

# *WORTHING*

## *Comprehensive Plan 2030*

*Prepared by the South Eastern Council of Governments at the direction of  
the Planning Commission and City Commission of Worthing, South Dakota*

## **ACKNOWLEDGEMENTS**

This Comprehensive Plan is a compilation of effort by many people, organizations and government entities. This document expresses the great civic pride that exists in the City of Worthing. Through the preparation and adoption of this document, the governing officials of Worthing have expressed their desire for orderly and efficient growth and development in the community and surrounding area.

### **City Commission**

Mayor: George Zahn

Commission Members: Darren VanHouten, Todd Gannon, Eric Saugstad, Carrie McDannel

### **Planning Commission**

Chairperson: Tabatha Lemke

Board Members: Bradley Hazuka, Jason Schroeder

### **City Staff**

City Administrator: Jeffery Tanner

Finance Officer: Jed Huisman

Administrative Assistant: Marie Albertson

Maintenance Lead: Jake Sees

Maintenance Assistant: Jim Chatwell

Chief of Police: Roger Knutson

City Attorney: Larry Nelson

City Engineer: Jon Fischer

The City would like to send thanks to the following: Worthing Community Fire Department (WCFD), Worthing Police Department (WPD), StockWell Engineering, outgoing Finance Officer Evelyn Duerksen, former Commissioner of Public Safety Scott Hillard, and former Planning and Zoning Board Members Bryan Kirschenman and LeRay Wesseling.

We would also like to send a special thank-you to Toby Brown from Southeastern Council of Governments (SECOG) for his leadership in preparing this document.

# City of Worthing

Lincoln County  
PO Box 277 • 208 S. Main St.  
Worthing, South Dakota 57077

## RESOLUTION # 03072011

A RESOLUTION ADOPTING A COMPREHENSIVE PLAN FOR CITY OF WORTHING, AS PROVIDED FOR IN SDCL 11-6.

**Whereas**, Chapter 11-6-14 of South Dakota Codified Law has empowered the Planning Commission and City Commission of Worthing to prepare a Comprehensive Plan for the development of the City and the surrounding area; and

**Whereas**, the Worthing Planning Commission has developed a Comprehensive Plan for the years through 2030, has held the required Public Hearing, and has made a recommendation for adoption of the Plan to the City Commission; and

**Whereas**, the Worthing City Commission has received the recommendation of the Planning Commission and has held the required Public Hearing; and

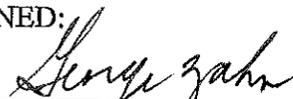
**Whereas**, the adoption of the Comprehensive Plan would enhance the responsible development of Worthing and the surrounding area.

**Now therefore**, be it resolved by Worthing City Commission, that the Comprehensive Plan for the City of Worthing through the year 2030 be hereby adopted and effective upon 20 days after publication of the notice of adoption.

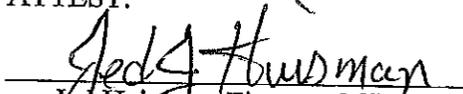
Adopted this 7<sup>th</sup> day of March, 2011.

(CITY SEAL)

SIGNED:

  
George Zahn, Mayor

ATTEST:

  
Jed Huisman, Finance Officer

ADOPTION: March 07<sup>th</sup>, 2011  
PUBLICATION: March 17<sup>th</sup>, 2011  
EFFECTIVE DATE: April 05<sup>th</sup>, 2011

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# I. INTRODUCTION

## A. PURPOSE, AUTHORIZATION AND ADOPTION

### 1. PURPOSE OF THE COMPREHENSIVE PLAN

There are three primary purposes of this document:

- (1) To address the planning requirements of state law while also providing a sound and logical basis for growth management strategies; and
- (2) To provide some predictability about the potential land uses and timing of development so that both public and private sectors can make informed decisions in the area of real estate and capital investments; and
- (3) To provide the Planning Commission and City Commission with policies for future planning decisions and the methods and justification to control land use through the zoning and subdivision ordinance, the capital improvements program, and other enforcement controls.

Additionally, there are six supplemental purposes of this document:

- (1) To improve the physical environment of the community as a setting for human activities; to make it more functional, beautiful, decent, healthful, interesting and efficient.
- (2) To promote the public interest (the interest of the community at large) rather than the interests of individuals or special interest groups within the community.
- (3) To facilitate the democratic determination and implementation of community policies on physical development.
- (4) To effect political and technical coordination in community development; to be effective, coordination must occur across governmental jurisdictions (county, school, township, etc.).
- (5) To inject long-range considerations into the determination of short-range actions.
- (6) To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.

### 2. AUTHORIZATION UNDER STATE LAW

Under 11-6-14 of South Dakota Codified Laws, the planning commission of a municipality is directed to “*propose a plan for the physical development of the municipality... [to] include the general location, character, layout and extent of community centers and neighborhood units...*”

### **3. DEVELOPMENT AND ADOPTION**

The Worthing City Commission has adopted this document in accordance with state law. In developing this Comprehensive Plan, the Worthing Planning Commission has used background research, detailed inventories and assessments, and discussion sessions at Planning Commission and City Commission meetings and public hearings. This Comprehensive Plan is intended to guide the City in its implementation of zoning regulations, subdivision regulations, capital improvements plans and other related policies as deemed necessary by the City Commission and Planning Commission.

### **4. AREA OF PLANNING JURISDICTION**

The City of Worthing shall, under South Dakota statutes, have the authority to control development within the corporate limits of Worthing.

## **B. INTERGOVERNMENTAL CONSIDERATIONS**

A comprehensive plan affects not only those living in the study area, but also (to some extent) those living and working throughout the Worthing area. As a result, the City Commission has requested input from the Lincoln County Planning Commission and the Lennox School District.

## **C. APPROPRIATE USE OF THE COMPREHENSIVE PLAN**

South Dakota laws require that zoning districts must be in accordance with the Comprehensive Plan. It is the intent of this document to show the most appropriate use of land within the study area, based on the potential for growth and development of the community.

## **D. COMMUNITY SURVEY RESULTS**

In 2008, a community survey was distributed to residents of Worthing. The intent of the survey was to better involve citizens in the planning process. What follows is a summary of responses, broken down into strengths, weaknesses and needs for the City of Worthing.

### Strengths

- The size of Worthing and the availability of affordable housing are the major contributing factors for residents who choose to live in Worthing.
- The growth rate of Worthing is acceptable to the majority of survey respondents.
- Fire protection and law enforcement received a favorable rating from responding citizens.

### Weaknesses

- A significant number of respondents felt that the condition of streets was a concern.

- Sidewalk connectivity and maintenance was a concern.
- A number of the respondents felt that more spending should be appropriated towards Parks and Recreation.

### Needs

- Additional commercial and industrial growth is a major need for the Worthing community.
- Additional recreational opportunities such as a bike/walk trail should be explored.
- A more balanced housing supply is needed in Worthing.

Members of the Worthing community are encouraged to actively pursue these recommendations as well as add to them. This Comprehensive Plan strives to involve the public in the planning process to the greatest extent possible.

## II. DEMOGRAPHIC CONDITIONS

### A. GENERAL DEMOGRAPHY

Table 1. Population History (Source: U.S. Census Bureau)

Year	Population	% Increase
1960	304	NA
1970	294	-3.3%
1980	388	32.0%
1990	371	-4.9%
2000	585	57.7%

Table 2. Current Demographic Statistics (Source: U.S. Census Bureau)

	Worthing	Lincoln County	South Dakota
1990 Population	371	15,427	696,004
2000 Population	585	24,131	754,844
% Change	57.7%	3.2%	8.4%
Median Age	29	34	35.6

Table 3. Population by Age (Source: U.S. Census Bureau)

	0-19	20-54	55-74	75 & Over	Total
2000	195	331	46	13	585

United States Census 2000 data indicates that over 30% (33%) of Worthing's residents are 19 or younger. Approximately 57% percent of the community is beteen the ages of 20 and 54.

### B. POPULATION PROJECTIONS

Tables 4 and 5 present population projections for 2020 and 2030. Estimating future population numbers helps in planning for community services, recreation, public facilities, and conservation needs to adequately serve the additional residents while retaining the essential community character and natural resources.

A straight-line population projection method is used to produce a population projection estimate for the City of Worthing. The straight-line arithmetic method assumes the population will grow in a linear fashion, based on population changes within the past ten years (Table 4) and five years (Table 5).

Table 4. Population Projections Based on Current Ten Year Trend

<b>POPULATION PROJECTIONS Straight-line Method Projection</b>						
<b>Entity</b>	<b>1990 Census</b>	<b>2000 Census</b>	<b>1990 – 2000 Change</b>		<b>2020 Projection</b>	<b>2030 Projection</b>
Worthing	371	585	<u>Number</u> +214	<u>Percent</u> 57.7%	1,013	1,227

Table 5. Population Projections Based on Current Five Year Trend

<b>POPULATION PROJECTIONS Straight-line Method Projection</b>						
<b>Entity</b>	<b>2000 Census</b>	<b>2005 Census Estimate</b>	<b>2000 – 2005 Change</b>		<b>2020 Projection</b>	<b>2030 Projection</b>
Worthing	585	921	<u>Number</u> +336	<u>Percent</u> 57.4%	1,929	2,601

If the arithmetic straight-line population estimate method is accurate, then the City of Worthing may have a population of 1,227 by the year 2030 if the current ten year trend continues. If the current five year trend continues, then the City of Worthing may have a population of 2,601 by the year 2030. For purposes of land-use planning, the five year population trend was utilized to ensure adequate land was reserved and planned for future development.

There are many factors that may influence population growth, although most are not easily quantified. However, based on the fact that Worthing is adjacent to Interstate 29, approximately 10 miles to the City of Sioux Falls and 11 miles to the City of Canton (each of which are population/employment centers), it is reasonable to estimate that Worthing will continue to grow significantly.

### **C. ASSESSMENT OF EXISTING HOUSING STOCK**

#### *Total Households*

Census 2000 data shows that 79% of the total households in the City of Worthing are family households. This statistic indicates that Worthing is a family-oriented community.

### *Types of Housing*

Census 2000 data shows that more than 91% of the total housing stock is made up of single-family units. The next highest percentage is found in the number of mobile home units making up nearly 6% of the total stock.

### *Age and Condition of Housing*

Census 2000 data shows that approximately 20% of the total number of housing units was built in 1939 or earlier. Almost 60% (57.8%) of the total number of housing units was built between 1970 and 1998.

### **III. ENVIRONMENTAL CONSTRAINTS**

#### **A. PHYSICAL GEOGRAPHY**

Worthing is located in central Lincoln County in southeastern South Dakota. The City is located in the wide Big Sioux River Basin. The landscape is primarily flat, with a constant elevation of 1360 feet.

#### **B. DRAINAGE AND WETLANDS**

Some small wetlands and potholes are found in the city's growth areas. Wetlands and water bodies are designated from base maps developed through the National Wetlands Inventory and other data sources. These natural resources provide a number of functions that are important to the health and welfare of the community. They provide storage for storm water, help to control flooding, provide wildlife habitat, improve water quality, and they provide recreational opportunities. The wetlands and floodplains of the Worthing area are shown on **Map 1**.

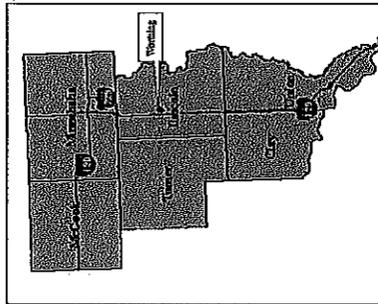
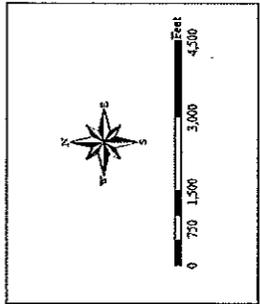
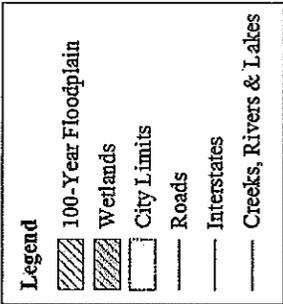
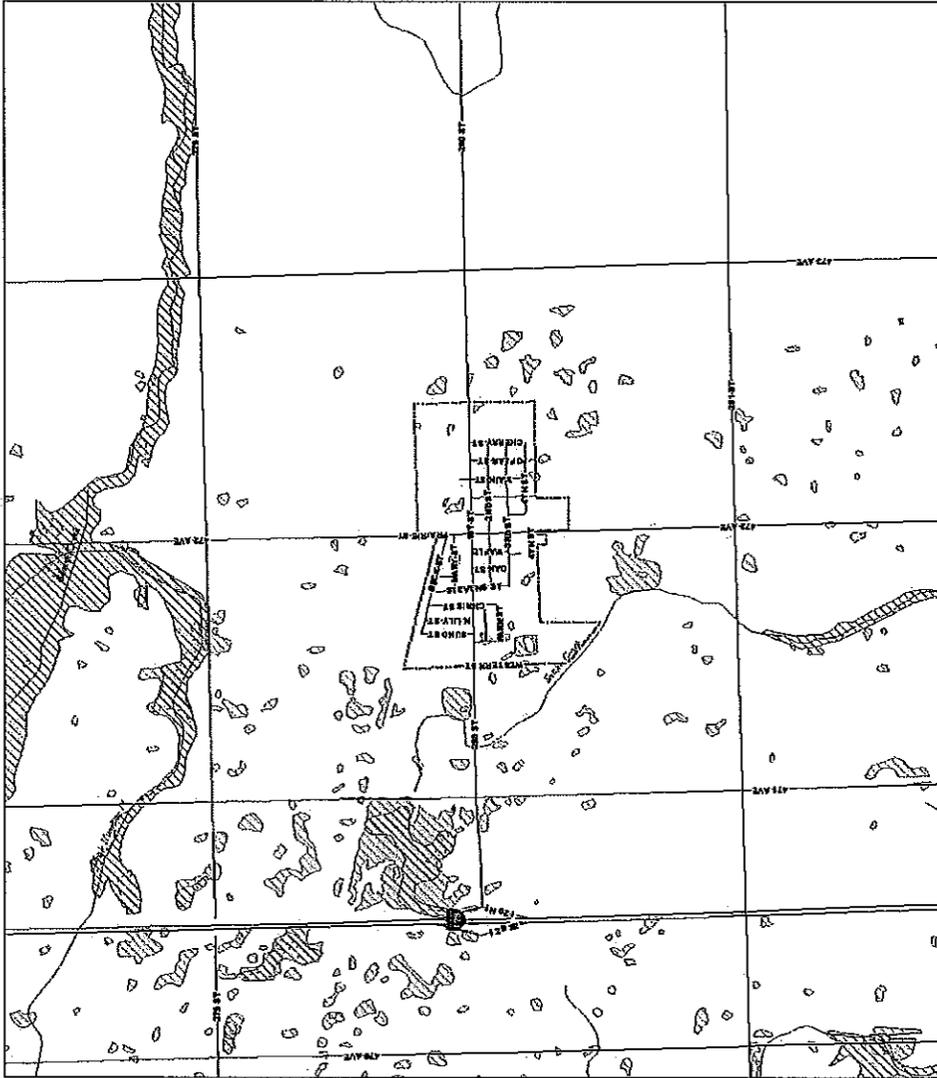
# Environmental Constraints

City of Worthing

Map 1

**SECOG**  
SOUTHERN ELECTRIC COGNITIVE ORGANIZATION GROUP

SECOG is a public utility district serving the communities of Worthing, Texas, and surrounding areas. The organization is committed to providing reliable and efficient utility services to its customers.



## **IV. INFRASTRUCTURE ASSESSMENT**

### **A. TRANSPORTATION**

Street and highway improvements are a critical planning consideration because of the interactive relationship between transportation and land use. Location choices for many land uses are frequently made on the basis of access to major streets and highways. Without consideration for adequate capacity or maintenance, the transportation system cannot adequately accommodate development.

Arterial streets are designed to carry a large volume of traffic at higher speeds. Within the City, the function of arterials is to facilitate the movement of goods and people with few obstructions. These streets are generally adjacent to commercial uses.

Collector streets are designed to provide connectivity between arterials. They allow local traffic an access onto the arterial system.

Local streets provide access from low-density residential developments to collector or arterial streets. Because their function is based on development patterns, there are no spacing requirements. Local streets operate at low speeds, with on-street parking and few traffic signals.

The Major Street Plan has been developed as a part of the Comprehensive Plan (see **Map 2**).

### **B. WATER FACILITIES**

In 2002, Stockwell Engineers, Inc completed a Water Supply, Distribution and Storage Facilities Study for the City of Worthing. The City of Worthing is currently served by 31,000 linear feet of PVC and asbestos cement water main. Worthing's water storage consists of a 100,000 gallon elevated storage tank. South Lincoln County Rural Water currently provides Worthing with their water supply.

According to the engineering study, the following improvements were suggested: 1) Eliminate the use of existing wells for water supply and connect to the South Lincoln County Rural Water System. 2) Replace water mains that are less than 6 inch in diameter. This would be essential to increase water pressure for fire flow conditions. It is recommended by the United States Fire Insurance Service that a truck should not hook up to a hydrant that is located on a water line that is less than a 6 inch diameter. The majority of hydrants in the city are hooked up to 4 inch lines. 3) Complete looping of the water system in order to reduce dead ends. Dead ends in water distribution systems are difficult to flush. The inability to completely flush a water distribution system can lead to a decrease in disinfection levels and an increased potential for the formation of biological growth. Eliminating dead ends in the water distribution system would also improve water pressure for fire flow conditions. 4) Install 8 and 10 inch loops to future industrial, commercial and residential developments. 5) Construct a 250,000 gallon elevated water storage tank. According to the study, additional storage should be strongly considered as the City of Worthing keeps growing.

The City of Worthing has initiated the process of implementing the above recommendations through water main improvement projects in 2004, 2005, and 2009. These improvements included disbanding the existing wells and connecting to the South Lincoln County Rural Water System, replacing undersized water main and extending their water distribution system to the proposed Industrial Park to the north of Worthing promote further growth and development.

### **C. WASTEWATER FACILITIES**

In 2006, Stockwell Engineers, Inc. completed a Wastewater Treatment and Collection Study for the City of Worthing. The City of Worthing is currently served by 24,500 linear feet of gravity sewer main and 1,140' of sewage force main. There is also a wastewater treatment facility located in the south west portion of Worthing just within city limits. The facility is a three-cell discharging wastewater stabilization pond. Two pumping stations help convey the wastewater towards the stabilization ponds.

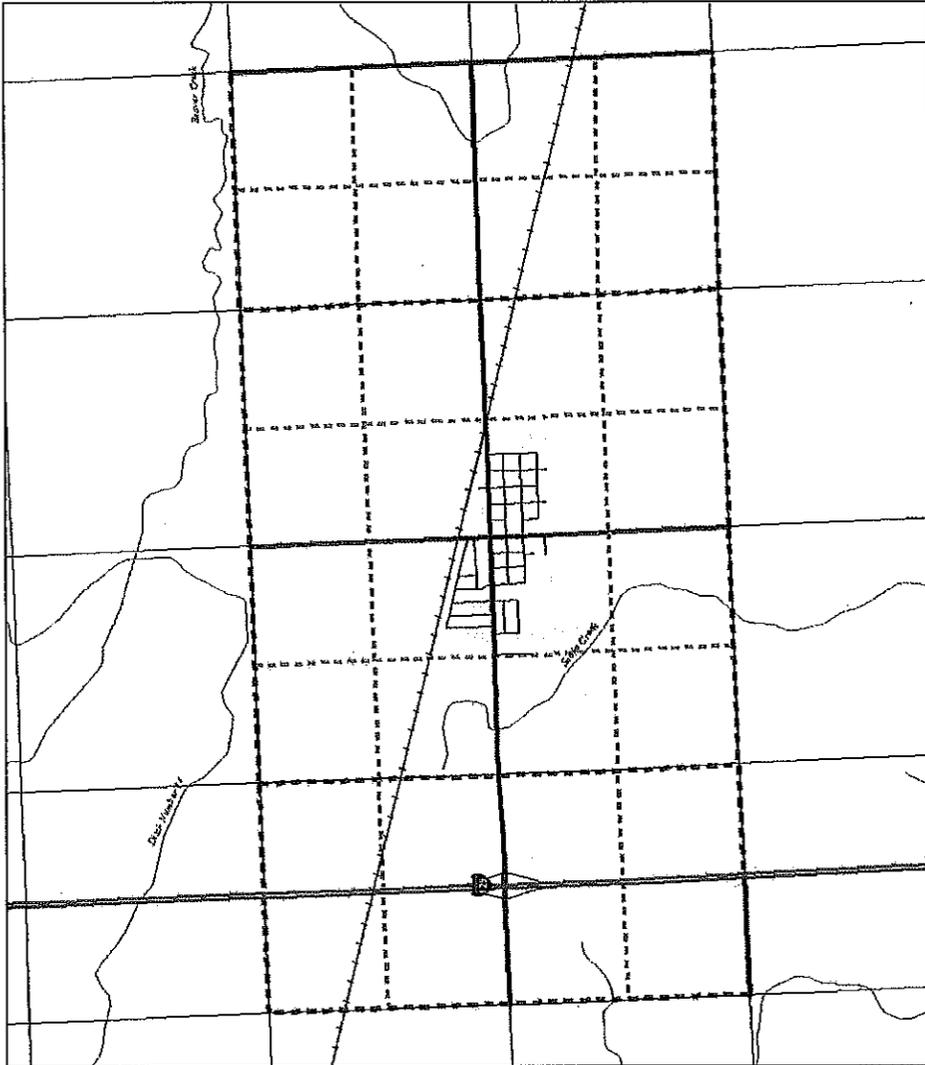
According to the engineering study, the following improvements were suggested: 1) Strictly enforce the Ordinance prohibiting the connection of sump pumps and foundation drains directly to the sanitary sewer system. 2) Install a new sewage pumping station at the wastewater treatment facility, replace the sewage trunk-line on Third Street and extend sanitary sewer service to the north to the proposed Industrial Park. The existing sewage pumping station and sewage trunk-line on Third Street were not deep enough to allow for expansion of the collection system. Also, the line on Third Street was among the poorest rated in Worthing. 3) Expand the existing Wastewater Treatment Facility. The existing three-cell pond was built to serve a population of 700. The population of Worthing has exceeded that number, and if growth is to be encouraged in the future, then the ponds need to be expanded. 4) Replace existing 8" clay and 6" PVC sewer mains. A majority of the existing sanitary sewer is 8" clay pipe, which is very susceptible to cracking, breaking and infiltration over extended periods of time. After a review of sanitary sewer videos, the condition of the clay pipe was rated as poor and in need of replacement. There is also a small amount of 6" PVC sewer main. The condition of the 6" PVC was also rated as poor and in need of replacement following the sewer video review. Also, the South Dakota Department of Environment and Natural Resources recommends that no sewer mains should be installed smaller than 8" in diameter.

The City of Worthing has initiated the process of implementing the above recommendations through a sanitary sewer improvements project in 2009. The improvements included the replacement of the existing sewage lift station at the waste water treatment facility as well as the replacement of the sewage trunk-line on Third Street. The new lift station and trunk-line were installed approximately 8' deeper than previously. This will allow Worthing to expand their sewer service basin in the future. The project also included new sanitary sewer trunk-line to the proposed Industrial Park to the north of the City. This new trunk-line will service approximately 169 acres to the north of Worthing's current corporate boundaries. Also, the City has been educating the public about the adverse effects of sump pump hook-ups directly to the sewer system in the local newspaper.

# Major Street Plan

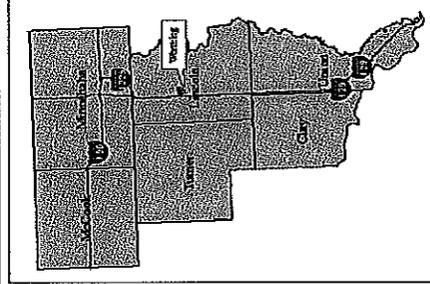
City of Worthing

Map 2



**Legend**

- Existing Arterial
- Future Arterial
- Existing Collector
- Future Collector
- Roads
- Interstates
- Rail
- Creeks, Rivers & Lakes
- City Limits



## **V. SCHOOL PLANS AND PROJECTIONS**

### **A. LENNOX SCHOOL DISTRICT 41-4**

The total KG-12 enrollment for the Lennox School District is 912 students (Fall 2010). Currently, the largest class is the Kindergarten class with 91 students. Reorganized in July of 2003, the school district is located in Lincoln, Minnehaha and Turner Counties. The school district utilizes eight (8) bus routes, with the average ride time being approximately twenty (20) minutes. Current enrollment trends indicate that the district is increasing in size.

The Lennox public school system is housed in six structures. An elementary school is located in Lennox, Chancellor and Worthing, along with a middle school, high school and a business office that is located in Lennox. Future plans for the school district include expanding the current Worthing Elementary School as well as staying current with advancements in technology.

## **VI. PARKS, OPEN SPACE AND OTHER PUBLIC USES**

As plans are made to build, expand or relocate public facilities, they should be done in conjunction with the Comprehensive Plan and the Capital Improvements Plan. Potential areas for future cooperative efforts should continue to be explored with other public entities.

### **A. CURRENT AND FUTURE PARK NEEDS**

The parks and open spaces on the Current and Future Land Use maps identify existing park facilities and proposed new facilities within the projected growth areas. The specific improvements provided within the park facility should be tailored to meet the needs of the nearby population that it will primarily serve. In addition, potential combinations of detention pond sites and neighborhood parks should be reviewed wherever feasible to allow more efficient land utilization and consolidation of maintenance costs.

The City of Worthing has two municipally-owned parks. The first is part of the Original Worthing Subdivision located at 305 West 3<sup>rd</sup> Street. The name of this park is Clark Park donated by, and as such, named after the Clark Family. It is approximately ½ acre in size. It includes the following playground equipment: one (1) swing-set, one slide, one (1) merry-go-round and three (3) spring-loaded horses. It also houses a concession stand used by the Worthing Girls Softball Program during the spring and summer months.

The second municipally-owned park is part of a nearly 19 acre recreation complex in the southwestern portion of the City of Worthing. It is aptly named the Worthing Recreation Complex. The goal of this park was to create functional green space for residents and visitors of Worthing that will offer a multitude of activities upon completion. Because of the parks overall size and accessibility, an opportunity exists to create a regional park that can "house" many different events at the same time. Upon completion of the Master Park's Plan proposed improvements, the park will encompass opportunities for the following: baseball, softball, kickball, Frisbee golf, volleyball, horseshoes, basketball, tennis, walking and running, bicycling, open sports play, recreational play equipment, swings, picnicking, camping and potential fishing opportunities. The result of the improvements will create exciting and unique opportunities for the various park users, allow the City to capitalize on area actions, generate opportunities for festivals and special events as well as elevate the overall quality of life for the citizens of Worthing and the surrounding areas.

In addition to the two City-owned parks, a third Park also exists at corner of Beck and Lily Streets located in the Northwest portion of Worthing. This park is currently being leased by the City as part of an agreement with landowner Steven Beck. It includes the following pieces of City-owned play equipment: one (1) digger, one (1) jungle gym, one (1) swing set, one (1) plastic dinosaur and one (1) tether ball. The City is currently planning to make major updates to all three (3) parks.

If new parks are to be provided at a reasonable cost and in proper locations, it is essential that parkland acquisition take place prior to residential development. Integration of park and school

sites will likewise be feasible only if land acquisition occurs well ahead of residential development.

Neighborhood parks are generally between five and ten acres in size. The effective service area of neighborhood parks is one mile, depending on location, facilities and accessibility. School/park sites also serve as neighborhood parks and include playground equipment in addition to play fields, parking lots and multi-use paved areas for court games.

Community parks, because of their larger size, provide a much wider range of activities and facilities than neighborhood parks. The land area requirements generally range from 20 to 40 acres. Specialized facilities such as swimming pools, picnic areas and athletic complexes can be accommodated in community parks. Community parks typically include areas for passive uses, nature conservation, pools/aquatic centers and athletic fields. Each of these four types of uses might include other uses such as neighborhood playground space, but generally larger parks will focus on one major type of activity.

Conservation and nature areas are specialized locations that preserve wildlife habitat, woodlands and wetlands through open space development. Most commonly developed along stream corridors and natural drainage ways are linear parks or greenways which provide a variety of recreational opportunities to adjacent neighborhoods. These activities easily accommodate the development of a bike trail system.

## **B. FIRE PROTECTION FACILITIES**

The City of Worthing's fire protection is currently provided by the Worthing Volunteer Fire Department. The Department fluctuates between 25 to 30 volunteer fire fighters. The volunteer fire department is housed in a facility built in 2003 aptly named the Worthing Community Fire Hall. The building is located on Prairie Street in the south central portion of the Community. Fire protection equipment includes the following: two (2) fire engines, one (1) tanker truck, one (1) rescue vehicle and one (1) grass rig. The fire department typically has 75 to 100 calls per year. The majority of calls include, but are not limited to, the following: medical, fire, accident, rescue and assistance to law enforcement with search and rescue. There is also a significant civil defense component with members of the WCFD, as they will routinely watch and report severe weather patterns. In the future, the fire department would like to progressively upgrade its equipment, add-on to the existing fire hall as growth dictates the need and participate in more training programs. The effort to progressively upgrade equipment will be based on need. The Department plans to upgrade the tanker, which is constructed out of a modified old milk tank placed onto a stock truck. The WCFD also plans to upgrade the 1975 Orange Ford Pumper Truck too. Following the replacement of the above-mentioned tanker and pumper, the WCFD will upgrade the 1978 Ford Grass Fire Pickup.

## **C. LAW ENFORCEMENT**

The City of Worthing Police Department (WPD) consists of one full-time officer. The department typically receives approximately 15-30 calls per month. The majority of calls include: dogs at large, cars, domestic disturbances, car theft, and burglaries. The future plans of

the WPD will be based on the needs of the community. These needs will likely include: adding an additional police officer, purchasing more crime scene equipment and supplies as well as increasing office and storage space.

It should be noted the WPD has been asked to take on additional responsibilities as of 2011. These duties include, but are not limited to, the following: animal control, nuisance abatement and public relations. These duties are not necessarily new; however, they have not always been a requirement of the WPD in the past.

## **VII. NEIGHBORHOOD CONSERVATION**

Blighted neighborhoods tend to grow into adjacent areas and invite additional deterioration. Visual deterioration gives the impression that nobody cares, creating an atmosphere which may foster crime, antisocial activities and further blight. Declining neighborhoods demand additional health, social and public safety services, weaken the tax base and make activities to promote new economic development in the City more difficult.

Strategies to strengthen and preserve the older residential neighborhoods will maintain the supply of safe, decent, affordable homes and limit the need for costly increases in public services and avoid the need for dramatic revitalization programs. The goals of affordability, variety, safety and preservation are emphasized.

### **A. LAND USE**

Zoning changes to allow multifamily or commercial land uses into older neighborhoods should be carefully analyzed. Conservation of existing single-family homes is encouraged. Commercial uses are ideally limited to businesses which service the neighborhood needs and that have minimal impact on adjacent properties.

### **B. INFRASTRUCTURE**

Streets, utilities and public facilities should be maintained and improved on an ongoing basis. Schools and parks contribute to neighborhood stability and should set an example for residential areas in terms of maintenance and appearance.

### **C. PROPERTY MAINTENANCE**

Inspections and enforcement of building and zoning codes, coupled with effective nuisance abatement activities, assist in the prevention of neighborhood decline. Legal assistance through the City Attorney's office is a key component for the effectiveness of these activities.

## VIII. LAND USE PLAN

### A. EVALUATION OF URBAN LAND USE IN WORTHING

To simplify preparation of this plan, land uses have been grouped into seven categories for the City of Worthing:

- (1) Industrial: Includes light manufacturing, warehouses and other similar uses.
- (2) Commercial: Includes retail businesses, offices, etc.
- (3) Residential: Includes single-family residences, duplexes, twin homes and all apartments.
- (4) Manufactured Housing: Includes manufactured homes within manufactured home parks.
- (5) Institutional: Includes schools, libraries, churches, government offices and similar uses.
- (6) Parks, Recreation and Open Space: Includes parks and athletic fields. Also included are areas that should be protected from development to facilitate movement of flood water and runoff. Some types of development may be appropriate for such areas, as long as the development does not dramatically increase the incidence or severity of flood or drainage problems.
- (7) Vacant: Includes land not yet developed for one of the other six uses. Also included are areas that provide farming and agriculturally related uses.

A physical land use inventory was prepared by SECOG in August of 2008. Maps for the current and future land uses (**Maps 3 and 4**) in Worthing and the planning area are included. Future land uses were determined by the Worthing Planning Commission and SECOG, based on topographic features, compatibility with current land uses and existing infrastructure.

## B. CURRENT LAND USE CONSUMPTION

<u>Land Use</u>	<u>Acres Consumed</u>
Residential	90
Commercial	10
Institutional	29
Industrial	5
Parks, Recreation & Open Space	22
Vacant	85

## C. FUTURE LAND USE ESTIMATES

Households and a projected demand of certain land use categories are listed in the tables below.

<b>City of Worthing</b>			
<b>Household Projections</b>			
	<b>Population</b>	<b>Persons per Household</b> <i>(assuming number remains constant)</i>	<b>Households</b>
1980	388	NA	NA
1990	371	NA	NA
2000	585	2.84	206 (actual)
2020	1,929	2.84	679 (projected)
2030	2,601	2.84	916 (projected)

**Households Added 2000-2030**  
Total New Households 710

**Land Use Consumption Needs – Housing**

Residential – Urban Density	3 units per acre (low density) x 2.84 pph = 8.52 ppa *	8.52 ppa x 1,133 acres = 9,653 additional people
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Based upon the above referenced analysis, the City of Worthing will be able to provide adequate housing through the year 2030.

\* Projections based upon low density residential development

**Future Land Use Available**

<u>Land Use</u>	<u>Available Acres</u>
Residential	1,133
Regional Commercial	221
Community Commercial	49
Light Industrial	83
Heavy Industrial	908
Institutional	24
Mixed Use (Commercial and Residential)	89
Office/Professional	64
Parks, Recreation & Open Space	169

**A review of the population projections and land use consumption needs should be reviewed every five (5) years to ensure enough land is available for future land use needs.**





## IX. GROWTH AREA ANALYSIS

The costs of extending water and sewer services are the primary considerations in designating future growth. However, other factors must also be considered, which includes capacity of the transportation system, environmental suitability and compatible land uses. The following analysis is intended to provide the City of Worthing and Lincoln County with a guide to land use decisions and direct implementation through the zoning and subdivision regulations. **Map 4** illustrates all future development areas and corresponding land uses. Prior to expanding into the identified development areas, it will be necessary to ensure that all proposed development is serviceable with municipal utilities, including water and sewer.

It is appropriate to note that rezoning requests (and other development approvals) for land uses not consistent with the Future Land Use map (**Map 4**), except for previously established and approved land uses, should not be considered until the Comprehensive Plan has been amended, as necessary, to provide for such land uses. In those cases where development requests are not consistent with the Plan but represent a benefit to the community, the City should process such requests and Plan amendments concurrently and in a timely fashion. In addition, **the Future Land Use map is not the community's official zoning map**. It is a guide for future land use patterns. The Future Land Use element and all other aspects of the Comprehensive Plan are implemented primarily through development regulations (e.g., zoning and subdivision regulations). Text of the zoning regulations and its corresponding map determine which specific development requirements apply to a particular property.

### DEVELOPMENT PATTERNS FOR FUTURE GROWTH

- The predominant future land use is anticipated to be residential. The majority of which is located surrounding the existing corporate city limits. This will allow developments to use existing infrastructure which will reduce the cost of land development.
- There are also commercial nodes in which the intent of the node is to reduce strip development. The first node is located half way between 279<sup>th</sup> St and 280<sup>th</sup> St at the intersection of 472<sup>nd</sup> Ave. The second is located at the intersection of 280<sup>th</sup> St and 473<sup>rd</sup> Ave. Industrial development is proposed to continue and expand between 279<sup>th</sup> Street and 280<sup>th</sup> Street, on the east side of Worthing along 280<sup>th</sup> Street and along Interstate 29. Certain areas are also designated for mixed uses in which commercial and residential developments could coexist.
- An open space area surrounding the railroad tracks will provide a buffer for future residential development. An open space area is also designated near the South Dakota Game Fish and Parks Game Production Area.

## **X. PLANNING POLICY FRAMEWORK**

Worthing has adopted this Comprehensive Plan to provide a framework for specific future land-use and growth management policies and recommendations. It is designed to be a dynamic and flexible process to accommodate the changing needs of a growing population, yet steady enough to allow for reasonable long-term investment strategies by both public and private sectors. To the greatest extent possible, future planning for the City of Worthing ought to involve the public, other City agencies and elected officials throughout the planning and implementation phases.

### **A. GROWTH MANAGEMENT STRATEGY**

The following goals and policies are a detailed expression of the community's aspirations for the future and can be considered the heart of the Comprehensive Plan. The goals, objectives and policies provide direction for future planning and activities for the City of Worthing and the contiguous planning area.

#### **Goal 1. Focus New Development within Existing City Limits Area**

Objective 1 – Allow development within existing sanitary sewer and drainage basins as detailed by the future land use map

*Policy 1* – Determine growth areas most accessible to sewer hookups

*Policy 2* – Discourage growth in areas not suitable for hookups

Objective 2 – Allow compact and contiguous urban growth within city-limits

*Policy 1* – Maintain the growth area boundary as the division between urban and rural densities and services, and encourage growth and development that will promote an efficient use of present and future public investments in roads, utilities and other services

*Policy 2* – Avoid scattered or strip commercial and industrial development outside the urban service area and direct such uses into existing developed locations where adequate services are available including major street access and proper water/sewer systems

*Policy 3* – Require that properties served by public utilities be located within the City

*Policy 4* – Maintain an addressing system that creates consistency for safety and convenience of businesses, visitors and local citizens

*Policy 5* – Establish an area-wide approach to cooperatively manage future growth including city and county governments, school districts, townships and other public utility providers

Objective 3 – Enhance the character, identity and historic preservation of the community

*Policy 1* – Guide new development with urban design amenities that enhance community aesthetics and local identity

*Policy 2* – Protect historic dwellings and other architecturally significant buildings from incompatible development and encourage rehabilitation and reuse for the redevelopment of historic buildings

Objective 4 – To coordinate with private utility providers such as natural gas, electricity and communications to ensure high quality service

*Policy 1* – Encourage private utility providers to make additions and improvements to existing facilities to meet present needs and to provide adequate capacity for projected future growth

*Policy 2* – The City should, in conjunction with private utility providers, designate areas for the location of utility facilities when it is known that facilities are needed and planned

## **Goal 2. Direct New Growth Into Designated Future Growth Areas**

Objective 1 – Establish development patterns/requirements for each of the described Growth Areas

*Policy 1* – Review and revise, on an as needed basis, those specific development patterns established under Chapter IX – Growth Area Analysis

## **Goal 3. Construct and Upgrade the Major Street System to Handle New Growth**

Objective 1 – Enhance the current road system to provide optimum traffic mobility

*Policy 1* – Because road reconstructions, resurfacings and other related projects are funded by a limited budget, it is incumbent upon the City Commission to evaluate the need for various improvements and appropriate annual funds accordingly

Objective 2 – Minimize ingress and egress onto major roadways

*Policy 1* – Utilize driveway access points off of local roads rather than arterials whenever feasible so as to alleviate congestion from heavily traveled roads

## **Goal 4. Improve Community Services for All Residents of Worthing**

Objective 1 – Improve public services and buildings

*Policy 1* – Develop a long range capital improvements planning program that coordinates the completion of priority projects

*Policy 2* – Improve roads and traffic movement

*Policy 3 – Improve existing water and sewer facilities*

*Policy 4 – Continue to invest in present community buildings and consider development of a multi-purpose facility for residents and visitors that would provide a community gathering area and space for uses such as an indoor playground, a gym and community meeting rooms*

Objective 2 – Improve park and recreation opportunities for citizens

*Policy 1 – Develop and maintain a system of parks, trails and recreational facilities that provide recreation opportunities for City residents and visitors.*

*Policy 2 – Create a city-wide walking path to provide for an additional recreational outlet*

*Policy 3 – Develop and maintain a community recreation program*

**Goal 5. Preserve the Function and Character of the Rural Area**

Objective 1 – Encourage agriculture to remain the dominant land use activity

*Policy 1 – Only agricultural uses will be allowed in the City’s agricultural zones*

Objective 2 – Discourage scattered residential, commercial or industrial development

*Policy 1 – Work with Lincoln County to ensure all proposed development within Worthing’s growth areas are annexed and serviced with municipal utilities*

**B. CAPITAL IMPROVEMENTS PLANNING**

The purpose of capital improvements planning is to provide local government officials with a guide for budgeting major improvements that will benefit the community. Before future development can be considered, the City must review current infrastructure and identify any deficiencies that need to be corrected prior to the development. It is the intention of the City to upgrade portions of existing utilities and transportation routes on an ongoing basis.

**C. LAND USE PLANNING STRATEGY**

Land use is one of the most important elements of the Worthing Comprehensive Plan. It addresses the location, type and density of land uses throughout the City. From established goals and objectives, land use planning policies and principles are developed that will be used to guide the physical development of the City (including zoning decisions).

The City’s future land use plan (Map 4), is the graphical representation of Worthing’s land use goals, objectives and policies. Together, with the text, the land use plan provides a conceptual glimpse of the community’s preferred growth pattern. Without the community’s goals, objectives and policies regarding land use, future development of Worthing would be left to

chance and could potentially lead to property devaluation, inadequate public facilities and services, aging and deficient infrastructure, economic stagnation and unmanageable local conditions.

## **Goal 1. Ensure the Health and Safety of Citizens**

### Objective 1 – Separate structures for health and safety

*Policy 1* – Sideyard setbacks will comply with fire code separation for residential, commercial and industrial structures

*Policy 2* – Ensure buildings and structures do not encroach on residential building air space

### Objective 2 – Design lots and blocks to emphasize cost efficiency and community value

*Policy 1* – Review the lot and block designs based upon subdivision design standards

### Objective 3 – Provide adequate visibility at intersections and driveways for all streets

*Policy 1* – Ensure that structures, fences and vegetation do not obstruct the view of intersecting traffic

### Objective 4 – Design major streets to emphasize mobility and safety

*Policy 1* – Preserve adequate right-of-way for future arterial traffic routes and collectors

*Policy 2* – Avoid traffic routes that promote through-traffic in residential neighborhoods

### Objective 5 – Minimize conflicts and nuisances that typically occur wherever people and activities congregate within city limits

*Policy 1* – Review and update Worthing’s zoning map and ordinance periodically to discourage mixing of incompatible uses

## **Goal 2. Protect Natural Resources**

### Objective 1 – Retain runoff with open natural drainage systems

*Policy 1* – Any development should be planned to incorporate as much natural drainage as possible

### Objective 2 – Create greenways and linear open spaces within floodplain areas

*Policy 1* – Do not allow residential, commercial or industrial development within floodplain areas as identified by the Federal Emergency Management Agency

*Policy 2* – Require adequate buffering between residential, commercial and industrial development and waterways

Objective 3 – Design around significant wetlands

*Policy 1* – Encourage development to utilize and maintain wetlands as a part of the natural drainage basin

Objective 4 – Limit development in areas with poor soils and high water table

*Policy 1* – Require further investigation by the developer prior to allowing new development to occur in areas with soil limitations as identified by the NRCS

**Goal 3. Enhance the Visual Quality of the City**

Objective 1 – Separate industrial and residential uses

*Policy 1* – Do not allow industrial development near residential developments

*Policy 2* – Encourage siting of industrial uses in incorporated areas

Objective 2 – Soften the look of all uses to enhance the community’s image as an attractive place

*Policy 1* – Front and rear setbacks will provide reasonable separation for residential living

*Policy 2* – Use landscaping to establish visual and physical boundaries between parking lots and roads

*Policy 3* – Encourage the reuse of vacant and dilapidated buildings within the community

Objective 3 – Encourage the appropriate siting and concentration of uses and structures that can clutter the landscape

*Policy 1* – Allow manufactured homes to be placed only in manufactured home parks

*Policy 2* – Home occupations will be allowed as long as there is no substantial change in the residential nature of the home

Objective 4 – Provide suitable areas for a variety of residential types and densities

*Policy 1* – Identify appropriate locations for single-family and multi-family residential areas on the Future Land Use map, taking into consideration accessibility, utility availability and site suitability

*Policy 2* – Require adequate buffering and transitions between residential and non-residential land uses

Objective 5 – Allow for vibrant and viable commercial areas with a variety of uses

*Policy 1* – Locate new commercial developments near existing commercial areas and buffer them from residential uses

*Policy 2* – Concentrate commercial development in clusters at major intersections and other appropriate locations, as opposed to scattered and/or “strip” development along major thoroughfares

*Policy 3* – Improve the appearance of public ways and property throughout the central business district through the use of street furniture, flowers and other aesthetic means

Objective 6 – Maintain the appearance of Worthing’s neighborhoods, streets and commercial districts

*Policy 1* – Initiate a “City clean-up” program to encourage the maintenance and upkeep of neighborhoods and business districts

*Policy 2* – Promptly enforce existing ordinances regarding property maintenance and appearance

*Policy 3* – Encourage and support private initiatives to landscape and beautify vacant lots or underutilized parcels

## **XI. PLAN IMPLEMENTATION**

Planning is a continuous process. Completion of the Comprehensive Plan is by no means an end in itself. A comprehensive plan must be constantly scrutinized to ensure that its goals, objectives and policies continue to reflect changing community needs and attitudes. The purpose of this implementation element is to provide direction and recommendations for implementing the Comprehensive Plan and for continuing planning.

*Above all, the Plan must be used.*

### **A. THE CONTINUOUS PLANNING PROCESS**

Circumstances will continue to change in the future, and the Worthing Comprehensive Plan will require modifications and refinements to be kept *up-to-date and current*. Some of its proposals will be found unworkable and other solutions will continue to emerge. Changes that are needed should be carefully noted and thoroughly considered as part of **Annual Plan Updates** and **5-Year Major Plan Revisions**. As change occurs, however, Worthing's vision should remain the central theme and provide a unifying element. *This plan's importance lies in the commitment of citizens to agree on Worthing's purpose for the future, and to apply that consensus in continuing efforts that focus on betterment of the community.*

#### *\* Review by the Planning Commission \**

The Planning Commission should review the status of efforts to implement this Comprehensive Plan on an annual basis. Significant actions and accomplishments during the past year should be recognized as well as recommendations for needed actions and programs to be developed in the coming new year.

#### *\* Annual Plan Amendment Process \**

Annual plan amendments, when necessary, will provide opportunity for relatively minor plan updates and revisions such as: changes in future land use designations; implementation actions for identified goals, objectives and policies; and review of plan consistency with ordinances and regulations. A plan amendment should be prepared and distributed in the form of an addendum to the adopted Comprehensive Plan. Identifying potential plan amendments should be an *ongoing process* by the Planning Commission and City Office throughout the year; input from the general public should be solicited for any and all plan amendments. Proposed plan amendments should be reviewed and approved by the Planning Commission with final approval from the City Commission, mirroring the initial adoption of this Comprehensive Plan; plan amendments shall be in the form of a resolution.

#### *\* Major Updates of the Comprehensive Plan \**

Major updating of the Comprehensive Plan should occur *every five years*. These updates will ensure renewal and continued utility of the Comprehensive Plan for use by the City Planning Commission and City Commission. Annual plan amendments from the previous four years should be incorporated into the next major plan update. Plan updates will be a significant

undertaking involving City officials, the Planning Commission, a steering committee and citizens. The result of major plan updates will be a "new" comprehensive plan for the City, including new identification of up-to-date goals, objectives, policies and implementation actions.

## **B. CITIZEN PARTICIPATION IN CONTINUING PLANNING**

Worthing's citizens shared in developing the plan's goals, objectives and proposals by participating in public meetings. The many ideas and comments contributed by citizens during the plan's development were incorporated and shaped the resulting proposals and recommendations. Similarly, citizens should continue to be involved in implementing and maintaining the Comprehensive Plan. The Planning Commission, town meetings, public forums, newsletters and public notices should be utilized to inform and involve citizens in continuing planning. Methods and activities for public participation should be carefully chosen and designed to achieve meaningful and effective involvement.

## **C. IMPLEMENTATION PROCESS**

The Comprehensive Plan is the City's guide for government officials and citizens when making decisions about land use and development. The Comprehensive Plan is *comprehensive* in that it identifies the multitude of factors related to future community growth. The Plan analyzes relationships among these factors, proposes what needs to be done about them, and recommends goals and objectives and actions for using the City's resources in the most efficient and effective ways.

Plan implementation includes using the Future Land Use map as a general guide for decision-making in zoning cases and subdivision plat review. This practice is to ensure that development and redevelopment are consistent with the policies of the City's Comprehensive Plan. Review and revision of City ordinances for updating, strengthening and streamlining the Zoning Ordinance and Subdivision Regulations will be a plan implementation activity. Studies for drainage basins are critical to protection of existing and future development. Water and sewer needs and improvements must be addressed on a yearly basis. Parks development and community facilities improvements will be needed as well.

Perhaps the most important method of implementing Worthing's Comprehensive Plan comes through a day-to-day *commitment* by elected and appointed officials, City staff members and citizens of the community. The Comprehensive Plan must be perceived as a useful and capable tool in directing the City's future. The Future Land Use map and other key elements of the Comprehensive Plan should be displayed and available for ready reference by public officials and citizens. The Comprehensive Plan should continually be referenced in rezoning public hearings, site plan proposals, variance and conditional use hearings as well as informal discussion situations.

An aggressive, yet realistic program for implementing the Comprehensive Plan should be established by the Mayor, City Commission, and the Planning Commission, and then used by the entire community. Implementation tools include the Zoning Ordinance, Subdivision Regulations and annual budget. These tools should be reviewed and updated periodically so that the goals,

objectives, and policies of the Comprehensive Plan are put into action. *In addition, the identified goals, objectives and policies on pages 22-27 of this Plan should be reviewed and implemented continually to ensure maximum effectiveness of the Plan. It is recommended that an Implementation Task Force be established by the City Commission to address the previously identified goals, objectives and policies; the Planning Commission should provide oversight and act in a supervisory capacity.*

