











RAPID CITY
DOWNTOWN AREA MASTER PLAN

Downtown
RAPID CITY
Master Plan

SEPTEMBER 2016 | **CITY OF RAPID CITY, SOUTH DAKOTA**

Prepared for:

CITY OF RAPID CITY, SD *AND*
RAPID CITY BUSINESS IMPROVEMENT DISTRICT

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It is with gratitude that we express thanks to the over 1,000 individuals, groups, institutions, organizations, City/County staff, and appointed/elected officials who helped inform the development of the Downtown Area Master Plan. You have shared so much. This plan could not have been created without the generous dedication of your time, energy, space, knowledge, experience, expertise, ideas, vision, and commitment to making Downtown Rapid City a more livable, prosperous, active, welcoming, and connected place.

The Downtown Area Master Plan was funded through a partnership between the City of Rapid City, the Business Improvement District, and Destination Rapid City.

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INDEPENDENT ALE HOUSE
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NO TURN ON RED

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EXECUTIVE SUMMARY

The Rapid City Downtown Area Master Plan identifies priorities for downtown improvements to guide the City of Rapid City, the Business Improvement District (BID), and the community at large for the next five to seven year investment cycle. The City and BID will use the plan to advance community goals for Downtown. This summary provides a brief overview of the key plan elements and priorities.

CORE VALUES

The Planning Process identified core values that describe Rapid City's aspirations for Downtown. Priority actions identified in the plan reflect these core values.

CORE VALUES	
PROSPEROUS	*Hub for jobs and innovation*
CONNECTED	*Walkable, bikeable, intuitive*
ACTIVE	*Lively districts and public spaces*
WELCOMING	*Inclusive and safe*
LIVABLE	*An emerging neighborhood*



TOP PRIORITIES FOR IMPROVING DOWNTOWN

Through extensive community engagement that included participation from more than 1,600 downtown and community stakeholders, shared priorities emerged. These are the changes that participants believe are the most important for enhancing Downtown.

1 PROVIDE HOUSING EVERYWHERE

2 CREATE AND PROMOTE NEW JOBS AND INNOVATION

3 MAKE RAPID CITY A "COLLEGE TOWN," NOT A TOWN WITH A COLLEGE

4 DEVELOP PLACES FOR PEOPLE

5 IMPLEMENT A PARKING MANAGEMENT PROGRAM

6 MAKE DOWNTOWN SAFE AND CLEAN

7 IMPROVE KEY STREETS FOR PEDESTRIANS AND BICYCLISTS

8 ENHANCE CONNECTIONS TO RAPID CREEK, SOUTH DAKOTA SCHOOL OF MINES AND TECHNOLOGY, AND SURROUNDING NEIGHBORHOODS

9 REVISE THE ZONING AND LAND USE CODE TO BE MORE 'MIXED-USE' FRIENDLY



KEY MARKET OPPORTUNITIES

A market based approach identifies trends and opportunities within the current market cycle, and looks for ways to extend and enhance these to achieve the vision for Downtown Rapid City. By comparing market opportunities with priorities, action steps reflect a balance of what is desired and what is realistic. Key market opportunities for the downtown are summarized below:

- There is **pent up demand for up to 370 multifamily housing units** in Downtown for all price points and a variety of types (apartments, condominiums, townhomes).
- A market exists to expand the **retail niche.**
- To attract and retain college graduates, Downtown must **appeal to young, skilled workers .**
- **Innovative and creative office space** is in demand and can help fill vacancy east of Fifth Street - projections for job growth Downtown could generate demand for 100,000 to 200,000 square feet of commercial space in the next five years.



PLANNING FRAMEWORK

The Plan includes a planning framework that maps physical elements of Downtown, seeking to enhance connections within downtown, to adjacent neighborhoods, SD Mines, Rapid Creek, Rushmore Plaza Civic Center, and the mountain parks. Elements such as activity centers, gateways, multimodal connections, and development opportunity sites are mapped. Then these elements are linked through key placemaking and mobility improvements.

ACTION PLAN

The Action Plan identifies and prioritizes strategies for the City of Rapid City and the BID to work in advancing downtown. The Action Plan is organized in three key areas with three major initiatives that envision downtown as the **Economic** generator for people to positively **Experience** a greatly improved **Environment**.

Economy	Experience	Environment
1. HOUSING EVERYWHERE	4. ARTS & CULTURE	7. KEY STREETS
2. JOBS AND INNOVATION	5. PARKING MANAGEMENT	8. CONNECTIONS AND GATEWAYS
3. SD MINES LINKAGES	6. SAFE AND CLEAN	9. ZONING AND LAND USE

IMPLEMENTATION FUNDING & PARTNERSHIPS

The Plan identifies existing and potential new funding sources from the City of Rapid City, DRC, and the Downtown Business Improvement District, as well as possible options to partner on funding for aligned priorities. Resources and funding options identified in the Plan include:

- Zoning revisions to unlock private investment potential and value that is currently percolating within many parts of the downtown, particularly east of 5th Street.
- Parking revenue raised through new management practices and technologies that could both improve the parking experience and generate resources for a proposed Downtown Parking Enterprise Fund.
- City capital improvement funds targeted to key streets and connections.
- Tax increment financing, which is widely used in Rapid City, will find its most appropriate application to a variety of downtown improvements and projects.
- Business Improvement District revenues can support a variety of initiatives to improve the downtown experience, plus consider additional growth in the future.
- A pilot tax abatement initiative by both the County and City can create a valuable incentive to jump start the downtown housing market and provide superior civic benefits over TIF.
- Credit enhancements from large regional employers to help support private efforts to build new housing and mixed-use residential in the downtown.
- Crowd-sourcing can be an efficient way to broaden support and quickly fund community amenities within the downtown.
- Grants and sponsorships appear well matched for many of the publicly-accessed improvements recommended within the plan.

COORDINATING COUNCIL & STAFFING

A Rapid City Downtown Plan Coordinating Council (DPCC) is recommended to continue the momentum and partnerships created by the planning process and to steer implementation over the next five to seven years. A variety of public, private, and non-profit partners have been identified for the DPCC that could be initiated with about a dozen community leaders.

A full-time Downtown Planner position is also recommended to support plan initiatives, coordinate inter-departmental responses at the City, and build partnerships that will advance Downtown Plan implementation.

01
BACKGROUND



BACKGROUND: CHAPTER 01



PROJECT INITIATION AND PURPOSE

Build on the Comprehensive Plan core value of creating a "Vibrant, Livable Community." **p 12**



STUDY AREA

The study area is generally located between Omaha and South Streets, with the Civic Center forming the northern terminus, and from West Boulevard to East Boulevard including the SD Mines Campus. **p 14**



A BRIEF HISTORY

A quick synopsis of Rapid City's physical growth and cultural identity. **p 16**



PROCESS

Community outreach attracted more than 1,600 business, resident and community voices to help shape this plan. **p 18**



PAST DOWNTOWN PLANNING STUDIES

A review of all prior and evolving planning efforts in order to ensure this process builds upon such efforts. **p 20**

In June 2015, the City of Rapid City and the Business Improvement District (BID) initiated the Rapid City Downtown Area Master Plan. The Rapid City Downtown Area Master Plan identifies priorities for downtown improvements, policies, and actions to guide the City of Rapid City and BID for the next five to seven year investment cycle. The City and BID will use the plan to advance community goals for downtown using its role as downtown's champion and the voice of the downtown business community. This summary provides a brief overview of key plan elements and priorities.

PROJECT INITIATION AND PURPOSE



THE PURPOSES OF THIS PLAN ARE TO:

BUILD ON the Comprehensive Plan core value of creating "A Vibrant, Livable Community".

REINFORCE the role of downtown as a "Regional Activity Center" Comprehensive Plan Goal LC 4-1 and "Promote increased synergy between the Downtown Core and nearby centers of activity" Comprehensive Plan Goal LC 4-2.

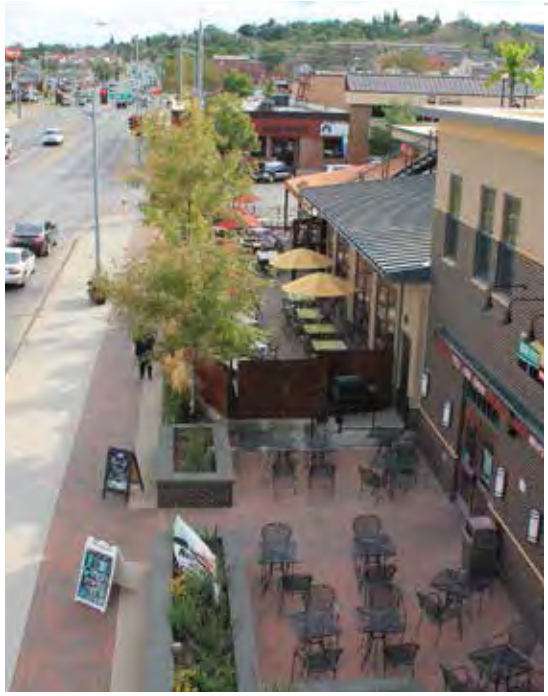
PREPARE DESIGN GUIDELINES to "elevate the quality of development" – Comprehensive Plan Principal LC-1 , and "encourage variety, visual interest and durability in the design of all new development" Comprehensive Plan Goal LC-1.1

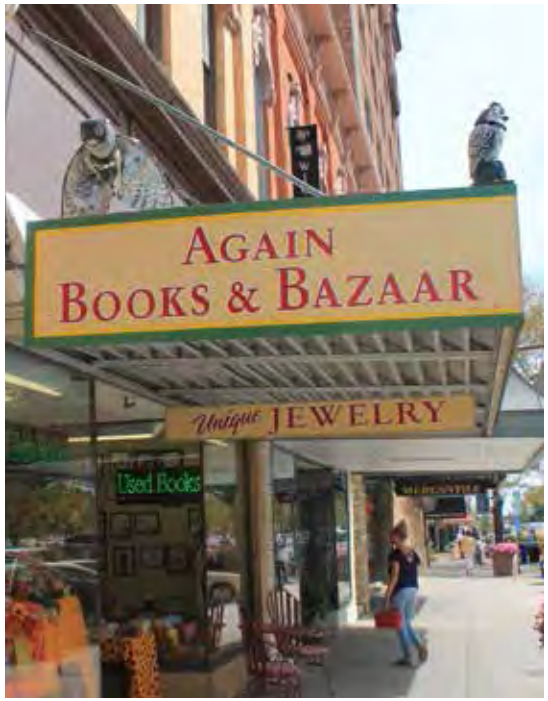
DEVELOP a strategic vision and investment plan to help guide Downtown Rapid City's evolution toward shared goals through the next five- to seven-year investment cycle.

BUILD ON prior planning efforts, engage the City's and BID's leadership, civic and neighborhood partners and other downtown stakeholders in a participatory process to develop a Downtown Area Master plan.

ALIGN the City's and BID's resources, programs and structure with the priorities of the master plan to advance implementation.

A glossary of terms used in this Plan is provided in the appendix starting on page 96.









Downtown Rapid City has an abundance of prior planning and design efforts that have been conducted. There are numerous ideas that have been floated in the community – some of which have been conceptualized into architectural drawings -- that await the opportunity and resources for implementation. The City and BID receives numerous requests each month to support investments, events, and other efforts to advance downtown.

To complete the plan, the City of Rapid City contracted with Progressive Urban Management Associates (P.U.M.A.), a Denver-based consulting firm specializing in downtown organizational and strategic planning, multi-modal transportation planning, community outreach, and zoning. Additionally, Gould Evans, a Kansas City-based urban design and architecture firm is part of the team to provide design expertise, mapping, design guidelines, and graphic illustration.

"Build on existing momentum to improve Downtown Rapid City...continue to promote its authentic, small city vibe"

Survey Respondent

STUDY AREA

The study area as illustrated to the right encompasses approximately 500 acres. It is generally located between Omaha Street and South Street, with the Civic Center forming the northern terminus, and from West Boulevard to East Boulevard including the SD Mines campus.



DOWNTOWN SHOPS



RUSHMORE PLAZA CIVIC CENTER



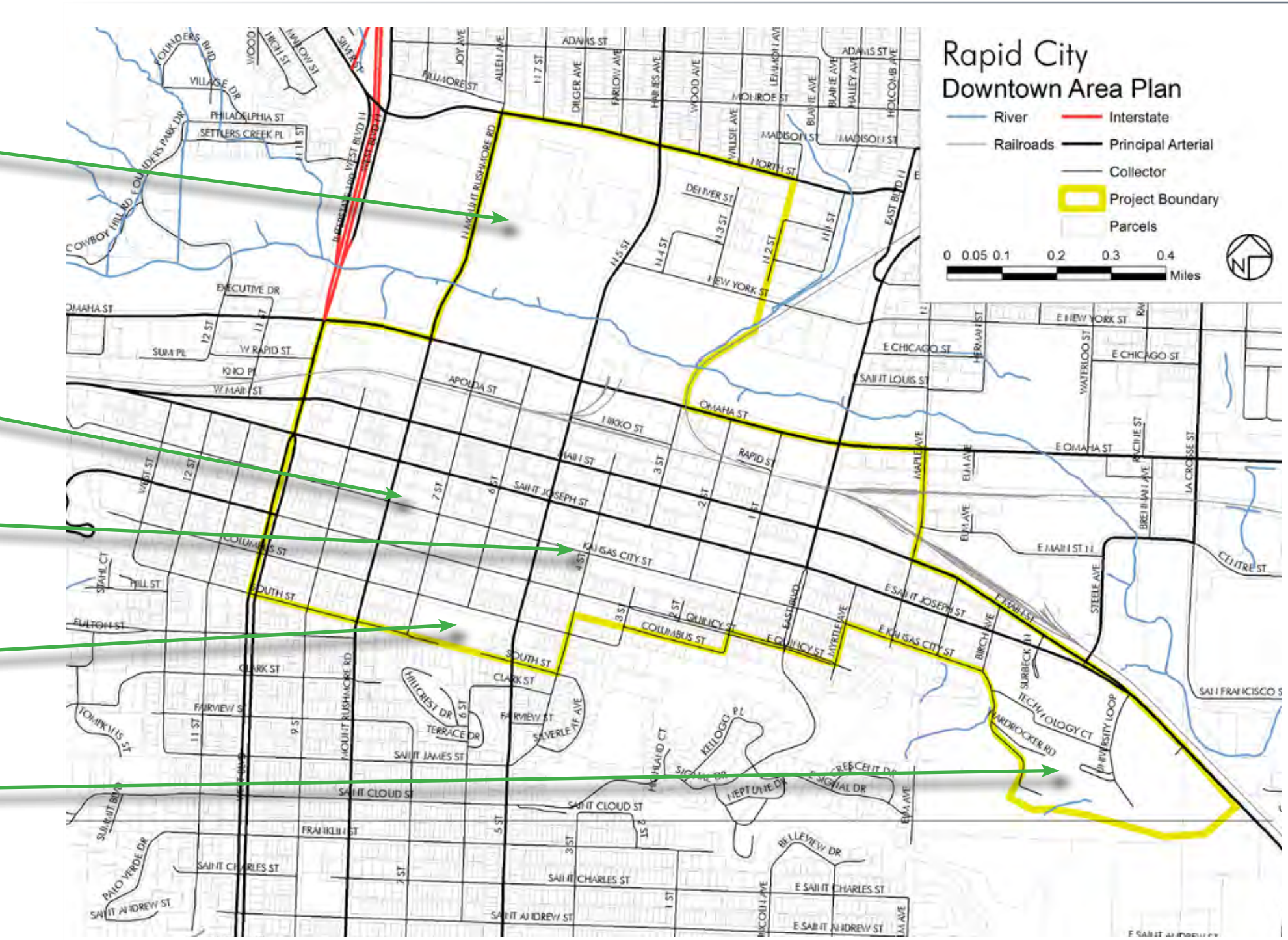
THE GARAGE



RAPID CITY HIGH SCHOOL



SD MINES CAMPUS


Rapid City
Downtown Area Plan
River
Railroads
Interstate
Principal Arterial
Collector
Project Boundary
Parcels
0 0.05 0.1 0.2 0.3 0.4
Miles
N
FOUNDERS BLVD
VILLAGE DR
PHILADELPHIA ST
SETTLERS CREEK PL
FOUNDERS PARK DR
COWBOY HILL RD
EXECUTIVE DR
OMAHA ST
SUMA PL
W RAPID ST
KIKO PL
W MAIN ST
APOLDA ST
IKKO ST
MAIN ST
RAPID ST
SAINT JOSEPH ST
KANSAS CITY ST
COLUMBUS ST
SOUTH ST
QUINCY ST
CLARK ST
FAIRVIEW ST
TERRACE DR
HILLCREST DR
SAINT JAMES ST
SAINT CLOUD ST
FRANKLIN ST
SAINT CHARLES ST
SAINT ANDREW ST
PALO VERDE DR
MOUNT RUSHMORE RD
SAINT BLVD
ADAMS ST
JOY AVE
ALLEN AVE
DILGER AVE
FARLOW AVE
HARRIES AVE
WOOD AVE
WILLSIE AVE
LEHMKUHL AVE
BLAINE AVE
HALLEY AVE
HOLCOMB AVE
MONROE ST
MADISON ST
NORTH ST
DEIVER ST
NEW YORK ST
EAST BLVD
E NEW YORK ST
E CHICAGO ST
SAINT LOUIS ST
E OMAHA ST
WATERLOO ST
HERMAN ST
MAPLE AVE
ELM AVE
BIRCH AVE
MYRTLE AVE
EASTFIELD
STEELE AVE
LA CROSSE ST
CELTRE ST
SAINT FRANCISCO ST
TECHNOLOGY CT
VARDROCKER RD
UNIVERSITY LOOP
KELLOGG PL
HIGHLAND CT
SIGNAL DR
BELLEVIEW DR
E SAINT CHARLES ST
E SAINT ANDREW ST
PINE ST
BRENNAN AVE
E MAIN ST
STAHL CT
HILL ST
FULTON ST
SUMMIT BLVD

A BRIEF HISTORY OF RAPID CITY



RAPID CITY OVERVIEW

Known as the Star of the West, and the City of Presidents, Rapid City is a diverse and vibrant community that is experiencing tremendous growth and change. The region offers unparalleled amenities that attract new residents and businesses and make existing residents proud to call the area home. Rapid City is the second largest municipality in the state of South Dakota, and is the largest community in its region.

The City is located on the eastern edge of the Black Hills range and was originally inhabited by the Sioux Nation (Lakota tribe). The discovery of gold in the Black Hills in the 1870s led to the settlement of the area and in 1876, the town was officially laid out as a square mile with a six-block business center area and was named after the creek at the heart of it all, Rapid Creek. Originally called Hay Camp, Rapid City incorporated in 1882 as a town before it was a township.

Throughout the early 20th century, Rapid City benefited (and continues to benefit) from Black Hills tourism, especially with the construction of nearby Mount Rushmore, which started in 1927 and was finally completed in 1941. That same year, Rapid City Army Base (now

"Town was officially laid out as a square mile with a six-block business center area and was named after the creek at the heart of it all, Rapid Creek."



historic City Hall



historic fire station



historic Buell building

Ellsworth Air Force Base) was established just east of Rapid City, which brought significant population and employment growth to the community. Rapid City also received notoriety when it was selected as a finalist for the United Nations Headquarters in 1945.

Growth and construction continued to boom throughout the mid-part of the century, but extensive flooding of Rapid Creek in 1972 caused widespread destruction, including the loss of 238 lives and extensive property damage. The aftermath of the flood resulted in another building boom to replace many of the buildings that were damaged, and resulted in some major public improvements including parkland along Rapid Creek and the construction of the Rushmore Plaza Civic Center and Central High School.

Tourism and recreation continue to be major factors in Rapid City's evolution and economy as the community progresses in the 21st century. Other growing sectors of the community and economy include higher education, medical care, manufacturing, innovation, finance and energy – this diversification has helped insulate the community against the recent economic downturn. Opportunities associated with these industries, and the area's high quality of life continue to attract and appeal to many. This sustained growth presents many opportunities for the community, as well as challenges – such as the need to preserve the community's rich history that includes indigenous roots, agriculture, the railroad, tourism and beyond. These challenges and opportunties must be considered and addressed in order to keep Rapid City a desirable and vibrant community as it grows.

PROCESS

P.U.M.A. and the City of Rapid City staff worked collaboratively to chart and complete a master planning process with the following major components:

"The Action Plan includes many projects identified in previous planning efforts, as well as many new ideas, prioritizing those with the most potential to advance community values and Rapid City's mission."



1 **REVIEW PRIOR PLANS**

The consultants reviewed all prior and evolving planning efforts made available in order to ensure that this process would build upon such efforts. A brief summary of prior plans and planning projects is included on the following pages, starting on page 20.

2 **MARKET ASSESSMENT**

P.U.M.A. conducted a broad-reaching market assessment with a wide range of data inputs. Conditions and trends in Rapid City were compared to P.U.M.A.'s global trends research. Key findings of the market assessment determined the direction and order-of-magnitude opportunity, as well as niche opportunities, within various market sectors. A summary of the market assessment is included in this plan starting on page 30, while the full document is located in the appendix.

3 **COMMUNITY ENGAGEMENT**

P.U.M.A. engaged the community to ensure understanding of shared values and aspirations related to downtown. Efforts, which attracted more than 1,600 business, resident and community voices, included establishing Working Groups made up of a variety of downtown stakeholders, meeting with focus groups convened by interest area, an online survey, and community open houses. A summary of the community engagement, including key themes that emerged, is included in this document starting on page 36.







4 DEVELOP PLANNING FRAMEWORK

Drawing on the above inputs, the consultant team developed a physical planning framework for investments in the public realm that support and enhance market opportunities in downtown and deliver a downtown environment that is in sync with community values. The development framework maps are a key component of this Plan. These maps are presented starting on page 50. Suggested physical framework enhancements in the Action Plan are closely tied to the Experience and Environment components of the Action Plan.

5 ACTION PLAN

P.U.M.A. prepared an Action Plan that synthesizes the previous four steps, and is the heart of this Plan. The Action Plan includes many projects identified in previous planning efforts, as well as many new ideas, prioritizing those with the most potential to advance community values and Rapid City's mission. It is an action list for Rapid City in both the near and longer term. It includes actions the City of Rapid City will lead, as well as actions where the BID can and should play an important advocacy and support role to a partner organization. The Action Plan begins on page 80 of this document.

6 IMPLEMENTATION

Finally, P.U.M.A. worked with Rapid City and the BID to consider the organizational implications for both entities, such as how to align staffing, resources and committees to fit with the plan priorities. Financing options and leadership priorities are also identified. Implementation is the final section of this plan, starting on page 88.







PAST DOWNTOWN PLANNING STUDIES

This Downtown Plan is intended to build on past planning efforts. The City of Rapid City acknowledges and embraces the goals and values of many of the plans and projects that have come before this one. The prioritization of some previously envisioned projects within this plan is an effort to identify from among many worthy and beneficial projects for downtown those that best align with Rapid City's mission, resources and capacity. The plans reviewed by P.U.M.A. and the most important recommendations that were reiterated by the community are summarized on the following pages.

"The City of Rapid City acknowledges and embraces the goals and values of many of the plans and projects that have come before this one."







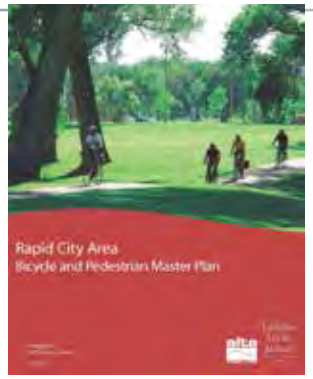
Downtown Parking Plan 2007

The 2007 Downtown Parking Plan identified current parking issues, planning for future parking needs, and recommendations to solve short and long term parking problems. Following the parking study, two major projects were completed; the Main Street Square parking ramp opened in 1998 and renovations to the Pennington County Building included construction of the employee parking structure.

During the Downtown Plan process, many community members brought up recommendations from this Parking Plan that are relevant to downtown. Recommendations that should be further studied to determine how to implement them in Downtown include:

- Need for additional parking close to businesses for their customers
- Eliminating all 2 hour free parking and meter all parking in the downtown area, but allow for the first 15 minutes to be free. This plan would generate an additional $1.3 million annually, which should go toward building additional parking structures and streetscape improvements/upkeep to downtown's historic look. This will require additional study that would be part of an updated parking management plan.
- There are inconsistent restrictions within Downtown: some metered blocks, some free with time restrictions, some with no restrictions. Currently, there are three rate tiers: leased lot is least expensive ($20-$40/mo.), 10 hr. meters (0.25/hr.) and 2 hr. meters ($0.50/hr.) A revised parking management system should be implemented.
- Provide additional long term parking, add levels to the existing parking ramp, and an additional parking ramp in a strategic location.

  The City added one floor to the existing parking ramp in 2008 and two hour parking has increased to three hours.









Rapid City Area Bicycle and Pedestrian Master Plan 2011

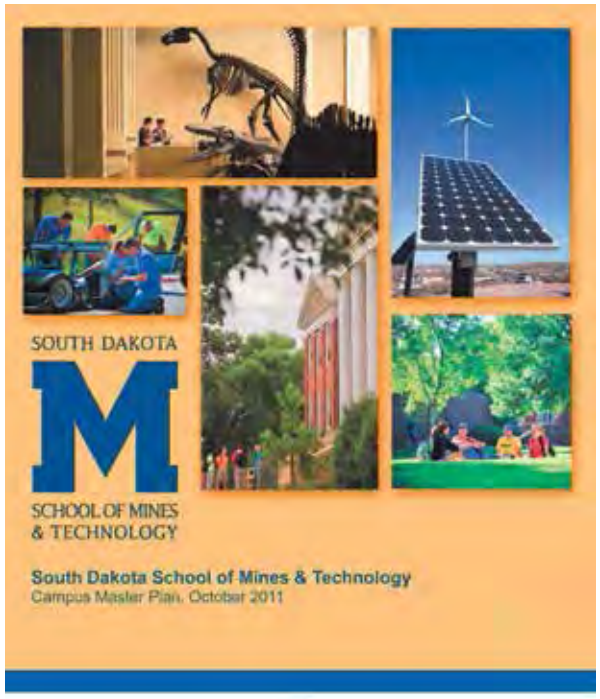
The primary goal of the Bicycle and Pedestrian Master Plan is to enhance transportation choices by developing a network of on- and off-street bicycle and pedestrian facilities that provide connections to destinations throughout the city. Specific recommendations from this Plan that should be implemented include:

- Establish a formalized on-street bikeway system
- Complete gaps in sidewalk system
- Upgrade intersections for safer trail crossings
- Increase bike parking by adding additional bike racks
- The cycle track on Kansas City Street is underutilized due to low traffic speeds and volumes, many cyclists choose to ride in the street rather than on the track. An on-street bike system should extend east to SD Mines
- Improved bicycle and pedestrian connections to the Rushmore Plaza Civic Center, and the Journey Museum and Learning Center
- Implement sidewalk & intersection improvements on Omaha between 5th and Interstate 190
- Create a Bicycle and Pedestrian Advisory Committee

Since the 2011 plan, some bicycle connections and intersection improvements have occurred. The Downtown Plan identifies priority improvements to continue to work towards.

Mission Forward 2020, SDSM&T Campus Master Plan

SD Mines has experienced significant growth in facilities, student enrollment and sponsored research activities in recent years. In order to direct growth so that it is sustainable and leads the university to a position of strength in the future, the School of Mines developed a campus-wide strategic plan, Mission Forward 2020, which defines a vision, strategic priorities and target outcomes for the university for the period 2011 to 2020. The institution has a vision for the year 2020 to be "the technological university of choice for undergraduate and graduate education of engineers and scientists with the leadership and professional skills to advance society."



Specific recommendations from this plan that were brought up by many community members during the Downtown Area Master Plan process that should be implemented include:

- Pursue land acquisition and partnership zones on the campus perimeter to strengthen connections to downtown and promote engagement of the community with School of Mines' programs and services (in progress).
- Develop a varsity sports arena and event center, housing, and an expanded student center on the western edge of campus to foster connections with local amenities and the surrounding community.
- Invite access from downtown and adjacent neighborhoods by creating additional "community" entries to campus.
- Provide additional student housing for the 919 bed deficit (in progress).
- Facilitate wayfinding for students and visitors through distinct campus entryways on bounding city streets.
- The plan supports strong community connection through: development of ground-level building spaces in the adjacent residential neighborhood for retail, meeting space, and student support functions; potential creation of an overpass to the north side of the railroad for future shuttle development and connections to Downtown; and building massing that respects the historic campus and promotes multi-story development in Downtown.
- Optimize land and building use on SD Mines Foundation property along Kansas City and St. Joseph Streets through creation of a "College Town" corridor.
- Several land acquisition and partnership zones should be developed on the edge of campus to strengthen the connection to Rapid City (in progress).
- Promote downtown/community connections with future rail, shuttle and/or bike path.
- An improved Kansas City Street would provide a pedestrian friendly route that includes dedicated bike lanes that integrate with the city's proposed system. A new circulation framework can accommodate future mass transit stops for city buses and university shuttles.

> "Invite access from Downtown and adjacent neighborhoods by creating additional community entries to campus" *Moving Forward 2020*

Plan Rapid City (Comprehensive Plan) 2014

Several Downtown recommendations from this plan were brought up by many community members during the Downtown Area Master Plan process. Specific recommendations from this Plan that should be implemented include:

- A range of housing types can enhance vibrancy downtown that includes affordable rental units for singles and families.
- Infill and redevelopment within and adjacent to the downtown balanced with preservation of the historic character.
- Encourage diverse mix of uses downtown for round-the-clock activity.
- Establish transitions between more intense downtown uses and adjacent residential neighborhoods.



The City's Comprehensive Plan ("Plan Rapid City") was adopted in April 2014.

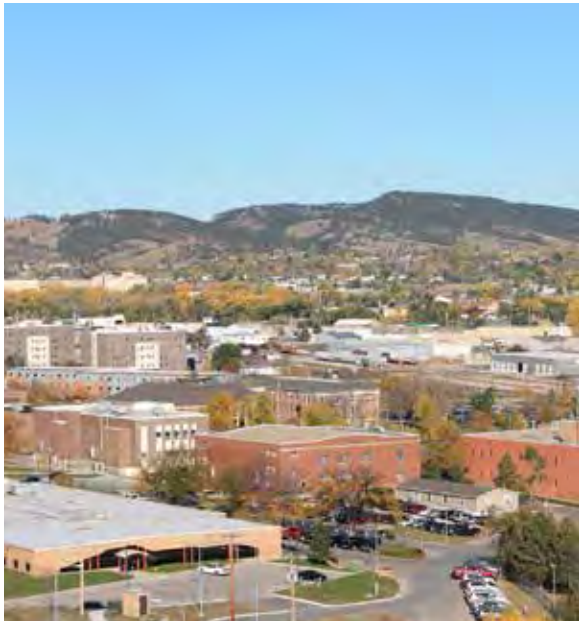
- Encourage intensification and diversification of uses east and north of downtown with an emphasis on student housing, and services to support tourism.
- Establish locations for growth of start-up businesses from SD Mines and Black Hills Business Development Center.
- Enhance downtown connections to the Civic Center, Journey Museum and Learning Center, and SD Mines particularly for pedestrians, bikes, and transit.
- Adopt Complete Streets guidelines to ensure all users are accommodated.
- Enhance bus stops, especially those that are located near activity centers.
- A Strategic Employment Opportunities Study identified six targeted industries with higher wages for the city to pursue growth in: business & professional services, energy-extraction, health care & life sciences, finance & insurance, metal work manufacturing and processed foods manufacturing.
- The City should continue to make downtown a focal point for investment.
- Prioritize redevelopment of the area (E. Main and E. Saint Joseph Streets) between Downtown and SD Mines with quality housing, entertainment and services for students, young professionals and faculty.

The Rapid City Comprehensive Plan completed in 2014 establishes a long-term vision for Rapid City and provides guidance for decision making. All seven core values identified in this plan are directly relevant to Downtown.

PLAN RAPID CITY *CORE VALUES*

- **Balanced Pattern of Growth**
- **Vibrant/livable community**
- **Safe/healthy/inclusive/skilled community**
- **Economic stability/growth**
- **Efficient transportation and infrastructure systems**
- **Outstanding recreational and cultural opportunities**
- **Responsive, accessible and effective governance**

- Improve downtown parking with a new structure and parking management. Increase multi-modal connectivity, improve compatibility with infill and historic preservation.
- Identify downtown housing catalyst projects.
- Implement non-residential design guidelines in Downtown.
- Identify potential catalytic sites for housing in the downtown area.
- Downtown revitalization has been a focus for the City over the last decade. Continue this success while retaining the authentic feel and needs of locals.
- Mixed-use development is allowed by-right in the CBD and through Planned Unit Developments (PUDs). Existing zoning in other activity centers/corridors is geared more toward single use/auto oriented.
- Recommend the city establish regulatory incentives for infill and redevelopment within the priority revitalization corridors.



Downtown Lighting Plan 2010

The Downtown Lighting Plan would reinforce Downtown as an after-dark safe gathering space, encouraging people to visit, and then keeping them excited. Just as with an interior space, multiple layers of light provide interest, definition, and comfort to those experiencing the space. This lighting project in Downtown Rapid City is the next logical investment to encourage the economic development and growth Downtown has seen in the last couple of years to continue and correct some simple deficiencies in Downtown. An infrastructure investment like this supports the business and social community of the City. Lighting is part of the infrastructure that sets the base conditions for economic development. As Downtown expands, lighting reaches out to the secondary districts such as east of 5th Street.

Most community members expressed the desire to implement this plan during the Downtown Area Master Plan process as long as it is consistent with the dark skies initiative to mitigate light pollution. Specific recommendations that should be implemented include:

- Replace fixtures and add lights along Main and St. Joseph Streets from East to West Boulevards. It would extend 10 blocks each way on both streets with over 300 lights. It will help Downtown Rapid City be perceived as a single district, encourage the secondary shopping areas, make pedestrians more visible to vehicles, make walking to Downtown from the SD Mines more enjoyable and be a catalyst for renewal along these corridors.

- Building facades are part of the allure of a downtown. People come Downtown to explore and come back because of the richness of detail that new malls do not have.



Rapid Trip 2040, Long Range Transportation Update 2015

The Rapid TRIP 2040 is a comprehensive study of the transportation network (auto, bike, pedestrian, transit, aviation, railroad and trucking) throughout the region. This plan identifies the transportation needs, anticipated future funding and plan for the region over the next twenty-five years.

Several recommendations from this plan were brought up by many community members during the Downtown Area Master Plan process. Specific recommendations from this Plan that should be implemented include:

- Increased frequency in transit from 1 hr. to 30 min. headways, increased service hours from 12 to 15 hrs./day and add service on Sundays.

- A new Downtown Shuttle with a suggested trial period from 11:00am to 1:00pm Mon. – Fri. along Downtown corridors such as Main and St. Joseph Streets connecting to SD Mines.

- An abandoned rail corridor owned by the State of South Dakota traverses from Downtown Rapid City to Kadoka. Pieces of this corridor are being converted into a shared use trail. The downtown portion of this trail that connects to neighborhoods to the east should be the highest priority.

A transit feasibility study will be conducted in 2016-2017 to further build on transit opportunities.

Rapid City Cultural Plan 2016

The Rapid City Cultural Plan celebrates the rich and unique cultural offerings of Rapid City and western South Dakota. Rapid City's unique culture includes Native American art and performance, an appreciation for sculpture on both a monumental and more human scale, and visual and performing arts from a variety of traditions. Nearly 850 local citizens and community leaders provided input to the plan that was completed in January 2016.

Six long-range goals form the heart of the plan – describing the results the implemented plan ultimately aims to achieve for the community.

1. ***Cultural Equity***
2. ***Education for Creativity***
3. ***Cultural Tourism/Local Audience Development***
4. ***Nonprofit Organization Sustainability***
5. ***Creative Economic Development***
6. ***Cultural Leadership***

All six of these goals are directly relevant to Downtown and when implemented will greatly impact the success of the Rapid City Downtown Area Master Plan.

The Rapid City Cultural Plan shares and helps realize four of the City's seven core values defined in the 2014 Rapid City Comprehensive Plan.

- **Vibrant/livable community**
- **Safe/healthy/inclusive/skilled community**
- **Economic stability/growth**
- **Outstanding recreational and cultural opportunities**







03
COMMUNITY ENGAGEMENT SUMMARY



COMMUNITY ENGAGEMENT: CHAPTER 03



TOP PRIORITIES

A compilation of the top priorities from community feedback and Study Advisory Committee input. **p 38**



OPEN HOUSES

Two open houses were held in January and April of 2016 for community members to provide input. Over 300 residents attended. **p 42**



PROJECT MANAGEMENT COMMITTEE

The City of Rapid City assembled a Project Management Committee to guide the plan process, and offer a "reality check" for the Downtown Area Master Plan. **p 40**



COMMUNITY SURVEY

An online survey was launched to collect broad stakeholder and community input on priorities and improvements to Downtown Rapid City. **p 44**



STAKEHOLDER AND FOCUS GROUPS

Numerous stakeholder and focus group interviews were held with more than 50 stakeholders participating. **p 41**



DESIGN WORKSHOP

A three day intensive design workshop was held in February 2016 for informal participation and input as well as scheduled presentations. **p 46**

THE COMMUNITY'S TOP PRIORITIES

As part of the Downtown Area Master Plan planning process, the City of Rapid City, P.U.M.A. and GouldEvans undertook a significant community engagement effort. This section summarizes the main activities and outcomes of that process.

The adjacent list is a compilation of the feedback from all community engagement and input from the Project Management Committee. Understanding community priorities can help the City of Rapid City and the BID align their efforts and select actions that fit both the community-wide values and the organization's capacity. The top priorities for improving Downtown Rapid City are outlined on this page and the next:

HOUSING

Provide housing in strategic locations



ARTS & CULTURE

Downtown as the center for arts and culture



EMPLOYMENT

Create and promote more jobs and innovation



PARKING

Improve the parking experience for customers and visitors



SD MINES LINKAGES

Make Rapid City a "College Town," not a "town with college" by emphasizing economic and physical connections



SAFETY

Make Downtown safe and clean



CONNECTIONS

Enhance connections to Rapid Creek, SD Mines and surrounding neighborhoods



KEY STREETS

Improve key streets for pedestrians and bicyclists



MIXED-USE

Revise the zoning and land use code to be more "mixed-use" friendly



A few quotes from the online survey, shown right:

"Make downtown a 'one-stop-shop' for shopping, dining and entertainment"

"Develop the downtown as a magnet for local residents and tourists"

"Improve the college scene downtown"

"Parking is by far the biggest obstacle on Main & St. Joseph Streets"

"Provide means for families to live Downtown"

PROJECT MANAGEMENT COMMITTEE

The City of Rapid City assembled a Project Management Committee to develop the request for proposal, guide the plan process, and offer a "reality check" for the Downtown Area Master Plan. The committee consists of a group of stakeholders including: Downtown employees, Destination Rapid City, commercial property and business owners, SD Mines and City staff. P.U.M.A. initially engaged the Project Management Committee during a visit to Rapid City in mid-September 2015 to collect input on their vision for Downtown as well as expectations for the Strategic Plan. Their vision was consistent with most of the other stakeholder groups and the community at large.



Key words used by the Project Management Committee to describe their vision for the future of Downtown Rapid City included:

KEY WORDS

CONNECTED

SUSTAINABLE

24/7

ECONOMIC DRIVER

DESTINATION

The Project Management Committee expectations of the Downtown Area Master Plan recommendations is that they will:

- Identify opportunities for quality housing Downtown with a variety of price points and types
- Identify public/private partnerships
- Connect with SD Mines – physically and economically – such as job incubation that keeps graduates in town
- Include a variety of financing packages
- Revise the zoning to make it easier to develop east of 5th Street
- Improve parking management





STAKEHOLDER AND FOCUS GROUP INTERVIEWS

In addition to meeting with the Project Management Committee, P.U.M.A. held numerous stakeholder and focus group interviews/discussions on September 9-11 and October 21-22, 2015. More than 50 stakeholders participated representing the following downtown groups:

1. **Businesses**
2. **SD Mines**
3. **Social Services**
3. **Retail and Restaurants**
4. **Real Estate**
5. **Developers/Builders**
6. **Hospitality**
7. **Arts**
8. **City Staff**
9. **Residents**
10. **Pennington County**
11 **East of 5th Group**

Common themes for improving Downtown Rapid City expressed by the stakeholder and focus groups included:

- Make Downtown Rapid City more walkable and bikeable
- Attract additional investment and business such as neighborhood-serving amenities and unique, local businesses
- Improve connections between neighborhoods adjoining Downtown, the Civic Center and SD Mines; and,
- Improve the parking experience for customers and visitors.



"I love it when there are events that attract the community, creating an active, binding relationship between tourists and locals" *Survey Respondent*

COMMON THEMES AND HIGHEST RATED IMPROVEMENTS

The following pages summarize the common themes for Downtown that were discussed and vetted throughout the community engagement process. These themes form the basis for the Downtown Plan and the subsequent Frameworks described and illustrated in Chapter 4 starting on page 50.

FULLY EMBRACE DOWNTOWN AS AN ASSET

- Regional hub for arts, culture, jobs
- Positive momentum; some redevelopment is occurring
- Main St. Square was a catalytic project
- "Quaint" historic blocks
- Node of activity between 5th and 7th along Main and St. Joseph – promote additional innovation and "maker space" east of 5th Street – provide incentives



REMOVE REGULATORY BARRIERS TO DEVELOPMENT

- Length of process, uncertainty, and cost
- Parking, setbacks, landscaping, fire, storm water, historic designation
- Opportunity to make changes via city's tool kit

ACT UPON PENT UP DEMAND FOR DOWNTOWN MARKET RATE HOUSING

- Zero percent vacancy
- Zoning challenges make new housing projects cost prohibitive
- Limited inventory available for 15+ units
- Increase in downtown density will drive improvements to retail, restaurants (more options/longer hours) and create a more vibrant Downtown
- Currently not a significant premium on Downtown units
- Provide a variety of housing downtown – affordable, market rate, senior, for sale, high end/luxury, townhomes, condos – need choices for everybody – do not encroach into historic neighborhoods

IMPROVE DOWNTOWN LIGHTING

- Implement the recommendations in the 2010 Downtown Lighting Plan
- Replace fixtures and add lights along Main and St. Joseph Streets from East to West Boulevards.

INVEST IN CONNECTIVITY

- Improvements between Downtown and SD Mines and Civic Center
- Improve transportation options
- Safe and comfortable walking and biking environment for all ages and abilities (lighting, crossings, etc.)
- Implement sidewalks where they do not exist, provide more bike racks
- Increase alternative transportation choices: horse carriages, pedi-cabs, circulator bus/trolley
- Implement a Downtown circulator shuttle that connects SD Mines, Civic Center, and Main Street Square – improve transit frequency and routes – make routes more intuitive and less circuitous
- Reduce Main and St. Joseph from 3 lanes to 2 lanes in order to slow traffic to the posted limits and make walking safer
- Improve crossing of major streets – 8th/Mt Rushmore Road, Omaha Street, (North-South connections across Omaha Street to Rapid Creek Trail/Memorial Park

INITIATE 5TH STREET CHARACTER CHANGE

- "No reason" to walk east of 5th Street currently
- Zoning challenges (required parking, setback requirements, etc.)
- Expansion of mixed use zoning would even the playing field

ATTRACT JOBS

- Create a research park with "real incubator space," keep benefits in Rapid City. This should include light industrial space (new zoning code should allow for light manufacturing).
- Provide additional innovation and "maker space" east of 5th Street – provide incentives to make this happen
- Work with SD Mines to attract companies to retain and attract students in Downtown – provide job programs, create a "Tech Center" Downtown

CREATE AN INNOVATION DISTRICT

"Innovation Districts are geographic areas where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. They reconsider the link between economy shaping, place-making and social networking." – The Brookings Institute, *The Rise of Innovation Districts, A New Geography of Innovation in America.*

- Attract and retain SD Mines graduates and other knowledge workers to Rapid City
- Foster growth of local creative and entrepreneurial industries
- Generate demand for downtown housing and mixed-use development
- Activate isolated, distressed neighborhoods
- Spur connections and collaboration among Science, Technology, Engineering, Arts, and Math, (STEAM)
- Productive, inclusive, sustainable economic development and job growth
- Nurture a healthy and equitable community

ADDRESS PARKING SUPPLY

- Peak tourist season overwhelms downtown parking supply
- Partially a perception/culture problem ("Rapid City has a walking problem")







COMMUNITY SURVEY

"...Safe, Clean, Vibrant, Fun, and Friendly"

The five most common words to describe respondents' vision for Downtown Rapid City

As part of the Downtown Plan, an online survey was launched in late 2015 and was posted on the project web site until late January 2016 to collect broad stakeholder and community input on priorities and improvements to Downtown Rapid City over the next 5 to 10 years. The following analysis presents the survey's key findings and results. Approximately 1,400 responses were recorded.

Key Findings

- The top three factors ranked as very important for improving Downtown Rapid City over the *last* five years were: clean and safe services (70%); Main Street Square (59%); and festivals and events (49%).

- The five most common words used to describe respondents' vision for Downtown Rapid City in the next ten years were Safe, Clean, Vibrant, Fun, and Friendly.



- Respondents chose the following five actions as very important steps for achieving their vision for Downtown:

1. **Improve the safety of Downtown,** including better lighting (63%);
2. **Improve the parking experience** for customers and visitors (58%);
3. **Activate Downtown east of 5th Street** with more development (47%);
4. Make Downtown Rapid City **more walkable and bikeable** (45%),
5. Attract **neighborhood serving retail and amenities** (7%)

When asked to choose the single most important action to achieve their vision for Downtown Rapid City, respondents' top five choices were:

1. Improve the safety of Downtown, including better lighting (24%)
2. Improve the parking experience for customers and visitors (14%)
3. Activate Downtown east of 5th Street with more development (11%)
4. Make Downtown Rapid City more walkable and bikeable (9%)
5. Attract neighborhood serving retail and amenities (7%)



When asked to suggest one specific improvement of their choosing to enhance Downtown Rapid City, respondents' most common suggestions included:

1. Improve safety throughout Downtown and nearby areas, both day and night
2. A wider variety of events and activities Downtown that engage the entire community
3. Broaden the variety of restaurants and retail
4. An improved Downtown parking experience
5. Improve the appeal of Downtown to SD Mines students, by providing more events, entertainment options, and better housing options near Downtown
6. Increase attention to the areas east of 5th Street

DESIGN WORKSHOP

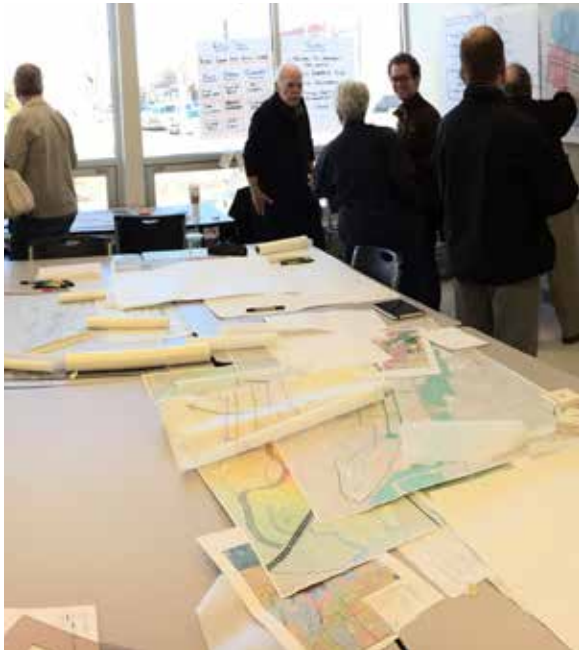
A 3-day design workshop was held February 23-25, 2016. Community members were encouraged to stop in for informal participation and input as well as scheduled presentations. There were over one hundred attendees in the course of three days.

Preliminary framework plans and design ideas began to take shape and were presented and discussed with the community, County Commissioners, City Council, Planning Commission, Current and Long Range Planning Staff, Working Groups, and Public Safety officials.

Each of the Planning Framework Diagrams is summarized in this section and diagrammed in the following chapter.

FRAMEWORK DIAGRAMS:

1. **DISTRICTS**
2. **CONNECTIVITY**
3. **URBAN DESIGN**
4. **DEVELOPMENT**



over 100 community members participated in the design workshop in February 2016



CORE VALUES

Core Values for Downtown Rapid City emerged from a synthesis of all community and stakeholder engagement activities. These core values are illustrated in the diagram below.

> "Rapid City has a small town feel with the amenities and culture of a larger city."
>
> *Survey Respondent*

LIVABLE
An emerging neighborhood

CONNECTED
Walkable, bikeable, intuitive



PROSPEROUS
Hubs for jobs and innovation

WELCOMING
Inclusive and safe

ACTIVE
Lively districts and public spaces



FRAMEWORKS

The main discussion of the workshop revolved around four Framework Diagrams. The Frameworks help to guide project development, planning, and decision making over the next five years. The framework summaries are described below and further refined in the next chapter starting on page 50.

Districts Framework

The Districts Framework discussion involved thinking about the study area as three districts and is illustrated in the diagram on page 55.

1. **The Core/Market District** revolves around the historic core of Downtown and Main Street Square, includes the Civic Center, and extends to West Boulevard, South Street, and 5th Street.

2. **The Innovation District** encompasses the area east of 5th Street to East Boulevard, between Omaha Street and the hills to the south.

3. **The University District** is made up predominantly of SD Mines but extends west to East Boulevard. As the process further evolved, the University District was removed and became part of the Innovation District.

Connectivity Framework

The Connectivity Framework includes recommendations for pedestrian, bicycle, transit, and parking improvements.

- All streets in the study area should be pedestrian oriented streets with a primary focus on east-west streets including Main, St. Joseph, and Kansas City Streets between West Boulevard and SD Mines. The primary focus for north-south streets should be on 8th, 6th, 5th, 3rd Streets and East Boulevard.
- Primary bicycle improvements should occur on Kansas City Street, East Boulevard, and 6th and 9th Streets.
- Improved pedestrian crossings of Omaha Street should happen at 8th, 5th, and 3rd Streets and East Boulevard.
- A major consideration for Main and St. Joseph in the long term is to convert these streets back to 2-way streets. Due to the major cost, it is recommended that they remain one-way but each should be reduced from 3 lanes to 2 lanes with the remaining space dedicated to pedestrians and bicycles.
- Street improvements should include low water use streetscape.
- Parking management should be significantly improved and a new public parking structure should be built for downtown employee parking.

Urban Design Framework

The Urban Design Framework includes recommendations for creating 'activity centers' in each of the districts as outlined below.

- The primary focus should be on Main and St. Joseph Streets, West Boulevard, 3rd and 6th Streets, and Maple Avenue.
- Each district should have an Activity Center. The Core/Market already has the Activity Center with Main Street Square and community members expressed the need for additional centers in the Innovation District.
- The area near The Garage shared office space building has the potential to become an Activity Center for the Innovation district. 3rd Street has the potential to develop into an Activity Center with a strong pedestrian orientation since it is not a through street.

Community members expressed the need for additional activity centers in the Innovation District.

Development Framework

The Development Framework identifies development opportunities throughout the study area.

- Several sites in the study area have been identified as development opportunities. Many of the sites are either vacant properties, underutilized existing buildings, surface parking lots, and are either private or publicly owned.
- A few sites that could be catalytic to the Downtown Plan are the city parking lot on the southwest corner of 5th and St. Joseph Streets, the large vacant lot on the northeast corner of East Boulevard and Main Street, and the former Imperial Hotel Site on St. Joseph Street between 1st and 2nd Streets.
- The primary uses for new development should be housing and the primary use for redevelopment of existing buildings should be "maker space" and innovation, as well as catering to the arts.



each district should have a distinct activity center



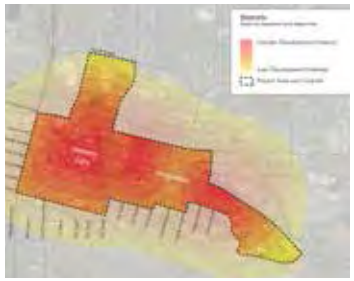
an example of an innovative restaurant space that could catalyze the innovation district

04
PLANNING FRAMEWORKS + STRATEGIES



FRAMEWORKS + STRATEGIES: CHAPTER 04

DEVELOPMENT FRAMEWORK



DEVELOPMENT PRINCIPLES
Districts. **p 53**



DEVELOPMENT STRATEGIES
Place Types. **p 57**
Redevelopment Sites. **p 62**

PUBLIC FRAMEWORK



PUBLIC PRINCIPLES
Connectivity. **p 65**
Public Spaces. **p 68**



PUBLIC STRATEGIES
Street Types. **p 70**

PLANNING FRAMEWORKS

To implement the vision for Downtown Rapid City changes to the physical setting, the streets and streetscapes, and the building forms and patterns are necessary. Two primary pieces shape the physical qualities of a community:

1.) **Development**: private property – buildings, open spaces, parking

2.) **Public Space**: public property – streets, sidewalks, parks and civic spaces

To address both of these components for Downtown Rapid City, two planning frameworks have been prepared: Development – to address the form and character of development, and Public – to address the connectivity and public spaces throughout Downtown. To accomplish change, guiding principles and strategies have been identified for each framework. When implemented collaboratively the framework guidance will cause significant change to occur and assist the community in achieving the vision for Downtown Rapid City. The transformative actions that are described in this chapter are based on the market assessment for future development capacity and the desires of the community as identified in the public engagement process.

The frameworks are rooted in the core values of the community to create a prosperous, connected, active, welcoming and livable downtown. Each framework provides the necessary guidance for the continued development of Downtown through application of the principles and strategies. The principles provide general guidance to help shape the future development patterns of Downtown by assisting in the day-to-day decision making process. The strategies represent the specific changes that are necessary to create the places desired throughout Downtown. The strategies build upon the principles to provide specific policy implementation.



A DEVELOPMENT FRAMEWORK

The Development Framework defines the attributes of structures that contribute to the downtown environment and create places for people. From the general to the specific the principles and strategies will realize the vision for Downtown and provide flexibility to property owners in the pursuit of a project or development. Development attributes include development form (building orientation, scale, site access and parking), character and use. Additionally, opportunity sites appropriate for redevelopment are identified and illustrated to demonstrate the implementation of the framework elements.

1. Development Principles

The Development Principles focus on the form and character of development that has shaped Downtown Rapid City and will define it in the future. The size of Downtown and its evolution over time has been shaped by different development practices and design elements. These differences provide the foundation for two districts that will guide future development. The Historic Core District and the Innovation District each play on their development history to promote future development that respects the core values of Downtown.

a) Districts

The Historic Core District and the Innovation District will specifically address the differences in development form and character with respect to their location and relationship to surrounding areas.



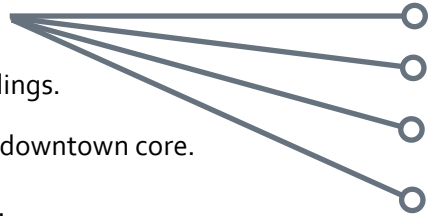
i) Historic Core District

The Historic Core District is generally bounded by West Boulevard on the west, 5th Street on the east, South Street on the south and North Street on the north, including the Civic Center and The Promenade within Downtown (see District Framework diagram on page 55). This district represents what is left of the original central core of Downtown Rapid City, an area bounded by 5th Street on the east, 7th Street on the west, the railroad tracks on the north and Kansas City Street on the south. This district is influenced by two nationally and state registered Historic Districts, the Downtown Commercial Historic District and the West Boulevard Historic District, as well as several individually listed historic properties, as shown on the District Map, Page 55. The central core, including Main Street Square, defines the activity center for the district and will support future development. The activity center provides the destination and vibrancy that the downtown should have and that is necessary for future vitality.

Development within the Historic Core District should strive to reinforce the qualities of the historic development pattern and character established and preserved by the Commercial Historic District. Buildings should be built to the sidewalk and feature architectural details that emulate historic character, without replicating existing buildings or styles within the District. Variety among existing buildings and those to come will be an important feature of this area of Downtown. These patterns and design qualities create a place that people are attracted to and that stand the test of time. Similarly, development within the West Boulevard Historic District should adhere to the historic development pattern, scale and character of the existing neighborhood. Specific design characteristics are defined in the Design Guidelines found in the Appendix.

Development within the Historic Core District should adhere to the guiding principles of form and character defined within this chapter to expand the pattern of development that created the original downtown and neighborhoods of Rapid City.

- Develop in an urban form.
- Pay attention to design details of buildings.
- Promote a diversity of uses within the downtown core.
- Enhance the walkability of the District.
- Protect the West Boulevard Historic District from incompatible residential and commercial encroachment.

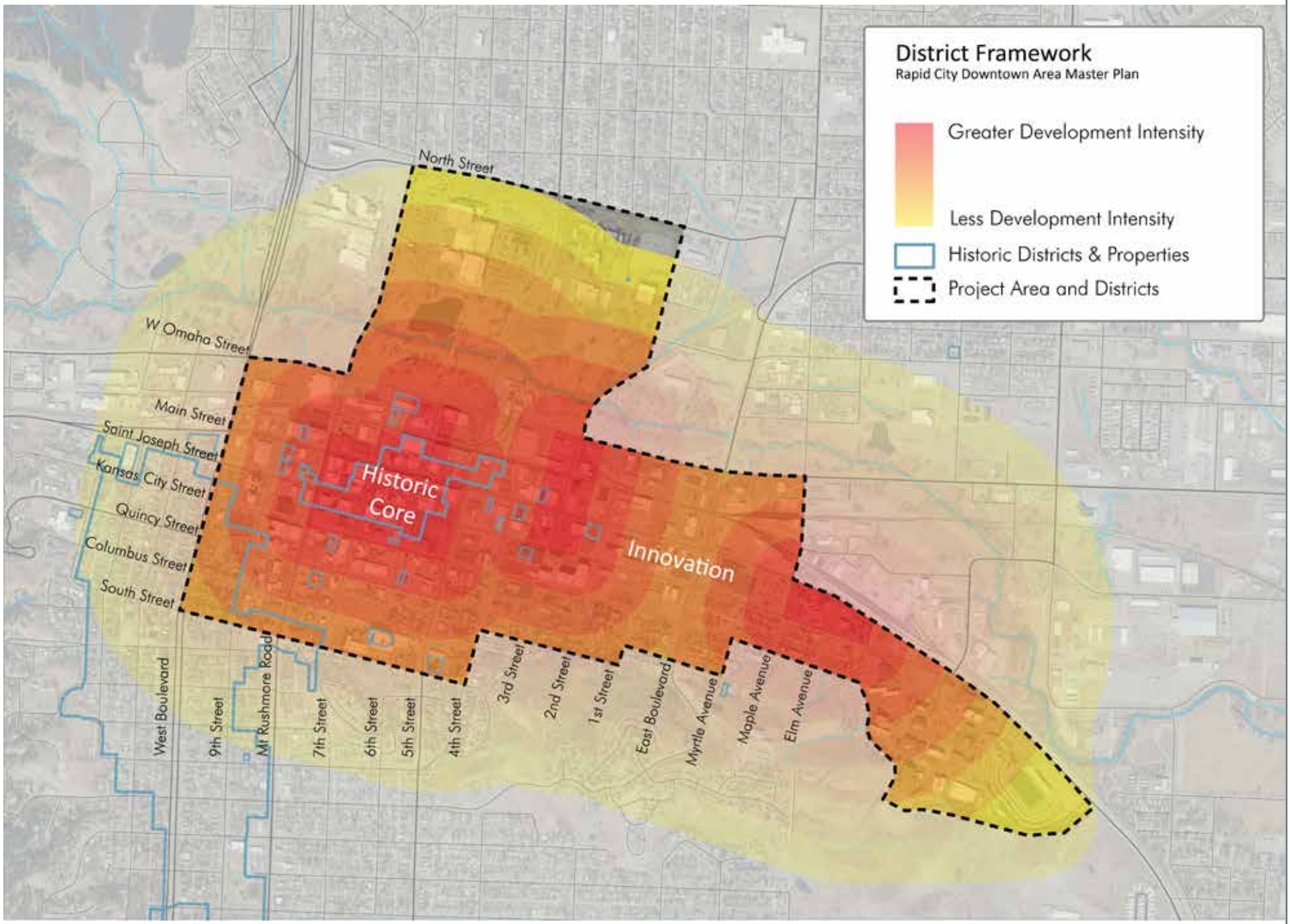


- **Develop buildings that relate to the street and sidewalk.**
- **Develop in a scale that provides enclosure for the street and pedestrian spaces.**
- **Maximize on-street parking and screen off-street parking.**
- **Create store fronts at the sidewalk to encourage pedestrian activity.**

Residential and commercial historic buildings throughout downtown should be maintained and preserved. Adaptive re-use of historic buildings should be encouraged as a development strategy to rehabilitate historic structures. The Historic Preservation Commission is currently undertaking an architectural survey in a portion of the Innovation District. This project will help identify additional historic resources Downtown. A similar study should be considered for the residential properties along the south side of downtown.

ii) Innovation District

The Innovation District represents the changes that are taking place in Downtown Rapid City. The district is generally bounded by 5th Street on the west, the SD Mines campus on the east, Omaha Street and Main Street on the north and various streets on the south (see District Framework diagram on the following page). This area currently has an existing technology/research/innovation/startup ecosystem that is hoped to be strengthened through revisions to the zoning code, the introduction of housing and other services, and through the public and private provision of highly desirable urban amenities and neighborhood characteristics. Often called the East of 5th Street District, the area is seeing redevelopment and reinvestment in many different forms, both physically and functionally. The area is being influenced by newer uses to Rapid City centered on technology and Innovation. Uses like The Garage and Racing Magpie co-working spaces and Pure Bean coffee shop are locating in the Innovation District because of the entrepreneurial spirit and informality of the area. The presence of SD Mines also provides a young, energetic population that feeds the innovative spirit.


District Framework
Rapid City Downtown Area Master Plan
Greater Development Intensity
Less Development Intensity
Historic Districts & Properties
Project Area and Districts
North Street
W Omaha Street
Main Street
Saint Joseph Street
Kansas City Street
Quincy Street
Columbus Street
South Street
Historic Core
Innovation
West Boulevard
9th Street
Mt Rushmore Road
7th Street
6th Street
5th Street
4th Street
3rd Street
2nd Street
1st Street
East Boulevard
Myrtle Avenue
Maple Avenue
Elm Avenue

Much of this area has changed from its original pattern and character; however, historic buildings still exist in this area such as The Fairmont Creamery building. For the past 30+ years the General Commercial zoning and applied suburban standards for development, including requiring lower intensity development and more off-street parking to support uses, have shaped the area. These practices have removed much of the urban pattern and character that this area once knew. The intent of the Innovation District is to harness the energy that is currently shaping the area and to remove the barriers to allow growth and development to occur. This is not to say that innovation cannot occur outside this area, rather this should be the focus of this area.

The Innovation District is "the next place" within Downtown Rapid City to continue the current innovative spirit. To adequately support the activities that are happening and create a suitable environment for them to thrive, the District needs to change its physical environment to reflect the entrepreneurial attitude of the area and the expanding SD Mines campus.

The Innovation District contains two future activity nodes, 3rd Street and Elm Street, both along Main and St. Joseph Streets. These nodes, along with other existing activity centers, represent the future places that could provide the mixed-use environment that young, innovative professionals, and students, want to live or be a part of. The nodes will strive to reinstate the urban development form with a modern "edgy" character and provide the necessary anchors to continue to attract people and businesses to the area.

Development of the Innovation District should harness the momentum and energy of the current technology and research investments and encourage additional development opportunities by:

- Creating a gritty, edgy environment for living and working (including live-work space).
- Creating places that attract people to linger longer.
- Creating a connected District (and Downtown), physically, socially, technologically and economically.
- Utilizing the youth and energy of the SD Mines students in the growth and development of the District and businesses.
- Creating modern, progressive work, research and learning environments.
- Improving alley spaces to be more pedestrian and bicycle friendly and potentially become a "third space" in addition to streets and sidewalks.



an example of an improved alley that is used as a "third space" in Fort Collins, CO



an example of housing and maker space in an Innovation District in Denver, CO



The Garage is an existing "anchor" in the heart of the Innovation District

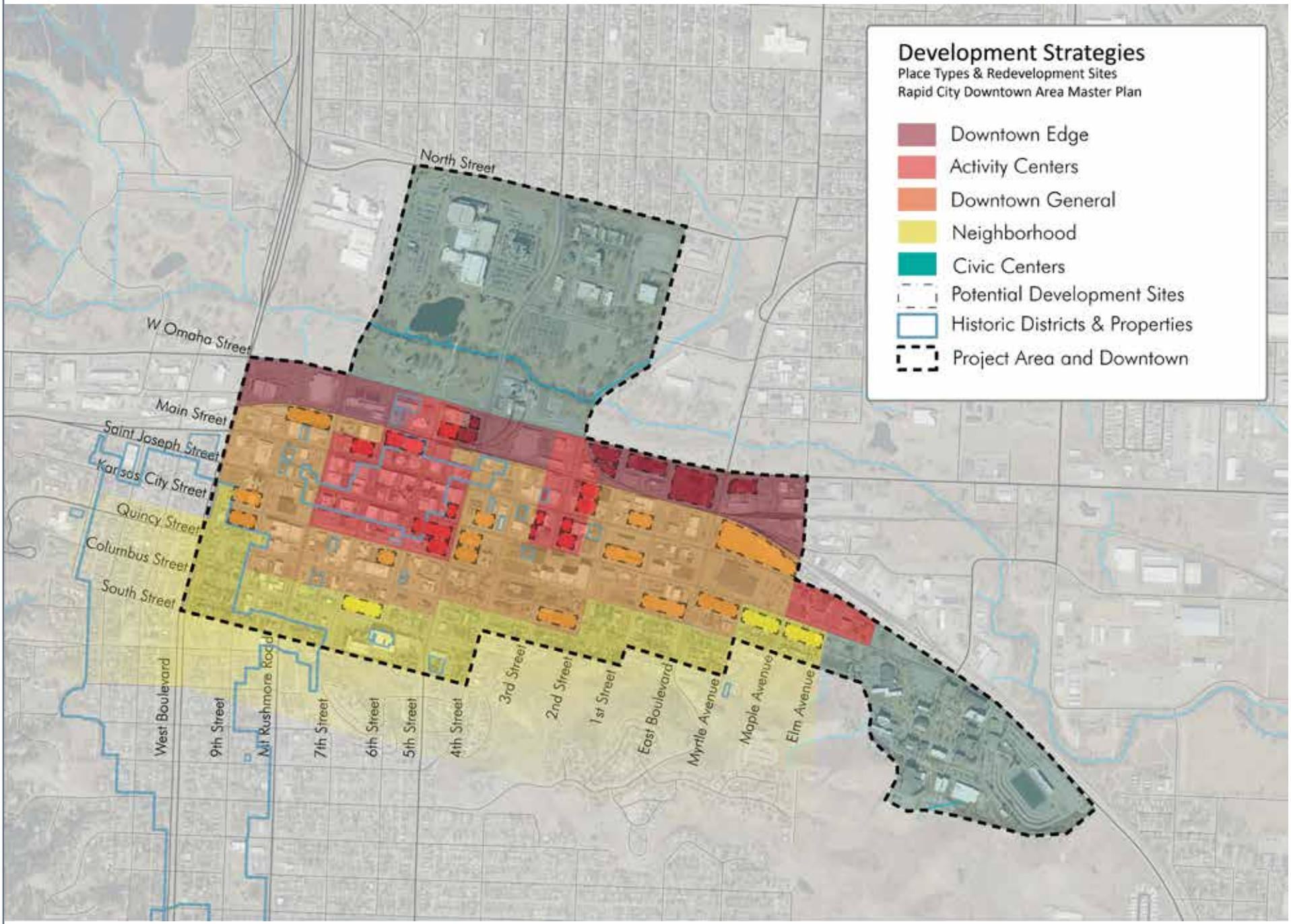
2. Development Strategies

The Development Strategy focuses on creating centers of activity and supportive development patterns throughout Downtown. Downtown should be a livable environment that provides all the necessary services and amenities that residents desire. To achieve this, **places for people** throughout Downtown are necessary.

a) Place Types

The continued development of Downtown Rapid City should not use a "one size fits all" approach. To create a thriving downtown that serves the population of Rapid City, unique places must be created that will attract a broad cross section of people. The creation of these different places allows Downtown to capture different uses, forms, and styles of development. The differences of these places is also what causes them to be supportive of one another. The limited development market supports a targeted approach to creating places. Downtown Rapid City should create the following place types within Downtown:

	Activity Center	Downtown General	Neighborhood	Downtown Edge
USE				
Residential	Upper Floors Only	Build to the Street, Access from Sidewalk	Build to the Street, Access from Sidewalk	Build to the Street, Access from Sidewalk
Retail	Required on Pedestrian Streets	Encouraged on Pedestrian Streets, Allowed on Non-Pedestrian Streets	Allowed on Key Corners	Encouraged
Commercial/Service	Allowed on Non-Pedestrian Streets / Upper Stories of Activity Centers	Encouraged	Discouraged	Encouraged
Employment	Encouraged on Secondary Streets / Upper Stories of Activity Centers	Encouraged	Discouraged	Encouraged
FORM				
Orientation	Build to the Street, Access from Sidewalk	Narrow range of Urban Frontage Design, Setback determines Frontage Design Access from Sidewalk	Range of Setbacks, Setback determines Frontage Design, Access from Sidewalk	Setback from the Street
Scale	High Intensity - 2 to 8 Stories, Multiple uses per block	Moderate Intensity – 1 to 6 stories	Moderate Intensity – 1 to 4 stories, intensity depends on location & Building Type	Less Intensity, Large Scale
Access	Limited from Block Face - shared or alley access	Limited	Limited, based on lot width	Individual access per lot
Parking	Maximize On-street, No off-street or frontyard Parking	Maximize On-Street Parking, Parking beside or behind Buildings - Landscape	Maximize On-Street Parking, Parking beside or behind Buildings - Landscape	Landscape off-street parking


Development Strategies
Place Types & Redevelopment Sites
Rapid City Downtown Area Master Plan
Downtown Edge
Activity Centers
Downtown General
Neighborhood
Civic Centers
Potential Development Sites
Historic Districts & Properties
Project Area and Downtown
North Street
W Omaha Street
Main Street
Saint Joseph Street
Kansas City Street
Quincy Street
Columbus Street
South Street
West Boulevard
9th Street
Mt Rushmore Road
7th Street
6th Street
5th Street
4th Street
3rd Street
2nd Street
1st Street
East Boulevard
Myrtle Avenue
Maple Avenue
Elm Avenue

i) Activity Center

An Activity Center is a compact, walkable, more intense development pattern that contains a mix of uses to create a destination for people. The Main Street Square and surrounding historic central core provide a great example of an existing Activity Center in Downtown. Future Activity Centers need not replicate the specific form and character of Main Street Square, but must be unique in their own right with regard to use, form and character. Two additional Activity Centers have been identified for Downtown within the Innovation District: along 3rd Street and near Elm Street. The Elm Street Activity Center is intentionally oriented toward the SD Mines campus and its population (see Development Strategies map on previous page). The creation of future Activity Centers should follow the guidance of the Place Types matrix on the previous page and be supported by the Public Strategies for Downtown defined in the next section of the plan. Activity Centers within Downtown include:

ACTIVITY CENTER VISION: TYPICAL NORTH-SOUTH STREET



- Historic Core (existing) – generally bounded by Mt. Rushmore Road on the west, Kansas City Street on the south, 5th Street on the east and railroad tracks on the north except along 6th Street where it extends to Omaha Street.
- 3rd Street Corridor (new) – the block frontages along 3rd Street between St. Joseph Street and Omaha Street.
- Campus Town (new) – the blocks on each side of Elm Street between the railroad tracks on the north and St. Joseph Street on the south.

Additional guidance for the creation of Activity Centers can be found in the Development Principles and Design Guidelines.

ii) Downtown General

The Downtown General place type is an extension of the Activity Centers and their uses, form and character of development. The Downtown General place type is typified by less development intensity and a broader mix of uses that supports the Activity Centers and their functions. Similarly, the form of development is not as urban as the Activity Centers in the sense that automobile access, off-street parking and setbacks for development are allowed, but limited. Development within the Downtown General place type should transition to a lower intensity and scale to respect the adjacent neighborhood scale and character, particularly in areas adjacent to the West Boulevard Historic District neighborhood. The Downtown General place types stretch across the entire downtown and should respond to the character of the Districts, Historic Core or Innovation, in which development occurs. The general traits for the uses and form of development can be found in the Place Types matrix on page 57 and should be supported by the Public Strategies identified in the next section. Additional guidance for development form and character, within the Downtown General place type, can be found in the Design Guidelines.





a mix of uses and development types will promote and activate downtown

iii) Neighborhood

The Neighborhood place type recognizes the existing development to the south and west of downtown that is comprised primarily of single family homes. Of note, the West Boulevard Historic District is located within this area. Whereas the Activity Center place type aims to introduce more urban style housing options, the Neighborhood place type contributes a traditional neighborhood form of development. The proximity of these mixed density neighborhoods to Downtown encourages more frequent use and access by walking and cycling. Small scale development of retail and services that provide for the daily needs of residents, but do not compete with the Activity Centers, is encouraged. However, appropriate locations for retail and service uses within the Neighborhood place type is along primary travel corridors and at the intersection of higher volume streets.

The Neighborhood place type is established to protect the pattern, scale, and character of the West Boulevard Historic District. Development within the Historic Districts should adhere to the Secretary of the Interior's Standards for Treatment of Historic Properties. Development occurring adjacent to the West Boulevard Historic District should respect the scale and character of the neighborhood, and act as a buffer between the neighborhood and the commercial core of downtown. Conservation of existing housing stock in the Neighborhood place type areas will preserve the community's early residential history, and may help safeguard affordable housing options.

The uses and form of development appropriate for the Neighborhood place type is defined in the Place Types matrix on page 57. Similar to the other place types the Neighborhood is dependent on the implementation of the Public Strategies for future success.





a variety of housing types and price points should be provided throughout downtown

iv) Downtown Edge

The Downtown Edge represents the piece of Downtown that caters to the traffic on Omaha Street. Much of the area along the south side of Omaha Street is physically and perceptually separated from Downtown by the railroad tracks. Although this is the front door to Downtown for most Rapid City residents and visitors, significant changes are not proposed for this place type as the street frontage is not friendly to encourage pedestrian and bicycle traffic along it. Better site planning and access is encouraged to improve the appearance of development and traffic flow. To create more meaningful and comfortable connections, the Activity Centers along 6th Street (existing) and 3rd Street (proposed) extend to Omaha Street.



an example of a parking structure "wrapped" with retail and office uses



an example of a downtown edge development in Denver, CO with retail, restaurant, and office uses

iv) Civic Center

The Civic Center place type represents the institutional presence on the edge of Downtown Rapid City. These place types include the SD Mines Campus and the civic space north of the Downtown that includes the Civic Center, the Journey Museum and Learning Center and the Promenade. These areas are important to the future success of Downtown and Rapid City and should be the focus of additional detailed study. SD Mines has a campus master plan and is supportive of the improvements identified in this plan for Downtown. Specifically, those enhancements that improve the safety of Downtown for people and the connectivity of the campus to the Downtown core. Similarly, improved connections have been made to the area north of Downtown and additional improvements are proposed. The continued development of these areas and their connection and contribution to Downtown should be studied further.

b) Redevelopment Sites

There are several sites within Downtown that are ripe for redevelopment. Many of the sites identified represent either underutilized commercial properties, parking lots or vacant property. These sites are spread across Downtown and provide opportunities to stitch the urban fabric back together that has been lost (see Development Strategy map on page 58). The limited market for future development makes the importance of targeting the appropriate development sites very important. Redevelopment of the identified sites should respond to the development strategies including development pattern, use and form identified previously as well as be supported by the public strategies in this plan.

A few sites within Downtown provide a significant opportunity to have an immediate and lasting impact on the shape of Downtown.
These sites include:

VISION FOR 5TH AND ST. JOSEPH STREET CITY PARKING LOT



- **Southeast corner of 6th Street and St. Joseph** – The existing City parking lot site is a key piece in the growth of the Historic Core District and the central core of Downtown Rapid City. The site's location is the natural progression of development and care should be taken to continue the development pattern and character that has shaped Downtown since its inception.

- **Properties along the 3rd Street Corridor** – A few properties along the 3rd Street Corridor, between St. Joseph Street and the railroad provide the opportunity to establish a second Activity Center within Downtown. The establishment of this center would provide a strategically located anchor in the Innovation District that is the midpoint between SD Mines and the Historic Core District.

- **Northeast Corner of East Boulevard and Main Street** – This large site represents an opportunity not only for future development at the east end of Downtown but it also represents the opportunity for a partnership between the SD Mines and business within Rapid City. The use of this site for a proposed second business incubator, supported by SD Mines, would provide development, jobs and research while supporting the technology economy in Rapid City. Similar to other development sites the development and public strategies should be implemented to aid the future success of this site.

CITY PARKING LOT ON THE SOUTHWEST CORNER OF 5TH AND ST. JOSEPH STREETS LOOKING WEST



B PUBLIC FRAMEWORK

In contrast to the Development Framework, which guides the development of private property, the Public Framework guides the design and improvement of public spaces (or the public realm) within Downtown Rapid City. The public space in Downtown includes the streets and rights-of-way as well as the parks and civic spaces. The public spaces in any community are complementary to the private spaces and when planned together provide a complete development. Public spaces provide the context for private development to occur and when done well creates additional value for the adjacent properties and the community.

1. Public Principles

The public spaces within an urban setting are often thought about for moving cars or as disengaged remnants of open space. It is now well understood that the presence and quality of public spaces is a key element in attracting people to a place such as Downtown. The recent addition of Main Street Square and associated streetscape improvements to Downtown Rapid City is local evidence of this impact. The Public Principles focus on elevating the contribution of public spaces, rights-of-way and public/civic spaces within Downtown to provide a quality context for development and people.

a) Connectivity

Automobiles have dominated the transportation system for the past 50+ years, not only in Rapid City but in most communities and downtowns throughout the United States. In the past several years a change away from a focus on moving automobiles to the implementation of a multi-modal network accommodating all modes of transportation including automobiles, pedestrians, bicycle and transit has occurred. Most people prefer to experience a downtown on foot. The unique character of an urban environment is more perceptible from a pedestrian view, rather than from an automobile.

Moreover, as young professionals and empty nesters move back to downtowns and urban areas they are looking for alternative modes of transportation including walking and cycling. Cycling is becoming increasingly popular within communities and Rapid City has the added benefit of the Rapid Creek Greenway trail and close by mountain trails to attract cyclists. Connecting these current amenities to Downtown and vice-versa makes sense to support one another.

Transit is becoming more popular for the general public to use, specifically in urban areas. However, a robust transit system is expensive and needs a significant amount of public support in addition to significant ridership. Rapid City benefits from an on-demand system currently in operation serving the elderly and disabled, and the expansion or support of that system seems feasible to serve a growing Downtown population and SD Mines campus. Although transit can be expensive and may only serve a small segment of the City's population the physical setting of Downtown should support its incorporation into a multimodal system.

To create a multimodal transportation system Rapid City needs to focus on its existing assets: its street grid and its public space systems. These elements provide the necessary foundation for a redundant, well connected system for all modes to provide access throughout Downtown.

The connectivity network starts with the street system that is in place. Downtown Rapid City benefits from the original grid network, mostly intact, that provides redundant connections and access throughout Downtown and to the surrounding areas. The system also provides smaller, shorter blocks that are ideal for walking. While the street network is typically only thought about for automobile connections, the space adjacent to the roadway provides the pedestrian space necessary to encourage walking. The Rapid City grid has a consistent size that provides ample room for the creation of a multimodal network that incorporates automobiles, pedestrians, cyclists and transit to connect the Downtown and the community.

Connectivity improvements within Downtown should strive to:

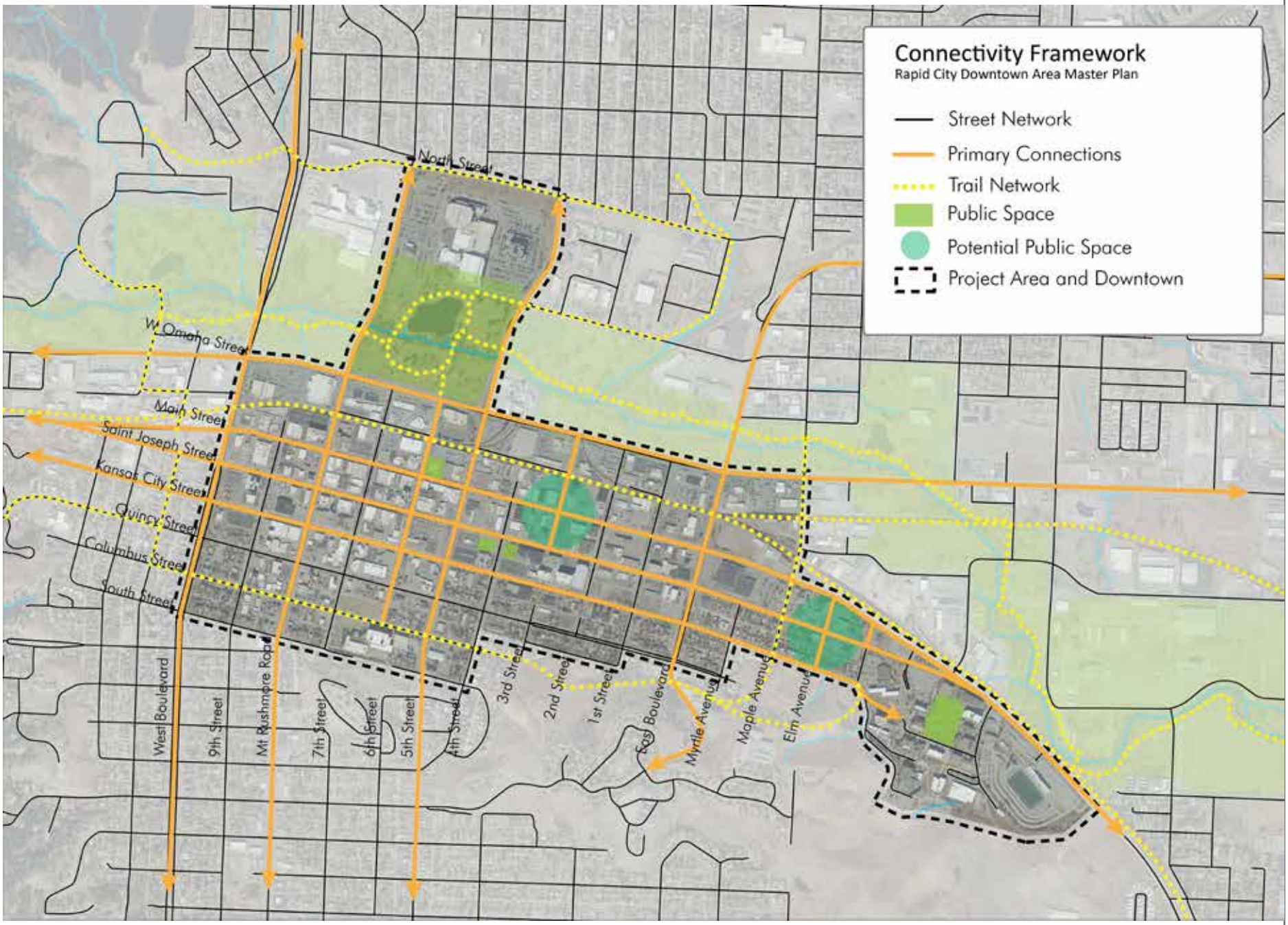
- Balance the connectivity and accessibility of all modes throughout Downtown.
- Improve the connectivity of the bicycle system throughout Downtown and to surrounding neighborhoods and recreational attractions.
- Reduce the impact of automobiles on the safety of bicyclists and pedestrians.



increased frequency of the Rapid Ride will increase ridership downtown



protected bicycle lanes in Denver have dramatically increased bicycle ridership downtown


Connectivity Framework
Rapid City Downtown Area Master Plan
Street Network
Primary Connections
Trail Network
Public Space
Potential Public Space
Project Area and Downtown
North Street
W Omaha Street
Main Street
Saint Joseph Street
Kansas City Street
Quincy Street
Columbus Street
South Street
West Boulevard
9th Street
Mt Rushmore Road
7th Street
6th Street
5th Street
4th Street
3rd Street
2nd Street
1st Street
Fay Boulevard
Myrtle Avenue
Maple Avenue
Elm Avenue

b) Public Spaces

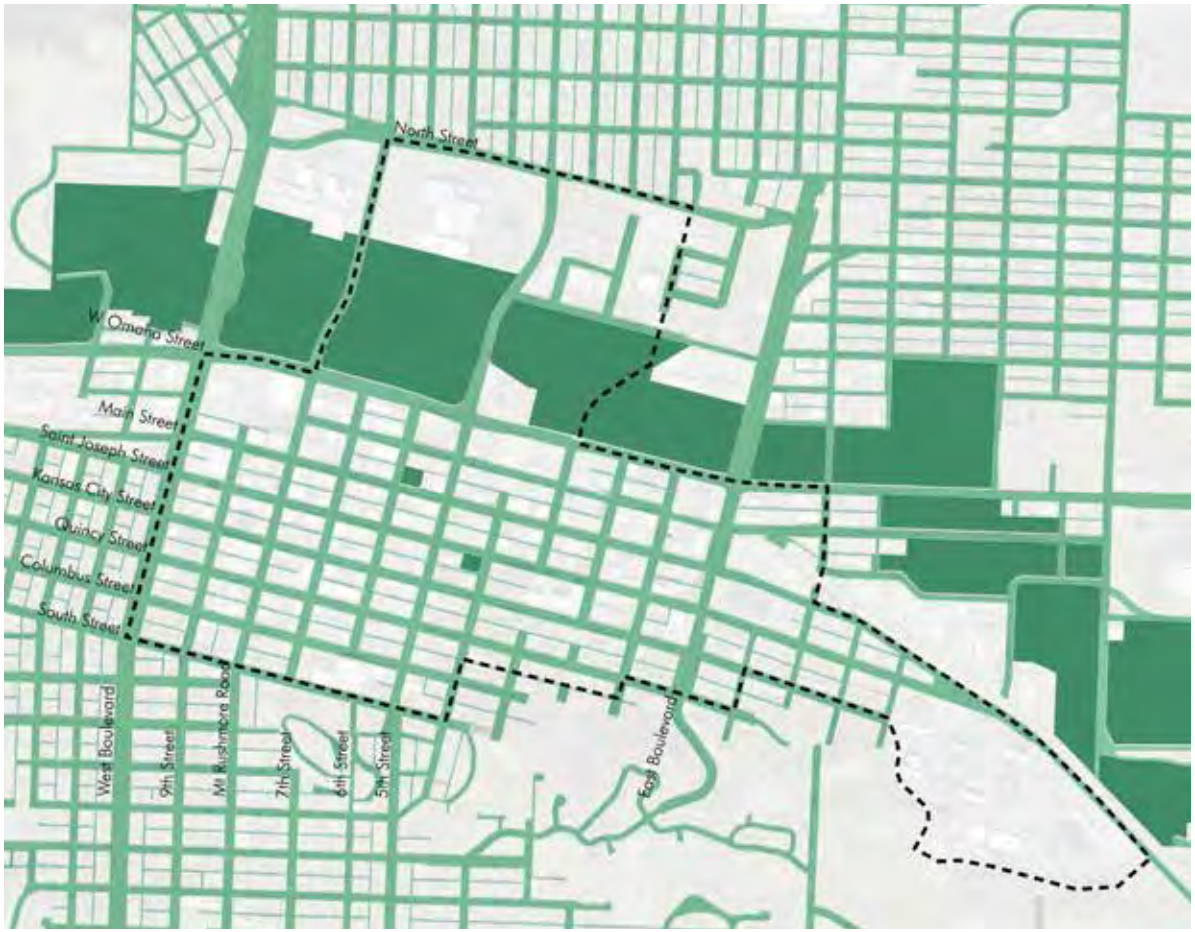
A component of most communities that people do not think about for connectivity is the public space systems including the parks and greenways systems. These spaces are public assets that can be used for pedestrians and cyclists to access different areas of any community. The people of Rapid City benefit from the Rapid Creek Greenway and the downtown benefits because of its adjacent location. The Greenway brings thousands of people near Downtown every year, and better connectivity between the two could benefit both.

Additionally, the parks in any city are natural gathering spaces that attract people and support green connections in a community. Main Street Square provides the best example in the region of a park space that is the center of attraction within a community, and in a downtown. The Innovation District, and Downtown in general, could benefit from additional public spaces that could enhance the connections throughout Downtown.

The development of public spaces within Downtown should strive to:

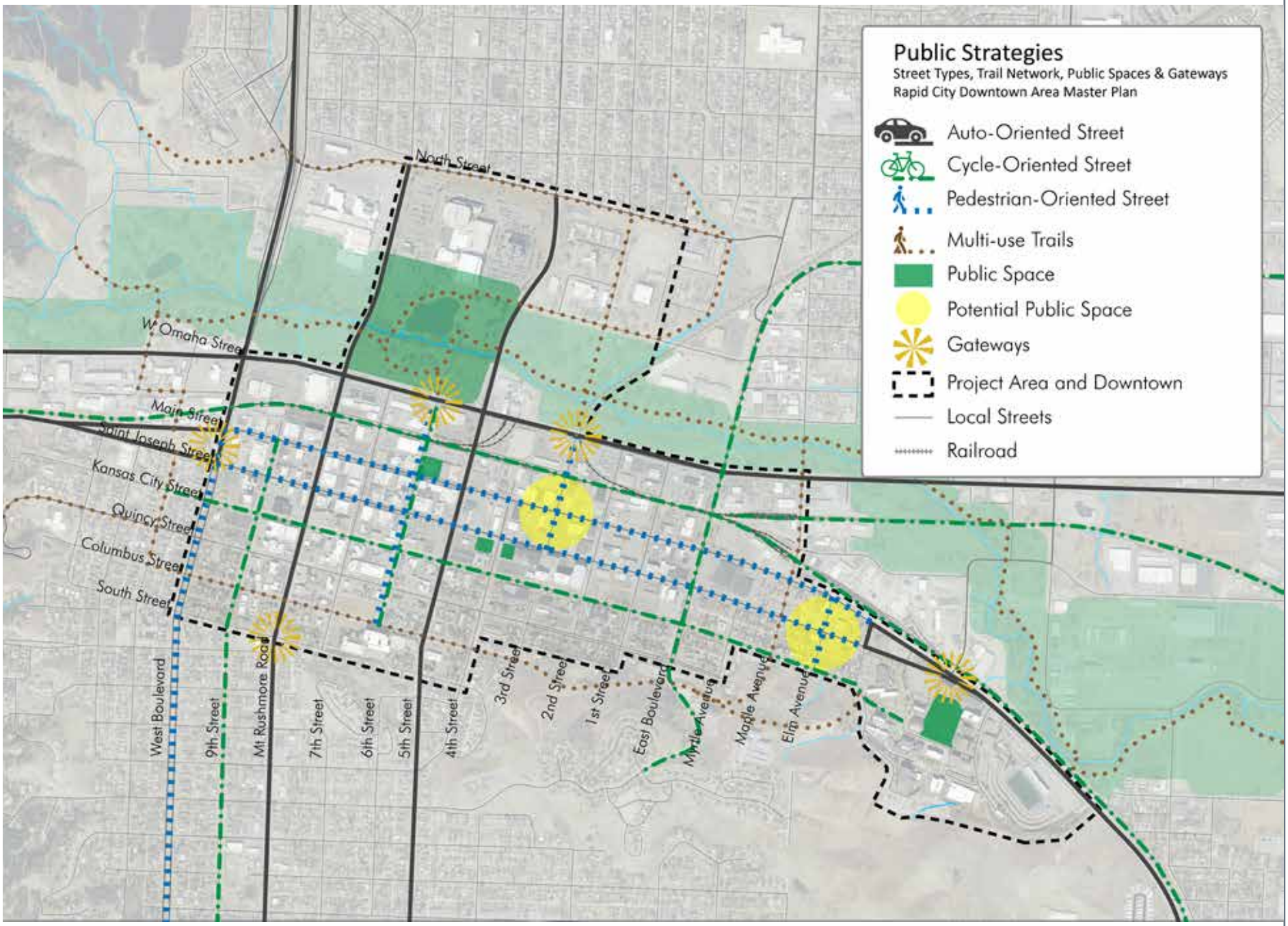
- Improve the comfort of the pedestrian environment, through the addition of plantings, gathering spaces, crossing connections and consistency.

- Expand and improve the types and quantity of public spaces throughout Downtown, including community garden opportunities.





additional public spaces should be provided throughout downtown


Public Strategies
Street Types, Trail Network, Public Spaces & Gateways
Rapid City Downtown Area Master Plan
Auto-Oriented Street
Cycle-Oriented Street
Pedestrian-Oriented Street
Multi-use Trails
Public Space
Potential Public Space
Gateways
Project Area and Downtown
Local Streets
Railroad
North Street
W Omaha Street
Main Street
Saint Joseph Street
Kansas City Street
Quincy Street
Columbus Street
South Street
West Boulevard
9th Street
Mt Rushmore Road
7th Street
6th Street
5th Street
4th Street
3rd Street
2nd Street
1st Street
East Boulevard
Myrtle Avenue
Maple Avenue
Elm Avenue

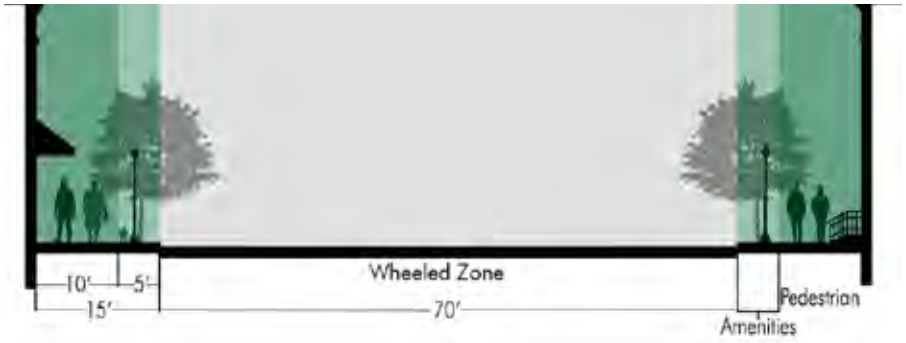
2. Public Strategies

The public strategies take aim at those public space improvements that are necessary to support future development in Downtown Rapid City. Often public investment in the form of streets, streetscape, parks and other improvements are necessary to spur private investment. In the case of Rapid City the market and the momentum is there to support limited private investment, which public investment could help expand, but more importantly the public improvements are to create a more people friendly downtown environment. This plan is rooted in the belief that Downtown is a people place that through the implementation of its concepts can foster incremental growth and create economic value over time. All future capital projects and public realm improvements within Downtown should be studied for consistency with the vision and goals of this plan. Illustrations and concepts in this plan may need additional specification prior to implementation.

a) Street Types

Currently most of the streets in Downtown Rapid City have all been designed similarly with 100' of right-of-way including 70' of roadway and 15' of sidewalk on each side. While some of the attributes, streetscape, and parking are configured differently the foundational elements of the street are the same. Thus, they treat the users the same, priority is given to the automobile, second is the pedestrian, with inconsistent streetscape or amenities, third is the cyclist and last is transit. This was consistent for all streets within Downtown, until recent changes including streetscape improvements and bicycle improvements in specific areas of Downtown. To support the places the City is trying to create, the streets play an important part in providing the public context for development as well as providing connections to areas within the downtown and its surroundings.

TYPICAL DOWNTOWN STREET CROSS SECTION



When defining street types there are three primary elements that are necessary to understand: the roadway, the urban design elements and the context or relationship created with an adjacent building. The City currently has a Complete Streets policy to encourage the improvement of other transportation modes in the design of street and right-of-way improvements. Nowhere is adherence to this policy more important than in Downtown. To encourage the use of streets by different modes of travel, the design of these elements can be quite diverse and should provide the necessary environment, including safety, access and comfort, for a specific mode.

i) Pedestrian Oriented Streets

Pedestrian Oriented Streets cater to those experiencing Downtown Rapid City on foot, the way a Downtown was meant to be experienced. The intent of pedestrian streets is to create the most comfortable walking environment possible. Thus, the design of pedestrian streets should incorporate the following elements:

- Wider sidewalks than the current standard,
- On-street parking to separate pedestrian from moving cars,
- Slower traffic,
- Amenities to support people walking and lingering, such as benches, tables, lighting and trash receptacles,
- Plantings to soften the context and provide shade,
- Buildings at the sidewalk to create enclosure for the right-of-way and a comfortable pedestrian environment,

- Active first floor uses in buildings, and
- Enhanced bus stops that include benches and shelters.

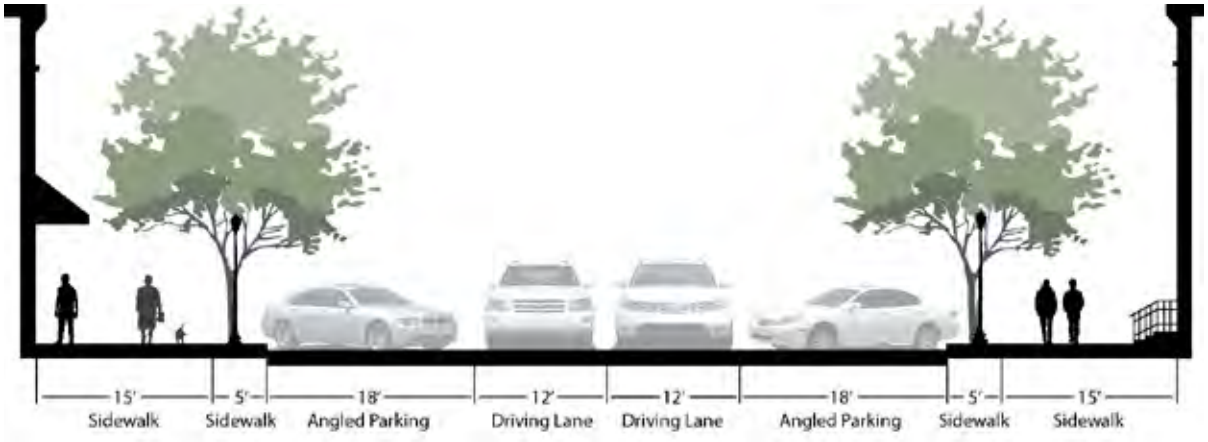
Designated Pedestrian Oriented Streets include:

- Main Street
- St. Joseph Street
- 6th Street
- 3rd Street
- Elm Street

Improved roadways include:

- Main Street and St. Joseph Street – provide connectivity across the length of downtown and connect the current activity center and future activity center to the rest of the area.
- 6th Street – connects the Historic Core District and activity center from the Performing Arts Center to The Promenade, Rapid Creek Greenway and Civic Center.
- 3rd Street – connecting the Innovation District and future activity center from the Pennington County complex to the Rapid Creek Greenway.
- Elm Street – connecting the Innovation District and future activity center to the SD Mines campus and adjacent neighborhoods.

PEDESTRIAN STREET: TYPICAL CROSS SECTION





example of a pedestrian oriented street

It is intentional that each of the identified pedestrian streets aligns with the activity centers and connects important places within and around Downtown, like Main Street Square, the Rapid Creek Greenway and the SD Mines Campus. In addition, the alley between Main and St. Joseph could be enhanced and used as a walking corridor between SD Mines and Main Street Square. The Pedestrian Street Cross Section above shows a typical cross section for a pedestrian street. While the dimensions of each element may vary the overall structure of the pieces should follow this example to create a pedestrian street. Specifically changes to Main and St. Joseph Streets have been recommended to create more pedestrian friendly streets in the interim and true pedestrian streets in the long-term.

The proposed section on the following page shows the potential reduction of the travel lanes for Main and St. Joseph Streets from three travel lanes to two, maintaining the one-way direction of traffic, and the conversion of the third lane to a shared bike/bus lane. In addition, reverse angled back-in parking is recommended for the safety of cyclists, kids exiting vehicles, and enhanced ease of loading and unloading vehicles. As an interim

change this will slow the traffic on these streets and add a bicycle and transit element to the street section. It is important to note that either option of angled parking requires motorists to back up at some point, either entering the parking space, or exiting. Additionally, improvements to the streetscape including street trees are proposed to enhance the pedestrian experience. Similar pedestrian improvements should be made to the other designated pedestrian streets as changes to the streets are proposed and as development occurs. A temporary pilot project and further study should be conducted to determine the feasibility of this lane reduction and reverse angled back-in parking.

PROPOSED ST. JOSEPH STREET CROSS SECTION



MAIN AND ST. JOSEPH LANE REDUCTION

The current average daily traffic count on Main Street between 5th and 8th Streets is just over 10,000 vehicles per day and the average daily traffic count on St. Joseph Street between 5th and 8th Streets is just over 11,500 vehicles per day. According to the National Association of City Transportation Officials (NACTO) this volume of traffic is well below the threshold of 17,000 vehicles per day which warrants three lanes of travel.

A temporary pilot project and further study should be conducted to determine the feasibility of this lane reduction and reverse angled back-in parking.

ii) Bicycle Oriented Streets

The designation of bicycle oriented streets are intended to provide a dedicated bicycle network to serve downtown as well as provide connections to the surrounding neighborhoods and community. While there have been some improvements to the bicycle network in recent years the connectivity of the overall network is lacking. Improvements to bicycle streets should include a dedicated on-street bicycle facility to provide safe, convenient connections and access throughout Downtown as well as additional bicycle parking. Bicycle oriented streets are proposed for Kansas City Street (illustrated below), 6th Street and East Boulevard. Each of these streets would include dedicated bicycle facilities and connect to other pieces of a bicycle network. On these streets parallel parking or other parking configurations should be considered to provide a safer riding environment. Improved roadways include:



example of an enhanced intersection for bicyclists and pedestrians to improve safety

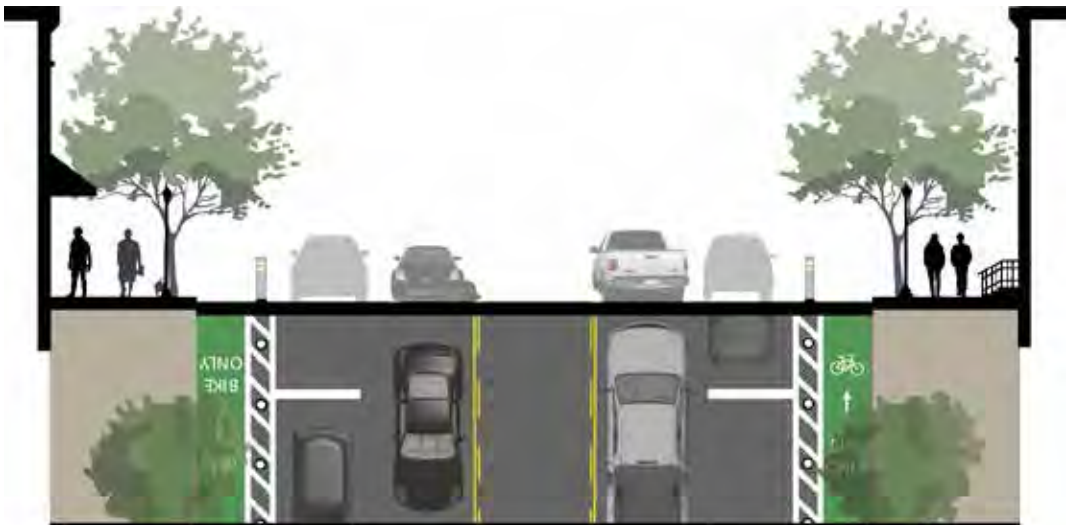
- Kansas City Street – connecting the SD Mines Campus to Dinosaur Park and Skyline Wilderness Area Park. See the Kansas City Cross Section, below, for propsed design details.
- 6th Street – connecting the Downtown Activity Center, from the Performing Arts Center to the Rapid Creek Greenway.
- East Boulevard – connecting the Innovation District, the neighborhoods to the south, and the Rapid Creek Greenway to the north.

Accommodations for bicycles should be considered through all streets downtown, but those streets identified provide the backbone for a connected bicycle network using the existing streets and trails.



example of reverse angled back-in parking with adjacent bike lane to improve the safety of cyclists

PROPOSED KANSAS CITY STREET CROSS SECTION



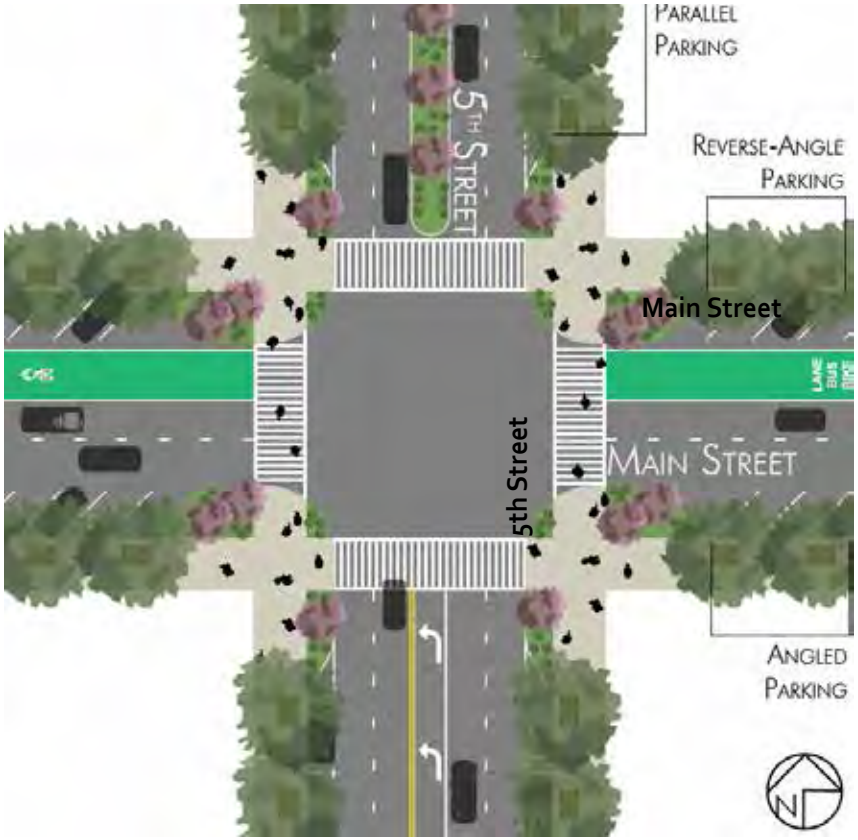
iii) Automobile Oriented Streets

A focus on other modes of transportation is necessary to balance the transportation system that serves Downtown Rapid City. To expect an abandonment of the automobile in Rapid City is unreasonable, so we must plan for them. In many ways the designation of automobile streets is about recognizing that access to and through downtown by automobiles is important, but so are other modes. The automobile streets are to be designed to accommodate the automobile as well as other modes on these streets, and more importantly the crossing of the automobile streets is a focus of these types of streets. For example, 5th Street is a recognized barrier between the Historic Core District and the Innovation District, but improving the connectivity across 5th Street with enhanced crosswalks and curb extensions (build-outs), will provide support for both districts as illustrated below in plan and section views.

Automobile Streets include West Boulevard (north of St. Joseph Street), Mt. Rushmore Road (8th Street), 5th Street and Omaha Street. These streets, while accommodating the automobile first, will also consider other modes and provide a comfortable experience for users. Improved streetscape is a defining element of these streets and crossings to create a more usable environment, specifically by pedestrians. The buildings that are adjacent to Automobile Streets typically do not relate to the street but rather relate to the internal site circulation. Within the core of Downtown, specifically along Mt. Rushmore and 5th Street, buildings should relate to streets and corners to provide a better pedestrian and crossing environment for people.



PROPOSED IMPROVEMENTS TO 5TH AND MAIN/ST. JOSEPH STREET INTERSECTIONS



b) Trail Network

In addition to street network and proposed improvements the expansion of the trail network would also improve the connectivity of Downtown (see Public Strategies Diagram on page 69). The existing Rapid Creek Greenway trail and amenities provides a great community asset but direct connections to Downtown are limited. Improved trail connections on the east and west ends and south sides of downtown would provide a connected trail network to serve downtown. When combined with the bicycle and pedestrian networks, a robust bike and pedestrian connectivity network will be created.

Enhanced intersection improvements on Omaha Street, similar to the 6th Street intersection, should be implemented to provide additional safe access points between downtown and the Rapid Creek Greenway. This should include a pedestrian refuge, a pedestrian activated signal or flashing lights, and crosswalk treatments as illustrated to the right.



existing enhanced intersection at Omaha and 6th streets

c) Public Space

In conjunction with the different street types and trail network, public spaces in Downtown can assist in creating connectivity. These areas provide space for people to gather and recreate within the downtown. Currently there are limited public spaces in Downtown Rapid City. While Main Street Square is one of the best examples of active public space in the Midwest, there are only a few other options for public space in downtown including, the new Trinity Eco Prayer Park, open space on the Pennington County campus and the quad at SD Mines. One of the public strategies is to add more public spaces to the downtown. More specifically, as the activity centers are developed, as part of the development strategy public space should be provided for use by residents, patrons and visitors (see Public Strategy diagram on page 69). Public space can provide an open amenity that can support the activities within the centers and for all of Downtown.



existing Trinity Eco Prayer Park

d) Gateways

Gateways can provide a visual cue when you are entering a different area of the community. Downtown Rapid City is a mix of development forms, characters and uses that is unmatched anywhere else in the community. As Downtown continues to grow and evolve, delineation of the downtown will remain important. Gateways signal recognition of place and often include elements that identify the community's rich history. In Rapid City, Gateways could take on themes such as indigenous roots, agriculture, the railroad, and other locally relevant historical or cultural references. Gateways can act as an indicator of investment and change downtown, reinforcing improvements to both the private and public realm. Four potential Gateways as illustrated in the Public Strategy diagram on page 69 have been identified based on those points that provide access to downtown and are most visible.

Gateway locations include:

- **3rd and Omaha Streets** – Improved pedestrian and bicycle crossing of Omaha Street and an identification element that recognizes the proximity to downtown should be made.

- **6th and Omaha Streets–** At the pedestrian crossing a monument or icon that indicates the proximity to downtown should be established.

- **Main Street and Steele Avenue** – This location is ideal for a signature piece that identifies the downtown area and assists to slow traffic through the area. An enhanced crossing as illustrated to the right, can provide a gateway into downtown. Opportunities to partner with the SD Mines may exist.

- **Main / St. Joseph Street at West Boulevard** – There is an opportunity at this location to provide a signature gateway to the west side of Downtown. The development form and pattern change at this location coming into Downtown, but a gateway would enhance the proposed changes to the roadway system and help calm traffic. The use of Halley Park in conjunction with a gateway element could provide a nice green entryway into Downtown. The "First Nations Sculpture Garden" to honor the intellectual accomplishments of 20th Century indigenous leaders is being built in Halley Park and will contribute to the sense of arrival for Downtown.

- **Mt. Rushmore Road and South Street** – Mt. Rushmore Road is a primary connection for Rapid City and Downtown from the south and west, providing direct access to and from the Black Hills and tourist destinations. Downtown should be identified along this route to encourage people to stop. This location, through new development patterns could anchor the south end of Downtown.









examples of a variety of potential gateway treatments

05
ACTION PLAN



ACTION PLAN SUMMARY: CHAPTER 05



ECONOMY
The Economic benefit to Downtown is one of the highest priorities of the Downtown Plan. **p 82**

- HOUSING EVERYWHERE
- JOBS AND INNOVATION
- SD MINES LINKAGES



EXPERIENCE
The Experience of the people using Downtown will greatly contribute to the Economic Benefit.
p 84

- ARTS AND CULTURE
- PARKING MANAGEMENT
- SAFE AND CLEAN



ENVIRONMENT
How people utilize the Downtown Environment will enhance their experience and keep them coming back. **p 86**

- KEY STREETS
- CONNECTIONS & GATEWAYS
- ZONING AND LAND USE

THE ACTION PLAN

The Action Plan is the heart of a Downtown Area Master Plan. The action plan includes many projects identified in other planning efforts, as well as many new ideas, prioritizing those with the most potential to advance community values and the City of Rapid City's mission. It is an action list for the City and BID in both the near and longer term. It includes actions the City will lead, as well as actions where the BID can and should play an important advocacy and support role to a partner organization.

And while it does not eliminate the potential for the City to reshuffle priorities in the future, it does suggest that the City will need to decline or reduce involvement in some other efforts in order to remain diligently focused on the included actions, which are its priorities. The graphic on the following page depicts the three major action areas for the City of Rapid, using words to describe desired results for Downtown Rapid City: Economy, Experience, and Environment

"The Economic benefit to downtown is one of the highest priorities of the Downtown Plan.

The Experience of the people using downtown will greatly contribute to the Economic Benefit.

How people utilize the Downtown Environment will enhance their experience and keep them coming back. Within each of the three major action areas are three major initiatives."





Economy	Experience	Environment
1. HOUSING EVERYWHERE	4. ARTS & CULTURE	7. KEY STREETS
2. JOBS AND INNOVATION	5. PARKING MANAGEMENT	8. CONNECTIONS AND GATEWAYS
3. SD MINES LINKAGES	6. SAFE AND CLEAN	9. ZONING AND LAND USE

ECONOMY

	1. HOUSING EVERYWHERE	2. JOBS & INNOVATION	3. SD MINES LINKAGES
GOAL	*Encourage the development of new housing in a variety of types and price points throughout Downtown. Aim for 350+ new units over the next five years.*	*Create a live/work "makers" and innovation district east of 5th Street to SD Mines. Position this part of Downtown as a regional center for innovation and entrepreneurship, building upon Downtown's role as the regional hub for commerce in Pennington County. In addition, encourage additional conventional office space that can be developed within the next 5 to 7 years.*	*Create a stronger connection in the physical, economic and programming linkages between downtown and SD Mines in order for Rapid City to be thought of more as a "college town" than a town with a college.*
RELATION TO CORE VALUES	**Prosperous, Active, Welcoming, Livable**	**Prosperous, Active, Livable**	**Connected, Active, Welcoming**
WHY IT'S IMPORTANT	Propelled by national demographic and lifestyle trends, and evidenced by local market data, residential is the strongest market opportunity in Downtown. Downtown housing enhances the region's competitive edge by helping to retain and recruit both young and highly skilled labor.	Cities across the country are competing to attract young skilled workers to fuel economic development and regional prosperity. Downtown's compact and walkable scale, coupled with its emerging livability, create an economic advantage for Rapid City and the region. A district dedicated to artisan manufacturing and creating technology, goods and services will create a distinct destination in Rapid City attracting innovation and a creative workforce.	SD Mines is a STEM (science, technology, engineering and math) college that is providing a continuous pipeline of young skilled talent that can fuel the regional economy. Stronger relationships between Downtown and SD Mines can create an enhanced sense of pride for the community, engage young people in Downtown, and provide a reason for graduates to remain in Rapid City.



ECONOMY

	1. HOUSING EVERYWHERE	2. JOBS & INNOVATION	3. SD MINES LINKAGES
NEAR TERM STRATEGIES	*1a Revise downtown zoning and land use policies to encourage residential development.* *1b Create a pilot tax abatement incentive for downtown residential development.* *1c Identify key amenities and services that are needed to encourage downtown living.* *1d Mobilize major employers to develop credit enhancements that can help secure financing for housing.* *1e Inventory key buildings and opportunity sites for housing and engage local owners in redevelopment planning.*	*2a Revise zoning code regulations east of 5th Street so a mix of uses and building styles and types is encouraged.* *2b Explore partnerships with SD Mines to nurture local talent and collaboration.* *2c Outreach to the manufacturing and technology industry and the community at large to determine the level of interest in pioneering the Innovation District.* *2d Develop marketing strategies for Innovation District properties with owners and commercial brokers.* *2e Expand entrepreneurial support program at SD Mines (Black Hills Business Development Center) that matches training and support for start-ups from SD Mines to specific commercial locations within the downtown core.* *2f Advise property owners throughout Downtown on the new open floor plate office space formats that are attractive to new creative firms and younger demographics.*	*3a Evaluate marketing and promotional opportunities to showcase Downtown restaurants and retail for SD Mines employees, students and visitors.* *3b Explore options to bring educational programming and/or classrooms from SD Mines into the Downtown core.* *3c Attract local retail, restaurants and other amenities that cater more to the college age population with a focus on the 18 - 21 age group.* *3d Explore more downtown programming oriented to celebrating SD Mines events and sports teams.* *3e Begin implementation of the economic (see jobs and innovation) and physical connections (see environment) recommendations within this plan.* *3f Recognize the importance of the Civic Center's location Downtown and advocate to ensure that future improvements to the Civic Center's facilities remain Downtown, and connected to SD Mines.*
UP TO 5 YEARS	*1f Recruit and install key amenities that serve downtown residents i.e. dog park, grocery, neighborhood services.* *1g Design and carry out a marketing effort to recruit developers and investors from larger Rocky Mountain and Midwest cities.* *1h Evaluate the effectiveness of the pilot tax abatement and, if it works, extend it.*	*2g Revise downtown zoning and land use policies to encourage mixed use and "maker space" development.* *2h Consider including tax abatements to encourage well designed development in the Innovation District.*	*3g Investigate options for connecting employees from SD Mines to housing in the Downtown core and surrounding neighborhoods.* *3h Continue to encourage economic and physical linkages between SD Mines and Downtown.* *3i Enhance the effectiveness of transit between SD Mines and the downtown core and the Civic Center, offer longer hours and more frequent service.*
TOOLS	• **Tax abatement for residential development** • **Tax Increment Financing (TIF)** • **Institutional credit enhancement initiative** • **Zoning and land use change** • **Leasing commitments by major employers**	• **Revise downtown zoning and land use policies to encourage mixed use and "maker space" development.** • **Consider including tax abatements to spur well designed development in the Innovation District.**	• **Sponsorships** • **Private donors, alumni**
WHO?	• City of Rapid City • Business Improvement District • Pennington County (pilot tax abatement initiative) • Institutional employers in region	• City of Rapid City • Business Improvement District • SD Mines • Private sector tech. and manufacturing companies • East of 5th Group	• City of Rapid City • Destination Rapid City • SD Mines • Business Improvement District • Rapid Transit System (RTS)

EXPERIENCE

	4. ARTS & CULTURE	5. PARKING MANAGEMENT	6. SAFE & CLEAN
GOAL	*Continue to strengthen Downtown's position as the center for arts & cultural expression within the Black Hills region.*	*Manage Downtown's parking supply in the most effective way to serve retail customers and visitors, support employees and business and help incent new mixed-use development, including housing and innovation sectors.*	*Maintain a consistently clean and safe experience throughout the Downtown core. A clean and safe Downtown is key to creating a desirable walking and biking environment.*
RELATION TO CORE VALUES	**Prosperous, Active, Welcoming**	**Prosperous, Active, Welcoming**	**Prosperous, Active, Welcoming, Livable**
WHY IT'S IMPORTANT	Arts and culture provide a differential advantage for Downtown in the Black Hills region by creating the place where local creativity thrives. Arts and culture support economic development in a variety of ways. Arts and culture also can provide an important common ground for bringing diverse populations together.	Parking is the first and last experience for most Downtown visitors, and it is part of the economic development infrastructure that supports retail, employment and residential vitality. Rapid City has not kept up with best practices in the management of its parking resource, creating an opportunity to introduce new practices and technologies.	A clean and safe environment is foundational to creating a desirable downtown where people want to live, work, visit and be entertained. Destination Rapid City, through the Business Improvement District, has been critical to successfully stabilizing the area around Main Street Square over the past 5 years. Efforts must be made to expand beyond the core of Downtown.



EXPERIENCE

	4. ARTS & CULTURE	5. PARKING MANAGEMENT	6. SAFE & CLEAN
NEAR TERM STRATEGIES	*4a Enhance public understanding, appreciation, and respect for all cultures, achieving diversity, equity, and inclusion, with a focus to strengthen Native American artists and organizations as an inherent strength of our region (Rapid City Cultural Plan goal).* *4b Encourage Native American artists in all disciplines with education, support, and funding assistance to establish and sustain their businesses (Rapid City Cultural Plan goal).* *4c Downtown stakeholders and the Civic Center should enter into joint marketing efforts to promote the arts and cultural events taking place at the Civic Center.* *4d Identify additional signage, public art, and other placemaking improvements that can embellish 6th street as a corridor that connects Downtown's cultural destinations between Columbus Street and North Street (Performing arts, Civic Center, Journey Museum and Learning Center, Dahl, etc.).* *4e Promote live-work space for artists.*	*5a Update the 2007 Parking Study, focusing on ways to improve overall parking management, pricing, enforcement and technologies.* *5b Implement recommendations from a parking study update, including changes to on-street pricing and technologies.* *5c Consider on-street pricing that is responsive to short term transactions (i.e. first 15 min up to 1 hour free) and seasonality (i.e. higher rates in summer).* *5d Identify sites for a second municipal parking structure, such as the city parking lot on 5th and St. Joseph, considering catalytic impacts and ways to strengthen both the core of Downtown and the East of 5th Innovation district.* *5e Investigate opportunities for shared parking to serve downtown and the Civic Center and encourge Rapid Ride to extend the season and hours of the trolley so remote parking is more realistic.*	*6a Update existing lighting fixtures downtown and ensure they are medium to full cut off.* *6b Explore the creation of a new Downtown Social Services Task Force to focus on compassionate methods for reducing homelessness.* *6c Explore additional safety regulations and increased policing (including on foot/bicycle) to discourage inappropriate behaviors on the streets, ranging from aggressive panhandling to unruly behavior after bars close.* *6d Adopt a fire suppression regulation that coincides with a more robust incentive program, such as the implementation of an improved Fire Sprinkler Loan Program with 2% over 15-20 years.* *6e Enhance snow and ice removal on downtown sidewalks and bike lanes to encourge year round walking and bicycling.*
UP TO 5 YEARS	*4f Support the development of a Native American Cultural Center in Downtown Rapid City.* *4g Build and market a Rapid City brand: "Experience Rapid City…culturally, historically, artistically, creatively, etc."* *4h Promote arts based community development approaches to community building Downtown by working with the groups listed below.*	*5f Build a second municipal parking garage ideally as part of a mixed-use development that includes residential, retail and/or office space (potentially on the city parking lot on 5th and St. Joseph).* *5g Consider an alternative model for the management of Downtown's parking resource, including potential outsourcing of the parking function to the BID or the creation of a municipal parking authority.*	*6f Support efforts to increase* regional investment in social services and housing *that better serve street populations with the goal of reducing and eventually eliminating homelessness.* *6g Implement the lighting plan with consideration for low light pollution technologies.* *6g Support the Police Chief's recommendation to narrow Main and St. Joseph from three-lane one-way streets to two lanes to improve public safety.*
TOOLS	• **Placemaking Enhancements such as signage and public art** • **Implement public art walks and trails**	• **Parking revenue, including new on-street meter technologies and pricing**	• **BID and City CIP: lighting plan implementation** • **Regional initiative to increase commitments to social services**
WHO?	• City of Rapid City • Business Improvement District • Rapid City Arts Council • First People's Fund • Rapid City Circle of Friends • East of 5th Group	• City of Rapid City • Business Improvement District • Pennington County • Civic Center	• City of Rapid City • Business Improvement District • Pennington County • Social service agencies

ENVIRONMENT

	7. KEY STREETS	8. CONNECTIONS & GATEWAYS	9. LAND USE & ZONING
GOAL	*Improve the pedestrian experience throughout Downtown focusing on primary streets and intersections. Develop a complete streets network and expand the amenity infrastructure - streetscape, bicycle racks, benches, trash receptacles, etc., and improve wayfinding - to attract more investment to specific Downtown corridors*	*Create a redundant active transportation network by enhancing and expanding biking and walking connections to and through downtown to SD Mines, surrounding neighborhoods, and the Civic Center.*	*Create additional places, nodes of activity, within Downtown that provide a destination for people using Downtown. Revise the zoning code within Downtown, specifically, east of 5th Street to make it easier to attract housing, maker and innovation space, and mixed use development. Incentives and regulatory relief will play a critical role in bringing to reality these transformative ideas.*
RELATION TO CORE VALUES	**Prosperous, Connected, Active, Welcoming, Livable**	**Connected, Welcoming**	**Prosperous, Active, Welcoming, Livable**
WHY IT'S IMPORTANT	Streets provide the lifeblood of the city and are the most utilized non-developed space in the city. They allow people to interact with their city and they are for use by everyone. Key streets should be physically comfortable and safe for pedestrians, cyclists, motorists and transit users. In much of Downtown Rapid City, the streets are the only public space and therefore should be enhanced to provide a comfortable environment, including gathering places, to encourage people to walk more, linger longer, and engage with one another. A well designed street with pedestrian enhancements is something that many visitors will remember and tell others about their travels.	Downtown is surrounded by diverse neighborhoods whose residents are an integral part of the downtown economy. These neighborhoods offer a range of housing including more affordable options for the City's workforce. Connecting adjoining neighborhoods to the core will improve its ability to function as a fully integrated economic unit. Downtown is stronger when the surrounding neighborhood residents can easily access jobs, services and retail. Getting around by bike and on foot is an increasingly important quality of life consideration. Millennials, including the SD Mines students, are much more likely to move to (or stay) and work in places that are easy to access and move around without a car.	A revised zoning code will provide additional opportunities for development to meet the current market needs, by removing the impediments found in the current zoning regulations. This is particularly true in the area east of 5th Street in which the development of additional housing, commercial space, retail and services, as well as maker and innovation space, such as research and lab space, is desired, and aligns with many of today's market opportunities.

ENVIRONMENT

	7. KEY STREETS	8. CONNECTIONS & GATEWAYS	9. LAND USE & ZONING
NEAR TERM STRATEGIES	*7a Evaluate and if appropriate implement demonstration / temporary projects on Main and St. Joseph Streets between 3rd Street and East Boulevard that eliminate a lane of travel, includes a bike/bus lane, and back-in angled parking (on one or both sides).* *7b Upgrade and enhance the streetscape throughout Downtown, but particularly outside the Downtown core, including the use of street trees. Implementation of streetscape improvements should begin along the identified pedestrian streets of Main Street, St. Joseph, 6th Street, 3rd Street and Elm Street.* *7c Work with the SDDOT to improve the signal timing on Omaha Street to better attract motorists to use it as an alternative to Main and St.Joseph Streets.*	*8a Partner with employers and property owners in the BID to add more bike racks throughout each district with an iconic brand.* *8b Add bike and walk distance and time range markers to key destinations throughout Downtown.* *8c Begin transition of Kansas City Street to a bicycle street by implementing on-street bike lanes from 5th Street to Birch Avenue to better connect SD Mines.* *8d Implement wayfinding signs on the west end of the study area to Skyline Wilderness Area and Hanson-Larson Memorial Park.* *8e Implement gateway treatments at Main Street and University Loop, St. Joseph Street and West Boulevard, and 5th and Omaha Streets.* *8f Complete the improvement of Kansas City Street to a bike street by providing on-street bicycle lanes, from 5th Street to West Street to connect the SD Mines campus to Skyline Wilderness Area and Dinosaur Park.*	*9a Develop a strategy and companion incentive package to help attract a small grocery store /market (i.e. 10,000 – 25,000 sq.ft.) and/or include a non-traditional ownership format (i.e. similar to Breadroot Natural Foods Co-op).* *9b Prepare zoning code updates to encourage mixed-use and housing development throughout Downtown and address the regulation challenges east of 5th Street.* *9c Support development within the identified activity nodes with incentives to ensure an urban form and pattern of development.* *9d Develop, fund and implement a façade rehabilitation program.* *9e Implement the Design Guidelines.* *9f Adopt an ordinance creating a permit system to allow food trucks (and if desired, other mobile retailing trucks) to occupy public parking spaces.* *9g Undergo a land use study in the Civic Center area to evaluate existing/potential future uses that compliment and build on Downtown's success.*
UP TO 5 YRS	*7d Evaluate the results of the Main and St. Joseph demonstartion project. If the results are positive implement the proposed changes.* *7e Evaluate the feasibility to convert Main and St. Joseph Streets back to two way streets with one lane in each direction and turn lanes at key intersections. Use the remaining space to increase the width of the pedestrian realm.*	*8g Create enhanced pedestrian/bicycle crossings of Omaha Street to the Rapid Creek trail, similar to the 6th Street crossing, at East Boulevard, 3rd, 5th, and 8th Streets. Prioritize the 3rd Street Crossing to support the 3rd Street activity node connection to the Rapid Creek trail.* *8h Improve the intersections of 5th and Main and St. Joseph Streets for pedestrians.*	*9h Focus on retaining and enhancing Wilson Elementary school to attract more families and employees to live Downtown.*
TOOLS	• **Revised Capital Improvements Programming (CIP) to include improvements to Downtown Streets, including streetscape, bike lanes and bike/bus lane conversion on Main and St. Joseph** • **Potentially use parking revenue**	• **CIP funding for gateway implementation.** • **Public Private Partnerships (PPP), with partners identified below, for public improvements in Downtown** • **Federal/State Transportation funding for addition of bike lanes to Kansas City Street.** • **DOT grant funding** • **Private developers** • **Vison funds**	• **Revised Land Use Map of Downtown, based on place types defined in the plan** • **Revised Zoning Districts and approval process** • **Historic Façade Improvement Program with assistance in creating and administering the program from HPC – an initial investment in grant dollars by the City will be recouped in tax valuation as observed in Sioux Falls**
WHO?	• City of Rapid City/Business Improvement District • SDDOT • SD Mines	• City of Rapid City and Business Improvement District • SD Mines • West Boulevard Neighborhood Association	• City of Rapid City, Historic Sign Review Board • Property Owners • Pennington County • SD Mines • Historic Preservation Commission • Rapid City Area Schools

06
IMPLEMENTATION



IMPLEMENTATION: CHAPTER 06



SOURCES OF FUNDING

Potential funding sources are sorted into two broader categories: funding that can be initiated by the City or BID, and funding that will require commitments from other partners. **p 90**



MEASURING PROGRESS

Two complimentary approaches – Quarterly Reports and Annual Key Indicator Tracking – will be used to measure progress on implementation. **p 94**



RC DOWNTOWN PLAN COORDINATING COUNCIL (DPCC)

The DPCC will consist of an array of stakeholders, and will work closely with the City to implement the action items in this plan. **p 93**

SOURCES OF FUNDING

Implementation of the action steps in the section above will take dedicated effort and resources. This section of the master plan looks at how the City of Rapid City and the BID can align its resources and efforts to achieve the action steps.

A variety of funding sources have been identified to advance the initiatives outlined in the Action Plan. Funding sources are divided into two primary bundles – funding that can be driven and/or initiated by the Rapid City Council and/or the Downtown Business Improvement District, and funding that will require resources and commitments from partners.

A

FUNDING THAT CAN BE DRIVEN OR INITIATED BY THE RAPID CITY COUNCIL OR DOWNTOWN BID

B

FUNDING THAT WILL REQUIRE RESOURCES AND COMMITMENTS FROM OTHER PARTNERS

A CITY OF RAPID CITY AND/OR THE BID

Zoning Revisions

While the out-of-pocket cost to the City of Rapid City would be negligible, zoning revisions within the downtown, particularly in the area east of 5th Street, could create the opportunity to attract significant new investment. Out-of-date non-urban standards in the existing General Commercial zoning district are viewed by the local investment community as an impediment to new investment, particularly for many of the mixed-use and residential development types that are supported by current market conditions and future trends. Zoning revisions could help to "unlock value" that is currently percolating within many parts of the Downtown.

Parking Revenue

Rapid City has not kept up with best practices in the management of its on-street and off-street municipal parking resources, creating an opportunity to introduce new practices and technologies. We recommend that the City and BID start by updating the Downtown's last parking study that was undertaken in 2007, and then implement several ideas that could improve consistency in the parking experience – including pricing, marketing and management. There is opportunity to increase overall parking revenue AND improve the parking experience for Downtown visitors, consumers, employees and investors. As in many downtowns, parking revenue could be reinvested in a Downtown Parking Enterprise Fund and used to implement new capital improvements, including streetscape, roadway design, landscaping, gateways and wayfinding, and a new parking structure.

City CIP

The City of Rapid City should consider rearranging priorities within its Capital Improvement Program (CIP) planning to implement capital recommendations within the Downtown Plan. This funding source could be appropriate for many of the recommendations within the "Environment" section of the Action Plan, including enhancements to key streets and installation of connections and gateways for a variety of modes.



Tax Increment Financing

While a common tool used to help leverage private investment throughout Rapid City, downtown revitalization and the elimination of blight is a core purpose of tax increment financing that makes its use fully appropriate to advance the Downtown Plan. TIF should be considered for both public space improvements and pioneering new private development that introduces housing and innovative mixed-use concepts.

Business Improvement District

While BID revenue is limited, the Downtown Plan may provide new options and priorities on how BID funds are expended. Areas of emphasis would include the "Experience" work program, including efforts to advance arts and culture, parking management and safe and clean tactics. In addition, Downtown property owners should consider future increases in rates and/or bonding BID funds as investment is attracted and values grow.

B PARTNER FUNDING OPTIONS

Tax Abatement

In order to jump-start residential development in the core, Pennington County and the City could jointly explore and implement a pilot tax abatement initiative. This could be offered during a three year pilot period and provide a multi-year abatement (5 to 10 years) in which developers and owners of new residential and/or residential mixed-use development pay taxes on an escalating scale. For example, a five year period for a new housing or mixed use development property taxes could be paid as such: year 1, 0%; year 2, 20%; year 3, 40%; year 4, 60%; and year 5, 80%. This would be a great way to jump start new housing developments and may only be needed for the first couple projects until comparable projects are created so future developers are able to obtain financing. A tax abatement structure also offers many advantages over TIF. To the governing agencies, new tax revenue is recouped quickly in a much shorter term than TIF. For the residential developer or owner, the abatement provides relief when needed most during the initial lease-up or sales period for new units. The City and County should work together to adopt a tax abatement program.

VISION FUNDS:

The City Council may use the Vision Account to finance buildings, facilities, infrastructure or other capital projects. The City Council is authorized to issue revenue bonds to be paid from the Vision Fund in order to finance the projects contained in the plan. The Vision Account may also be used to fund the operational expenses of economic development projects or programs.

Credit Enhancements from Large Regional Employers:

This is a method whereby large regional employers provide a credit enhancement (or guaranty) to a development company to improve its debt or credit worthiness and help jump-start new projects. Through credit enhancement, the lender is provided with reassurance that the borrower (developer) will honor the obligation through additional collateral, insurance, leasing commitments or a third party guarantee. Credit enhancement provides leverage to developers creating housing that achieves Rapid City's housing goals. For the large regional employers, the return is in the form of helping to recruit skilled employees that may choose to live in new Downtown housing.

Crowd-Sourcing

Crowd-sourcing platforms, where funds are secured through localized online appeals, could provide resources for low-cost capital and programming ideas that benefit Downtown residents and workers. Recent examples include crowd-sourcing to create a new Downtown dog park in Cleveland, or crowd-sourcing to secure funding for dedicated bicycle lanes in Downtown Denver. In each case, Downtown residents and businesses matched funds that were put forth by the BIDs.

Foundation/Corporate Grants and Sponsorships

Many of the Action Plan capital and programming recommendations may be appropriate for securing foundation or corporate grants and sponsorships. Improvements such as expanding the B-cycle program or active amenities in parks may be well matched for foundation or corporate sponsorships. Special events will remain a top opportunity for sponsorship.

Historic Property Development Incentives

Federal Tax Incentives: There is a 20% tax credit program on the qualified expenditure of a substantial rehabilitation of a certified historic structure. The tax credit applies to the building owner's federal income tax for the year in which the project is completed and approved. The 10% tax credit program is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be rehabilitated for non-residential use.

State Property Tax Moratorium: SDCL 1-19A-20 provides an 8 year moratorium on the property tax assessment of certified improvements. The State Property Tax Moratorium may be utilized by the owner of any certified historic structure, including private residences. This is available only to properties listed on the National Register of Historic Places.

Deadwood Fund Grant: Funded by a portion of gambling revenue generated in Deadwood, SD. Grants ranging from $1,000 to $25,000 given to projects that retain, restore, or rehabilitate historic buildings, structures, and archaeological sites in South Dakota for commercial, residential, or public purposes.

RAPID CITY DOWNTOWN PLAN COORDINATING COUNCIL

A Rapid City Downtown Plan Coordinating Council (DPCC) is proposed to continue the momentum and partnerships created by the Downtown planning process and help steer implementation. The DPCC is envisioned to be an ad hoc group made up of individuals represented by the following:

- City of Rapid City
- Business Improvement District (BID)
- Destination Rapid City (DRC)
- South Dakota School of Mines and Technology (SD Mines)
- Pennington County
- Chamber of Commerce
- E. of 5th Group
- Tech 1k Group
- Regional Health
- Black Hills Corporation
- Economic Development Council (ED)
- Rapid City Arts Council
- Rushmore Plaza Civic Center
- Historic Preservation Stakeholders
- Neighborhood Associations
- Downtown Business Representatives

This group will be overseen by the City on implementing the Downtown Plan recommendations and convening efforts to support, develop, and create downtown improvements. The group could meet periodically (quarterly) and also be mobilized as-needed to advance specific projects, policies and other initiatives as they arise.

Staff Support: Downtown Planner

It is recommended that the City of Rapid City create a position within the planning department for a Downtown Planner whose primary focus would be to oversee the implementation of the Rapid City Downtown Area Master Plan over the next five to seven years. The Downtown Planner would be the point person at the City for advancing all of the city-oriented recommendations from the Plan. Many of these recommendations will require multi-departmental coordination. In addition, many recommendations require ongoing partnerships with agencies that can leverage City resources and energy to advance implementation. While a full time Downtown Planner is envisioned, this position could share other downtown-related planning functions, such as historic preservation. Two complimentary approaches are suggested to measure progress in achieving the goals and strategies of the market-based Downtown Area Master Plan: quarterly implementation reports and an annual key indicators assessment.

MEASURING PROGRESS

Two complimentary approaches are suggested to measure progress in achieving the goals and strategies of the market-based Downtown Area Master Plan: quarterly implementation reports and an annual key indicators assessment.

Quarterly Reports

Progress to implement the Rapid City Downtown Area Master Plan will be overseen by the City with input from the Coordinating Council. To track progress in implementing the action steps of the plan, a quarterly progress report should be prepared by the Coordinating Council Chair/ Downtown Planner and presented to the City Council and BID indicating what activities have been taken within each of the three activity areas.

Annual Key Indicator Tracking

The activity centers and action steps have been identified to move Downtown Rapid City forward toward the community's larger vision and values for Downtown as described by the Core Values of the plan. In order to connect the specific activities to the larger vision, the City can track measurable indicators that offer information about how closely Downtown resembles the desired core values of Prosperous, Connected, Active, Welcoming, and Livable. The City should establish a baseline upon adoption of the plan and then use the suggested key indicators below to measure progress toward the core values:



ACTIVE

- Number of Downtown residents
- Number of transit transports
- Annual attendees at Downtown events & attractions
- Pedestrian counts at a variety of locations at 3:00 PM on weekday/weekend



LIVABLE

- Number of Downtown residents
- Jobs diversity by industry and skill level
- Racial mix of pedestrian and park user counts
- Median home price by downtown area neighborhoods (East, West, North, South, Core)



PROSPEROUS

- Office and street level vacancy rates
- Number of outdoor seats
- Number of dining establishments
- Number of jobs
- Number of residents employed in Downtown
- Number of new businesses



CONNECTED

- Linear feet of new sidewalks
- Improved walk score
- Linear feet of new bike facilities
- Number of people crossing improved intersections on Omaha and 5th Streets
- Number of people using new sidewalks and bike facilities
- Improved connectivity index from FHWA



WELCOMING

- Provide feedback from downtown visitors
- Return customers, both local and out of town

02
MARKET ASSESSMENT SUMMARY



MARKET ASSESSMENT: CHAPTER 02



PURPOSE OF A MARKET ASSESSMENT

To help inform recommendations by pointing to tactics and public or private investments that strengthen underlying market trends. **p 30**



MARKET ASSESSMENT HIGHLIGHTS

There is opportunity for market rate housing, commercial technology and innovation, and retail expansion. **p 32**



KEY MARKET FINDINGS

Understanding market opportunities informs the Action Plan by demonstrating what the market may be able to deliver and what actions the City of Rapid City and BID may be able to take to support or enhance the market trends. **p 31**

PURPOSE OF A MARKET ASSESSMENT





As part of the master planning process, a Market Assessment was prepared to help inform recommendations by pointing to tactics and public or private investments that strengthen underlying market trends. The assessment, which is an appendix to this plan, summarizes current market conditions in Downtown Rapid City in order to inform the goals and implementation tactics for the Downtown Area Master Plan. It is not a full-scale market analysis with quantified demand projections but, rather, an educated overview and qualitative assessment of trends and market opportunities.

The Market Assessment draws on both quantitative analysis of data and interpretation of observations and interviews. The report was compiled using primary and secondary data sources such as ESRI's Business Analyst online, the U.S. Census Bureau, real estate market reports, City of Rapid City data and reports, regional reports and surveys, as well as past market analyses. The interviews were conducted to gain qualitative information from property and business owners, developers, entrepreneurs, young leaders, Destination Rapid City, and City of Rapid City staff.

The Market Assessment draws on both quantitative analysis of data and interpretation of observation and interviews.





KEY MARKET FINDINGS

An understanding of market opportunities informs the Action Plan by demonstrating what the market may be able to deliver and what actions the City of Rapid City and BID may be able to take to support or enhance the market trends. Based on both quantitative data and qualitative inputs, P.U.M.A. identified the following as key market opportunities in Downtown Rapid City in the current five- to seven-year investment cycle.

- There is strong demand for up to 370 multifamily housing units in Downtown for all price points and a variety of types (apartments, condominiums, townhomes).
- Affordable, creative office space is in demand, particularly east of 5th Street.
- Projections for job growth in Downtown could generate demand for 100,000 to 200,000 square feet of additional commercial space in the next five years.
- In the visitor market there appears to be a gap in current offerings for a small, 4-star or higher boutique hotel.
- Retail spending patterns and gap analysis demonstrate retail market opportunity in restaurant, specialty foods, books and music, small electronics, and personal and health product stores.
- Public realm investments can strengthen the residential, retail, visitor and office markets.



the new Pure Bean coffee shop in the Creamery building is a great example of a local business filling a needed niche between SD Mines and the Downtown core

HOUSING

HOTEL

CREATIVE OFFICE SPACE

RESTAURANTS

PUBLIC REALM

some of the most commonly cited needed improvements for Downtown





MARKET ASSESSMENT HIGHLIGHTS

Millienials and empty nesters are driving a resurgence in Downtown living.

Global Trends in Effect in Rapid City

Since 2006, P.U.M.A. has been conducting award-winning research into global trends affecting downtowns and how communities can respond. These trends add insight that can be used to help predict the direction and magnitude of local market trends. Many of these trends are evident in Downtown Rapid City, and can be expected to become increasingly important to creating a thriving downtown.

- Changing workforce demographics including the rise of Millennials and women.
- Millennials and empty nest Boomers are driving a resurgence in downtown living.
- Skilled talent is in high demand, driving businesses to locate in compact urban centers.
- Demand for and use of alternative transportation modes is increasing.
- Increasing demand for healthy lifestyles, including fresh food and active living options.
- Rising awareness of social inequity, leading to demands for more affordable housing .
- Growing consumer preference for local retail and experience shopping.



the Hay Camp Brewing Company expansion is a great example of the growing consumer preference for local retail

Market Rate Housing Demand

The strongest market opportunity in Rapid City in early 2016 is in housing across a wide spectrum of price points, with approximately 210-370 new units projected in the next five years. Vacancy rates Downtown are five percent across all housing units, while evidence from brokers shows extremely tight supply and substantial pent up demand for market-rate units. Current residents' average affordable rent is in line with monthly asking rents in the mid-$500s. However, Downtown Rapid City workers and empty-nest Boomers in the community – who are driving the return to downtown living in a wide range of markets – can afford rents of approximately double the current average. There are gaps in supply of modern format, 1 and 2 bedroom upscale units that they desire within easy walking distance to the core. Rental and for sale units are both undersupplied. While all age and income segments are more likely to rent than in previous decades, empty nesters in particular may still prefer ownership.

South Dakota School of Mines and Technology (SD Mines) students and young professionals are another market for quality housing in Downtown. Millennials are the age group most likely to choose urban living albeit at a lower price point and with lower amenity expectations, as on-campus facilities supply many amenities. Rental units are needed for this segment.



creative work spaces are in high demand, particularly for Millennials

Commercial Technology and Innovation Niche

Downtown is a desired address in Rapid City and enjoys extremely low office vacancy. Companies that compete for skilled talent are increasingly looking for locations that offer an educated talent pool, an outdoor recreation lifestyle, and a walkable urban core. Projections for job growth in Downtown could generate demand for 100,000 to 200,000 square feet of additional commercial space in the next five years. A goal shared by downtown and regional economic development entities is to better link talent to jobs in innovation and technology businesses. Downtown is the only location regionally that can offer all of the desired attributes to capture these workers and companies.

However, there are gaps in supply of open format flexible workspaces that fit the workstyle of younger talent. The underutilized property immediately outside the historic core (east of 5th Street) is a prime opportunity to develop an Innovation District that appeals to workers and companies. The success of the existing co-working space at The Garage, The Own, and Racing Magpie demonstrate a need for incubator, accelerator, and co-working spaces.

Importantly, these developments help to set the tone for a new Innovation niche that could be fostered in Downtown. Efforts are already underway to better link the talent and research at SD Mines with permanent jobs in science and technology in Rapid City. The area of Downtown east of 5th Street has multiple assets that are well-suited to develop this niche including ample land area, lower property

cost than the core, older buildings that can be repurposed or redeveloped, and ideal positioning between the campus and the core.

Development east of 5th Street is currently hindered by suburban-like zoning regulations. Revisions can be expected to result in new investment. The office market would be further enhanced by a safer and more attractive environment on Main and St. Joseph Streets between the University and Downtown, better connections and wayfinding from Downtown to recreation assets, and better biking investments such as protected lanes and increased bike share.

Retail Market Niche Expansion

Storefront retail is contracting nationally. However, Rapid City enjoys a position as the hub of a larger region and as a visitor gateway, which supports stronger and more diverse retail than could survive on local patronage alone. Downtown has a highly desirable niche of primarily unique, locally owned shops and dining options. A major retail center just sorth of I-90 provides relatively convenient access to a wide range of goods including grocery and national chains. Retail spending patterns and gap analysis demonstrate retail market opportunity in restaurant, specialty foods, books and music, small electronics, and personal and health product stores. There is potential for Downtown to expand on its niche of unique and specialty restaurants and shops east of the historic core. Revisions to zoning will invite new development outside the historic core, however, supportable retail rents will be constrained by seasonal revenue fluctuations. The extension of highly walkable streetscapes can help encourage retail investment. To keep retail strong, Downtown must continue to provide convenient parking and can benefit from alternative modes such as expanded bikeshare and the trolley. Renovations to improve facades on historic buildings that are incongruent or in disrepair can also enhance Downtown's appeal as a place of consistent quality, inviting visitors to explore further and linger longer.

Limited Lodging Market Opportunity

Limited market potential currently exists in the downtown lodging market. Highly seasonal visitation to the region drives down annual revenues and occupancy numbers, which discourages corporate investors. Downtown lodging – which also serves business, conference and event visitors – fares somewhat better out of peak season. However, with an aging Rushmore Plaza Civic Center ("Civic Center"), Downtown is attracting fewer conferences and events. There appears to be a gap in current offerings for a small, 4-star or higher boutique hotel. Some 2- or 3-star hotel expansion also appears possible if the Civic Center were brought up to modern standards. Improvements should be made to the Civic Center to improve its marketability and capacity to compete for modern events and programming that serve the local population and the region. Downtown placemaking and wayfinding would also be supportive of investment in lodging.

Conclusion

As of early 2016, the strongest market opportunity in Downtown is in housing, with robust demand across a wide spectrum of market-rate housing types and price points. Also apparent is ample opportunity to develop modern office product, such as co-working and "maker" space, that appeals to skilled talent and companies. More cautious optimism exists for paced retail expansion and a small boutique hotel.

These key findings are considered in this Downtown Area Master Plan and influence the selection of implementation actions discussed later in this plan. The detailed Market Assessment can be found in the appendix at the end of this document.


ABY'S
FEED & SEED
406
at home
DESIGN
410
412
Bodfool DANCE STUDIOS
DANCE - VISUAL ART - MUSIC
THEATRE - AERIAL - FITNESS

Appendix A

ZONING RECOMMENDATIONS

DOWNTOWN RAPID CITY ZONING REVISION RECOMMENDATIONS

INTRODUCTION

Purpose

During the course of the Downtown Area Master Plan project, regulatory revisions were repeatedly raised as a critical element of removing market barriers and achieving community goals for Downtown. This document presents specific recommendations of the consultant team for zoning updates. These recommendations reflect input provided by a range of downtown stakeholders and City staff during the project. It is understood that if brought forward for adoption, they will go through a further public process that may result in adjustments and refinements. We encourage the staff and community of Rapid City to be bold and creative in revising the code, and to expect to make additional adjustments as they are found to be necessary.[1]

Guiding Concepts

While there are many nuanced revisions that reflect the full range of stakeholder discussion, these key concepts are embodied throughout:

- Open the door to and encourage urban development intensity throughout Downtown.
- Adopt modest parking and landscaping requirements in the balance of Downtown to ensure a well distributed long term supply.
- Accommodate historic development patterns by retaining zero parking and landscaping requirements in the historic core and other constrained sites.
- Increase pedestrian comfort throughout Downtown and particularly in key locations.
- Offer flexibility and choices to avoid monotony and allow for site differences.

1. Recommendations in this document may need legal revision in order to be reconciled with other existing provisions and definitions to be in expressed in legally defensible terminology. Terms that are not already defined will need to be added. Unless noted, these recommendations assume that here another section of code currently controls - such as historic standards - that section will continue to prevail.

RECOMMENDATIONS

Expand the CBD District to a Downtown-wide Zoning District

Purpose: *Allow a more urban style of development throughout Downtown, including areas east of 5th Street.*

Extent: *All orange and red shaded areas on the Development Strategy map.[2] The proposed Downtown ("DT") zoning district is in essence an expansion of the existing CBD district[3], but with some modifications. The provisions will apply uniformly in all of Downtown, except where exceptions or additional requirements apply in "Activity Centers" (red areas on the Development Strategy map)[4] which includes the portion of Downtown that is currently zoned CBD.*

1. As a rule, the existing provisions of the current CBD zone district will be carried forward into the DT district, except as modified in the recommendations of this document.

2. Development Standards

a. Applicability

The vast majority of Downtown is already developed, so development standards will apply as redevelopment and major expansions occur.

The development standards in the DT district apply to new development and to a building expansion greater than 50%[5] of its existing footprint. Within the DT district, a change in use of an existing building does not trigger the development standards.

b. Height Limit

Purpose: Setting a height limit ensures consistency and discourages speculation that can slow investment in Downtown.

i. Maximum height shall be 6 stories, except that in Activity Centers, the maximum height shall be 8 stories.[6]

c. Setbacks

Purpose: These standards allow urban – rather than suburban –setbacks throughout Downtown.

i. 0' minimum setback

ii. 10' maximum setback, except that in Activity Centers, the maximum setback shall be 5'.

iii. Setbacks shall be measured from the building face, covered portion of an entryway alcove, or edge of a permanent fenced or covered seating area or other public space.

iv. If across the street from LDR or HDR zoned block where half or more of the existing buildings are designed for single-family residential occupancy and are in residential use, the minimum setback shall match the average setback of the facing blockface.

2. See the Development Strategy map in the Downtown Area Master Plan, page 57.
3. Whether the resulting downtown-wide district is called CBD or DT is immaterial as the intent in either case is to use the existing CBD provisions as the basis for the entire district. For the sake of clarity in this document, we refer to "the DT district" to refer to the expanded area in contrast to the "current CBD zoned area." It may be easier in practice for the City to revise and expand an existing district rather than rezone the existing CBD to a new DT district.
4. "Activity Centers" include the historic core and proposed new node on 3rd street. The term is defined in the Plan glossary and will need to be defined legally within the code.
5. This threshold is higher than the citywide threshold because many properties in Downtown are constrained.
6. This is the number of stories allowed by-right. Taller heights could be achieved using the PUD process, subject to discretionary review including consideration of the Design Guidelines.

d. Pedestrian Friendly Elements

Purpose: Ensure that all new development in Downtown is pedestrian and bicycle friendly while encouraging creativity and allowing a wide range of choice.

i. Transparency: the required minimum transparency of the street level of all building faces fronting pedestrian oriented streets[7] is 45% of the area measured between 2 and 8 feet in height from the level of the finished sidewalk.[8] Exceptions may be granted by the Design Review Board.[9]

ii. Building face variations: Vary the setback or materials of street-fronting building faces every 100 feet.

iii. Outside of Activity Centers, provide 1 of the following pedestrian elements on private property on the primary building frontage (within Activity Centers, the requirement is increase to 3 elements per primary building frontage):

1. Transparency of 66% or greater on the street-facing first floor building face.

2. 2 benches or café tables with chairs, accessible from the public right-of-way per each 50 feet of frontage

3. 4 or more fixtures of downcast, pedestrian-scale lighting per each 50 feet of frontage, adequately spaced to create even light distribution.

4. Bike racks designed to hold 10 or more bikes per 50 feet of frontage.[10]

5. A primary access door that is street facing. A corner door may meet the requirement for two frontages.

6. On a development that extends an entire block face, a publicly accessible, well-lit interior or exterior passageway that grants access through the block.

7. Urban landscaping features:

a. 2 street trees;

b. 12 square horizontal feet of irrigated planter boxes or hanging baskets; OR

c. 20 square feet of vertical trellised wall area with adequate irrigated planting area to support plant coverage of the trellis.

d. On existing buildings, these landscaping elements may encroach the sidewalk so long as a minimum clear zone is maintained.

8. 1 piece of interactive art accessible to the public per each 50 feet of frontage.

9. Other art or design element(s) approved for alternative compliance by the Design Review Board, and by the Historic Preservation Commission within a Historic District.

e. Parking Lots

Purpose: Reduce potential negative impacts of parking areas on pedestrian appeal.

i. Parking lots must be located in back of or to the side of the primarily building, rather than occupying the majority of the primary street frontage.

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7. "Pedestrian oriented street" is defined in the Plan glossary and will need to be defined legally within the code.
8. As elsewhere in the document, the proposed requirement (i.e., 45% if on pedestrian oriented streets) is lower than the recommendation of the Design Guidelines (50% on all streets). This is intentional. Regulations set the minimum that all development must achieve while guidelines indicate what is preferred and can be used in discretionary review processes where the applicant may be asking for flexibility on some aspects of the development.
9. We understand there is intention to create a design review board. If one is created, it could add flexibility for creative elements by making subjective determinations about art as alternative compliance.
10. This is not be to confused with a sidewalk cafe permit, which can be used to allow seating within the public right of way.

ii. Within Activity Centers, parking lots may not exceed 40% of the improved lot area.[11]

iii. Along a primary street frontage, a pedestrian oriented street, and facing LDR zoned parcels. Parking lots must be buffered with landscaping.

iv. Rear or alley loading and delivery access is required. In the case of demonstrated hardship[12], alternative compliance may be approved by the Planning Director.

f. Landscaping [13]

Purpose: Allow for urban development intensity and adaptive reuse while ensuring an appealing Downtown environment.

i. Development in Activity Centers is exempt from landscaping requirements.

ii. The required amount of landscaping shall be 35% of the existing GC requirement.

iii. Urban landscaping elements of the Pedestrian Friendly Elements in section d above may be counted toward all or a portion of the landscaping requirement.

iv. Landscaped buffers for parking lots and outdoor storage may be counted toward all or a portion of the landscaping requirement.

v. For any expansion of an existing building, in the case of demonstrated hardship, the Planning Director may approve alternative compliance for all or a portion of the landscaping requirement through provision of non-irrigated planters, hanging baskets, or similar.

g. Trash Receptacles

i. Dumpsters must be located on-site and screened with a solid wall or fence.

ii. Development in Activity Centers is exempt from dumpster location and screening requirements.

iii. This requirement may be waived by the Planning Director in the case of demonstrated hardship.

3. Parking Requirements

Purpose: *The current CBD zoned area and other Activity Centers would remain exempt from all parking requirements. In other areas, a modest requirement ensures each development contributes to a well-distributed long term supply, acknowledges the on-street resource, and avoids free riders. The suggested requirements are low enough that* ***market demand will typically exceed the requirement.*** *Waivers for constrained sites* ***avoid the use of PUDs.***

a. Within Activity Centers, there shall be no parking requirement.

b. The requirement for non-residential uses shall be 35%[14] of the requirement in the GC district.

c. The requirement for residential uses shall be 1 space per housing unit, except that the requirement for student apartments within a quarter mile of the SD Mines campus shall be 0.5 spaces per bedroom.

d. On-street parking spaces that abut the parcel frontages may be counted toward the parking requirement. If on-street parking is counted toward the

11. This provision would prevent development of a small building surrounded with a sea of parking.
12. "Demonstrated hardship" is a legal zoning terminology that means the applicant must show that constraints on the site, such as topography or existing development, make it infeasible for the requirement to be met. Allowing the administrative waivers avoids the need for PUDs. Appeals of administrative waivers go a hearing body, such as the Board of Adjustment.
13. These provisions will need to be reconciled with any updates to who is responsible for street trees and other landscaping elements within Downtown.
14. The specific ratios should ideally be confirmed by a more detailed parking study. These recommendations provide a path forward and can be further reduced should a parking study support it.

requirement, it shall not obligate the City to provide such spaces or constrain the City from removing such spaces. In the event that on-street parking is removed by the City after the approval of a development, the property shall not be considered non-conforming with regard to parking.[15]

e. A reduction of 1 required space is allowed for every 5 covered, secured bike parking spaces for occupant use, up to a total reduction of 2 spaces or 10% of the total parking requirement, whichever is greater.

f. The parking requirement for a quick service or counter service restaurant (such as a café, lunch counter, coffee shop, or ice cream shop) shall be one-half of that for a standard (table service) restaurant.[16]

g. The Planning Director may approve alternative compliance, or waive up to 100% of the parking requirement in cases of demonstrated hardship. A waiver may be approved for only the portion of the requirement for which hardship is demonstrated.

h. Fee-in-lieu option

We recommend the City authorize a fee in lieu option that a developer may choose instead of providing all or a portion of the required parking. Such fees should be earmarked for provision of structured parking within Downtown when and where a need becomes evident.

4. Use Regulations

Purpose: Allow for a broad mix of uses within the Downtown and reduce the number of uses that require approval through a public hearing.

a. The current CBD use list will be the starting point, to be modified for the DT district.

   i. Simplify use lists and tables as recommended in the Zoning Diagnosis.

   ii. Convert most conditional uses to allowed-by-right with conditions.

   iii. Enable mixed use, multifamily residential in a range of forms as defined by appropriate "building types"[17]. (See separate Housing Everywhere strategy memo)

      1. Appropriate urban building types included within the DT District should include:
         a. Row House
         b. Stacked Flat
         c. Walk-up Apartment
         d. Mid-rise Apartment
         e. Live / Work units
         f. Small Mixed-Use
         g. Large Mixed-Use

      2. Include the building types as permitted uses in the DT zoning District.

      3. Building type definitions should include unit count, floorplate size, lot size and frontage width, height, setbacks and any performance standards appropriate (i.e., building coverage, access and parking location, etc.)

15. This parking provision acknowledges that in many parts of Downtown, on-street parking is ample and can alleviate some of the need for off-street supply. It is offered as an option for property owners that wish to provide less private on-site supply, but should not be construed to create a right or to constrain the City from making future changes.
16. We recommend this change be considered for city-wide application.
17. The "building type" approach expands the past approach taken by the City to address the allowance of townhouse buildings.

b. Mix of Uses

Any use allowed in the district is allowed as either a stand-alone use or as part of a mixed use development or mixed use building. Within Activity Centers, first floor commercial use location requirements (2.b. of the Special Development Regulations for Activity Center) shall apply.

c. New Uses

i. As recommended in the Zoning Diagnosis, shift to use categories with examples rather than exhaustive lists of specific named uses, e.g., "retail sales" rather than "shoe shop."

ii. Define artisan manufacturing and creative industries as an allowed use category, with examples to include maker space and breweries.[18]

1. In order to maintain vitality in Activity Centers, include the condition that, if located within an Activity Center, and artisan manufacturing use must offer an ancillary retail or gallery component such as a tasting or show room. Artisan manufacturing in other areas of Downtown may, but are not required to include ancillary retail.

2. Exempt ancillary tasting rooms from food sales requirements.

3. Consider limiting the hours of operation of ancillary tasting rooms to address excessive consumption and behavioral concerns.

iii. Allow public uses by right.[19]

iv. Allow food trucks as a temporary use.[20]

d. Auto-oriented uses

To protect and create a vibrant, compact pedestrian-friendly Downtown, some auto-oriented uses may need to be restricted. The GC district along Omaha will provide a place for these near Downtown.

i. The suggested maximum lot area for parking lots in the Activity Centers may create a limit on the establishment of auto-oriented uses.

e. Storage

i. Storage shall be allowed as an ancillary use only, and shall be limited to a maximum of 10% of the lot area.

ii. Indoor storage areas may not occupy the portion of a building that faces a pedestrian oriented street.

iii. Outdoor storage must be located in back of the building.

iv. No outdoor storage shall be allowed in Activity Centers.

v. Outdoor storage areas must be paved and shall be enclosed by a solid wall or fence.[21] Stored items shall not be stacked above the height of the wall or fence. Non-stacked items that exceed the fence height (such as vehicles, equipment, or large components) are allowed.

18. The Nashville zoning code contains example definitions that could be adopted or tailored by Rapid City.
19. Public uses are not currently allowed by right in the CBD district. The City is considering creation of a zoning district for public facilities. In general, we recommend allowing public uses in all districts, possibly with size or occupancy limitations in residential neighborhoods.
20. This provision allows a property owner, including the City, to host food trucks on their property for an event. Citywide provisions for approval and duration of temporary uses would apply unless alternate provisions are added. For food trucks in public rights of way, see Other Regulations section below.
21. If the general screening provisions of the code allows materials that are not acceptable in Downtown, this provision should specify materials.

5. *Sign Regulations*

Purpose: Allow for attractive and creative signage that advertises a variety of tenants and is oriented toward the pedestrian.

a. Carry forward sign provisions of the CBD and modify as below:

b. Allow blade signs.

c. Prohibit new pole signs in Activity Centers.

d. Increase in allowed signage area by 30% for sculptural art signs.

e. Allow pedestrian-scale tenant signage on the front face of mixed use, multi-story buildings to display the names of business tenants that do not have floor level or street-facing units. Regulate their size and location.

f. Allow pedestrian-scale signage on the side face of corner buildings to display the names of businesses located on the side street within one block.[22] Regulate their size and location.

Special Development Regulations for Activity Centers

Purpose: *A section of the DT district regulations should define "Activity Centers" (red shaded areas on the Development Strategy map, which include the current CBD district) and creates special provisions to ensure that Activity Centers are especially well-oriented to pedestrians. These additional requirements are offset by zero parking and landscaping requirements and additional height allowances within Activity Centers.*

Extent: *Red shaded Activity Center areas on the Development Strategy map, and any additional activity centers as may be designated in the future.*

1. Define Activity Centers with legal and general descriptions, and include or link to a map. State that where these provisions conflict with the provisions for the DT district generally, these provisions control.

2. Zero Parking and Landscaping Requirement

   Development in Activity Centers are exempt from all parking and landscaping requirements as stated in the general parking and landscaping sections above.

3. Additional Height Allowance

   Provisions in the general building height section, above, allow up to 8 stories in Activity Centers (compared to 6 elsewhere in Downtown).

4. Pedestrian Friendly Activity Center Provisions

   Purpose: Ensure that Activity Centers are especially well-oriented to pedestrians.

   a. These standards are in addition to the required Pedestrian Friendly Elements for the DT district as a whole (Section 2.d.).

22. It can be beneficial to promote side-street businesses within a walkable Downtown, but sandwich boards create clutter and can impede foot traffic. A common non-regulatory solution we commonly recommend is for the City or Downtown organization to install and maintain district-wide side-street directory signage. This is somewhat costly. This regulatory approach is less expensive however, it does not ensure that all side-street businesses can find a willing sign host or afford what the property owner may decide to charge.

b. Entry Door

One street facing or corner entry accessible from the sidewalk is required on the primary building face.

c. Additional Pedestrian Friendly Elements

Provide 3 elements from the Pedestrian Friendly Elements list, in section 2d, per each 50 feet of frontage.

d. First Floor Commercial

Purpose: Activate street level floors. Rather than requiring commercial use as some codes do – for which there may not be adequate market demand at a given time and location – this recommendation is simply to require commercial construction so that the first floor may be used for commercial when the market can deliver a non-residential use. In addition, we recommend codifying a best practice in walkable districts, which places amenities on the first floor to activate the street level of residential buildings.

i. A minimum depth of 20' of the street-facing first floor of any building must be built to commercial standards.

ii. In a residential-only building, if shared activity or amenity areas are provided such as leasing offices, fitness club, game room or similar, these shall occupy street-facing first-floor areas until such areas are fully utilized. However, this standard does not preclude the provision of rooftop or upper-story deck amenities.

Acknowledge Distinct Attributes and Market along Omaha

Purpose: *Continue to allow auto-oriented uses in Downtown along Omaha, which in this location can serve Downtown residents, workers, and visitors as well as the community at large. However, apply some parking location and buffering standards along pedestrian oriented streets to encourage pedestrian movement across Omaha.*

Extent: *Purple shaded Downtown Edge area on Development Strategy map.*

1. Retain General Commercial (GC) Zoning in the purple shaded area.
2. Add a provision in the GC zone district requiring that GC zoned parcels that abut pedestrian oriented street segments in Downtown must comply with parking lot location & buffering requirements of the new DT District.

Buffer and Support the Existing Neighborhood

Purpose: *Encourage continued investment with a mix of predominately residential development with some smaller-scale commercial uses.*

Extent: *Yellow shaded Neighborhood Area on the Development Strategy Map.*

1. Add contextual height limits and setback provisions to the DT zoning adjacent to residential areas and uses.
2. Allow a full range of housing types as described in the Housing Everywhere strategy memorandum. Use a "building type"[23] approach to specifically enable a broad range of small-scale, higher density building types, with limited and targeted neighborhood-scale mixed-use development.

23. See Footnote 17

a. Create a Downtown Neighborhood zoning district or revise the existing HDR, High-density residential, zoning district that defines the allowable building types compatible to walkable, urban neighborhoods. The table provides prototypical standards for appropriate types, and identifies their context based on the plan.

b. Standards for each building type should include unit count, floorplate size, lot size and frontage width, height, setbacks and any performance standards appropriate (i.e building coverage, access and parking location, etc.)

c. Frontage designs refer to the relation of buildings to the streetscape. Standards for each frontage type may be based on specific blocks and locations, and the existing context of different areas within the plan. The frontage design is then used to ensure compatibility across a variety of building types on single block.

d. Enable limited and targeted neighborhood-scale mixed-use development at key locations within or adjacent to Downtown Neighborhood areas.

e. Implementation of Neighborhood policy from the Downtown Area Master Plan includes the following options:

    i. Rezone Neighborhood (yellow area) Downtown Neighborhood District or converted HDR District.

    ii. Encourage rezoning of commercially zoned property within the Neighborhood Place Types to Downtown Neighborhood or converted HDR as change occurs.

f. To further implement the Neighborhood policy from the draft Downtown Area Master Plan, encourage rezoning of commercially zoned property within the Neighborhood Place Types to the Downtown Neighborhood or converted HDR district.

OTHER REGULATORY ISSUES

Two other significant regulatory issues came up that are not typically addressed in zoning regulations: an expansion of the fire suppression requirement; and food trucks in the public right of way. We note these as additional items for separate regulatory treatment:

1. Food Trucks

Purpose: Food Trucks are a desired use in Downtown, but are not currently allowed. Mobile retailing can help add vitality on a temporary or pop-up basis in areas that are not yet established to the point of regular patronage. They can also meet excess demand at the busiest times, when brick-and-mortar businesses may already be at capacity. As such, they add vitality and improve the visitor experience.

Adopt an ordinance creating a permit system to allow food trucks (and if desired, other mobile retailing trucks) to occupy public parking spaces. An incremental approach that begins with limited times and locations initially can allay fears and be expanded later if desired.

a. Initially, we suggest offering permits in the CBD as follows:
    i. Location: only in street parking spaces adjacent to Main Street Square.
    ii. Number: only as many as can easily be accommodated in street parking spaces adjacent to Main Street Square
    iii. Distribution: a maximum of one per business or individual.
    iv. Times: only during the high season (May-September) at times when there is a scheduled, permitted event in Main Street Square. We understand that many such events create demand in excess of the capacity of local restaurants which can be partially met by the food trucks.

b. To encourage vitality in emerging areas of Downtown, we further recommend allowing food trucks without a permit requirement east of 5th Street, or requiring permits but allowing an unrestricted number.

c. Permit fees should be structured to encourage food trucks while offsetting typical revenues that would otherwise be generated from the occupied parking spaces.

2. Fire Suppression

The Fire Department has expressed concerns related to safety and response times if more of Downtown is developed at urban density. We recommend a community discussion to consider the below, which is proposed by the Fire Department as a local modification to the International Fire Code.

a. Any primary building that shares a common wall with another primary building, regardless of size, shall be required to install a fire suppression sprinkler system. A memo describing the importance of fire supression is proved in section G of this appendix.

	Development Standards			Frontage Design				Plan Context			
Housing Types	Units	Lot Size	Height	Yard	Terrace	Courtyard	Street-front	Activity Center	Downtown General	Downtown Neighborhood	Downtown Edge
Small/Urban Lot Detached House	1 unit	3,000 – 6,000 s.f.	1 – 2.5 story	☑	☑	☑	[L]	☒	[L]	☑	[L]
Multi-unit Detached House	2-4 units	5,000 – 10,000 s.f.	2 – 3 story	☑	☑	☑	[L]	☒	[L]	☑	[L]
Row House	3 – 6 units	1,500 – 2,500 s.f. per unit	2 – 3 story	☑	☑	☑	[L]	☒	☑	☑	[L]
Stacked Flat	2- 4 units	5,000 – 10,000 s.f.	2- 4 story	☒	☑	☑	[L]	☒	☑	☑	[L]
Walk-up Apartment	4-12 units	5,000 – 10,000 s.f.	2 – 4 story	☒	☑	☑	[L]	☒	☑	☑	[L]
Mid-rise Apartment	12-40 units	10,000 – 25,000	3 – 6 story	☒	☑	☑	[L]	☒	☑	☑	[L]
Live / Work	1 unit	3,000 – 6,000 s.f.	1 – 2.5 story	☒	☑	☑	☑	[L]	☑	[L]	[L]
Small Mixed-Use	1-6 units	5,000 – 10,000 s.f.	2 – 4 story	☒	[L]	[L]	☑	☑	☑	☒	[L]
Large Mixed-Use	6 units +	10,000 s.f. or more	2-6story	☒	[L]	[L]	☑	☑	☑	☒	[L]

☑ Preferred permitted type

[L] Limited Type based on context or specific conditions

☒ Prohibited Type

Appendix B

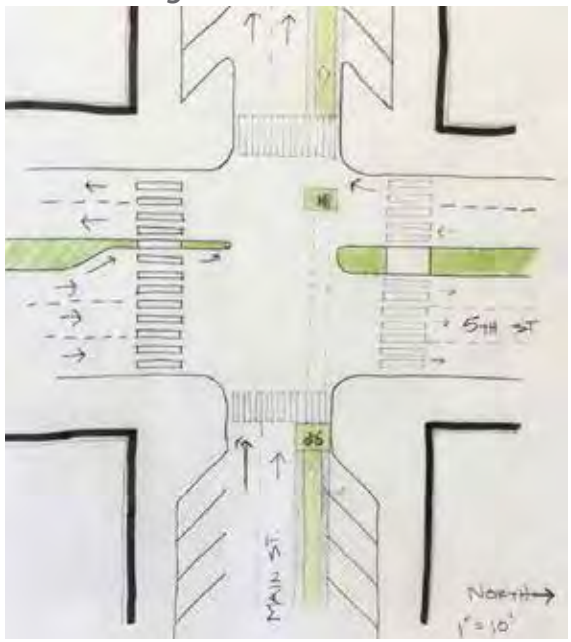
COMMUNITY WORKSHOP DRAWINGS

COMMUNITY WORKSHOP DRAWINGS

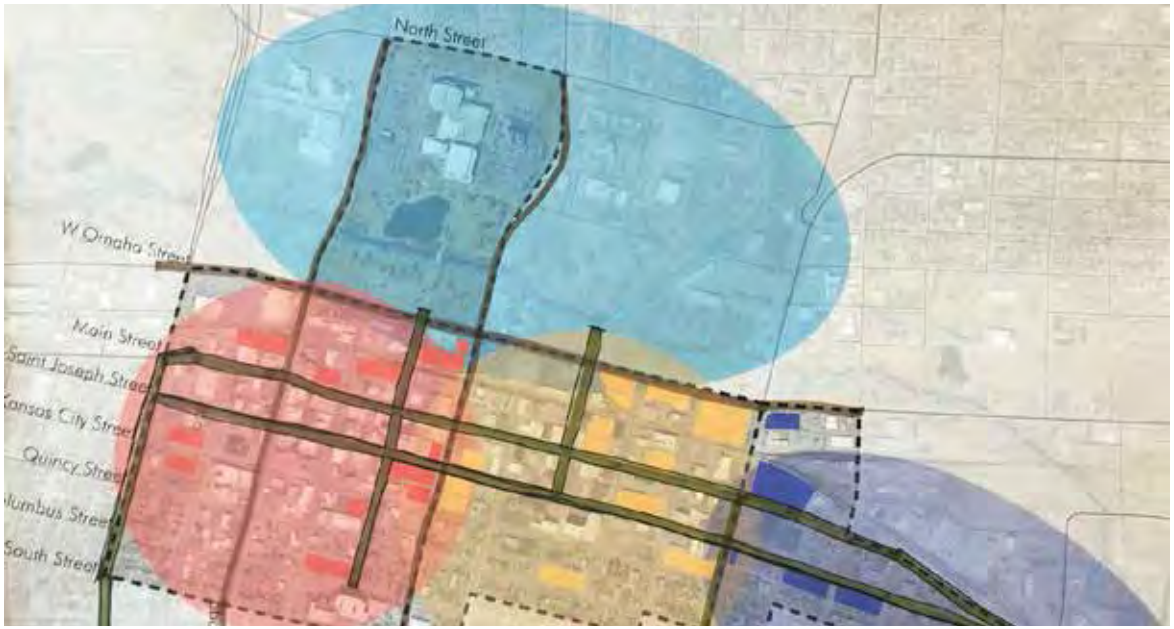
As describe in Chapter 3, as part of the community engagement process, a design workshop was held in February 2016. There were over one hundred attendees in the course of three days.

Preliminary framework plans, contraints, opportunties, and design ideas were sketched, presented, and discussed with the community, County Commissioners, City Council, Planning Commission, Current and Long Range Planning Staff, Working Groups, and Public Safety officials. The following pages are illustrations prepared during the workshop that were further refined into the Frameworks presented in Chapter 4.

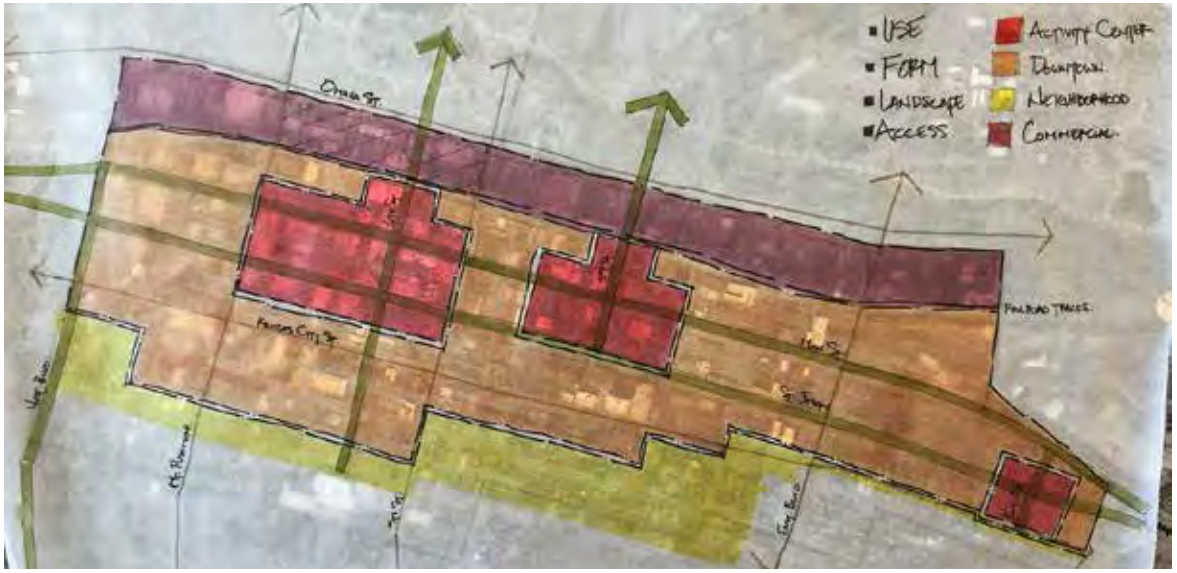
MAIN AND 5TH INTERSECTION DIAGRAM



DOWNTOWN DISTRICTS EVOLUTION



DEVELOPMENT FORM



STREET CROSS SECTION STUDIES



bicycle lanes on Main and St. Joseph



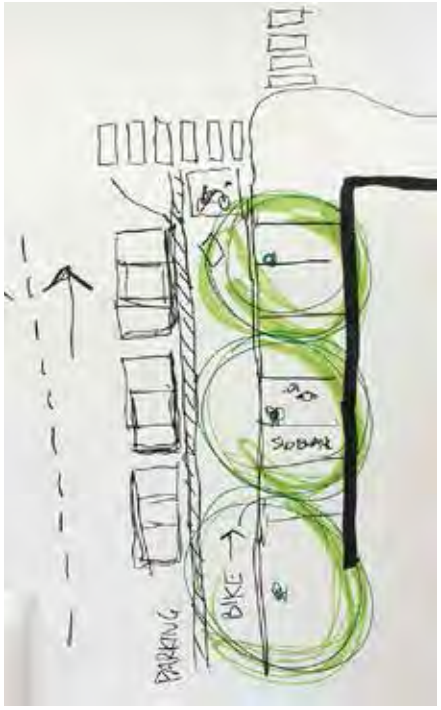
bicycle lanes on north-south streets w/ parallel



protected bicycle lanes on Main and St.



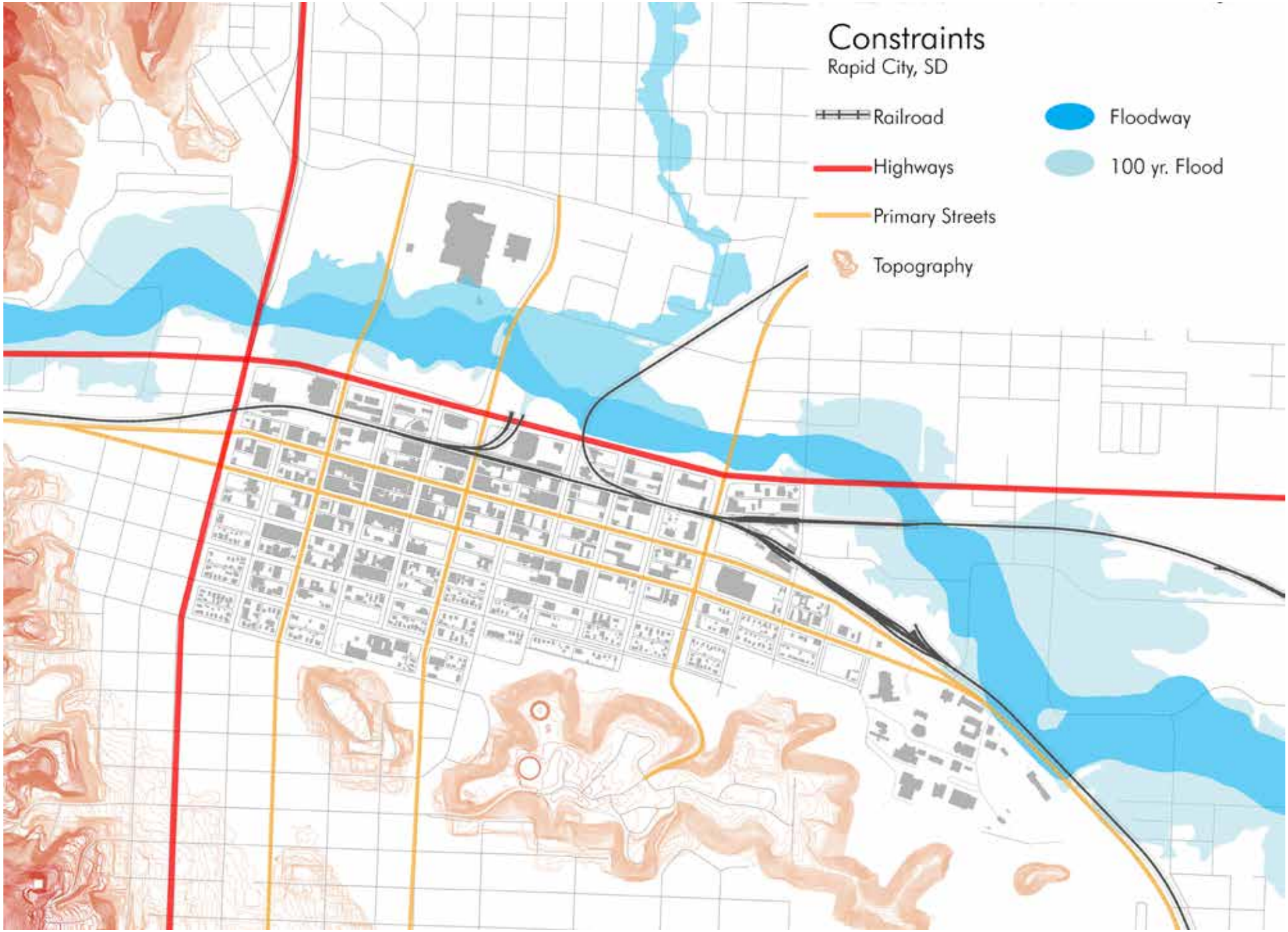
widened sidewalks on Main and St. Joseph with parallel parking

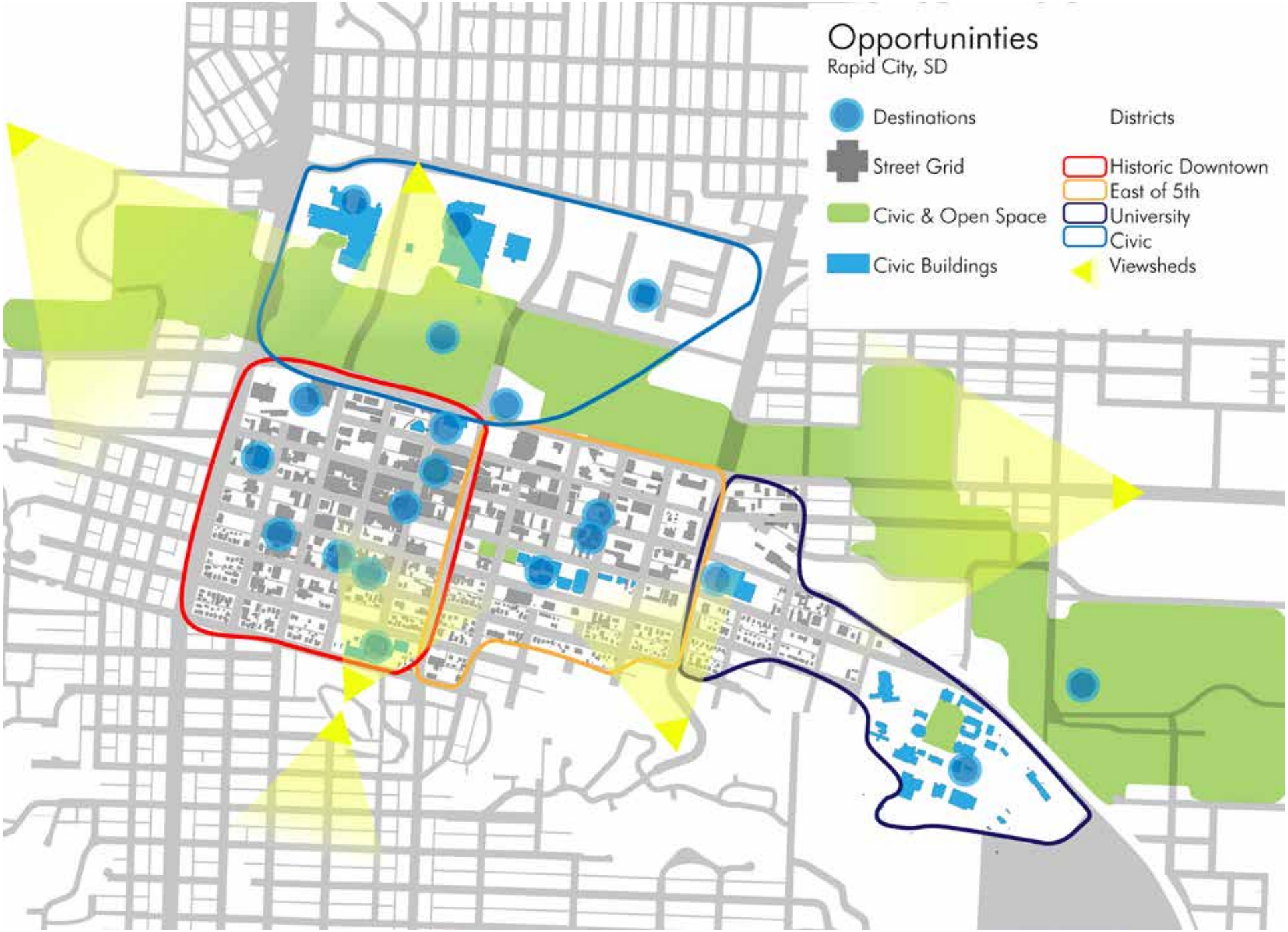


buffered bicycle lanes between parking and sidewalk

MULTIMODAL CONNECTIVITY AND GATEWAYS




Constraints
Rapid City, SD
Railroad
Highways
Primary Streets
Topography
Floodway
100 yr. Flood


Opportuninties
Rapid City, SD
Destinations
Street Grid
Civic & Open Space
Civic Buildings
Districts
Historic Downtown
East of 5th
University
Civic
Viewsheds

Appendix C

COMMUNITY SURVEY RESULTS

DOWNTOWN RAPID CITY SURVEY RESULTS

As part of the Downtown Rapid City Master Plan, The City of Rapid City and Progressive Urban Management Associates launched an online survey in the fall of 2015 to collect broad stakeholder input on priorities and improvements to Downtown Rapid City over the next 5 to 10 years. The following analysis presents the survey's key findings and results. As of January 22, 2016, there were 1,347 survey responses.

KEY FINDINGS

- The top three factors ranked as very important for improving Downtown Rapid City over the last five years were: clean and safe services (70%); Main Street Square (59%); and festivals and events (49%).

- The five most common words used to describe respondents' vision for Downtown Rapid City in the next ten years were **Safe, Clean, Vibrant, Fun,** and **Friendly**.

- Respondents chose the following five actions as very important steps for achieving their vision for Downtown Rapid City: improve the safety of Downtown, including better lighting (63%); improve the parking experience for customers and visitors (58%); activate downtown east of 5th Street with more development (47%); and make Downtown Rapid City more walkable and bikeable (45%).

- When asked to choose **the single most important action** to achieve their vision for Downtown Rapid City, respondents' top five choices were:

    1. **Improve the safety of Downtown, including better lighting** (24%)
    2. **Improve the parking experience for customers and visitors** (14%)
    3. **Activate Downtown east of 5th Street with more development** (11%)
    4. **Make Downtown Rapid City more walkable and bikeable** (9%)
    5. **Attract neighborhood serving retail and amenities** (7%)

- When asked to suggest **one specific improvement** of their choosing to enhance Downtown Rapid City, respondents' most common suggestions included:

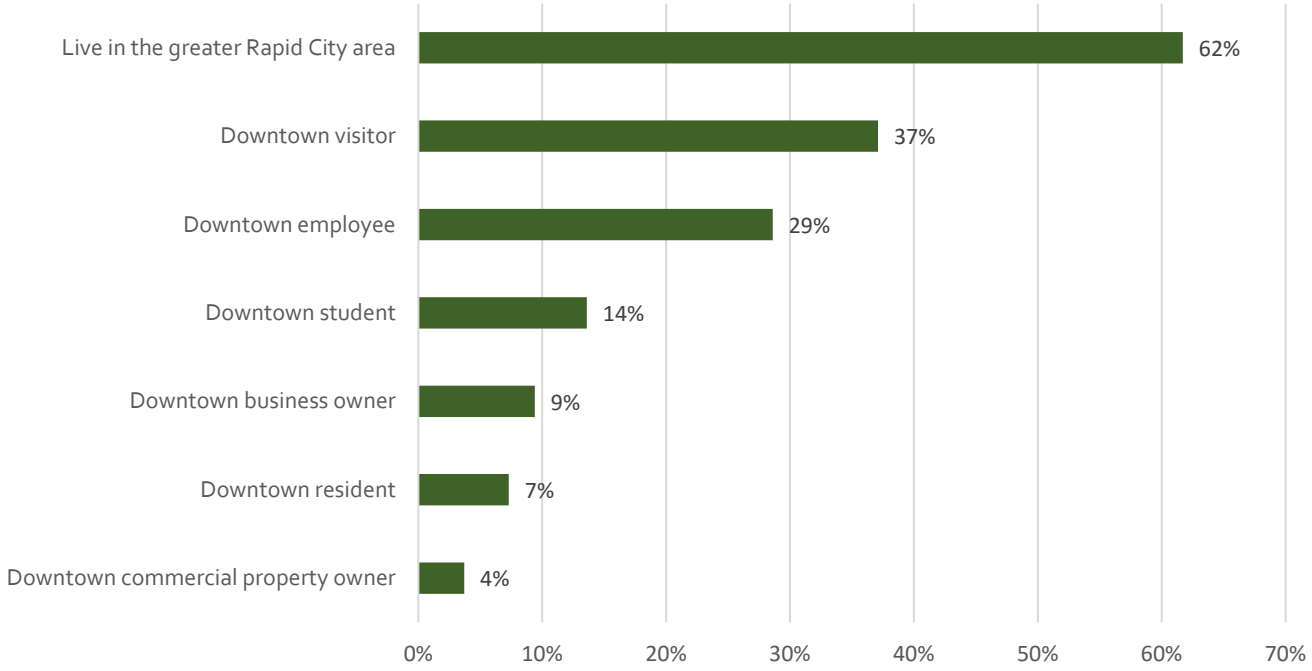
    - Improve safety throughout Downtown and nearby areas, both day and night
    - A wider variety of events and activities Downtown that engage the entire community
    - Broaden the variety of restaurants and retail
    - An improved Downtown parking experience

- Improve the appeal of Downtown to Mines students, by providing more events, entertainment options, and better housing options near Downtown
- Increase attention to the areas east of 5th S

Respondent Characteristics

The majority of survey respondents categorized themselves as people living within the greater Rapid City area. According to residents' home zip codes, most of the respondents live within the greater Rapid City area. The majority of respondents (58%) were between 35 and 64 years old, while a third of respondents were between 18 and 34. Slightly more than half were women. The respondent pool was 90% White. Almost two thirds (64%) of respondent households earned between $50,000 and $199,000 annually.

Interest in Downtown: respondents' primary interests in Downtown Rapid City.

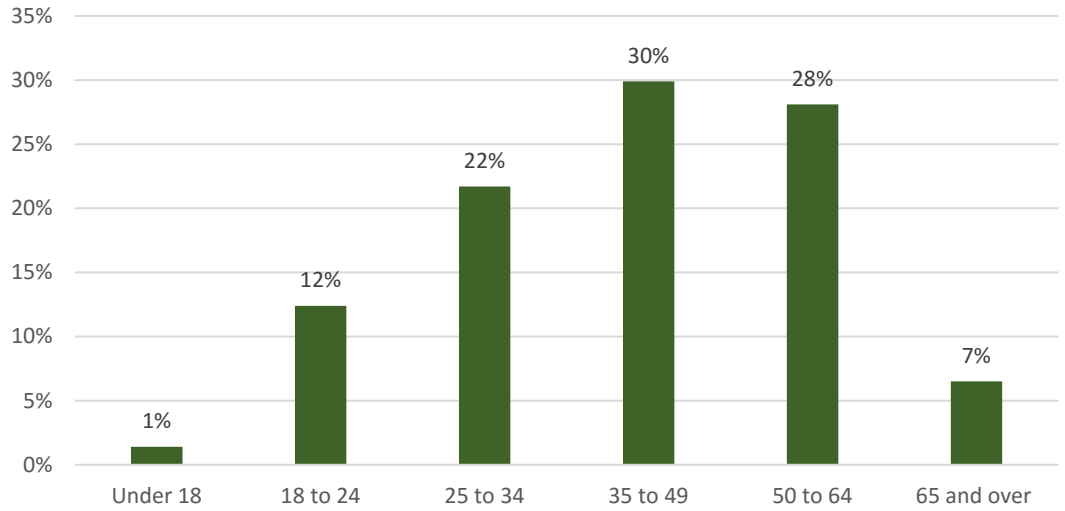


Zip Code: More than 90% of respondents live within the greater Rapid City area. 75% of the respondents live in zip codes 57701 and 57702 – representing most of Rapid City and adjacent areas just north and west of the City. There were several respondents with a primary residence in Wyoming or Colorado. There were also individual responses from a few other states such as California and Washington.

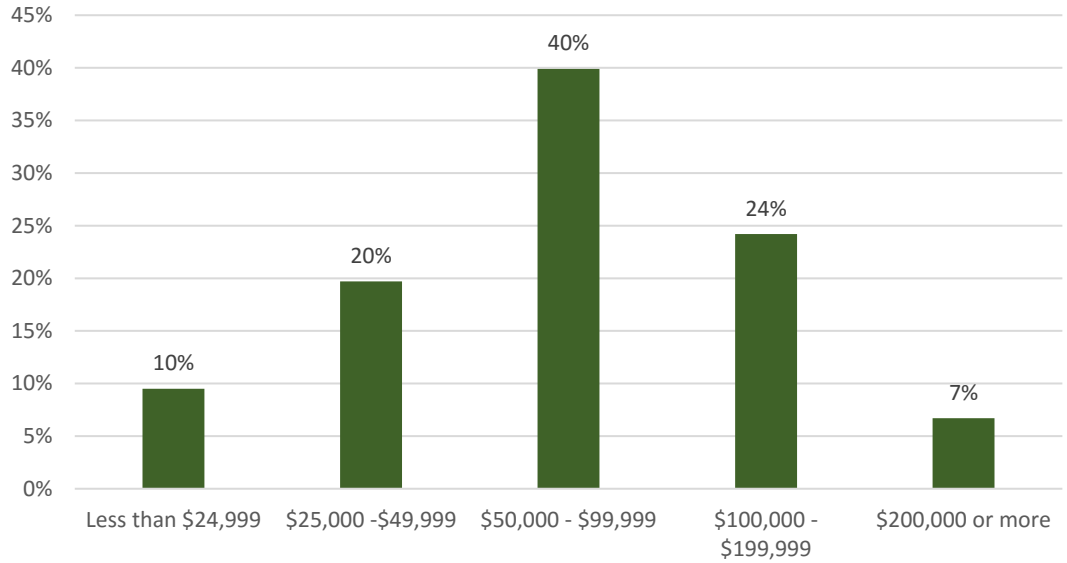
Gender: 53% of respondents were female.

Race and Ethnicity: 89.6% of respondents identified themselves as White, 2.6% as American Indian, 2.1% as Asian or Pacific Islander, 1.5% as Hispanic/Latino, 0.7% as African American, and 3.5% as Other.

Age: respondents' age:



Income: respondents' annual household income:



Survey Results

Q1: Over the past five years, which factors have been important in improving Downtown Rapid City? Respondents were asked to rate the importance of the following factors, from 'Very Important' to 'Not Important', based on each factor's impact on improving Downtown Rapid City over the past five years. **Clean and safe services** was respondents' top factor for improving Downtown, followed by **Main Street Square** and **festivals and events**.

Answer Options	Very Important	Important	Somewhat Important	Not Important
Clean and safe services	**70%**	25%	4%	1%
Main Street Square	**59%**	29%	10%	3%
Festivals and events	**49%**	38%	12%	2%
New restaurants and retail	**45%**	39%	14%	2%
New businesses and jobs	**43%**	40%	15%	1%
Arts and culture	35%	39%	21%	5%
More visitor friendly services	31%	46%	20%	3%
Bike lanes on Kansas City Street	19%	26%	35%	20%
Memorial Park Promenade	19%	36%	33%	12%
Downtown housing	16%	29%	38%	17%

Q2: Looking to the future, please offer three words that best capture your vision for the future of Downtown Rapid City by the year 2025.

The Word Cloud below shows that people envision Downtown Rapid City as **safe, clean, vibrant, fun,** and **friendly**.



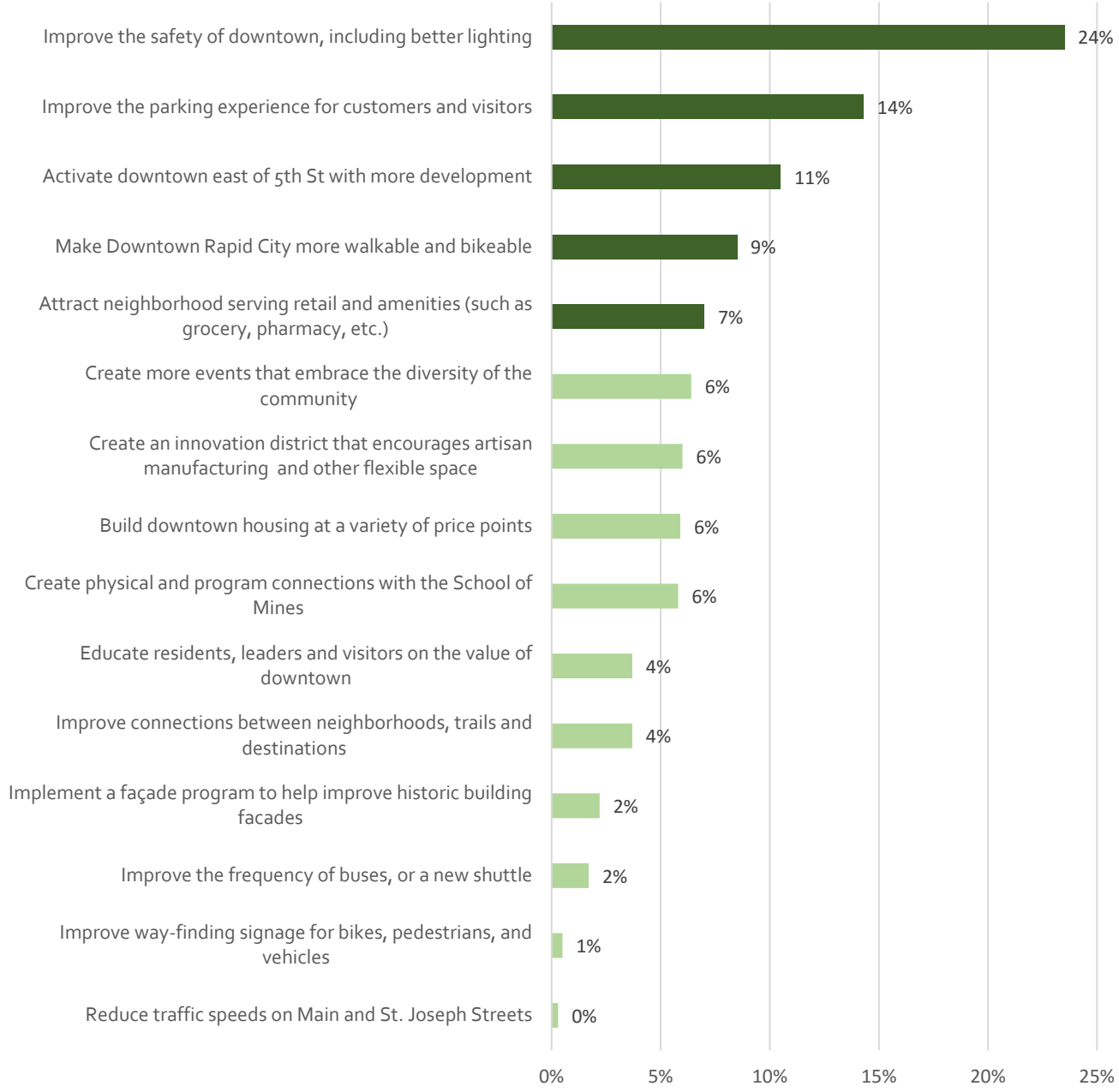
Q3: To achieve your vision for Downtown Rapid City, which of the following actions will be important?

Respondents were asked to rate the importance of the following factors, from 'Very Important' to 'Not Important', based on each factor's impact on achieving respondents' vision for Downtown Rapid City in the future. **Improving the safety of Downtown** and **improving the parking experience** were the top two most important actions, followed by **activating Downtown east of 5th Street** and **making Downtown more walkable and bikeable**.

Answer Options	Very Important	Important	Somewhat Important	Not Important
Improve the safety of downtown, including better lighting	**63%**	29%	7%	1%
Improve the parking experience for customers and visitors	**58%**	29%	12%	2%
Activate downtown east of 5th St with more development	**47%**	36%	13%	4%
Make Downtown Rapid City more walkable and bikeable	**45%**	38%	13%	4%
Create more events that embrace the diversity of the community	**38%**	35%	18%	8%
Improve connections between neighborhoods, trails and destinations	34%	40%	22%	5%
Educate residents, leaders and visitors on the value of downtown	31%	39%	23%	7%
Create physical and program connections with the School of Mines	30%	33%	27%	10%
Implement a façade program to help improve historic building facades	30%	38%	25%	6%
Improve way-finding signage for bikes, pedestrians, and vehicles	30%	40%	24%	6%
Create an innovation district that encourages artisan manufacturing and other flexible space	28%	38%	26%	8%
Attract neighborhood serving retail and amenities (such as grocery, pharmacy, etc.)	28%	37%	25%	10%
Build downtown housing at a variety of price points	22%	29%	31%	19%
Improve the frequency of buses, or a new shuttle	21%	38%	32%	10%
Reduce traffic speeds on Main and St. Joseph Streets	10%	20%	32%	38%

Q4: To achieve your vision for Downtown Rapid City, which ONE of the actions from question 3 will be the MOST important?

When asked to select just *one* action for improving Downtown Rapid City, almost one-fourth of respondents said **improve the safety of Downtown**, indicating a strong desire for this action. **Improving the parking experience for customers and visitors** was the second most desired action. The top four responses were identical to the top four answers in question 3. **Attract neighborhood serving retail and amenities** was not selected as one of the most important actions in question 3, however, when respondents were asked to choose just *one* action, this option rose significantly in importance as seen in the responses to question 4 below.



Q5: If you could suggest one other specific improvement to enhance Downtown Rapid City, what would that be? (Open Ended)

Common themes among respondents' suggested improvements included:

- Safety is important – respondents want improved safety throughout Downtown and nearby areas, both day and night
- More activities – respondents desired a wider variety of events and activities that engage the community
- More retail and restaurant options – respondents expressed a desire for more choice when it comes to eating and shopping Downtown
- Rethink Downtown parking – respondents frequently mentioned parking, with a wide range of feedback concerning its availability, price, safety, and location.



- More amenities for Mines students – respondents expressed the need for Downtown to appeal to Mines students, by providing more events, entertainment options, and better housing options near Downtown
- More attention to areas east of 5th Street – respondents want to see strong improvement to the area between 5th Street and the School of Mines campus

CROSS-TABULATIONS

Survey results were cross-tabulated by the following:

- Interest in Downtown Rapid City
- Annual household income
- Age
- Gender

Cross-Tabulation by Interest in Downtown: The following data highlights respondents' differing preferences and values for the future of Downtown Rapid City based on each respondent's primary interest(s) in Downtown. Interests listed in the survey included: Downtown commercial property owner, Downtown business owner, Downtown resident, Downtown employee, Downtown student, Downtown visitor, and those that live in the greater Rapid City area.

- **Downtown Commercial Property Owners |** The most desired action amongst this group was to build downtown housing at a variety of price points (22% vs. 6% of respondents overall). Other actions they were more interested in than the average respondent were improving the parking experience and activating Downtown east of 5th Street.

- **Downtown Business Owners |** Similar to commercial property owners, the actions that this group was more interested in than the average respondent were improving parking and activating Downtown east of 5th Street. Although a less common answer, this group was also more likely to want action taken to educate people on the value of Downtown.

- **Downtown Residents |** Responses from Downtown residents were most unique compared to average responses. The most desired actions amongst residents (in order) were activating Downtown east of 5th Street, building Downtown housing, and making Downtown more walkable and bikeable. Current Downtown residents were also less concerned with improving safety and parking than the average respondent. Somewhat surprisingly, Downtown residents were slightly less interested than respondents overall in attracting neighborhood serving retail and amenities.

- **Downtown Employees |** This group was by far most interested in improving the safety of Downtown, where almost one third of respondents labeled this as their most desired action – most amongst any of the different groups of Downtown users.

- **Downtown Students |** Not surprisingly, the two most desired actions from Downtown students were to create physical and program connections with the School of Mines, and to activate Downtown east of 5th Street. Downtown students are less concerned than average respondents with improving parking and safety.

- Downtown visitors and those that live in the greater Rapid City area had responses very similar to the average.

Cross-Tabulation by Income: The following data highlights differing visions for the future of Downtown Rapid City based on respondents' annual household income. Annual income brackets in the survey included those earning: less than $24,999; between $25,000 and $49,999; between $50,000 and $99,999; between
$100,000 and $199,999; and $200,000 or more.

- **Less than $24,999 |** The most popular responses from those in this income bracket were activating Downtown east of 5th Street and improving the safety of Downtown (both 18%). However, this group was less likely than the average respondent to select safety as the most important action, and more likely than average to select activating Downtown east of 5th Street – likely a reflection of the number of Mines students in this income bracket. Also evidence of this was the group's preference for creating physical and program connections with the School of Mines (13% vs. 5% from respondents overall). Lastly, this income bracket had little interest in improving the parking experience Downtown.

- **$25,000 to $49,999 |** This income bracket was by far most interested in improving the safety of Downtown, where 28% of respondents labeled this as their most desired action – most amongst any of the different income brackets. This was also the income bracket most interested in creating more Downtown events that embrace the diversity of the community.

- **$50,000 to $99,999 |** The responses of this income bracket were very similar to the overall responses.

- **$100,000 to $199,999 |** The responses of this income bracket were very similar to the overall responses.

- **$200,000 or more |** Responses in this group were more evenly spread out across the different answer choices than any other income bracket. They were the least likely group to choose safety as the most important action for Downtown. On the other hand, they had the strongest desire for attracting more neighborhood serving retail and amenities. Other actions they were more interested in than the average respondent were building Downtown housing, creating an innovation district, and creating physical and program connections with the School of Mines.

Cross-Tabulation by Age: The following data highlights differing preferences and values based on survey respondents' age. The survey included six age groups: under 18*; 18 to 24; 25 to 34; 35 to 49; 50 to 64; and 65 or older.

- **Ages 18-24 |** The most common preferences amongst this age group were creating physical and program connections with the School of Mines and activating Downtown east of 5th Street. This is not surprising assuming that many in this age bracket are Mines students. Of less interest were improving safety and parking.

* *There were only 18 responses from those under 18 years of age, making it difficult to identify valid trends.*

- **Ages 25-34 |** This age group was slightly more interested than the average respondent in making Downtown more walkable and bikeable, as well as activating Downtown east of 5th Street. They were less interested in improving parking – a response that correlated with age, and was more important to people in older age brackets.

- **Ages 35-49 |** The responses of this age group were in line with average responses.

- **Ages 50-64 |** More than one in four (27%) identified improved safety as the most important action. This age group was also more interested in improving the parking experience than the average respondent.

- **Age 65 and over |** The most desired action amongst this age group was improving the parking experience (23% vs. 14% of overall respondents). They were also the most likely to say that Downtown needs to attract more neighborhood serving retail and amenities. They were the least concerned age group with walkability and bikeability, an action that was most important to those under age 35.

Cross-Tabulation by Gender: Though male and female respondents generally replied with similar answers, there were some key areas with diverging preferences and values.

- **Improve the safety of Downtown |** Women were more likely than men to choose improving safety as the most important action (26% vs. 20%), although this was still the most popular answer across both genders.

- **Create physical and program connections with the School of Mines |** Men were twice as likely as women to identify this action as the most important for Downtown, reflecting the gender makeup of Mines' student body.

- **Improve the parking experience for customers and visitors |** Men were more likely than women to choose improving parking as the most important action for Downtown.

Appendix D

MARKET ASSESSMENT



DOWNTOWN RAPID CITY MARKET ASSESSMENT

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INTRODUCTION

This Market Assessment prepared for Downtown Rapid City analyzes data and draws conclusions related to market expectations over the next five-to-seven-year investment cycle. This document has been prepared for the City of Rapid City as part of the Downtown Area Mater Plan, which will identify a community vision for Downtown as well as tactics, policy changes, partnerships and revenue structures needed to fully accomplish the vision. Understanding market conditions helps to inform the tactics and recommendations of the Master Plan and illuminates areas where market forces may need to be supplemented with public resources or incentives to achieve desired outcomes.

Data for the Market Assessment was compiled using primary and secondary sources including City and County planning documents and studies, ESRI's Business Analyst Online, the U.S. Census Bureau, and COSTAR real estate reports. Additionally, interviews were conducted to gain qualitative information from developers, real estate professionals, business owners, the hospitality industry and City staff.



IN THIS DOCUMENT:

1. KEY MARKET FINDINGS

A description of market opportunities identified through quantitative and qualitative data assessment.

2. GLOBAL TRENDS

An overview of the top trends affecting Downtown Rapid City, based on P.U.M.A.'s award-winning Global Trends research.

3. MARKET ASSESSMENT

This section provides detailed data in the context of Live, Work, Shop, Play, and Go – functions of Downtown. Data for Downtown is compared against the surrounding Market Area, the City of Rapid City, the Black Hills Region and – where available – peer cities.

4. PLAN IMPLICATIONS

A list of strategies that can strengthen market opportunities, to be considered when selecting implementation actions in the Plan.

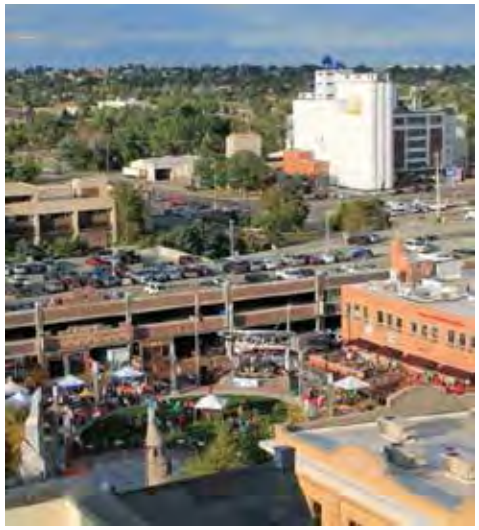
KEY MARKET FINDINGS

This section of the document presents the opportunities in Downtown Rapid City in the current five-to-seven-year market cycle. The findings are based on data presented and cited in the **Live**, **Work**, **Shop**, **Play**, and **Go** chapters of the document that follow. The order-of-magnitude strength of the current market opportunity is summarized for each of four market segments; Residential, Office, Retail, and Lodging. Each section mentions public realm investments that can bolster the strength of the Downtown real estate market. These are discussed in further detail in the Plan Implications chapter.



MARKET RATE HOUSING DEMAND

The strongest market opportunity in Rapid City in early 2016 is in housing across a wide spectrum of price points, with approximately 210-375 new units projected in the next five years. Vacancy rates Downtown are five percent across all housing units, while evidence from brokers shows extremely tight supply and substantial pent up demand for market-rate units. Current residents' average affordable rent is in line with monthly asking rents in the mid-$500s. However, Downtown Rapid City workers and empty-nest Boomers in the community – who are driving the return to downtown living in a wide range of markets – can afford rents of approximately double the current average. There are gaps in supply of modern format, 1 and 2 bedroom upscale units that they desire in easy walking distance to the core. Rental and for sale units are both undersupplied. While all age and income segments are more likely to rent than in previous decades, empty nesters in particular may still prefer ownership.



South Dakota SD Mines and Technology (SD Mines) students and young professionals are another market for quality housing in Downtown. Millennials are the age group most likely to choose urban living albeit at a lower price point and with lower amenity expectations, as on-campus facilities supply many amenities. Rental units are needed for this segment.

COMMERCIAL TECHNOLOGY & INNOVATION NICHE

Downtown is a desired address in Rapid City and enjoys extremely low office vacancy. Companies that compete for skilled talent are increasingly looking for locations that offer an educated talent pool, an outdoor recreation lifestyle, and a walkable urban core. Projections for job growth in Downtown could generate demand for 100,000 to 200,000 square feet of additional commercial space in the next five years. A goal shared by Downtown and regional economic development entities is to better link talent to jobs in innovation and technology businesses. Downtown is the only location regionally that can offer all of the desired attributes to capture these workers and companies.

However, there are gaps in supply of open format, flexible workspaces that fit the workstyle of younger talent. Ample underutilized property immediately outside the historic core (east of 5th Street) is a prime opportunity to develop an innovation district that appeals to workers and companies. The success of the existing co-working space at the SD Mines and The Garage demonstrates a need for incubator, accelerator, and co-working space.

Importantly, these developments help to set the tone for a new Innovation niche that could be fostered in Downtown. Efforts are already underway to better link the talent and research at the SD Mines with permanent jobs in science and technology in Rapid City. The area of Downtown east of 5th Street has multiple assets that are well-suited to develop this niche including ample land area, lower property cost than the core, older buildings that can be repurposed or redeveloped, and ideal positioning between the campus and the core.

Development east of 5th Street is currently hindered by suburban zoning regulations. Revisions can be expected to result in new investment. The office market would be further enhanced by a safer and more attractive environment on Main and St. Joseph Streets between the University and Downtown, better connections and wayfinding from Downtown to recreation assets, and better biking investments such as protected lanes and bike share.

Retail Market Niche Expansion

Storefront retail is contracting nationally, however Rapid City enjoys a position as the hub of a larger region and as a visitor gateway, which supports stronger and more diverse retail than could survive on local patronage alone. Downtown has a highly desirable niche of primarily unique, locally owned shops and dining options. A major retail center just south of I-90 provides relatively convenient access to a wide range of goods including grocery and national chains. Retail spending patterns and gap analysis demonstrate retail market opportunity in restaurant, specialty foods, books and music, small electronics, and personal and health product stores. There is potential for Downtown to expand on its niche of unique and specialty restaurants and shops east of the historic core. Revisions to zoning will invite new development outside the historic core, however, supportable retail rents will be constrained by seasonal revenue fluctuations. The extension of highly walkable streetscapes can help encourage retail investment. To keep retail strong, Downtown must continue to provide convenient parking and can benefit from alternative modes such as bikeshare and the trolley. Renovations to improve facades on historic buildings that are incongruent or in disrepair can also enhance Downtown's appeal as a place of consistent quality, inviting visitors to explore further and linger longer.

Limited Lodging Market Opportunity

Limited market potential currently exists in the Downtown lodging market. Highly seasonal visitation to the region drives down annual revenues and occupancy numbers, which discourages corporate investors. Downtown lodging – which also serves business, conference and event visitors – fares somewhat better out of peak season. However, with an aging Rushmore Plaza Civic Center ("Civic Center"), Downtown is attracting fewer conferences and events. There appears to be a gap in current offerings for a small, 4-star or higher boutique hotel. Some 2- or 3-star hotel expansion also appears possible if the Civic Center were brought up to modern standards. Downtown placemaking and wayfinding would also be supportive of investment in lodging.

Conclusion

As of early 2016, the strongest market opportunity in Downtown is in housing, with robust demand across a wide spectrum of market-rate housing types and price points. Also apparent is ample opportunity to develop modern office product, such as co-working and "maker" space, that appeals to skilled talent and companies. More cautious optimism exists for paced retail expansion, and a small boutique hotel.

These key findings will be considered in the Downtown Plan, and are expected to influence the selection of implementation actions as further discussed in the Plan Implications chapter.

GLOBAL TRENDS

Global and national trends continue to promote the growth of vibrant downtowns. Progressive Urban Management Associates (P.U.M.A.) has been tracking and reporting global trends affecting downtowns for nearly a decade and applying that knowledge to specific cities and downtown markets. P.U.M.A.'s latest update to the report was released in 2014. This section summarizes the trends that are currently most relevant to Downtown Rapid City.

RESIDENTIAL RENAISSANCE

Downtowns across the country are experiencing an economic renaissance fueled by Baby Boomers and Millennials who increasingly prefer urban environments. Vibrant downtowns are poised to capitalize on economic opportunities and deepen the demand for downtown housing by offering jobs, amenities and activities that respond to the needs of these demographics. Walkable urban environments in both large and small cities will often command a housing premium over suburban counterparts.

Interviews with residential real estate and development professionals in Downtown Rapid City revealed significant demand for quality housing, with zero vacancy and wait lists noted at Downtown properties. Market Assessment data supplements this information, showing quality Downtown units command a significant rent premium over housing units elsewhere in the City. However, despite strong demand, the quantity of Downtown housing remains limited. Stakeholder interviews cited regulatory restraints as one of the primary reasons for a lack of housing development in Downtown.

HEALTH & WELLNESS LIFESTYLE

The connection between health and the built environment is an emerging area of focus, propelled by a national awareness of the rise



of chronic conditions such as obesity. Downtowns can capitalize on this growing interest in healthy environments by building active public green spaces, inviting and walkable streets, and providing access to fresh, healthy food. The real estate market has caught on to this preference for healthier lifestyles and a value premium has been placed on urban environments that support walking, biking and recreation.

With a fairly mild climate, compact scale, and top-notch recreational amenities such as Memorial Park and the 12-mile Swanson Memorial Pathway, Downtown Rapid City is well positioned to capitalize on the healthy lifestyle trend. Downtown has a good sidewalk system and is working to develop an on/off street bicycle and pedestrian network to improve connections between key destinations throughout Downtown and the City. In keeping with the growing popularity of modern bike sharing programs, Rapid City has a modest B-cycle system that connects two key Downtown assets – the SD Mines and Main Street Square. This system could be expanded over time to accommodate additional locations.

Consumer Behaviors

Although point-of-sale retail is contracting nationally, authentic and appealing shopping environments show the best promise for attracting customers. Today's customers have a specific interest in local, independent businesses and place a value on unique shopping experiences. The retail experience offered in Downtown Rapid City, can draw visitors seeking an authentic shopping, dining and lodging experience. Downtown offers a mix of local businesses as well as an appealing physical environment laden with historic character, public art, and pedestrian friendly amenities.



Talent & Jobs

The national workforce is changing as Baby Boomers retire in greater numbers, Generation X takes the reins, and Millennials continue to enter the workforce with new sought-after talent and skills. Since 2000, in more than two-thirds of the nation's cities the young college-educated population grew twice as fast within three miles of the downtown as it did in the rest of the metropolitan area. A competitive advantage is already placed on the concentration of highly skilled employees in cities and companies will be under increased pressure to consider operating in city centers as Millennials become more urbanized.

The SD Mines is a continual source of young talent for Downtown Rapid City. Downtown should work to retain these students as they become young professionals by providing jobs tailored to their skill-set, attainable housing and a vibrant Downtown core with entertainment, cultural, recreational assets.

Innovation/Technology

Advances in technology are changing the way we work. Newer office configurations reduce the space needed to conduct business and add greater utilization of space beyond traditional eight-hour workdays. To attract young skilled employees, office designs are increasingly combining business and social functions. The growing popularity of co-working spaces is a reflection of this trend.



The Garage, a collaborative co-working space and community gathering place in Downtown Rapid City opened in September 2014 and has been highly successful. The building easily achieved full occupancy and currently has a wait list, indicating unmet demand for innovative, collaborative spaces in Downtown. The section of Downtown east of 5th Ave and west of the SD Mines has affordable space, vacant land, and non-residential building types that could be suitable for incubator space, technology start-ups and/or research and development facilities that would strengthen the economic connection between Downtown and SD Mines.

MARKET ASSESSMENT MAPS

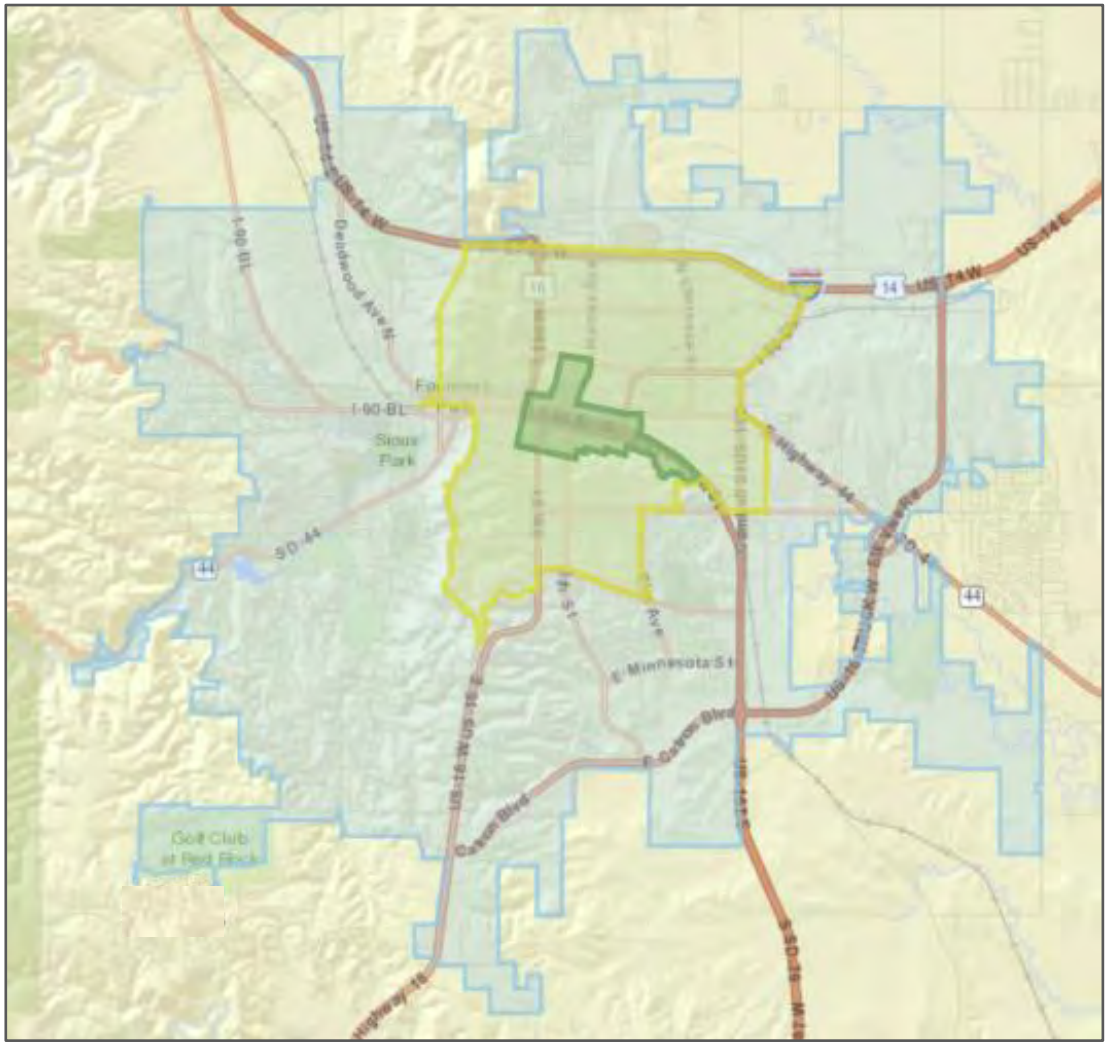
The data for this Market Assessment was pulled, where available, from four geographies: Downtown, the Market Area, the City of Rapid City, and the Black Hills Region. These geographies are described in more detail below.

DOWNTOWN STUDY AREA

Downtown refers to the 0.8 square mile[1] boundary shown in green on the map to the right. This custom boundary includes the core of Downtown as well as the South Dakota SD Mines and Technology (SD Mines) and the Civic Center. Various boundaries for the downtown area have been used in past planning efforts and reports. Where data is included from a different boundary, it will be clearly noted.

MARKET AREA

The 9.5 square mile[2] Market Area, pictured in yellow to the right, is used to better understand market opportunities and demand in Downtown. This boundary includes Downtown as well as nearby neighborhoods where residents are readily able to access and support Downtown establishments. P.U.M.A., with input from the City of Rapid City staff, defined the Market Area boundary as census tracts 010200, 010300, 010400, 010500, 010700, and 010800.



[1] ESRI BAO
[2] ESRI BAO

City of Rapid City

The City of Rapid City, 55 square miles[3] pictured in light blue on the prior page, is an additional market area and comparison point for Downtown. Downtown has unique offerings that can draw patrons from throughout the City.

Black Hills Region

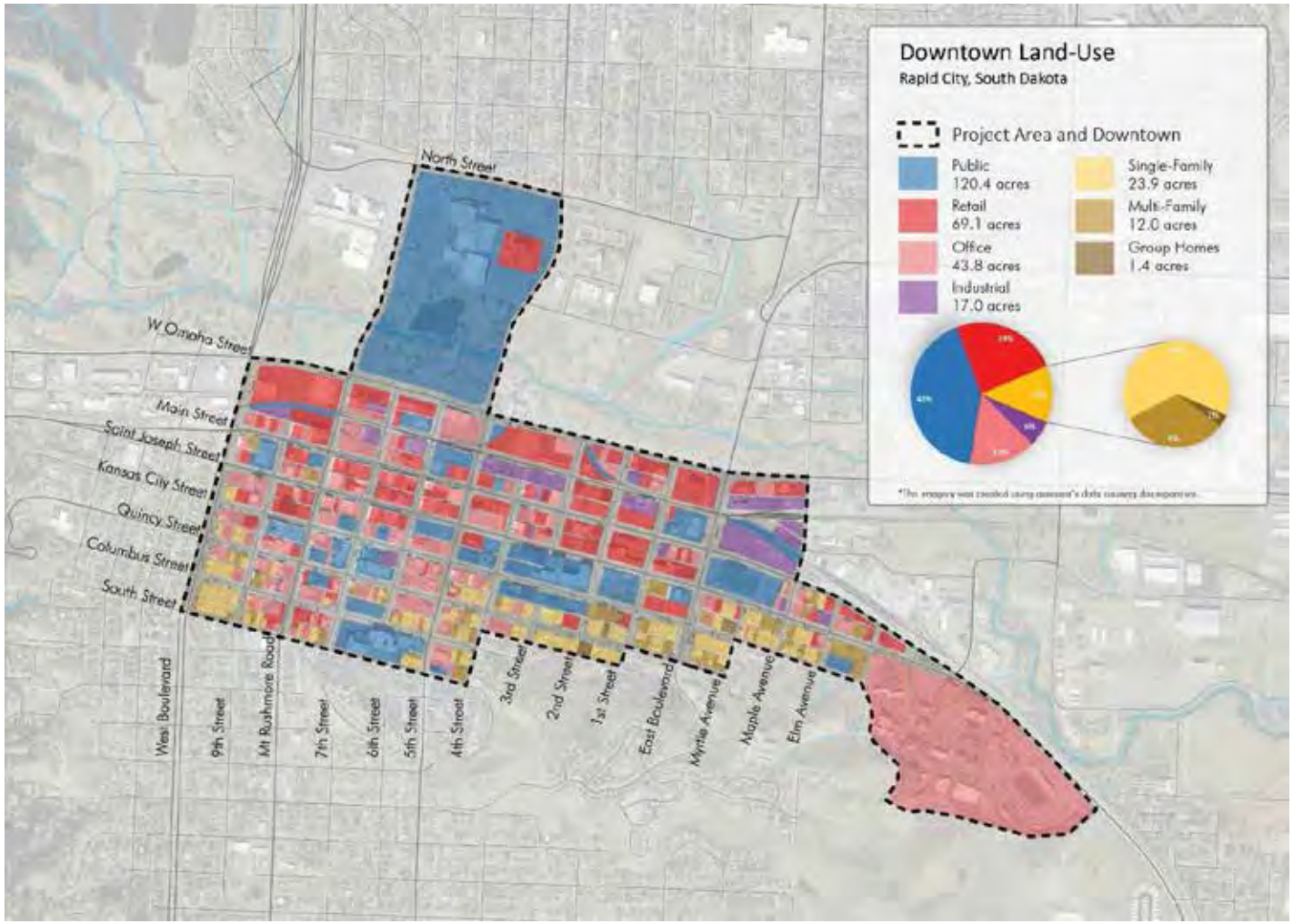
The Rapid City Comprehensive Plan identifies Rapid City as a regional hub serving a 200-mile radius.[4] The map to the right depicts the 200-mile radius from a center point in Downtown Rapid City. The Market Assessment refers to this area, which includes western South Dakota as well as portions of North Dakota, Nebraska, Wyoming and Montana, as the Black Hills Region.



[3] US Census Bureau. "State & County QuickFacts." 2010. http://quickfacts.census.gov/qfd/states/46/4652980.html
[4] Rapid City Comprehensive Plan p. A-11

Downtown Land Use

The map on this page shows existing land use in Downtown as recorded by the County Assessor. As the pie graphs depict, the largest land use type by acreage is Public (42%). Land recorded as being in Commercial use (including parcels with both commercial and residential use) total 39% of the Downtown land area, with Retail at 24% and Office at 15%. About 13% of land area is Residential use, of which about two-thirds is single family and one-third is multifamily. This does not account for residential uses on mixed-use parcels.



LIVE

CONTEXT

In recent decades, Downtown has been conceived of primarily as a place to work and play, however many in the community are now interested to see more residents here. Downtown and Rapid City grew significantly since 2000. Existing quality housing is in high demand, with full occupancy (0% vacancy) and wait lists reported at well-maintained properties[5], and just 5% vacancy in all Downtown units.[6] Local property managers with units leasing for monthly rents in the low-to-mid $2,000s for a 2-bedroom unit report turning away multiple prospective residents per week due to lack of available units. Some less expensive properties are reported to have some vacancy.

Residents[7]

Downtown residents represent 3% of Rapid City's total population, while Market Area residents represent 35% of the City's population. Compared to the City as a whole, Downtown is a young, heavily male population. Over a third (37%) of downtown residents are between the ages of 15 and 24, and almost two thirds of the population is male. These numbers are likely impacted by the presence of the SD Mines where 77% of the student body is male. Downtown is also more racially diverse than the City as a whole. While a majority of residents across both geographies are white, there is double the proportion of American Indians living Downtown compared to Citywide (24% vs. 12%).

Downtown's household income is less than half that of the City. More than half (55%) of Downtown residents earn less than $25,000 per year, compared to 24% Citywide. This is the result of the aforementioned students living on campus and in the immediate area, smaller households and lack of housing with multiple bedrooms (and therefore fewer households with multiple working individuals), and a traditionally lower-income residential base.

Rapid City's population has steadily grown 15% since 2000. Downtown has been growing as well and has seen an increasing growth rate over the last five years. While population only

Many indicators suggest significant pent-up demand for market-rate housing in Downtown across a range of price points.

Residents Snapshot (2015)

	Downtown	Market Area	City
Population	2,198	25,083	71,400
Growth by 2020	6%	5%	6%
Avg. Household Size	1.5	2.2	2.3
Median Age	26	33	37
Gender (women: men)	36% : 64%	49% : 51%	50% : 50%
Median Household Income	$20,954	$35,020	$44,656
Per Capita Income	$14,680	$19,922	$26,763
Bachelor's or Advanced Degree	25%	19%	29%

Sources: ESRI BAO; Community Profile

[5] Stakeholder Interviews
[6] ESRI BAO: Housing Summary
[7] ESRI BAO: Community Profile

grew 4.5% over ten years between 2000 and 2010, it drew 6% in half that time from 2010 to 2015. This Downtown growth rate is projected to continue and remain consistent at 6% over the next five years.

Housing Market

Housing Characteristics[8]

Just under 3% of Rapid City's housing units are located Downtown. Downtown has a much higher proportion of multi-family (73%) and rental (87%) housing than other neighborhoods in Rapid City – a characteristic that is consistent with downtowns nationally. The proportion of rental housing has increased since 2000 from 79% to 87% in 2015. This current proportion of rental housing versus owner-occupied housing is projected to remain steady over the next five years, however this could shift if residential development accelerates.

Residential vacancy rates are currently healthy Downtown and throughout the City. In 2015, all three geographies had a vacancy rate of 5%, which is considered ideal. Rapid City's vacancy rate hasn't fluctuated much since 2000. However, in Downtown, residential vacancy has steadily decreased from 9% to 5% over the last fifteen years reflecting increasing demand for Downtown living. Vacancy rates are expected to remain low over the next five years throughout Rapid City and Downtown. Housing market conditions in Downtown Rapid City are reflective of a residential renaissance in downtowns nationwide as reported in the Global Trends section.

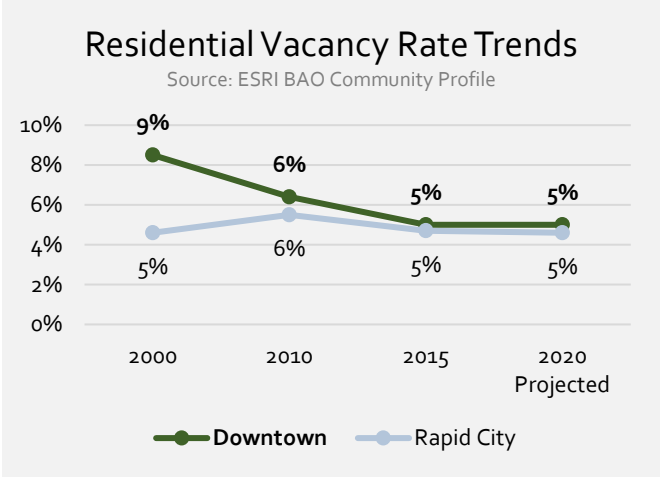
Existing Development Intensity

The map on the following page shows the residential development intensity in Downtown.[9] Residential unit density is low in most of Downtown, with notable exceptions on a few parcels. The blocks along the southern edge of Downtown between 5th Street and the SD Mines campus contain the most housing, but a majority of this is at a lower intensity. There are only a handful of large housing developments with more than 76 units per acre. These are

Housing Snapshot (2015)

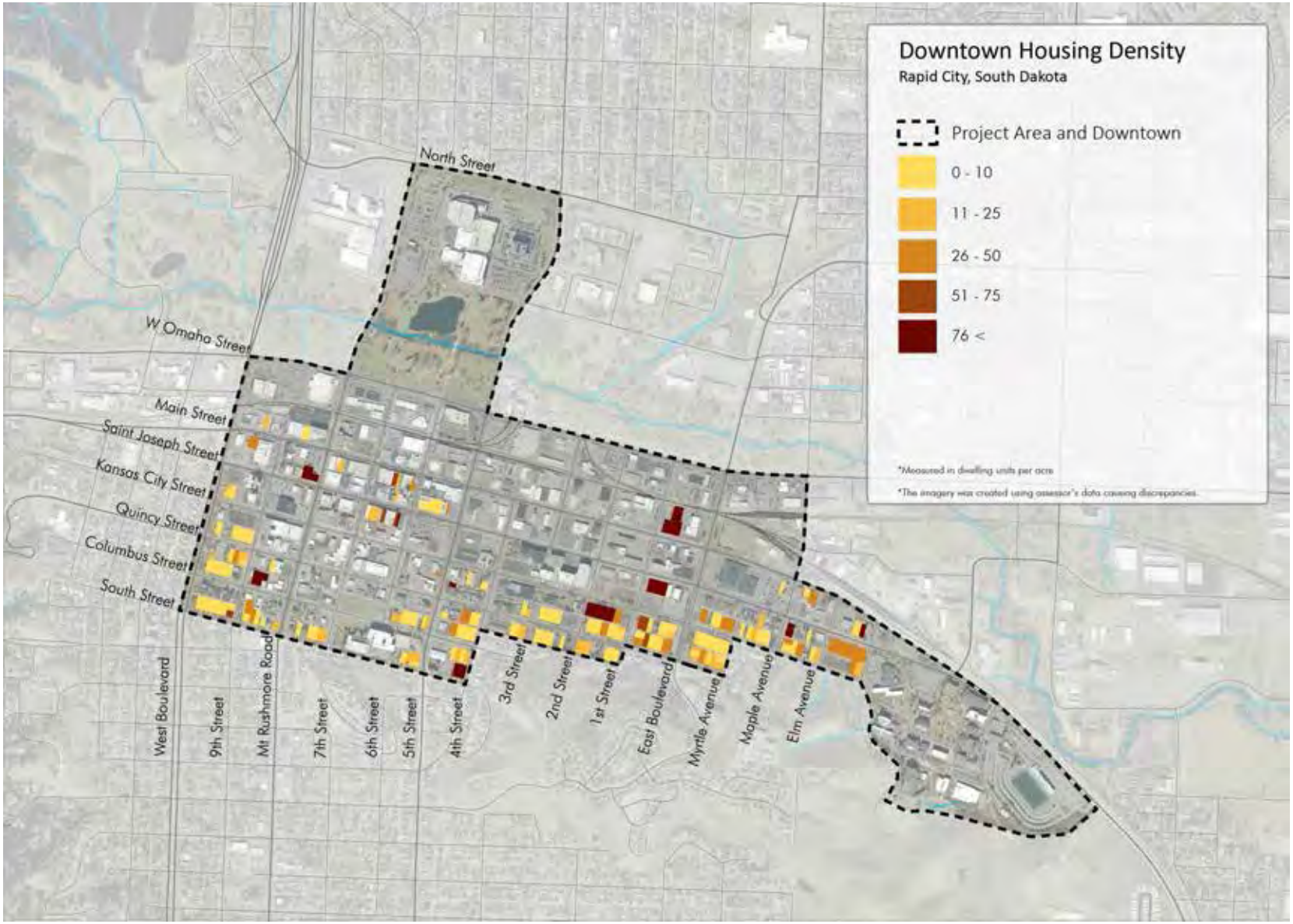
	Downtown	Market Area	City
Housing Units*	870	11,356	32,104
New Units since 2000	25%	8%	23%
Single-Family	27%	50%	59%
Multi-Family	73%	44%	35%
Rental	87%	57%	42%
Owner Occupied	8%	38%	53%
Vacancy Rate	5%	5%	5%

* Number of built units, regardless of whether they are occupied.
Source: ESRI BAO; Community Profile and Housing Summary



[8] ESRI BAO: Community Profile, Housing Summary
[9] Residential units on mixed use parcels indicated as "Commercial" in the land use breakdown map do appear on this map as residential.

scattered throughout Downtown, with some isolated from other Downtown housing developments.



Downtown Housing Growth

The most recent recession did not seem to affect the Downtown housing market significantly. Downtown housing has been growing at twice the pace of the Market Area and City since 2010. This high growth rate is projected to continue in the future. ESRI forecasts an 11% increase in housing units Downtown over a five-year period from 2015 to 2020, for a total of 94 new units.[10] The Rapid City Comprehensive Plan (page A-7) estimates that the central neighborhood areas of Downtown/Skyline Drive, North Rapid, and South Robbinsdale will capture 7.5% of new housing growth between 2008 and 2035.[11] If half of the central neighborhood growth is in Downtown, that would be just 14-25 new units per year, or a total of 70-125 new Downtown units in five years. Although both forecasts project positive Downtown housing growth, a number of indicators of pent up demand suggest that these projections underestimate Downtown housing market potential.

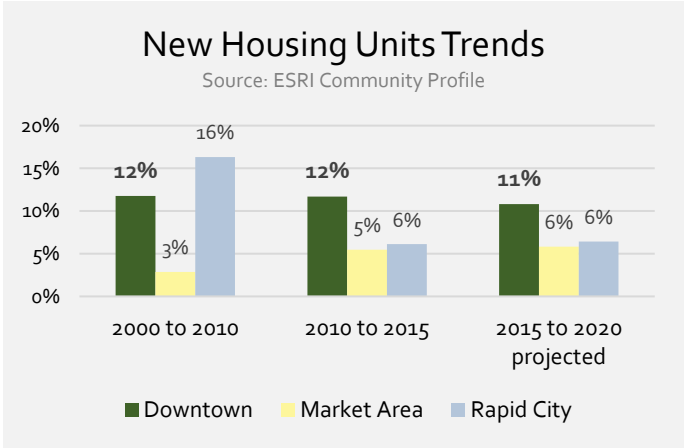
Barriers to New Housing Development[12]

Although trends and forecasts are positive, there are existing economic and regulatory hurdles that may hinder new Downtown housing development. According to focus groups and stakeholder interviews, the zoning code is too rigid with its requirements and doesn't allow for flexibility necessary for an environment like Downtown. Furthermore, the development review process was described as lengthy and uncertain, and is therefore perceived as costly. When evaluating historic and other unique parcels Downtown for housing, developers often site a range of barriers to (re)development that make it hard to justify financially.

Affordability

To understand affordability in Rapid City, cost of living was compared to both national and peer cities averages. For the purposes of this market assessment, peer cities include Bismarck, ND; Fort Collins, CO; Lincoln, NE; and Sioux Falls, SD. These cities were chosen because of their regional and size similarities to Rapid City.

Cost of living indices measure differences in prices of goods and services across regions. Using this measurement, the Rapid City metropolitan area is an affordable place to live



Uncertainty in the regulatory environment drives up development cost and discourages investment.

MSA Cost of Living vs. National Average (2015)

Lincoln	-8.0%
Rapid City	**-5.6%**
Fort Collins	-5.0%
Sioux Falls	-2.1%
Bismarck	1.1%

Source: Forbes.com
Note: Data for MSA; 0% equals national average

[10] ESRI BAO: Community Profile
[11] Rapid City Comprehensive Plan, p. A-7
[12] Stakeholder Interviews

compared to the national average. Compared to its peer cities, the metro area has the second lowest cost of living, trailing only Lincoln.[13] Furthermore, according to the Rapid City Area Chamber of Commerce's 2014 Community Profile, the average price for a 1,800-square foot home is $195,112, compared to the national average of $313,000.[14] In other words, one can purchase a home in the Rapid City area for 62% of the price that same home costs on average across the nation.

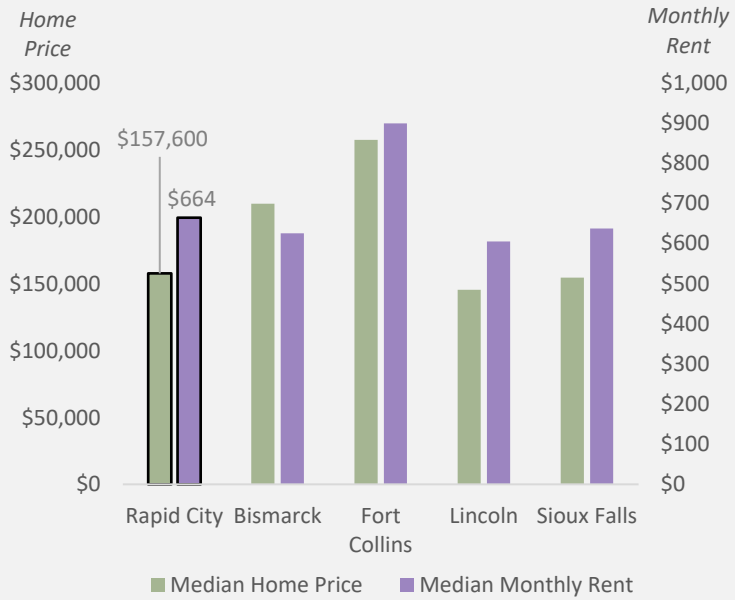
Rapid City's housing costs are comparable to its peer cities, and particularly similar to Lincoln and Sioux Falls. Fort Collins is the outlier amongst peer cities, with significantly higher home prices and rental rates. Based on data from Forbes[15], the median home price in the Rapid City metro area in 2015 was $157,600. Based on ESRI data, Rapid City's median monthly rent in 2015 was $664.[16] In summary, Rapid City's affordability is on par with its peer cities and on average better than cities nationally.

Percentage of Income Paid Toward Housing

The U.S. government and other agencies have long stated that individuals or households that spend more than 30% of their income on housing are cost burdened and may have difficulty affording other necessities (such as food, transportation, medical care).[17] This common rule was used to further evaluate the affordability of housing in Downtown Rapid City.

Based on median household incomes, the average Downtown household today can afford $524 in rent, which is very close to the current average rent of $540. Looking to the future, as Downtown adds housing to meet demand from Downtown workers and others, they will be able to afford other price points. The average countywide wage of the five most common Downtown industries is estimated at $36,852.[18] Using the 30% rule, these Downtown workers can singly afford up to $921 in monthly rent – well above current average rents in Downtown ($540) and Citywide ($664).[19] The average Market Area household and City

Limited existing housing supply results in some uncertainty about ideal price points for new units. As small scale projects' units are built, they will help prove the market.



[13] Forbes Magazine. http://www.forbes.com/places/sd/rapid-city/
[14] Rapid City Area Chamber of Commerce, "2014 Rapid City Community Profile & Business Directory," p. 11
[15] Forbes Magazine. http://www.forbes.com/places/sd/rapid-city/
[16] ESRI BAO: Housing Summary
[17] U.S. Department of Housing and Urban Development. http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/
[18] JobsEQ
[19] ESRI BAO: Housing Summary

household can afford $875 and $1,164 in rent, respectively.[20] This data reaffirms that Rapid City is an affordable place to live. This gap between the 30% cutoff and current average rents indicates a hidden demand for more upscale rental housing in Downtown.

A proprietary study conducted in 2015 for a city in Colorado demonstrated that many mid-sized cities show considerable rent premiums for downtown units. The study conservatively estimated premiums in mid-sized cities' downtowns of 30-40% above non-central neighborhoods.

Resident Amenities

Downtown housing offers appealing amenities to residents, namely its dining and entertainment options and recreational access to various parks. Rapid Creek flows through Memorial Park and Founders Park along the northern border of Downtown, giving residents great access to greenspace within walking distance. In tandem with Rapid Creek is the regional bike trail system that runs along it and is easily accessed from Downtown. Also within close proximity is the 150-acre Skyline Wilderness Area southwest of Downtown.

However, there are also amenities that are lacking Downtown. There is only one option for grocery shopping within walking distance of Downtown. In addition, there are very limited housing choices in Downtown for pet owners, as none of the upscale properties allow pets. Along the same lines, there are few small-scale formal or informal pet relief areas. Reportedly, certain medians (such as along Kansas City Street) serve this need informally for nearby residents, but lack any routine maintenance.[21]

As pointed out in the Global Trends section, downtowns across the country are experiencing a residential renaissance fueled by Baby Boomers and Millennials who increasingly prefer urban, walkable environments. In addition to the existing and still-needed community amenities mentioned in the two prior paragraphs, downtown housing developments should factor in other specific desires of these two generations.

Millennials prefer premium shared space versus expansive living quarters. They're often conscious of rental rates and are willing to trade space for lower monthly rates, if the common space amenities are available. These include fitness centers and entertaining areas (from game rooms to rooftop patios). Millennials strongly desire pet-friendly units with



Most prospective residents are seeking rental units, however, there is some demand from residents with accumulated wealth and high income earners for ownership units.

[20] ESRI BAO: Community Profile
[21] Stakeholder Interviews

amenities such as dog runs and washing stations. This is especially important considering Downtown Rapid City's lack of dog parks and available housing for pet owners. Since this demographic is more likely to rent smaller spaces, storage is important, especially for bicycles and other recreational equipment. Lastly, more residential developments are beginning to incorporate the most advanced technology features, designed to appeal to a generation that's led the tech revolution. Examples of this include outlets with USB connection, Wi-Fi thermostats, keyless entry, built-in speakers, and more.

As Baby Boomers downsize and look for the flexibility that renting provides, they are seeking many similar amenities as the Millennials, namely fitness centers, pools, and pet-friendly features. The main difference is that they desire larger units and higher-end finishes. Proximity and connectivity to restaurants and cultural sites is also very important.

Residential Forecast

Based on significant indicators for pent-up demand, this assessment forecasts demand for 210-375 new housing units developed in Downtown over the next five years. This projection takes into account:

- National trends of increased demand for housing in compact, walkable environments;
- Considerable anecdotal evidence of unmet demand for upscale units in Downtown; and
- Evidence of substantial rent premiums for Downtown units locally and in peer cities.

The higher end of the projected range and a higher proportion of upscale units is more likely to be realized if expected updates to zoning are adopted and if desired resident amenities detailed in sections above are made widely available in Downtown. Within Downtown, location differentiation is anticipated with somewhat larger, higher price-point units targeted toward professionals and Boomers west of 5th Street, and smaller, more affordable market-rate units targeted to students and Millennials east of 5th Street.

Estimated residential demand is for 210-375 new Downtown units in the next five years.

WORK

CONTEXT

As the economic center for a trade area encompassing a 200-mile radius and serving portions of five states (the "Black Hills Region"), Rapid City serves a population of more than 475,000 people.[22] Major regional assets include Ellsworth Air Force Base, Rapid City Regional Hospital, South Dakota SD Mines and Technology, Rapid City Regional Airport, Black Hills Business Development Center, Black Hills State University and the Sanford Underground Research Facility.[23] The SD Mines, located Downtown, has a nationwide reputation for excellence in engineering, the sciences, and computer technology. More than 90% of students are routinely admitted to professional and graduate programs or launch meaningful careers in their fields within six months of graduation.[24] The School is very important to the regional and Downtown economy and is a generator of high paying jobs, both directly on campus, and indirectly through employment of its graduates. As noted in the Global Trends discussion, Downtown Rapid City should work to retain these students as they become young professionals by providing high-skilled jobs that are tailored to their skill-set and a vibrant Downtown attractive to their generation.

Many of the major industries in Rapid City pay low average annual wages, and the City as a whole has lower average wages than many of its peer communities. The lower wages and seasonality of tourism employment impacts the stability of the economic base and the ability of residents to improve their quality of life. It also makes it more difficult for the City to retain a high quality workforce. The City has begun an ambitious program to attract and grow high paying jobs in six targeted industries that are a current strength in the local economy. The six target industries include business services, energy/extraction, health care and life sciences, finance and insurance, metalwork manufacturing, and processed foods manufacturing.[25]

Downtown is a unique asset to the Black Hills Region for attracting young talent.

Civilian Employment Snapshot (2015)

	Downtown	Comparison to City	City
Businesses	**1,022**	22%	4,643
Jobs	**9,116**	15%	59,261
Area in Square Miles	**0.8**	1%	55
Businesses per Square Mile	**1,278**	15 : 1	84
Jobs per Square Mile	**11,395**	11 : 1	1,077

Source: ESRI BAO; Business Summary

The pool of skilled talent graduating from Mines can help attract science and technology businesses to Downtown.

[22] Rapid City Area Chamber of Commerce, "2014 Rapid City Community Profile & Business Directory," p. 12
[23] Ibid.
[24] Ibid., p. 21
[25] Rapid City Comprehensive Plan p. A-11

Despite challenges, there are signs that Rapid City has a healthy economy that is primed for growth. In 2015, Forbes ranked Rapid City as the 17th best small city in the country for business and careers. It also ranked well nationally in cost of doing business (32nd), job growth (71st), and education (80th).[26]

Businesses & Jobs

Downtown makes up only 1% of the City's land area at less than one square mile. However, it accounts for over one fifth of businesses and one sixth of all City jobs. Downtown offers 11 times more jobs per square mile than the City.[27] Acre for acre, it is the most economically productive neighborhood in the City by far. This isn't expected to change anytime soon. Applying low (0.9%) and high (2.1%) projected citywide annual job growth rates in the Rapid City Comprehensive Plan[28] to current Downtown employment numbers yields a projected 418 - 998 new jobs in Downtown in the next 5 years.

Educational Attainment[29]

According to ESRI, 29% of Rapid City's population (25+ years old) has received a Bachelor's Degree or greater and another tenth of the City's population has an associate degree. Over a quarter has some college experience, but no degree. One quarter of the population's education ended when they graduated from high school.[30]

When evaluating educational attainment by geographical area, Downtown is similar to the City as a whole in the proportion of the population with Bachelor's or advanced degrees (25% in Downtown). By comparison, 24% of the greater Black Hills Region population and only 19% of the Market Area population has a Bachelor's Degree or higher.[31]

Rapid City trails all four peer cities when comparing educational attainment rates, as shown in the table to the right. There is strong correlation between educational attainment and

Educational Attainment* vs. Peer Cities (2015)

Fort Collins	52%
Lincoln	37%
Bismarck	34%
Sioux Falls	33%
Rapid City	**29%**

* % of Population with Bachelor's or Professional Degree
Source: ESRI BAO; Community Profile

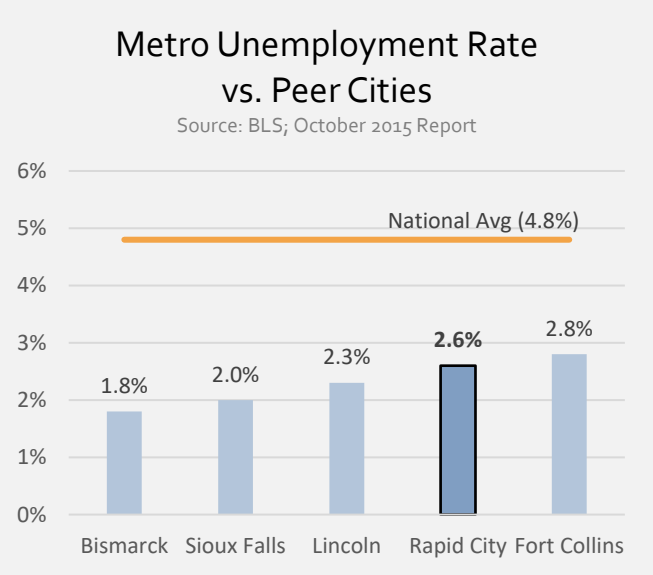
[26] Forbes Magazine. http://www.forbes.com/places/sd/rapid-city/
[27] ESRI BAO: Business Summary
[28] Rapid City Comprehensive Plan p. A-12
[29] Data for educational attainment in Rapid City is inconsistent across various sources.
[30] ESRI BAO: Community Profile
[31] Ibid.

wages, and these low education rates likely are a factor in the lower-than-average wages discussed above.

Unemployment[32]

While the educational attainment numbers likely impact wages, they have not affected employment. The metropolitan area's October 2015 unemployment rate was only 2.6%, significantly lower than the national average of 4.8%. Rapid City has historically had low unemployment numbers. However, due to the strong presence of tourism and seasonality of employment related to this industry, unemployment rates fluctuate more than many other communities on a yearly basis.

The Rapid City metro area's unemployment rate is consistent with peer cities as the chart to the right illustrates. All five cities have very low unemployment rates, which indicates a strong economy on a much larger regional scale.



Top Employers

The three largest private employers in the Rapid City area are Walmart/Sam's Club with 888 employees, the Black Hills Corporation with 555 employees, and the Financial Services Center with 544 employees.[33] Public sector employment is much more concentrated amongst regional economic anchors. The largest public employers in the Rapid City area are Ellsworth Air Force Base with 4,503 employees (576 of which are civilian employees) and the Rapid City Regional Hospital with 3,927 employees.[34] This contrasts with Downtown where there is a much stronger presence of small and local businesses. There are, on average, nine jobs per business in Downtown Rapid City.[35]

Top Industry Clusters

City and Region

The agriculture and tourism sectors anchor the economic base for the region and are continuing to grow.[36] In Rapid City, the office/service industry is expected to see the greatest

Downtown Jobs by Industry

Industry	Jobs	% of Downtown Jobs
Public Administration	1,377	**15%**
Professional, Scientific & Tech Services	989	**11%**
Retail Trade	967	**11%**
Finance & Insurance	871	**10%**
Health Care & Social Assistance	858	**9%**

Source: ESRI BAO; Business Summary

[32] U.S. Bureau of Labor Statistics, October 2015 Report
[33] Rapid City Comprehensive Plan p. A-11
[34] Ibid.
[35] ESRI BAO: Business Summary
[36] Rapid City Area Chamber of Commerce, "2014 Rapid City Community Profile & Business Directory," p. 12

annual growth (1.8% to 3.2%) followed by the retail industry (1.5% to 2.8%).[37] New and growing economic sectors that are expected to help the region diversify its economy include science, medicine, engineering, manufacturing, professional services, technology, military-related and energy industry clusters.[38]

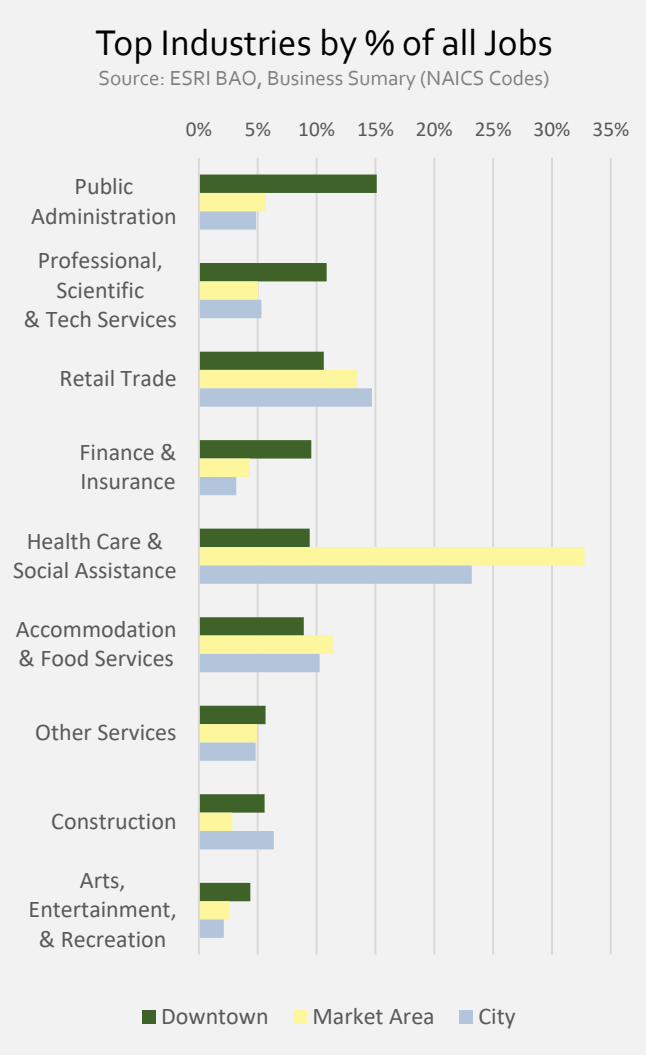
Recent oil and gas exploration and drilling activities in the Bakken Oil Field in North Dakota have led to economic growth and very tight housing markets in communities close to the action. Although the oil market is currently soft, this may present opportunities in the long-term to attract some of the spinoff employment and households related to this industry, especially considering Rapid City's high quality of life, role as a regional hub, and relative proximity to the Bakken Oil Field.

Downtown[39]

Based on the North American Industry Classification System (NAICS), the most prevalent Downtown industries are public administration (15%); professional, scientific, and tech services (11%); retail (11%); finance and insurance (10%); and health care and social assistance (9%).

Downtown has a very strong presence in public administration due to the location of city and county offices. Other industries where Downtown has a higher proportion of employment than the Market Area and City are the professional, scientific, and tech services; finance and insurance; and arts, entertainment, and recreation sectors. As such, there is a stronger presence of white collar and creative jobs in Downtown compared to the City as a whole.

Industries where Downtown has the lowest proportion of jobs of all three geographies are retail, health care and social assistance, and accommodation and food services. It is somewhat surprising that retail, accommodations, and food services (i.e., restaurants) have a lower proportion of jobs compared to the rest of the Rapid City community, given the presence of a healthy retail cluster on Main Street that attracts both residents and visitors. However, like other businesses, Downtown retailers tend to be smaller businesses with fewer employees than larger national retailers in other Rapid City locations.



[37] Rapid City Comprehensive Plan p. A-12
[38] Rapid City Area Chamber of Commerce, "2014 Rapid City Community Profile & Business Directory," p. 12
[39] ESRI BAO: Business Summary

The Market Area has a very high proportion of health care and social assistance jobs – one third of its employees work in this sector. This is due to the 4,000+ employees that work at the Rapid City Regional Hospital.[40]

Commercial Market

Office Real Estate

There are over 650,000 square feet of rental office space Downtown, of which less than 8,000 square feet is vacant.[41] This represents a 1.2% vacancy rate, indicating a strong demand for additional office space in the Downtown area. This compares to a vacancy rate of 4.5% Citywide, still a low number compared to the typical office market nationally but considerably higher than Downtown.

Black Hills Corporation has announced that it is moving its headquarters from Downtown to Rapid City's south side. The company expects to begin moving employees to its new facility late 2017. The current Black Hills Corporation building has 44,800 square feet of office space, all of which will be vacated, likely in 2017 or 2018. This building represents approximately 7% of rentable Downtown office space, and will impact the Downtown office market once available for lease or sale.[42]

In many downtown markets across the country, the factor that characterizes top-leasing office space is not if it is Class A or B, but that which offers open and flexible formats that fit the work style preferences of younger talent. Many small firms now prefer lower-level space in refurbished buildings with distinctive character. This can be an asset for redevelopment of Downtown east of 5th Street. Conversely, it can be very difficult to attract new large users to fill older office towers such as the Black Hills Corporation building. However, creative property owners and companies are finding ways to retrofit office buildings by removing nonstructural interior walls and adding more interior glass and other modern finishes.

Office Snapshot (2015)

	Downtown	City
Total rentable (sq. ft.)	655,873	1,734,895
Total vacant (sq. ft.)	7,828	77,393
Percent Vacant	1.2%	4.5%
Average Rate	$8.63/sq. ft.	$11.58/sq. ft.

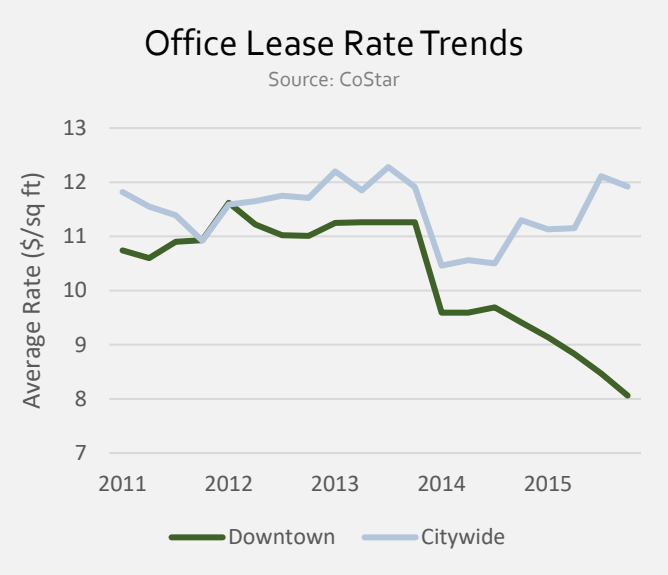
Source: CoStar

Downtown vacancy is less than 2% and much lower than Citywide. Vacancy in the Black Hills Corporation building will increase Downtown vacancy and offer needed space to prospective tenants.

[40] The Hospital technically sits just south of the Market Area boundary on Cathedral Drive/Fairmont Boulevard. The jobs data, however, was picked up due to its street address and included in the Market Area statistics.
[41] CoStar
[42] Community Planning and Development Services Department, City of Rapid City

The average 2015 lease rate for Downtown office space was $8.63 per square foot. This number is much higher Citywide, where the average rate was $11.58 per square foot.[43] Lower lease rates likely contribute to the low vacancy in Downtown office space. Citywide rates have been higher than Downtown rates over the last five years, but this is the largest gap during that time period. Office lease rates throughout the City have remained fairly constant since 2011, staying within a $2.00 range (from $10.46 to $12.28). It has been a different story with Downtown rates as the chart to the right illustrates. Downtown rates have decreased from $11.26 in the fourth quarter of 2013 (when they were very similar to Citywide rates) to $8.06 as of the fourth quarter of 2015 – a drop of nearly 30%. Reasons for this dramatic divergence in lease rates are unclear.

In late 2014, a local investor created The Garage, a co-working space in the heart of Downtown. The property filled rapidly and maintains a waiting list, demonstrating high demand for small office space that can accommodate entrepreneurial businesses. The Garage is seeking to expand into another existing building nearby, increasing its co-working space and adding six apartment units. As reported in the Global Trends section, technology is changing the way people work. People are increasingly seeking flexible workspace rather than a traditional office configuration. As millennials continue to establish themselves in the workforce, commercial developers need to account for a growing desire for flexible office designs, including unique co-working spaces like The Garage.



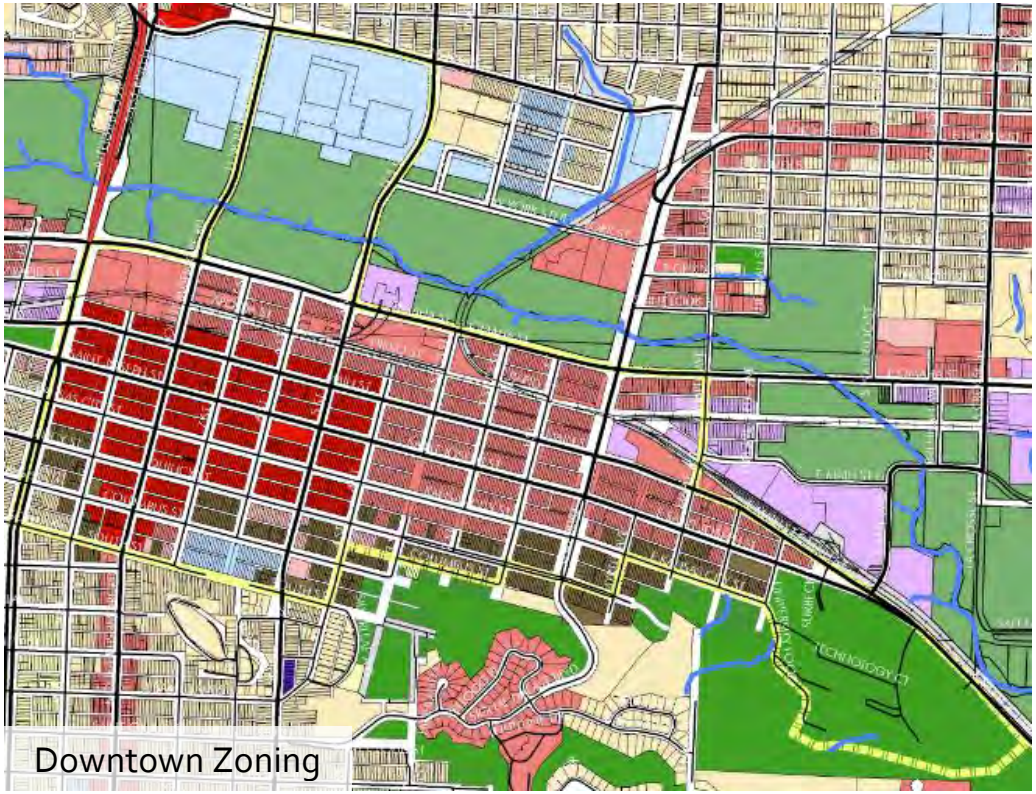
Historic buildings in Downtown can be challenging to retrofit but offer highly desirable aesthetics.

[43] CoStar

Downtown Zoning

The Downtown study area has two primary zoning designations, CB-Central Business and GC-General Commercial. The 20 block Downtown core is zoned CB (dark red), while areas to the north and east are zoned GC-General Commercial (light red). Flood hazard zoning covers Riverfront Park (green). Civic Center zoning covers the Civic Center complex, and public zoning covers the Performing Arts Center (both light blue). There is a small amount of both HDR-High Density Residential (brown) and OC-Office Commercial (pink).

CBD zoning allows for higher density commercial, residential, professional, governmental, as well as cultural uses. The CBD zoning acknowledges the historical development pattern, and has no parking or landscaping requirements. It has been very effective at encouraging investment in the historic core. There are currently no building design standards in the CDB zoning. The GC zoning allows single-use commercial development with suburban-style site requirements for setbacks, parking, and landscaping. This zoning does not allow for new development adjacent to extend the Downtown land use pattern without multiple hearings and waivers. Many would like to see the CBD zoning designation extended to include all of the current GC zoned parcels in Downtown.

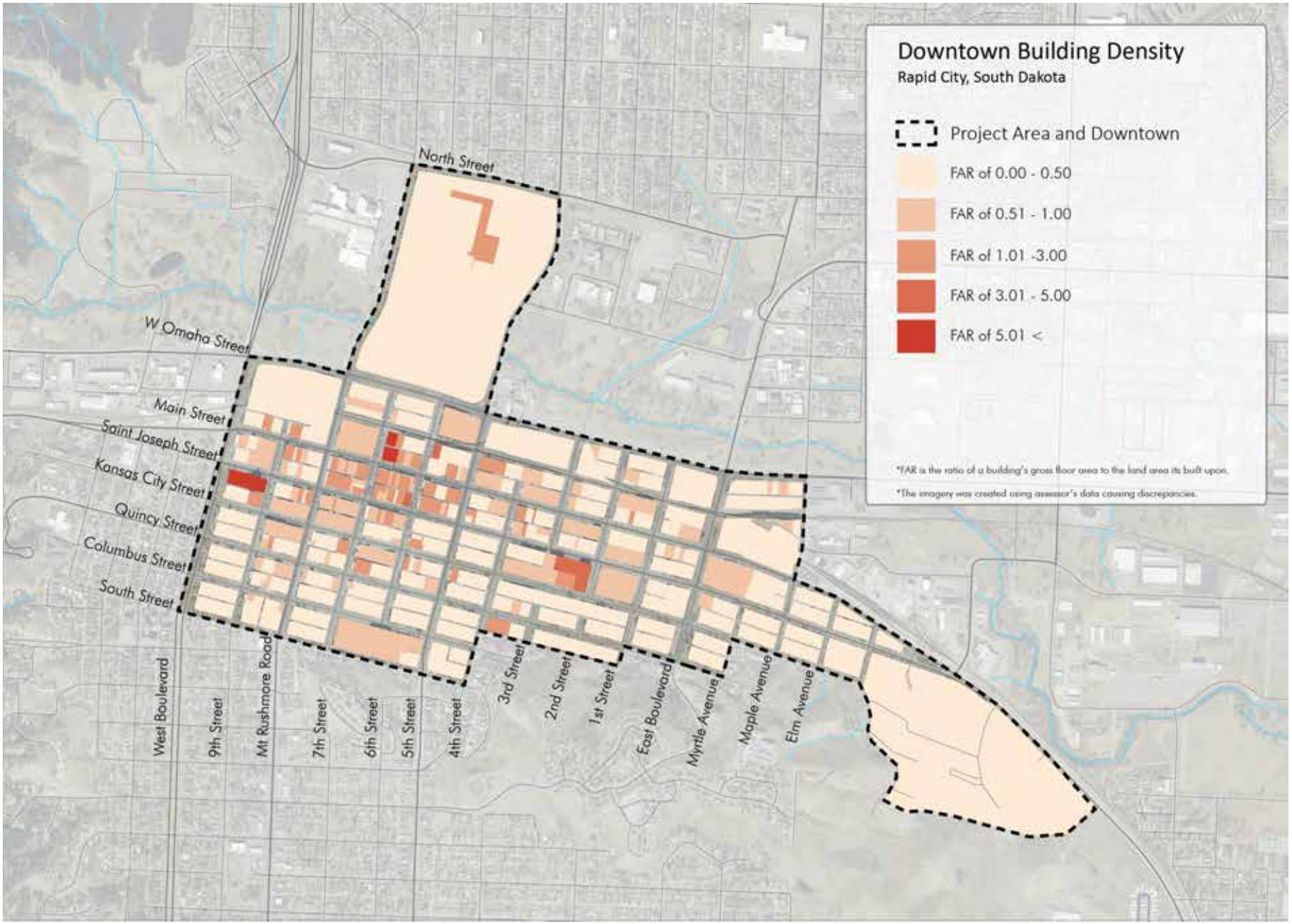


Downtown Zoning

Existing Development Intensity

The map on the following page shows non-residential development intensity in Downtown. Commercial density is measured by dividing the total land area by the building square footage; the resulting measure is called Floor Area Ratio (F.A.R.). The mapped F.A.R. shows that Downtown development is clustered in the historic core, in the County Administrative complex, and at the Civic Center with lower density in much of the remaining area. This reflects both historical patterns and the existing zoning pattern. Areas with lower F.A.R. often offer more redevelopment potential than similar parcels that are already developed at a higher intensity.

GC zoning constrains new Downtown mixed use and commercial office development.


Downtown Building Density
Rapid City, South Dakota
Project Area and Downtown
FAR of 0.00 - 0.50
FAR of 0.51 - 1.00
FAR of 1.01 -3.00
FAR of 3.01 - 5.00
FAR of 5.01 <
*FAR is the ratio of a building's gross floor area to the land area its built upon.
*The imagery was created using assessor's data causing discrepancies.
North Street
W Omaha Street
Main Street
Saint Joseph Street
Kansas City Street
Quincy Street
Columbus Street
South Street
West Boulevard
9th Street
Mt Rushmore Road
7th Street
6th Street
5th Street
4th Street
3rd Street
2nd Street
1st Street
East Boulevard
Myrtle Avenue
Maple Avenue
Elm Avenue

Non-Residential Growth Capacity[44]

Citywide, there is ample developable non-residential space. In 2013, the portion of Downtown zoned CBD was determined to have 6 developable acres, according to the City's Comprehensive Plan. Based on CBD zoning permitted uses, these 6 acres could be developed as either residential or non-residential uses. If all is used for non-residential use, up to 200,000 square feet of additional non-residential space could be built in the Downtown core. Downtown property zoned General Commercial could accommodate significantly more non-residential growth if zoning were changed to allow more intense development.

Downtown Land Values

Downtown land values are on average almost three times higher than those throughout the rest of Rapid City, as the graph to the right illustrates.[45] Retail land uses have the highest values both Downtown and citywide, with Downtown property value five times higher than in non-Downtown locations. Multifamily residential land values have the largest gap between Downtown ($1.23 million per acre) and non-Downtown ($143,000 per acre), where values Downtown are nearly nine times higher. Office/service land, meanwhile, has the lowest values of all land uses in Downtown at $369,000 per acre. Stakeholders report that non-residential land values and lease rates vary dramatically within Downtown, and drop significantly outside the core.[46] These lower land costs offer an important opportunity area to allow change and additional development east of 5th Street.

Commercial Forecast

If Downtown jobs increase at the same rates as forecast in the Rapid City Comprehensive Plan[47] for citywide growth, then Downtown will add approximately 400-1,000 jobs in the next five years. At an average demand of 150 square feet per employee, this translates to demand for 60,000 to 150,000 square feet of additional commercial space. This assessment projects a somewhat higher demand range of 100,000 to 200,000 square feet, taking into account:

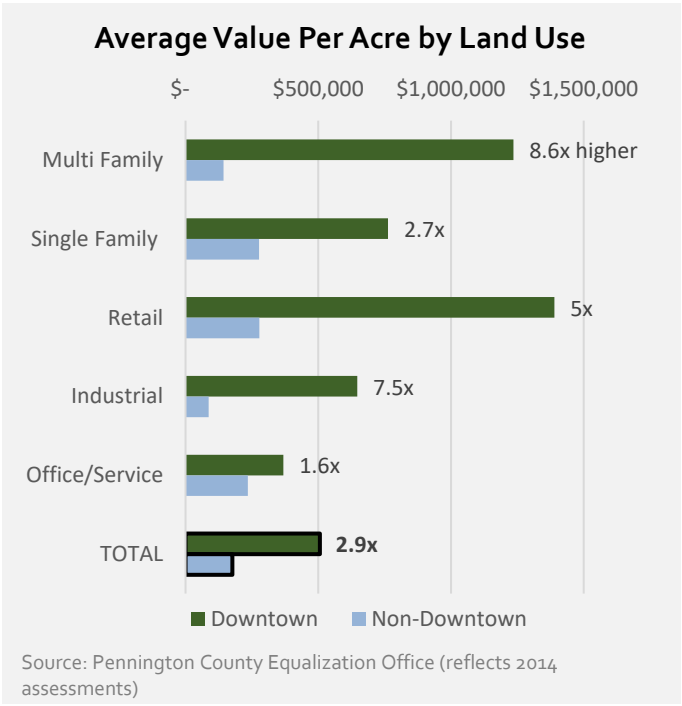
[44] Rapid City Comprehensive Plan, p. A-16
[45] Pennington County Equalization Office
[46] Stakeholder Interviews
[47] Rapid City Comprehensive Plan p. A-12

Non-Residential Growth Capacity

	Developable Acres	Additional Non-Res. Space*
CBD	**6**	**222,639 s.f.**
Rapid City 3-Mile Plat Area	6,149	31,059,882 s.f.

* Estimate based on current zoning and future land use designations
Source: Rapid City Comprehensive Plan, p. A-16

Property in Downtown yields more revenue per acre than elsewhere in Rapid City.



Source: Pennington County Equalization Office (reflects 2014 assessments)

- National trends driving businesses to downtowns are in evidence locally, suggesting Downtown will increase rather than maintain its relative share of employment; and
- Very low rates of existing commercial vacancy in Downtown.

The higher end of this demand projection is more likely to be achieved if expected updates to zoning are adopted, civic efforts underway to better link educated talent from the SD Mines to employment opportunities are realized, and vacant older buildings are remodeled to provide desirable, open format workspaces.

Forecast commercial demand in Downtown in the next five years is for 100,000-200,000 square feet.

SHOP

CONTEXT

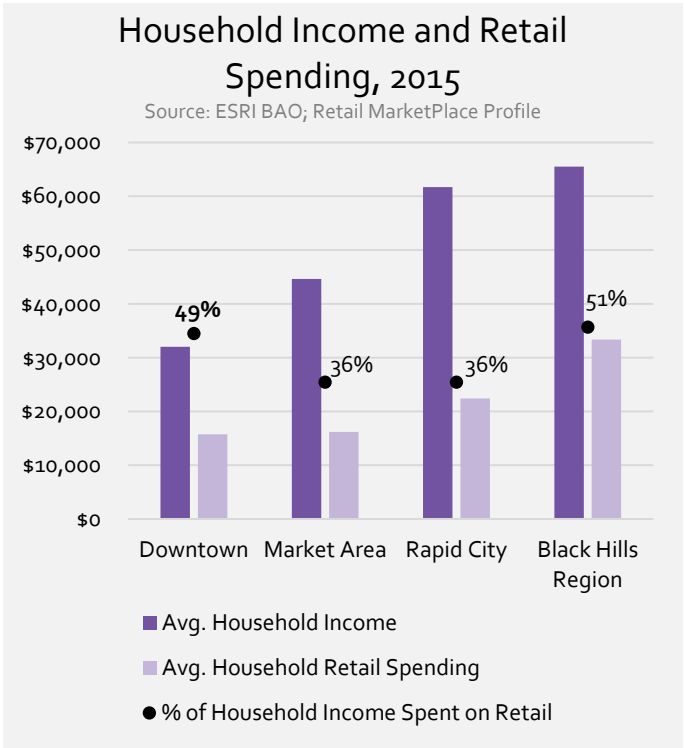
Downtown is one of the important retail centers in Rapid City. As Global Trends illustrate, experiential and authentic niche shopping environments show the most promise for attracting customers. Downtown Rapid City's pedestrian-friendly scale, small format shops, local businesses, and historic character offer customers a unique shopping experience. Maintaining this environment will be important as point-of-sale retail diminishes nationally. Outside of Downtown, Rapid City has other prominent retail corridors, such as I-90, which are primarily occupied by large format, national retailers. Although nationally point-of-sale retail is decreasing, the Black Hills region has unmet retail demand. As the center of the region, Rapid City shows strength among multiple formats. Rushmore Crossing, adjacent to I-90, has been one of the region's fastest developing shopping plazas[48] and continues to add new retailers.

Downtown has an eclectic but vibrant retail hub in the area between 5th and 7th Streets and Main and St. Joseph Streets. Downtown has added a number of new stores and restaurants in the last five years, particularly in and around the catalytic Main Street Square development. While Downtown retail is already appealing, stakeholder interviews suggested it could be strengthened by extending operating hours and days of the week, especially during peak season and weekends.[49]

Retail Spending Potential[50]

With a relatively small number of residents, the total retail spending potential of Downtown residents is just $13 million. This can be expected to increase if additional housing units are added to meet demand. Downtown retail is unique in the City and Region and is well-supported by visitors. A more robust $685 million in retail potential is found within the City, and nearly $9 billion within the Black Hills Region drive market. Spending potential from regional and national tourism, which can augment local potential, is highly seasonal.

Downtown Rapid City offers a desirable retail experience that is unique to the entire Black Hills Region.



[48] http://rapidcityjournal.com/news/local/rushmore-crossing-sold-to-phoenix-based-company-for-million/article_eade7e7d-dbd2-5189-80bb-30be666bc45f.html
[49] Stakeholder Interviews
[50] ESRI BAO: Retail Marketplace Profile

Downtown residents' average household income is currently below the Market Area, City, and Region averages, but the average retail spending per household is more comparable to that of the other areas. Therefore, the percent of income that households spend on retail is higher Downtown than in the Market Area and City. Downtown residents spend half of their income on average on retail (not including restaurants and bars, but including daily needs such as groceries). The Downtown population includes many students and retirees whose spending is supplemented by other sources (parental support or accumulated wealth) rather than being tied to current earnings. This translates to a higher proportion of income spent on retail, as seen in this case.

Opportunity Categories[51]

Retail Leakage is a measure of unmet demand for goods in a specified area by the residents of that same area. The only significant retail leakage in Downtown is general merchandise stores; however there is a large surplus in the Market Area with a 5-minute drive of Downtown. In fact, analysis demonstrates retail surplus across most categories in the City, but unmet demand at the Black Hills Regional scale. The region has an estimated $765 million in total retail leakage. Electronics and appliance stores, health and personal care stores, book and music stores, full service restaurants, and specialty food stores are all categories that show leakage at the regional level and can fit in the Downtown context where they would serve visitors while attracting more Downtown residents.

Market Area High MPI Categories[52]

The Market Potential Index (MPI) measures the relative likelihood of the households in a specified area to exhibit certain consumer behavior or purchasing patterns compared to the US average. Downtown businesses can attract customers to businesses that offer the types of goods and services that area residents especially want. Categories for which Market Area residents exhibit higher than average MPI include:

- Beverages, including soda and beer/ale
- Technology, including cell phones, computers, TVs, and other electronics
- Convenience stores (small stores that stock limited range of household goods and groceries; does not include pharmacy)

[51] ESRI BAO: Retail Marketplace Profile
[52] ESRI BAO: Retail Potential Profile

Downtown has a well-developed retail niche of distinctive local shops and restaurants.

During the peak summer season and after events, Downtown restaurants are often at capacity, suggesting demand for yet more offerings. However, highly seasonal revenue flow remains a challenge for small businesses in Rapid City.

Most Downtown businesses do not offer special deals or incentives to market aggressively to Mines students.

Zoning changes east of 5th Street can be expected to allow new development, which could include expansion of retail offerings Downtown.

- Nightlife and entertainment, including bars, night clubs, and live theater and music
- Goods for pets, particularly cats

Retail Market

Real Estate Data[53]

Albeit slightly higher than citywide, Downtown has low retail vacancy at 4% in 2015. Five percent vacancy is considered ideal to allow for movement as leases come due. Lower average lease rates in Downtown compared to the City are conducive to supporting small local retailers that are the right retail niche for Downtown. Downtown retailers are heavily dependent on seasonal visitors and, as a result, experience significant fluctuations in revenue.

Retail Snapshot (2015)

	Downtown	City
Total rentable (sq ft)	565,373	5,850,358
Total vacant (sq ft)	22,818	218,389
% Vacant	4.0%	3.7%
Average Rate	$7.14/nnn	$9.75/nnn

Source: CoStar

[53] CoStar

PLAY

CONTEXT

Rapid City is known as a tourism visitor destination – it is the gateway city to Mount Rushmore National Monument. Downtown hosts a range of attractions for tourists and locals alike, most notably at the Civic Center but also the Dahl Arts Center, Geology & Paleontology Museums at the SD Mines, the City of Presidents statues, and events in the award-winning Main Street Square. Memorial Park, with the Promenade walking path, connections to regional bike trails, and the Legends playgrounds also invite a variety of users to Downtown.

Visitation to Rapid City is highly seasonal, driving down key lodging market indicators and discouraging additional hotel development.

Downtown Arts & Cultural Attendance[54]

Many of the Downtown cultural venues and events track attendance numbers annually (see table to the right). Although not a Downtown destination, the Mount Rushmore National Memorial impacts Downtown tourism greatly, with over two million visitors a year. Main Street Square is another catalyst for Downtown visitation. It hosts more than 100 events annually, primarily in the warmer months, ranging from yearly events such as the Downtown Pumpkin Festival to the weekly summer concert series. Lastly, there is also a concentration of museums, galleries, and art centers in Downtown that draw visitors year-round – important venues to maintain visitation numbers during the off-season. Although attendance numbers have been collected, it is unknown what percentage of visitors are local compared to those from a different part of the country.

Arts & Cultural Attendance (2014)

Main Street Square	
Summer Nights and Main Street Square concert series	175,000
Movies Under the Stars	6,600
Downtown Pumpkin Festival	2,250
Culture Shock: Young Artist Festival	750
Rushmore Plaza Civic Center	1,030,040
Art Night Downtown	800
Museum of Geology	23,000
Dahl Arts Center	36,000
Suzie Cappa Art Center	9,000
Mount Rushmore National Memorial	*2,144,808*

Sources: Rapid City Comprehensive Plan; Community Planning and Development Services Department, City of Rapid City

Rushmore Plaza Renovation and Expansion

Rushmore Plaza Conference Facilities were built in the 1970s and, although they are well-maintained, are out of date in terms of technology, modern configurations, and universal accessibility requirements. A $180 million renovation/expansion plan was proposed that would have enabled the facility to host larger regional youth sporting events. Expansion was anticipated to have positive economic impact of $53 million annually[55], and accelerate infill

[54] Rapid City Comprehensive Plan p. A-29
[55] Rapid City Comprehensive Plan p. 57

and redevelopment within walking distance of the facility.[56] A ballot initiative to approve the expansion was rejected by voters in 2014. A more modest renovation plan and ballot initiative is expected to be proposed, although there is no clear timeframe for future improvements. A modernized Rushmore Plaza would likely increase use of the facility and therefore, hotel demand in Downtown.

Rapid City Regional Airport

The Rapid City Regional Airport is a 10-minute drive east of Downtown, a relatively convenient location for visitors to Downtown destinations and hotels. The Rapid City Regional Airport served over 540,000 passengers in 2014[57] and contributes approximately $175 million to the local economy and provides over 350 jobs.[58]

Downtown lodging is of higher average caliber than the market area, and is positioned to capture non-peak season business, conferences, and event visitors.

Lodging Market

Downtown hotels compete with a significant number of hotels located along Interstate 90 that offer convenience for tour groups and others whose primary trip purpose is Mount Rushmore. Downtown hotels are better located for serving the business travel and conference attendee lodging niche, which provides somewhat more consistent monthly revenue.

Downtown Hotel Rooms

There are 3,529 rooms in the 32 hotels that are part of the City's Hotel Business Improvement District (BID), a taxing body that raises money for tourism marketing. Downtown's 623 rooms represent 18% of all hotel rooms in the BID, and include the Adoba Eco Hotel, Hotel Alex Johnson (recently transitioned to a Hilton Curio Collection hotel), Holiday Inn Rushmore Plaza, and the Howard Johnson.[59] The majority of hotels in the City are rated 2-star with the highest rated 3-star. The quality of hotels in Downtown is as good as any in the City, with all four hotels rated above 2-star. In the summer, all of the City's rooms can be sold out, but in winter less than a third of the rooms are typically full. This highly seasonal visitor pattern, as

Downtown Hotels	Star rating	Rooms
Adoba Hotel	3	176
Hotel Alex Johnson	3*	143
Holiday Inn Rushmore Plaza	3	205
Howard Johnson Express Inn	2.5	99
Total		**623**

* Hotel Alex Johnson may soon change to 4 stars with the ongoing transition to a Hilton Curio Collection hotel

Source: google.com and visitrapidcity.com

[56] Rapid City Comprehensive Plan p. A-29
[57] Rapid City Regional Airport Monthly Statistics Report for September 2015.
[58] Rapid City Area Chamber of Commerce, "2014 Rapid City Community Profile & Business Directory," p. 13
[59] The Howard Johnson is technically located just outside the Downtown boundary but is considered a Downtown hotel.

well as the fact that Rapid City is primarily a driving visitor destination, supports construction of mid-range hotels along the highway rather than within Downtown, where land costs may be prohibitive to profitability.

Hotel Occupancy & Revenue

Overall, the highly seasonal hotel market can be expected to drive down occupancy and RevPAR numbers which can depress the lodging real estate market. It appears that the outdated Civic Center is losing market share which can be expected to negatively affect the Downtown lodging market. Stakeholders indicate that a 2014 study demonstrated that the previously proposed and rejected Rushmore modernization and expansion would not only reverse the trend but also drive demand for additional mid-tier rooms.

Currently, the Alex Johnson is widely considered the best hotel in the region and includes a penthouse and a rooftop bar with some of the best views in the region, and is frequented by vacationing stars. Although it currently receives a 3-star rating, the current upgrades that are occurring with conversion to a Hilton Curio Hotel is expected to elevate the rating to 4-stars. The lodging market appears to have opportunity for a small (50 rooms or less) 4- or 5-star boutique hotel. Downtown is an ideal location for a small upscale hotel as it offers the best dining and shopping experience in the region.

Even if the Alex Johnson successfully achieves 4-star rating, the region remains somewhat underserved by lodging with a rating above 3 stars. A small boutique hotel in Downtown could target upscale visitors that desire luxury and convenient retail and dining access.

Go

Context

Downtown is the center of a community both figuratively and literally. Real estate market demand in urban cores is linked to easy accessibility. Increasingly, residents, skilled workers, and businesses make decisions about where to locate based on the range of mobility options offered. As such, how we get to, from, and around Downtown can impact market potential. Additionally, propelled by a national awareness of the rise of chronic health conditions, the connection between health and the built environment is an increasing focus nationally. Globally, downtowns and the real estate market are trying to capitalize on this growing interest in health by making sure they create environments that are walkable, bikeable, and full of recreational opportunities.

Street Network

Main and Saint Joseph Streets provide the spine of Downtown as a one-way couplet, each of which offers three lanes for cars. Main Street carries about 14,000 cars per day on average. Saint Joseph Street carries about 16,000 cars per day on average.[60] The topography of Rapid City channels auto traffic in and through Downtown. Based on transportation modeling results documented in the 2014 Comprehensive Plan, the only segment of roadway in all of Rapid City that is considered "congested" is Main Street within Downtown.[61] That said, automotive traffic is considered an asset to Downtown by business owners.

Commute Characteristics[62]

Rapid City is predominately a driving community. This is shown through the commute-to-work statistics in the table to the right. Across all three geographies, driving alone is the most common mode of transportation to work. However, the data shows that those living Downtown have the shortest commutes and the most flexibility in how they get to work.

Downtown is well positioned in the community at a pinch point through which vehicle traffic passes.

Commute-to-Work Snapshot (2015)

	Downtown	Market Area	Rapid City
Drive Alone	**56%**	74%	82%
Carpool	**4%**	12%	10%
Bike	**6%**	2%	1%
Walk	**29%**	7%	3%
Transit	**0%**	1%	1%
< 20 Minute Commute	**93%**	79%	75%

Source: ESRI BAO; Population Summary

Short commute times make auto access convenient.

[60] ESRI BAO: Traffic Count Map
[61] Rapid City Comprehensive Plan, p. A-17
[62] ESRI BAO: Population Summary

Although 56% of Downtown residents drive alone to work, they are much more likely to commute via other modes of transportation. Almost a third (29%) of residents walk to work, indicating that at least that amount work within Downtown. This is many times higher than the proportion of walk commuters in the Market Area (7%) and Citywide (3%). 6% of Downtown residents bike to work and another 4% carpool. In total, a full 39% of Downtown residents commute to work on foot, bike, or by carpool, which compares well to similar cities.[63]

Throughout the City, three quarters of workers have less than a 20-minute commute, which indicates that Rapid City is an easy city in which to commute (and drive in general). This is a convenience for residents, but may contribute to lower rates of alternative transportation use (only 5% of workers Citywide walk, bike, or take transit).

One of the few factors that may negatively impact commuters is the presence of railroads throughout the Downtown area. Railroad crossings in Downtown are at-grade, which can present an impediment to mobility across the tracks.

WALKABILITY[64]

Walk Score™ is a patented system used to measure a location's walkability based on a zero to 100-point scale. Points are awarded based on the distance to nearby amenities, with amenities within a 5-minute walk earning the maximum points. *Walk Score* also takes into account pedestrian-friendly factors such as block length and intersection density.

Rapid City is slightly less walkable as a whole compared to peer cities, however, all of these cities fall within a small range and all are defined as "car dependent". With this said, Downtown is the most walkable neighborhood in Rapid City (as in many other cities). Downtown benefits from a well-connected grid and a fairly complete sidewalk system with sidewalks on both sides of the streets.[65] As noted in the Global Trends section, Downtown is well-positioned to capitalize on the healthy lifestyle trend because of these walkability assets.

Although a neighborhood-wide score for Downtown Rapid City was not available from *Walk Score*, scores were sampled for several common Downtown destinations. As shown in the

Connections are limited and wayfinding information lacking to the excellent nearby recreational assets.

Walk Score™ Comparison

	Citywide	Downtown Neighborhood
Lincoln	40	78
Bismarck	35	75
Sioux Falls	34	80
Fort Collins	32	87
Rapid City	**27**	**34 – 83** (*see table below*)

Source: Walk Score

Walkability from Downtown Destinations

Main Street Square	**83**	(*Very Walkable*)
Performing Arts Center	**76**	(*Very Walkable*)
Rushmore Plaza Civic Center	**56**	(*Somewhat Walkable*)
SD Mines & Technology	**34**	(*Car-dependent*)

Source: Walk Score

[63] Sampled cities with available data are: Tulsa (19%), Boise (34%), Albuquerque (34%), and Omaha (40%).
[64] Walk Score
[65] Rapid City Comprehensive Plan p. 18

table on the previous page, walkability varies widely throughout Downtown. The most walkable portion of the neighborhood is the core along 6th and 7th Streets from Main to Columbus. The areas of Downtown north of Rapid Creek are less walkable, and the SD Mines and its immediate surroundings in the eastern part of Downtown are car dependent and not considered walkable.

Bikeability

Rapid City has 29 miles of bike paths and 23 miles of mountain bike trails, including a cycle track with shared lanes. The crown jewel of the network is the regional bike trail, which runs along Rapid Creek through Downtown. This 13.5 mile path connects to a robust network of other regional paved and unpaved bike trails, and provides off-road bicycle access to Downtown from certain parts of the City. Within Downtown, the 3-block protected cycle track on Kansas City Street is an important bicycling route.

In the future the City's bike network is expected to at least triple in size, with more than 90 miles of bike routes, lanes, trails, and paths planned in an effort to create a more complete system across the entire City.[66] The City's Bicycle and Pedestrian Master Plan has a strong focus on the Downtown area. There are proposed improvements along Omaha, West Main, Kansas City, and Quincy Streets running east-west, and West and East Boulevards and 5th, 6th, and North 8th Streets running north-south. Furthermore, the Plan identifies high priority projects, two of which are the West Main Street improvements on the west side of Downtown and intersection improvements along the Downtown stretch of Omaha Street.[67] If these proposals are implemented, Downtown will be the center of a much-improved bicycle network in Rapid City with routes to and from most parts of the City. This will benefit commuters and visitors. It will also help attract new millennial and baby boomer residents that are seeking walkable and bikeable urban environments, as national trends demonstrate.

Transit

Transit ridership increased 13.5% between 2012 and 2013.[68] The City's Rapid Transit System, RapidRide, offers six fixed routes that operate six days a week with 35-minute headways (hours of operation are weekdays from 6:20 am through 5:50 pm, and Saturdays from 9:50

The City View Trolley provides a transportation alternative for visitors, but hours and schedule do not align well with events and dining.

Mobility options are highly valued by skilled talent.

Bike infrastructure is limited but wide streets offer ample opportunity to add planned improvements.

[66] Rapid City Comprehensive Plan, p. A-17
[67] Rapid City Area Bicycle and Pedestrian Master Plan, Executive Summary and Appendix K
[68] Plan Rapid City, Comprehensive Plan Update, Community Profile, p. 18

am through 4:40 pm).[69] All of the routes come through Downtown and stop at the Downtown Transit Center.

RTS also provides a fixed-route trolley bus known as the City View Trolley, which runs a seasonal schedule six days a week (Monday through Saturday, with departures on the hour from 10:00 am to 4:00 pm) and connects numerous cultural and recreational sites.[70] The City View Trolley provides a GPS-guided narrative tour of the major destination points in Rapid City. The Trolley increased ridership by 18% between 2009 and 2010 and since has remained stable.[71]



[69] RTS. http://www.rapidride.org/rapid-ride
[70] RTS. http://www.rapidride.org/city-view-trolley
[71] City of Rapid City Newsletter, January 2011, p. 10

PLAN IMPLICATIONS

This chapter of the Market Assessment identifies strategies that have potential to enhance market conditions in Downtown Rapid City. Following each strategy are example actions that could be undertaken. These general recommendations will be balanced with a range of other factors – such as community desires and resource availability – in the eventual selection of implementation actions.

In the Plan, recommendations will be further refined, prioritized, and tied to specific locations.

EXPAND AND UPDATE ZONING TO INVITE INVESTMENT

Suburban zoning requirements appear to be a significant barrier to redevelopment and investment in Downtown east of 5th Street. Zoning must be revised to unleash market potential.

- Expand the CBD zoning. Apply reduced parking and landscaping requirements to all of Downtown. Add site design requirements for parking lots, trash enclosures, etc.
- Modernize use lists (e.g., incorporate "maker" spaces and other creative uses) and address other issues to make the code easier to interpret and apply consistently.
- Reduce uncertainty for developers through more by-right and administrative city approvals.
- Standards for historic buildings should balance the additional cost and requirements of historic preservation.

PROVE HOUSING DEMAND AND RENTS

There is overwhelming evidence of pent-up demand, but a lack of housing product to prove what rents can be supported and how deep demand truly is. It may be necessary to jump start residential development to prove the market's potential.

- Prioritize the use of public resources and incentives to early projects that demonstrate the residential market. Require that assisted projects make financing details public.
- Proactively invite more developers. The pool of local developers is small; many non-local developers from overheated markets like Denver are looking for another opportunity.

REGIONAL TECHNOLOGY & INNOVATION HUB

Create the environment and amenities to solidify Downtown as a regional center for professional, science & technology jobs.

- Support efforts to create tech transfer and co-working spaces in Downtown, particularly east of 5th Street
- Encourage partnerships between the SD Mines, economic development entities, private investors, and local government.
- Encourage redevelopment through updated/expanded zoning.
- Initially, incent businesses that offer new tech jobs.

ENHANCE CONNECTIONS BETWEEN CORE AND CAMPUS

Create more comfortable options for traveling between campus and the core to encourage students to live in the core and to support downtown retailers.

- Implement multimodal "complete streets" on Main and St. Joseph Streets; slow traffic to posted speeds.
- Add pedestrian-friendly glazing and lighting standards for new development to Downtown zoning.
- Expand bike share and Trolley service.
- Ensure redevelopment projects with public financing create a strong "eyes on the street" presence, making a safer walking environment for pedestrians.

Link to Outdoor Lifestyle

Help attract and retain residents and talented workers that value an active lifestyle.

- Make Main and St. Joseph Streets "complete streets."
- Expand and showcase bike share and bike infrastructure in Downtown.
- Strengthen connections to regional recreation facilities through additional enhanced intersections and wayfinding.

Restart Lodging Market with Modernized Civic Center

Upgrade this facility to recapture lost opportunities and continue its relevance.

- Ideally, add facilities to capture regional sporting events.
- Communicate the loss of cultural offerings to the local population that are occurring without modernization.
- Find a balance that the community can support.

Support Retail with Visitors and Students

Visitors already support much stronger depth of local Downtown retail and restaurants than residents could alone. To support additional retail, continue to tap this rich resource.

- Place Downtown retail (shops and restaurant) information at key visitor stops such as Main Street Square and Legends playground.
- Capitalize on current interest in local foods, unique shops, and authentic destinations. Differentiate Downtown from options in other parts of Rapid City.
- Enhance the effectiveness of transit to hotels: increase awareness, offer longer hours and more frequent service.

Students are a great off-season market.

- Encourage businesses to offer student deals and discounts out of season.
- Improve connections between campus and the core.



Appendix E

DESIGN GUIDELINES







Downtown Design Guidelines

Rapid City, SD

September 2016









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INTRODUCTION

The Downtown Design Guidelines are a direct outcome of the Downtown Area Master Plan process and community discussions that created the plan. The purpose of the guidelines is to reinforce and provide additional details to implement the principles and strategies identified in the plan. The guidelines focus exclusively on the buildings and spaces that define the development form and character of Downtown Rapid City, now and in the future. The guidelines encourage quality design and development that supports the vision of the Comprehensive Plan and implement the principles and strategies of the Downtown Area Master Plan. In Downtown this will be achieved by promoting the appropriate scale, orientation and design character to create the places that people will use and enjoy.

DOWNTOWN AREA MASTER PLAN

The Rapid City Downtown Area Master Plan was a partnership between the City of Rapid City, the Business Improvement District (BID), Destination Rapid City and the community at-large. The plan creates a vision and implementation strategy to guide development and investment over a 5 to 7-year period. The planning process lasted 12 months and engaged more than 1,500 people through a community survey, open houses, a design workshop and stakeholder groups.

The process resulted in a plan based on 5 core values identified by the community - prosperous, active, welcoming, connected and livable. The Downtown Area Master Plan provides the path to continue the momentum of Downtown Rapid City's rebirth. The plan consists of two Planning Frameworks that define how the community wants Downtown to evolve. The Frameworks and Design Guidelines will assist developers, property owners, business owners, city staff and appointed and elected officials make decisions about future change in Downtown. The Design Guidelines provide detail to the Principles and Strategies defined by the Planning Frameworks by animating many of the development and design qualities promoted within the Master Plan.

Planning Frameworks

Two Planning Frameworks define the principles and strategies that will shape future development and the public spaces within Downtown Rapid City. The Development Framework addresses the form and character of development while the Public Framework addresses public spaces throughout Downtown. Each Framework identifies



DOWNTOWN RAPID CITY: LOOKING EAST

necessary Principles and Strategies for guidance to continue development of Downtown in pursuit of the community vision. The *Principles* provide general guidance to help shape the future development patterns of Downtown by assisting in the day-to-day decision making process. The *Strategies* represent the specific changes that are necessary to create the people-based places desired throughout Downtown.

Principles

The Development Principles focus on the form and character of development that has shaped Downtown Rapid City and will define it in the future. The size of Downtown and its evolution over time has been shaped by different development practices and design elements. These differences provide the foundation for the two districts created and the Design Guidelines. The Historic Core District and the Innovation District each play on their development history to promote future development that respects the core values of Downtown. The continued historic development and contemporary development practices define the base guidelines and the specifics of each practice and will add to the uniqueness of each District. Details regarding each District are found within the guidelines section of this document and within the Downtown Area Master Plan.

The Public Principles focus on the contribution of public spaces, including the rights-of-way and open/civic space to the improvement of the development context and supporting places for people. Connectivity principles promote improved connections and access for all modes, in particular bikes and pedestrians, throughout Downtown and to surrounding neighborhoods and improved safety of all modes of transportation. Public space principles address the addition and improvements of places for people throughout Downtown, in better streetscapes for pedestrians or in better amenities for places used by people, such as park and gathering spaces.



RECENT REDEVELOPMENT AND STREETSCAPE (LANDSCAPE AND LIGHTING) IMPROVEMENTS

Strategies

The strategies define those specific changes that are necessary to create the places desired throughout Downtown. Building upon the guiding principles, two collections of strategies have been prepared to address private development and public improvements; Development Strategies and Public Strategies.

The Development Strategies focus on creating centers of activity and a livable environment throughout Downtown. More specifically, the Development Strategies identify two different Place Types that define the form and uses appropriate for the unique places to be created (or preserved) in Downtown. The Activity Centers and the

Downtown General place types, have directly influenced the preparation of the guidelines.

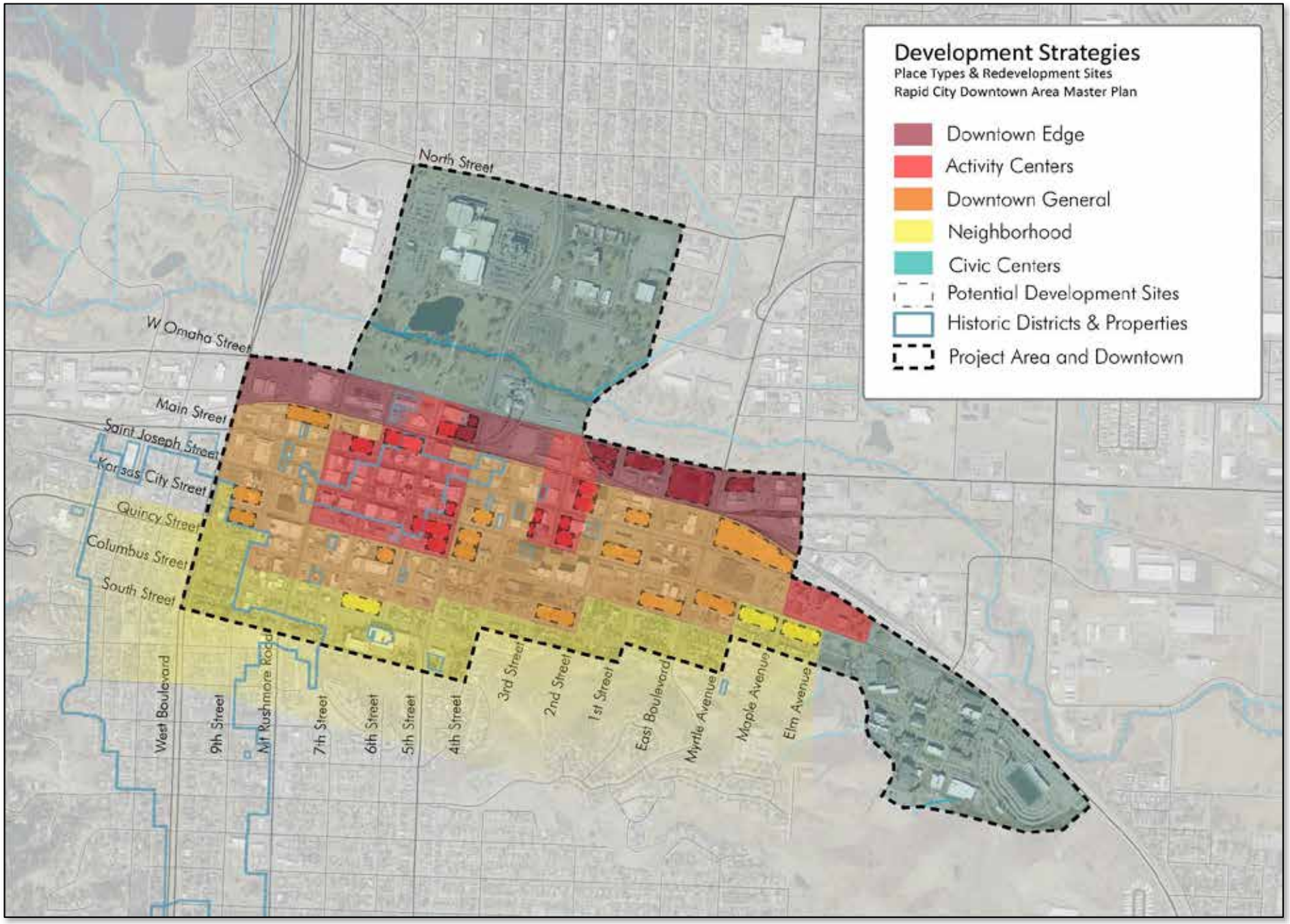
- An Activity Center is a compact, highly walkable, more intense development pattern that contains a broad mix of uses, including residential.
- The Downtown General place type is intended to be an extension of the activity center and promotes the urban form of development with a mix of uses.

The guidelines highlight specific differences and expectations for development and improvements within the Activity Centers as unique destinations within Downtown Rapid City in general. Within the different place types specific redevelopment opportunities are also identified.

The Public Strategies identify the public improvements necessary to support development including street and streetscape design, civic space and parks. The intent of the public improvements is to create a comfortable and inviting public realm for people and encourage private investment in Downtown. The strategies include identification of specific street designs to prioritize the primary transportation mode on that street - pedestrian, bicycle or automobile. The strategies also recommended the addition of public space in the form of parks, open or civic space to support development and provide gathering space for people. Finally, the addition of gateways in the Downtown will assist in identifying Downtown and its unique attributes. The Downtown Design Guidelines support the implementation of the Public Strategies recommended, specifically the streetscape and civic space improvements.



DOWNTOWN AREA MASTER PLAN ORGANIZATION AND COMPONENTS



DOWNTOWN AREA PLAN: DEVELOPMENT STRATEGY - PLACE TYPES

Relationship to the Historic Districts

These Design Guidelines are not intended to replace or diminish the design standards or review process for the Historic Commercial or West Boulevard Historic Districts, individually designated properties/structures or their environs. Rather, they provide additional guidance to development or rehabilitation within the district. Where these guidelines are in conflict with the Secretary of the Interior's Standards for the Treatment of Historic Properties, the Secretary of the Interior's Standards shall control.

Relationship to Zoning Ordinance

The Rapid City Zoning Ordinance provides the development standards for buildings and improvements to occur within the City. By definition, standards are required by every new development project and offer limited flexibility. The design guidelines provide criteria that are considered during a discretionary review, such as a planned unit development. In this way, the Design Guidelines will influence the form, design and quality of development in Downtown. When applicable, Design Guidelines are applied in addition to zoning requirements.

Administration

Three primary options exist for the administration of the Downtown Design Guidelines. Each option provides the opportunity for the application of the guidelines through the discretionary review processes and the situations described on the following page.

- **Downtown Design Review Board** - a newly established recommending board with the primary function of administering the design guidelines through recommendations to the appropriate decision-making body. Ideally the board would be comprised of design professionals and downtown stakeholders. Any review process would be incorporated in to the staff review process and not expand the development review timeline.
- **City Staff Review** – a task incorporated in to the development review process. City staff would review proposals for conformance with the design guidelines and provide their recommendation as part of the staff report to the appropriate decision-making body.
- **Peer Review** – a volunteer review of development proposals by downtown stakeholders and design professionals on an as needed basis. The third party review would be incorporated into development review process and



Historic Building Stock



Character of New Buildings with Existing Buildings

comments would be added to the staff report for consideration by the appropriate decision-making body.

Application of the design guidelines will assist in achieving the desired redevelopment and improvements to Downtown. The administration of the guidelines should be designed to provide the community with the greatest opportunity for success in their implementation

APPLICATION

The Design Guidelines are to be applied within the Activity Center and Downtown General Place Types (as defined by the red and orange areas of the Development Strategies Map in the section above) with regard to the following actions in the pursuit of a rezoning, conditional use permit or within any other discretionary review process.

- All new development;
- All additions to existing structures that are 25% or greater in square footage when compared to the existing building footprint;
- Alterations of existing facades that touch more than 50% of the total façade area; and,
- Any application for development that is requesting public incentives.

GUIDELINE MODIFICATIONS

The Downtown Design Guidelines are intended to influence the pattern and character of development within Downtown Rapid City. As Downtown continues to evolve, the guidelines must also evolve to remain effective. Specific practices are recommended to assist in keeping the guidelines current.

(1.) Any recommendation of the Downtown Design Review Board, and the supporting reasoning, with regard to development or design review applications should be thoroughly documented and maintained. This will provide the necessary background to identify when the Guidelines are working effectively and not working.

(2.) A summary of the application recommendations will provide the necessary foundation for an annual review of the Guidelines and discussion of necessary changes by the Downtown Design Review Board.

(3.) Every 5 years, a thorough review and audit of the Design Guidelines should be conducted, preferably by a third party that is not intimately involved with the implementation of the Guidelines.

DESIGN GUIDELINES

The form of buildings and their relationship to each other creates the places in Downtown that people use, but the design elements of the individual buildings in Downtown provide the character that people associate with Downtown Rapid City. Design elements such as transparent storefronts, use of natural materials such as brick and stucco, defined entryways and repetition of windows to name a few, convey a character of this place that attracts people and encourages them to stay longer and explore the area. It is the importance of these components, the form and the design elements, that are captured in the design guidelines to influence the future pattern and design of Downtown Rapid City.

The guidelines have been prepared at the two scales in which people experience Downtown Rapid City; the block scale and the human scale.

Block Scale Design is intended to address the form and pattern of development across Downtown Rapid City. People experience Downtown Rapid City through the spaces that are created by development, from sidewalk spaces to plazas, courtyards and parks. The intent of guiding development at the block scale is to assist in the creation of comfortable pedestrian scaled environments throughout Downtown. The Block Scale design elements include: building mass, building orientation, site access, parking (on-site), and parking structures.

Human Scale Design is intended to address the physical character of the individual buildings. The details of a building define the individual character of that building and contribute the comfort and human experience of adjacent spaces. There are specific elements within Downtown Rapid City that define the character of most buildings, particularly within the Historic Core District. These elements will continue to guide development within each specific district. The Human Scale design elements include: building elements, design features, building materials, and landscape/streetscape.

Organization

The Guidelines common to all areas of Downtown are provided first, followed by those specific to Historic Core and Innovation Districts.



DOWNTOWN DEVELOPMENT PATTERN



BUILDING DESIGN DETAILS
(ENTRYWAY, FIRST FLOOR TRANSPARENCY, AWNINGS, SCALE)

8. Building Mass

The mass of a building is defined by its size and volume of space that it occupies on a site. As individual sites create a block it is important that they are similar to one another in terms of their mass. Additionally, as we allow more intense development in Downtown Rapid City it is important that the buildings and blocks are appealing to pedestrians and create vibrant public environments.

b) Scale

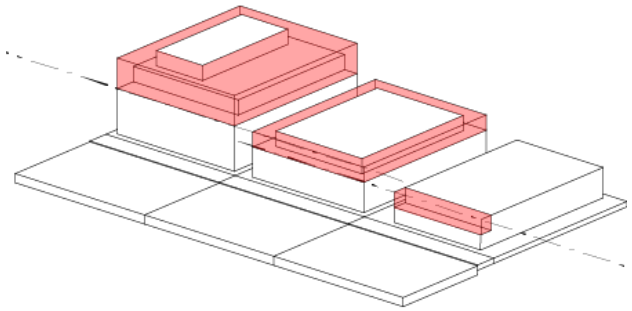
i. A minimum height of 2 stories and a maximum of 8 stories is recommended.
   a. Structures greater than 8 stories in height will be considered based on their relationship to the street, their scale in relationship to that of their context and their parking needs and impact. Use of off-sets, setbacks, first floor delineation, design details and shared or structured parking should be considerations for approval.
   b. Single story structures are allowed under zoning by-right; they will be considered under discretionary review processes based on their relationship to and improvement of public spaces, particularly the sidewalk and streetscape. Enhanced design details including transparency, cornice or parapet, a defined entryway, streetscape and pedestrian amenities should be considerations for approval. Additionally, the creation of a plaza, courtyard or public space that relates to the sidewalk and public network will also be considered.

ii. The scale of new buildings should be sensitive to the existing context in which it is being developed.

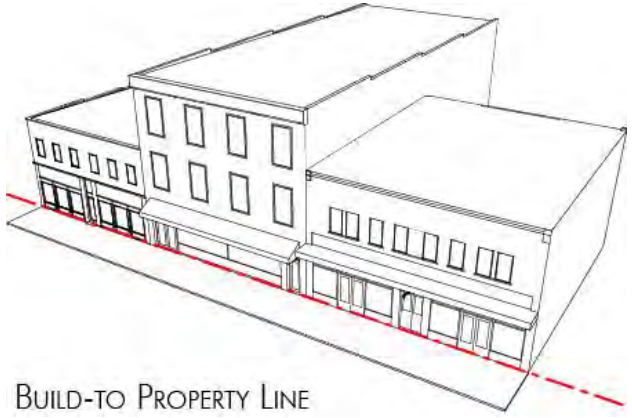
iii. The scale of new buildings should be sensitive to the transition between different scales of development where appropriate. Appropriate techniques to break up the building volume with mass and voids include the use off-sets, step backs and other similar changes to the buildings form adjacent to smaller scale buildings.

c) Form

i. Buildings should be built to the front property line within Activity Centers and are encouraged to build to the front property lines elsewhere. Upper floors, beyond the second story, may step back from the property line. As the building goes higher an increased step back may be allowed.



BUILDING OFFSETS AND SETBACKS



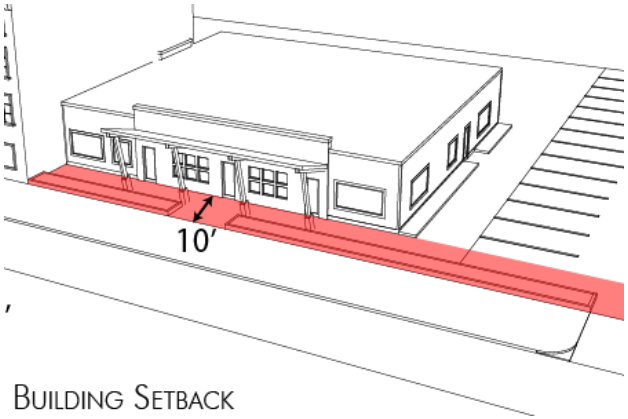
BUILD-TO PROPERTY LINE

ii. 85% of an individual lot, or complete block face should be built to the street within the Activity Centers and 75% elsewhere. Plazas, courtyards, and public spaces are acceptable breaks in the building wall. A greater building setback should be allowed for public spaces that create gathering spaces for people.

iii. A minimum of 70% lot coverage is encouraged within the Activity Centers and 50% elsewhere.

iv. Outside of the Activity Centers, the maximum setback for any building should be 10 feet, both front yards and the side yards of corner lots. The maximum recommended width of any public or civic space in the front or side yard (of corner lots) is 45 feet.

v. Where breaks in the building wall or a setback exists an alternative street wall at the property line should be created to clearly demarcate public space and private property. Appropriate street wall elements include building walls, landscape or planters, ornamental walls, fences or other constructed vertical elements.



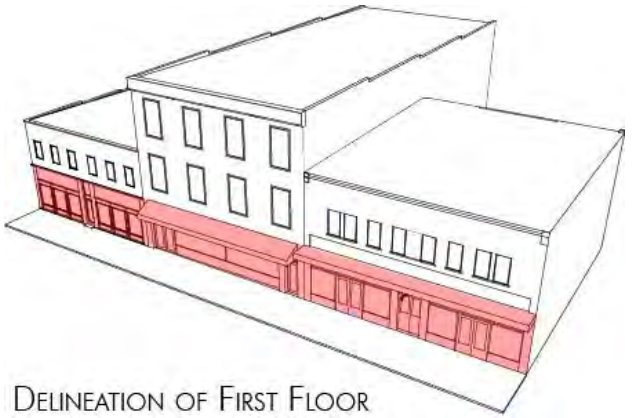
BUILDING SETBACK

d) Proportion

i. All multi-story buildings should be designed with clear delineation of a first floor (or base), a middle and a top to distribute the scale and mass.

ii. The clear delineation of the base should be encouraged, particularly on taller buildings, to better relate to the human scale.

iii. Building facades greater than 100 feet in width should be visually segmented. Appropriate methods to vertically divide the horizontal mass include architectural bays (doors, windows or projections/recesses) or other vertically aligned elements to distinguish the different components of the building.

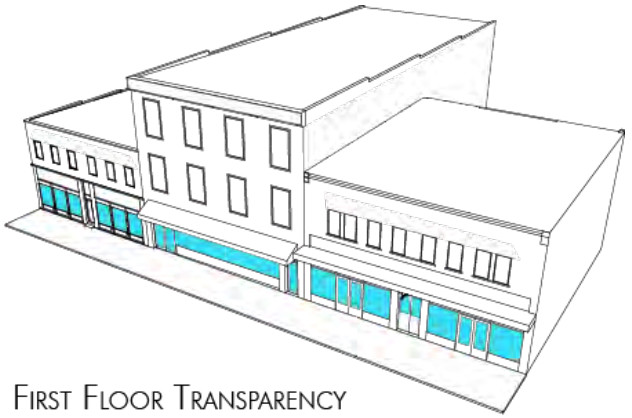

DELINEATION OF FIRST FLOOR

9. Building Orientation

The building orientation is defined as a building's relationship to the public realm (sidewalk and street) and its accessibility from public right-of-way. To create an environment in which pedestrians are comfortable, buildings need to be easily accessible.

b) Relationship to Street

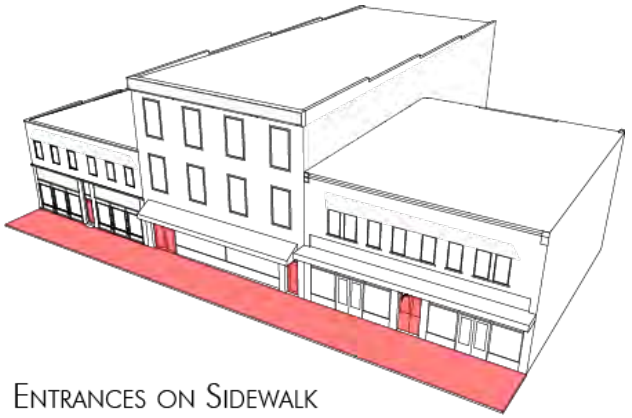
i. A high degree of transparency on the first floor of buildings is encouraged to help activate the sidewalk and encourage use.
ii. Grade separations between the sidewalk and ground floor uses are discouraged.
iii. Active uses are encouraged on the ground floor of all buildings.
iv. Within the Activity Centers, buildings should be designed to accommodate multi-tenant space to encourage multiple users of a single building.
v. Buildings that are setback from the street should provide pedestrian access from the sidewalk to the front door of the building.



First Floor Transparency

c) Primary Entryway

i. The building or individual store entrance should be located on the sidewalk of the primary street frontage within an Activity Center and encouraged to be located similarly elsewhere.
ii. Within the Activity Centers, a frequent cadence of building or store entries, typically every 25 feet to 75 feet should occur along the block face to encourage pedestrian activity along the block, particularly along pedestrian-oriented streets, as defined Downtown Master Plan.
iii. Outside of the Activity Centers the primary entrance to a building or store should face the street.



Entrances on Sidewalk

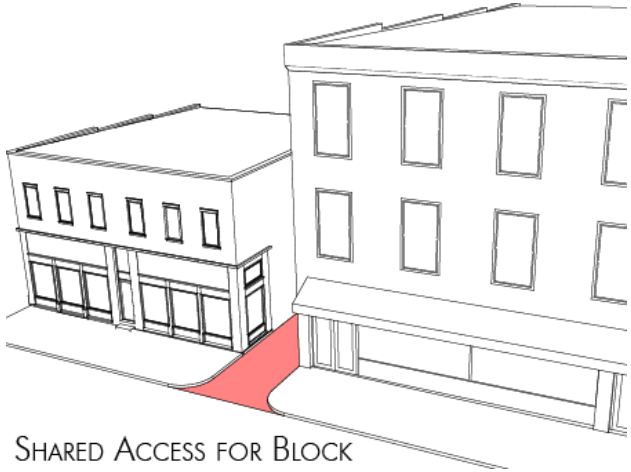
10. Site Access

Site access is an important element of site design and within the Downtown context. Alternatives to individual street front access exists and should be utilized when possible. Street front access points create breaks in the urban development pattern, disrupting the pedestrian environment. The access of automobiles to a development site or block should not cause unnecessary conflicts with people using the sidewalks and public spaces.

b) Access

i. Within an Activity Center automobile access is discouraged from the primary block face and encouraged from the alleyway. If no other options are feasible and automobile access is necessary along the primary block face, it should be limited to a single, shared access point for the entire block face.

ii. Outside of an Activity Center, site access is encouraged from the alleyway or to be shared and should be limited to one access point every 200 linear feet of block frontage. Where alleyway access is not feasible shared and limited access is encouraged from the side street.



SHARED ACCESS FOR BLOCK

11. Parking (off-street)

Off-street parking and parking lots create voids in the development pattern of a Downtown. These voids disrupt the urban pattern of development that draw people along the sidewalks to use Downtown stores and services. Parking, while necessary, should be a secondary use on the site to the buildings and gathering spaces.

b) Location

a) Parking should not be allowed between the building and the sidewalk within Activity Centers and discouraged elsewhere. Parking is encouraged to the rear of buildings.

b) Outside of the Activity Centers where parking is accommodated on-site it should be encouraged to the rear or side of a building. When off-street parking is provided, no more than 40% of any individual lot frontage and the total of the primary block face shall have parking adjacent. Access to on-site parking is discouraged along the block face and encouraged from the alleyways (*See Site Access section for more guidance).*

c) Shared or district parking solutions should be sought to replace the need for individual on-site parking, particularly within the Activity Centers.



LANDSCAPED PARKING

c) Size

i. Multiple lots on a single site or block should be connected for off-street access between them.

d) Landscape / Screening

i. Landscaping/screening of parking lots shall provide a filtered screen of the parking from the public right-of-way. A combination of solid (walls) and permeable (plantings) materials are appropriate to provide a filtered screen.

ii. A minimum of 10% of a parking lot shall be landscaped (including trees) to minimize the paved parking surface.

12. Parking Structures

Parking structures provide an intensity of parking that can alleviate the need for parking in other areas of the Downtown. Parking structures are also large buildings that can provide non-active spaces within a downtown setting. Parking structures should be designed in a manner that they contribute to the fabric of Downtown and promote an active presence along the sidewalk and street.

b) Design

i. Wrapped parking structures are preferred within Downtown.

ii. Parking structures should be designed to complement the adjacent buildings and their context in terms of scale, massing and materials.

iii. The height of a parking garage should not exceed the height of adjacent buildings.

iv. All ground floor parking should be screened from view, and include active uses along the street.

v. The design of a parking structure should minimize large expanses of blank walls and the horizontal banding of the structure. The design should try to provide a balance of solids (walls) to voids (openings) to mimic the facades of adjacent structure.

vi. Automobile access is discouraged from the primary block face and encouraged along side streets or from the alleyways.

vii. The functions of the parking garage including ramps and ticketing should be located within the structure and not visible from the street.

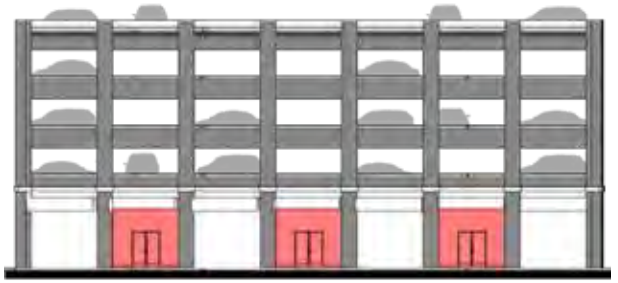
6. Building Elements

Building elements are those specific design elements that help relate the building mass to the human scale by breaking down the building into identifiable pieces. People are able to relate to the size, shapes and patterns created by these elements creating a comfortable relationship with the building.





WRAPPED PARKING STRUCTURE
AERIAL (ABOVE) STREET VIEW (BELOW)



SCREENED PARKING - ACTIVE FIRST FLOOR

a) Delineation of First Floor

i. A design feature that clearly articulates the first floor of an individual building should be incorporated to soften the impact of the scale and mass of the building and provide a better relationship of the building with the pedestrians on the sidewalk. Features such as cantilevers, belt courses, sign boards, transom windows or moldings, and changes in color, texture, material or massing are appropriate applications.

ii. Greater attention to design quality and details on the first floor of buildings assist to create a comfortable and engaging pedestrian environment.

b) Store Fronts

i. A minimum of 60% transparency should be achieved on the first floor of all buildings within Activity Centers and 50% elsewhere, measured between 2 feet and 8 feet above the sidewalk level.

ii. A variety of storefront design is encouraged to achieve interest along individual block faces.

iii. The use of opaque or reflective glass on the first floor and in storefronts is discouraged.

c) Entryways / Doors

i. The main building entryway should be oriented to the street and sidewalk or public spaces. Where buildings front multiple streets, entrances should be provided along each.

ii. Entryways should be well-marked and articulated through additional design details, such as awnings, moldings or a changing in material or texture.

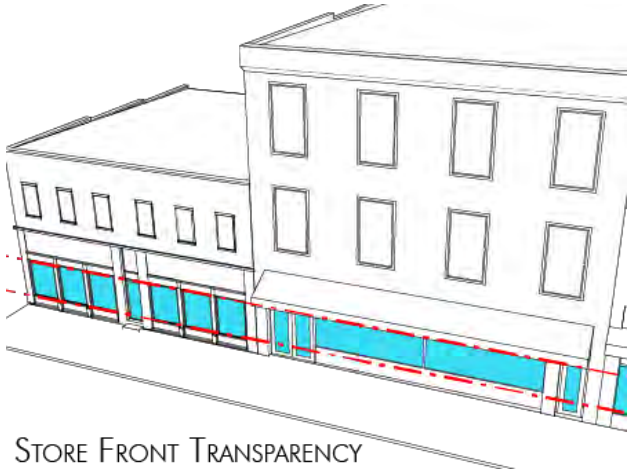
iii. The size and scale of building entrances should relate to the size and scale of the building and the articulation of the first floor.

iv. On corner lots, placing the building entrance on the corner should be considered.

v. The main building entrance should be delineated differently than storefronts along the same block face.

vi. Consider the use of public art to enhance building entrances.

vii. When buildings are setback from the sidewalk or street a clearly defined pedestrain path should be provided.



STORE FRONT TRANSPARENCY



ENTRYWAY ORIENTED TO STREET

d) Windows

i. Large expanses of blank walls should be avoided. Windows should be used to minimize blank wall space.

ii. The use of opaque or reflective glass in windows is discouraged on the lower floors of a building.

e) Signage

i. Signage should strive to be consistent with the design character of the building first, and the signage context of the surrounding buildings.

7. Façade Design Features

Façade design features are those additional elements that also help to relate the building mass to the human scale. These features typically extend from the building façade to create depth and break down the mass of multistory buildings. These elements are typically used to complement and accentuate the building details.

b) Depth

i. The use of design details should unify a buildings street façade and add to the appearance of the structure depth or dimension.

ii. Design details including cornices, parapets, windows, doors and trim should be of a thickness that they create a depth of design character through shadow lines, texture and a varied façade plane for individual buildings.

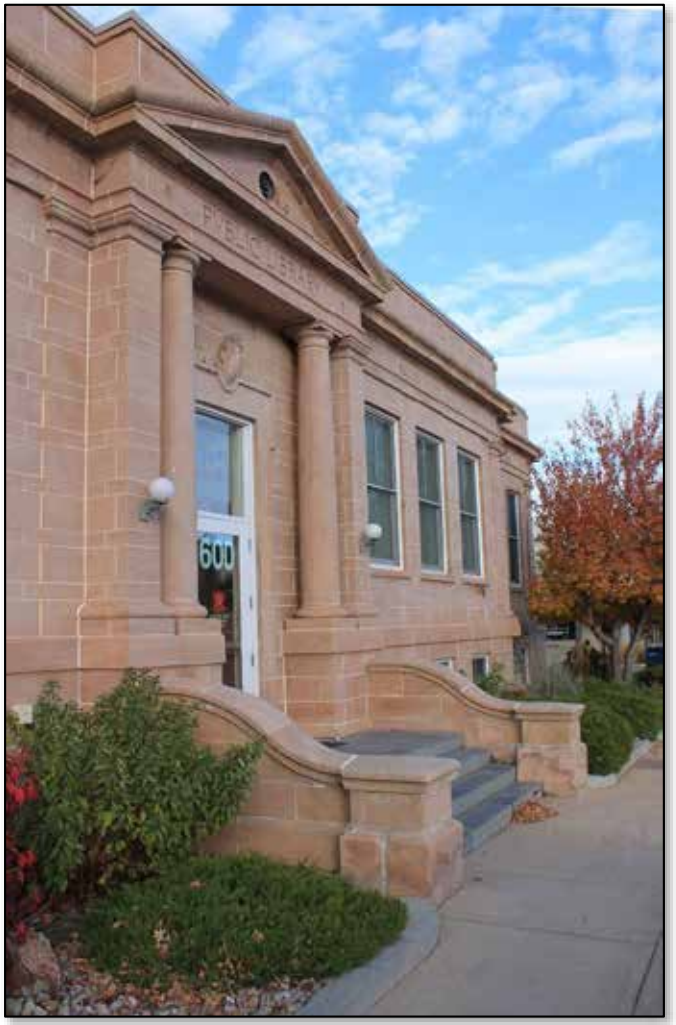
8. Building Materials

Building materials define the quality and assist in defining the character of the buildings. Building materials should convey a sense of quality and longevity that each building contributes to the Downtown. Additionally, specific materials are associated with the character that is being preserved or created.

b) Quality

i. Building construction and materials should be of a high-quality that exhibit permanence of the structure.

ii. The use of synthetic or composite materials, such as EIFS and vinyl, are discouraged. Limited application of these materials may be acceptable or as trim depending on the quality and ability to replicate the original material.



DESIGN DETAILS – WINDOWS, ENTRYWAY, PARAPET, STAIRCASE AND STONE MATERIALS CREATE BUILDING DEPTH AND CONVEY QUALITY.

iii. Inconsistent or uncharacteristic ornamentation and decoration of building facades is discouraged.

c) Application

i. The use of synthetic materials is discouraged on the first floor of buildings.
ii. 4-sided architecture, consistent in design, is encouraged.

d) Color

i. The use of color should be consistent across all facades of a building and complementary to the context of the building site.

9. Landscape / Streetscape

The landscape or streetscape elements of a property make the development more inviting to people because it greens and softens the space. Landscape and streetscape elements include street trees, planters, shrubs and grass as well as hardscape items like pavers, trash receptacles and benches. The majority of greenspace within Downtown is the streetscape and because of its widespread impact should be consistent in quality. Landscape throughout most of Downtown is a secondary feature to the building, but where landscape is appropriate it should be used to support pedestrian spaces and provide buffering or screening of the sidewalk and pedestrian ways to undesirable site elements, i.e. parking lots.

a) Design

i. Within the Activity Centers streetscape improvements can substitute for on-site landscape improvements when the building is built to the sidewalk.
ii. The landscape of courtyards, plazas and public spaces is encouraged. Landscape should incorporate hardscape (paving, seating and public art) and softscape (plantings) to create a comfortable gathering space.
iii. Courtyards, plazas and public spaces should be connected to the sidewalk system.
iv. Streetscape elements should be consistent along the block and district, and should complement the form of the building.
v. Streetscape should incorporate street trees to provide shade and a comfortable environment for pedestrians.
vi. Site landscape should be incorporated when a building is setback from the public right-of-way or sidewalk. Landscaping shall consist of foundation plantings, and trees, for shade. (Use the Landscape Regulations within the Zoning Ordinance.)



DOWNTOWN STREETSCAPE

HISTORIC CORE DISTRICT

The Historic Core District represents what is left of the original Downtown core for Rapid City. The pattern and character of development found within the central core, typified by the urban form captures the original development pattern and character of development within the City. The Development Principles, in the Downtown Area Master Plan, define the urban form for the Historic Core District and include:

- buildings built to the street,
- a building scale that provides enclosure to the street,
- on-street parking,
- an active street front,
- pronounced building design details,
- a diversity of uses, and
- a walkable environment.

The central core of Downtown represents how people developed and used Downtown prior to the automobile. The areas surrounding the core represent how people use Downtown today, accommodating the automobile. The historic development patterns and design character of the central core provide the precedent for future development of this area. Development within this district will strive to meet the patterns, character and quality of development found within the central core.

The Historic Core District of Downtown Rapid City is generally defined as 5th Street on the east, The Railroad track on the north, West Boulevard on the west and Quincy Street on the south.

HC1. Building Elements

a) Windows

i. The windows on the upper floors of a building should have a consistent rhythm or pattern of application across the entire façade.

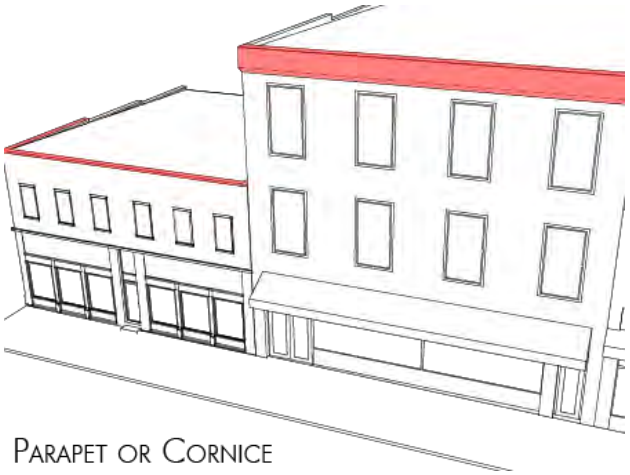
HC2. Façade Design Features

a) Design Features

i. Design features such as cornices, parapet, transoms, belt courses, sashes, sills, columns, brackets and finials should be of a scale and design character that is consistent with the building scale and design.



CONSISTANT RHYTHM



PARAPET OR CORNICE

ii. A strong, detailed cornice or parapet should be used in conjunction with a flat roof.
iii. An appropriate scaled parapet should be used to minimize the view of rooftop mechanical equipment.

b) Awnings

i. The use of awnings should complement the design and color of the building.
ii. Awnings are an acceptable use for demarcation of the first floor of a building.
iii. Awnings can be used to identify a building or store entryway.

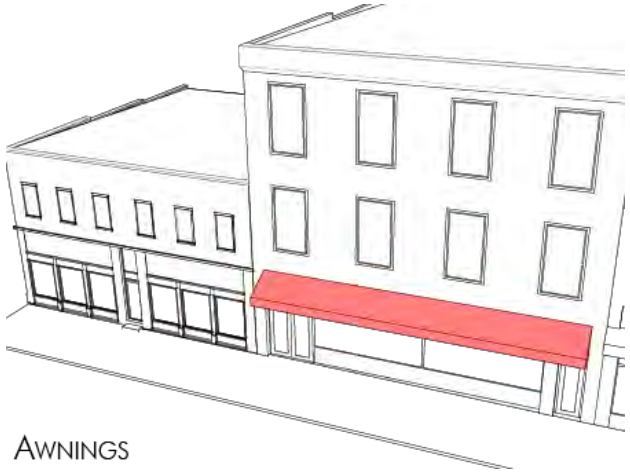
c) Trim

i. Trim work should provide detail, ornamentation and depth to the building design.
ii. The use of synthetic materials for trim work on upper floors of a building is acceptable. The quality of the synthetic material should strive to replicate the original material intended for that use.

HC3. Building Materials

a) Application (see Building Materials List, p. 21)

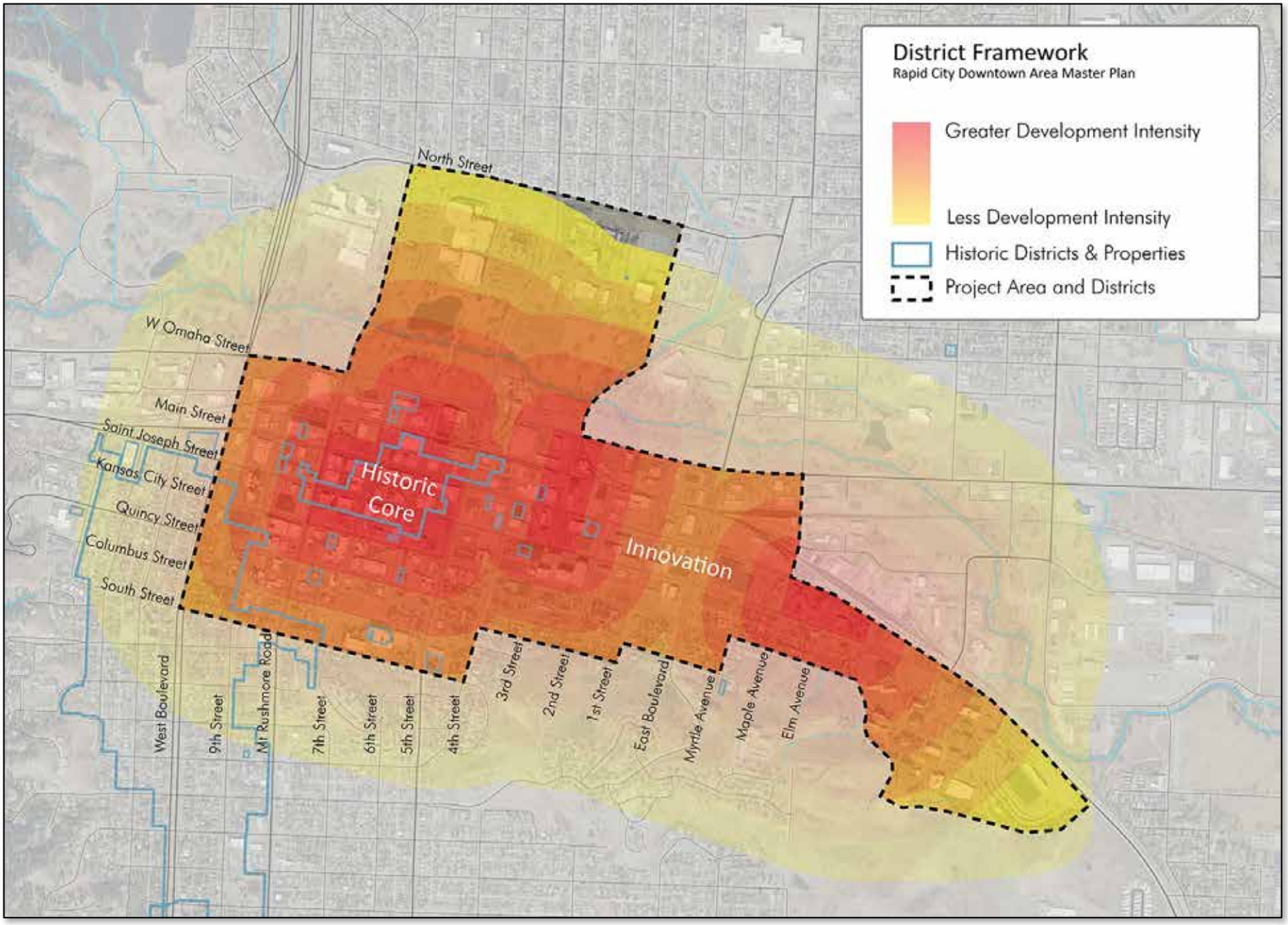
i. A minimum of 80% of a street front façade should be a Primary Material and up to 20% a Secondary Material and Trim.
ii. Non-street front facades should consist of 60% Primary Materials and up to 40% Secondary Materials and Trim.



AWNINGS



BUILDING MATERIALS – BRICK, STUCCO & GLASS



DOWNTOWN AREA PLAN: DISTRICTS

INNOVATION DISTRICT

The Innovation District represents the progress and change within Rapid City, current and emerging. Often referred to as the East of 5th District, the current reinvestment and redevelopment are diversifying both the physical setting and the uses of the area. The Development Principles defined in the Downtown Area Master Plan for the Innovation District describe the creation of a place with the following qualities:

- a gritty, modern, edgy environment for living, working and research;
- places that attract people to linger longer;
- a physically, socially, technologically and economically connected District (and Downtown); and
- that utilizes the youth and energy of the SD Mines students to support growth and development.

Much of the recent interest within the Innovation District has centered on entrepreneurship. New entrepreneurial small businesses have begun to emerge leveraging the changing demographics and interest in the community supported by the presence of SD Mines. The energetic, imaginative vibe is what the design guidelines for the Innovation District are intended to capture.

The Innovation District of Downtown Rapid City is generally defined as 5th Street on the west, The Railroad track on the north, the SD Mines campus on the west and Quincy Street / Kansas City Street on the south.

I1. Building Elements

a) Signage

i. Creative, unique signage is encouraged and should complement the design character of the building and/or relate to the use of the building.

I2. Building Materials

a) Application (see Building Materials List, p. 21)

i. A minimum of 30% of a street front façade should be a Primary Material and up to 70% Secondary Materials and Trim.

ii. Non-street front facades should consist of 20% Primary Materials and up to 80% Secondary Materials and Trim.

iii. The creative use of natural and synthetic materials, specifically architectural glass and architectural metals, is encouraged.



INNOVATION DISTRICT – RECENT BUILDING



INNOVATION DISTRICT – USE OF DIFFERENT BUILDING MATERIALS (METAL)

iv. The use of synthetic materials is discouraged on the first floor of buildings, except the use of architectural glass and metal.

b) Color

ii. Bold colors may be used to accentuate the design character of the building.

I3. Landscape / Streetscape

a) Design

i. Streetscape elements can be unique to complement the form and character of the building, but should also contain repeating or related elements along the block and District.



LANDSCAPE / STREETSCAPE IMPROVEMENTS

BUILDING MATERIALS

The building materials identified in the table are those materials that are appropriate for exterior construction within Downtown Rapid City. Per the guidelines above, specific materials are appropriate for different applications throughout Downtown and within the different Districts.

Permitted Materials	Material Category: Primary	Secondary	Trim / Accent
Masonry			
Brick, solid / modular	X	X	Any of the Primary or Secondary Materials may be used as a trim or accent material.
Brick, veneer / overlay		X	
Stone	X	X	
Stucco, genuine	X	X	
Stucco, synthetic (EIFS)		X	
Concrete / CMU, detailed	X		
Concrete, plain / split faced		X	
Cement Fiber Board		X	
Terra Cotta	X		
Metal			
Architectural		X	
Corrugated, lap, aluminum			
Glass			
Clear / Architectural	X	X	
Opaque / Mirror		X	
Wood			
Genuine		X	
Other synthetics			
Vinyl			X
Plastic			X



STONE, METAL, TILE AND GLASS MATERIALS



BRICK, STONE, WOOD, AND GLASS MATERIALS

GLOSSARY:

4-sided Architecture: consistent design and material use on all four sides of a building.

Active Use: A business or service that requires patronage use by people.

Belt Course: A horizontal band or course projecting beyond or flush with the face of a building.

Cantilevers: Any rigid structural member projecting from a vertical support.

Cornice: Any prominent, continuous, horizontally projecting feature atop a wall or other construction, or dividing it horizontally.

EIFS: An exterior insulation and finishing system that resembles stucco, but is a synthetic material.

Façade / Primary Façade: Any side of a building facing a public way or space and finished accordingly. The primary façade is the front of a building, especially an inviting or decorative one.

Form: The manner of arranging and coordinating parts of a building and its location on a property.

Horizontal Banding: A repetition of horizontally oriented solids and voids that create a ladder appearance for the façade of a structure or part of a façade.

Opaque: A non-transparent or non-translucent form that obstructs any light and viability through it.

Parapet: A low protective wall or barrier at the edge of a balcony or roof or the like.

Public Realm: the public spaces throughout Downtown typical including, parks, plazas and gathering spaces and the rights-of-way.

Scale: The size of a building and its elements and how they relate to one another and to people.

Setback: The recession of the building or part of the building from the building line. Setback are measured from the front, sides and back of a property.

Sign Board: A panel carrying a sign or notice flush mounted to the façade of a building.

Synthetic Material: A material not of natural origin, prepared or made artificially.

Transom: A horizontal crosspiece separating a door or the like from a window above it.

Voids: Openings or breaks in the wall surface of a building, including windows.

Appendix F

GLOSSARY OF TERMS

GLOSSARY OF TERMS - DOWNTOWN AREA MASTER PLAN

Accelerator space: An office catering to startup companies that includes some collection of the following resources to help grow a business – a workspace shared with other startups, mentorship, formal networking opportunities, and small amounts of seed funding for the company.

Activity Center: A compact, walkable, mixed-use, higher-intensity development area that provides a destination for people.

Artisan Manufacture: The shared or individual use of hand-tools, mechanical tools, and electronic tools for the manufacture of finished products or parts including design, processing, fabrication, assembly, treatment, and packaging of products; as well as the incidental storage, sales, and distribution of such products. Typical artisan manufacturing uses include, but are not limited to: electronic goods, food and bakery products, beverages, printmaking, household appliances/products, leather products, jewelry and clothing/apparel, metal work, furniture, glass or ceramic production, and paper manufacturing.

Auto Oriented Streets: A street design that prioritizes the movement of the automobile, while accommodating other modes of transportation.

B – Cycle: Rapid City's automated bike sharing system, currently with two stations (Main Street Square and South Dakota School of Mines and Technology).

Bikeability: The ability for people to easily and safely move about by bicycle.

Blade Sign: A blade sign is a projecting sign mounted on a building façade, storefront pole or attached to a surface perpendicular to the normal flow of traffic. A pedestrian sign, as defined by Rapid City, is a type of blade sign. However, a blade sign may be larger and located higher on the building face, such as the existing ELKS lodge sign in Downtown.

Boomers: Members of the Baby Boomer generation, born roughly between 1946 and 1964.

Class A/B Office space: Office space is grouped in three classes (A, B, and C). Class A space is the highest quality with above average rents, while Class B space is fair to good with rents in the average range for the area.

Co-working space: A shared work environment for people not employed by the same organization, where common workplace needs like conference rooms, printers, and support staff are shared by all users to reduce costs.

Creative Industries: Industries that are based on individual creativity, skill and talent with the potential to create wealth and jobs through developing intellectual property including but not limited to advertising, architecture, the art and antiques market, crafts, design, designer fashion, film, interactive leisure software (ie. video games), music, the performing arts, publishing, software, and television and radio.

Creative Office Space: Unique types of office space that differ from traditional office environments.

Credit enhancements: A method for helping to secure financing for a development project by providing a loan guaranty, lease and/or purchase commitment or other verifiable support for credit. Credit enhancements are often from private sector sources and are provided before a development project is initiated.

Crowd Sourcing: Obtaining ideas or funding for projects by soliciting contributions from a large group of people, typically through the Internet.

Cycle Oriented Streets: A street design that prioritizes the movement of bicycles through the use of specific bicycle facilities.

Dedicated On Street Bicycle Facility: A reserved facility within the roadway for the exclusive use of bicycles.

Design Guidelines: A set of recommended criteria to influence the form and design of buildings.

Development Framework: Defines the design principles and improvement strategies for the future development of private property.

Fee In Lieu: A system that allows developers to pay fees into a municipal fund instead of providing a development requirement, such as parking spaces, on site. The fee amount is established based on the typical local cost of developing the required element.

Four-sided Architecture: This involves a process during the building design phase of incorporating design elements into each of the four sides of the building.

Gap Analysis: An assessment to determine what types of retail a community could support more of based on current supply and demand.

Gateways: Visual cue that signifies a change in location or area

Historic Core District: The area of downtown considered to be the historic core is roughly bounded by 9th Street, the Railroad tracks, 5th Street, and Kansas City Street

Historic District: An area listed on the National or State Register of Historic Places that contains historic properties.

Incubator space: Provides early-stage companies with a number of benefits (such as workspace, business development training, access to mentors, etc.) in exchange for a small equity stake in the company or an upfront fee.

Innovation district: A dedicated area of a city with intentional clustering of entrepreneurs, startups, business accelerators, and incubators.

Maker space: A specific type of co-working space that helps entrepreneurs build or create physical goods by providing technology, manufacturing equipment, 3D printers, and educational opportunities in exchange for membership fees.

Market assessment: A precursor to the Master Plan that provides details on existing market conditions, trends, and key opportunities in Downtown Rapid City.

Market cycle: The natural fluctuation of the economy between periods of expansion (growth and development) and contraction (recession).

Millennials: Members of the Millennial generation (also known as Generation Y), born between the early 1980s and 2000.

Mixed Use: The combination of multiple uses (residential, office, retail, etc.) within a building or place, where a variety of different living activities (live, work, shop, play) are in very close proximity.

Mobility: The ability for people to easily move about by various modes of transportation.

Multi-modal network/transportation system: The network of all modes of transportation (walking, cycling, automobile, and public transit) and how they interact with each other.

Pedestrian Oriented Streets: A street design that prioritizes the movement of the pedestrians through improvements that create a comfortable walking environment.

Pedestrian Friendly: Enhancements that create a comfortable walking or gathering environment such as, wide sidewalks, on-street parking, benches and streetscape or landscape.

Pedestrian scale: Design of structures and spaces that relate to the size of a person.

Placemaking: A collaborative design process that maximizes the shared value of a space through a variety of uses and enhanced design of the public realm to create usable space for people.

Planning Frameworks: An organizational element to coordinate the changes recommended to the physical elements of Downtown. In this case the Planning Frameworks have been defined by those private (Development Framework) and public (Public Framework) changes to the Downtown.

Public Framework: Defines the design principles and improvement strategies for the future changes to public spaces.

Public Realm/Public Spaces: Spaces that are for use by the general public typically including the rights-of-way, parks, civic and open spaces.

Scale: The size of an object (in this context a building) to include its height, width and area.

Tax increment financing: A popular tool used by cities to encourage economic development, by allowing cities to divert future property tax revenues from a defined area and use these to help fund immediate economic development projects in that area.

Third Space: A space or place other than a person's home or workplace that they enjoy spending time at.

Vacancy: An unoccupied building or building unit such as an office or apartment.

Walkability: A comfortable space designed to be used by people on foot.

Wayfinding: Signage or other gestures that provide direction or guidance for people to move throughout a space or place.

Appendix G

FIRE AND LIFE SAFETY MEMO

Rapid City Fire Department
Fire and Life Safety

The Importance of Fire Sprinkler Protection in the Downtown Area Zoning District

The Downtown Area Master Plan strives to encourage flexible use regulations, mixed-use buildings, increased building density, promote housing everywhere, and increase the recreational use of our downtown; all of which support a vibrant and prosperous future.

Unfortunately, without the proactive and aggressive application of fire sprinkler protection, the positive changes negatively impact the Rapid City Fire Department's ability to prevent respond to, and control an emergency event involving fire within the Downtown Area Zoning District.

Fire protection through the use of fire sprinklers in not new to the Downtown area. Rapid City Fire Department has been working with property owners on retrofitting buildings within this area since the early 2000's. A large number of buildings are currently protected with fire sprinklers. However, the risk of a catastrophic fire event remains until all buildings within the Downtown Area Zoning District are protected throughout.

Fire sprinkler protection remains the single most effective tool the Rapid City Fire Department and the City of Rapid City has available to us which significantly reduces the risks associated with fire. This has been proven a number of times in the downtown area; fire sprinkler protection has resulted in controlling fires, thus preventing injury, business loss, and property loss (e.g., Talley's Restaurant (Duhamel Building), Elk's Theater, Perfect Hanging Gallery, Servall Uniform (three activations), etc.). Most fires were controlled or extinguished by a single fire sprinkler head.

Understanding that the installation of fire sprinkler protection does not come without a price, the City of Rapid City and the Rapid City Fire Department have worked to create a Life Safety Load Program to aid in the installation of fire sprinkler systems. This is a revolving fund, low interest loan program to all retrofit projects.



The 1997 Sweeney Fire in downtown Rapid City destroyed four businesses. Several surrounding businesses were damaged due to the intense smoke and heat and required extensive remodeling.

Rapid City Fire Department
Fire and Life Safety

The Importance of Fire Sprinkler Protection in the Downtown Area Zoning District

Due to limited early notification, traffic and congestion, and old construction, there is a high potential for rapid fire spread throughout the downtown corridor. A fire left unchecked will quickly grow due to possible delayed detection and a possible lengthy response time.

While several buildings are currently protected, the ones that are unprotected are still a danger. When a fire starts in a protected structure, the sprinkler system will keep the fire small, allowing extra time for occupants to evacuate and for the fire department to arrive on scene. A structure that is protected will not be able to withstand the fire intensity from an adjoining building that is not protected.



Legend:

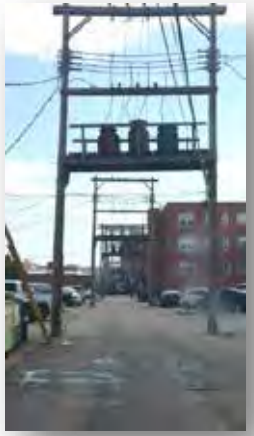
- Unprotected structure
- Protected structure

Rapid City Fire Department
Fire and Life Safety

The Importance of Fire Sprinkler Protection in the Downtown Area Zoning District

Many downtown buildings are mixed occupancy and have been remodeled several times. Previous firewalls have been compromised – allowing a passage for fire to spread. The older construction in many of the downtown buildings also promotes fire spread.

Overhead obstructions limit access for rescue and aerial firefighting – fire sprinkler systems reduce the risk to occupants and provide more time for evacuation





Several buildings currently have both residential and commercial occupancies – fire sprinkler systems will allow for increased mixed-use opportunities with limited restrictions







Large public gatherings within the Downtown Zoning District expand opportunities for businesses and entertainment. Human and automotive traffic make it difficult for the fire department to access the area efficiently for fire and medical emergencies.

Fire sprinkler protection offsets the life safety risks associated with limited access.





Narrow and crowded alleyways create difficult access for fire engines

Rapid City Fire Department
Fire and Life Safety

The Importance of Fire Sprinkler Protection in the Downtown Area Zoning District



Before fire starts – two similar rooms



3 minutes after fire start – protected room is completely extinguished; unprotected room reaches flashover



After the fire – protected room has minor smoke residue; unprotected room will require a complete demo



This demonstration shows a fire sprinkler protected room versus a non-protected room. Within 30 seconds, the fire is checked by a sprinkler system, expelling less than 10 gallons of water. The fire in the non-protected side burns until the fire department arrives on scene.



Sprinkler covers can be matched to ceiling texture and color



Modern commercial and residential fire sprinkler heads come in many different colors and allow the end-use versatility to blend in with the surroundings

Appendix H

HOUSING STRATEGY MEMO

HOUSING STRATEGY MEMO: DOWNTOWN RAPID CITY

“Housing Everywhere”

Downtown Rapid City Regulatory Strategies

Current Regulations (in study area)

CB – Central Business – “Apartment Units” are allowed in this district but there are very few standards that address the form, scale or urban design features of development. Therefore this “use-based” approach – while technically allowing housing in the Central Business District, could open the city up to formats that are not consistent with the downtown context or the plan polices. As a result, other standards aimed at mitigating this potential discourage housing overall. In general this results in the preferred type – residential over commercial in a mixed use building, being difficult to implement, and the lack of specific standards for the preferred type of housing in this area could hinder some of the initial concepts being explored in the planning process.

GC- General Commercial – This district does allow “dwelling units above ground floor”. However, similar to the CB district comment, there are few regulations that would control the form, scale or urban design features of development. In addition, this district is clearly intended for a broad range of commercial uses and accommodates many non-urban, large-scale, and car-oriented patterns. Integrating walkable, connected housing projects as envisioned in the current planning process would be a difficult fit in the GC district, particularly with so many other things enabled in this district that will work against these types of investments and the context necessary to support them.

HDR – High Density Residential – This is the most intense residential zoning in the City, and in concept could allow the “critical mass” of housing necessary to create more vibrant and walkable places. However it uses “density” as it’s primary control, and applies this abstract concept regardless of any context or urban design strategies. This approach results in projects with more housing needing larger and larger lots, and assumes that space, separation and buffers are needed to mitigate higher densities from their surroundings. This creates two compounding problems – (1) small-scale, incremental projects are difficult to do without costly and time-consuming review processes; and (2) larger-scale projects end up in un-urban formats disconnected from their surroundings. One work-around has already been developed to address this with the “townhouse” building type being added and regulated more specifically by a separate section (17.50.020 – 17.50.040).

Summary

- None of zoning districts currently used in the study area (or likely to be used in the future) supports a variety of housing projects in walkable, urban neighborhood patterns;
- Small-scale, higher density projects – the types that could have the lowest non-regulatory barriers to implementation (i.e. land availability, opportunity for local developers, options for finance, and market) end up with highest regulatory barriers (planned zoning process or discretionary reviews)
- Some of the more typical or popular housing options in walkable urban contexts (both existing in Rapid City already and/or new to this market) are not clearly and specifically enabled by the regulations.

Initial Direction of the Downtown Plan – For Housing specifically, a "Housing Everywhere" approach is one principle. This reflects the current assessment of the market as well as an opportunity to create a capacity and critical mass for other development concepts in the plan. But different types, different scales and different formats will be dependent on (1) context within plan area; and (2) market. In general the draft development framework outlines four separate contexts to refine what types of housing are appropriate:

- CB District, and specifically the Activity Centers of the development framework - housing on upper levels of mixed use buildings.
- Downtown, generally – upper levels of mixed-use buildings in priority areas where future market capacity could grow for mixed use, but a broad range of urban housing options should be enabled throughout this area.
- Downtown edge – a transition area where housing markets may be limited due to the primarily high-traffic patterns and larger-scale formats of current commercial. While housing in this area should not be discouraged, other planning interventions or interim steps are likely necessary.
- Downtown neighborhoods – at a transition between downtown and existing stable neighborhoods, housing should be the primary use. A wide range of small-scale, higher density housing types should be promoted. Mixed-use, or very small-scale neighborhood-serving commercial should be limited to certain strategic locations.

Strategy – Regulate housing primarily by building type, rather than density or by format (multi-family, etc.);

The following types are either currently present in the area and should be replicated, or are missing from the area and should be added to contribute to the plan policies:

	Development Standards			Frontage Design				Plan Context			
Housing Types	Units	Lot Size	Height	Yard	Terrace	Courtyard	Street-front	Activity Center	Downtown General	Downtown Neighborhood	Downtown Edge
Small/Urban Lot Detached House	1 unit	3,000 – 6,000 s.f.	1 – 2.5 story	☑	☑	☑	[L]	☒	[L]	☑	[L]
Multi-unit Detached House	2-4 units	5,000 – 10,000 s.f.	2 – 3 story	☑	☑	☑	[L]	☒	[L]	☑	[L]
Row House	3 – 6 units	1,500 – 2,500 s.f. per unit	2 – 3 story	☑	☑	☑	[L]	☒	☑	☑	[L]
Stacked Flat	2- 4 units	5,000 – 10,000 s.f.	2- 4 story	☒	☑	☑	[L]	☒	☑	☑	[L]
Walk-up Apartment	4-12 units	5,000 – 10,000 s.f.	2 – 4 story	☒	☑	☑	[L]	☒	☑	☑	[L]
Mid-rise Apartment	12-40 units	10,000 – 25,000	3 – 6 story	☒	☑	☑	[L]	☒	☑	☑	[L]
Live / Work	1 unit	3,000 – 6,000 s.f.	1 – 2.5 story	☒	☑	☑	☑	[L]	☑	[L]	[L]
Small Mixed-Use	1-6 units	5,000 – 10,000 s.f.	2 – 4 story	☒	[L]	[L]	☑	☑	☑	☒	[L]
Large Mixed-Use	6 units +	10,000 s.f. or more	2-6story	☒	[L]	[L]	☑	☑	☑	☒	[L]

☑ Preferred application, generally permitted
[L] Limited application, based on context or specific planning and design considerations
☒ Discouraged application, generally prohibit

Appendix I

PUBLIC COMMENTS

RAPID CITY DRAFT PLAN PUBLIC & STAFF COMMENTS

Below and following is a consolidation of all comments provided to The City of Rapid City and the P.U.M.A. Team and on the July 8 Rapid City Downtown Area Master Plan Draft Version 2. The comments in BOLD ITALICS are the P.U.M.A. Team response to specific comments and how they were or were not addressed. Public Comment was closed August 5, 2016

August 4, 2016
City Traffic Engineer Comments on Rapid City Downtown Area Master Plan, Draft Version 2 (July 8, 2016)

1. As a preliminary and general matter: what objective local data was collected ***(TRAFFIC COUNTS WERE PROVIDED BY THE CITY)*** to establish or verify the existing traffic and transportation conditions in Downtown Rapid City? The plan proposes solutions to a variety of problems; what evidence besides bare assertions during community engagement is there that these perceived problems reflect physical reality? ***(BASED ON OUR TEAMS COMBINED 70 YEARS OF EXPERIENCE IN 250 US CITIES)*** I think if such evidence exists, the plan should cite it; if none exists, the plan should say so clearly. Likewise, if the extent of problems or the benefit of proposed solutions can be quantified the plan should do so; if they cannot be quantified (including because doing that would be outside the plan's scope) it should say so. Specific examples include, but are not limited to:
    a. Page 43 says "reduce Main and St. Joseph from 3 lanes to 2 lanes in order to slow traffic to the posted limits and make walking safer", which raises multiple questions: How unsafe is walking presently? By how much (1 mph? 5 mph? 10 mph?) Does traffic exceed the posted limit (20 mph through much of downtown) ***(YES WE HEARD THIS FROM 100'S OF COMMUNITY MEMBERS AND THE RC POLICE CHIEF)*** and what method was used to establish this (Mean, Median, or 85%? Radar, tube counter, floating car speedometer, or hearsay)? How much safer is walking with traffic at 20 mph than at the present speed? Is 20 mph the target speed, or is there a desire for vehicles in Downtown to be slower than that? ***(MANY NATIONAL STUDIES SHOW PEDESTRIAN FATALITIES DROP DRAMTICLALY WHEN HIT BY CARS TRAVELING LESS THAN 25MPH)***
    b. Page 66 says connectivity improvements "should strive to… reduce the impact of the automobile on the safety of other transportation modes". ***(CHANGED TO BICYCLISTS AND PEDESTRIANS)*** What is the automobile's specific current impact on other modes (or impacts, if it does not impact all other modes equally) and how is this measured? ***(ACCIDENT DATA,-RC TRANS. DEPT, PUBLIC INPUT)*** If we cannot quantify the automobile's current impact on other modes' safety, we have no way of actually gauging if something will reduce (or increase!) that impact. Nor, for that matter, will we have an essential piece of information for prioritizing and scheduling improvements.
    c. Page 70 says Pedestrian Oriented Streets have "wider sidewalks" and "slower traffic". Wider and slower than what? ***(THAN CURRENT CONDITIONS)*** Is there an absolute threshold or is it just relative to the other categories?
    d. Reverse-angled-back-in-parking on Main & St. Joseph is proposed as a safety improvement for cyclists and kids exiting vehicles. What is the crash modification factor of converting from front-in angle parking to back-in angle parking? And are such a conversion's other effects solely to motorized traffic speed and capacity, or is there also an increase in rear-end crashes? ***(THIS TYPE OF DATA IS MUCH MORE DETAIL THAN WILL BE PROVIDED IN A MASTER PLAN – THIS WOULD NEED TO BE COVERED IN FURTHER STUDY)***
2. With regard to the possibility of converting Main Street and St. Joseph Street from one-way to two way, this plan should at all times be clear with its wording that such conversion is being recommended solely as a subject for future detailed study and analysis of both its feasibility and desirability. ***(SENTENCE ADDED)***
3. The "Main and St. Joseph Lane Reduction" box on page 72 should clearly state that extensive further study and analysis are needed before such a lane reduction can be a recommended course of action rather than a recommended subject of study. Asides from that plans should be for future volumes, not just current volumes, average daily traffic is inadequate to determine the number of lanes required to meet demand. That determination requires

information about directional splits and peaking behavior (especially since demand may be met through methods such as reversible lanes or time-of-day prohibition of parallel on-street parking).

4. Do bicycle oriented streets have more bike parking and storage facilities from other streets ***(YES, ADDITION MADE)***, or is that designation solely related to the street's typical section? The description on Page 73 isn't clear.
5. The Public Strategies section of Chapter 4 doesn't discuss transit in relation to any of the street types (which there may need to be more than just 3 of). For instance, should all three types of street have the same general bus stop locations (near-side, far-side, or mid-block) and should bus pull-outs be the standard on any of the street types? ***(THIS PLAN IS NOT GOING INTO THIS TYPE OF DETAIL)*** Should covered bus stops or other enhanced stops be provided on any of the street types? (***ADDED A BULLET FOR ENHANCED BUS STOPS)***
6. The only east-west Automobile Oriented Street identified in the plan is Omaha Street, which is separated from the majority of the Downtown area by active railroad tracks. The plan does not seem to suggest any improvements to railroad crossings or any way to mitigate the railroad's impact on north-south travel, which would seem to have implications for the feasibility of diverting east-west traffic from the streets south of the tracks to Omaha (and to a lesser extent for pedestrian connectivity between the two sides of the tracks). (***THE RR WAS DISCUSSED W/ STAFF AND ITS WAS DETERMINED TO BE TOO COSTLY TO MAKE ANY RECOMMENDAITONS TO THE CROSSING AS THERE ARE ONLY A FEW TRAINS PER DAY)***
7. Action Plan Strategy 8b: while distance markers do not have this problem, given the multiple bicycle user types that exist and the wide variation in people's walking speeds it may not be feasible to provide usefully accurate and precise time markers. ***(TIME RANGES ALLEVIATE THIS ISSUES – I.E. 5-10 MIN WALK)***
8. Implementing Action Plan Strategies 7c and 8g could work at cross-purposes. Especially at locations with low cross street and left turn volumes, pedestrian movements can be a major reason for mainline vehicular delay at traffic signals. Therefore, enhancing pedestrian/bicycle crossings of Omaha Street could reduce the ability of any signal timing improvements to lure motorists away from Main and St. Joseph Streets. ***(A MAJOR GOAL/THEME OF THE PLAN BROUGHT UP BY THE COMMUNITY IS TO CREATE A MORE PEDESTRAIN FRIENDLY DOWNTOWN)***
9. Action Plan Strategy 7d's wording presupposes certain results from the demonstration project. It should be changed to something along the lines of "Evaluate the results of the demonstration project and restore front-in parking or expand back-in parking as appropriate". ***(MADE EDIT)***
10. On page 95, the "Walk Score" is suggested as a key indicator ***(JUST ONE OF 5 INDICATORS)*** to track improvement in connectedness. Since the Walk Score is a commercial product using a proprietary algorithm, I would prefer to use something less "black box" and from an institutional source, such as the HCM's Multimodal LOS calculations or a Connectivity Index as described in the FHWA's *Guidebook for Developing Pedestrian & Bicycle Performance Measures.* ***(ADDITION MADE)***
11. Page 70 describes the current typical downtown street section as 70' of pavement with 15' of sidewalk to either side. Although not all the proposed cost-sections are dimensioned (which they all should be), several of the proposed sections seem to be for the same pavement and sidewalk widths – making it unclear what changes are really proposed. ***(DIMENSIONS ADDED)***
12. Page 71's first paragraph names Kansas City Street in place of Main Street. ***(MADE EDIT)***

Rushmore Plaza Civic Center

The Rushmore Plaza Civic Center is a vital part of Downtown Rapid City development and should always be linked to downtown Rapid City. The Civic Center is an economic driver, creating a major benefit for the city as a whole in the economic impact it brings in. Therefore, the Civic Center should always be linked to downtown and the business center of Rapid City and new ways of improving the access between the Civic Center and downtown need to be considered. There are potential partnering projects that could also better link the Civic Center and downtown, such as shared parking lots. ***(ADDED THIS IN ACTION PLAN)*** There are some people who believe that the future of the Civic Center belongs out along I-90 corridor somewhere. However it would pull the hotel stays, restaurant/bar sales, and retail sales away from the city center – and potentially lose some of the economic impact to neighboring cities.

NOTE: *As an economic impact driver, the Civic Center drives sales tax, the BBB tax, and Vision funds. Since the operating expense of the Civic Center is partially reliant on the BBB and the large capital improvements are sometimes reliant on the vision funds, the civic center in turn is adding to the fund sources it counts on.*

The Civic Center and downtown should work together on long range Development Partnerships. Parking and/or Parking perception is probably the biggest current issue that each face together, however traffic patterns and pedestrian access between the Civic Center and downtown business can also be improved. ***(ADDED LANGUAGE IN ACTION PLAN AND IMPLEMENTATION RECOMMENDATIONS 5e)*** The Civic Center has well over 1 million people attending the events per year, the majority of which come from more than an hour and a half away. The benefit of working together on long range development projects is important.

Perceived parking expectations continue to be issues for a lot of city center business including the Civic Center, Holiday Inn downtown business and more. Downtown has done a great job in creating a "pedestrian atmosphere" in which people are expecting to walk a few blocks to their destination. On large downtown attended days, parking continues to be a perceived problem. The same can be said for the Civic Center and Holiday Inn. On large Civic Center attended days perceived parking continues to be an issue to our local population and small town visitors. Shared parking assets between down town business, some hotels and the Civic Center could be considered creating private/public partnerships. Even parking garages on the South side of Omaha Street with good access on the promenade, and improved access on 5th street and Rushmore Road could help the connection between downtown businesses and Civic Center. Good shuttle programs could enhance the experience on days of declining weather. ***(ADDED LANGUAGE IN ACTION PLAN AND IMPLEMENTATION RECOMMENDATIONS – RECOMMENDING ADDITIONAL PARKING GARAGE AT 5TH AND ST. JOESEPH WHICH IS MORE CENTERAL AND WILL HELP CATYLIZE DEVELOMENT EAST OF 5TH)***

Downtown should consider future land use/ expansion to the North of downtown. Currently the Civic Center, Holliday Inn and Howard Johnson Hotel anchor the North side of downtown. The economic impact of Civic Center events and impact of hotel stays on the North side of Rapid Creek could be greatly enhanced if future downtown development looks to New York Street and/or North Street. With the diminishing values of the Mall area in Rapid City, downtown could expand and attract national chains with a village mall concept as part of the city center while capturing more of the impact from the Civic Center and hotels. ***(WE AGREE)***

Downtown and the Civic Center should enter into joint marketing efforts. Events at the Civic Center should be marketed at most downtown businesses and downtown business should market at civic center events. The Partnership of the Civic Center and downtown needs to maximize the value of the attendees coming for Civic Center events. ***(ADDED LANGUAGE IN ACTION PLAN AND IMPLEMENTATION RECOMMENDATIONS 4c)***

Recently the Civic Center staff took an exploratory trip to the Pinnacle Bank Arena in Lincoln, NE. The tied relationship between the downtown development and the new arena in Lincoln is the perfect example of how this relationship can work and build for a spectacular growth for all involved and the city as a whole. This example is more of a fit for Rapid City to look towards than the Sioux Falls example in which the arena, and arena hotels are located near the interstate and the airport, far from the city center.

I support Downtown Rapid City with annual contributions and generally support the activities of downtown to keep and maintain it as a thriving destination. The proposed plan has many interesting ideas which continue to feed this desire of making Rapid City a friendly place. However, as a downtown business owner, located on St. Joseph St., I have some reservations about the proposed connectivity plan.

I realize that the plan was partially, if not entirely, proposed by the group from Denver. ***(THE ELEMENTS IN THIS PLAN WERE PROPOSED AND VETTED BY OVER 2,000 RESIDENTS AND RAPID CITY STAFF)*** I would submit that in the city of Denver, it would offer a cautionary tale of overstepping the zealous attempt to remove traffic flow and see the ramifications of advocating "lingering" areas downtown, to take a word directly from the proposed plan. In central Denver, the 16th Street Mall was proposed as a similar idea, but I would argue that it has created an area that is not safe. ***(THE 16TH ST MALL IS A TRANSIT AND PEDESTRAIN ONLY STREET –***

NOWHERE IN DOWNTOWN RAPID CITY ARE WE PROPOSOING REMOVING ALL LANES OF VEHICLE TRAFFIC) If anyone has been there in the daytime, you may find it filled with peddlers. At night, it is downright scary. The homeless population of Denver, the peddlers, the scam artists, and pick pockets, fill the area. I have been there with my children on multiple occasions and found it unsafe and unclean each time. It is not an area I wish to go back to any time soon.

In Rapid City, the sidewalks are already quite wide in front of the buildings currently. ***(SUBJECTIVE)*** Further widening them seems unnecessary. Reducing the traffic lanes from three to two would further reduce the traffic flow. Currently, motorists are able to crawl along in the outer lanes if they desire a parking spot, while the center lane offers a more direct thoroughfare for those motorists that have a known further destination. I fear that reducing the lanes from three to two, and switching parking to back-in, will further slow traffic to such a point, that the very thing that is desired (making downtown attractive), will in fact be the opposite. If motorists are not able to get where they need to go in a reasonable time, if the current traffic flow has to stop and wait for a car to back in to a spot, they will find a more hospitable driving route and bypass downtown all together. ***(SUBJECTIVE, THIS IS WHY THE PLAN SUGGESTS A DEMONSTRATION PROJECT FIRST)***

Currently, if someone is driving, they can simply drive forward into a spot. When they need to leave, they can wait until the lights stop traffic, then they can back out into a lane and wait for the light to turn green along with the other already stopped vehicles. If it is changed to back-in parking, there will be constant stops of traffic in the middle of the block as cars attempt to back in correctly. ***(ALL FORMS OF ON-STREET PAKING STOP VEHICLE TRAFFIC TEMPORARILY)*** This will be added to the stopping of traffic by the lights already. Then when they go to leave, they simply pull forward, but into a lane of traffic that is already stopped anyway due to a light. It is a known fact that backing in takes longer than pulling in forward.

I would compromise that elements such as benches and greenery be utilized if the city wants. I would compromise taking some of the current sidewalk for bicycles if the city wants and feels is absolutely necessary. But, I would argue strongly against the plan for reducing the lanes from three to two, and would argue strongly against the idea of backing in to parking spots.

People like to socialize but not walk too far to their cars at night. Nix the President's Plaza (can't seem to get started anyway) and build a 4 story parking garage on that corner now!!! The main problem IS parking.

I hope you are the correct person to be mailing this to. My main wish for downtown, or even for the whole town! Planning is for more bicycle lanes. It would be awesome to have bike lanes through 'the gap' and also across Omaha by Founder's Park (for those who ride bicycles to the farmer's market and who want to bicycle to the hiking trails on M hill. ***(WE AGREE, SINCE THE GAP IS NOT PART OF THE STUDY AREA WE DID NOT INCLUDE THIS BUT WE SUPPORT IS, AS DOES KIP HERRINGTON, RAPID CITY TRANSPORTATION PLANNER)***

As a traffic safety professional with over 20 years experience, my comments concern the Rapid City Downtown Area Master Plan's envisioned lane reductions on Main Street and St. Joseph Street. I was very disappointed that the need for a more thorough investigation into the feasibility of this idea is never mentioned in the draft plan. On page 72, the plan references some unspecified National Association of City Transportation Officials (NACTO) guidelines for lane requirements. While NACTO is a competent organization for what they do, they are by no means the traffic engineering profession's standard reference for capacity questions; Rather, capacity calculations fall under the purview of the Transportation Research Board's (TRB) Highway Capacity Manual (HCM), a document that has been around for decades and is continually being researched to provide more accurate analyses results. Granted, the HCM is not always adaptable to unusual conditions, in which case computer micro simulation can be employed using Federal Highway Administration guidance. Rashly moving to reduce lanes in the central business district may result in extensive traffic backups and/or increased traffic on Kansas City St., Quincy St, and Columbus St., outcomes that would defeat what you all are trying to accomplish.

Please know that I am not for or against what the plan is suggesting, I am instead advocating for proceeding prudently, employing the extensive technical evaluation tools available to professional engineers and transportation planners. ***(THIS IS WHY THE PLAN SUGGESTS A DEMONSTRATION PROJECT FIRST)***

Subject: Please DO NOT allow reverse angle parking downtown
I am sending you a copy of my comments submitted to the Downtown Master Plan, with Bcc to Mayor Allender and Council Members, specifically on my objection to reverse angle parking.

I STRONGLY object to reverse angle parking, as proposed in the Downtown Master Plan.
I work downtown and travel St. Joe Street every day. I also bike in the summer. Here are some of the reasons I DO NOT want to see reverse angle parking: ***(THIS IS WHY THE PLAN SUGGESTS A DEMONSTRATION PROJECT FIRST)***
1. Many times three lanes is not enough to handle flow on St. Joe. Removing one lane is not a good plan.
2. People will not know how to park. With another car right on your tail, there will be no room to back up. And some will simply cut across the right lane of traffic to front angle park on the "wrong" side.
3. Tourists will have no idea how to park.
4. We are lucky if we get 4 to 6 months of bike weather each year. It seems odd to revamp our entire parking system downtown for less than half a year of biking***.(THERE ARE MANY PEOPLE THAT WILL RIDE BIKES MUCH MORE THAN 4-6 MONTHS PER YEAR AS WE HEARD IN PUBLIC MEETINGS FROM THE CYCLING COMMUNITY)***
5. People will actually avoid downtown. If parking is not easy and convenient, consumers can just stay home and shop on their phone and get together for wine with friends at home. ***(SUBECTIVE)***
6. What will an oversized pick up or van hit on the sidewalk - perhaps a person? Or will we have to install a "No Walking" lane on the side walk so no one gets hurt? ***(THE SIDEWALK WILL BE DESIGNED TO ALLOW FOR BUMPER OVERHANG)***

The city of Bethlehem, PA, has reversed their reverse-angle parking. Merchants and customers did not like it. One business owner cited a loss of 10% to 20% of his business. ***(THIS IS WHY THE PLAN SUGGESTS A DEMONSTRATION PROJECT FIRST)***

Hi, I wanted to voice my opinion about the recently released Master Plan. Unfortunately I will not be able to make any of the upcoming open houses or stakeholder meetings. I did however want to promote the concept of sustainable development. I think stakeholders should make an honest effort in leading the way. Maybe even get some proposed projects ENVISION certified. Thanks. ***(WE AGREE)***

Minor point.
Journey Museum is now the Journey Museum and Learning Center.

Recap of July 2016 Open House Visits:

- Graphics in the framework section
    - General – add Journey Museum Area to study are boundaries on all maps.
    - Page 53: Development Principles - Add narrative to protect West Boulevard Historic District
    - Page 55: Districts Map – add historic district boundaries and individual properties
    - Page 61: Neighborhoods – add narrative to protect WBHD to restrict commercial and higher density residential
    - Page 69: Public Strategies Map – jog Kansas City bike street designation south to Quincy @ 11th Street, and identify local street on the map and legend
    - Page 70 & 71 & 72 & 74: edits sections and street plans and relabel
    - Page 75: comment that all street changes should be studied further prior to implementation
    - Page 75: lower right picture relabel – "Trinity Eco Prayer Park"
    - Page 76: Add a gateway description for 3rd and Omaha (already on the map)
- Historic Preservation – Map properties and highlight protection of historic buildings/neighborhoods. ***(WE ARE NOT MAPPING INDIVIDUAL PROPERTIES/BUILDINGS – WE ARE ADDING THE WEST SIDE NEIGHBORHOOD HISTORIC BOUNDARY TO MAPS)***
- Zoning recommendations emphasize need to appropriately buffer from Commercial to neighborhood
- Journey Museum and Learning Center (This is the correct full name. Please check the entire document).
- Vision Funds as a source of funding - http://www.rcgov.org/public-meetings/city-committees/vision-fund-501.html?highlight=WyJ2aXNpb24iLCJmdW5kcyIsInZpc2lvbiBmdW5kcyJd ***(ADDEED VISION FUNDS RECCS)***
- Planning Commission comments: Include Description of Project for Public Spaces in the Plan Review, Clarify enterprise parking (***THIS WAS NOT A CITY COMMISSIONED STUDY SO IT IS NOT APPROPRIATE TO INCLUDE IT IN THE SUMMARY OF CITY PLANS ; HOWEVER IT WAS AN IMPORTANT STUDY THAT HAS GUIDED DOWNTOWN'S SUCCESS THAT WAS CHAMPIONED BY ENTITIES OUTSIDE OF THE CITY, IN COLLABORATION WITH THE CITY).***and address 350 units being accommodated on existing parcels without encroachment into historic or non-historic neighborhood areas (already addressed in the in NA land use plan?) ***(NOTE MADE IN COMMON THEMES FOR HOUSIN***)

Consolidated Comments from July 21, 26, 27 Open Houses

West Boulevard Historic District

- Add the Historic District Boundaries to the Plan (***ADDED TO ALL APPROPRAITE MAPS)***
- Historic District regulations remain in place ***(ADDRESSED WITH VERBAGE)***
- Consider guidelines to buffer development in transition areas adjacent to the Historic District ***(ADDED BUFFER LANGUAGE)***

Comments on Economy Action Plan

- Want the homeless to be counted as constituents and citizens – is there room in the housing plan to address housing parity? ***(ADDRESS HOUSING AFFORDABILITY IN THE PLAN)***
- Love this! (row house photo)
- Multi-generational housing opportunities
- No more than 6 story buildings

- Mines students are "university level" – call it "university center"
- I would like living in RC more if it were more like a college town
- I like the terminology of town/city with a major college – not college town. Take a look at Brookings and Vermillion – Brookings is a town with a college. Vermillion is a college town.
- Stick with college town ☺
- Build a roof over art alley & create a two story mall in the heart of downtown – connect mall to new parking garage with skyways across St. Jo and 6th
- Don't raise my taxes please! Amen!!
- Revise zoning and make it less complicated to the public
- Don't limit this to School of Mines. Private sector opportunities as well? (i.e. studio, live space for artist)
- Needs: "Creative industries linkages"
- How to invest in local businesses that are capable of creating engineering jobs
- Community gardens, year round indoor/outdoor farmers market (IE Westside Market, Cleveland) ***(ADDED TEXT IN DOCUMENT)***

Comments on Environment Action Plan

- Designated bicycle lanes would be a safety factor downtown
- More bikes, more accidents, people will be driving faster with 2 lanes
- More bikes, less cars. Research shows more lanes = faster driving. More cars + faster driving = more accidents.
- Narrow lanes leads to slower traffic. Get people to use Omaha, Catron, I-90 if commuting. Make downtown pedestrian & bike friendly.
- Put updated parking meters in the downtown.
- Change pole signs – no pole signs. To monumental and or on building signs – not higher than 2 level signs.
- How about a trolley looping from School of Mines to W. Boulevard (Main & St Joe)
- Build a public transportation, bike, walking street only – similar to 16th Street, Boulder, Denver
- I like 2 lane traffic downtown
- Use existing alleys as a walkway corridor from School of Mines through downtown between Main and St. Joes ***(ADDED TEXT IN DOCUMENT)***

Comments on Experience Action Plan

- Even given the cost, multi-level parking will at some point become necessary. Plan to implement early to minimize cost & maximize benefit/usage.***(SEE 5F)***
- Pioneer/settler/cowboy art as well (western art)
- Recommended brand: mitakye oyasin – we are all related
- 6th Street cultural corridor to include performing arts theater to civic center to journey museum ***(ADDRESSED IN 4D)***
- Increase (widen) cultural corridor to include Journey Museum ***(ADDRESSED IN 4D)***
- *Lighting – focus beams down* ***(ADDRESSED IN 6A)***
- I agree (update lighting) – now its Gothem City ***(ADDRESSED IN 6A)***
- Bowling alley and movie theater comparable to Elks
- Don't be afraid to have bars and restaurants that cater to singles/couple adults. Not everything has to be "family friendly." ***(THE MARKET WILL DO THIS)***
- Rapid City doesn't have a parking problem, we have a walking problem. 2-3 blocks walks are not problems. (***WE AGREE – THIS IS TYPICAL IN MOST CITIES WE WORK IN THE U.S.)***

Comments on Public Framework

- Journey Museum will be added to the study area boundary (yes! Yes & thank you! Yes good)
- Keep Journey Downtown! Yes & thank you

Comments on Public Strategies

- Love greenway, making Mines more accessible to downtown
- Improved trail connections to downtown would be great!
- Yes agree with better trail connectivity.
- Fabulous!
- If bike lanes + bike paths come out of the roads & bridges fund, you need to improve roads before adding bike paths
- Extend bike/ped path from 3rd to Journey Museum + Rapid Creek --- Vision Fund project, yes to both ***(ADDRESSED IN PED ORIENTED STREETS)***
- Repair bridges first before more bike paths
- Need pedestrian crossing at 3rd over Rapid Creek
- Very good plan
- Link Mines to Greenbelt Pedway
- Great model spatial/scale (Pedestrian street typical cross section)
- I ride (commute on bicycle) on KC Street already. Very much in support of additional infrastructure support for bicycling. Please make sure any plans are supported by current bicycle traffic research! Not just infrastructure but traffic laws too – example is the "Idaho Stop" shown to increase safety.
- Current KC Street biking is difficult to cross 5th Street, no marked transition between on-street and on-sidewalk bike paths.
- Snow and ice clearing in a HUGE part of encouraging bike & pedestrian traffic! Bike paths are cared for well at present, but road conditions prevent me from biking in the winter. ***(SEE 6E)***

Comments on Development Framework

- Journey Museum will be included in boundary along 3rd
- Appreciate the focus on people

Comments on Concept Improvements

- Diagonal ped crossings
- Backward parking is not conducive to commerce – not user friendly – not safer. Larger vehicles restrict view pulling out too. Traffic will be obstructed waiting for backing cars. People will get frustrated and avoid downtown. Two lanes will cost production for companies whose vehicles must use those main arteries daily. Ditch the bike paths on St. Joe and Main – they are not needed! ***(PLAN RECOMMENDS TESTING IT WITH A TEMPORARY DEMONSTRATION)***
- The back-in parking in a great idea
- Concern about cutting St. Joe & Main Street from 3 lanes to 2 lanes – traffic congestion & avoidance of downtown. Plan to make St. Joe & Main 2-way complicates it even more. ***(PLAN RECOMMENDS TESTING IT WITH A TEMPORARY DEMONSTRATION)***
- Love the 2 lane + bike + bus land design. (Me too!)
- Are there dedicated turn lanes?
- Totally behind this idea of 2 lane, bus + bike downtown. Stop the speed demons!
- I really like the 2 lane option.
- No back in parking – we are a visitor/tourism destination. Parking needs to be consistent with the majority of cities – IMPORTANT ***(THIS IS WHY THE PLAN SUGGESTS A DEMONSTRATION PROJECT FIRST)***

- No 2 lanes, leave 3 lanes & parking the same
- I like the trees. Perhaps a different variety would ease some of these concerns.
- Tree growth may hinder visibility for drivers and distract from businesses over time.
- Two slow lanes would create turning left or right a traffic issue
- I would not be comfortable backing into a parking space
- Backing in better than backing out!
- Not a fan of reducing traffic downtown to two lanes.
- Large vehicles/extended trucks are a problem
- What about Center Parking – Access from either direction like Village at Front Range in Fort Collins? If 2 lanes prevails, could Highway 79 be re-routed to Omaha and not through downtown?

Comments on Development Strategies

- Leave West Boulevard Historic District boundaries as they are and leave commercial district as it is – Don't overmix the two!
- Activity center – focus on 2nd, 1st
- Need commercial here (closer to Mines)
- Consider whether another Board – Downtown Design Review Board – will be seen as another hindrance in development process ***(WE HAVE PROVIDED THREE OPTIONS FOR THE CITY TO CHOOSE FROM)***
- Do we need a design review board?

Planning Commission Notes- July 21, 2016

- Should include the Project for Public Spaces included in background portion of document (***THIS WAS NOT A CITY COMMISSIONED STUDY SO IT IS NOT APPROPRIATE TO INCLUDE IT IN THE SUMMARY OF CITY PLANS ; HOWEVER IT WAS AN IMPORTANT STUDY THAT HAS GUIDED DOWNTOWN'S SUCCESS THAT WAS CHAMPIONED BY ENTITIES OUTSIDE OF THE CITY, IN COLLABORATION WITH THE CITY)***
- Parking Enterprise fund – need to revise this language ***(REVISION MADE)***
- Likes the pilot program for tax abatement – freeze early and increase over 4 years
- Likes idea of reducing 3 lanes to 2 on Main & St Joseph
- Is there potential for mixed use on the west side on Main and St. Joseph, some is already happening with new residential project ***(YES – THE MARKET IS AND WILL CONTINUE TO DRIVE IT)***
- Great idea to improve other Omaha crossings.
- Likes idea of moving through traffic to Omaha to reduce traffic on Main and St Joseph
- What is the timing for zoning update? Sarah said ASAP, as soon as new Planning Director is hired ***(SEE 9B)***
- As an alumni of SD Mines, he agrees there is not enough to do for 18-20 year olds
- Likes the KC bike proposal
- Does not like bikes on Main and St. Joseph
- Like the recommendation to install the lighting plan
- More in favor of planning staff to be the "design review committee" rather than setting up a new review board – pre-construction is already hard enough. ***(WE HAVE PROVIDED THREE OPTIONS FOR THE CITY TO CHOOSE FROM)***

Citizen Speakers:

- West Historic District: "why were we not include in meetings?" Need more public input from the West Blvd. N'Hood Association ***(DOZENS OF MEETINGS WERE HELD THAT WERE OPEN TO ANYBODY – WEST END REPRESENTAITVE ATTENDED MANY OF THESE MEETINGS)***
- Keep the West End as is
- Worried about encroachment
- The Secretary of Interior guidelines are in conflict with each other ***(THESE ARE INTERPRETED DIFFERENTLY – THEY ARE JUST GUIDELINES)***
- Big issue w/ Commercial encroachment- "West Blvd. deserves more respect"
-

July 21 PUBLIC OPEN HOUSE COMMENTS

- Use the "Vision Fund" to make the 3rd street bike/ped connection to Rapid Creek and the Journey Museum ($6 ¼ M per year available) ***(ADDED TO TOOLS IN ACTION PLAN)***
- Like the idea of creating a coordinating council
- Likes the idea of re-prioritizing the CIP (he is the Chari of the CIP)
- Must slow traffic down on Main and St. Joseph – embrace that downtown is slow paced
- Must provide more crosswalks and signals
- The trolley should not end on labor day – must go later into the evening ***(ADDED TO 5E)***
- The Journey museum promotes the trolley – allows parking at the museum so people can take the trolley downtown and back ***(ADDED TO 5E)***
- Toddler Tuesday at the Journey museum is a big attraction for parents/moms

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I'm reading through the draft design guidelines. It seems that the guidelines could be implemented as zoning standards, rather than guidelines. ***(NO - GUIDELINES ARE MUCH MORE PERCRIPTIVE THAN ZONING)*** I don't know if it is the best approach to put a Design Commission in place—it seems that it might seem like another hurdle to the development process, when a lot of what is being proposed isn't really subjective, doesn't require a discretionary process, and could easily be reviewed and approved administratively. I'm attaching the Portland Community Design Standards, which have different requirements based on the zoning district, or overlay district; they really have the many of the same elements as the guidelines that are being proposed. I worked with these when I worked for the City of Portland, and we can talk about these more sometime if you would like. I've incorporated some elements in the zoning ordinances that I've written over the last few years—like the active ground floor area, and landscaping at parking areas adjacent to a sidewalk, etc. ***(WORTH EXPLORING BUT NOT DURING THIS PROCESS)***

My thoughts are as follows:

1. I believe the plan introduces essential and overdue planning concepts to the downtown, such as encouraging residential development, retail-wrapped parking structures, and identifying the "anchor" value of historic buildings. These concepts have proven effective in revitalizing Denver's lower downtown and Colfax Avenue corridor and generally should provide the same positive results for Rapid City if implemented.
2. My primary concern is with the plan's impact on the West Boulevard Neighborhood Historic District. While residentializing commercial areas is commendable for revitalization of downtowns, commercializing adjacent residential areas is detrimental to both the neighborhood and the downtown plan. The West Boulevard neighborhood has been diminished by unplanned encroachment for many years. The plan introduces planned encroachment by

importing urban neighborhood concepts from Denver that work for Denver but are not appropriate for the West Boulevard neighborhood or even essential to the success of the downtown plan. Indeed, any further commercialization of the West Boulevard neighborhood is detrimental to the plan. ***(NOWHERE IN THE PLAN ARE WE ENCOURAGING "PLANNED ENCROACHMENT" SEE MAP ON PAGE 58)***

a. The plan appears to envision commercial enclaves in the West Boulevard neighborhood like those at 23rd Avenue/Cherry St. in Denver's Park Hill or 12th Avenue/Madison St. in Denver's Congress Park. ***(WE DISAGREE WITH THIS STATEMENT – THOSE NEIGHBORHOOD COMMERCIAL AREAS WERE BUILT OVER A CENTRUY AGO ALONG STREET CAR LINES)*** Two key distinctions are (1) the populations of neighborhoods like Park Hill and Congress Park are large and generally high-income which can sustain businesses that cater to only the neighborhood and (2) neighborhoods like Park Hill and Congress Park are situated several miles from Denver's downtown. Given West Boulevard's far smaller, mixed-income population and immediate proximity to Mt. Rushmore Road and the downtown and the services they provide, the attempt to introduce a neighborhood-servicing businesses will fail and will result only in commercializing an already-imperiled residential area that is integral to the success of the plan itself. ***(THE DEVELOPMENT STRATEGIES MAP HAS THE ENTIRE AREA BETWEEN QUINCY, 9TH AND SOUTH STREETS. ILUSTRATED AS RESIDENTIAL)***
b. Therefore, closer attention needs to be paid to re-residentializing ***(NOT SURE WHAT THIS MEANS –WE AGREE WEST BLVD IS A RESIDENTIAL STREET UP TO KANSAS CITY ST)*** the West Boulevard neighborhood. It is the people who live in West Boulevard, particularly the area closest to downtown, who will walk or bike downtown to patronize the downtown businesses. ***(CORRECT, THIS IS A GOOD THING)*** Constant commercial encroachment on West Boulevard and other adjacent neighborhoods *diminishes* the consumer population needed for a healthy downtown.
c. There is sufficient commercially developable lots north of West Boulevard and east of downtown that there is no need to open the West Boulevard neighborhood to further commercialization. ***(YES)***
d. Rather, the plan's emphasis should encourage residential, not commercial, development in the West Boulevard portions of the plan area. For example, the empty lot to the west of the YMCA and south of the current Black Hills Power building should be *specifically* identified for residential redevelopment in the plan as townhomes or apartments.***(9TH IS CURRENTLY A MIXED USE STREET AND SHOULD REMAIN AS SUCH – THAT LOT WOLD BE GOOD FOR A MIXED USE OFFICE/RETIAL/RESIDENTIAL BUILDING – IT IS CURRENTLY ZONED GENERAL COMMERCIAL)*** As written, the plan leaves it up to chance whether that lot will be residential, office or a strip mall***.(NO-IT LEAVES IT TO THE MARKET)*** Likewise, the plan is non-specific in regards to the lot that serves as the Turnac Tower's parking, which presents an unsightly gateway into the West Boulevard neighborhood. In sensitive areas such as these bordering pure residential areas, both in West Boulevard and other neighborhoods affected by the plan, the plan should *specifically* identify desired (not mandated) infill or redevelopment concepts for adjacent properties that will buffer the neighborhood from commercial encroachment, and recommend offering financial incentives to developers who fulfill the desired recommendations of the plan. Conversely, financial incentives would not be available to developers who deviate from desired recommendations of the plan. ***(THIS IS NOT A DETAILED BLOCK BY BLOCK PLAN, IT IS A MASTER PLAN)***
e. While straight lines that follow streets or alleyways may serve as appropriate plan boundaries in other plan areas, the residential character of the West Boulevard neighborhood necessitates a more site-specific, "gerrymandered" approach to the plan's western boundary so that existing residential remains residential. This is likely true of other plan areas bordering residential areas to the south, such as those between Mt. Rushmore Road and 5th Street. ***(SAME RESPONSE AS 2A)***
f. Under the plan as written, the plan draws no distinction between acceptable commercial activity adjacent or into residential areas, *i.e.* existing historic homes located along high-traffic corridors currently used as businesses that buffer commercial and residential, and undesirable commercial activities, *i.e.* commercializing existing residential lots either by converting residences to business uses or razing current residences and redeveloping the lots. ***(THIS PLAN IS NOT PROVIDING THAT LEVEL OF DETAIL – SAME RESPONSE AS 2D)*** The plan's generalized "commercial" overlay on these areas will not protect existing historic assets or effect appropriate transitions. The plan should more specifically identify appropriate transitions between commercial and residential areas. As written, the plan is far too general in this regard. ***(SAME RESPONSE AS 2A)***
g. Most particularly, the plan should not be recommending any further commercialization of West Boulevard or other neighborhoods without first examining the parking and traffic implications of the plan's recommendations. Importing lenient CBD parking into neighborhoods suddenly makes residential homes or lots viable as business locations, which changes the character of residential structures or lots from homes to commercial, invites converting portions of residential lawns into parking lots and increases traffic on currently residential streets. The plan underlying the city's current

preservation ordinance noted the degraded condition of much of West Boulevard's housing stock. The current preservation plan and ordinance was ostensibly enacted to encourage investment in restoring the neighborhood's residential character and the historic authenticity of its architecture. In order for people to invest in and restore a home, they need to be confident that a Starbucks will not be built next door. The plan as written will further erode confidence in the residential viability of the neighborhood in general, and the residential viability of properties within the plan area in particular. The ripple effect of commercializing the areas covered by the plan will be detrimental to the effected neighborhoods as a whole. ***(SUBJECTIVE COMMENT)***

h. In summary preserving and re-stabilizing West Boulevard and other neighborhoods as residential enclaves fortuitously located in proximity to downtown better serves the plan's objectives than any further commercial encroachment will. Further commercialization will simply lead to flight out of these neighborhoods and a loss of the population base essential to downtown revitalization. Whereas, planned re-residentialization will give these neighborhoods a confidence against future encroachment that will encourage investment in restoring historic homes. ***(SAME RESPONSE AS 2A)***

3. I feel the plan does not go far enough in recognizing and promoting the benefits of historic properties. The plan recommends the creation and use of TIF and property tax abatement incentives to implement plan objectives, but appears unaware of the fact that those and other incentives already exist for designated historic properties. Listed historic properties qualify for a 20% federal income tax credit and a state property tax abatement program, as well as certain grant funds. ***(WE ARE AWARE THESE INCENTIVE EXIST AND WE ARE RECOMMENDED THEY BE USE WHEN APPROPRIATE)***
   a. In the past, these financial incentives were used to restore buildings in the east downtown, including the Rapid City Laundry and AC/Delco Parts buildings. If the Fairmont Creamery were a listed property, it would qualify for tax credits and the property tax abatement incentives envisioned by the plan. Much of the downtown restoration that has occurred – Prairie Edge, J.C. Penney building – was fueled by these historic tax incentives. Thus, the plan is overlooking an already-existing tool for carrying out its objectives which has the salutary benefit of preserving the historic "anchor" buildings vaguely favored, but not adequately promoted or protected, by the plan. ***(WE ARE AWARE THESE INCENTIVE EXIST AND WE ARE RECOMMENDED THEY BE USE WHEN APPROPRIATE)***
   b. As for buildings within the historic district, the plan should identify the current existence of these financial incentives. As for potential "anchor" buildings outside the district – such as the MG Oil facility on the corner of West Boulevard and Main, the old Rapid City Journal paper storage warehouse, or the Bader Saddle Shop – the plan should more specifically identify them, identify which buildings are currently listed or eligible for listing, tout the benefits of historic preservation incentives available to these buildings, and encourage adaptive reuse of these historic "anchors" as desired recommendations of the plan. ***(THE PLAN WILL NOT GET THIS SPECIFIC)***
4. As with the West Boulevard neighborhood, I feel the plan should, where appropriate, target specific downtown areas for specific desired recommended redevelopments consistent with the plan. ***(THE PLAN WILL NOT GET THIS SPECIFIC)*** For example, the southwest corner of Mt. Rushmore Road/Main Street is occupied by a low-density, brick commercial strip. Behind it is an empty lot that provides inadequate parking for adjacent residential and commercial structures. Along St. Joseph Street to the south and west of this parking lot are two residential structures (a Craftsman-style apartment building and the streamlined deco brick Lakota Lodge apartments) and the 1919 Dakota Business College. These three buildings are perfectly poised for adaptive re-use as residential or mixed-use/residential. The plan should recognize the potential for this site and identify adaptive re-use of these historic structures as a desired recommendation. Specifically, the existing commercial facades along Main Street currently housing Bob's Shoe Repair and other businesses could be preserved and integrated into a retail-wrapped parking structure built on the site of the current buildings and empty lot. The parking structure could connect directly to the Business College and Lakota Lodge and provide parking to its residents. Where appropriate, site specific recommendations such as this should be incorporated into the plan to encourage desired developments, incentivize developers, and better assure plan objectives. ***(THE PLAN WILL NOT GET THIS SPECIFIC)***
5. While it is understandable that a full, block-by-block, property-by-property plan is not feasible or even desirable, the plan should identify key objectives and desired recommendations whose spillover effect will benefit the plan as a whole. Targeted infill projects and desired recommendations, such as those described herein will further implementation of the plan by removing outcomes from chance and steering developer interest toward projects encouraged by the plan that carry potential financial incentives. ***(THE PLAN WILL NOT GET THIS SPECIFIC)***

In summary, the plan will serve as a significant impetus for downtown redevelopment. Its general concepts are forward thinking, proven and appropriately flexible in furtherance of the commendable objective of having Rapid City's downtown attain its architectural and commercial potential. It is important that the plan's impetus be directed toward identified priorities. Infill of empty lots or redevelopment of low-density, non-historic property in the east downtown is the plan's highest priority. ***(YES, THE PLAN DOES THIS)*** Arguably, opening up areas of West Boulevard to commercial development would distract from that priority by steering potential commercial development activity away from priority areas. A more definite and firmly residential-oriented plan for the transition areas between residential neighborhoods and downtown will encourage commercial redevelopment in priority areas. ***(SAME RESPONSE AS 2A)***

The time to cement the plan's priorities and objectives in place is now, within this plan. Generalities in the current draft plan leave too much to chance. The architectural potential of the Quincy/Omaha corridor between East and West Boulevards is unrealized and, to an extent, still unrecognized by the plan. Creating confidence in the future residential viability of adjacent neighborhoods, both as an end in itself and a means to directing commercial development to priority areas, also needs to be better addressed by the plan.

Before the draft plan is finalized or recommended for adoption, I believe it is essential for the planners to attend a specific working session with representatives from the West Boulevard neighborhood, the Historic Preservation Commission, Historic Rapid City and the SHPO. I do not believe that a general, open forum Q&A is sufficient. ***(THE CITY AND CONSULTANT TEAM PROVIDED MANY OPPORTUNTIES FOR W. BOULEVARD INPUT)***

For the session I have in mind to be productive, and for preservationists and neighborhood members to feel their input will resonate, the planners and preservationists need to walk the streets together. I believe such a working session would significantly improve the plan and its benefits to the community. ***(OUR TEAM MEMBERS SPENT UP TO 2 HOURS WITH WEST BLVD RESIDENTS DURING THE JULY OPEN HOUSE TO DISCUSS HOW TO ADDRESS THE ISSUES)***

Thank you for the opportunity to review and comment on the Rapid City Downtown Area Master Plan, Draft Version 2, released on July 8, 2016. After review of the document, the South Dakota State Historic Preservation Office (SHPO) would like to offer the following comments.

1. The maps on pages 55 and 58 show that the Downtown Area Master Plan (DAMP) will include a portion of the West Boulevard Historic District (WBHD), which is listed on the National Register of Historic Places. The WBHD is primarily a residential neighborhood that is characterized by its single-family and small multi-family housing units. However, the DAMP notes that portion of the WBHD could be rezoned to allow for non-residential types of development. In the opinion of the SHPO, the WBHD should be protected as a residential neighborhood and non-residential uses of the area should be avoided. SHPO recommends that this be clearly defined in the DAMP. (***THE WBHD BOUNDARY WILL BE INCLUDED ON THE MAPS IN THE DAMP)***
2. The DAMP should clearly identify the historically significant "anchor buildings" in the downtown area. These "anchor buildings" should be strategically targeted for continuing use or redevelopment in accordance with the Secretary of the Interior's Standards for Rehabilitation. ***(THE PLAN WILL NOT SHOW THIS LEVEL OF DETAIL)***
3. Page 87 of the plan talks about the "Historic Facade Improvement Program," the details of which are quite vague right now. We have several questions and concerns about this program:
    a. What kinds of buildings and projects would be eligible for this program?
    b. What specific requirements would the program have? For instance, would projects on historic buildings have to meet the Secretary of the Interior's Standards for Rehabilitation?
    c. Who would have oversight of the program?
    d. What would the review process entail?

e. Would projects that receive facade improvement funding be subject to SDCL , - 19A-11. 1 review? (***DESTINATION RAPID CITY HAS ALL THE DETAILS ON THIS PROGRAM – DETAILS NOT NEEDED IN THE PLAN.)***

4. A point of clarification (p. 93) - We encourage the city to add the HPC and other local historic preservation-related entities as members of the Downtown Plan Coordinating Council (DPCC). Since the plan concerns the National Register-listed Commercial Historic District and also includes a portion of the listed West Boulevard Historic District, it will be crucial to have historic preservation input on the DPCC. Suggestions for participating entities include the Rapid City Historic Preservation Commission, the West Boulevard Neighborhood Association, and Historic Rapid City***. (ALL GROUPS ADDED TO PLAN AS "HISTORIC PRESERVATION STAKEHOLDERS")***
5. Page 93 recommends that the city create a new Downtown Planner position. SHPO recommends hiring a Preservation Planner. Again, much of the area in question is listed on or eligible for listing on the National Register, and much of what makes Rapid City unique is its historic fabric. A Preservation Planner would be a great resource for the city to ensure that historic resources are handled appropriately while encouraging growth and development in Rapid City. ***(THIS WILL BE UP TO THE CITY AND IS NOT PART OF RECOMMENDATIONS)***
6. Finally, Appendix E outlines design guidelines, which brings up several concerns:
   a. Do you anticipate that the design guidelines would be regulatory? ***YES***
   b. Page 5 talks about "historic standards" - does this mean Secretary of the Interior's Standards? ***(EDIT MADE)***
   c. How does the design review process mesh with the SDCL 1-19A-11.1 review process? Would they run concurrently? ***(EDIT MADE)***
   d. Who will sit on the Downtown Design Review Board? Will there be representation from the fields of historic preservation, history, architecture? ***(WE HAVE PROVIDED THREE OPTIONS FOR THE CITY TO CHOOSE FROM)***
   e. Will the HPC have any involvement in the design review process or any representation on the Downtown Design Review Board? ***YES***

I think there were suggestions about putting a park near downtown. Since Rapid City is a sister city of Nikko City in Japan, it might be interesting to put a Japanese garden somewhere downtown. The city might even be able to get some financial support both from those who support the sister city project, as well as Nikko City itself.
Just a thought. ***(GREAT IDEA BUT THIS DETAIL WILL NOT BE INLUDED IN THE PLAN)***

SHPO just received information about the RC Master Plan for downtown. It appears the city plans to incorporate part of the West Blvd. Historic District into the Central Downtown Business District. I found this item on page 42 of the master draft plan:

REMOVE REGULATORY BARRIERS TO DEVELOPMENT

- Length of process, uncertainty, and cost
- Parking, setbacks, landscaping, fire, storm water, **historic designation**
- Opportunity to make changes via city's tool

This obviously brings up the question, what impacts will this have to the historic district and historic designated properties? Will the zoning laws be changed? Adverse impacts to historic preservation? Lots of questions and concerns from a preservation standpoint. ***(ADDRESSED IN FOLLOW UP LETTER)***

Thanks for the information on the downtown master plan. We really like the direction our downtown is going, and feel very proud to be an integral part of it as we have since 1928. I cannot tell you how many positive comments we hear about our downtown-both professionally and on a personal basis including many from those out-of-state.

I really like the housing initiatives, the two -lane flow and other areas addressed in your action plan. On the small grocery store strategy and incentive seems a little bit in the face of Family Thrift who has a large physical presence, and who may be interested in partnering with you on addressing any goods and services you feel may be lacking. In such discussions with them if they have other plans for this valuable property perhaps you may have an interest as well. (***WE THINK EAST OF 5TH STREET CLOSER TO SDSM&T, THERE IS A NEED FOR THESE TYPES OF NEIGHBORHOOD AMENITIES TO SERVE FUTURE RESIDENTIAL DEVELOPMENT***.)





gouldevans