

# Rapid City Area Future Land Use Plan

## 2008 PLAN OVERVIEW



in conjunction with the  
Rapid City Area Metropolitan Planning Organization  
and the  
South Dakota Department of Transportation  
and the  
U.S. Department of Transportation  
Federal Highway Administration

## TABLE OF CONTENTS

Introduction .....	1
Study Area Description.....	1
Goals.....	1
The Planning Process .....	4
Community Profile .....	6
Location .....	6
Population.....	6
Age Distribution .....	8
Household Composition.....	8
Housing Type and Ownership Characteristics.....	9
Residential Growth from 2000-2007 .....	10
Year 2035 Residential Growth Projections .....	11
Commercial and Industrial Profile.....	12
Economic Sectors.....	12
Non-Residential Building Growth Trends.....	13
Meade County Commercial Permits .....	17
Year 2035 Commercial and Industrial Growth Projections .....	19
Conclusion .....	20

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# RAPID CITY AREA FUTURE LAND USE 2000 PLAN OVERVIEW

## **Introduction**

The Rapid City area is an ever changing community which has experienced an estimated 5.2 percent population growth since 2000. The region offers unparalleled amenities that have attracted new businesses and residents. In order to preserve its quality of life, yet continue to attract new business and investment to the community, the City must plan for its future. The Future Land Use Plan is the framework for ensuring orderly and efficient growth of the community.

The Future Land Use Plan is an indispensable tool for all sectors of the community. Local government can invest public infrastructure dollars more wisely if the location and magnitude of anticipated growth is identified. Private sector businesses can use the Plan to make more accurate growth projections and better position themselves to meet the needs of the future population. The Plan will provide developers and landowners with a clear idea of the location and type of development desired by the community, thus saving time and money in assembling development plans. The Plan will enable individual citizens to be more aware of how the community and their specific neighborhoods will develop, assisting them in making more informed decisions about where to live and work.

The Future Land Use Plan for the City is a compilation of 16 neighborhood plans. There are 413 square miles in the Future Land Use Plan Study Area. Division of the Study Area into smaller planning areas promotes increased public participation as citizens are naturally more concerned about issues in their neighborhoods. The Future Land Use Plan is dynamic and will be revisited to make changes as circumstances warrant. The Study Area and individual neighborhood areas are indicated on the Future Land Use Study Area Map located at the end of this Overview.

## **Study Area Description**

The Future Land Use Study Area encompasses approximately 264,392 acres and contains land within the City limits, the three mile platting jurisdiction, and the Metropolitan Planning Organization area. The Study Area generally includes land eight miles north of the City limits and three miles east of the Airport. It is bordered to the west by United States Forest Service lands, to the south by the Spring Creek and Landfill drainage basins, and to the north by Elk Creek.

## **Goals**

Although the Study Area is divided into separate neighborhood areas for study purposes, a set of common goals unites the plan for all areas. The Future Land Use Study Committee developed these goals and they were adopted by the Rapid City Planning Commission and Rapid City Council. The goals provide a broad community vision that link all neighborhood plans together. The individual neighborhood plans are designed with the following goals in mind:

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1. Encourage compact and contiguous growth along the City's fringe that is linked to both the levels of demand in the market and to the orderly extension and efficient use of public improvements, infrastructure, and services.

**Objective/Policy:** Encourage in-fill and full utilization of properties currently served by, or in close proximity to, infrastructure.

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

2. Concentrate new growth in the Rapid City urban area and protect existing rural areas from urban sprawl through planned development.

**Objective/Policy:** Prevent unlimited outward expansion by maintaining urban growth area boundaries with provisions for phased annexation and extension of streets and utilities.

**Objective/Policy:** Limit the subdivision of land for non-farm related residential development outside the urban area to low density projects that will not create negative economic impacts on local governments for provision of public services and facilities.

**Objective/Policy:** Identify areas within and surrounding the City of Rapid City which are suitable for urban development.

3. Develop a unified land use and transportation system that balances today's community needs and goals while adequately planning for those of tomorrow.

**Objective/Policy:** Designate adequate land for the roads identified in the Major Street Plan so that people and freight can reach all areas of the community, and safety concerns, cost effectiveness, and environmental effects are balanced.

**Objective/Policy:** Encourage the coordination of the siting of retail and employment centers and residential development with the Major Street Plan.

**Objective/Policy:** Provide for the location of employment areas at sites which are convenient to existing and proposed residential areas throughout the area and accessible from the existing or proposed transportation system.

4. Maintain a commitment to neighborhoods by implementing appropriate policies that preserve and improve the quality and character of the community's established neighborhoods.

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**Objective/Policy:** Protect stable neighborhoods to prevent encroachment by incompatible commercial and industrial uses and excessively high density residential development.

**Objective/Policy:** Maintain suitable areas and buffers between low density residential areas and more intensive nonresidential uses.

**Objective/Policy:** Provide an adequate supply of land for multi-family development in order to protect the character of established neighborhoods with high density residential zoning.

5. Preserve and enhance the existing economic base of Rapid City to achieve continued and well balanced economic development and employment opportunities.

**Objective/Policy:** Promote economic development by ensuring that there are adequate areas zoned for commercial and light/heavy industrial uses.

**Objective/Policy:** Encourage geographically convenient and accessible retail areas throughout the City so as to provide the widest possible variety of goods and services.

**Objective/Policy:** Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.

**Objective/Policy:** Provide for the location of employment areas at sites which are convenient to existing and proposed residential areas throughout the area and accessible from the existing or proposed transportation system.

6. Provide a variety of centers for community activities and employment. These facilities should meet the needs of residents and be integrated into the fabric of the community.

**Objective/Policy:** Encourage retail establishments and businesses that are convenient to, and serve neighborhood residents, yet are compatible with but not intrusive upon residential neighborhoods.

**Objective/Policy:** Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.

**Objective/Policy:** Encourage geographically convenient and accessible retail areas throughout the City so as to provide the widest possible variety of goods and services.

7. Ensure the preservation and proper utilization of environmental resources such as soil, water and clean air.

**Objective/Policy:** Prevent development in areas that are environmentally unsuitable for buildings or septic systems, and protect major drainage ways, floodplains, steep slopes, or other natural areas from incompatible development which may result in environmental problems.

**Objective/Policy:** Maintain the Rapid Creek greenway corridor for public use, public safety, and flood protection, and discourage encroachment by incompatible uses in the corridor.

8. Preserve downtown as a community focus and encourage policies which will strengthen this role.

**Objective/Policy:** Maintain the downtown area's unique historical and cultural heritage while providing a safe, inviting, healthful and attractive environment.

**Objective/Policy:** Review the zoning classification covering downtown to encourage a mixture of housing and commercial uses.

9. Assess neighborhood and regional park and recreation needs and demands.

**Objective/Policy:** Identify parks of an appropriate scale and function at the neighborhood level.

**Objective/Policy:** Promote the use of a network of parks, open spaces, and recreational trails.

10. Identify and manage in the public interest's unique cultural and historic areas within Rapid City.

**Objective/Policy:** Improve, maintain, and enhance the cultural and historic character, and the integrity of Rapid City's built and natural environment, through responsible land use planning.

**Objective/Policy:** Protect historic and cultural resources by preventing encroachment by incompatible commercial and industrial uses and excessively high density residential development.

### **The Planning Process**

The collaborative process develops specific neighborhood plans and involves property owners, local businesses, elected and appointed officials, affected jurisdictions and staff. The Future Land Use Study Committee guides the Plan development and is comprised of two representatives from City Council, two from the Planning Commission, two additional City Council officials from the specific neighborhood area and one representative from the community at large.

The Committee examines existing land use, ownership, existing zoning, topography, and environmental issues for each area. Future land use recommendations based on this

examination are incorporated into a land use map for the area. This land use map identifies how each area will look when the area is completely built out. The proposed map is presented to area residents in a public meeting held in the neighborhood. Major area land owners are invited to view and comment on the proposed map during the public meeting. The neighborhood plans are adopted and updated individually to allow the Committee to address changes for each neighborhood as those changes occur. The following information identifies the steps taken to develop, update and approve each individual neighborhood plan:

- Maps are prepared that identify ownership, existing water and sewer lines, existing zoning and topography of the neighborhood.
- Staff makes recommendations to the Committee regarding various amenities including neighborhood collector or arterial road alignments according to the Rapid City Area Major Street Plan, proposed water and sewer facilities, existing and proposed park sites, bike paths, fire station sites, drainage areas, school sites, and proposed land use.
- The Committee tours the neighborhood area to discuss potential land uses.
- The Committee reviews staff recommendations and determines the neighborhood's proposed and anticipated land use densities.
- Neighborhood area land owners with large acreages are invited to the Committee meetings to discuss proposals for their property.
- Neighborhood meetings are held to receive input from all neighborhood area property owners.
- Committee reviews neighborhood area data, including existing densities and anticipated densities. The Committee then reviews and validates the Year 2035 residential and non-residential projections.
- Committee reviews and approves each neighborhood land use plan and makes a recommendation for adoption to the Planning Commission and City Council.
- The Planning Commission holds a formal public hearing on the proposed plan. The Planning Commission makes a recommendation to the City Council to adopt the plan, if appropriate.
- The Rapid City Council holds a public hearing and adopts the Future Land Use Plan, if appropriate. The neighborhood plan becomes a part of Rapid City's Comprehensive Plan.
- After the City Council's approval of the neighborhood plan's amendment to the Comprehensive Plan, the Council action is published in the local paper. The

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neighborhood plan becomes effective twenty days after publication of the City Council action approving the neighborhood plan.

All public comments are carefully considered and changes to the proposed land use are reflective of the City's commitment to community input in the process.

## **Community Profile**

### **Location**

Rapid City is the largest urban area in western South Dakota and was founded in 1876 to serve as a support community for the Black Hills gold mining camps and settlements. It is located approximately 340 miles northeast of Denver and 350 miles west of Sioux Falls, South Dakota. Rapid City serves as the business, service and cultural center for a five state, 200,000 square mile area including the states of South Dakota, Wyoming, Montana, Nebraska, and North Dakota. The Rapid City community encompasses over 52 square miles and is located on the eastern edge of the Black Hills, at an elevation of 2,950 to 3,950 feet above sea level.

### **Population**

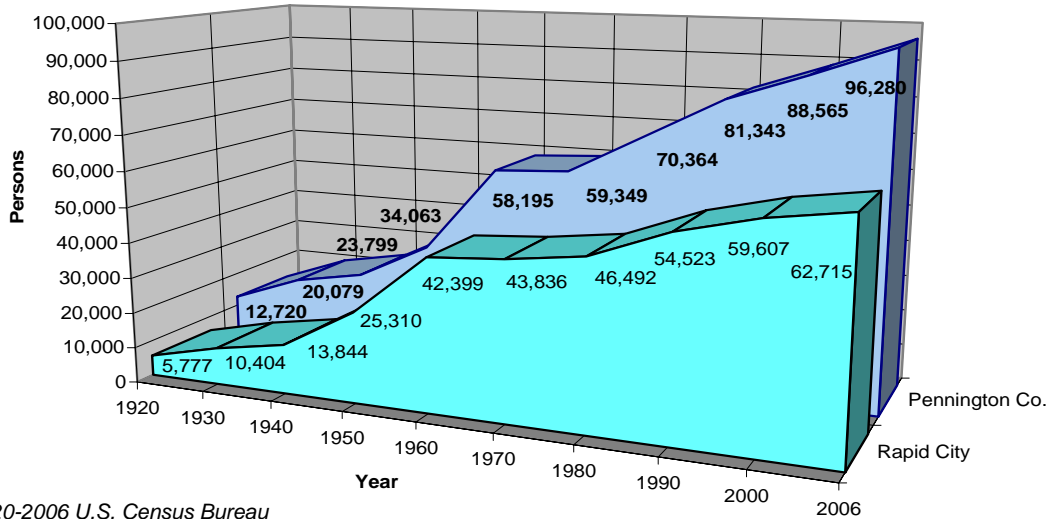
The population of Rapid City grew from 5,777 in 1920 to 42,399 in 1960, to an estimated 62,715 persons in 2006 based on the US Census Bureau's population estimate program. The population increased 6 percent between 1970 and 1980, 17 percent from 1980 and 1990, and 9 percent from 1990 to 2000. During the previous decade, Rapid City grew by 508 persons per year, and grew by over 5187 persons per year between 2000 and 2006. As shown below in Figure 1, the growth spurts occurred in Rapid City's early years and remained fairly constant from 1960 to 1980, ranging from three percent per year to six percent per year. Although Rapid City experienced a population percentage change of 17.3 percent between 1980 to 1990, the average annual population increased by less than one percent per year over the forty year period between 1960 and 2000 or 430 persons per year. In 2000, the Census Bureau counted 59,607 persons in Rapid City and estimated 62,715 persons by the end of 2006, a 5.2 percent increase or 518 persons per year.

Pennington County's population, on the other hand, had an average annual increase of 7.6 percent during the past 77 years, with 12,720 persons in 1920, 58,195 persons in 1960, 88,565 persons in 2000, to an estimated 96,280 persons in 2006. The early growth spurts in Pennington County mirrored Rapid City's; however, the County's population increased by over 1,100 persons per year for both decades between 1970 to 1980, and 1980 to 1990, and increased only 722 persons per year between 1990 and 2000. Current Pennington County population estimates for 2006 show a six year increase of 8.7 percent, with an average population increase of 1,040 persons per year since the 2000 U.S. Census.



**Figure 1**

**Rapid City and Pennington County  
Historical Population  
1920 - 2006**



Source: 1920-2006 U.S. Census Bureau  
South Dakota Data Center

Figure 2 shows the population and percent change in population from 1920 to 2006 in Rapid City and Pennington County. The population increases from 1940 to 1960 in both entities may be in large part attributed to the opening of Ellsworth Air Force Base, bringing military personnel and their families to the area. Growth from 1960 to 2000 in both Rapid City and Pennington County has occurred at a much lower rate. The growth rate of Pennington County between 1970 and 2000 surpassed that of Rapid City. In the last six year period, from 2000 to 2006, the estimated growth rates of the City and the County appear to have remained steady at approximately one percent per year.

**Figure 2**

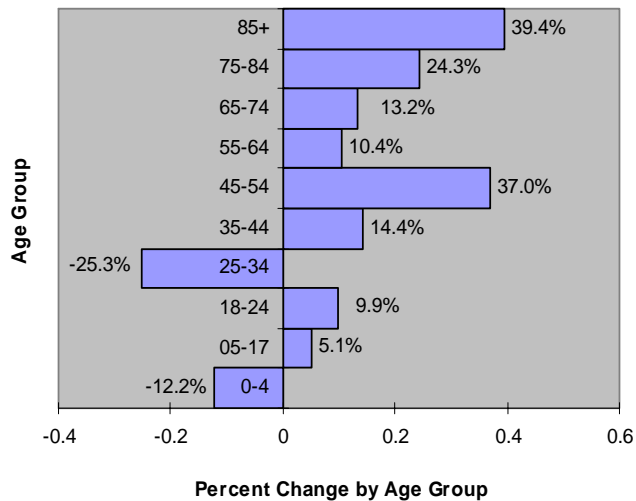
**Rapid City and Pennington County  
Population 1920 - 2006**

<u>Year</u>	<u>Rapid City</u>	<u>Percent Change in Population</u>	<u>Pennington County</u>	<u>Percent Change in Population</u>
1920	5,777		12,720	
1930	10,404	80.1 %	20,079	57.9 %
1940	13,844	33.1 %	23,799	18.5 %
1950	25,310	82.8 %	34,063	43.1 %
1960	42,399	67.5 %	58,195	70.8 %
1970	43,836	3.4 %	59,349	2.0 %
1980	46,492	6.1 %	70,364	18.6 %
1990	54,523	17.3 %	81,343	15.6 %
2000	59,607	9.3 %	88,565	8.9 %
2006*	62,715	5.2 %	96,280	8.7 %

Source: 1920-2000 U.S. Census Bureau  
\*South Dakota State Data Center Estimates

**Figure 3**

**Rapid City  
Population Change by Age Group  
1990 to 2000**



Source: U.S. Census Bureau

**Age Distribution**

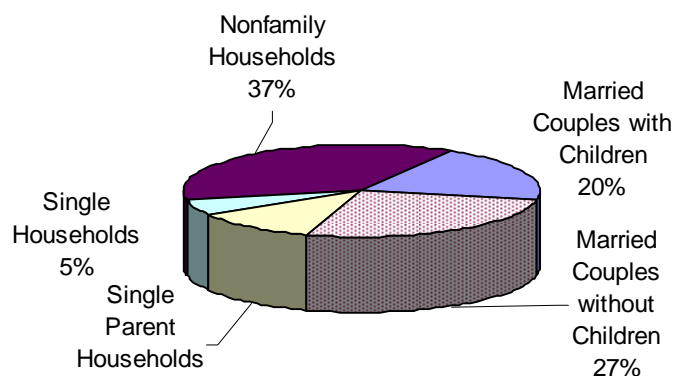
The age of the City’s population provides a good basis for evaluating current and future service needs. While the total population of Rapid City increased 9.3 percent from 1990 to 2000, age characteristics of the City changed dramatically as the community “grayed.” The 76.9 percent increase in people over 65 is likely to continue over the next two decades as the baby boomers mature. The median age in Rapid City increased from 27.1 in 1980 to 34.8 in 2000, following the national aging population trend. Figure 3 displays the population’s age change in Rapid City from 1990 to 2000.

From 1980 to 1990, the number of individuals between 18 and 24 years of age dropped from 8,279 to 6,354. However, in 2000, the number of individuals in the 18 to 24 age bracket increased to 7,051. In 1980, there were 4,350 persons in Rapid City over the age of 65, 6,253 in 1990, and 7,888 persons over 65 years of age by 2000. There was an increase in Rapid City in children under five years of age from 3,695 in 1980 to 4,676 in 1990, with a decrease in children five and under in 2000 to 4,169.

**Household Composition**

The number of households in Rapid City increased 23.1 percent between 1980 and 1990, from 17,223 to 21,206, with an increase in 2000 to 23,969. A household is an individual, a family, or a group of unrelated individuals who occupy a single dwelling unit. Average household size remained roughly the same, with only a slight drop from 2.62 persons per household in 1980, to 2.51 in 1990, and 2.39 in 2000. Figure 4 illustrates the types of households in which the population resides. Less than half of these households (46.7 percent) were married

**Figure 4  
2000 Household Type  
and the Presence of Children**



Source: U.S. Census Bureau

couples. There was an increase between 1990 and 2000 of 36.5 percent in the number of single parent households, with only 75.3 percent led by women versus the 87.4 percent in 1990 led by women. The increase in single parent families, combined with the increase in the number of families with two working parents also follows national trends.

### **Housing Type and Ownership Characteristics**

The number of housing units in Rapid City rose from 14,493 in 1970 to 18,864 units in 1980 to 22,530 units in 1990, and 25,098 in 2000, according to the U.S. Census Bureau. Between 1970 and 1980, owner occupied housing units increased from 8,236 units to 10,757 units, a 30.6 percent increase, while renter occupied units increased from 5,276 to 6,466, an increase of only 22.6 percent. This trend reversed during the period from 1980 to 1990; the total number of owner occupied units increased only 12.6 percent, but total renter occupied units increased by 39.8 percent. By 2000, owner occupied units remained the largest percentage of the total housing stock with 59.3 percent compared to rental units at 40.7 percent. The 4.5 percent vacancy rate, with 1,127 vacant housing units, is the lowest vacancy rate since the 1970s. Figure 5 identifies the Rapid City Housing Facts by Owner Occupied and Rental Units between 1970 and 2000.

**Figure 5**

***Rapid City Housing Facts  
Owner Occupied and Rental Units  
1970 - 2000***

	1970		1980			1990			2000		
	Number of Units	Percent of Housing Stock	Number of Units	Percent of Housing Stock	Percent Change	Number of Units	Percent of Housing Stock	Percent Change	Number of Units	Percent of Housing Stock	Percent Change
Total Housing Units	14,493		18,684		28.90%	22,530		20.60%	25,096		11.40%
Occupied Housing Units	13,512	93.20%	17,223	92.20%	27.50%	21,152	93.90%	22.80%	23,969	95.50%	13.30%
Owner Occupied	8,236	61.00%	10,757	62.50%	30.60%	12,114	57.30%	12.60%	14,211	59.30%	17.30%
Renter Occupied	5,276	39.00%	6,466	37.50%	22.60%	9,038	42.70%	39.80%	9,758	40.70%	8.00%
Vacant Housing Units	981	6.80%	1,461	7.80%	48.90%	1,378	6.10%	-5.70%	1,127	4.50%	-18.20%

Source: U.S. Census Bureau

## Residential Growth from 2000-2007

Based on approved building permits in Rapid City, Pennington County and Meade County, residential growth for the past seven years has occurred primarily in three of the sixteen neighborhood study areas: Elk Vale Neighborhood Area at 20.08 percent of total dwelling unit increases; and both Deadwood Avenue Neighborhood Area and US Highway 16 Neighborhood Area at 15.04 percent of total dwelling unit increases. These three areas account for one-half of all the Study Area residential growth from 2000 to 2007. Figure 6 details the individual neighborhood area growth percentages within the Study Area.

Figure 6 also identifies each neighborhood's average annual dwelling unit increases. The Airport Neighborhood Area showed the highest average annual total dwelling unit increase at 14.3 percent due mainly to the Valley Heights Estates development. The Deadwood Avenue Neighborhood Area followed at 12.9 percent. The Deadwood Avenue Neighborhood Area growth is largely due to the construction of the Fountain Springs apartments and single family homes. The Elk Vale Neighborhood Area experienced the largest number of single family homes (938) built between 2000 and 2007. Overall, the Future Land Use Study Area experienced a 2.1 percent average annual increase in the number of dwelling units.

**Figure 6**

**Future Land Use Study Area  
Residential Growth by Neighborhood**

<b>Future Land Use Neighborhood Area</b>	<b>Dwelling Unit Increase 2000 - 2007</b>			<b>Percent of Total Study Area Growth % of Total</b>	<b>Average Annual Percentage Increase by Neighborhood</b>		
	<b>SF</b>	<b>MF</b>	<b>Total</b>		<b>SF</b>	<b>MF</b>	<b>Total</b>
Airport	297	0	297	5.07%	14.33%	0.00%	14.33%
Black Hawk	22	0	22	0.38%	0.29%	0.00%	0.29%
Deadwood Avenue	463	419	882	15.04%	7.52%	61.71%	12.91%
Downtown/Skyline Dr	115	167	282	4.81%	0.37%	1.15%	0.62%
Elk Vale	938	239	1,177	20.08%	5.22%	63.23%	6.41%
Ellsworth	147	0	147	2.51%	0.53%	0.00%	0.42%
Nemo Road	38	0	38	0.65%	0.86%	0.00%	0.86%
North Rapid	22	94	116	1.98%	0.10%	0.57%	0.30%
Northeast Area	241	0	241	4.11%	5.70%	0.00%	5.70%
Piedmont Valley	183	0	183	3.12%	1.05%	0.00%	1.04%
Sheridan Lake Rd	535	52	587	10.01%	1.61%	0.98%	1.52%
South Robbinsdale	209	195	404	6.89%	2.21%	4.48%	2.92%
Southeast Connector	355	8	363	6.20%	4.82%	16.33%	4.89%
Spring Creek	96	7	103	1.76%	3.91%	0.00%	4.19%
US Highway 16	481	401	882	15.04%	6.91%	19.29%	9.76%
West Rapid	25	114	139	2.37%	0.11%	1.22%	0.45%
<b>Total Dwelling Units</b>	<b>4,167</b>	<b>1696</b>	<b>5,863</b>	<b>100.00%</b>	<b>1.89%</b>	<b>2.79%</b>	<b>2.08%</b>

Source: Rapid City Growth Management Department / Rapid City Building Inspection Division  
Pennington County Planning Department  
Meade County Director of Equalization

**Year 2035 Residential Growth Projections**

The Year 2035 projections indicate how much of the total build out will be achieved in twenty-five years. The Future Land Use Study Committee estimated the Future Land Use Study Area Year 2035 population to be 159,000, based on numerous methodologies. Both the Rapid City Planning Commission and Rapid City Council have adopted this population projection as well. This population projection was then allocated to all the neighborhood areas based on the assumption that residential growth will continue in a pattern similar to the 2000-2007 residential growth. The total number of dwelling units projected for the Year 2035 was determined by dividing the 159,000 population estimate by 2.28, the average number of persons per household within the Study Area. This calculation provides the estimated total number of dwelling units in the Year 2035, or 69,433 projected total dwelling units in the Future Land Use Study Area. The total number of projected dwelling units was then allocated to the type of dwelling unit according to the historical patterns within each neighborhood area, i.e., single family units or multi-family units.

**Figure 7**

**Future Land Use Study Area  
Neighborhood Breakdown  
Year 2035 Dwelling Unit Projections**

Rapid City and Metropolitan Planning Area										
Neighborhood Area Name	2007 Estimated Dwelling Units			2008-2035 Dwelling Unit Increase				Total 2035 Dwelling Units		
	SF	MF	Total	SF	MF	Total	% of Total	SF	MF	Total
Airport	593	0	593	927	0	927	4.00%	1,520	0	1,520
Black Hawk	1,107	0	1,107	58	0	58	0.25%	1,165	0	1,165
Deadwood Avenue	1,342	516	1,858	1,581	1,431	3,012	13.00%	2,923	1,947	4,870
Downtown/Skyline Dr	4,515	2,239	6,754	189	274	463	2.00%	4,704	2,513	7,217
Elk Vale	3,507	293	3,800	3,694	941	4,635	20.00%	7,201	1,234	8,435
Ellsworth	4,088	1,041	5,129	1,159	0	1,159	5.00%	5,247	1,041	6,288
Nemo Rd	672	0	672	116	0	116	0.50%	788	0	788
North Rapid	3,171	2,459	5,630	22	94	116	0.50%	3,193	2,553	5,746
Northeast Area	845	0	845	1,738	0	1,738	7.50%	2,583	0	2,583
Piedmont Valley	2,665	26	2,691	1,159	0	1,159	5.00%	3,824	26	3,850
Sheridan Lake Rd	5,296	809	6,105	1,056	103	1,159	5.00%	6,352	912	7,264
South Robbinsdale	1,563	817	2,380	600	559	1,159	5.00%	2,163	1,376	3,539
Southeast Connector	1,478	14	1,492	3,399	77	3,476	15.00%	4,877	91	4,968
Spring Creek	447	7	454	162	12	174	0.75%	609	19	628
US Highway 16	1,475	698	2,173	1,896	1,580	3,476	15.00%	3,371	2,278	5,649
West Rapid	3,131	1,447	4,578	63	285	348	1.50%	3,194	1,732	4,926
<b>Total</b>	<b>35,895</b>	<b>10,366</b>	<b>46,261</b>	<b>17,819</b>	<b>5,356</b>	<b>23,173</b>	<b>100.00%</b>	<b>53,714</b>	<b>15,722</b>	<b>69,436</b>

Note: The neighborhood area total percentages were adjusted to provide a more reasonable housing unit projection based on approved development.

Source: Rapid City Growth Management Department  
Pennington County Planning Department  
Meade County Director of Equalization

The 159,000 population projection forms the Year 2035 basis for transportation modeling using neighborhood housing unit projections. Year 2035 dwelling unit growth projections identified in Figure 7 above are largely based on the assumption that future growth will resemble historical (2000 to 2007) growth patterns. There is sufficient undeveloped land

in a majority of the neighborhood areas for existing growth patterns to be extended into the future. The Plan anticipates that the Elk Vale Neighborhood Area, the US Highway 16 Neighborhood Area, and the Southeast Connector Neighborhood Area will lead the residential development. In order to accommodate the anticipated growth, several neighborhood area residential growth projections were adjusted slightly to accommodate the anticipated growth areas.

## Commercial and Industrial Profile

### Economic Sectors

An understanding of changes to the components of the area economy is critical to an understanding of changes which affect commercial and industrial growth and change in the community. Clearly, economic opportunity is the driving force which enables a city to grow. Whether basic industry expansion occurs, bringing new dollars into the local economy, or non-basic industry expansion occurs reducing leakage of service and retail dollars to other communities, the net impact on the community is positive.

Measuring change in the area economy must involve an assessment of valid indicators of economic activity and their change over time. Central to most economic analyses are reviews of employment changes and change in sales, either gross sales or taxable sales. Changes in the number of business operations are incomplete in itself. By focusing on changes in employment by economic sector, a clear and simple understanding of economic activity can be gained.

**Figure 8**

#### **Rapid City Metropolitan Statistical Area Employment by Sector**

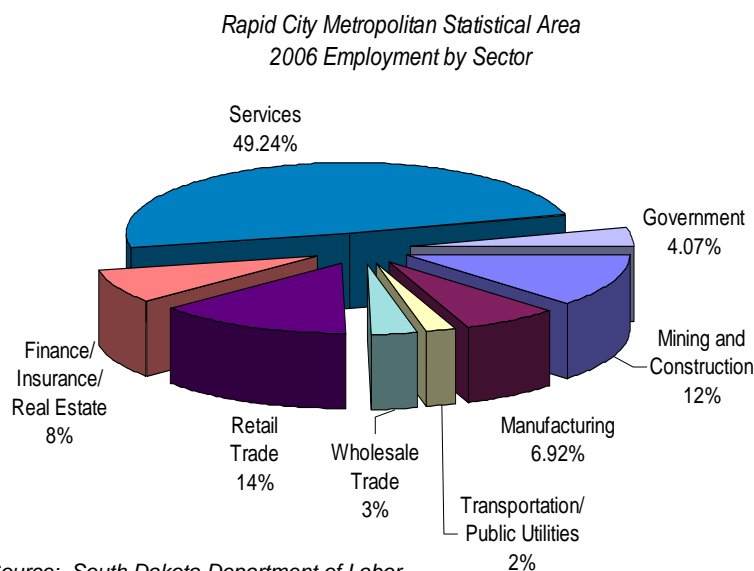
Industry	1970	% of Total Employment	2000	% of Total Employment	2006	1970-2006	
						% of Total Employment	Average Annual Increase
Mining and Construction	1,100	5.98%	4,298	9.68%	5,825	12.31%	15.91%
Manufacturing	1,800	9.78%	4,077	9.19%	3,276	6.92%	3.04%
Transportation/Public Utilities	1,500	8.15%	1,857	4.18%	1,070	2.26%	-1.06%
Wholesale Trade	1,000	5.43%	1,377	3.10%	1,475	3.12%	1.76%
Retail Trade	4,200	22.83%	6,346	14.30%	6,804	14.38%	2.30%
Finance/Insurance/Real Estate	800	4.35%	4,304	9.70%	3,636	7.69%	13.13%
Services	3,500	19.02%	19,878	44.79%	23,294	49.24%	20.95%
Government	<u>4,500</u>	<u>24.46%</u>	<u>2,247</u>	<u>5.06%</u>	<u>1,927</u>	<u>4.07%</u>	<u>-2.12%</u>
Total Non-Farm Employment	18,400	100.00%	44,384	100.00%	47,307	100.00%	5.82%

Source: South Dakota Department of Labor  
Labor Market Information Center

The S.D. Department of Labor, Labor Market Information Center, employment by place of work figures for the Rapid City Metropolitan Statistical Area reflect an average annual increase of 0.24 percent in the overall area economy from 2000 to 2006. Four industries experienced a loss of employment gains. Figure 8 lists the non-farm employment levels by major industrial sector for 2000 and 2006, including the six year average annual increases. The service industry represented the greatest gain of 3,416 employees, an average annual increase of 0.24 percent during the six year period. The mining and construction sector had the second highest gain of 1,527 employees, an average annual increase of 1.32 percent. Manufacturing and transportation/public utilities both experienced average annual employment decreases of 0.73 percent and 1.57 percent, respectively, and accounted for a cumulative employee decrease of 1,588 jobs between 2000 and 2006.

Based on the S.D. Department of Labor, Labor Market Information Center sources, the Rapid City Metropolitan Statistical Area non-farm employment stood at 44,384 in 2006. As depicted in Figure 9, the greatest share of this employment was represented by the service sector with 49.2 percent of the total non-farm employment in 2006, followed by the retail trade sector with 14.4 percent.

**Figure 9**



Source: South Dakota Department of Labor  
Labor Market Information Center

It can be concluded that the Rapid City Metropolitan Statistical Area economy, as measured in a change in non-farm employment between 1970 and 2006, has diversified with a declining dependence on the governmental service and the military and strengthening in retail and mining and construction. The total non-farm employment for the area grew by 28,907 jobs between 1970 and 2006. This represents a 157.10 percent increase over the 36 year period for an average annual increase of 4.36 percent.

The 4.36 percent average annual employment increase is perhaps the most meaningful figure to reference in summarizing area economic trends based on employment data, in addition to the total employment percentages identified in Figure 9. These trends show changes in employment over time for all employment sectors.

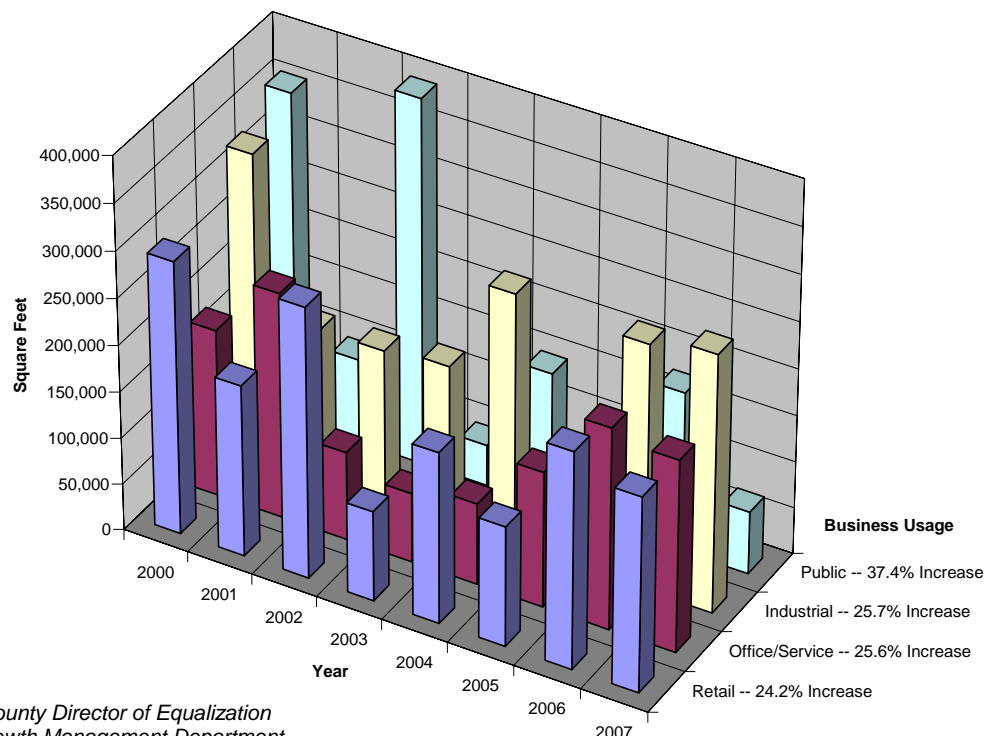
**Non-Residential Building Growth Trends**

As evidenced by the growth in the employment sectors for retail and service industries, there are comparable growth patterns in commercial and industrial building gross square foot floor area to meet those employment sector increases. The growth patterns are

identified by the increases in gross square foot floor area amounts and categorized into four use classifications: retail, office/service, industrial and public. The retail use includes any and all businesses that consistently sell products to customers, including such businesses as convenience stores, supermarkets, motels, recreational facilities, restaurants, flower shops, liquor establishments, etc. The office/service category includes those businesses that provide a service to their customers, and include such places as office buildings, banks, health care facilities, laundromats, repair shops, self service car washes, day cares, and salons. The industrial uses include manufacturing firms, mini-warehouses, construction companies, wholesale businesses, and vacant non-residential structures. The public use category includes churches, schools, libraries, non-profit membership organizations, and museums and art collection facilities.

All non-residential data is compiled using gross square foot floor area taken from Rapid City and Pennington County building permits as well as from the Pennington County Director of Equalization’s tax parcel database. The Pennington County Director of Equalization’s tax parcel database provided the information for the non-residential land use inventory. In 1992, the Pennington County Data Processing Department implemented a building permit tracking system for both City and County non-residential building permits. These two sources provide the basis for the existing inventory, growth trends and all projections. (All square footage information includes only that portion of the Future Land Use Study Area within Pennington County and excludes all structures located within Ellsworth Air Force Base.)

**Figure 10**  
**Future Land Use Study Area**  
**Non-Residential Gross Square Foot Floor Area**  
**2000 – 2007 Growth by Business Usage**



Source: Pennington County Director of Equalization  
 Rapid City Growth Management Department  
 Pennington County Planning Department



During the years between 2000 and 2007, total retail use, office/service use, and industrial use square footage increased 24.2 percent, 25.6 percent and 25.7 percent, respectively, compared to the 1999 year-end total square footage.

Figure 11 below identifies neighborhood area increases in gross square foot floor area between 2000 and 2007, as well as the neighborhood square footage increase compared to the total square footage increase throughout the Study Area.

**Figure 11**

**Future Land Use Study Area  
Non-Residential Gross Square Foot Floor Area  
Growth by Neighborhood**

Neighborhood Area	2000-2007 Square Footage Increase				Neighborhood Square Footage Increase compared to Total Square Footage Increase			
	Retail	OS	Industrial	Public	Retail	OS	Industrial	Public
Airport	0	7,400	130,710	3,001	0.0%	0.6%	7.4%	0.3%
Black Hawk (1)	2,872	0	5,910	0	0.2%	0.0%	0.3%	0.0%
Deadwood	293,648	159,427	322,532	17,992	18.1%	12.9%	18.3%	1.6%
Downtown/Skyline Dr	261,593	267,078	18,563	185,511	16.2%	21.6%	1.1%	16.1%
Elk Vale	217,817	218,966	354,371	117,411	13.5%	17.7%	20.1%	10.2%
Ellsworth (1)	27,625	3,076	119,080	9,452	1.7%	0.2%	6.7%	0.8%
Nemo	0	0	0	24,285	0.0%	0.0%	0.0%	2.1%
North Rapid	311,413	57,680	15,935	281,600	19.2%	4.7%	0.9%	24.4%
Northeast	249,477	91,224	327,743	13,417	15.4%	7.4%	18.5%	1.2%
Sheridan Lake Road	7,465	33,613	37,084	97,726	0.5%	2.7%	2.1%	8.5%
South Robbinsdale	0	147,023	99,696	111,180	0.0%	11.9%	5.6%	9.7%
Southeast	47,234	57,137	319,714	164,139	2.9%	4.6%	18.1%	14.2%
Spring Creek	33,394	4,188	11,623	13,614	2.1%	0.3%	0.7%	1.2%
US Highway 16	98,356	131,547	4,099	12,392	6.1%	10.7%	0.2%	1.1%
West Rapid	68,399	56,082	0	100,219	4.2%	4.5%	0.0%	8.7%
Totals	1,619,293	1,234,441	1,767,060	1,151,939	100.0%	100.0%	100.0%	100.0%

Notes:

- (1) Ellsworth, Black Hawk and Piedmont Valley Neighborhood Areas do not include square footage information in Meade County.
- (2) Pennington County Director of Equalization provided the square footage data for non-residential structures, augmented with square footage identified in Rapid City and Pennington County building permits.

Source: Pennington County Director of Equalization  
Rapid City Growth Management Department  
Pennington County Planning Department

**Retail Uses.** When comparing the 2000 to 2007 increases in total retail gross square foot floor area, the North Rapid Neighborhood Area led the other neighborhood areas with an increase of 311,413 square feet, as compared to 1,619,293 total gross square foot floor area increase in the Study Area. This 311,413 square feet represents 19.2 percent of the total Future Land Use Study Area increases in total retail use gross square foot floor area. The Deadwood Avenue Neighborhood Area was next with 18.1 percent of the total increase, followed by the Downtown/Skyline Drive Neighborhood Area with a 16.2 percent

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increase in retail use gross square foot floor area over the eight year time period between 2000 and 2007.

The Deadwood Avenue Neighborhood Area experienced the largest percentage change in retail use gross square foot floor area with 56 percent. At the end of 1999, the Deadwood Avenue Neighborhood Area had 230,822 square feet of retail use building space; by 2007 that square footage had increased to 524,470 square feet. The US Highway 16 Neighborhood Area also experienced a large percentage change in retail use building space at 44.6 percent increase. Another area, the Elk Vale Neighborhood Area, also incurred a large percentage change with 40.5 percent increase in total retail use gross square foot floor area.

Office/Service Uses. The Downtown / Skyline Drive Neighborhood Area led the total office/service use increase in gross square foot floor area with 21.6 percent of the total, an increase of 267,078 square feet. The Elk Vale Neighborhood Area was second in square footage growth with 17.7 percent, followed by the Deadwood Avenue Neighborhood Area with 12.9 percent of the total increase, accounting for 218,966 and 159,427 square feet, respectively. The total square footage increased by 18.8 percent or 1,234,441 square feet during the last eight years.

The South Robbinsdale Neighborhood Area experienced the largest percentage increase of non-residential business use with 77.6 percent increase in office / service square footage. Although that accounted for only 147,023 square feet, the neighborhood had only 42,464 square feet of office / service land uses at the end of 1999. The Northeast Neighborhood Area office / service square footage also experienced a large increase in total square footage; this 56.2 percent increase of the total study area square footage compares the 91,224 increase in total square footage between 2000 and 2007 and the 1999 year end total of 255,613 square feet.

Industrial Uses. The Elk Vale Neighborhood Area experienced 20.1 percent of all industrial usage gross square foot floor area increases between 2000 and 2007. The Northeast Area followed with 18.5 percent of total industrial square footage increase in the Future Land Use Study Area, and the Deadwood Avenue Neighborhood Area was next with 18.3 percent of total industrial use increase.

The South Robbinsdale Neighborhood Area experienced the largest percentage change in industrial uses between 2000 and 2007, with a 55.5 percent change in total industrial use gross square foot floor area. The South Robbinsdale Neighborhood Area had 80,056 square feet of industrial building space in 1999 and by 2007, had 179,752 gross square foot floor area of industrial uses. The Sheridan Lake Road Neighborhood Area followed with a 31.4 percent change in industrial uses.

Public Uses. The North Rapid Neighborhood Area accounted for the largest square footage increase with 24.4 percent or 281,600 square feet. The Downtown / Skyline Drive Neighborhood and the Southeast Connector Neighborhood Area were next in gross square footage increases with 16.1 percent and 14.2 percent, respectively, with 185,511 and 164,139 square feet.

The Ellsworth Neighborhood Area experienced the largest percentage change for public uses. In 1999, the Ellsworth Neighborhood Area had 8,355 gross square foot floor area used for public purposes and by 2007, the Area had 17,807 square feet, a 53.1 percent change.

**Figure 12**

**Future Land Use Study Area  
Non-Residential Gross Square Foot Floor Area**

*Neighborhood Percentage Change between 2000-2007*

Neighborhood Area	Neighborhood Percentage Increase			
	Retail	OS	Industrial	Public
Airport	0.00%	7.45%	42.75%	1.86%
Black Hawk	24.61%	0.00%	42.28%	0.00%
Deadwood	55.99%	14.73%	15.46%	21.58%
Downtown/Skyline Dr	12.89%	12.82%	1.63%	8.67%
Elk Vale	40.50%	37.62%	37.46%	18.44%
Ellsworth	15.93%	7.24%	24.81%	53.08%
Nemo	0.00%	0.00%	0.00%	16.29%
North Rapid	16.16%	15.37%	3.73%	20.45%
Northeast	17.10%	56.22%	40.25%	41.25%
Sheridan Lake Road	5.83%	19.96%	21.67%	26.01%
South Robbinsdale	0.00%	77.59%	55.46%	29.18%
Southeast	18.79%	18.27%	18.08%	34.95%
Spring Creek	25.10%	22.44%	16.04%	12.88%
US Highway 16	44.57%	14.08%	3.76%	3.88%
West Rapid	7.39%	10.85%	0.00%	7.93%
Totals	19.38%	18.79%	20.21%	15.33%

Source: Pennington County Director of Equalization  
Rapid City Growth Management Department  
Pennington County Planning Department

Figure 12 above shows each neighborhood area's percentage change between 2000 and 2007 in non-residential gross square foot floor area totals. Figure 12 also identifies that between 2000 and 2007, the retail use gross square foot floor area increased by 19.4 percent; office/service use gross square foot floor area increased by 18.8 percent; industrial use gross square foot floor area increased by 20.2 percent; and public uses increased by 15.33 percent.

### **Meade County Commercial Permits**

During the last two years, 43.5 percent and 47.6 percent of the non-residential building permits were located within the Rapid City Area Metropolitan Planning Organization's boundary. Figure 13 below summarizes the commercial permits located within the Future Land Use Study Area. During 2006, four of those commercial permits were located within the Piedmont Valley Neighborhood Area, five permits were located in the Black Hawk

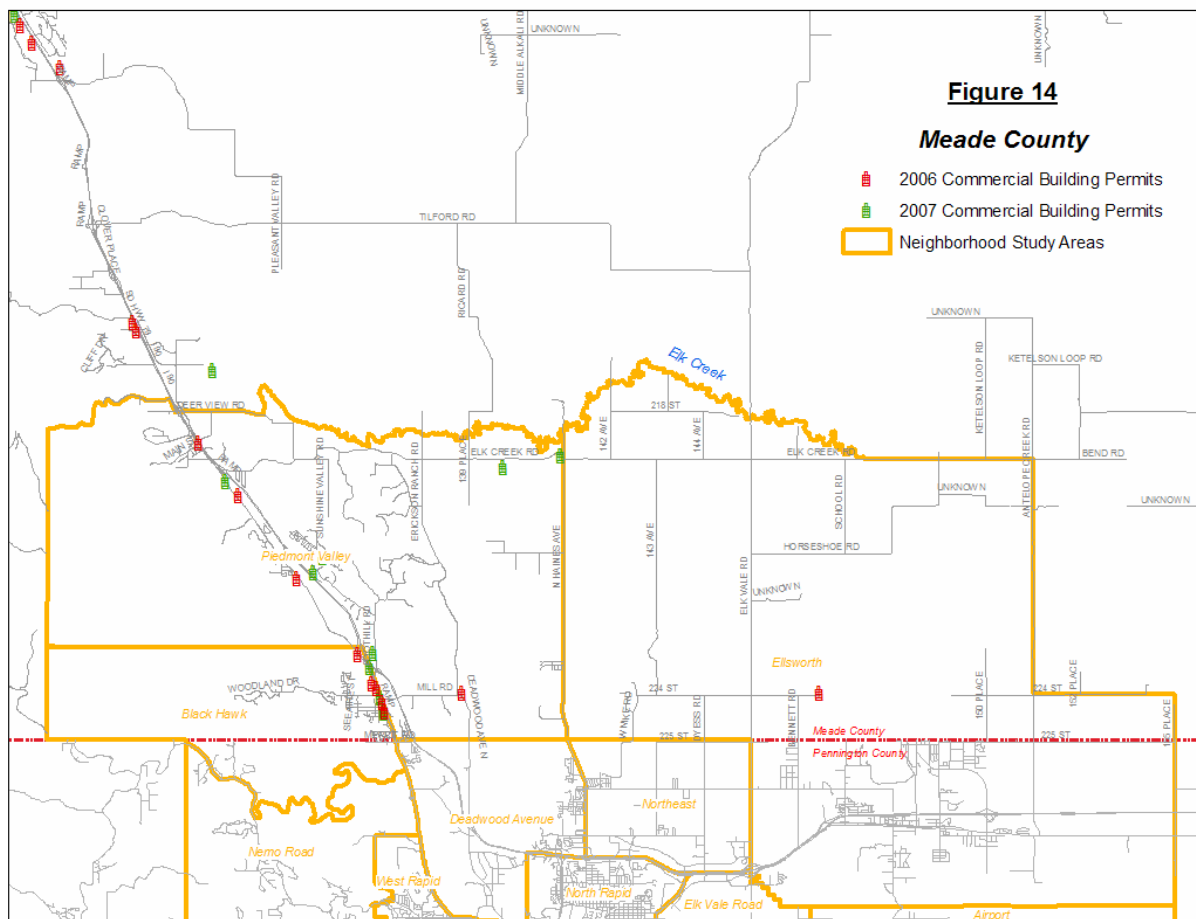
Neighborhood Area and one commercial permit was issued within the Ellsworth Neighborhood Area. In 2007, six of the twenty-one commercial permits were located within the Piedmont Valley Neighborhood Area and four commercial permits were located within the Black Hawk Neighborhood Area.

**Figure 13**  
Meade County Commerical Building Permits

Future Land Use Neighborhood Area	Commercial Permits		% of Total	
	2006	2007	2006	2007
Black Hawk	5	4	21.7%	19.0%
Ellsworth	1	0	4.3%	0.0%
Piedmont Valley	4	6	17.4%	28.6%
Outside Study Area	13	11	56.5%	52.4%
Totals	23	21	100.0%	100.0%

Source: Meade County Director of Equalization

Figure 14 below graphically depicts the close proximity of commercial activity near Interstate 90 for both 2006 and 2007.



Source: Meade County Director of Equalization

**Year**

## 2035 Commercial and Industrial Growth Projections

There are many external factors impacting the commercial and industrial gross floor area projections. The Future Land Use Study Committee anticipates, based on numerous methodologies, Retail Use Gross Square Foot Floor Area will be 18,000,000; Office/Service Use Gross Square Foot Floor Area will be 16,000,000; Industrial Use Gross Square Foot Floor Area will be 12,000,000; and Public Use Gross Square Foot Floor Area will be 8,500,000 for the Future Land Use Study Area by the Year 2035. These total gross square foot floor area amounts are then allocated to the sixteen neighborhoods.

There are several major developments approved and major infrastructure improvements identified within the near future. The first project is the Mall Drive Extension connecting LaCrosse Street to Elk Vale Road north of Interstate 90. The next project is Anamosa Street Extension, which links LaCrosse Street to East North Street south of Interstate 90. Another significant infrastructure improvement is the sewer extension located within the US Highway 16 Neighborhood Area. These infrastructure improvements, along with the approved Rushmore Crossing, Anamosa Crossing and Forefathers planned development projects will significantly impact the location of non-residential growth patterns.

**Figure 15**

**Future Land Use Study Area -- Year 2008 - 2035 Projected Increase  
Non-Residential Gross Square Foot Floor Area  
by Neighborhood Areas**

Neighborhood Area	2008 - 2035 Growth Percentage Projection by Neighborhood Area				2008 - 2035 Non-Residential Square Footage Projection			
	Retail	OS	Industrial	Public	Retail	OS	Industrial	Public
Airport	0.11%	1.33%	3.04%	2.10%	8,458	113,535	59,355	17,913
Black Hawk(1)	0.15%	0.03%	0.17%	0.01%	15,320	2,707	6,051	1,271
Deadwood	6.74%	14.50%	24.91%	1.09%	688,394	1,237,295	903,150	9,280
Downtown/Skyline Dr	17.59%	27.07%	11.36%	29.71%	1,136,585	2,247,893	221,686	384,404
Elk Vale	6.91%	10.39%	11.30%	8.32%	705,870	1,081,049	409,547	70,861
Ellsworth(1)	2.23%	0.57%	5.73%	0.25%	227,618	48,570	207,782	3,219
Nemo	0.20%	0.04%	0.14%	1.95%	15,659	6,371	2,809	16,591
North Rapid	21.30%	6.01%	5.10%	18.01%	1,907,915	586,258	184,835	153,295
Northeast	18.74%	2.90%	9.72%	0.45%	1,914,996	301,360	352,495	5,879
Sheridan Lake Road	1.28%	2.25%	1.70%	4.91%	102,343	192,435	33,216	41,816
South Robbinsdale	2.35%	5.46%	1.79%	4.98%	419,644	683,860	34,891	42,403
Southeast	3.23%	5.59%	21.11%	6.14%	329,981	580,869	765,404	52,272
Spring Creek	1.33%	0.25%	0.72%	1.38%	106,249	21,331	14,068	11,766
US Highway 16	8.59%	16.69%	1.09%	4.17%	1,324,982	1,735,322	21,174	35,543
West Rapid	9.25%	6.92%	2.11%	16.52%	739,352	590,715	41,211	140,614
Totals	100.00%	100.00%	100.00%	100.00%	9,643,365	9,429,571	3,257,673	987,139

Source: Pennington County Director of Equalization  
Rapid City Growth Management Department  
Pennington County Planning Department

The Year 2035 non-residential neighborhood projections have been adjusted to provide a more reasonable non-residential gross square foot floor area neighborhood area projection. The neighborhood areas were adjusted slightly to accommodate the additional anticipated non-residential growth in the North Rapid Neighborhood Area, the US Highway 16 Neighborhood Area, and the South Robbinsdale Neighborhood Area.

Figure 15 above identifies the Year 2035 projected percent of the total increases for each neighborhood area as well as the projected gross square foot floor area based on those percentages.

Figure 16 below identifies the total projected gross square foot floor area anticipated in the Year 2035. Each projection is categorized by use which includes retail use, office/service use, industrial use, and public use.

**Figure 16**

**Future Land Use Study Area  
Year 2035 Projections -- Total Gross Square Foot Floor Area  
Business Usage by Neighborhood Area**

Neighborhood Area	2035 Non-Residential Square Footage Totals			
	Retail	OS	Industrial	Public
Airport	19,049	212,868	365,143	178,850
Black Hawk(1)	26,992	5,075	20,028	1,271
Deadwood	1,212,864	2,319,819	2,989,304	92,658
Downtown/Skyline Dr	3,166,618	4,331,653	1,363,783	2,525,193
Elk Vale	1,243,654	1,663,104	1,355,544	707,479
Ellsworth(1)	401,034	91,064	687,730	21,026
Nemo	35,266	6,371	17,280	165,648
North Rapid	3,834,781	961,481	611,780	1,530,505
Northeast	3,373,982	463,617	1,166,711	38,402
Sheridan Lake Road	230,488	360,799	204,342	417,487
South Robbinsdale	423,843	873,347	214,643	423,356
Southeast	581,385	893,619	2,533,384	521,878
Spring Creek	239,284	39,994	86,544	117,475
US Highway 16	1,545,659	2,669,649	130,262	354,871
West Rapid	1,665,102	1,107,539	253,523	1,403,889
Totals	18,000,000	16,000,000	12,000,000	8,500,000

Source: Pennington County Director of Equalization  
Rapid City Growth Management Department  
Pennington County Planning Department

## Conclusion






















The Future Land Use Plan indicates in a general way how the citizens of the area want the community to develop in the future. The concept of a growing, complex entity is inherent in any definition of what a city is, or ought to be. In times of rapidly changing

complexities, increasing scarcity of and competition for resources, it is imperative that adequate long-range planning tools be employed in formulating growth strategies. Without these long-range tools governments often squander their resources by reacting to short-term crises. The Future Land Use Plan and the continuing planning process outline the means by which Rapid City can measure its current resources, map out goals which are in line with its values, and allocate its resources in a planned and efficient manner to accomplish those stated goals.

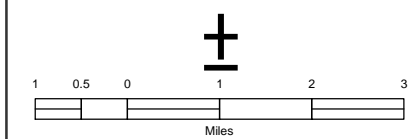
The Future Land Use Plan, although designed to meet the needs of Rapid City in the present and for many years in the future, is not a rigid, static plan but is a guide to future development which should be adjusted periodically to meet changing conditions. It should be recognized that this document is an official document adopted by local government as a policy guide for making decisions about the physical development of the community.

# Rapid City Area Future Land Use Plan

## Neighborhood Study Areas

-  Airport
-  Black Hawk
-  Deadwood Avenue
-  Downtown/Skyline Drive
-  Elk Vale Road
-  Ellsworth
-  Nemo Road
-  North Rapid
-  Northeast
-  Piedmont Valley
-  Sheridan Lake Road
-  South Robbinsdale
-  Southeast Connector
-  Spring Creek
-  US Highway 16
-  West Rapid
-  City of Box Elder\*
-  City of Rapid City
-  Ellsworth AFB\*
-  City of Piedmont\*
-  City of Summerset\*

\*Future Land Use Plans not yet available



Rapid City Area  
Metropolitan Planning  
Organization

