also state regulations, which must be adhered to by the mining operations.



Parks & Open Space

County Parks

Minnehaha County recognizes the value and importance in providing our citizens with opportunities for the use and appreciation of the county's natural resources. Our parks provide a place for healthy outdoor recreation, cultural education, and interaction with nature. Each of the County's three parks exist due to acts of generosity through the donation of land.

Wall Lake Park

Wall Lake Park is a twenty-five acre public use area and the county's oldest park. It lies adjacent to Wall Lake and has the county's only public swimming beach. In 1917 a sandy strip of land was dedicated for the beach.

The park encompasses property that was willed to Minnehaha County in 1949 to be used for public parks and recreational purposes. It wasn't until 1985 that the county took steps to develop the park and improve the beach. Picnic tables and grills are provided at several sites, and a picnic shelter overlooks the lake from a hilltop. Citizens can enjoy the disc-golf equipment and spacious open area available for field sports. This is the busiest of the county parks in part because of the swimming beach. Future improvement considerations for this park should include potential activities for open spaces and demonstrations of sustainable practices such as beach front restoration.





Bucher Prairie

The tract of land that became Bucher Prairie was dedicated with the request that the park be a reflection of the prairie that would have been historically present on the site. Eastern South Dakota once was a tall grass prairie, the wettest prairie ecosystem. Grass and flowers of this ecosystem would have included bluestem, switch grass, Indian grass, pasque flower, goldenrod and purple coneflower. Many of these native plants have been re-introduced into the twenty acre park. The park includes a trail system, intermittent streams with a pond, and a picnic shelter. This prairie restoration park provides a good opportunity to include educational materials on the native flora and fauna of Minnehaha County.



Perry Nature Area

The Perry Nature Area encompasses twenty-three acres of diverse ecosystems including woodlands, upland grasslands and riparian areas that are home to a wide variety of native plants and numerous species of wildlife. In addition to these natural features, the area is linked to a rich community history. The nature area is the former East Sioux Falls town site, a community established in the late nineteenth century in relation to the nearby quarrying of Sioux Quartzite. The stone from these quarries was used in many historic buildings in the region. Perry Nature Area is dedicated to the preservation of the wonderful natural treasures of the site and the storied history of this once bustling city. The Perry Nature Area is currently operated in conjunction with the Mary Jo Wegner Arboretum and the City of Sioux Falls.

State Parks

Minnehaha County contains three state parks. All three are located in the diversified terrain found on the eastern side of the county. Each state park offers varied opportunities for recreation and education.

Beaver Creek Nature Area

Beaver Creek Nature Area was developed to increase environmental awareness of visitors and to highlight natural and historical resources in the vicinity. Pioneers named the creek for the numerous beaver they found along the winding spring-fed stream. The stream flows year-round, supplying numerous plants and animals with water, and in turn, supplying visitors with opportunities to observe nature up close.

Big Sioux Recreation Area

Big Sioux Recreation Area lies on the banks of South Dakota's Big Sioux River near the City of Brandon. This park is popular among campers, canoers, history buffs, and archers. Volleyball courts and a disc golf course are also available.

Palisades State Park

Palisades State Park is one of the most unique places in South Dakota. Split Rock Creek, which flows through the park, is lined with Sioux Quartzite formations varying from shelves several feet above the water to fifty-foot vertical cliffs. The quartzite cliffs differentiate Palisades State Park as perhaps the best rock climbing location on the east side of the state.



Public Lands

The South Dakota Game, Fish & Parks (GF&P) operates thirteen game production areas in Minnehaha County. This land encompasses 3,765 acres with the majority of it composed of water and various wetlands. In addition, the United States Fish and Wildlife Service preserves 3,062 acres of wetlands and associated uplands in Waterfowl Production Areas.

The preserved lands are predominately located in the western portion of the county, which consists of many pothole lakes that are conducive for wetland and grassland dependent species. The primary focus of preserving this land is to provide opportunities for game production and for public hunting and fishing.

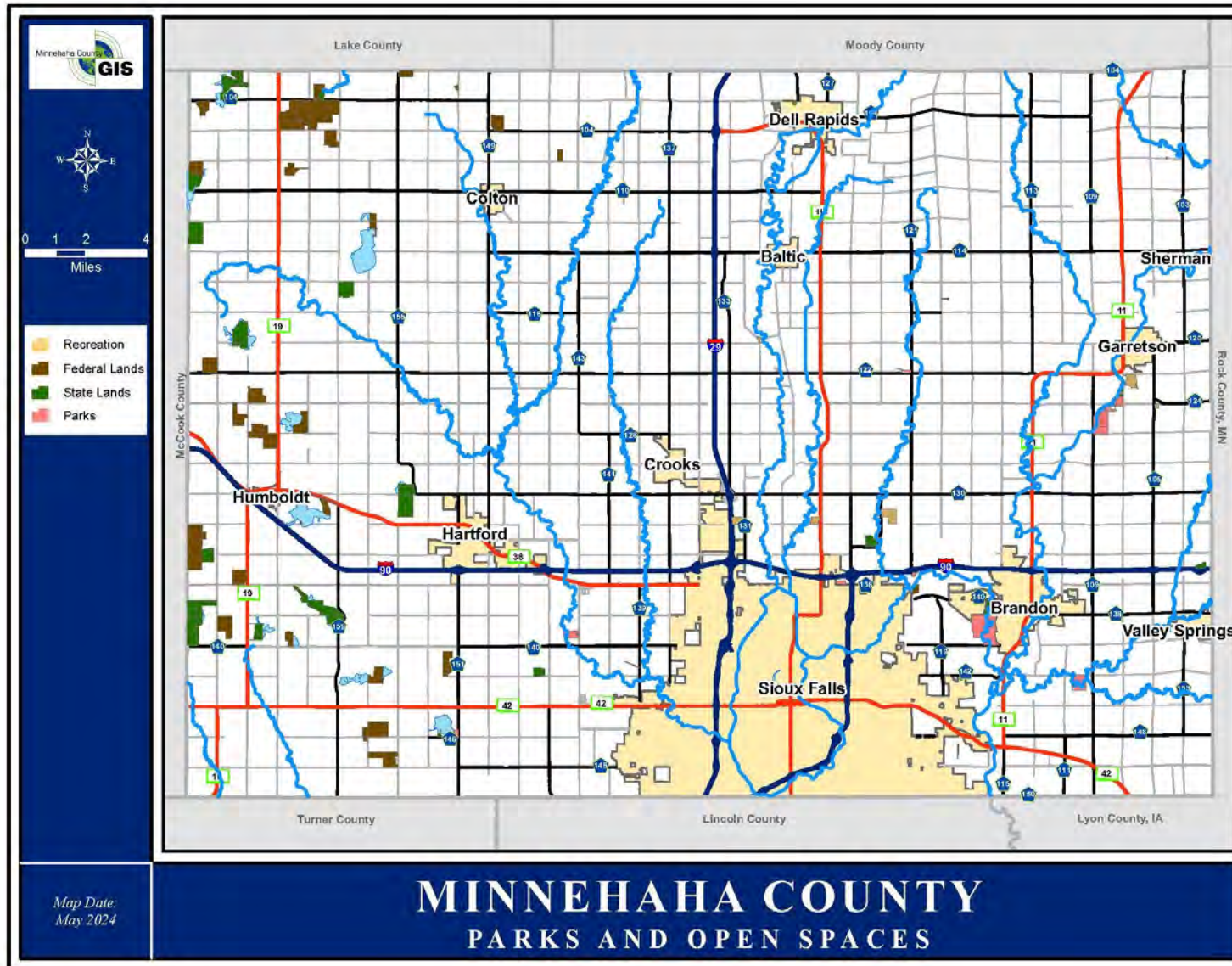


Greenways and Trails

Parks and conservation land provide valuable habitat for natural resources and recreation opportunities for the public. However, many of these locations are spread out and fragmented making it difficult for wildlife to utilize multiple green spaces, and difficult for the public to visit without a personal vehicle for transportation. Naturalized greenways consisting of natural landscapes with little to no development could be utilized to act as corridors for wildlife to move freely between the pockets of parks and conservation lands. The most appropriate places to locate greenways and multi-use trails would be near rivers and streams where wildlife and ecosystems services are naturally present.

Greenways can provide benefits to the county through promoting ecosystem services, such as water filtration and flood control; greenways may also double in purpose by providing locations for activities such as multi-use trails. Trails can connect green spaces and communities with each other, while providing for recreation and transportation benefits. These trails should interact with existing municipal greenways, municipal trails, and county non-motorized transportation and recreation routes to provide convenient access for members of the public. The non-motorized section of the Transportation chapter describes potential routes and trails in more detail and are also shown on page 79 within Map 7.4.





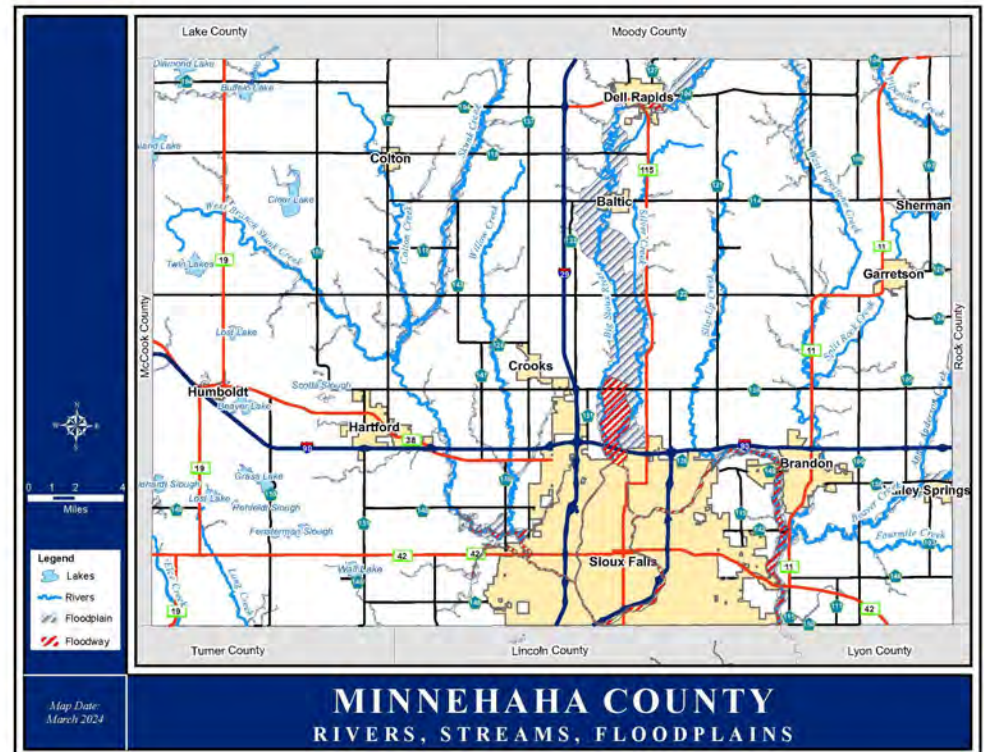
**Map 6.2 -
Parks
and
Open
Spaces**

Water Resources

Rivers and Streams

The Big Sioux River, along with the Skunk and Split Rock Creek tributaries, form the major surface drainage features in the county. The Big Sioux begins in the northeast part of South Dakota then flows through Dell Rapids, Baltic, Sioux Falls, and Brandon on its journey to the Missouri River. In the eastern two-thirds of the county, the stream network is well defined. The remainder of the county has more poorly defined drainage, and this is visible in Map 6.3 where lakes become common and large gaps separate named streams. Significant natural features are apparent in Dell Rapids, Garretson, and Sioux Falls. For example, the Dells of the Sioux is characterized by steep, vertical quartzite walls where it splits from the river. Dell Rapids, Garretson, and Sioux Falls utilized an essential natural resource to promote the area as a major public asset and tourist destination. Skunk Creek and its west fork tributary drain the western portion of the county, joining the Big Sioux in western Sioux Falls. Split Rock Creek, which drains into the Big Sioux south of Brandon, forms the dominant drainage feature in the eastern part of the county. The natural beauty of the stream is prominently displayed in Garretson within the city park and south of the city at Palisades State Park, where steep quartzite walls and ledges accent these recreational amenities.

Map 6.3 - Rivers, Streams & Floodplains



Floodplains

Minnehaha County maintains eligibility in the National Flood Insurance Program by enforcing the Floodplain Development Ordinance. This ordinance restricts residential structures in the floodways, and requires specific construction measures in the floodplain. There are approximately 48,400 acres of floodplain designated on the current FEMA maps throughout the entire county, of which about 6,490 acres are in the floodway. Many homestead sites and small enclaves, such as the Village of Renner, have endured the spring floods for generations. In January 2024, FEMA released preliminary floodplain maps for much of the county. Minnehaha County should continue to update floodplain maps and rules as more accurate information is adopted by FEMA.

Floodplains offer some of the most beautiful landscapes, productive wetlands, fertile soils, significant plant and animal life, and valuable historical and archaeological features in the county. Water has long been critical to human survival, providing transportation and commerce, and settlement patterns largely influenced by natural systems. Since early development frequently encroached into flood prone areas, certain areas of the county may be subject to flooding hazards similar to the images shown at right.

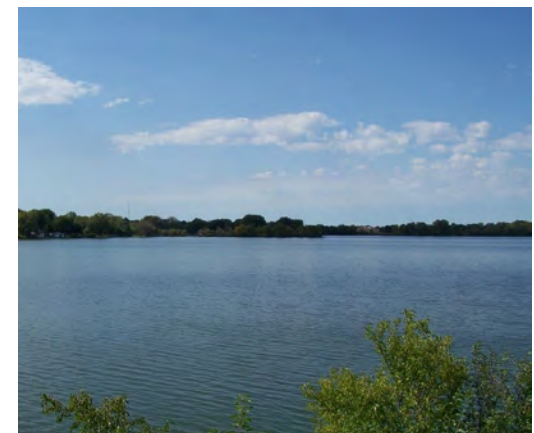
The village of Renner has had a history of flooding. The images to the right include floods from 1960 and 2011
Images courtesy of : George Carlson of sodcity.com



Lakes & Wetlands

Numerous prairie lakes were created in eastern South Dakota by the last glaciation period. While they are most prevalent in the northeastern part of the state, a few prairie lakes were formed in the western portion of Minnehaha County. When the last glacier retreated from this area, glacial till filled many depressions formed by earlier glaciers leaving shallow pot holes and wetland areas rather than well defined, deeper lakes. Wall Lake, with a surface area of 220 acres, is the only significant lake in the county. The lake was dredged of silt nearly twenty years ago and now has a depth in excess of twenty feet. Other water bodies include, but are not limited to, Beaver, Buffalo, Clear, Diamond, Grass, and Lost Lakes, which are exceptionally shallow and function primarily as large wetland areas.

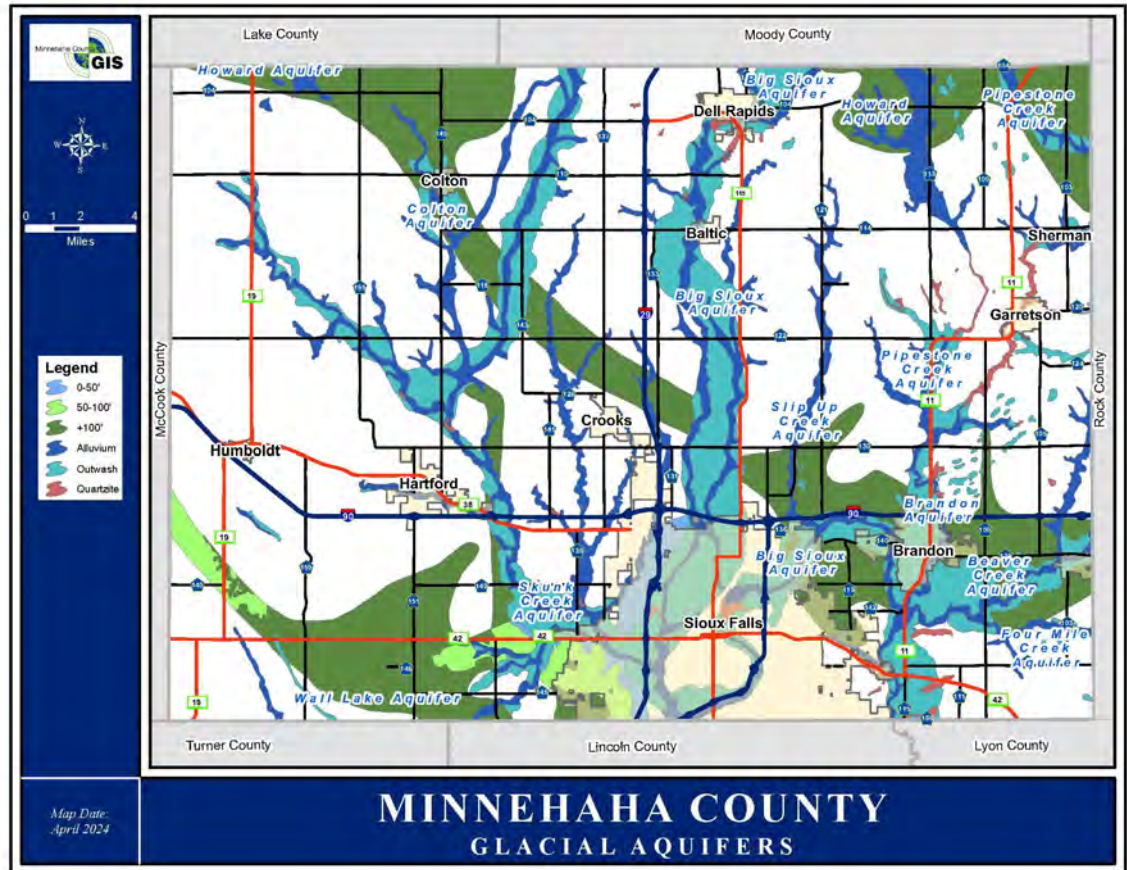
Wetlands are predominantly located in the western part of the county, but are incrementally disappearing due to the demands of certain agricultural and drainage tile practices. They perform several key functions by serving as natural water purifiers by filtering out pollutants; therefore, enhancing surface and groundwater quality, increasing wildlife and fish habitat, and providing recreational opportunities. Wetlands are also essential agents in reducing siltation and flood control by slowing runoff during rapid snow melt and heavy rainfall, while releasing water gradually to minimize erosion and downstream flooding.



Groundwater Aquifers

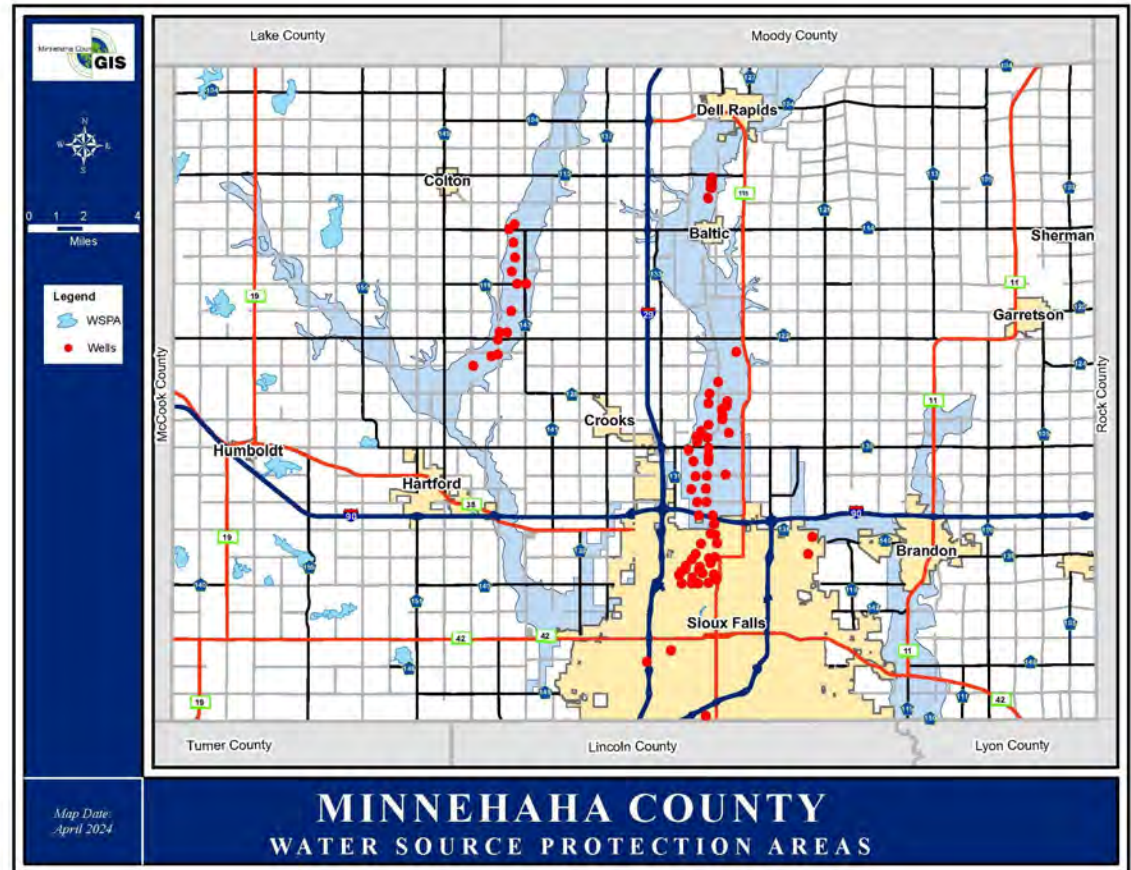
There are nine major glacial aquifers in the county. The Big Sioux and Skunk Creek are water sources for Minnehaha County and its incorporated municipalities. The Split Rock aquifer has a substantial storage capacity consisting of 855,000 acre-feet. Hydrologic studies have identified the interrelationship of ground and surface waters where a stream is in contact with an aquifer, as is the case with the Big Sioux River and the outwash deposits along the Big Sioux Valley. Depending on the relative water levels, water may move into or out of a stream. An influent stream supplies water to an aquifer, while an effluent stream receives water from the aquifer. Groundwater discharge from aquifers into the Big Sioux forms the base flow of the river. This base flow is a significant part of the total flow during periods of low surface runoff, but becomes a small fraction of the total flow when high surface runoff occurs. A comprehensive management program is important not only above the aquifer, but within the entire drainage basin because of the connection between ground and surface waters.

Map 6.4 - County Aquifers



Shallow aquifers and streams are at risk of contamination by a variety of sources— inadequate wastewater treatment and disposal attributed to both on-site and municipal sources, mismanagement of waste from livestock facilities, overuse of fertilizers and pesticides, solid waste disposal sites, and sites for the storage and manufacture of regulated substances. To assist in the protection of the county’s aquifers and streams, a water source protection overlay district was established in the zoning ordinance. This overlay district prohibits uses which pose a high risk of contamination to groundwater resources, and regulates potentially damaging uses, so that adverse environmental impacts are minimized. The overlay district protects 56,734 acres of land located over these aquifers. There are a large number of public wells located over these aquifers. The Sioux Falls well field is concentrated within a five-mile segment of the Big Sioux aquifer north of the city, along with an expansion into the Middle Skunk Creek aquifer southeast of Colton.

Map 6.5 - Water Source Protection Areas



Agricultural Drainage

Agricultural drainage has been part of the rural landscape since near the beginning of the county when large combined projects drained hundreds of acres of land with many owners. At the time of adoption of the Envision 2035 Comprehensive Plan, Minnehaha County required a permit to install drainage projects on agricultural land. In 2017, the County Commission repealed the drainage ordinance.

Wastewater Treatment & Disposal

Central wastewater collection and treatment facilities serve municipal residents and limited rural populations located within the four sanitary districts. A majority of rural residents and businesses utilize an on-site wastewater treatment system (septic system). Rural commercial and industrial uses, churches, and park facilities dispose of sewage by individual means, usually by septic system or holding tank in which the contents are routinely pumped and disposed off-site.

Much of the rural residential growth will continue to be served by individual systems with an importance on maintaining safeguards to protect public health and the environment. New central sewer facilities should not be proposed in the rural agricultural areas of the county because the residential densities

associated with this growth are higher than density zoning allows; however, existing on-site systems are expected to be replaced as annexation occurs. Existing sanitary sewer districts should be encouraged to expand capacity of facilities to meet the demands of growth within their territories.

On-site wastewater systems pose the least risk to human health and the environment when used in low density, large acreage type settings. A system must be located where soils have an acceptable percolation rate, and the seasonally high water table and bedrock are more than four feet below the drain field. A test hole should be dug in the area of the proposed absorption field at least four feet below the bottom of the trench. If the soil profile indicates a seasonally high water table, then adjustments to the trench depth are necessary.

Since soil type can change within the building site, percolation tests must be taken at the proposed location of the system to accurately calculate the proper sizing of the absorption field. Soils where the effluent is absorbed slowly will require a larger drain field. On the other hand, soils with a very rapid absorption rate are not acceptable because effluent will reach the groundwater before proper filtration occurs.

Stormwater Management

Management of stormwater runoff and its contaminants constitute one of the major problems we face in development practices. While surface runoff has been controlled through the conventional ditch, gutter, and pipe method, this approach is not entirely as effective as utilizing ecosystem services to the maximum extent. Stormwater Best Management Practices (BMPs) should be a major consideration in all land use planning and development decisions to fully balance economic development with the natural environment.

Water quality and the intensity, timing, and velocity of runoff events are closely related to stormwater management. Vegetated surfaces slow or capture runoff, but runoff is substantially increased when these are replaced by impervious surfaces such as roofs, driveways, parking lots, and streets.



Figure 6.1 - Best Management Practices Diagram: Big Sioux River Watershed

Image Source: Pictometry, 2015

Low Impact Development

Development should not be allowed prior to completion of a drainage plan, which defines natural drainage corridors and identifies the number and location of detention facilities needed to accommodate additional runoff from impervious surfaces. Developers should be encouraged to use natural areas for aesthetic, open space, wildlife habitat, and recreational purposes.

Low Impact Development (LID) offers several strategies to minimize the impact of surface runoff on downstream property owners, reduce the risk of flooding, and restore the hydrologic and ecological functions of our waterways.



Existing riparian area buffer protection along the Big Sioux River

LID Strategies to Minimize the Impact of Land Development

- Riparian Area Buffers (River/Stream Setbacks)
- Bio-Retention Facilities (Rain Garden/Bio-Swale)
- Vegetated Filter Strips (Grass Waterways)
- Permeable Surfaces (Porous Concrete/Gravel)

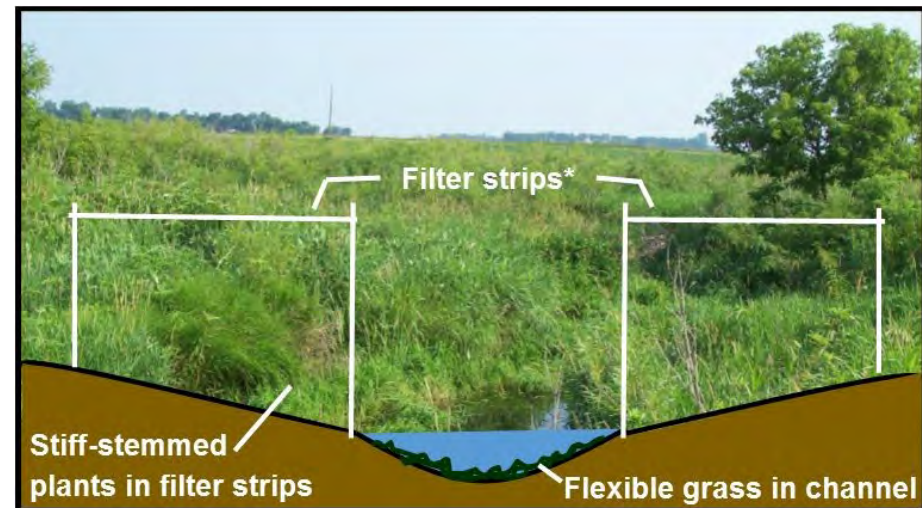


Figure 6.2 - Vegetated Filter Strip Diagram (Filter strips* trap sediment and slow down surface water runoff)

Natural Resources and Open Spaces - Goals & Actions

Goal 6.1. Preserve the quality of natural resources.

- Action 1. Enact setbacks to create buffers from development around water bodies and wetland areas.
- Action 2. Develop a joint program with the Game, Fish, and Parks Department to enforce their permit requirement for repair or changing of shorelines.
- Action 3. Add setbacks to the zoning ordinance that distance residential houses from Game, Fish, and Parks land.

Goal 6.2. Promote sustainable use of natural resources.

- Action 1. Preserve contiguous and connected open spaces through setbacks and greenways.
- Action 2. Encourage and support the restoration of degraded areas.
- Action 3. Utilize county parks to educate and demonstrate sustainable land uses and ecological services.

Goal 6.3. Limit development in floodplains and above aquifers.

- Action 1. Enforce the requirements and restrictions of the Floodplain Development Ordinance.
- Action 2. Preserve the quality and quantity of water resources through enforcement in the Water Source Protection Area.
- Action 3. Promote the use of land in riparian areas to be used as greenways to prevent development and allow for flooding to take place naturally.

Goal 6.4. Maintain and enhance public access to public lands.

- Action 1. Support federal, state, and county public lands and parks.
- Action 2. Utilize rivers as greenways for natural connections and public uses such as multi-use trails.
- Action 3. Ensure continued access to waterways and public lands through the subdivision and platting process.

Goal 6.5. Recognize that sand and gravel deposits within the county are an un-renewable natural resource and beneficial to the economy of the county and the welfare of its people.

- Action 1. Require new mining operations to hold a public meeting with surrounding land owners.
- Action 2. Require that appropriate post-excavation land uses be consistent with the county's land planning process.
- Action 3. Minimize conflicts with existing neighborhoods from the impacts of adjacent extraction operations and the transportation of extracted mineral resources.
- Action 4. Protect the natural environment from all sources of pollution resulting from mineral extraction.

Goal 6.6. Increase direct management of storm water to reduce runoff and pollution.

- Action 1. Require Best Management Practices on sites and subdivisions when practical.
- Action 2. Coordinate policies and procedures with the Department of Agriculture & Natural Resources, County Highway Department, and municipalities.
- Action 3. Require runoff control measures during large scale construction projects when practical.

Goal 6.7. Encourage the use of Low Impact Development (LID) strategies.

- Action 1. Develop educational materials to promote the installation of Best Management Practices (BMPs) for stormwater management.
- Action 2. Coordinate with Minnehaha Conservation District to seek funding opportunities to provide landowners with technical assistance and financial cost share to implement BMPs.

Transportation

Introduction

Transportation plays a vital role in providing for the needs of the general public through moving goods, resources, and people. The transportation system, a critical component of Minnehaha County's development pattern and backbone of the economy, exerts a strong influence on the placement of land uses such as agricultural, residential, commercial and industrial, and institutional facilities.

The transportation system consists of a variety of roadways that serve different functions. These functions include varying degrees of access and mobility, which are further grouped into formal functional classifications.

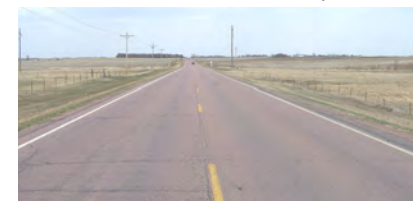
A functional classification system, groups roadways into a logical series of decisions based upon the character of travel by distinguishing between the function and service provided. This classification process is heavily influenced by the intensity and distribution of land development patterns. Thus, the interplay between land use and transportation is symbiotic.

While most roadways offer both "access to property" and "travel mobility" services, it is the roadway's primary purpose that defines the classification category to which a given roadway belongs.

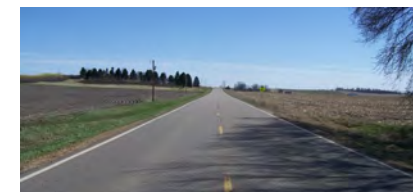
Other important, but related factors, include efficiency of travel, connectivity, access points, speed limits, route spacing, average annual daily traffic and vehicle miles traveled, number of lanes, and the significance of the route on a regional or statewide basis, as well as system continuity.



Minor Arterial - SD Hwy. 19



Major Collector - Co. Hwy. 148



Minor Collector - Co. Hwy. 143



Local Roads - East 264th Street

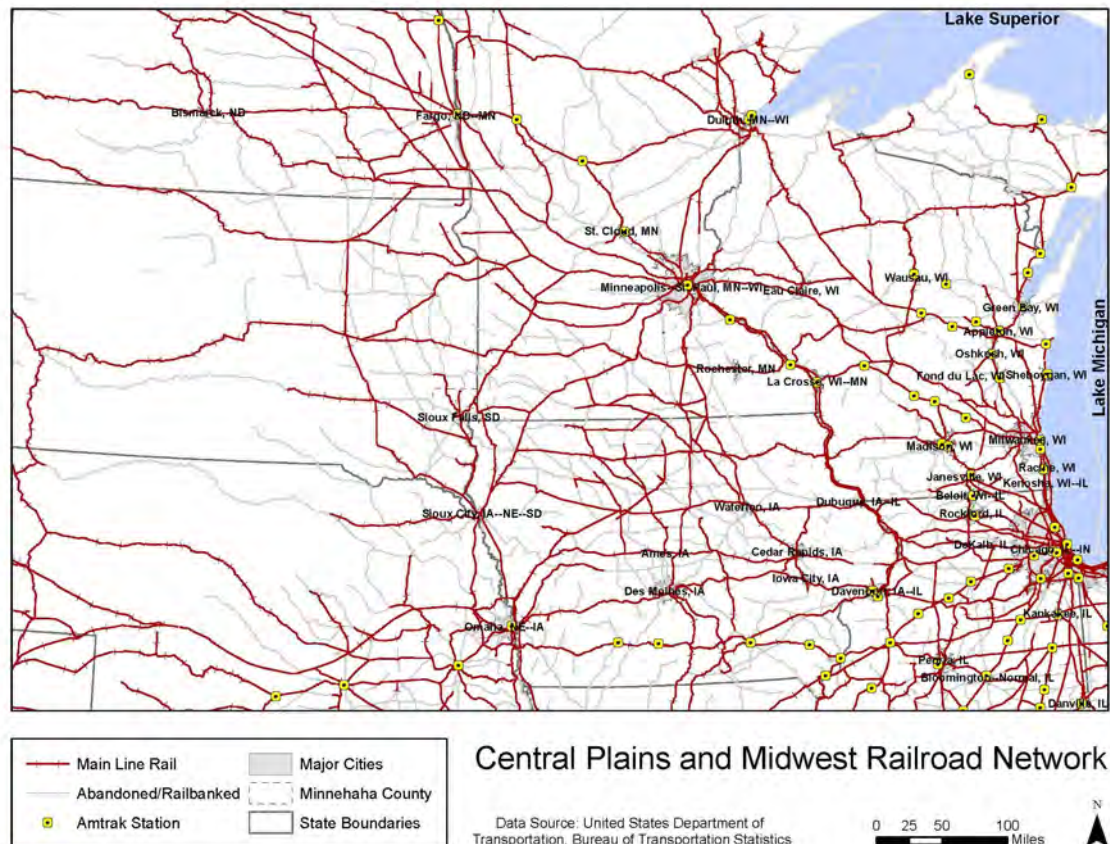
Rail

Map 7.1 - Central Plains and Midwest Railroad Network

Rail transportation has served a variety of industries in delivering shipments of goods, materials, and people contributing to the livelihood of economic centers in the region. The significance of freight rail transportation within Minnehaha County will remain an integral part of both the regional and national system.

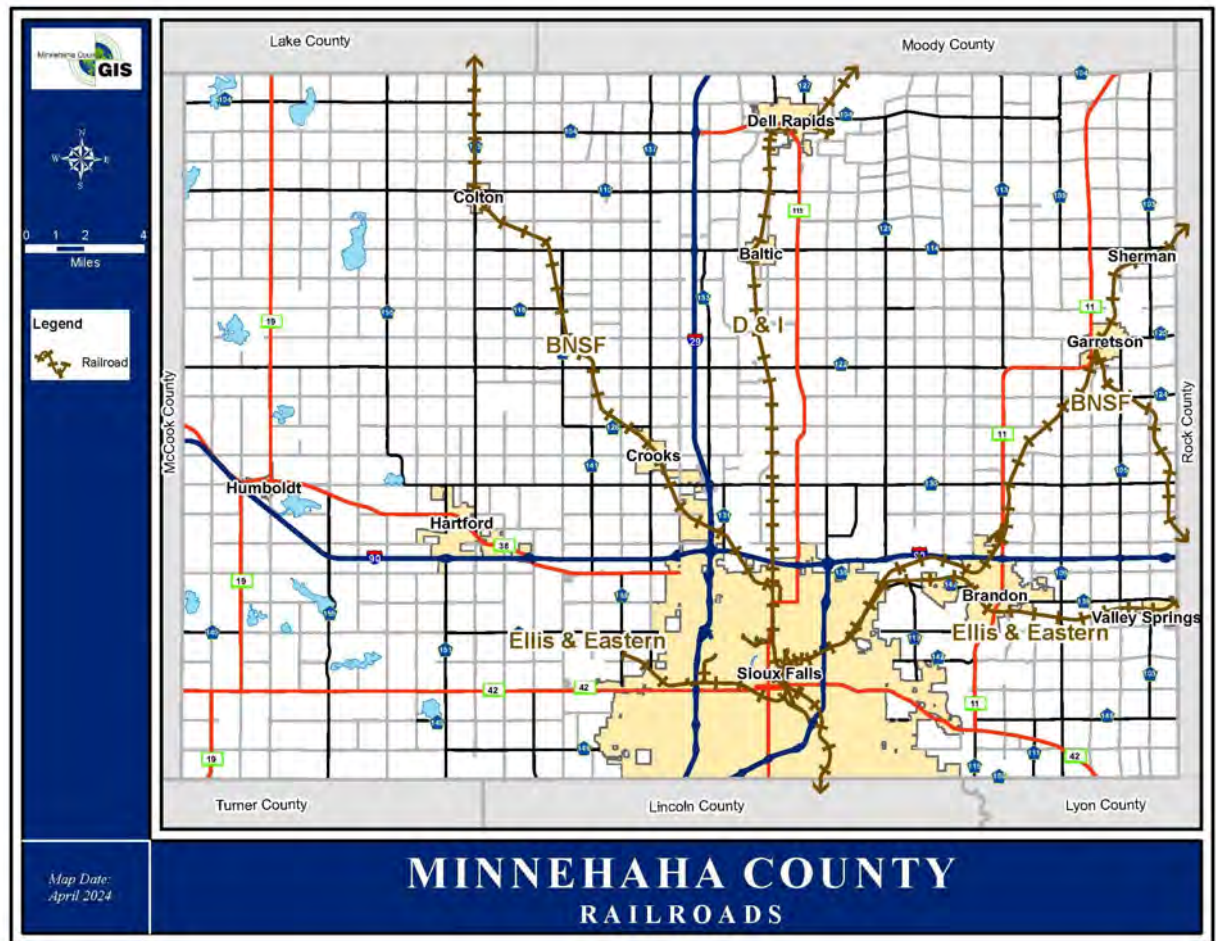
The potential of a passenger rail connection has been a topic for South Dakota for some time. Recently, Sioux Falls was included in the Federal Railroad Administration's Amtrak Daily Long-Distance Service Study Maps. Potential routes would include Sioux Falls in route from Minneapolis/St. Paul to Kansas City or to Denver.

Although rail connections for freight and passengers are important to local government, planning and development typically take place at the federal and state levels.



BNSF operates a majority of the rail lines that run through Minnehaha County with connections to the national freight rail transportation system. In particular, these lines move a variety of agricultural products and industrial materials both domestically, as well as abroad. Track extends from downtown Sioux Falls to Garretson for 17.4 miles and continues for 4.6 miles in the county leading to Willmar, Minnesota, before connecting with the regional, and in some cases, the national system. Track also runs south from Garretson towards Sioux City. The largest stretch of BNSF track runs out of Sioux Falls for twenty-four miles to the northwest through Crooks, Lyons, and Colton along the way to Madison, South Dakota. Spur lines from this track service the Foundation Park development in Sioux Falls.

Map 7.2 - County Railroads



L.G. Everist, Inc. owns and operates quarries in Minnehaha County, as well as operates its own portion of railroad, D&I Railroad (DAIR). They have 18.8 miles of track that run between Sioux Falls and Dell Rapids, and lease two other railroads from the State of South Dakota comprising 89.6 miles of track in the Big Sioux River Valley (South Dakota State Rail Plan, 2010). The DAIR has interchange connections with BNSF and Ellis and Eastern Company in Sioux Falls. In addition to hauling rock, gravel, and quarried stone, the railroad also transports farm products.

The Ellis & Eastern (E&E) railroad was formed as a subsidiary of the Sweetman Construction Company, now Knife River, for the primary purpose of transporting aggregate products. The railroad has 14.3 miles of track stretching from Brandon, SD through downtown Sioux Falls to North La Mesa Drive. This line not only carries aggregate products and raw materials for Knife River; it serves several outside customers located on the line. Chemicals and scrap metal are also transported on this railroad.

According to the 2022 South Dakota State Rail Plan 2045 Rail Volumes by Direction chart, at right, a majority of the rail system demand statewide will consist of through movements at

about eighty-six percent, while outbound movements are expected to comprise eleven percent. These estimates represent a growth of about 1.3 and 0.2 percent each year, respectively. Inbound and intrastate movements make up a small percent of the total projected demand (2022). The 2022 SD State Rail Plan did not make any changes to the goals for rail within the state from the 2014 plan.

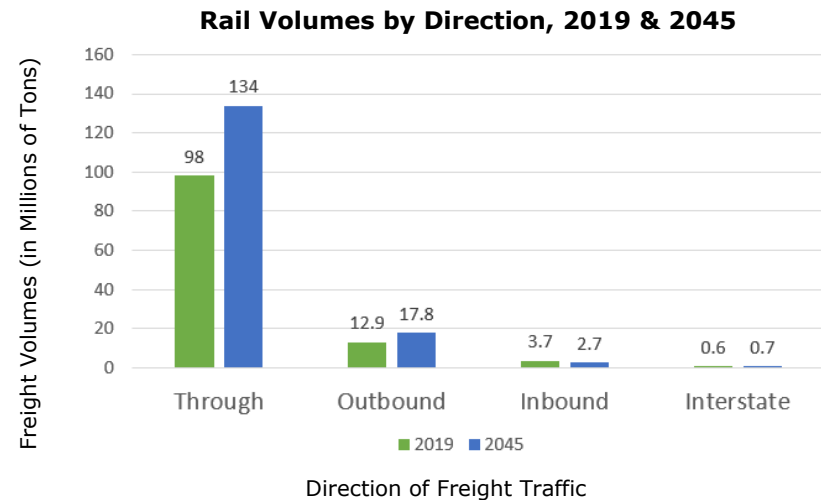


Figure 7.1 - Rail Volumes by Direction, 2019 & 2045

Source: 2022 SD State Rail Plan

Highway

The transportation system is linked to land use patterns in a way that needs to be collaboratively addressed in order to prevent future conflicts and achieve the goals of this plan. Particularly near large economic centers, projected population growth and changes in land use and density will necessitate changes to the highway system. The South Dakota Department of Transportation (SDDOT) and County Highway Department routinely conduct traffic counts to provide helpful information on traffic patterns. It should be expected that a majority of commercial freight traffic will occur on state highways, but the collectors will be utilized to reach rural service areas where commercial and industrial land uses are encouraged to locate. Local traffic will use arterial roads and disburse into the local and township roads through the county.

Transportation Improvements

Regional transportation planning is a coordinated effort of the Sioux Falls Metropolitan Planning Organization (MPO), the South Eastern Council of Governments (SECOG), SDDOT, municipalities, counties, the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA). Direction 2035, the Sioux Falls Metropolitan Area Long-Range Transportation Plan, was developed to guide multi-modal transportation planning activities through 2035. Potential

corridor projects identified through the transportation planning process within the MPO area of the county include the following:

- Maple - Park Street
- County Highway 130
- County Highway 145
- County Highway 148
- 258th/470th Roundabout

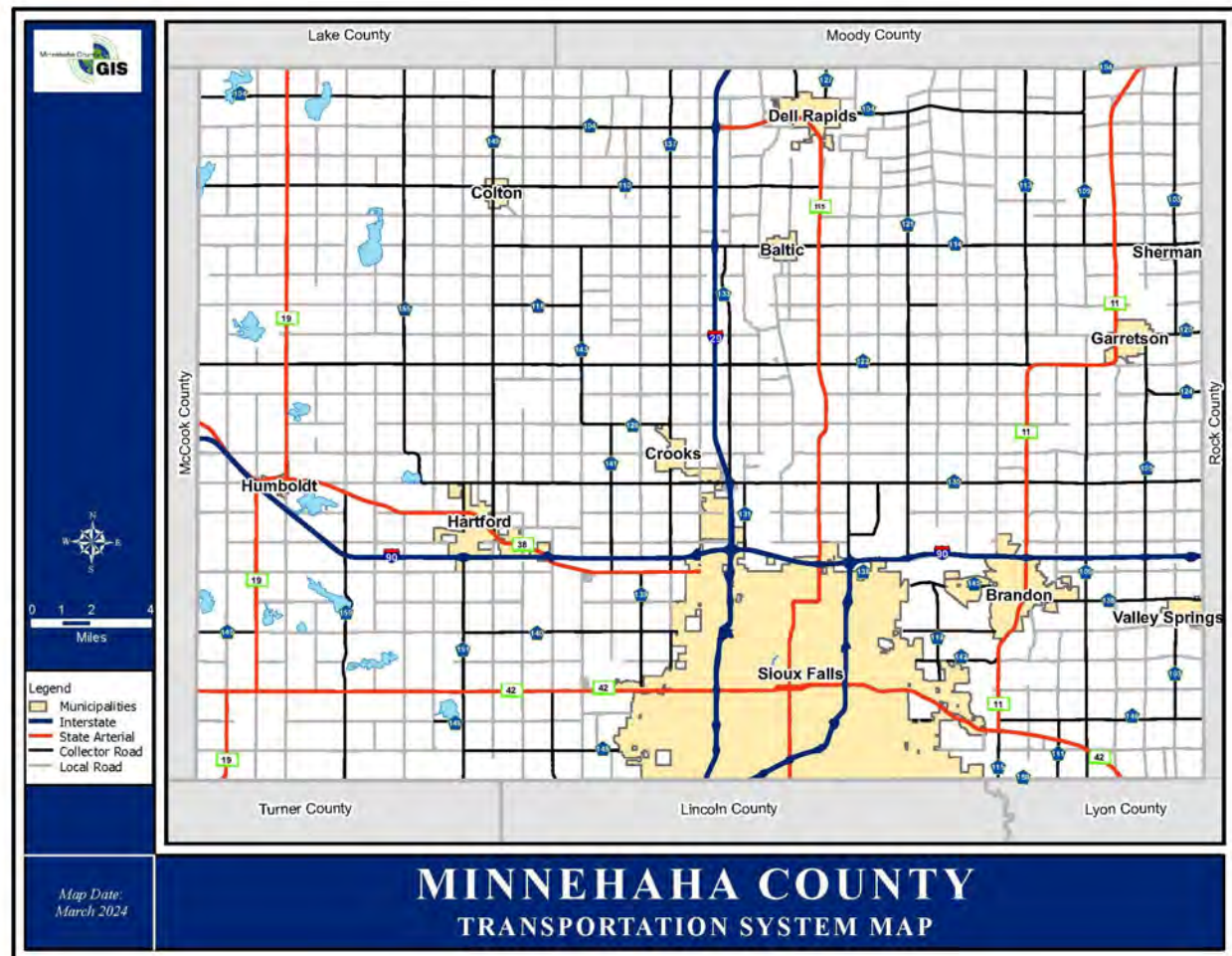
Potential improvements that can be accomplished in the near term, and aid in all roadway users' safety could include the strategic design of wide shoulder widths in conjunction with rumble strips. Rumble strips have proven to be a helpful tool in the prevention of traffic fatalities on roadways across the country. Implementation of rumble strips should only be installed where data projections can quantitatively show a significant increase in roadway user safety and where there is a four foot minimum shoulder width, not including rumble strip.

The County Highway Department annually updates the Transportation Improvement Plan, which projects known improvements and costs for the next five years. This is a vital planning tool for near term projects and budgeting for the county.

Transportation System Functional Classification

The transportation system for vehicles are classified by functional use of each road. The planning purpose of classification is in part to determine right-of-way requirements for roads and highways. A higher used arterial needs more right-of-way than a local development road. The map to the right has been updated and language within the zoning ordinances should be updated to make clear setback requirements from various road classifications. Whenever property is platted with road frontage along an arterial or collector road, the county requires up to a hundred feet of right-of-way. This is typically fifty feet on either side of the center, which is seventeen feet of additional right-of-way over the statutory section line requirements.

Map 7.3 - Transportation System Functional Classifications



Non-motorized

The Sioux Falls Metropolitan Planning Organization (MPO) Bicycle Plan identifies SD Highway 38, 115, and 11, as well as Rice St./Holly Blvd and Madison St. as primary bicycle routes. The secondary routes are County Highway 121, 133, 137, and 139/Ellis Rd. These suggestions were made in conjunction with the American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities, which notes that “adding or improving paved shoulders often can be the best way to accommodate bicyclists,” as well as motorists and other road users (Sioux Falls MPO Bicycle Plan, 2009).

The following list is a highlight of a few guidelines for shoulder design in the MPO Bicycle Plan and should be major considerations in road maintenance operations:

- A shoulder below the four foot minimum should not be designated or marked as a primary bicycle facility.
- Consider four foot minimum shoulder widths (not including space treated with rumble strips) to accommodate bicycle travel and other road users.
- Frequent shoulder sweeping of any debris when rumble strips are installed is crucial on all bicycle routes to ensure roadway user safety.

The Sioux Falls MPO includes bicycle planning within the Long Range Transportation Plan. Non-motorized transportation and recreation routes should be planned carefully and paired with opportunity for citizen involvement throughout the entire process. Specifically, the routes planned for improvements consist mainly of roads with a combination of low average daily traffic volumes and speed limits. In addition, many trails are planned to follow rivers and creeks within the MPO. Motorists should be aware that non-motorized transportation and recreation users have the same rules and responsibilities on the public right-of-way, except where prohibited.

On March 11, 2015, Former Governor Dennis Daugaard signed House Bill 1030, which set forth certain provisions regarding the passing of a bicyclist. H.B. 1030 required a minimum six foot passing distance on roads with posted speeds of greater than thirty-five miles per hour, and a minimum three foot passing distance on roads with posted speeds of less than thirty-five mile per hour for motorists overtaking a bicyclist. This represents an opportunity to implement a statewide public awareness campaign for sharing the road amongst all transportation mode users.



The image, above, is for informational purposes only.



Four foot wide shoulder (Six Mile Rd.) - Accommodates all transportation and recreation modes on a minor arterial with a relatively low posted speed limit

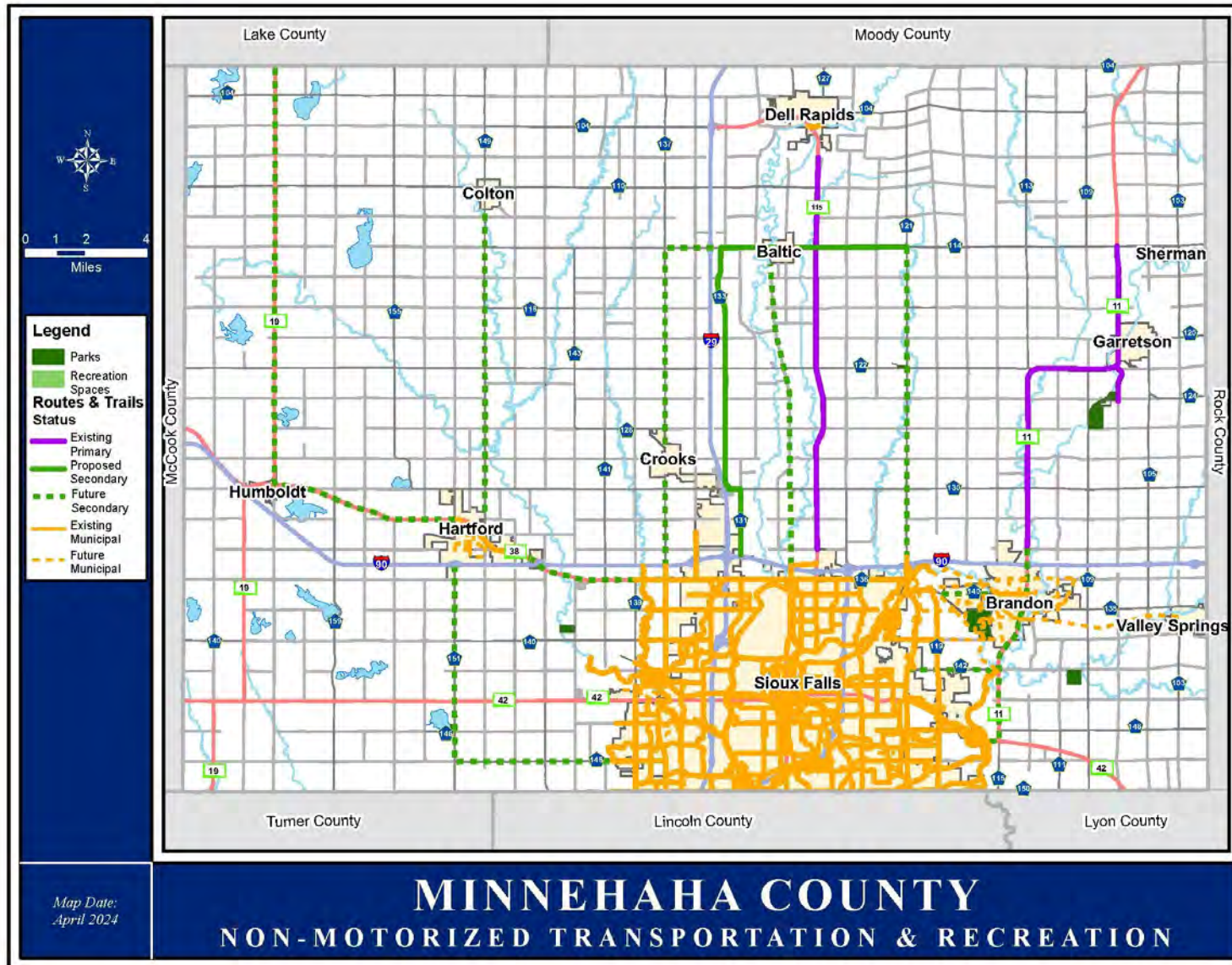


Eight foot wide shoulder with rumble strip (SD 11) - Accommodates all transportation and recreation modes on an other principal arterial, designated bicycle route

There is an emerging trend nationwide casting focus on the importance of maintaining healthy lifestyles, reducing the strain on personal finances, lessening our overall ecological footprint, minimizing traffic accidents, or a desire to spend more time outside on one of the oldest means of transportation. A majority of citizens in the Sioux Falls MPO area have recognized that bicycles should be ridden on county roads, and almost the entire percentage of this population feels that paved multi-use trails are the best place for bicyclists. The City of Sioux Falls multi-use trail system provides a safe route for both commuter and recreational bicyclists, among other forms of non-motorized transportation, linking many destinations. Sioux Falls is currently in the process of expanding this network to include on-street and multi-use pathway facilities to better promote bicycling and walking as a viable means of transportation.

Other cities in the county that have expanded multi-use trail opportunities for residents include Brandon, Dell Rapids, and Hartford. Minnehaha County should explore a multitude of alternatives for safe, convenient, and accessible transportation and recreation. These potential routes should connect to existing and proposed facilities to promote the use of non-motorized transportation. These connections will help create opportunities for more positive lifestyle choices, better economic stability, and overall quality of life in the county. Minnehaha County should identify opportunities to retrofit existing county roads with four-foot minimum shoulder widths, or to implement a share-the-road campaign, see image at left, to accommodate for the safety and convenience of all transportation modes. Although the routes identified on the following page were selected as the most bicycle friendly, it should be recognized that every road within the transportation system will be used by bicyclists, walkers, runners, joggers, motorists, agricultural producers, etc.

**Map 7.4 -
Existing
& Future
Trails and
Routes**



Existing and Future Trails & Routes

While a majority of the multi-use trail and bicycle route planning will be conducted in the Sioux Falls MPO area, it is important to pursue opportunities for safe and convenient access among the small towns in Minnehaha County, as well as throughout the region. The routes identified on the map on page 79 are based on citizen input collected during the comprehensive planning process, the MPO multi-use trail study, and MPO bicycle plan in a coordinated effort to connect residents to a wide variety of recreation and transportation options.

Most of the routes on this map can be achieved with careful thought and consideration to accommodate motorists, agricultural producers, bicyclists, walkers, runners, etc. The future secondary routes shown on this map will be based on community need and regional coordination to develop safe routes and trails statewide, as well as funding availability in connecting the community at large to destinations throughout the county.

It should be clearly pointed out that the proposed secondary routes and alternative routes, as indicated on the map on page 79, do not meet AASHTO's four foot wide shoulder criteria. The purple and green lines have been identified through consultation with Sioux Falls' officials, bicycling organizations, and public citizens throughout the planning process.

Due to funding constraints, it may take ten to twenty years before the future secondary routes can be improved to the level whereby they may be officially adopted as formal bicycle routes having four foot wide shoulders. This is a pragmatic and opportunistic approach over which a non-motorized transportation and recreation plan can be successfully implemented. Improvements and widening will be phased in to accommodate all non-motorized transportation and recreation mode users during the design phase of future projects through major rehabilitation or reconstruction plans.

Access Management

Access management is the proactive management of vehicular access points to land parcels adjacent to all manner of roadways. Good access management promotes safe and efficient use of the transportation network. Access management encompasses a set of techniques that state and local governments can use to control access to highways, major arterials, and other roadways. These techniques include:

Access Spacing: Increasing the distance between traffic signals improves the flow of traffic on major arterials, reduces congestion, and improves air quality for heavily travelled corridors.

Driveway Spacing: Fewer driveways spaced further apart allows for more orderly merging of traffic and presents fewer challenges to drivers.

Safe Turning Lanes: Dedicated left and right-turn, indirect left-turns and U-turns, and roundabouts keep through-traffic flowing. Roundabouts represent an opportunity to reduce an intersection with many conflict points or a severe crash history (T-bone crashes) to one that operates with fewer conflict points and less severe crashes (sideswipes) if they occur.

Median Treatments: Two-way left-turn lane (TWLTL) and non-traversable, raised medians are examples of some of the most effective means to regulate access and reduce crashes.

Right-of-Way Management: As it pertains to right-of-way reservation for future road widening, good sight distance, access location, and other access-related issues.

The Minnehaha County Highway Department adopted an Access Management Policy in 2019. Any new access driveway onto a county right-of-way requires approval through a highway access permit.

Commercial and industrial uses are encouraged to be arranged in or near compact centers, such as Corson, Ellis, Lyons, Rowena, and cities where services can be provided efficiently. Likewise, residential growth should be encouraged to cluster development to reduce the number of access approaches along township, county, and state roads. Land use strategies should be implemented to avoid a continuation of past development patterns such as strip commercial zoning and unrestricted access along major transportation corridors. These planning actions will further support the implementation of the access management policy.

Air

County zoning and subdivision ordinances have similar, but different, terms and references regarding actions in and around right-of-ways. For example, setbacks differ between section line roads, arterial roads, and subdivision roads, but the language used in the ordinance doesn't cover all scenarios of planning. Language used among plans and ordinances should be well thought out in order to promote the complete understanding and implementation of plans and ordinances.



SD Highway 42 with rural subdivision containing many access points to the south and an urban subdivision containing access driveways within the subdivision

There are a few private airfields in the rural area operated by individual property owners. Joe Foss Regional Airport is located in the north part of Sioux Falls and is the predominate airport of the region. The Sioux Falls Regional Airport undergoes extensive planning on a regular basis to continue to serve Minnehaha County and beyond.

There may be interest in adding new personal and private air strips within the county. One concept is the residential airpark where residential dwellings are located near the air strip to allow direct access from the house to the runway. A proposal such as this would require multiple permits and processes for approval. The county should consider impacts of any personal or private air strip request to surrounding land uses. Extra attention should be given to other residential uses and the existing airports within the county. It may be difficult to site a new facility within the county without conflict with the Sioux Falls Regional Airport.

Transportation - Goals & Actions

Goal 7.1. Invest in and maintain existing county highways and bridges.

- Action 1. Preserve the life and vitality of infrastructure by implementing timely and consistent roadway management practices.
- Action 2. Maintain drainageways/ditches to ensure a properly functioning system and reduce long-term costs and replacements.
- Action 3. Pursue opportunities to partner with other agencies to maximize efficiency of maintenance operations.
- Action 4. Enforce regulations to protect the highway system from overweight/oversize loads.

Goal 7.2. Maximize roadway system safety and efficiency for travel throughout Minnehaha County.

- Action 1. Enhance the efficiency and design of intersections where increased traffic exists.
- Action 2. Develop a plan to design minimum four (4) foot wide shoulders on designated routes.

Action 3. Continue implementation of the access management policy.

Action 4. Encourage the use of edgeline and centerline rumble strips upon careful review of traffic safety data and consultation with roadway user groups to justify the costs where there is a minimum clear path of four (4) feet from the rumble strip to the outside edge of the paved shoulder.

Goal 7.3. Support efforts to improve the rail infrastructure network.

Action 1. Coordinate with all private sector rail partners to increase freight handling capacity and capabilities.

Action 2. Encourage rail investments that support economic development.

Goal 7.4. Link transportation decisions to land use impacts.

Action 1. Coordinate with cities and townships to identify and mitigate the impacts caused by development.

- Action 2. Encourage all townships to enforce the new driveway or culvert permit requirement.
- Action 3. Require shared driveways where possible to reduce the number of direct access points.
- Action 4. Monitor changing traffic patterns and conduct traffic studies in response to significant changes.

Goal 7.5. Encourage non-motorized transportation and recreation within the unincorporated area.

- Action 1. Support policies and programs that promote safe, convenient, and accessible recreational and non-motorized transportation use.
- Action 2. Coordinate with municipalities and other key entities to identify opportunities for the expansion of existing non-motorized transportation systems (i.e. wide shoulders, multi-use pathways).
- Action 3. Explore the development of citizen work groups to identify non-motorized

transportation and recreation in Minnehaha County.

- Action 4. Identify opportunities to develop organizational support for ongoing maintenance of parks, open space, and/or trail facilities.

Goal 7.6. Provide comprehensive transportation planning to encompass future needs.

- Action 1. Continue actively managing the five-year Transportation Improvement Plan.
- Action 2. Work with area governmental authorities to integrate roadway systems.
- Action 3. Identify opportunities to incorporate technology in the provision of services.
- Action 4. Enforce right-of-way width requirements on all new platted property according to the subdivision ordinance.
- Action 5. Update language for setback requirements within county zoning ordinances to reflect the highway functional classifications.

Future Land Use Plan

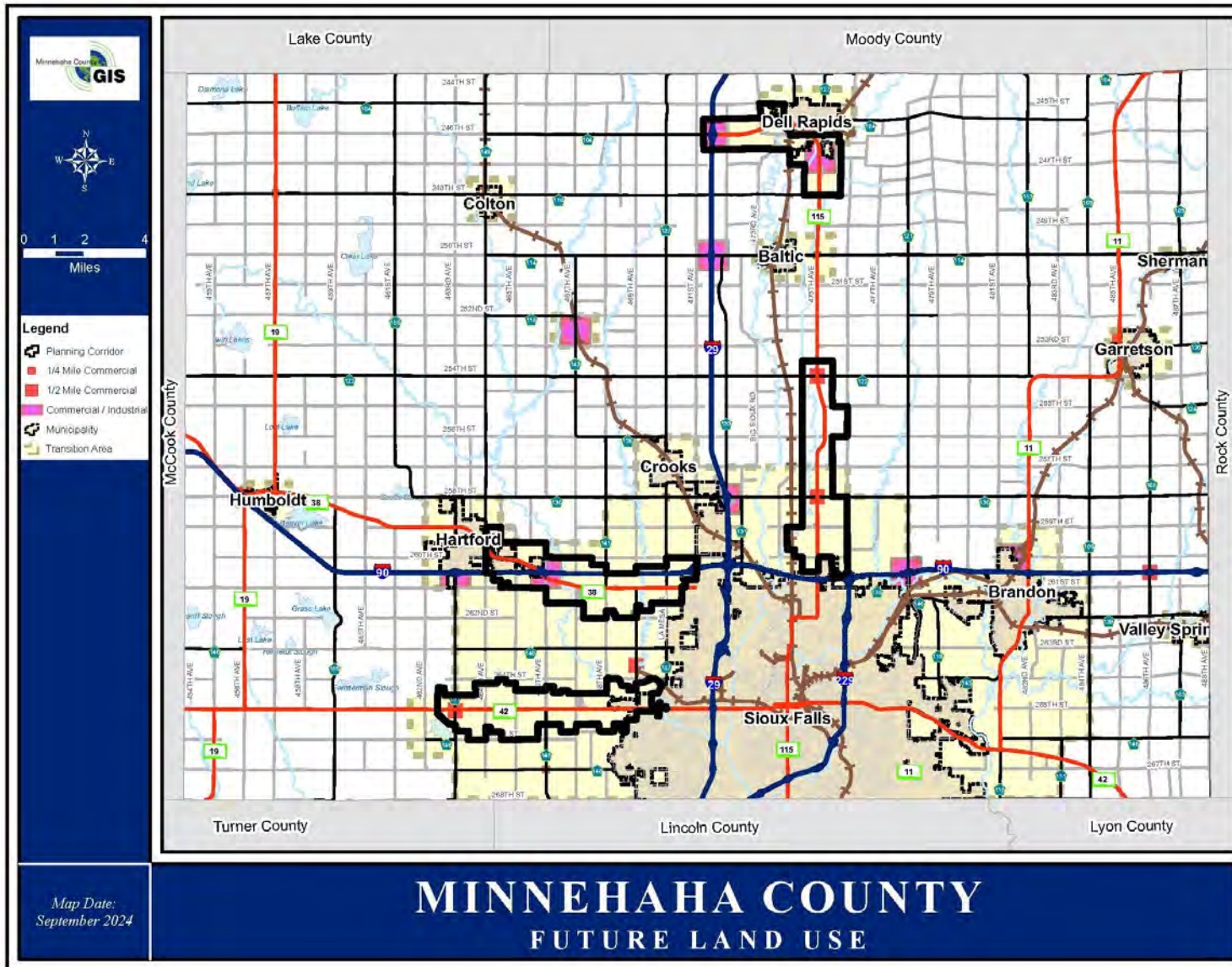
Introduction

This chapter includes guidance for farming, housing, business, and industry development in the unincorporated area. It is intended to guide day-to-day development decisions, as well as provide the standards and principles for updating the county's ordinances and other official development controls. The 2045 Future Land Use Map, on the next page, shows the geographic extent of specific planning areas within the county.

The planning areas of agricultural production, transition, rural services, and development corridors are described in the following pages. The boundaries and descriptions are intended to be used as a guide for future development, but not necessarily concrete decision making. As development grows and changes, considerations should be given to new trends and styles as for their appropriateness to individual planning requests.

Many changes have happened since the Envision 2035 Comprehensive Plan was adopted. Notably, the city boundaries of Sioux Falls and other municipalities have expanded outwards with new growth. The 2024 update to the Future Land Use Map has extended transition areas to the west and northwest where growth is expected to happen over the next ten years.





**Map 8.1 -
Future
Land Use**

Agricultural Production Area

Agricultural production comprises the largest amount of land area within Minnehaha County. Even with the urban expansion of Sioux Falls and other municipalities, the dominant land use of agriculture is expected to continue through 2045 and beyond. The land area that is not designated as transition or rural service area is considered agricultural production area because it is likely to continue as primarily farm land through the duration of this plan.

Development Outlook

The purpose of this planning category is to protect, preserve, and promote agricultural uses and the economic viability of farming operations. Agriculture is recognized in this plan as an

Typical Uses

- Larger-scale farms and related agricultural uses including feedlots and livestock raising
- Small-parcel farms primarily for local food production and agricultural tourism
- Sand, gravel, and stone mining
- Single-family detached dwellings in agreement with density regulations
- Institutional/Governmental Uses
- Recreational Open Space Uses

important part of the economy, history, and quality of life for the county. As a result of this importance of agriculture, along with the limited infrastructure in this area, non-agricultural development should be limited to suitable areas. Residential development should likewise continue at the limited density of one residential building eligibility per forty acres. Agricultural uses within this area should be allowed to continue and expand where little or no conflicts exist.

Since the agricultural production area covers the largest portion of the county, it also has the greatest opportunity for natural resource conservation efforts. Greenways and wetlands provide some of the greatest ecosystem services for the county from habitat linkages to recreational opportunities.



Transition Area

Municipal and urbanized areas will continue to expand and the expected expansion areas will require planning for the transition from predominantly agriculture to urbanized uses. This planning area closely corresponds with the future land use plans of incorporated communities, and certain areas of residential concentrations such as Renner, Lyons, and Wall Lake. Much of the transition area around Sioux Falls and Dell Rapids is also regulated by the county's joint planning jurisdiction with each municipality. These joint planning jurisdictions help facilitate development that is compatible for future annexation by either city.

The transition area on the Future Land Use Map was created by accounting for relatively high density non-farm development and growth boundaries of municipal plans. The transition area was updated and expanded to reflect the area where residential growth would be most compatible with the existing land uses.

Development Outlook

The transition areas within the county have the primary purpose of maintaining the rural landscape until the eventual development of residential and/or municipal development. Large-scale farming will still be permitted, but additional considerations should be given to the expansion of certain types

of agriculture. These would include large concentrated animal feeding operations and agri-businesses, in order to ensure that large investments are not made in areas of impending development. It is likely that small-scale farms will grow in number in the transition areas to take advantage of market proximity and smaller parcel sizes. Residential development should be limited unless the development criteria that is outlined in the Growth Management chapter can be met.

Typical Uses

- Large-scale farms and related agricultural uses including small-scale and existing feedlots, and livestock raising
- Small-parcel farms primarily for local food production and agricultural tourism
- Greenhouse and nursery type production
- Single-family detached dwellings in agreement with density zoning
- New and existing Rural Residential Developments that meet Residential Development Criteria
- Institutional/Governmental Uses
- Recreational Open space Uses

Rural Service Areas

Rural service areas are generally small unincorporated centers of development that provide various services and conveniences primarily for rural residents, agriculture, and light industries. Most rural service areas are located near major street intersections, such as interstate exits and intersections between state and county highways. This provides easy access for both industry and residents. Community type rural service areas differentiate themselves because of the inclusion of residential neighborhoods that form in a town-like development pattern. Corson, Ellis, Lyons, Renner, and Rowena started settlement as towns, but have since become unincorporated parts of the county. In addition to the former towns, the high density of houses in the Wall Lake area also creates a community type atmosphere.



Development Outlook

Limited unincorporated development is desirable within rural service areas, in order to provide for the needs of rural residents and certain types of businesses. Major intersections that are designated rural service areas on the 2045 Future Land Use Map will receive growth pressure to expand with industrial and commercial uses through the duration of this plan. Expansion should be allowed and encouraged at these intersections, but limitations such as extent of area, storm water management, street access, and utilities should guide future growth. In some areas, mixed-use development can be considered as a way to minimize the development footprint and encourage growth of rural service areas. Community type rural service areas will experience growth in commercial, industrial, and residential uses. Planning for this growth should consider the existing land use, available utilities, and planning areas among other considerations. The availability of sanitary sewer has been and will continue to be a primary concern for the expansion of any rural service area.

The Future Land Use Map depicts rural service areas according to the projected size of the total development. Development in a large commercial/industrial area has greater ability to expand compared to a small quarter-mile square where development should stay near the intersection.

Rural Service Areas-Communities

The following segments include some further analysis of the six community type rural service areas. These paragraphs include references to current conditions, as well as consideration for future growth.

Rowena (Below)

Rowena has undergone supplementary planning because of its location within the Red Rock Corridor. Rowena's location, midway between Sioux Falls and Grand Falls Casino, makes it a prospective location for convenience type establishments. However, the lack of a sanitary sewer system will limit the growth of the community.



Image Source: Pictometry, 2024

Corson

Much of the Corson area is within the 2035 growth area for the City of Brandon. The Corson area is dominated by industrial land uses with some residential and commercial uses. Its location near major highways and a railroad make it ideal for further industrial and commercial development. However, this growth should not come at the expense of incompatibility with existing residences in the Corson area.

Typical Uses

- Agricultural Support Businesses
- Limited Industrial
- Limited Convenience Commercial Businesses
- Single-family detached dwellings in agreement with density zoning
- Rural Residential Developments where sanitary sewer and utilities are available
- Institutional/Governmental Uses
- Recreational and Park Type Uses
- Small-parcel farms for local food production and ag-tourism
- Greenhouse and Nursery Type Production



Wall Lake

The Wall Lake area currently has a small business presence at the corner of SD Highway 42 and 463rd Avenue. The primary residential areas encircle the lake. The presence of community, recreation opportunities, and a sanitary sewer district make this area a preferred location for future growth in the county. Even with prominent features, future growth of this area may be slow, due to the lack of remaining lakefront property.

Ellis

Ellis has traditionally been a railroad town that served the rural area as a place to bring product to market and buy supplies. Today the services have changed slightly, but the nature of rural service of the town has not. The future growth of the community is limited because of the proximity to the floodplain in nearly all directions from the town.

Lyons (Left)

Industrial and agricultural expansion has happened in Lyons and will likely continue. The additional employment opportunities in Lyons may attract other business and residential uses within the timeframe of this plan. As the community of Lyons expands, considerations should be given for infrastructure improvements such as sanitary sewer, paved roads, and a drainage plan for all or part of the town.

Renner

Renner is perhaps the most established of the unincorporated communities because it has characteristics such as a baseball field and amateur team, an American Legion Hall, restaurants, and even an annual community celebration weekend called Renner Days. Part of the community is located within the boundaries of the floodplain, but its location near Sioux Falls and along both a state and county highway makes Renner a consideration for future development. Expansion of Renner should be encouraged to infill existing land, and develop in a contiguous manner with a modified grid pattern focusing growth as a compact center, while practicing the access management principles mentioned on pages 81-82 for access onto state and county highways.

Development Corridors

Major transportation corridors surrounding Sioux Falls and nearby communities will continue to have development pressure that expands beyond municipal boundaries. Detailed planning of these corridors will assist in creating orderly and efficient growth patterns. Public participation of current residents, businesses, and property owners is paramount to the process of developing a plan for these corridors. This process will also require cooperation among various municipalities and agencies.

The development corridors are shown on the 2045 Future Land Use Map on page 86. These depictions are suggestions for



corridor boundaries based on land parcels within a half-mile of the highway.

Development Outlook

Additional planning for development corridors will include public participation of area residents and interested citizens. Most corridor areas have some unique characteristics and land uses that will be identified and included in the planning process. Therefore, each corridor will be planned separately. A major goal of every development corridor plan is to avoid strip style development where all properties are accessed from the main street or highway.

A corridor plan may be accompanied by variations in the zoning code such as a zoning overlay district. This sort of overlay may direct development by including minor corridor-wide ordinance changes that will adjust the requirements of each corridor.

Typical Uses

Typical uses within each development corridor will depend on area designations as well as the completion of each specific corridor plan.

Future Land Use Plan - Goals & Actions

Goal 8.1 Develop a countywide land use pattern that ensures compatibility and functional relationships among jurisdictions and related land use activity.

- Action 1. Build on Minnehaha County’s strengths—such as prime farmland, recreation, industrial and commercial areas, strong local government, open space, and excellent school and park amenities in order to achieve the county’s 2045 vision.
- Action 2. Utilize existing and future development policies and regulations in a consistent manner for similarly sited parcels in order to create fair and orderly development.
- Action 3. Change land use designations and related zoning classifications only when it can be demonstrated that such modifications are in the best long-term interest of the county.
- Action 4. Provide for and encourage ongoing opportunities for public participation including cities, township officials, stakeholders, property owners and residents in the planning and development process.

Goal 8.2 Coordinate growth and land use planning among Minnehaha County, cities, townships, and other relative organizations.

- Action 1. Proactively communicate with other governmental organizations on mutual planning-related issues.
- Action 2. Ensure that long-range transportation and other infrastructure plans will support and direct future growth.
- Action 3. Provide and encourage ongoing opportunities for public participation (i.e. county website, education, community outreach, public notices, emails, and media relations).
- Action 4. Support growth that is compatible to adopted municipal comprehensive plans.
- Action 5. Promote cooperation between county, cities, and townships for planning and implementing strategies and land use procedures.

Goal 8.3 Protect, preserve, and promote agricultural uses and the economic viability of farming operations.

- Action 1. Limit residential development in areas planned for long-term agriculture to low densities and clusters that preserve the majority of the land for agricultural purposes.
- Action 2. Direct new non-agricultural development towards designated rural service areas.
- Action 3. Support local, state, and federal programs designed to assist farming operations, support conservation and natural resource management programs, and provide educational and public information services.
- Action 4. Support and encourage clustering of building eligibilities to protect prime agricultural lands.

- Action 5. Evaluate potential constraints for operation and expansion of agriculture production such as separation criteria for concentrated animal feeding operations.
- Action 6. Utilize Geographic Information Systems (GIS) to evaluate criteria for eligibility transfers and conditional use permits within the agricultural production area.

Goal 8.4 Promote the orderly development of unincorporated land that will likely be annexed into a municipality in both the short and long terms.

- Action 1. Support infill development within existing city boundaries to maximize the use of existing infrastructure.
- Action 2. Focus new growth and development within municipalities and areas adjacent to existing municipalities where infrastructure will be available.
- Action 3. Encourage the annexation of residential subdivisions that are surrounded by or adjacent to city limits.
- Action 4. Discourage haphazard and non-contiguous municipal annexations.
- Action 5. Maintain existing agriculture while allowing specialty farms to utilize small lots within the transition area.

Goal 8.5 Support the orderly development of non-agricultural land uses.

- Action 1. Support development around rural service areas and intersections that are delineated on the land use map and are compatible with existing land uses.
- Action 2. Discourage commercial, industrial, and residential strip development of land along transportation routes, particularly along those that serve as a municipal gateway.
- Action 3. Locate residential subdivisions in community type developments where adequate services are available including, but not limited to, sanitary sewer, utilities, and drinking water supply.

Action 4. Enforce the Minimum Road Improvements and Design Standards article of the Subdivision Ordinance.

Action 5. Utilize preliminary subdivision plan approval process to discourage strip development, create conformity among other development plans, and encourage joint access for subdivisions.

Goal 8.6 Decrease potential conflict and increase benefits when new residential subdivisions are requested within the county.

Action 1. Direct residential land uses to locate within one of the eleven incorporated municipalities whenever possible.

Action 2. Require proposed residential development requests to meet the residential development criteria and be located within the transition area of the comprehensive plan.

Goal 8.7 Plan ahead for additional growth along major transportation corridors that often act as gateways into and out of cities and towns.

Action 1. Define corridors that require special attention to encourage orderly and attractive growth.

Action 2. Encourage and utilize local participation for planning in order to better understand needs and desires of the residents in each planning area.

Action 3. Collaborate with all affected governments, organizations, landowners, and interested persons in developing and implementing new planning corridors.

Implementation

Minnehaha County and Envision 2045

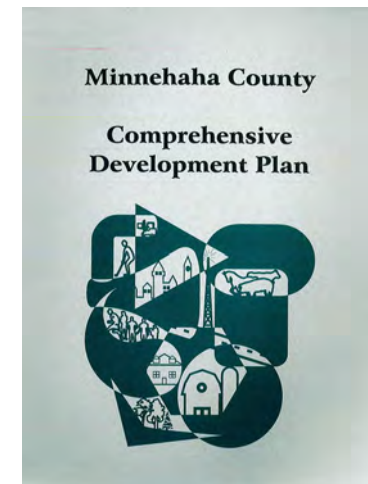
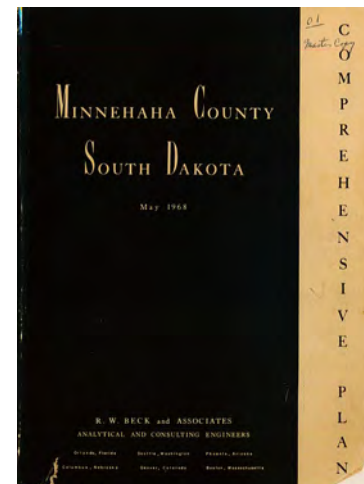
The revision, adoption and ten year update of the comprehensive plan represents a step in a continually evolving planning process. Envision 2045 provides a framework consisting of goals and policies to assist in shaping the physical development of the county. The plan is intended to be a policy guide for decisions about the future spatial distribution of rural land uses and visualization of how these patterns should occur.

In 1862, Minnehaha County was established as a political subdivision of the Dakota Territory encompassing 814 square miles. Today, the county is governed by ten elected officials: five part-time Commissioners, Auditor, Treasurer, State's Attorney, Register of Deeds, and Sheriff. Daily operations are managed by nineteen full-time Department Heads.

The county employs over 500 full-time employees providing services such as the following: law enforcement, jail administration, highway construction and maintenance, property valuation, planning and zoning, emergency management, poor relief, juvenile detention services, election administration, official recording of deeds and documents, vehicle tax and licensing, and property tax collection and administration.

In conjunction with the City of Sioux Falls, the county maintains the Siouxland Library system and the Siouxland Heritage Museum system. The county also maintains two rural parks: Wall Lake and Bucher Prairie. Both of which were created through the request and the thankful assistance of private landowners.

Envision 2045 is a cooperative effort to effectively balance Minnehaha County's historic and natural resources with municipal growth and development forces on the unincorporated area. The comprehensive plan is neither a beginning or an ending point, it is a continual public process to identify the needs of the community and its citizenry.



Planning Ordinances

The Minnehaha County Board has adopted many ordinances over the decades. The base ordinances are administered by different departments throughout the county. The Planning Department administers and enforces twelve ordinances related to building codes, floodplain management, public nuisance, solid waste, subdivision, and zoning codes.

One of the key aspects that makes an ordinance work is enforcement. Strong enforcement protects the public and creates fairness and predictability for business and land development. Only when the ordinance applies equally and fairly to all properties can the desired intent of an ordinance be realized. Conversely, problems grow when regulations are enforced haphazardly or intermittently.

Building Codes

The county follows the International Building Codes for general construction, residential buildings, and existing buildings. In addition, the county adopted the On-Site Wastewater Treatment Ordinance for new and replacement septic systems and tanks. The County Building Inspector reviews plans and inspects structural construction and septic systems, while inspectors from the SD Plumbing Commission and SD Electrical Commission inspect their respective codes. The county should continue to update building codes with the three year code update cycle.

Floodplain Management

The county participates in the National Floodplain Insurance Program (NFIP) through FEMA, and the county's Floodplain Ordinance meets the minimum requirements of FEMA and the SD Office of Emergency Management to maintain participation in the NFIP.

Public Nuisance & Solid Waste

Part of maintaining a clean and nuisance free environment is maintaining the Public Nuisance and Solid Waste Ordinances. Properties must be maintained clear of abandoned items and rubbish to not inflict problems on neighboring properties. Every year the county brings properties into compliance through the public nuisance process. Garbage haulers are also required to register annually to continue providing waste hauling services in the county.

Subdivision

The Subdivision Ordinance provides standards for all platted properties within the county. Part of the standards include minimum requirements for developing roads, and language for the required signature blocks for platting property. Any updates to the Subdivision Ordinance should consider applicability with the zoning ordinance and any other goals of this comprehensive plan.

Zoning Ordinance

Zoning is the most commonly used legal mechanism to achieve the goals and policies of a comprehensive plan. The county's zoning ordinances regulate land use activities in the unincorporated area. The county also maintains a joint (extraterritorial) zoning relationship with the cities of Dell Rapids and Sioux Falls, and the boundaries of this jurisdiction are depicted on the Zoning Map, page 118, in the appendix. Although three separate zoning ordinances regulate specific portions of the rural area, the regulations within each ordinance are similarly structured to promote uniformity throughout the county. The Minnehaha County zoning ordinance has undergone several revisions since it was first adopted in 1973. Most notably, density zoning requirements were added in 1988 in an effort to control scattered and haphazard non-farm residential development within the rural area.

The current zoning ordinance, the 1990 Revised Zoning Ordinance for Minnehaha County, was completely revised in text and format. Some major changes since then have included rules and standards regarding the Water Source Protection Overlay (WS), Planned Development (PD) Zoning, Earth Resources Observation and Science (EROS), and the

Red Rock Corridor Overlay (RRCO) Districts. Other ordinance updates since the revised ordinance adoption include minor changes to strengthen and streamline the permitting process, as well as additional conditional uses.

The RRCO District was adopted in late November 2011, and adds development standards and guidelines to the existing base zoning districts. Future corridor development plans should utilize similar planning efforts and implementation styles as the Red Rock Corridor.

The 1990 Revised Zoning Ordinance for Minnehaha County with subsequent amendments has worked well to regulate land use and zoning over the years. However, a review of the ordinance should accompany this comprehensive plan in order to update regulations to better reflect modern trends and mend ordinances that do not function as intended. Creating an entirely new zoning ordinance would create yet another date that separates existing and new land uses that can over complicate implementation of an ordinance. It is recommended that zoning changes be adopted into the existing ordinance for this reason.

Geographic Information Systems (GIS)

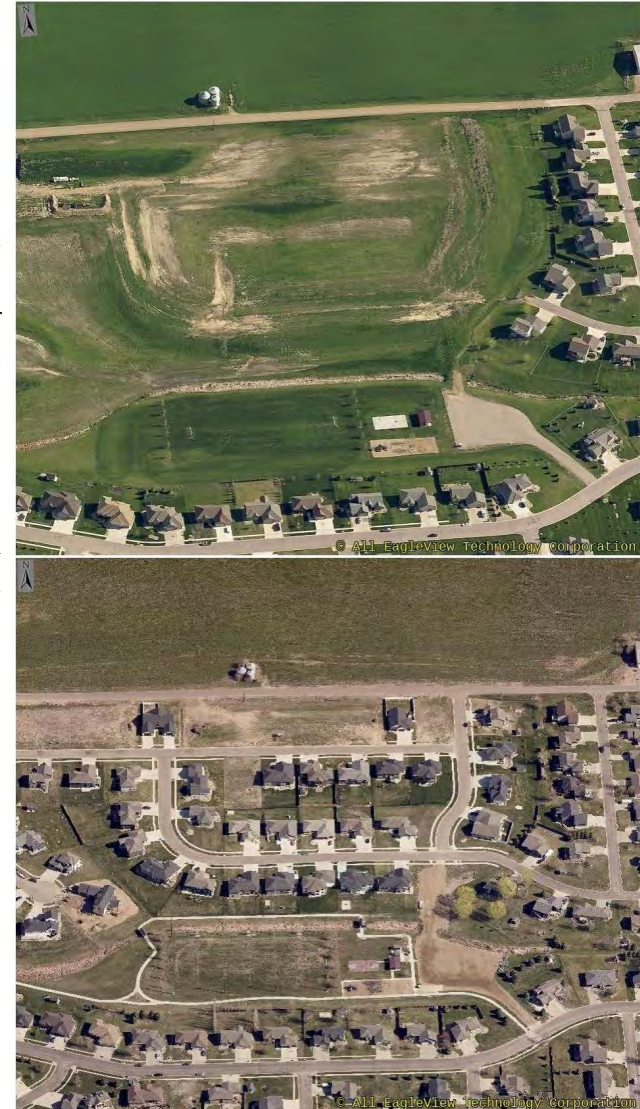
GIS technology provides a valuable tool to assist in implementing the comprehensive plan. In fact, much of the spatial information included in this plan has been entered into the GIS database.

GIS is a computer technology used to gather, store, manipulate, analyze, and display spatial information in digital format. Site suitability analysis can be performed to determine the impact of a proposed land use, based on various combinations of elements in a dataset. Modeling can be performed to determine the impact of new highway construction, or if hazardous materials will reach the groundwater.

GIS and aerial photography is already heavily used as a way to access information on individual sites and the areas around them in an organized and efficient manner. The use of GIS is essential to the implementation and enforcement of county planning regulations and ordinances. Frequent updates of information and imagery allows for analysis of change over time throughout the county. Much of this reference information is also available for public viewing, including: land parcels, zoning classifications, floodplains, aquifers, water resources, topography, and transportation systems.



Comparative imagery of nearly the same location in the City of Crooks created using Pictometry and GIS



Intergovernmental Cooperation

A majority of the goals and policies set forth in this plan cannot be achieved without the support of many different partners across local, regional, and state boundaries. Leveraging a combination of efforts with knowledge and human power will create opportunities for increased collaboration among the different levels and branches of government.

Although Minnehaha County has the largest population in the state, and is growing quickly, there will be a large push to do more with less resources available in the future. A growing population for the county represents the challenge to continue to seek innovative solutions that stretch funding further to provide all county residents with responsible public service.

South Dakota State

Departments

State government is the legislative, fiscal, and administrative branch that provides important resources to maintain and support a thriving state economy. The state will continue to play an important role in providing helpful assistance, and an overall big picture viewpoint of how different parts of the state are performing.

Minnehaha County

County government services play a key role administering local policies and assisting members of the public with questions regarding issues of concern in a timely manner. The county should explore alternative solutions to increase the effectiveness and efficiency of government services.

Municipalities

Municipal government plays a broader role in delivering vital services and providing adequate public facilities to the public. The widespread coordination among cities, small towns, and the county will be crucial to the growth and preservation of the rural area.

South Eastern Council of Governments (SECOG)

SECOG plays a significant role in assisting cities, small towns, and rural areas at the regional, multi-county level. It is important to note that SECOG will continue to be a critical link coordinating efforts for cooperation between the many different kinds of organizations.

Public Facilities and Services

Minnehaha County recognizes the benefits of having diverse services within the county. The county will continue to provide support and assistance to public facilities and services that enhance the quality of life of its residents.

County Buildings

Minnehaha County owns many parcels and buildings. These buildings are dispersed geographically, but most services are headquartered in three locations: 1) Sioux Falls Downtown Campus; 2) Highway Department; and 3) Other services located throughout the City of Sioux Falls.

The number and use of today's buildings have expanded the county's presence considerably since the first Courthouse was constructed in 1889. Since then, the county has outgrown the original courthouse that is now the Old Courthouse Museum. The county campus in downtown Sioux Falls now contains the Administration Building, Courthouse, County Jail, Law Enforcement Center, and Public Safety Building.

County Highway Department

The Minnehaha County Highway Department supervises new construction and maintains all county highways including removing snow and ice, mowing, patching, and replacing signs. The highway department oversees various preparatory stages of construction including the acquisition of right-of-way, survey and design requirements, and the letting of contracts, in addition to, the actual supervision of construction. The department also maintains all bridges on Minnehaha County and township roads that are not part of the state or city highway system.



Sheriffs Department

The Minnehaha County Sheriff, an elected position with a four-year term, is responsible for the operations of the Sheriff's Office. Within the Public Safety Building and Community Corrections Center, the Sheriff's Office is in charge of the detention facilities for municipal, state, and federal prisoners for both Minnehaha County and several other surrounding counties as provided by contract. The office is also responsible for providing security to the S.D. Air National Guard as set forth in an annual contract.

All of the unincorporated area of Minnehaha County is served by the Minnehaha County Sheriff's Department. The Minnehaha County Sheriff's Department also contracts with nine municipalities (Baltic, Crooks, Colton, Dell Rapids, Garretson, Hartford, Humboldt, Sherman, and Valley Springs) to provide additional law enforcement services. The City of Sioux Falls and the City of Brandon are the only two municipalities within Minnehaha County that maintain their own police department.

Future development will have an impact on law enforcement services. When the population is concentrated in or around the incorporated areas rather than scattered across the rural area, response times can be maintained and the need to increase personnel is minimized. The Envision 2045 Comprehensive Plan should assist in maintaining efficient law enforcement services by encouraging compact development patterns.



Fire Protection Services

Minnehaha County is served by thirteen volunteer fire departments, and one full-time fire department located within the City of Sioux Falls. Of the thirteen volunteer fire departments, ten are located within their coinciding municipality. The remaining three volunteer fire departments are located in the unincorporated communities of Lyons, Renner, and Split Rock Township. All of the volunteer fire departments within Minnehaha County are part of the Minnehaha County Fire Chief's Association. The Minnehaha County Fire Chief's Association coordinates training for new members, and is also dedicated to providing ongoing training for its current volunteers. The association has a dedicated training officer to assist the departments in finding and establishing training programs within their own department.

The City of Sioux Falls maintains a full-time fire department with fire stations throughout the city. Sioux Falls Fire Rescue not only fights fires, but also answers to emergency medical calls that make up half of their emergency responses. The Fire Rescue team has one of the larger Public Access Defibrillator programs in the county, and also provides regular CPR classes. They are committed to the safety of Sioux Falls and its residents.



Ambulance Services

In Minnehaha County there are six ambulance districts, or PSA's (Primary Service Areas), that include Brandon, Dell Rapids, Garretson, Humboldt, Jasper and Sioux Falls. The ambulance districts provide EMT (Emergency Medical Technicians) support and ambulance services within the county.

Emergency Management

The Emergency Management Department is now within the Sherriff's Department, and provides practical and effective plans to the federal, state, and local governments during times of disaster or extreme emergency. In addition to responding to these extreme events, the department also conducts hazard analysis and develops and updates plans for emergency preparedness, response, recovery, and hazard mitigation. The Emergency Management Department more specifically, establishes, implements, maintains, tests, and evaluates operational systems for responding to natural disasters and severe emergencies.

In times of emergency, the department is called upon to coordinate response and recovery activities and provide specialized emergency services. The department also coordinates and guides a large number of volunteers who assist in providing these services. The volunteers who volunteer their time often specialize in the areas of reserve law enforcement, rescue squad, diver search, and severe weather.



Schools

The county’s education facilities provide a significant contribution to the overall quality of life and economic strength in the area. In addition to how these education facilities affect our families, they also have an influence on land use and traffic patterns.

Twelve public school districts retain jurisdiction over portions of Minnehaha County. Of these twelve school districts, seven are headquartered within Minnehaha County, while the remaining five districts are based in adjacent counties. The majority of the schools within the public school systems are located in municipal settings with the exception of two schools that occupy property within the rural area of Minnehaha County. Tri-Valley School District’s new high school and existing facilities are located three miles south of Colton, and Renberg Elementary serves the northern most portion of the Sioux Falls School District.

A map of school district boundaries can be found in the appendix on page 117.

Minnehaha County School Districts Fall Enrolment (K – 12)

School District	2000	2012	2023
Baltic 49-1	333	411	580
Brandon Valley 49-2	2,533	3,458	4,989
Chester 39-1*	374	548	542
Dell Rapids 49-3	860	905	973
Garretson 49-4	499	518	481
Lennox 41-4*	1,608	1,002	1224
Montrose 43-2*	230	222	265
Parker 60-4*	484	365	469
Sioux Falls 49-5	19,066	22,342	25,228
Tea Area School District 41-5*	-	1,449	2,408
Tri-Valley 49-6	797	829	932
West Central 49-7	1,163	1,291	1,409

* School District has main school located outside of Minnehaha County

Figure 9.1 - School District Enrollment



Libraries

Libraries located throughout Minnehaha County are a valuable asset for lifelong learning and enrichment through open access to ideas, information, services and experiences for all residents to enjoy. These facilities are places where people of all ages can read, learn, connect and discover new and exciting things.

The Siouxland Library system serves the City of Sioux Falls and Minnehaha County residents who live outside of the Dell Rapids city limits. The Siouxland Library system has twelve branches and one children's bookmobile. These branches are located in Baltic, Brandon, Colton, Crooks, Garretson, Hartford, Humboldt, Valley Springs and five locations in Sioux Falls. In 1995, the Siouxland Library system was formed by the merger of the Sioux Falls Public Library System and the Minnehaha County Rural Public Library System. The Siouxland Library System now provides its services to the citizens of Sioux Falls and Minnehaha County with the exception of Dell Rapids.



The City of Dell Rapids operates its own public library system at the Dell Rapids Historic Carnegie Library. Carnegie Library opened in 1910 and has since served the community for many years. The Dell Rapids Library has expanded the current facility by constructing a sizeable addition to the original building on the property. The new expansion complements the original architecture while serving the modern demands of the 21st Century. The addition includes accessibility and more shelf space for an expanding collection.

Implementation - Goals & Actions

Goal 9.1. Provide quality services and facilities to the residents of Minnehaha County.

- Action 1. Continue to plan for the future needs of Minnehaha County facilities and services by monitoring population trends and demographic changes.
- Action 2. Ensure high quality services are provided in a cost-effective manner.

Goal 9.2. Create safe, healthy, and livable communities in Minnehaha County.

- Action 1. Follow the goals and policies for land use, economic development, rural conservation, parks and open space, natural resources, and transportation.
- Action 2. Enforce the ordinances of Minnehaha County in a predictable and equitable way.
- Action 3. Consider impacts of signs, landscape buffer areas, opaque fences, and lighting on visual aesthetics to protect the natural character of Minnehaha County.

Goal 9.3. Manage the challenges and opportunities derived from growth and development.

- Action 1. Plan and provide essential resources for education, health, human services, public safety, and justice to meet mandates and prioritize community needs.
- Action 2. Promote the use of technology to make the most efficient use of scarce resources.

Goal 9.4. Maintain and enforce county ordinances.

- Action 1. Update building codes during the regular code cycle process every three years to maintain effective building codes.
- Action 2. Update zoning and subdivision ordinances when language is no longer adequate for new and changing land uses.

Goal 9.5. Maintain the county’s excellent financial health and economic profile.

- Action 1. Share resources across jurisdictional lines.
- Action 2. Engage the business community in promoting a common interest in economic development.

Goal 9.6. Incorporate sustainable principles into the operation of Minnehaha County facilities and services.

- Action 1. Provide education on sustainable practices for Minnehaha County residents.
- Action 2. Incorporate sustainable principles into county plans and programs.
- Action 3. Consider the ecological and economic benefits of utilizing sustainable materials and resources on new projects.
- Action 4. Collaboration with local, regional, state, and national agencies to provide technical and financial assistance on conservation best management practices.

Goal 9.7. Maintain and enhance the accuracy and efficiency of GIS and its use.

- Action 1. Update information and imagery for GIS on a regular basis.
- Action 2. Continue and enhance collaboration with the GIS department and data among Minnehaha County, municipalities, neighboring counties, and state entities.
- Action 3. Create new data layers for information that is useful but not presently available such as county highway lots and easements.

**Goal 9.8. Support and plan for public services within
Minnehaha County.**

- Action 1. Collaborate with schools and public services in the planning and siting of future development.
- Action 2. Enforce development setbacks around schools and sensitive areas.
- Action 3. Plan and consider sustainable principles into operation and growth of county funded public services.

Appendix

County History

The area of land known today as Minnehaha County was part of the Louisiana Purchase by the United States in 1803. The county was formed in 1862 and reorganized four years later. During this same year, the Homestead Act of 1862 encouraged settlers to stake claims in this part of the country.

Although economic depression, drought, and grasshoppers plagued expansion, the development of land offices, railroad expansion, and changing crop conditions contributed to the population growth.



Historic images courtesy of the Siouxland Heritage Museums

Immigration Begins.

Sioux Falls, S.D., March 3. – A. F. Pilber, local agent of the Burlington, Cedar Rapids & Northern railway, received word yesterday that a train, consisting of thirty-two cars of immigrant goods and fifty immigrants, would leave Eastern Iowa today over his road for new homes in Eastern South Dakota and Northwestern Iowa. Two cars of immigrants arrived in this city, having previously purchased their homes near Dell Rapids, twenty miles north of this city. Railroad officials predict an unparalleled rush for South Dakota land this year.

Source: Faulk County Record, Thursday, March 8, 1894, page 2



Natural features within Minnehaha County have attracted people for both materials and for recreation since the early years of settlement. The area along the Big Sioux River was quarried for quartzite as early as the 1860's. The business of quarrying rock continues today; although modern quarries rely less on manual labor. East Sioux Falls (below) was the center of the mining activity.



Historic images courtesy of the Siouxland Heritage Museums



Rapid growth in population helped push the U.S. Congress to approve the division of the Dakota Territory, creating the states of North Dakota and South Dakota in 1889. With that division, construction began on the first Minnehaha County Courthouse the same year.



The building is constructed of native Sioux Quartzite stone, a popular local building material of the late 19th century. When completed in 1893 the architect, Wallace Dow, claimed the structure would be the “largest courthouse between Chicago and Denver.”



Historic image courtesy of the Siouxland Heritage Museums

The Chicago, St. Paul, Minneapolis & Omaha railroad (formerly part of the Chicago & North-Western Railway System) was the first rail line to come into the county. The initial train reached Valley Springs on June 1, 1878, Brandon on July 15 and Sioux Falls on August 1. Currently, this line is owned by Eastern & Ellis and is mostly abandoned except for the portion running from Brandon to the western boundary of Sioux Falls. Sioux Falls soon became the hub for rail transportation in the state. Other rail lines include the Chicago, Milwaukee & St. Paul, the Burlington, Cedar Rapids & Northern, the Illinois Central, the Willmar & Sioux Falls, and the South Dakota Central.



Historic images courtesy of the Siouxland Heritage Museums



Planning & Zoning History

The county's planning efforts began in 1966 with the appointment of a Planning Commission. Their task was to work with a consultant to prepare a comprehensive plan. This work culminated in 1968 with the completion and adoption of the Minnehaha County Comprehensive Plan; this plan included zoning and subdivision regulations.

The Planning Commission worked several years without staff support until a Planning Department was formed in 1972. Legal problems were encountered in 1973 when the county refused a request to rezone property. The applicant commenced court action to strike down the comprehensive plan and zoning regulations on the basis of improper adoption. The court ruled that the plan had been adopted as an emergency measure, limited by statute to a period of two years, and struck down the plan. In late 1973, the county took action to adopt a permanent plan, including zoning and subdivision regulations. In 1974, the Uniform Building Code was adopted to regulate building construction in the rural area.

By the mid-1970's, significant growth was occurring in the rural area as houses spilled outside of the cities onto agricultural land. While the comprehensive plan warned of this phenomenon more than half a decade before, the zoning regulations failed to keep pace with development pressure. By 1978, elected officials recognized the need for change in order to more effectively manage residential densities in the rural area, but the new zoning ordinance failed to be sustained by the electorate in a referendum election.

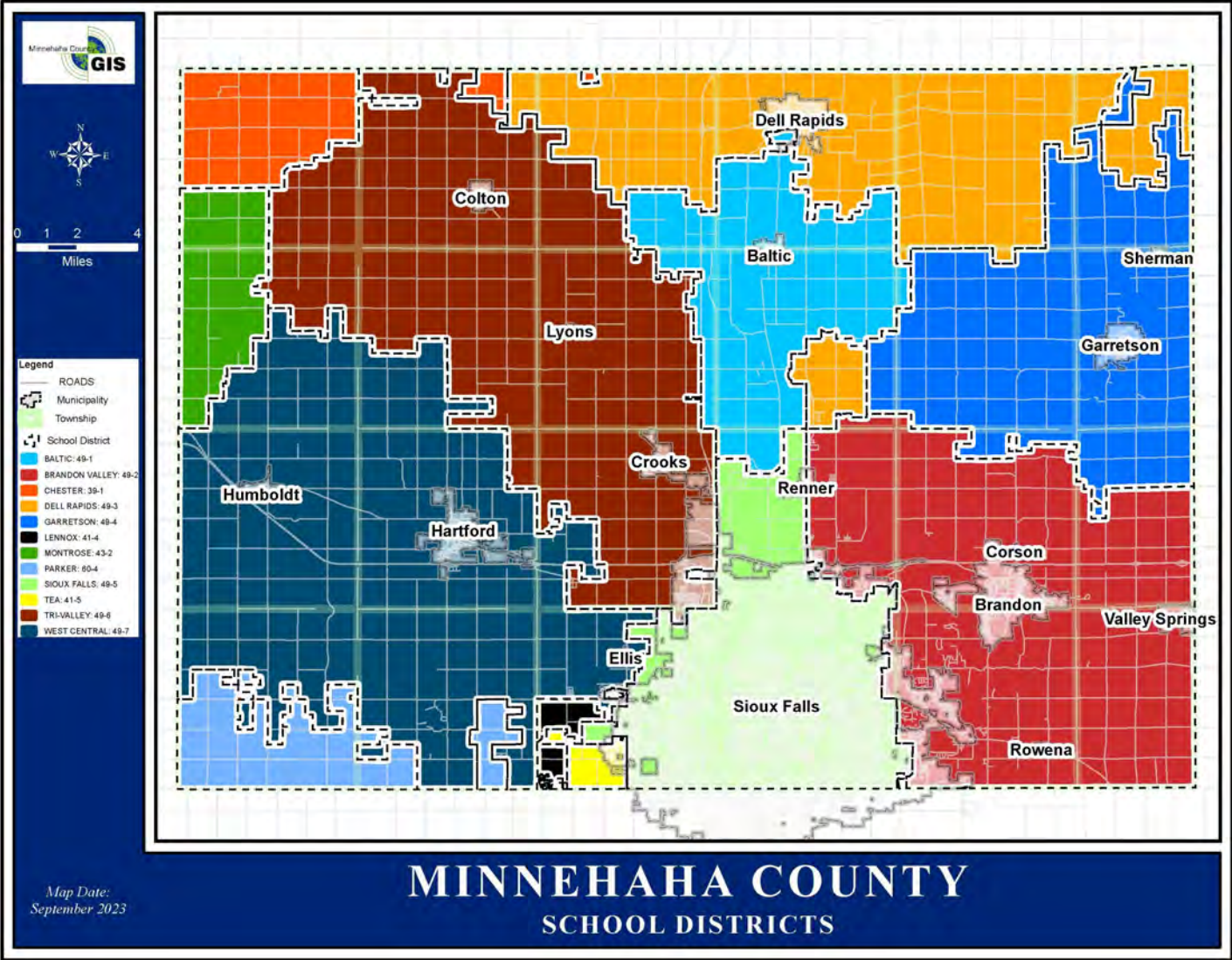
In 1980, the zoning regulations were amended to require property to be rezoned for residential subdivisions. Prospective homeowners were also required to obtain a conditional use before building permits could be issued on isolated non-farm residential acreages. The Density Zoning Ordinance that was passed in 1988 significantly slowed the development of rural subdivisions by only allowing one residential dwelling on every quarter-quarter section of land or lot of record.

The zoning ordinance was overhauled and updated in 1990, and these regulations still govern land use in the county with several additions and amendments through the years. In 1998 a new comprehensive plan was adopted. A joint jurisdiction boundary, not to exceed three miles beyond corporate municipal limits, was drafted a few years later in the early 2000's. Zoning regulations for each joint zoning jurisdiction, Dell Rapids and Sioux Falls, were adopted in harmony with their respective comprehensive plans to provide regulatory authority for the municipalities in land use and zoning matters within three miles of the outer municipal boundaries.

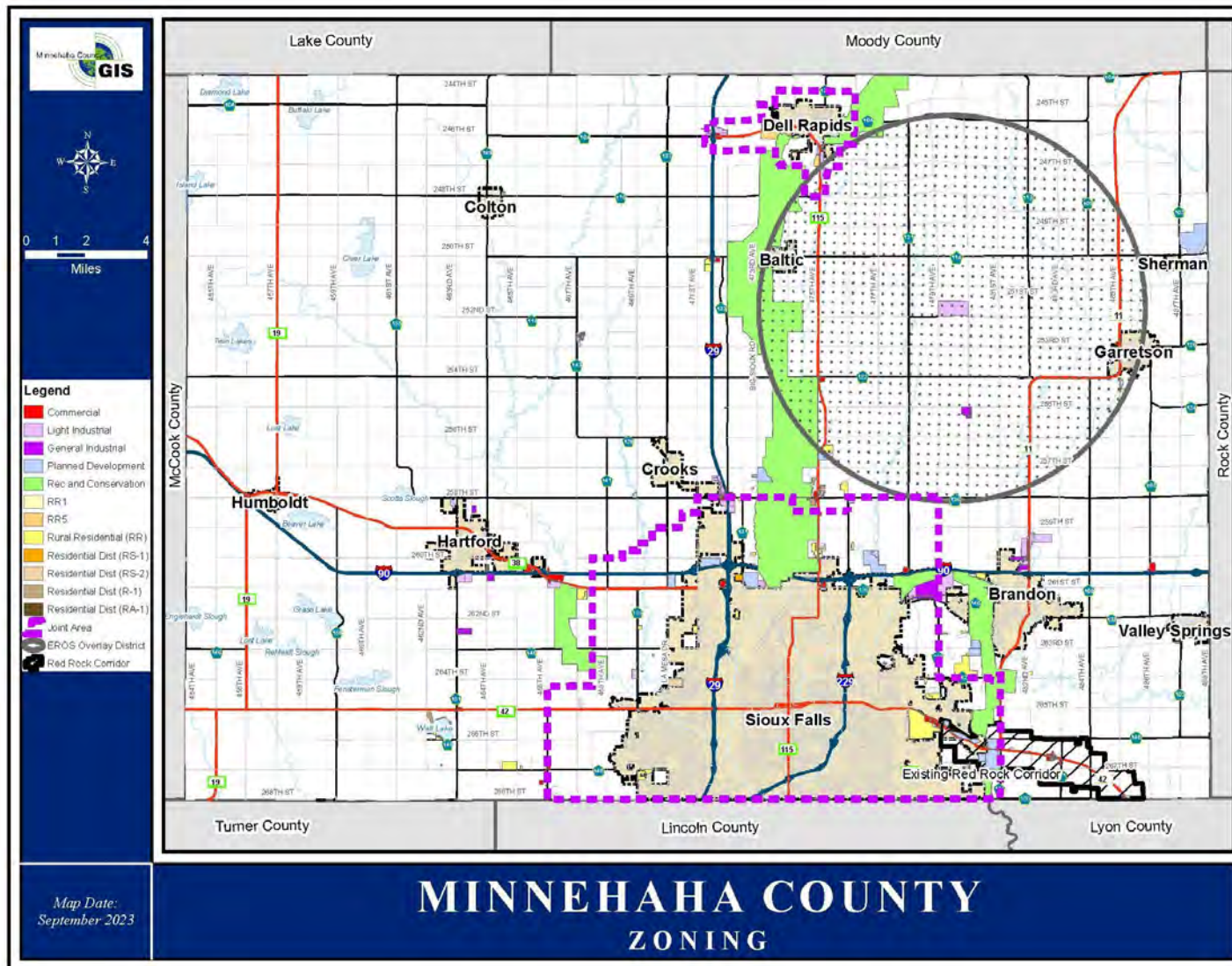
The responsibilities of the Planning Department have increased since its inception. Today, the department also manages building inspections, on-site wastewater treatment systems, code enforcement, solid waste disposal, rural addressing, road vacations, GIS, county-wide recycling and clean-up projects, floodplain management, and the county parks.



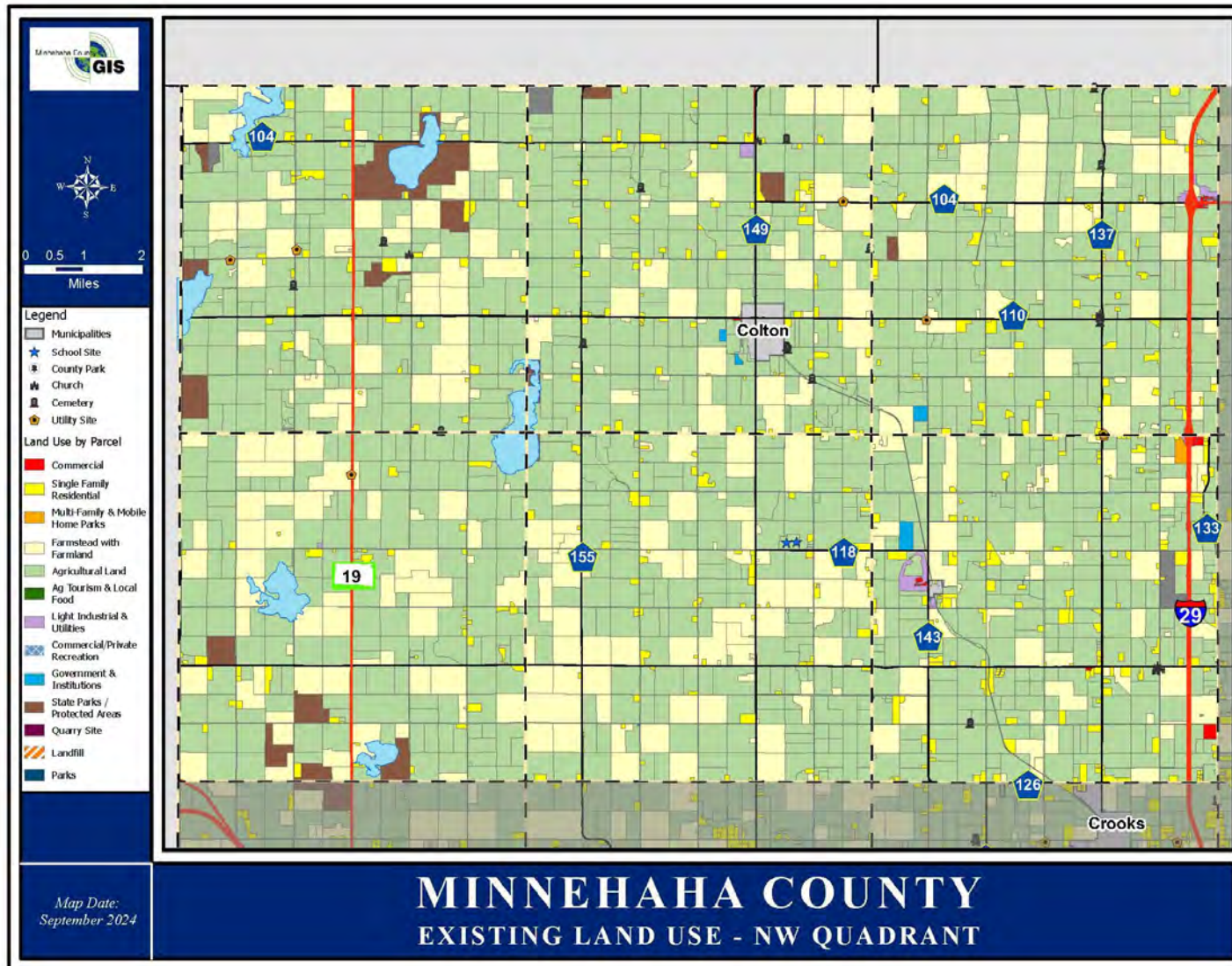
School District Boundaries Map



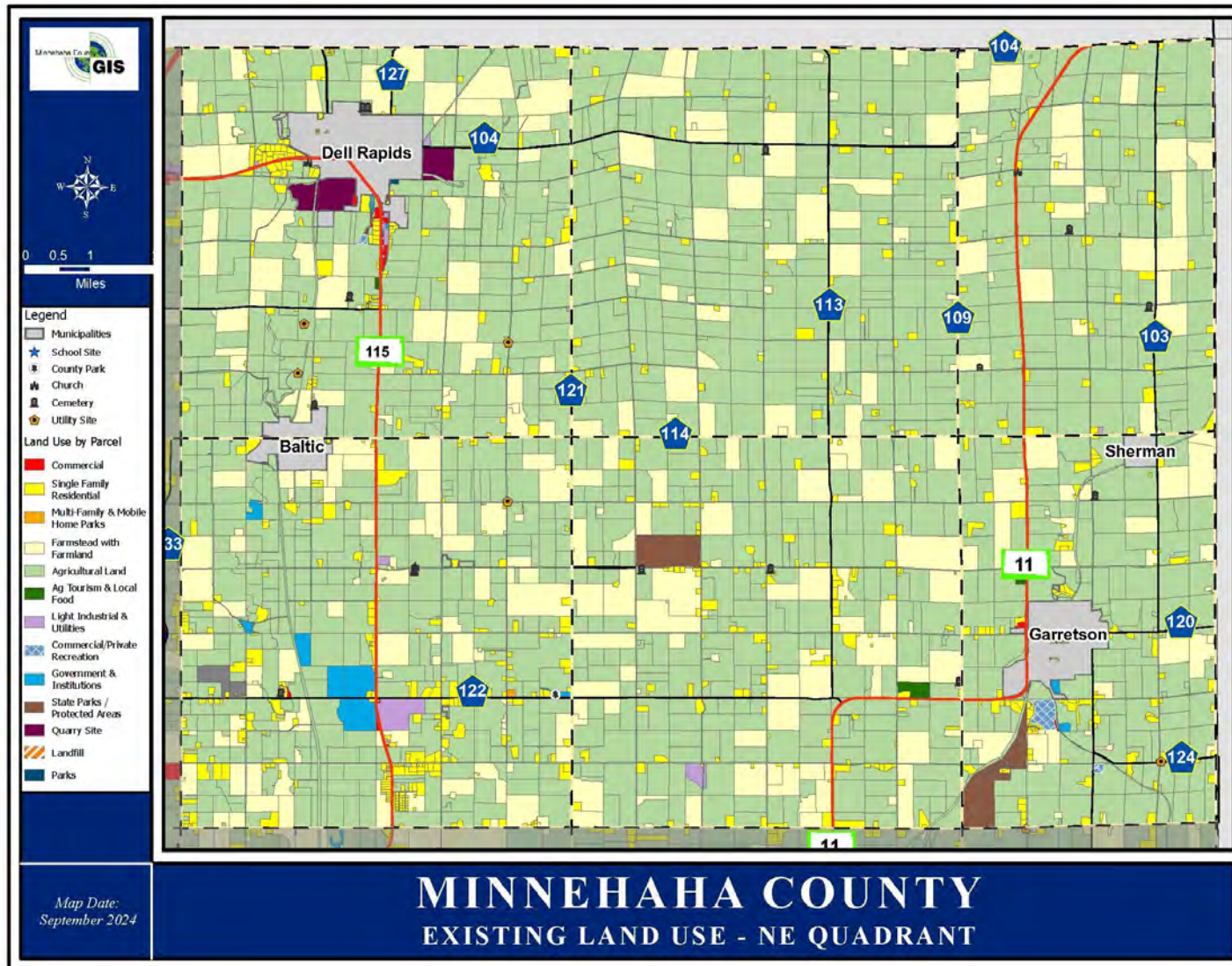
Zoning Map



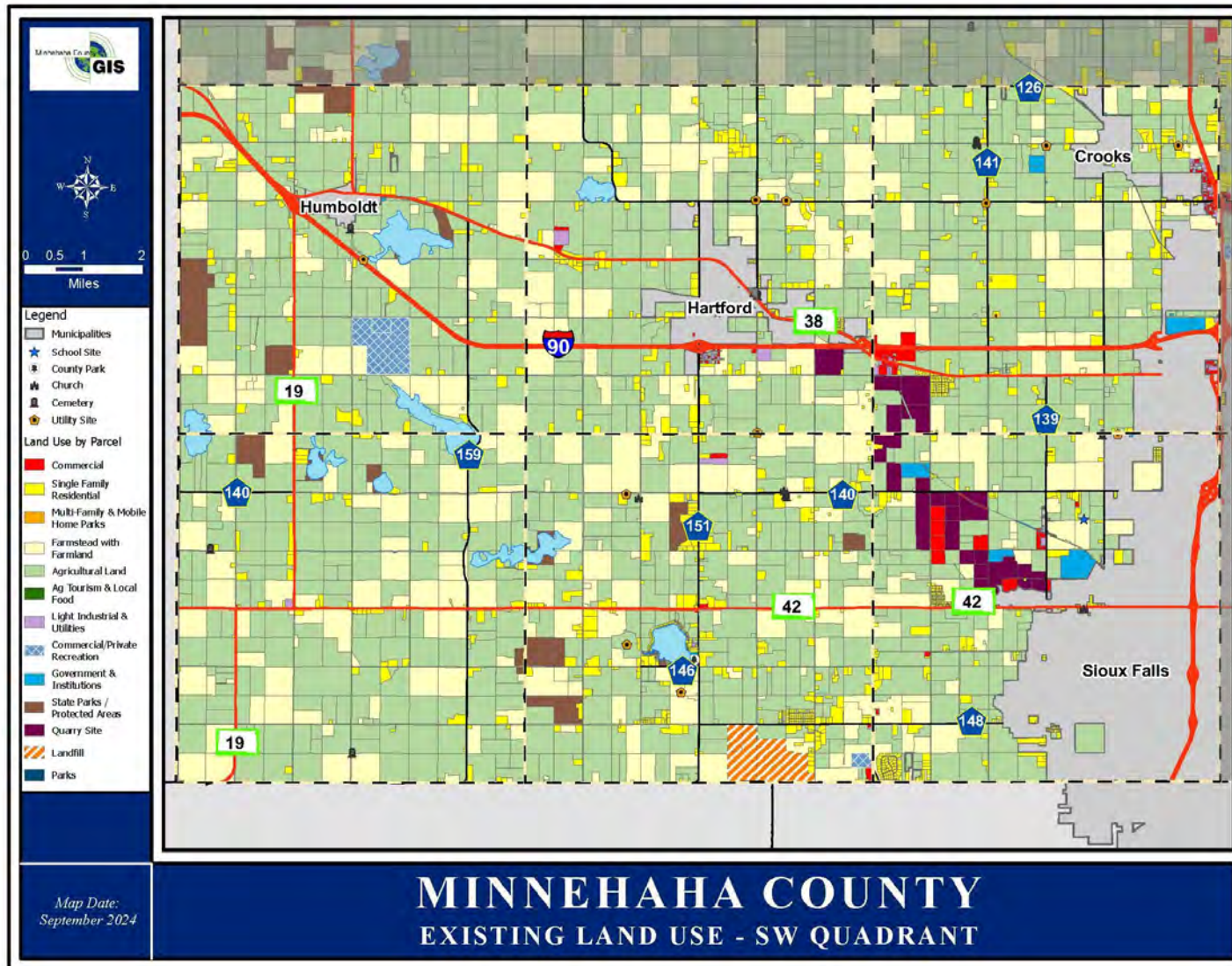
Existing Land Use Quadrant Maps - Northwest Townships



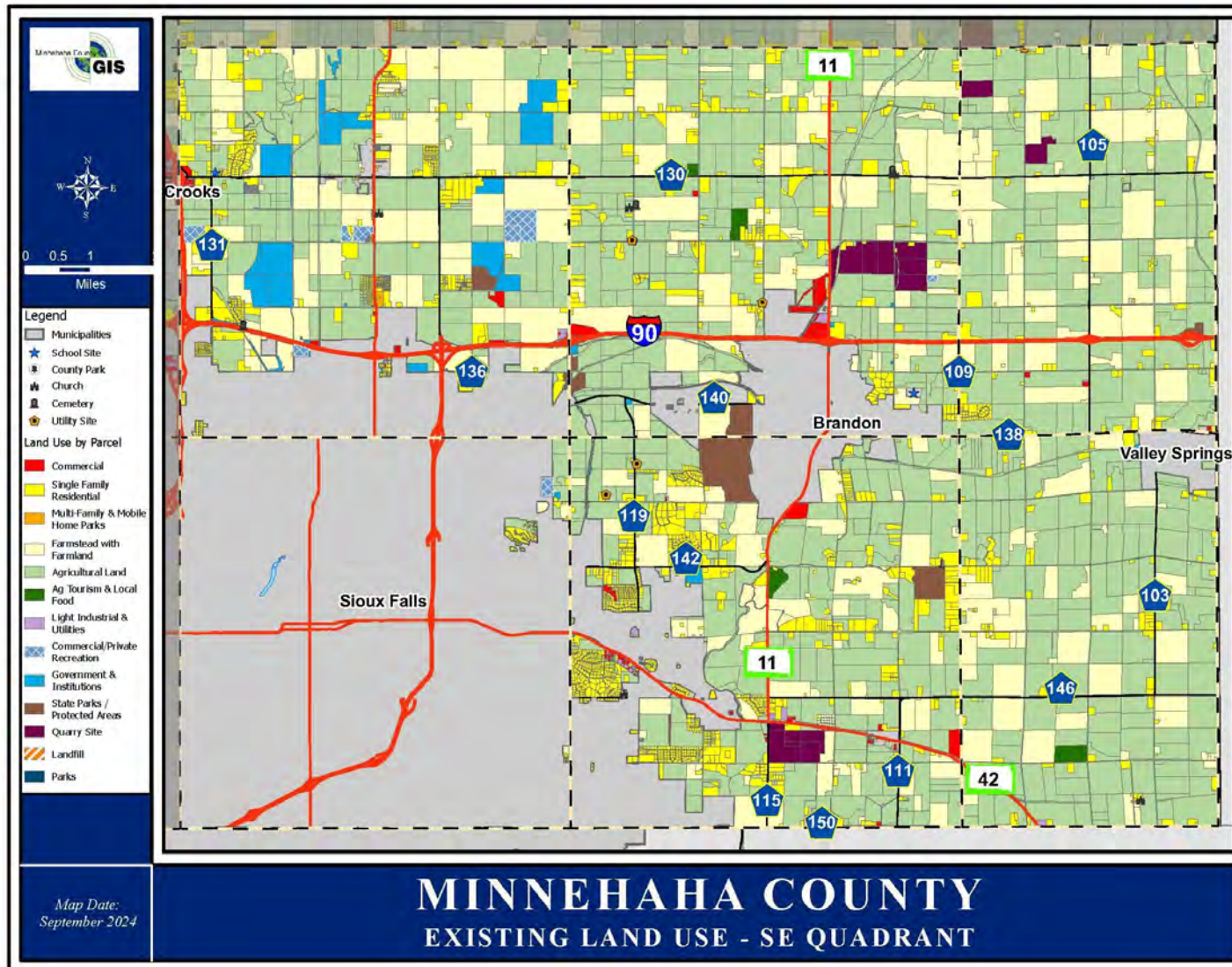
Existing Land Use Quadrant Maps - Northeast Townships



Existing Land Use Quadrant Maps - Southwest Townships



Existing Land Use Quadrant Maps - Southeast Townships



Public Comment - Agricultural Survey & Results

AGRICULTURAL SURVEY

Agriculture is an important part of Minnehaha County's economic health and regulations supporting the preservation of agriculture should be required in this plan.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Current regulations allow one single family dwelling per quarter-quarter (40 acres). I think this regulation should allow:

1 house per 10 acres 1 house per 80 Acres 1 house per acre No change

People who want to build a house in the county should not be allowed to build within ___ of an existing Concentrated Animal Feeding Operation (Feedlot).

As close as they want 1/8 mile 1/4 mile 1/2 mile 1 mile

Large corporate farming operations should be allowed in Minnehaha County.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Some agricultural operations, such as a dairy, need employees on site 24/7. I think that these operations should be allowed to construct bunkhouses or other types of living quarters on their property.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Run-off from farm fields and other agricultural uses cause environmental problems.

Strongly Agree Agree Neutral Disagree Strongly Disagree

The following best describes me:

Farmer Hobby Farmer Rural Acreage Resident Subdivision Resident

Tri-Valley	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Preservation	1	3			
	1/10 Acres	1/80 Acres	1/1 Acre	No change	
dwelling per acre	1				2
	no limit	1/8 mile	1/4 mile	1/2 mile	1 mile
CAFO setback	2				2
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Corporate Farms		2	2		
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
bunk-houses		2	2		
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
run-off			2		2
	Farmer	Hobby	Acreage	Subdivision	
personal description	1	1	2		

HARTFORD	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Preservation	12	4			
	1/10 Acres	1/80 Acres	1/1 Acre	No change	
dwelling per acre	3	2		11	
	no limit	1/8 mile	1/4 mile	1/2 mile	1 mile
CAFO setback	4		1	6	5
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Corporate Farms	2	6	1	3	3
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
bunk-houses	1	7	3	3	2
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
run-off	4	7	3	2	1
	Farmer	Hobby	Acreage	Subdivision	
personal description	6	4	6		

DELL RAPIDS	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Preservation	5				
	1/10 Acres	1/80 Acres	1/1 Acre	No change	
dwelling per acre					5
	no limit	1/8 mile	1/4 mile	1/2 mile	1 mile
CAFO setback					3
					2
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Corporate Farms			1	3	
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
bunk-houses		3	2		1
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
run-off	1	2	1		1
	Farmer	Hobby	Acreage	Subdivision	
personal description	3	1	1		

BRANDON	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Preservation	8	3	1		
	1/10 Acres	1/80 Acres	1/1 Acre	No change	
dwelling per acre	2				11
	no limit	1/8 mile	1/4 mile	1/2 mile	1 mile
CAFO setback			3	5	6
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Corporate Farms	4		4	4	2
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
bunk-houses	4	4	1	2	3
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
run-off	6	4	1	3	
	Farmer	Hobby	Acreage	Subdivision	
personal description	3	2	4	5	

TOTAL	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Preservation	26	10	1	0	0
	1/10 Acres	1/80 Acres	1/1 Acre	No change	
Dwelling per acre	6	2	0	29	0
	no limit	1/8 mile	1/4 mile	1/2 mile	1 mile
CAFO setback	6	0	4	14	15
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Corporate Farms	6	8	8	10	6
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
bunk-houses	5	16	8	3	6
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
run-off	11	15	5	7	3
	Farmer	Hobby	Acreage	Subdivision	
personal description	13	8	13	5	



Public Comment - Open Ended Comments from Open Houses

	TRI-VALLEY
1	Jake breaking from trucks at feedlot located at 459th/249th Avenue
2	Scott Again. Terminal dust control on road? Have not seen water down attempts yet with traffic. Looks like gravel base to me and not aggregate as was said.
3	Thanks for taking time to ask for ideas and opinions.
4	Stop sign at 257th & 465th leaning to the left.
5	RR Crossing on HWY 130, 1/10 mile east of Hwy 11, is very rough
6	running 57th street east to the casino would be very helpful
7	keep county as it is, no more people
8	hold a meeting for all rural county bike riders to focus on developing trails
9	there is enough land owned by the government; support private industry and ag
10	No building structures in a wetland unless a land mitigation is purchased (example 2 to 1 ratio). Wetland determination should be needed before building any type of structure. Just as it is needed for drainage.

	HARTFORD
1	We got a post card invitation. Some got a post card invitation and a 3 page letter of invitation.
2	Will Ellis Road area be another major route around west Sioux Falls off I-90 exit?
3	Regrade and blacktop Madison street to Ellis Road.
4	Support commercial/industrial development along railroads. Do not place residential growth along the railroads.
5	Environmental protection is critical. For example, water quality, landscaping buffers, farm/livestock run off should be monitored.
6	Very poor construction an reworking of Highway 38. Speed limits, passing lane markings. Extremely poor resurfacing job.
7	Bridge conditions on 253rd Street, 1/2 mile east of Highway 19
8	Sign of notify Highway 122 at the intersection of Hwy 133 & Hwy 122
9	Road condition 268th Street from Big Sioux River to the Casino was damaged by the Lewis & Clark project and is in bad shape in spots
10	Road condition Highway 100 west and east side of Sioux falls
11	Need lighted intersection at Hwy 42 and Hwy 19- very dark and dangerous at night
12	Humboldt needs a grocery store
13	As highways are upgraded, add bike lanes. Consider bike paths in northwest part of the county
14	Have a canoe launch on the east side of the Big Sioux River across from the F.O.P. and west of Iverson's crossing on Hwy 42. Have public access on both sides of the river.
15	The more development for businesses or places of people to live - leaves less land to grow food for people and livestock. This should be considered.

DELL RAPIDS	
1	Thanks for your time. Great discussion.
2	Cities/Municipalities need adequate treatment systems
3	Industrial use at I-29 Dells exit is needed. Land is already zoned for light industrial.
4	More commercial uses in Dell Rapids - grocery and businesses
5	Commercial use on the north side of Sioux Falls - grocery and drug store
6	Highway 154 - speeding over I-29 bridge at Dells exit. Poor visibility over bridge
7	255th Street from 478th Ave to 480th Ave needs to be hard surfaced to Nordstrom's
8	272nd Avenue - speeding but there is minimal enforcement. Posting signs could help. Bridge closure has made it worse.
9	Bridges on EROS road - all county roads in general
10	Dust control needed by Nordstrom's due to all the truck traffic. Pave the access. Township should not bare the costs of this part of the road

	BRANDON
1	Please supply information door to door or in Shopping News about wind energy for homeowners - such as permits
2	Allow poultry in subdivisions
3	Allow more pets per home in subdivisions than are allowed in Sioux Falls
4	Pave roads in subdivisions
5	Drain tile is a HUGE issue affecting downstream properties. This needs to be addressed. The amount of tile installed over the last few years has dramatically increased. Flooding downstream is a result along with a dramatic affect on wildlife habitat.
6	There has been a visible decrease in wildlife because of tiling "farmable/seasonal wetlands" and removal of large shelter belts. With the dry year, areas that have very seldom been farmed have now been tile affecting downstream drainage and wildlife.
7	Need more environmental protection
8	Water quality needs to be checked
9	Saddle back
10	Trail Access
11	Sweep old Brandon RD #140
12	Build some roads through the hills southeast of Rice St. between Cleveland Ave. and Six Mile Road. This area is a barrier to economic activity due to no traffic corridors. Also prevents ease of access for emergency response vehicles
13	Reconstruct SD HWY 42 east of Sioux Falls
14	RR crossing on 70th Street in Swanson Tracts is in need of repair
15	70th Street needs to be paved
16	Move traffic away from 26th St (between Hwy 42 & Hwy 11) residential area with too much heavy traffic now.
17	Would like hard surfacing at West Chestnut Blvd to Redwood Blvd and Redwood Blvd to North Chestnut Blvd
18	Pave Maple St. from 6- Mile Rd east to Brandon (Sioux River Bridge)

Public Comment - Parks & Recreation Assessment Survey

	Playground	Bike Trails	Picnic Shelters	Walking Trails	Parks	Snowmobiling	Kajak/Canoe	Hunt/Fishing	Camping	Cross Country	Ball Fields
TRI VALLEY	1	12	3	7	2	1	3	2	3	0	0
HARTFORD	9	37	22	13	25	12	30	12	12	8	3
DELL RAPIDS	0	2	1	0	7	0	0	0	0	1	0
BRANDON	5	14	15	8	4	2	5	2	2	8	0
TOTAL	15	65	41	28	38	15	38	16	17	17	3



Image Source: SD Game, Fish, & Parks



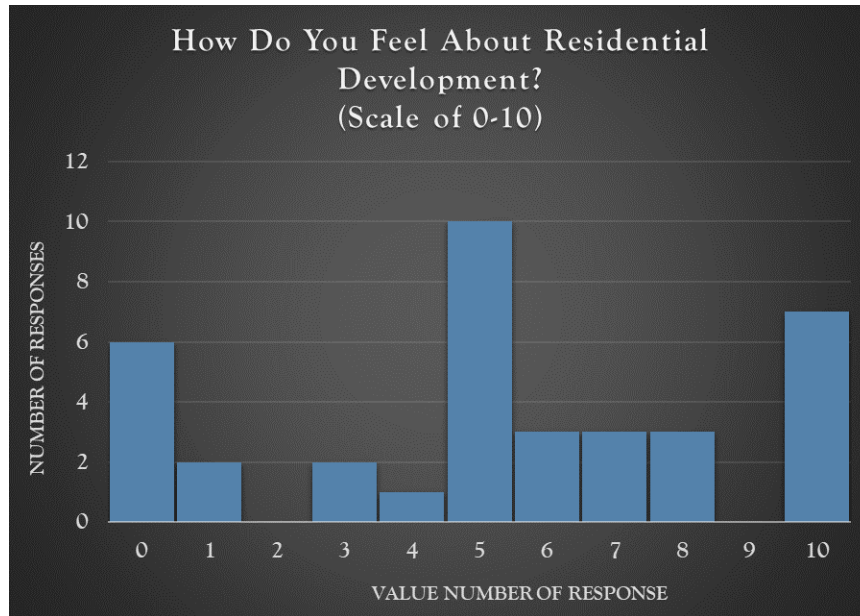
Image Source: SD Game, Fish, & Parks



Image Source: SD Tourism

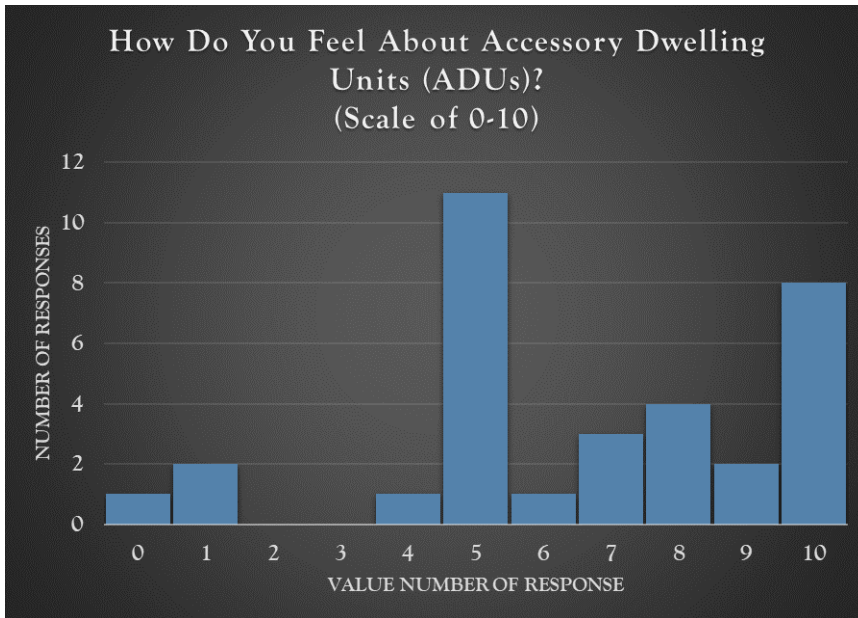


Public Comment - Envision 2045 Survey Results



	How do you feel about Minnehaha County allowing more residential development in the rural area?
1	While it's impossible to say no new growth at all, I don't believe that goal 5.6 action #4 to allow transfer between different owners is a good shift. Maintaining common ownership keeps a helpful hurdle in reducing the extent at which new rural lots can be moved around the county, mainly resulting in shifting new lots around the City of Sioux Falls to land that likely was going to be urbanized anyway. Or worse yet from development land to other land adjacent but owned by someone else and where the goal of preserving AG land is completely avoided because the AG land will be getting annexed and built on and transferred new lots are also no longer AG.
2	Push development to Sioux Falls
3	Need some space and farmland between towns
4	they need to live in town and stop cementing great farm ground
5	I'm ok with it as long as there is density and it doesn't lead to sprawl
6	Depends on how it's gone about.
7	It needs to be done strategically and at the will of rural residents not forced upon us. AG is still a huge part of this county we cannot forget it.
8	I don't want large housing developments, but I am in favor of allowing houses to have an ADU on their property. Nothing that would greatly increase traffic to our area though.
9	I am mostly excited that I will have a chance to build out on my parents farm and live out there and care for them as they are in their late eighties and they can stay where they are until medically impossible. I also understand being so close to a busy and growing city we will have grow pains and have to adjust accordingly. Thank you for your continued on moving forward and continuing ahead.
10	it's about time....we have a lot of ag/RR properties that could accommodate the growing need for housing
11	This is fantastic for landowners to have aging parents and would LOVE to build a second home close to theirs. As an acreage owner this is an amazing idea.

Public Comment - Envision 2045 Survey Results



	How do you feel about Minnehaha County allowing Accessory Dwelling Units (ADUs) in the rural area?
1	Love the options to expand uses on existing lots.
2	We don't need rental housing in farm land
3	As long as they are not being used as short term rentals/airbnb. In law suite, pool/guest house would be fine.
4	Depends on how it's done.
5	This is the only type of additional housing I am ok with them allowing.
6	I am mostly excited that I will have a chance to build out on my parents farm and live out there and care for them as they are in their late eighties and they can stay where they are until medically impossible. I also understand being so close to a busy and growing city we will have grow pains and have to adjust accordingly. Thank you for your continued on moving forward and continuing ahead.
7	Amen!!!! It's about time that landowners of acreages can build homes for their aging parents to keep them close and out of the "old folks home"
8	Yes!!!! I would love to be able to have a building where my parents could live as they enter their "golden years". This would be amazing

The Minnehaha County Planning Department would like to thank this group of citizens and community leaders for their time and efforts.

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MOVING FORWARD

Planning Ahead



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