

Proposed Scope of Services: 2013 Rapid City Comprehensive Plan Update

This section describes our proposed approach to the consultant tasks and deliverables outlined in the Request for Proposals (RFP). While we believe the scope of services provided by the City is sound, we have proposed some minor enhancements to the identified individual tasks and proposed a process with six discrete phases for consideration. Our suggestions are based on our experience with similar planning efforts and are intended to promote efficiency and facilitate the logical progression of ideas and public input as part of the process. We are flexible in our approach and view these suggestions simply as a starting point for discussion with City staff.

Phase 1. Project Initiation

During Phase 1, the team will collect and review relevant background information assembled by staff and conduct initial meetings with City staff, elected and appointed officials, the Advisory Committee, and other project stakeholders to help identify key issues and priorities that will help shape the Comprehensive Plan Update process. Based on these kick-off meetings, a final scope and schedule, public participation strategy, and summary of issues and opportunities will be prepared.

1.1. EXISTING PLAN AND DOCUMENT REVIEW/DATA GATHERING

The team will work with staff to identify and assemble relevant background documents for review, including but not limited to: 2000 Comprehensive Plan, Future Land Use Plan 2008 Overview, Parks and Recreation Master Plan, Utilities Master Plan, Rapid City Area Schools Facilities Plan, Bicycle/Pedestrian Master Plan, Floodplain Development Policy, and Drainage Basin Plans. The team will also work with staff to assemble available GIS information and other relevant background data to support the process.

1.2. KICK-OFF MEETINGS

Prior to finalizing the scope and schedule, the team will conduct an initial round of meetings in Rapid City with staff, the Advisory Committee, elected/appointed officials, and stakeholders to help identify key issues to be addressed by the Plan update and understand expectations. Important topics and questions for discussion will vary by group, but generally include:

- **Key Issues and Project Objectives**—What are some of the key issues with the current plan? Are there issues not currently addressed by the proposed scope of work that need to be incorporated?
- **Parallel Work Efforts**—Are there related projects that the city may be working on in the short-term that will require direct coordination with the planning process at key points in the process? It will be particularly important for the consultant to understand potential areas of overlap. If so, at what point during the process is this coordination anticipated to occur?
- **Public Involvement**—What types of public involvement and outreach has been most successful for the City as part of recent planning efforts? What role will other City departments play in the outreach process, if any? What should the protocol be for the distribution of public information?

The team will work closely with City staff to determine the most appropriate means of structuring the initial meetings with various stakeholders—whether through informal meetings, formal work sessions, stakeholder interviews, or some combination of approaches.

1.3. ISSUES AND OPPORTUNITIES WHITE PAPER

Based on feedback provided as part of initial kick off meetings the team will prepare an Issues and Opportunities White Paper. This document will serve as a foundation for initial conversations with project stakeholders and the community as the process gets underway and will be used to guide the team’s work in subsequent phases.

Phase 1 Summary	
SCHEDULE	
April 2013 (assumes contract is initiated in early April)	
MILESTONES	
<ul style="list-style-type: none"> ■ Kick-off Meetings ■ Advisory Committee Meeting #1 	
DELIVERABLES	
<ul style="list-style-type: none"> ■ Final Scope and Schedule ■ Draft and Final Public Participation Strategy ■ Issues and Opportunities White Paper ■ Optional Community Survey ■ Biweekly progress meeting minutes ■ Project logo and website 	
KEY TEAM MEMBERS	
Clarion, EPS, FHU	

1.4. PUBLIC PARTICIPATION STRATEGY

The team will work closely with City staff and the Advisory Committee to develop a Public Participation Strategy that will effectively target unique geographic, generational, ethnic, and economic demographics and interests. The Public Participation Strategy will set goals for the public outreach process, outline the strategy and steps necessary to reach those goals. In developing the Public Participation Strategy, we will draw from an extensive toolkit of both traditional and non-traditional forms of outreach. Traditional forms of outreach could include hands-on workshops, informative public meetings and hearings, the World Café method, surveys, key pad polling, and the use of established relationships with neighborhoods, such as was employed during the recent Sheridan Lake Road Neighborhood, and Piedmont Valley Neighborhood Area Plans, to reach out to active community members. Non-traditional forms of outreach could include going to community events to provide information to participants, reaching out to area youth and their families through their school and involving youth organizations such as Boy Scouts and Girls Scouts and utilizing web-based tools as an effective way to involve traditionally difficult-to-engage demographics in the planning process. Additionally, the team will leverage communications methods already utilized by local jurisdictions, including the Rapid City Economic Development Partnership, Rapid City Area Chamber of Commerce, business groups and other agencies and organizations to reach a greater audience. As part of the public outreach process, the team will document all comments and responses, contributing to the success of the process and providing a logical and defensible basis for explanation of decisions or actions.

1.5. PROJECT LOGO AND WEBSITE

The team will work with City staff to create a logo and dedicated project website for the Comprehensive Plan Update. The logo will help establish a recognizable name and “brand” for the project within the community and will guide the look and feel of the website. The website will serve as the main information portal for the project and will grow with the planning process, allowing the community to track the planning process and participate in the ongoing evolution of the City. During this task, the basic structure of the website will be created with graphic placeholders for those modules to be added later. The site will serve as a clearinghouse for information about the project and as a mechanism for soliciting feedback on particular issues or components of the Plan update through online polling and other interactive tools.

Phase 2. Inventory and Analysis

Phase 2 tasks play a critical role in building a solid foundation of technical information on which to base discussions with the community, City staff and elected officials, and project stakeholders.

2.1. COMMUNITY PROFILE

The team will work with City staff to complete a thorough inventory and analysis of existing conditions and emerging trends in demographics, employment, housing, land use, transportation, schools, and other relevant topic areas (building on data and information gathered by staff to date) that helps to inform the Comprehensive Plan process. Our approach to this type of analysis on our planning projects is to prepare a concise “Community Profile” that summarizes key facts, figures, and other technical information in a highly graphic, easily digestible format—generally no more than 1-2 pages per topic area. We find this “Cliffs Notes” approach to be useful in provoking interest and discussion during the process. The profile will draw from and incorporate key information generated in Tasks 2.2-2.4.

2.2. INVENTORY MAPPING AND ANALYSIS

Using GIS data assembled by City staff during Phase 1, the team will prepare a series of inventory maps to be used to analyze and understand existing conditions addressed by the Community Profile and convey key information to the public. As appropriate and depending on the availability of data, the following types of maps will be produced:

- Vacant and developed lands;
- Existing land use and ownership patterns;
- Current zoning (including overlay, historic districts, or similar boundaries);

Phase 2 Summary
SCHEDULE
May-June 2013
MILESTONES
<ul style="list-style-type: none">■ Advisory Committee Meeting #2■ Community Outreach Series #1■ Joint City Council and Planning Commission Update
DELIVERABLES
<ul style="list-style-type: none">■ Community Profile (Trends and Existing Conditions Inventory and Analysis)■ Inventory Mapping and Analysis■ Multimodal Transportation Inventory■ Land Capacity and Opportunities Analysis (includes Baseline Housing Analysis, Baseline Economic Analysis, and Fiscal Impacts of Redevelopment Analysis)■ Biweekly progress meeting minutes■ Website updates
KEY TEAM MEMBERS
Clarion, EPS, FHU, NRC

- Multi-modal transportation inventory (See 2.3 below.);
- Infrastructure and services (water, sanitary sewer, storm drainage, police, fire and emergency services, schools);
- Parks, recreation, and open space (existing and planned);
- Major planned/pending development; and
- Environmental values and constraints, such as floodplains, wetlands, slope, topography, vegetation, and other environmentally sensitive resources, as available from the City or other public agency sources.

Inventory maps will be compiled as part of the Community Profile.

2.3. MULTI-MODAL TRANSPORTATION INVENTORY

As a component of the Community Profile and Inventory Mapping described above, FHU will prepare a summary and analysis of the existing Rapid City transportation system including maps and text describing:

- Key findings from recent transportation-related plans developed within and surrounding the City of Rapid City.
- Roadway system inventory for collectors and higher level roads. Information will be compiled from City, SDDOT and other available sources on roadway laneage, right-of-way, traffic volumes, and traffic growth trends. Planning level volume/capacity relationships will be used to identify roadways that are currently at or near capacity. Current constraints and connectivity issues will be identified.
- An inventory of existing public transit service, including routes, schedules and ridership information for the existing six fixed bus routes, para-transit services and trolley route.
- The existing on-street and off-street bicycle system.
- Safety issues based on evaluation of previous Rapid City safety studies, additional City crash data, and coordination with City staff and Rapid City Metropolitan Planning Organization (MPO) committees.

2.4. LAND CAPACITY/OPPORTUNITIES ANALYSIS

Using the City’s existing land use/vacant lands inventory as a foundation, the team will develop a Land Capacity/Opportunities Analysis for areas located within the City’s planning area. GIS data will be used to compare existing land use patterns to current zoning, as well as to current future land use designations. The Land Capacity Analysis will assess how much future growth the city could accommodate if it were “built out” according to current conditions and will also account for planned/approved development and other constraints/opportunities. This analysis will serve as a foundation for the sub-tasks outlined below:

2.4.a. Baseline Housing Analysis

EPS will inventory the existing housing stock in Rapid City and categorize it by housing type and location. EPS will also gather recent building permit data, home sale information and apartment rental rates for Rapid City to develop a housing trends summary for the City and specific areas of the City. Based on the demographic information gathered to develop the City Profile and any existing demographic forecasts, EPS will create a citywide population and household forecast and use it to identify future housing demand by income level. This baseline analysis will serve as the input into the housing policy recommendations in the Comprehensive Plan.

2.4.b. Baseline Economic Analysis

EPS will first review all existing economic development reports and recommendations for the City. EPS will then gather employment trend data for Rapid City for the past 10 to 20 years to augment existing data to create a summary of the economic base of the City. Employment data will include a breakdown of employment by 2 digit NAICS and will be compared to the MSA, state, and country to identify industries for strength for Rapid City. Based on the data gathered by EPS and the existing resources, areas of strength for the City will be highlighted and suggested areas of focus will be identified. The economic analysis will have specific focus on opportunities to diversify the business mix in Rapid City, building on existing strengths, identifying ways to increase and support tourism activity, and finding niche and local businesses that currently exist and should be expanded. EPS will also identify the major business and employment areas of the City and region, and inventory the possible growth areas for employment. The baseline economic analysis will serve as input into the economic development goals and policies derived in the Comprehensive Plan process.

2.4.c. Fiscal Impacts of Redevelopment Analysis

EPS will provide an evaluation of the fiscal implications of various uses and development forms considered for key redevelopment sites and areas in the City. EPS will quantify the fiscal revenues generated by future and existing land uses under different zoning and form based code requirements to illustrate the impact to the City from the two approaches. The analysis will provide insight into potential revenues to the City of various redevelopment forms, including a high level evaluation of the relative costs.

2.5. COMMUNITY OUTREACH SERIES #1

This first series of public outreach activities will focus on developing widespread understanding of the community profile and major trends facing the City, discussing issues and opportunities for the plan to address, and confirming or adjusting the goals of the previous Comprehensive Plan. A second Advisory Committee meeting and Joint City Council and Planning Commission Update will be held as part of this outreach series.

2.6. COMMUNITY SURVEY (OPTIONAL)

The RFP notes that the City would like the consultant to conduct community surveys assessing attitudes and visions for the growth of the community as well as the community's perception of and satisfaction with existing services. National Research Center, Inc. conducted a National Citizen Survey for Rapid City in 2010-2011. Given the relatively recent nature of this survey, we believe it could provide significant value to the Comprehensive Planning process; however, we recognize that a more customized statistically valid survey instrument may also be valuable. As a result, we are proposing this task as an option for consideration. If desired, and as resources permit, the team will work with National Research Center, Inc. to develop a customized, statistically valid survey of the public at large that is tailored to the Comprehensive Plan update process. This customized survey could include specific questions related to sustainable practices, housing, growth patterns, and other growth related issues. As an alternative to a new survey, the team may work with National Research Center, Inc. to sort geocoded data compiled for the 2011 survey in new ways to help inform the planning process. The timing and scope of this task would be determined through additional discussion with City staff. Regardless of whether the City chooses to conduct a statistically valid survey, key-pad polling, on-line surveys and other more informal tools could be integrated throughout the process to assess community preferences on a wide variety of topics as part of targeted community outreach activities. Estimated costs for a customized statistically valid survey would range from \$16,452 (online survey) - \$19,065 (mailed survey). Additional detail can be provided if desired.

Phase 3. Vision and Guiding Principles

Phase 3 tasks will facilitate the development of the vision and guiding principles that will serve as the underpinning of the updated Comprehensive Plan.

3.1. DRAFT VISION AND GUIDING PRINCIPLES

Using the 2008 Future Land Use Plan Summary, Vision 2020 Strategic Plan, Issues and Opportunities White Paper, and other background documents as a starting point the team will work with City staff to prepare a Preliminary Draft Vision Statement and Guiding Principles for review and discussion with the community. A key component of this draft will be to establish a solid foundation for the Long Range Transportation Plan Update planned for late 2013. Therefore, members of the team will seek input from the Rapid City Metropolitan Planning Organization's Citizen's Advisory Committee (CAC) and the Technical Coordinating Committee (TCC) as part of the second community outreach series during Task 3.3 and during subsequent tasks as appropriate. An updated draft of the vision and guiding principles will be prepared based on input received during Task 3.3.

3.2. COMMUNITY PREFERENCES SURVEY

The team will work closely with City staff to develop a community preference survey to gather feedback from the stakeholders regarding development preferences and key issues to be addressed by plan policies and future regulatory efforts. Photographic examples of different types of development (e.g., residential, non-residential, and mixed-use) from comparable communities will be used to assess community preferences on the preferred design, scale, and character of new development. Where appropriate,

Phase 3 Summary

SCHEDULE

July-August 2013

MILESTONES

- Advisory Committee Meeting #3
- Community Outreach Series #2
- Joint City Council and Planning Commission Update

DELIVERABLES

- Draft Vision and Guiding Principles
- Community Preferences Survey and results summary
- Biweekly progress meeting minutes
- Website updates

KEY TEAM MEMBERS

Clarion, EPS, FHU

participants will be asked to answer the same question from two perspectives—first, the degree to which they feel the example provided is appropriate within the city as a whole; and second, the degree to which they feel the example is appropriate within a specific planning area (e.g., downtown). This will allow the team to assess general locations within Rapid City where a more tailored approach to plan policies, and ultimately regulations, may be necessary. The survey will be produced in a key-pad polling format for use during the visioning workshop as well as an on-line format that may be accessed from the city’s website. A PDF version will also be produced so that hard copies may also be produced, if desired. The survey will serve as an opportunity for the community to explore the variety of development types that could occur in the future and to explore their comfort level on a variety of character-based issues (e.g., density, building height, transitions) in a visual and interactive way. This exercise will help inform the planning process as well as the City’s subsequent efforts to develop a Unified Development Code after the Comprehensive Plan is adopted.

3.3. COMMUNITY OUTREACH SERIES #2

This second series of community outreach will focus on seeking input on the draft vision and guiding principles and conducting the community preferences survey using key-pad polling technology to allow the audience to see in real time how their views compare with those of the larger community. While specific details will be nailed down as part of the public participation strategy during Phase 1, we would envision the timing of this outreach series as ideal to conduct a large “big splash” type of event. During this task we would also anticipate a third Committee meeting and Joint City Council and Planning Commission Update as well as coordination with the Rapid City Metropolitan Planning Organization’s Citizen’s Advisory Committee (CAC) and the Technical Coordinating Committee (TCC), as appropriate.

Phase 4. Plan and Policy Framework

Phase 4 tasks will establish the overall structure and basic policy framework for the updated Comprehensive Plan.

4.1. PLAN INTEGRATION

In recent years, Rapid City has produced a series of Neighborhood Plans, and Master Plans for Parks and Recreation, Utilities, Schools, Bicycle and Pedestrian Facilities, and Stormwater Management that provide a strong foundation for the Comprehensive Plan update. Ideally, these plans should all be working efficiently toward common outcomes. Prior to developing a detailed Plan and Policy Framework, we will work closely with City staff to identify which aspects of each of the City’s existing plans should be generally carried forward and updated, which aspects are no longer relevant and should not be carried forward, and where gaps in coverage may exist that should be addressed as part of the Comprehensive Plan Update. We will also review the City’s budgeting process to determine the extent to which it is linked to the City’s various existing plans and policies. The results of this process will be reflected as part of the Plan and Policy Framework.

4.2. PLAN AND POLICY FRAMEWORK

Building on the Draft Vision and Guiding Principles, input received during earlier phases, and Task 4.1, above; we will prepare a detailed outline or “framework” of revised general goals and policies to address the existing topic areas from the 2000 Comprehensive Plan, Future Land Use Plan 2008 Overview, Neighborhood Area plans, and other relevant plans. The Plan and Policy Framework will incorporate each of the plan elements as specified in the RFP: Land Use; Public Services and Facilities; Housing; Economic Development; Transportation and Circulation; Natural, Cultural, and Historic Resources; Open Space and Recreation as well as new topic areas identified as part of the RFP (such as sustainability) and additional topics that emerged from the visioning process.

4.3. FUTURE LAND USE PLAN

In conjunction with the development of Plan and Policy Framework, we will prepare recommended changes to the Future Land Use Plan map. If appropriate, alternatives or “key choices” in specific opportunity areas may be developed to align with the plan’s policy options. The future land use map will reflect existing physical conditions and planning influences, and analysis of likely

Phase 4 Summary	
SCHEDULE	
August-September 2013	
MILESTONES	
<ul style="list-style-type: none"> ▪ Advisory Committee Meeting #4 ▪ Community Outreach Series #3 ▪ Joint City Council and Planning Commission Update 	
DELIVERABLES	
<ul style="list-style-type: none"> ▪ Plan and Policy Framework ▪ Initial and Final Draft Future Land Use Plan ▪ Biweekly progress meeting minutes ▪ Website updates 	
KEY TEAM MEMBERS	
Clarion, EPS, FHU	

future needs to accommodate growth and development to the year 2040. The map will be supplemented with descriptions of the land use categories shown on the map.

4.4. TRANSPORTATION AND CIRCULATION PLAN

FHU will prepare travel forecasts using the latest TransCAD model as a basis. Additional model runs will be coordinated with MPO staff as needed based on coordination with the land use planning effort in the Comprehensive Plan Update process. Summaries and displays will be prepared to communicate travel forecast findings to project participants. Current and predicted future transportation issues and needs will be evaluated based on the inventory and analysis performed in Phase 2; evaluation of travel forecasts; and coordination with the MPO Citizen’s Advisory Committee and Technical Coordinating Committee, city staff, other stakeholders and general input. Plan elements will include the six elements identified in the project Request for Proposals:

- Identification and assessment of circulation system problems and needs (with an accompanying map in GIS format).
- Identification of policies and other means of addressing problems, including traffic control and parking enforcement.
- Identification of ways the City can support public transit and mode shift and easing conflicts between users of different modes
- Facilitation of the visioning portion of the Long Range Transportation Plan Update, anticipated to begin in late 2013.

4.5. COMMUNITY OUTREACH SERIES #3

The third series of community outreach activities will focus understanding the various policy and land use options for the plan to address and developing consensus on preferred directions. Specific community outreach activities and events will determined as part of the Public Participation Strategy. During this task we would also anticipate a fourth Committee meeting and Joint City Council and Planning Commission Update as well as coordination with the Rapid City Metropolitan Planning Organization’s Citizen’s Advisory Committee (CAC) and the Technical Coordinating Committee (TCC), as appropriate.

Phase 5. Draft Comprehensive Plan and Implementation Strategies

During Phase 5, we will combine all of the materials developed to date into a draft Comprehensive Plan document for public review and establish a strategy for implementation of key plan objectives.

5.1. DRAFT COMPREHENSIVE PLAN

Using input received on the draft Plan and Policy Framework as a guide, the team will develop a complete draft of the Comprehensive Plan for review that incorporates all of the materials developed to date. A key component for the Comprehensive Plan update will be the production of new thematic maps developed in ArcGIS to support key elements or topic areas within the Plan.

5.2. ZONING DIAGNOSIS

Clarion will prepare a targeted diagnosis/annotated outline of the City’s current zoning ordinance (Chapter 17) provisions and other related regulations, policies and practices to determine how they support or hinder the community’s goals, objectives and policies developed under Phases 4 and 5, with a particular emphasis on how well various provisions support the City’s sustainability objectives. The Diagnosis and proposed Zoning Code changes will be reviewed by City staff and the Advisory Committee and revised, as necessary, prior to presentation to the Planning Commission and City Council. This exercise will help inform the Implementation Strategy and Action Plan as well as the City’s subsequent efforts to develop a Unified Development Code after the Comprehensive Plan is adopted.

5.3. IMPLEMENTATION STRATEGY AND ACTION PLAN

The team will prepare the Implementation Strategy will be crafted to address short, medium, and long-term actions that will provide direction for the city over a sustained period of time. The action plan will:

- Define the actions needed to achieve the objectives identified in the plan
- Prioritize activities

Phase 5 Summary	
SCHEDULE	
October-December 2013	
MILESTONES	
<ul style="list-style-type: none"> ■ Advisory Committee Meeting #5 ■ Community Outreach Series #4 ■ Joint City Council and Planning Commission Update 	
DELIVERABLES	
<ul style="list-style-type: none"> ■ Draft Comprehensive Plan (including maps) and Implementation Strategy ■ Zoning Diagnosis ■ Biweekly progress meeting minutes ■ Website updates 	
KEY TEAM MEMBERS	
Clarion, EPS	

- Identify milestones
- Link actions to an ‘ownership party’ who will be responsible for championing the issue through completion.
- Identify opportunities to strengthen linkages between plan policies and the City’s budgeting process.
- Identify points at which additional funding will be required to address capital needs (CIP funds) or administrative requirements (operating funds).

The implementation strategy will reflect the organization of the Comprehensive plan, with subsections addressing Land Use, Housing, Economic Development, Transportation, Parks and Open Space, Natural Conservation Districts, Historic asset preservation, and Public Infrastructure Needs (i.e., utilities). Based on the feedback from stakeholders during the planning process, the team will identify mechanisms to advance the vision, some of which could include a unified land use code, development impact fees, tests for fiscal balance, public financing tools, creating linkages between plan policies and CIP and City budgets, public-private partnerships, catalytic redevelopment projects, capital facilities investments, additional revenue sources, etc. It is important to note that a successful implementation process will involve partners from the broader community. The implementation plan will identify ways for the public, private, and non-profit sectors to work together on specific elements. When agencies outside the City are identified, it will be framed as an invitation to join the City in the implementation effort. The goal is to broaden the spectrum of invested players that not only will advance the implementation effort, but also increase the level of buy-in and community investment.

The team recognizes the City’s overarching goal of sustainability and will develop the plan – and the implementation strategy – to help the City fulfill its objective. Our team offers expertise in developing effective sustainability metrics to monitor performance of the Comprehensive Plan over time. We will work with the City to develop indicators that provide feedback about the City’s progress toward sustainability as well as a consistent, measurable feedback loop. We will also build upon our implementation experience in other related areas of expertise, such as zoning and development regulations, transportation, public facility programming, and infrastructure finance, to help develop an effective strategy.

5.4. COMMUNITY OUTREACH SERIES #4

This final series of public outreach activities will focus on review of the draft Plan and strategies to implement the Plan. Specific activities will be defined as part of the Public Participation Strategy. During this task we would also anticipate a fifth Advisory Committee meeting and Joint City Council and Planning Commission Update as well as coordination with the Rapid City Metropolitan Planning Organization’s Citizen’s Advisory Committee (CAC) and the Technical Coordinating Committee (TCC), as appropriate.

Phase 6. Review and Adoption

6.1. FINAL PLAN REVIEW AND ADOPTION

During Phase 6, the team will work closely with City staff on the preparation of review drafts for public review, responding to comments received, and making appropriate revisions. Comments and requests for modifications will be tracked and organized by agency, organization, and individual to ensure all input is responded to in a timely fashion. In addition, careful tracking will allow the team to identify common themes in feedback received for discussion with City staff and elected/appointed officials during the review and public hearing process.

6.2. FINAL DOCUMENTS AND GIS FILES

Following the public hearing process, a final set of plan documents will be provided to the City in electronic and hard copy format (if desired).

Phase 6 Summary	
SCHEDULE	
January-February 2014	
MILESTONES	
<ul style="list-style-type: none"> ■ Planning Commission Public Hearing ■ City Council Public Hearing 	
DELIVERABLES	
<ul style="list-style-type: none"> ■ Planning Commission review draft ■ City Council review and remand drafts ■ Final plan documents and GIS files ■ Website updates 	
KEY TEAM MEMBERS	
Clarion	