

COMPREHENSIVE PRESERVATION PLAN

for

RAPID CITY, SOUTH DAKOTA

prepared by
Michelle L. Dennis

for the

Historic Preservation Commission
of the
City of Rapid City, South Dakota

August 1993, revised April 2009

Under Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973, the US Department of the Interior prohibits discrimination on the basis of race, color, national origin, or handicap in its federal assisted programs. If you believe you have been discriminated against in any program, activity, or facility described above, or if you desire further information, please write to either: Office for Equal Opportunity, US Department of the Interior, PO Box 37127, Washington, DC 20013, or the South Dakota Division of Human Rights, State Capitol, Pierre, SD 57501.

This project has been financed in part with federal funds from the National Park Service, US Department of the Interior, as provided through the South Dakota State Historic Preservation Office. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, nor does the mention of trade names or commercial products constitute endorsement or recommendation by the Department of the Interior.

TABLE OF CONTENTS

Introduction	1
Summary of Past Preservation Efforts	
A. Background of the Historic Preservation Commission	3
B. Preservation Planning	3
C. Survey and Inventory	4
D. National Register Listings	4
Contexts	
A. Historical and Architectural Contexts	5
B. Geographic Contexts	9
Legal Basis for Historic Preservation	11
Plan for Managing and Protecting Historic Resources	
A. Identifying Considerations	13
1. Stakeholders	13
2. Threats to Preservation	14
3. Opportunities for Preservation	14
B. Goals, Objectives and Priorities	15
C. Strategies for Achieving Objectives	17
Integration	
A. Connections with Other Plans	18
B. Connections with Statewide Historical Contexts	18
C. Future Studies	19
Conclusion	20
Bibliography	21
Appendices	
A. Glossary	23
B. Historic Survey Projects	25
C. National Register Properties	26

LIST OF PHOTOGRAPHS*

Pennington County Courthouse, detail of columns	2
Main Street, Downtown Commercial Historic District	4
Alex Johnson Hotel, detail of windows	10
Houses in West Boulevard Historic District (2 photos)	12
First National Bank Building, Downtown Commercial Historic District	19
Buell Building, Downtown Commercial Historic District	20
“Pap” Madison Cabin, Halley Park	21
Rapid City Carnegie Library	24
Emmanuel Episcopal Church	27

*All photos were taken by M. L. Dennis, May 2009

INTRODUCTION

In 1993, Rapid City's Historic Preservation Commission (HPC) prepared a Comprehensive Preservation Plan to guide its efforts in identifying, preserving and protecting the city's historic resources. That plan was never officially adopted or integrated into the City's master plans. With the assistance of a Historic Preservation Fund grant from the State Historic Preservation Office (SHPO), the City's has revised the plan in 2009.

The plan was revised in accordance with current SHPO and Secretary of Interior's Standards for Planning. As such, the document is context-based. Current preservation planning principles see the study of historical and architectural contexts as the cornerstone to planning for preservation activities and as a logical and reasonable approach to identifying and preserving historic resources. The use of historical and architectural contexts provides an organizational format that groups information about related historic resources based on themes, geographic boundaries, and/or time periods and links historic resources through the concept of property type.

The purpose of this plan is to establish a framework in which to carry out the HPC's goals and objectives. To be truly comprehensive, however, it must be integrated into the City's master planning and that planning must take into consideration the protection and management of the community's historic resources as outlined in this plan.

There are several reasons for managing and protecting Rapid City's historic resources. Historic preservation improves the physical appearance of the community and can build community pride. It stabilizes neighborhoods, creates housing, and improves livability and quality of life in the community. It contributes to an increased awareness of a community's heritage and maintains distinctiveness within the community. It provides economic benefits such as tax incentives, tourism and jobs. It provides for community involvement and builds alliances between community groups. It avoids waste and conserves energy. It prevents the extinction of building styles and types used historically in the community.

Historic preservation recognizes the value of the entire community and the evolution of the built environment. It recognizes the community's lifestyles and the variety of cultural contributions within it.

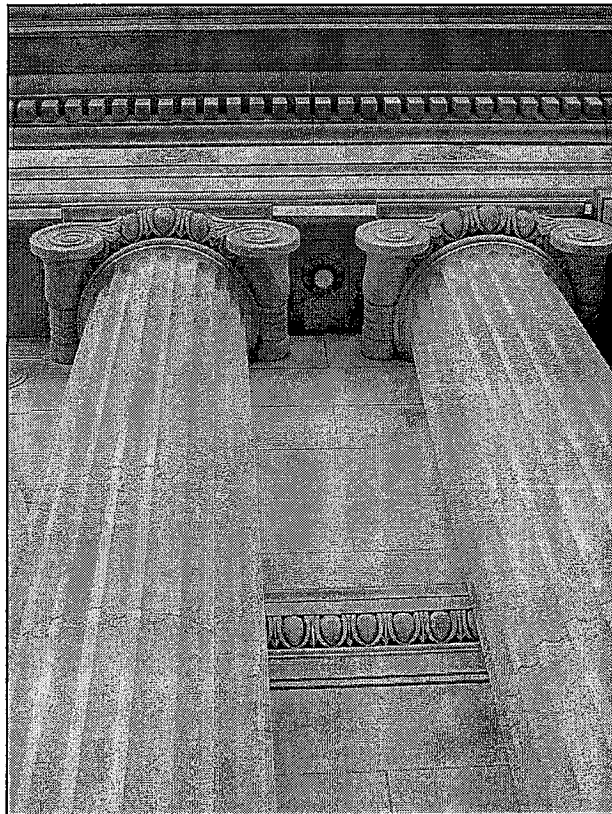
This revised plan has been written with the following assumptions:

(1) Historic preservation is not intended to save ALL of the older resources in a community. It is not possible, nor prudent, to do so. It does, however, entertain the notion of, at a minimum, documenting the significant historic resources before their disappearance (so that a record of the history of the community exists for future generations) and taking action to protect those that it can. Not all resources warrant the time and energy it would take to salvage them and many simply may not warrant preserving. This plan, however, will guide the HPC in

making decisions about which resources are truly significant within the defined contexts.

(2) There is a limit to the time, energy and resources available to the Historic Preservation Commission. With this in mind, it is recognized that this preservation plan will need to be reviewed regularly and periodic decisions made regarding which portions of the plan may be undertaken at any given point in time. It is also recognized that priorities will change due to changing conditions and will be evaluated each year as part of the development of the yearly plan. This plan has been designed with the flexibility to accommodate changing needs.

When discussing historic preservation, there is often confusion over terminology. To facilitate clarification of language used throughout this plan, a glossary of terms and abbreviations is included in the appendices.



Pennington County Courthouse, built 1922
(detail of columns on north elevation)

SUMMARY OF PAST PRESERVATION EFFORTS

THE BACKGROUND OF THE HISTORIC PRESERVATION COMMISSION

The Historic Preservation Commission (HPC) of the City of Rapid City was established in March 1975. Chapter 2.68 of the Rapid City Code of Ordinances authorizes the creation of the commission and specifies qualifications and appointments of the membership, powers and duties, and meeting and reporting requirements.

In general, the duties and functions of the HPC include:

- A. conducting surveys of local historic properties in compliance with standards and criteria set forth by the State Historic Preservation Office
- B. coordinating activities with the conduct of land use, urban renewal and other planning processes undertaken by the city
- C. cooperating with federal, state and local governments in pursuing the objectives of historic preservation
- D. contracting, subject to approval by city council, with government, agencies and organizations to pursue preservation activities
- E. promoting and conducting educational and interpretive programs on historic resources with the city
- F. recommending ordinances, and providing for historic preservation, to the city council, including (but not limited to) the formation of historic district committees and commissions.

In accordance with City Code, Chapter 2.68, the commission is to be composed of ten members representing such fields as history, architecture, urban planning, archaeology and law. Members are recommended by the mayor and appointed by the City Council for a term of three years.

The City of Rapid City was awarded the status of Certified Local Government (CLG) under the Department of the Interior, National Park Service, in June 1986. The HPC functions as the local body committed to the execution of the state and Federal CLG programs. Staff support for the commission is provided by Rapid City's Growth Management Department.

PRESERVATION PLANNING

Preservation planning has included the creation of two previous Preservation Plans. The first, the *City of Rapid City Historic Context Planning Document*, was prepared in 1989 by Jeff Buechler of Dakota Research Services. The second, the *Comprehensive Preservation Plan for Rapid City, South Dakota*, was prepared in 1993 by Michelle L. Dennis (this document is an update of the 1993 document). Neither plan was formally adopted or integrated into the city's master planning process.

SURVEY AND INVENTORY

The Rapid City HPC has undertaken a number of survey projects since it was created. Included has been the survey of various neighborhoods and historic resource types. The list of surveys is in the appendices.

NATIONAL REGISTER LISTINGS

There are a number of historic resources in Rapid City listed on the National Register of Historic Places and the State Register of Historic Places. Some of these were projects undertaken by the HPC through grant-funded projects. All properties listed on the National Register are also listed on the State Register.

To be listed on the registers, historic resources must be at least 50 years of age (unless they meet the exception), be significant under at least one of four criteria, and retain sufficient integrity to convey that significance. The four criteria for evaluating resources for the National Register are:

- A. Resources that are associated with events that have made a significant contribution to the broad patterns of our history
- B. Resources that are associated with the lives of persons significant in our past
- C. Resources that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction
- D. Resources that have yielded, or may be likely to yield, information important in prehistory or history.

A complete list of listed properties is in the appendices; the criteria under which they are listed is indicated.



Main Street, Downtown Commercial Historic District

CONTEXTS

HISTORICAL AND ARCHITECTURAL CONTEXTS

Rapid City was founded in February 1876 by a small group of disappointed prospectors seeking to create a “Denver of the Black Hills” to serve the mining districts in the region. This group, led by John Brennan, platted the original town site along Rapid Creek approximately four miles below Big Springs (Cleghorn Springs). Most of the first buildings were constructed along Rapid City near the creek. Because the Black Hills area was still legally held by the Sioux Indians, the town plat filed at the federal land office was not legally recognized. Repeated Indian attacks forced Rapid City to remain a tiny settlement until 1878.

In 1880 the census recorded 312 residents in Rapid City. On October 19, 1882 Rapid City was incorporated. By 1891, the city boasted 2,128 residents and a growing professional community. Farming and ranching were important enterprises supplying agricultural products to city residents and the northern Black Hills mining districts. With the arrival of the railroad, industries were started that supplied not only local needs but also produced a surplus for distant markets. Following setbacks from the economic depression of 1893, Rapid City once again enjoyed prosperity that resulted in a land boom shortly after the turn of the century.

Post World War I brought renewed prosperity and Rapid City experienced unprecedented growth. The Great Depression and the “Dust Bowl” of the 1930s were a difficult period for Rapid City and South Dakota. The creation of two new industries during this period, however, was a bright spot for Rapid City. The construction of the State Cement Plant and the emergence of the tourism industry helped to pull the residents through the tough times. The government relief programs associated with the New Deal era also contributed to Rapid City and the Black Hills region.

Rapid City was deeply involved in the mobilization and training efforts during World War II. The construction of the Army Air Corps Base (now Ellsworth Air Force Base) in 1942 led to the most significant growth and expansion Rapid City had experienced. Census data indicate the population nearly doubled between 1940 and 1950, and nearly doubled again by 1960.

In 1989, the City of Rapid City Historic Context Planning Document was prepared by Jeff Buechler for the Historic Preservation Commission. That document provided a brief description of Rapid City’s history from its founding in 1876 through the post-flood (1972) urban growth into the 1980s. Using a format developed by the State Historic Preservation Office, general historical and architectural contexts were developed within three broad temporal boundaries. These boundaries are: (1) Permanent Rural and Urban Pioneer Settlement (1876-1893); (2) Depression and Rebuilding (1893-1929); and (3) The Great Depression (1929-1941).

As the *South Dakota Historical Contexts* have been refined and expanded, there are additional contexts that should be noted and have been included in this planning document. These include the contexts pertaining to periods prior to permanent Euro-American settlement as well as those following the Great Depression.

A summary of these contexts and their application to Rapid City's historic properties follows.

I. PRE-SIOUX HABITATION (Prehistory: 12,000 B.C. to 1750 A.D.)

II. SIOUX ERA (1750 to Present)

- A. Indigenous Peoples, Sites and Structures
- B. Government-Constructed Buildings, Sites and Structures (1851 to Present)
- C. Christian Missions (1750 to Present)

III. EARLY COMMERCIAL EXPLOITATION & MILITARY PRESENCES (1750 to 1946)

IV. PERMANENT RURAL & URBAN PIONEER SETTLEMENT (1876-1893)

- A. Claim Structures • This context relates to early settlement in Rapid City. Property types include dugouts and sod houses, log shacks, wood-framed shacks and stone shacks.
- B. Ethnic Enclaves • This context relates to broad historical movements associated with pioneer settlement in Rapid City. Property types include houses, barns, farm structures, commercial buildings, industrial buildings, churches, fraternal/social halls or lodges, and cemeteries.
- C. Permanent Farm and Ranch Settlement • This context recognizes the establishment of farms and ranches as an essential element in the development of the state. Property types include residences, bunkhouses, barns, corn cribs, hog houses, poultry houses, granaries, root cellars, storage buildings, and irrigation ditch features.
- D. Urban Development
 - 1. Commercial Buildings • This context relates to early commercial development from Euro-American settlement. Property types include commercial buildings such as retail stores, warehouses, lumberyards, etc.
 - 2. Residences • This context recognizes permanent residences established by early settlers. Property types include houses, carriage houses and related structures.

E. Government and Education-Related Structures • This context relates to all government-financed building projects and encompasses all levels of government – local, county, state, territorial and federal. Property types include city halls, parks, sanitariums, hospitals, schools, courthouses, military facilities, museums, government-owned businesses and offices, and city reservoirs.

F. Industrial Structures

1. Non-Mining • This context relates to industrial structures such as saw and grain mills, foundries, cement plants, breweries, brickyards, creameries, factories and meat-packing plants.
2. Mining • This context relates to industrial structures such as quarries, gravel pits, mills and smelters.

G. Transportation Structures

1. Railroads • This context recognizes the impact of the railroad on development. Property types include sidings, stations, freight houses, water towers, coaling towers, fuel depots, yards, roundhouses, engine repair shops, scales, turntables, wyes, tie treatment plants, interchanges and section houses.
2. Non-Automobile Land Routes • This context relates to stage and freight routes that were critical to development. Property types include trails, way stations, corrals and freight houses.

H. Religious Structures • This context recognizes the importance of religious institutions in pioneer communities. Property types include churches, rectories, parsonages, cemeteries and schools.

V. DEPRESSION AND REBUILDING (1893-1929)

A. Changing Urban Patterns

1. Commercial Centers • This context recognizes a new period of growth following the depression of 1893. Property types include commercial buildings, apartment buildings, movie houses and opera houses.
2. Residential Changes: Development of Suburbs, New Building Materials and Pattern Book Architecture • This context relates to several additions and subdivisions surrounding the original town section and recognizes major changes in architecture design and technical advances. Property types include residences, garages and parks.

- B. Evolution of Modern Industrial Structures • This context recognizes innovations in structural engineering and building design. Property types include meat packing plants, factories, creameries, mills, medium- and small-scale manufacturing, utility franchises and breweries.
- C. Civic Improvements and New Government-Related Structures • This context relates to the overall development of the quality of life through the modernization of the physical and aesthetic environment. Property types include fire stations, courthouses, city halls, parks, schools, libraries, churches, fairgrounds and hospitals.
- D. Social Organization Halls • This context recognizes the contributions social groups and fraternal orders made to the development of the community. Property types include lodge halls.
- E. Changing Rural Patterns & Impact of New Farm Technologies
 - 1. Pattern Book Structures • This context recognizes changes in architectural design as applied to rural properties that may now be located within city limits. Property types include residences, garages and agricultural outbuildings.
 - 2. Rural Industries and Agribusiness • This context relates to the development of rural industries and agribusiness, some of which may have been located in Rapid City. Property types include creameries, grain elevators, livestock receiving and selling facilities, and produce warehouses.
- F. Recreation and Tourism Structures • This context relates to the development of tourism in Rapid City and the Black Hills as a scenic travel destination. Property types include tourist camps and campgrounds, resorts, hotels and inns, parks and attractions.
- G. New Transportation Facilities and the Impact of the Automobile • This context recognizes the development of facilities to accommodate automobile transportation. Property types include auto repair shops, diners, gas and service stations, auto dealerships, highways, bridges and motels.

VI. THE GREAT DEPRESSION/FEDERAL RELIEF PROGRAMS IN SOUTH DAKOTA (1929 to 1941) • This context relates to government relief programs in Rapid City as a result of financial hardships associated with the stock market crash in 1929 and the ensuing economic depression of the 1930s. Property types include public buildings and utilities, educational facilities, conservation structures and projects, social and recreational facilities, institutional buildings and social welfare projects, and transportation systems and improvements.

VII. WORLD WAR II AND THE POST-WAR ERA • This context relates to the limited construction that occurred during World War II and the construction boom that occurred following the war and resulted in substantial growth and development in Rapid City. Property types associated with this context include residences, commercial buildings, government buildings and facilities, educational facilities, religious buildings and structures, funerary resources, recreational and cultural resources, agricultural buildings and structures, industrial structures, healthcare facilities, transportation-related resources, facilities related to social organizations and social movements, and defense-related facilities.

GEOGRAPHIC CONTEXTS

Rapid City developed and grew within general geographic areas, each contributing its own character to the overall historic fabric of the community. That development, as with many communities, occurred from the central core outward. The 1993 Comprehensive Preservation Plan identified a number of geographic areas and suggested that, when appropriate, preservation activities take them into account. The 1993 document focused on those areas that had been mostly developed by World War II and, hence, did not include all of the spaces within the city limits.

For the purposes of this revised plan, the geographic context includes the entire area within the 1960 city limits and any development that was adjacent to but outside the city limits in 1960 but that is now within the current city limits. This revised geographic boundary is intended to capture the area that was largely developed by 1960 and that relates to the associated historical and architectural contexts.

Previous preservation activity generally has been defined geographically. Surveys have been defined by specific neighborhoods or areas, and two National Register districts – the West Boulevard Historic District and the Downtown Historic District – are also based on specific geographic areas. Using geographically defined areas can provide the HPC with manageable areas for resource identification and regulatory action.

It is a recommendation of this plan to continue using geographically defined areas when appropriate for preservation activities. Several considerations should be made in defining geographic areas. In undertaking preservation activities based on geographic areas, the HPC might consider one or more of the following:

1. Identified National Register, State Register or Local Register districts
2. Identified neighborhoods, divisions and subdivisions
3. Legal boundaries
4. Historical boundaries
5. Natural features
6. Cultural features
7. Land-use patterns
8. Distribution and uses of resources
9. Research potential
10. Reasonable limits

All of the Historical and Architectural Contexts identified in the previous section may be applicable to each geographic area, depending on the area's boundaries. Some areas may be defined in such a way that only some of the Historical and Architectural Contexts may apply. For example, the areas closer to the central downtown core of the city will have a greater likelihood of including the earlier contexts, while the areas that developed after World War II may have very limited or no resources associated with the early contexts, but will have many resources associated with the later contexts. Likewise, geographic areas may be associated with Historical and Architectural Contexts based on the types of properties located in those areas regardless of period of development. For example, industrial resources are more likely to be located near one another and near transportation routes (railroads and/or highways), while residential resources are usually situated together in neighborhoods away from large industrial development.

Several critical community issues may affect the preservation of historic resources in Rapid City. These issues may vary from one geographic area to another and should be taken into account when deciding preservation activities and actions. In some cases, these issues may have a negative impact on the preservation of historic resources and the HPC may need to guard against them. In other cases, it is possible that these issues may work in favor of preservation and provide opportunities for the commission to combine the benefits of preservation with addressing these issues. These issues include, but are not limited to:

- Economic development and revitalization
- Full utilization of available space
- Retention of desirable single-family housing
- Housing displacement and loss of historic housing stock
- Affordable housing
- Parking (shortages and locations)
- Transportation and traffic issues
- Infrastructure (utilities, roads)
- Zoning and land-use patterns
- Cultural issues
- Environmental concerns
- Vandalism and deterioration by neglect



Alex Johnson Hotel, window detail, east elevation

LEGAL BASIS FOR HISTORIC PRESERVATION

FEDERAL LEGISLATION

Historic preservation has long been sanctioned by law. The Antiquities Act of 1906 provided for the Presidential proclamation of historic landmarks and sites on lands owned or controlled by the federal government and providing for penalties for damage and destruction of historic resources on federal lands. In 1935, the Historic Sites Act was passed, providing another layer of protection for historic and prehistoric resources. This act also established the Historic American Buildings Survey (HABS) and the Historic American Engineering Record (HAER) programs, which were responsible for documenting countless historic resources since the 1930s.

The National Historic Preservation Act (NHPA) became law on October 15, 1966. This act served to unify earlier historic preservation laws and broadened their scope, and as amended (1980, 1992 and 2004), is the framework for current preservation laws. The NHPA sets forth programs aimed at promoting preservation, including the National Register of Historic Places and the National Historic Landmarks programs, the Advisory Council on Historic Preservation, the State Historic Preservation Officer (SHPO), and the Certified Local Government (CLG) programs.

In addition to the NHPA, a number of other federal laws promote historic resource protection. Among them are the Department of Transportation Act (1966, amended), the National Environmental Policy Act (1970, amended), the Public Buildings Cooperative Use Act (1976), the American Indian Religious Freedom Act (1978, amended), the Archaeological Resources Protection Act (1979, amended), the Native American Graves Protection and Repatriation Act (1990, amended), and the Intermodal Surface Transportation Efficiency Act (ISTEA) (1991, amended).

STATE LEGISLATION

Historic preservation in South Dakota is authorized by South Dakota Codified Laws. Chapter 1-19A, "Preservation of Historic Sites" (adopted in 1973 and amended in 1987), declares preservation of cultural resources to be "in the best interest of the state and its citizens." Chapter 1-19B, "County and Municipal Historic Preservation Activities" (passed in 1974 and amended in 1984 and 1994), authorizes local governments to establish historic preservation commissions and outlines procedures for local designation, the protection of historic properties, and design review activities.

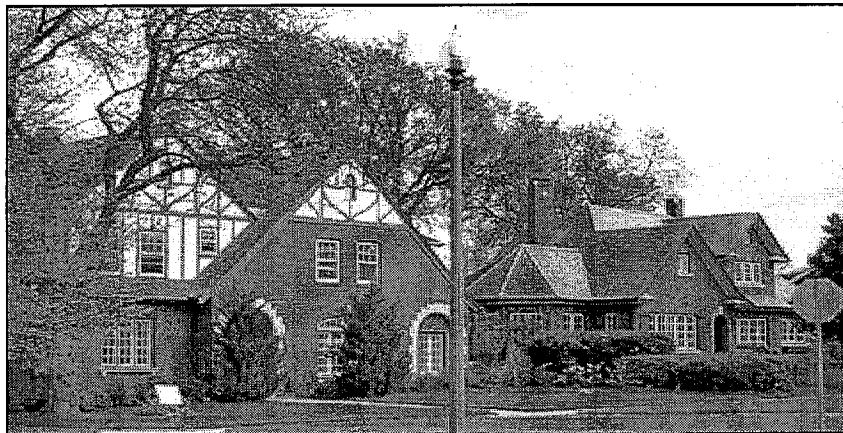
Section 11.1 of SDCL 1-19A requires a review on projects that "will encroach upon, damage, or destroy any historic property included in the national or state registers of historic places." The City of Rapid City has a Memorandum of Joint Powers Agreement (MOA) with the South Dakota State Office of History, which allows the City to investigate, review and comment on potential Adverse Effects on listed historic properties in Rapid City. This MOA requires that projects with potential Adverse Effects

must be submitted to the Office of History after the HPC has reviewed and commented on the projects. At the local level, this review process presents an opportunity for the Historic Preservation Commission to work with property owners to develop plans that protect and preserve historic resources.

LOCAL ORDINANCES

All Certified Local Governments (CLGs) in South Dakota adopt Chapter 1-19B as a local ordinance, which governs local activities and design review processes. In addition, many CLGs adopt local ordinances to assist in the protection of historic properties in their communities.

Rapid City currently does not have any local ordinance pertaining to historic preservation. As of April 2009, however, a committee has been appointed by the Mayor to study the creation of a locally designated historic district, a historic district commission, and a local ordinance aimed at providing protection for the historic resources in that district. If these actions are approved, information pertaining to them should be added to this document as an addendum.



Houses in the West Boulevard Historic District

PLAN FOR MANAGING AND PROTECTING HISTORIC RESOURCES

IDENTIFYING CONSIDERATIONS

At any given point in time, there may be a number of considerations that create challenges or opportunities to preserving historic resources. Public interest or apathy, the availability of funds and/or staff time, political support or opposition, and threats to resources affect the priorities for reaching preservation goals.

STAKEHOLDERS

The first step to identifying considerations is to identify *stakeholders*, or those people who are in a position to influence the outcomes or whose interests will be affected, either favorably or unfavorably, by historic preservation activities. This list includes, but is not limited to:

- Historic building owners and tenants
- Owners of buildings adjacent to historic buildings and structures
- West Boulevard Neighborhood Association
- Destination Rapid City
- Economic Development Partnership
- Rapid City Convention and Visitors Bureau
- Travel South Dakota
- Black Hills Badlands & Lakes Association of South Dakota
- Rapid City Chamber of Commerce
- Rapid City Council
- Pennington County Commissioners
- City of Rapid City departments and staff (including schools and library)
- Pennington County departments and staff
- State Historic Preservation Office
- South Dakota State Historical Society
- Realtors and real estate appraisers
- Developers and contractors
- Architects and designers
- Building materials suppliers
- Financial institutions
- Minnelusa Pioneer Museum
- The Journey Museum
- The Dahl Arts Center
- South Dakota School of Mines & Technology
- Ellsworth Air Force Base
- Camp Rapid/National Guard
- Bureau of Indian Affairs

- Native American organizations
- Railroad authorities
- SD Department of Transportation
- General population of the city and surrounding area

THREATS TO PRESERVATION

Identifying threats to preservation is the next step in identifying considerations. Threats may be either or both direct and indirect. This list includes, but is not limited to:

- Stakeholders
- Property owners
- Lack of understanding and appreciation of historic resources
- Lack of knowledge and appreciation of local history
- Lack of incentives for preservation
- Lack of enforcement for design review
- Lack of consistency in design review
- Limited education for HPC members and support staff
- Limited funding for preservation activities
- Missed opportunities to educate about preservation
- Perceived value of preservation
- Development pressures
- Weather and time
- Cultural trends

OPPORTUNITIES FOR PRESERVATION

The final step in identifying considerations is to identify opportunities for preservation. Opportunities are numerous and range from restoration or rehabilitation and reuse of historic buildings to educational and informational activities, to survey of historic properties, to listing properties on the National Register of Historic Places. The HPC identified the following opportunities:

- Public education, especially in schools
- Dissemination of information that promotes preservation
- Offering seminars for historic building owners
- Attending seminars for HPC and staff
- Obtaining grants to fund preservation activities
- Hold fundraisers to raise money for preservation activities
- Partner with philanthropists who support preservation activities
- Cooperate and coordinate with other community groups to promote preservation activities
- Identify and protect historic resources, especially those that are of the recent past and may be at greater risk because their historic value is misunderstood

GOALS, OBJECTIVES AND PRIORITIES

The mission of the Rapid City HPC is to preserve the quality of life and natural environment of the community, and enhance the economic vitality and diversity of the community through preservation and restoration of historically and/or architecturally significant buildings and sites. To this end, the HPC has developed a number of goals and objectives.

During the process of discussing the goals, objectives and priorities for this document, the HPC decided not to prioritize the goals or objectives as part of this document. As part of a yearly work plan, the HPC will revisit these goals and objectives, and based on current needs and issues, will prioritize the goals and/or objectives as needed.

The HPC strongly believes that increasing awareness and understanding of historic preservation is the key to the success of all the goals and objectives. Whenever possible, the opportunity to educate and inform will be incorporated into activities designed to address the goals and objectives.

It is probable that the HPC will pursue simultaneously several preservation activities aimed at achieving the objectives that follow. It is also possible that there may be years that some goals and/or objectives are not included in the annual work plan. Because a variety of factors can affect the focus of the HPC's work from year to year, regular evaluation of the goals, objectives and yearly priorities is recommended.

The goals and objectives as defined by the HPC are:

Goal A: Continue Survey and Inventory Efforts

- Objectives:
1. Update historic contexts documents
 2. Update old surveys
 3. Identify and prioritize geographic areas to survey
 4. Identify and prioritize specific resource types to survey
 5. Secure funding to conduct surveys
 6. Develop and implement evaluation standards for surveyed resources
 7. Develop, maintain and update list of threatened resources

Goal B: Protect Resources through National Register, State Register, and Local Register Listings

- Objectives:
1. Update existing districts as necessary
 2. Identify potentially eligible districts and individual resources
 3. Encourage and assist property owners in pursuing listings
 4. Secure funding to nominate districts or multiple-property groups

Goal C: Strengthen and Maintain the Protection Aspects of the Historic Preservation Program

- Objectives:
1. Develop and implement preservation ordinance(s) for listed resources
 2. Develop design guidelines
 3. Improve design review processes
 4. Develop a façade protection ordinance
 5. Encourage transfer of historic easements
 6. Seek code modifications that would enhance preservation efforts

Goal D: Provide Education and Outreach to the Community

- Objectives:
1. Develop and implement Historic Preservation Month activities
 2. Establish a heritage education program for use in local schools
 3. Expand library of historic preservation materials
 4. Identify local events and activities where HPC can distribute information
 5. Identify potential preservation partners and provide outreach to them
 6. Work in partnership with others to develop educational and informational programs
 7. Sponsor workshops and seminars for owners of historic properties, such as rehabilitation workshops
 8. Update brochures and interpretive signs as necessary
 9. Obtain and provide regular self-education for the HPC members
 10. Seek and secure funding to support education and outreach efforts

Goal E: Develop Public Support for Historic Preservation

- Objectives:
1. Develop and implement strategic partnerships and networking to enhance existing preservation efforts
 2. Provide outreach to city council, significant persons, organizations, and businesses that may have an interest in how Rapid City's historic resources contribute to the overall quality of life in the community
 3. Increase visibility of the HPC and preservation-related activities
 4. Provide recognition for successful preservation efforts
 5. Develop and implement activities that emphasize the positive aspects of living or working in a historic district

Goal F: Develop and Offer Incentives to Property Owners Interested in Preserving Historic Resources

- Objectives:
1. Encourage the use of federal tax credits and state tax moratorium programs, Preserve South Dakota's low-interest loan and façade easement programs, and the Deadwood grant program

2. Investigate ways to develop local funding opportunities through grants and loans, including the use of Community Development Block Grants (CDBG) for preservation-related activities
3. Develop and offer a directory of skills craftspersons and consultants that can provide technical support and assistance in preparing National Register nominations and restoring or rehabilitating historic properties
4. Identify potential sources and secure funding for ongoing HPC-sponsored projects

STRATEGIES FOR ACHIEVING OBJECTIVES

A strategic approach can be useful to historic preservation efforts. Identifying strategies that can help accomplish objectives will greatly facilitate the achievement of each goal. The following strategies that may help the Rapid City HPC achieve its objectives. These strategies include:

- *Networking:* Connect with/exchange ideas with other stakeholders
- *Partnerships:* Develop working relationships with other stakeholders
- *Piggybacking:* Work with others to disseminate information about preservation
- *Volunteers/Interns:* Solicit assistance for specific preservation projects
- *Grants:* Use grant funding when possible; be creative about matching funds
- *Repackaging:* Use existing documents and resources to create new tools for education and outreach
- *Coalitions:* Build coalitions to maximize efforts
- *Mentoring:* Connect new owners of historic properties with others who have restored or rehabbed their properties
- *Modeling:* Demonstrate preservation through active effort to restore/rehab publicly owned resources; nominate significant resources to local register and/or National Register

Although the HPC is encouraged to evaluate which of these strategies might work best for a chosen situation, the use of partnerships, volunteers/interns, mentoring and modeling may work well toward achieving some of the goals and objectives outlined in this section.

INTEGRATION

Because many agencies and organizations prepare plans that may have an impact on historic resources, it is important to understand what these groups envision for a property. Coordinating efforts may help the Rapid City HPC to alleviate redundancy and avoid duplication of planning measures already in effect. To maximize the value invested in preservation efforts, it is important to understand how this document and future preservation planning efforts can connect with other plans and other contexts. This section of this document looks at other plans and contexts that may have a bearing on local preservation planning and efforts. In addition, recommendations for future related studies help lay the groundwork for future work.

CONNECTIONS WITH OTHER PLANS

The City of Rapid City has developed a number of plans, subject to periodic review, that may interface with historic resources in the community and this Comprehensive Preservation Plan. These plans include, but are not limited to, the Community Development Consolidated Plans and Annual Action Plans, land-use plans, transportation plans, and plans relating to parks and recreation and public works.

Specific resources, such as historic bridges, may be included in various plans, such as transportation plans developed by the SD Department of Transportation or improvement plans developed by the railroad authorities. When maintenance or improvement projects may affect local historic resources, efforts should be made to coordinate between the City of Rapid City, the State Historic Preservation Office and other involved agencies.

CONNECTIONS WITH STATEWIDE HISTORICAL CONTEXTS

There are several statewide historical contexts that may overlap geographically and thematically with this Comprehensive Preservation Plan. These include the following:

- Architectural History in South Dakota
- Architecture of Finnish Settlement in South Dakota
- Black Hills Mining Resources
- Churches in South Dakota
- County Courthouses of South Dakota
- Federal Relief Construction in South Dakota, 1929-1941
- Historic Bridges of South Dakota
- Indian Housing in South Dakota
- Lustron Houses in South Dakota
- Post-World War II Architecture in South Dakota
- Schools in South Dakota
- South Dakota's Railroads

As additional statewide contexts are developed, the HPC should review their connections to the historic resources in Rapid City.

FUTURE STUDIES

The process of preserving historic resources is a dynamic one. The goals, objectives and strategies set forth in this document will change with time. Consequently, updating this material on a regular basis should be built into the City's overall preservation effort.

Although this document has identified key contexts and associated resource types that may have contributed to the historical development of Rapid City, the document, by limits of its own definition, is meant to be a general overview. Certain historic themes and resource types deserve more intensive study. Of interest might be several thematic studies, such as schools, cultural landscapes, post-World War II development, and buildings designed by prominent architects working locally and statewide.



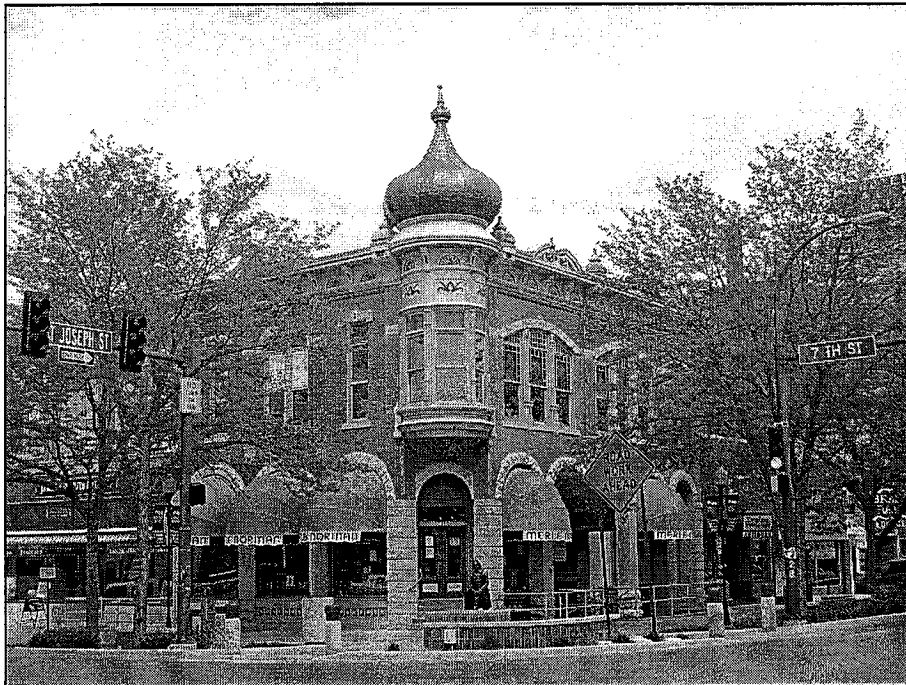
First National Bank Building
Downtown Commercial Historic District

CONCLUSION

This plan is designed to establish a framework in which to carry out the Rapid City Historic Preservation Commission's goals and objectives and to identify strategies by which the HPC can identify, protect and manage the community's historic resources. It should be viewed as a working document for the Commission.

It should be noted, however, that while this plan is comprehensive in nature, it is not intended to be conclusive or exhaustive. The work of the HPC is continually evolving, depending on the preservation needs from time to time, and this plan is intended to reflect the flexibility necessary for the commission to be successful in addressing community preservation issues over the course of the next few years.

The responsibility of protecting and managing historic resources in the community ultimately lies with the community in general. It is the work of the HPC, however, to ensure that the community is able to achieve this. To maximize the effectiveness of the efforts of the commission, it is recommended that this plan be formally adopted and integrated into the City's master planning efforts. This action will help legitimize preservation in Rapid City as a vital part of planning for the community's future by preserving and protecting important resources from its past.



Buell Building
Downtown Commercial Historic District

BIBLIOGRAPHY

Buechler, Jeffrey. *City of Rapid City Historic Context Planning Document*. Rapid City Historic Preservation Commission, 1989.

City of Rapid City Historic Preservation Commission. *Bylaws*, 1999.

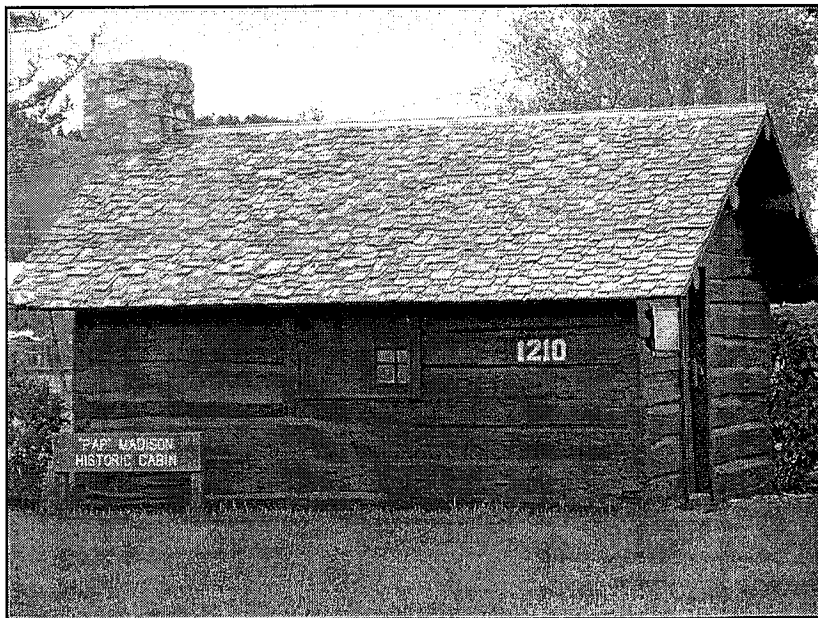
City of Rapid City, South Dakota, and The Office of History, State of South Dakota. *Memorandum of Joint Powers Agreement*, 2003.

Dennis, Michelle L. *Comprehensive Preservation Plan for Rapid City, South Dakota* (Revised Draft Document), 1993.

South Dakota Codified Law, Chapters 1-19A and 1-19B.

South Dakota State Historical Society. *South Dakota Local Preservation Handbook*, 1995, revised 2008.

South Dakota State Historical Society website (www.sdhistory.org).



"Pap" Madison Cabin
Halley Park

APPENDICES

APPENDIX A

GLOSSARY OF TERMS AND ABBREVIATIONS

Historic Preservation: Generally refers to a variety of activities (including preservation, restoration, rehabilitation, adaptive use, and reconstruction, as well as related activities) that are employed to manage and protect the historic resources within a community.

Historic: Generally refers to a resource that is at least 50 years of age, is significant in history, and retains sufficient integrity to convey that significance.

Preservation (and Conservation): The act or process of applying measures to sustain the existing form, integrity and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Restoration: The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

Rehabilitation: The act or process of returning a property to a state of utility through repair or alteration which make possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and cultural values.

Reconstruction: The act or process of reproducing by new construction the exact form and detail of a vanished buildings, structure, or object, or a part thereof, as it appeared at a specific period of time.

Renovation (or Remodel): The modernization of an old or historic building that may produce inappropriate alterations or elimination of important features and details.

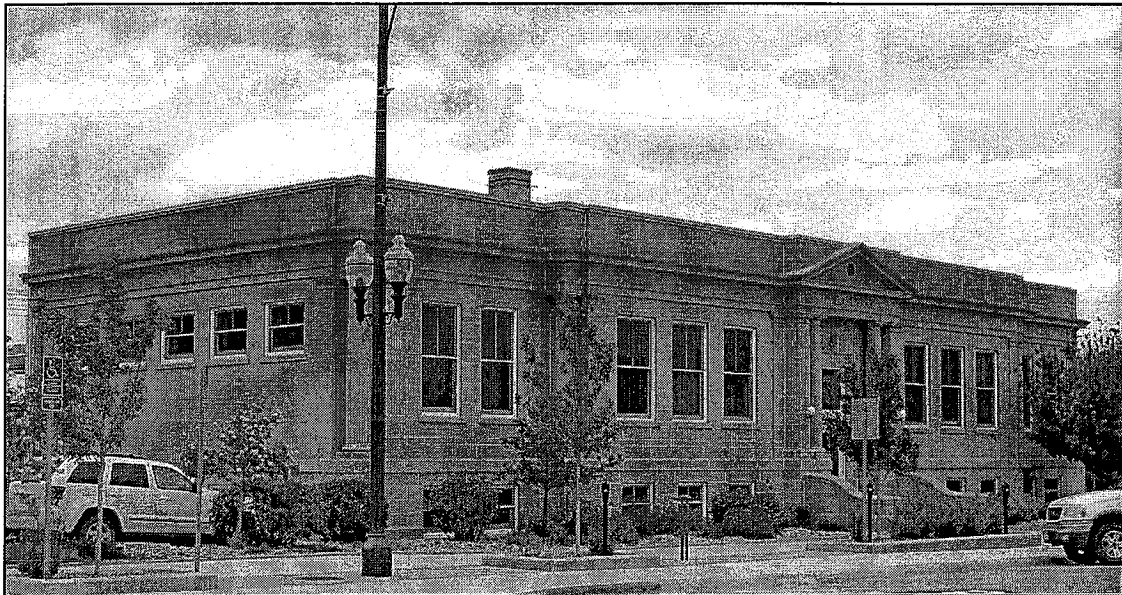
Stabilization: The act or process of applying measures designed to re-establish a weather-resistant enclosure and the structural stability of unsafe or deteriorated property while maintaining the essential form as it exists at the present.

Demolition by Neglect: The destruction of a building caused by abandonment or lack of maintenance.

Adaptive Use (or Adaptive Reuse): The process of converting a building to a use other than that for which it was designed. Such conversions are accomplished with varying degrees of appropriate alteration to the building.

Resource: A term used to describe things within the built environment that contributed to the overall fabric of the community. They include buildings, structures, objects, sites and districts.

Significant: Generally refers to something that is a token or has special meaning. There are four areas of significance commonly used in evaluating historic resources. They are: (1) significant events and patterns in history, (2) significant people in history, (3) significant architecture (including design, materials and workmanship) and engineering, and (4) significant prehistoric and historic archeology.



Rapid City Carnegie Library

APPENDIX B

HISTORIC SURVEY PROJECTS

The following is a list of Rapid City historic site surveys and the years they were conducted:

- North Rapid Survey 1982
- Canyon Lake Survey 1982
- Hotel Alex Johnson Survey 1989
- Geiger Study c.1980s
- Maple Street Bridge Survey 1989
- School of Mines Survey 1992
- Lustron Homes (3) 1992
- West Boulevard Expansion 1992
- West Boulevard Survey 1995
- RC Reconnaissance Survey
Historic Sites (RTI) 1995
- Brownfield Assessment Survey 2002
- Post-World War II Survey
(as part of statewide survey) 2007
- Hillcrest Terrace Survey 2009

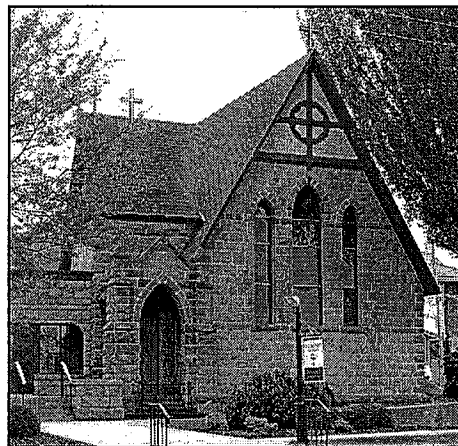
APPENDIX C

NATIONAL REGISTER PROPERTIES STATE REGISTER PROPERTIES

Property	Address	Date Listed	NR Criteria*
B.H. Model Home	2101 West Blvd.	2004	C
Casper Supply Co.	415 Main St.	2000	A, C
Cassidy House	4121 Canyon Lake Rd.	1999	A, C
Church of the Immaculate Conception	918 5 th St.	1975	A, C
Dean Motor Co.	329 Main St.	1995	C
Dinosaur Park	Skyline Drive	1990	A, C
Downtown Commercial Historic District		1974/1998	A, C
Emanuel Episcopal Church	717 Quincy St.	1975	C
Fairmont Creamery	201 Main St.	2006	A
Feigel House	328 E. New York St.	1998	B, C
First Congregational Church	715 Kansas City St.	1984	A, C
Gambrill Storage Bldg.	822 Main St.	1984	A, C
Holmes, Zack, House	818 St. James St.	1982	A, C
Madison, Pap, Cabin	Halley Park	2006	A, C
Milwaukee Road Freight House	306 7 th St.	1989	A
Motor Service Company	402 St. Joseph St.	1995	C

Nelson, Maurice, House	101 E. Quincy St.	1999	A, C
Nichols Funeral Home	832 St. Joseph St.	2003	C
Pennington County Courthouse	301 St. Joseph St.	1976	A, C
Quinn, Michael, House	728 6 th St.	1993	C
Rapid City Carnegie Library	604 Kansas City St.	1981	A, C
Rapid City Fruit Co.	320 7 th St.	1994	A
Rapid City Garage	827-829 Main St.	1984	A
Rapid City Historical Museum	515 West Boulevard	1988	C
Rapid City Laundry	312 Main St.	1995	C
Shaw, Glen, House	803 West St.	2002	C
Swander Bakery Bldg.	601 12 th St.	2001	A
West Boulevard Historic District		1974/1998	C

*The National Register criteria are explained on page 4 of this document.



Emanuel Episcopal Church