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# 3 A Balanced Pattern of Growth

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Rapid City Main Street, 1902, South Dakota State Historical Society.

**Rapid City is a dynamic community with a rich history and unique natural setting that continues to experience strong growth and development pressures. In order to preserve our area's high quality of life, and at the same time continue to attract new business and investment to the community, we must be proactive in our efforts to ensure orderly and efficient growth.**

## OVERVIEW

Due to tremendous population growth and attraction of residents from across the country, Rapid City is quickly evolving from a mid-sized town to a bustling regional center. An estimated steady 1 to 2 percent annual population growth rate has led to growth pressures and development within the community, as well as outward expansion of the City's corporate limits.

Looking forward, the City's population could grow from approximately 68,000 people in 2010 to more than 85,000 people by 2035. Factors such as household sizes, vacancy rates, and housing and employment opportunities will influence exactly how much future

population growth will occur, but in a high-growth scenario, Rapid City's population could inch towards 100,000 people in the next 30 years. Based on the City's existing water rights, a population of 170,000 could ultimately be accommodated. However, careful management of these resources will be needed.

In terms of housing, this projected population growth could create demand for an additional 364 to 559 dwelling units per year in Rapid City, for a total of 46,000 to 51,000 dwelling units by 2035. While much of the City's recent residential growth has occurred in the northeast and southwest quadrants of the community, outlying unincorporated areas have also grown considerably. Housing forecasts across the City's 3-mile platting jurisdiction

area estimate between 58,000 and 63,000 total housing units by 2035. The amount of land necessary to accommodate this projected residential growth to 2035 is approximately 2 to 4 square miles, based on typical area development patterns and densities.

Employment in the larger Rapid City area could grow by 456 to 1,291 jobs per year, with total employment ranging from 75,000 to 98,000 by 2035. As with residential growth, many factors will determine the amount of job and employment growth, including market demand, land supply, development densities, infrastructure needs, availability of services, and other development constraints.

Rapid City and its surrounding area have ample room for



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outward expansion, although constraints such as steep slopes, flood hazards, and availability of water and sewer services do limit some of this overall development potential. (See *the Community Profile in the Appendix for a full discussion of projections and land capacity.*)

Not all of the City’s growth is likely to push outward; however. Due to natural and physical development constraints, extensive costs associated with extending new infrastructure, difficulties in providing services to new areas, and changing preferences, an increasing portion of the area’s growth will likely occur through infill development, redevelopment, and intensification in certain portions of the community. For example, expansion of the Rushmore Plaza Civic Center facility and campus will likely spawn infill and redevelopment within walking distance of the facility, particularly to the north and east. Encouraging infill and redevelopment in targeted areas like this will require a comprehensive toolbox of incentives.

Proactive planning is necessary to ensure orderly and efficient growth and to retain the community’s high quality of life as change occurs. In order to support the vision for a balanced pattern of growth, the principles, goals, and policies in this chapter emphasize:

- Encouraging a compact and efficient pattern of growth;
- Facilitating coordinated growth within the City and surrounding region; and

- Promoting a balanced mix of uses.

## PRINCIPLES, GOALS, AND POLICIES (BPG)

### Principle BPG-1: Encouraging a Compact and Efficient Pattern of Growth

*The City will increase its efforts to stimulate infill development on undeveloped lands that are already within the City limits, as well as promote reinvestment in underutilized properties. Outward growth beyond the current City limits will be encouraged only in areas that could be reasonably served by City infrastructure and services.*

### Goal BPG-1.1: Use available land and resources efficiently.

#### BPG-1.1A: COMPACT GROWTH

Encourage compact growth and infill development within and adjacent to established city limits. Discourage outward leapfrog development and limit the extension of newly developed urban services beyond the City’s Urban Services Boundary (see *the Future Land Use Plan, page 89*). Require development outside the Urban Services Boundary to pay its own way with respect to service extensions and oversizing.

#### BPG-1.1B: TARGETED INFRASTRUCTURE INVESTMENTS

Prioritize and invest in infrastructure maintenance and

improvements within the established portions of the community before investing in new infrastructure to serve outward growth areas.

#### BPG-1.1C: ANNEXATION CRITERIA

Coordinate with counties and adjacent jurisdictions to develop and follow criteria and procedures for the annexation of contiguous land within the 3-mile platting jurisdictions.

#### BPG-1.1D: SUSTAINABLE DEVELOPMENT

Permit and encourage the use of sustainable development practices (e.g., renewable energy systems, water-conserving fixtures and landscaping, and stormwater management techniques) in all public and private development projects.

### Goal BPG-1.2: Target infill and redevelopment in key areas.

#### BPG-1.2A: PRIORITY INFILL AREAS

Prioritize and encourage infill development in close-in areas that have been skipped over due to property constraints, ownership patterns, or other reasons, as a means to maximize infrastructure investments and add vibrancy to existing areas. High priority areas for infill development include any vacant or undeveloped properties located within Regional and Community Activity Centers, or along Reinvestment Corridors, as shown on the Future Land Use Plan map (see page 89). Other highly desirable areas for infill development include Downtown, Mixed-use Commercial and



Employment areas, and Urban Neighborhoods, as identified on the Future Land Use Plan map.

### **BPG-1.2B: PRIORITY ACTIVITY CENTERS FOR REINVESTMENT**

Encourage reinvestment in underutilized and/or aging activity centers. Support redevelopment when existing uses and/or structures are no longer economically viable. The Future Land Use Plan map identifies various types of existing and future Activity Centers. Regional and Community Activity Centers where reinvestment and/or redevelopment are a priority include the following:

#### **Regional Activity Centers: Reinvestment Focus**

- **Downtown:** this area is the primary regional destination and is the hub for many community activities and land uses. Reinvestment and redevelopment in this area is already well underway, and future efforts should continue to expand the variety of uses while also retaining the historic character of the buildings and area.
  - **Rushmore Mall:** this area is the City's major retail destination and home of the only traditional department stores in the community. Competition with nearby Rushmore Crossing is impacting the vitality of this center. The introduction of non-retail uses, such as high density housing and office uses, in the underdeveloped areas surrounding the mall could help generate increased activity levels to support existing retail uses and spur reinvestment into the mall itself.
- #### **Community Activity Centers: Reinvestment Focus**
- **Baken Park:** this shopping center, located at the intersection of West Main Street and Mountain View Road, is anchored by the Family Thrift Center grocery store. The center was developed in the late 1950s, and despite some recent investment in some outlying pad retail buildings, it is beginning to show its age. The center is in a great location to serve the western portion of the community, and future improvements to enhance its vitality could include façade improvements, circulation and access improvements, multi-family housing, landscaping, and the addition of public spaces.
  - **Northgate Shopping Center:** located at the intersection of Cambell Street and East North Street, this center is anchored by a Kmart store. The center's unique topography, expansive parking lot, and lack of recent improvements make it a priority for future reinvestment or redevelopment. To increase vitality, future improvements could be similar to those recommended for Baken Park, or the integration of multi-family and more service-oriented retail could help transform this center into a true mixed-use destination.
  - **Family Thrift Center:** this center, located at the intersection of Cambell Street at East Saint Patrick, is anchored by a Family Thrift Center grocery store. Like the Northgate Shopping Center, it features an expansive parking lot, minimal landscaping, and somewhat outdated retail space. Future reinvestment activities could include circulation and access improvements, façade enhancements, and landscaping.
  - **FTC Express Center:** this area, located along Sturgis Road, near West Chicago Street, is a smaller strip-oriented commercial center located along a long, aging commercial corridor. It is part of the larger Sturgis Road Corridor, discussed below.
  - **Regional Health Area:** the area around the Regional Health Hospital, specifically along Mount Rushmore Road near Cathedral Drive/Fairmont Boulevard features a broad mix of auto-oriented commercial and employment uses. The concentration of medical uses in the area mean that it is a primary destination for employees and visitors to the community. While much of this established area is thriving, focus on pedestrian improvements, infill development, and a broader mix of uses will help this area remain a vibrant community destination.

The Future Retail Development Memorandum in Appendix B provides additional background and recommendations for many of these priority reinvestment Activity Centers, and Chapter 10 establishes design guidance and policies for all Activity Centers.



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#### **BPG-1.2C: PRIORITY REVITALIZATION CORRIDORS**

Support reinvestment, infill development, and targeted redevelopment along Priority Revitalization Corridors, as identified on the Future Land Use Plan and listed as follows.

- **East Boulevard/East North Street:** this corridor extends from East Omaha Street to North Cambell Street and is predominantly characterized by strip commercial development.
- **East Omaha Street:** this corridor includes the segment from East Street to Cambell Street and includes a mix of strip commercial and light industrial development and greenway/floodplain area.
- **North La Crosse Street:** this corridor includes the segment from East Omaha Street to Eglin Street, and is mostly strip commercial development. **Cambell Street:** this corridor stretches north from Centre Street to East north Street and includes auto dealerships, light industrial, and strip commercial uses.
- **Main and Saint Joseph Streets:** these corridors provide one-way connections from 5th Street east to the South Dakota School of Mines and Technology (SDSMT). They feature a broad mix of uses and are instrumental in enhancing connections and synergy between Downtown and the SDSMT campus. **East Saint Patrick Street:** this corridor includes the segment between Mount Rushmore Road and Highway 44, and features

predominantly established, aging residential development on the western end and strip commercial development on the eastern end.

- **Mount Rushmore Road:** this corridor includes the portion from Fairmont Street to Omaha Street. The adopted Mount Rushmore Road Corridor Study provides details about the vision and future reinvestment strategies for this area.
- **Sturgis Road (Highway 79)/West Omaha Street/West Chicago Street:** this corridor extends from Deadwood Avenue on the east to the Rapid City limits on the west/north. It includes an array of strip commercial and industrial uses, as well as mining and extraction activities.

Encourage improvements such as access consolidation, circulation improvements, bicycle and pedestrian amenities, landscaping, coordinated signage, lighting, and adaptive reuse of historic structures along these corridors. Support a mix of uses including but not limited to high density housing, offices, and mixed-use development. Refer to the Growth and Reinvestment Framework Chapter for more design guidance and policies for all Revitalization Corridors.

#### **BPG-1.2D: PUBLIC INFRASTRUCTURE COORDINATION**

Target and coordinate public infrastructure improvements (e.g., roadway enhancements, bicycle/pedestrian connections, water/sewer repairs, electric line undergrounding, and construction of municipal facilities) with desired infill,

reinvestment and redevelopment areas to encourage and stimulate private development.

#### **BPG-1.2E: PUBLIC-PRIVATE PARTNERSHIPS**

Consider the use of public-private partnerships to expand infill, reinvestment, and redevelopment approaches and opportunities.

#### **BPG-1.2F: INFILL AND REDEVELOPMENT INCENTIVES**

Explore aligning existing and/or offering additional development incentives (e.g., Tax Increment Financing, priority application processing, fee reductions, design assistance) to reduce barriers and encourage infill and redevelopment in priority areas.

#### **Principle BPG-2: Facilitating Coordinated Growth**

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*Rapid City will have a development pattern that makes efficient use of the limited land area and resources it has available for urban growth, that fosters the provision of infrastructure and services in a cost-effective manner. The City will work closely with Pennington and Meade Counties, adjacent communities, and service providers to ensure that growth at the community's edges will occur in an orderly and efficient manner.*

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### **Goal BPG-2.1: Foster a cooperative approach to planning and growth-related issues.**

#### **BPG-2.1A: SERVICE PROVIDER COORDINATION**

Collaborate with other local service providers such as the school district, social and human services providers, utility companies, and others in planning for growth and supporting the expansion of existing facilities or the construction of new facilities to serve existing and future development areas.

#### **BPG-2.1B: CITY /COUNTY COORDINATION**

Enhance planning and growth-related coordination with Meade and Pennington Counties by establishing agreements, formalizing procedures, and communicating regularly.

#### **BPG-2.1C: NEIGHBORING COMMUNITIES**

Improve communication and collaboration with adjacent and nearby communities (Box Elder, Summerset, and Piedmont) on planning and growth-related issues and opportunities of mutual interest or concern.

#### **BPG-2.1D: ELLSWORTH COLLABORATION**

Involve and collaborate with Ellsworth Air Force Base and Ellsworth Development Authority on City and base-related opportunities and challenges, including but not limited to aircraft impacts, housing and transportation needs, and potential long-term base contraction or closure.

#### **BPG-2.1E: COORDINATION WITH RESERVATIONS**

Extend opportunities for coordination with and involvement from members of area tribes and Indian reservations—Pine Ridge, Rosebud, and Cheyenne River Sioux—in identifying and addressing City planning and growth-related issues.

#### **BPG-2.1F: STATE AND FEDERAL COORDINATION**

Establish regular communication and coordination with state and federal agencies such as the National Forest Service, South Dakota Departments of Environment and Natural Resources, Transportation, and Tourism, and others to proactively plan for and address development-related opportunities and challenges.

#### **BPG-2.1G: CITY DEPARTMENT COORDINATION**

Promote regular communication and coordination among City of Rapid City departments about short and long-term planning and development-related issues and opportunities.

### **Principle BPG-3: Promoting a Balanced Mix of Land Uses**

*As growth continues, the City will support the development of new residential areas and neighborhoods, parks, and commercial and employment areas to serve the region and meet the daily needs of residents. A diverse mix of uses, concentrated within activity centers, will help ensure that residents have housing, shopping, and employment opportunities across the City, and will provide options for future investment and growth.*



**Aerial view of Rapid City, 1949 City Plan.**



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#### **Goal BPG-3.1: Support a diverse mix of uses citywide.**

##### **BPG-3.1A: BALANCED USES**

Support a balanced mix of residential, commercial, employment, public uses, parks, and green space throughout the community. Encourage the geographic distribution of uses across the City's different neighborhood areas, balancing the need to accommodate growth with the preservation of historic resources, where applicable.

##### **BPG-3.1B: FUTURE LAND USE FLEXIBILITY**

Provide flexibility in applying the Future Land Use categories by encouraging a range of densities and mix of land uses (as specified by the Future Land Use Plan), and by allowing administrative interpretation when the map does not perfectly align with parcels of land or planned roadways or a proposed use is not specified.

##### **BPG-3.1C: LAND USE CAPACITY VS. DEMAND**

Monitor projected growth for residential and non-residential development to understand land demand needs and align the Future Land Use Plan map and policies to accommodate these needs. Avoid "over planning" extensively beyond projected needs since the Plan is intended to provide focus and prioritization for growth, development, and investment. Balance the need for new growth with opportunities for infill and revitalization and the adaptive reuse of existing buildings within the community—both historic and non-historic.

#### **Goal BPG-3.2: Expand housing variety to meet the community's changing needs.**

##### **BPG-3.2A: MIX OF HOUSING TYPES**

Encourage the development of a range of housing types, sizes, prices, and densities within individual neighborhoods and throughout the community to satisfy current demand and future needs.

##### **BPG-3.2B: HOUSING TO ENHANCE VIBRANCY**

Support the addition and incorporation of a range of housing types to enhance the mix of uses and vibrancy of Downtown, designated mixed-use activity centers, and revitalization corridors. (See Chapter 10.)