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OVERVIEW

A key aspect of this Comprehensive Plan is how the overarching Core Values, goals, and policies will be carried out after it is adopted. To effectively implement the goals and policies of the Plan, it is important to define a set of recommended actions and priority initiatives to pursue and develop a deeper understanding of the potential tools and options that could be employed to advance the vision. Moreover, routine monitoring and periodic amendments will help ensure that the Plan remains relevant. This implementation chapter includes the following components:

- **Priority Initiatives:** this section outlines key priorities to help advance the community’s vision in the immediate future and focus Plan implementation efforts.
- **Action Plan:** this section contains a comprehensive list of recommended actions to help support the implementation of each of the seven Core Values.
- **Plan Monitoring and Amendments:** this section establishes a framework for monitoring efforts to implement the Plan over time and procedures for conducting periodic Plan Amendments.
- **Implementation Toolbox:** this section identifies potential actions the City could take to expand its set of public finance tools and new approaches to infrastructure financing.

PRIORITY INITIATIVES

Seven initiatives have been identified as key priorities to help advance the community’s vision in the immediate future (1-2 years) and to focus Plan implementation efforts. Efforts to advance these initiatives are already underway in several cases and several of the initiatives are overlapping in their scope and intent. A brief explanation of each priority initiative is provided below. Additional detail regarding each initiative is provided in this Action Plan.

ALIGNING ZONING AND DEVELOPMENT REGULATIONS WITH THE PLAN

In order for the Growth and Development Framework outlined in this Plan to be effective, the City’s development regulations must be consistent with the goals and policies of the Plan. Concurrent with the development of this Plan, a “diagnosis” of the City’s existing zoning regulations was prepared to identify key issues and inconsistencies to be addressed and to help remove potential barriers to the implementation of key Plan concepts (e.g., diverse housing types, mixed-use development) within the City’s existing regulations. (See Appendix C.) The Action Plan identifies a series of strategies to help address these issues. Central to these recommendations is the integration of the City’s zoning, subdivision, and associated land development ordinances into a Unified Development Code. This

priority initiative will serve as a springboard for the numerous other recommendations outlined in the Action Plan.

RELEVANT ACTION PLAN STRATEGIES

Primary: BPG-A3: Unified Development Code and GOV-A3: Development Review Team Processes.

Secondary: BPG-A2: Infill and Redevelopment Incentives Program, LC-A9: Residential Design Standards, LC-A12: Non-Residential Design Guidelines, LC-A1: Landscape Ordinance, and EC-A2: Public Financing and Development Incentive Toolbox.

AFFORDABLE AND WORKFORCE HOUSING INITIATIVES

The availability of affordable and workforce housing plays a critical role in Rapid City’s quality of life and economic vitality. The Action Plan identifies a series of strategies to help advance housing discussions and develop a clear strategy to move forward. For the purposes of this priority initiative, immediate action should be taken to initiate discussions to develop and adopt formal definitions of “target affordable” and “workforce housing” for Rapid City and to identify specific housing needs for each group.

In conjunction with this initial strategy, focus should be placed on supporting further collaboration among all active housing organizations in the Rapid City area and developing a coordinated strategic plan to address specific housing needs for

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each target housing group (e.g., homeless/transitional, very low/low income, workforce). They should also work to identify potential funding sources and programs that can be implemented beyond use of CDBG funds. Possible tools for consideration are identified in the Implementation Toolbox (see page 215) and the Zoning Diagnosis (see Appendix C.).

RELEVANT ACTION PLAN STRATEGIES

Primary: LC-A2: Affordable and Workforce Housing Definition, LC-A3: Affordable and Workforce Housing Collaboration, and LC-A5: Affordable and Workforce Housing Strategy.

Secondary: LC-A6: Activity Center Pilot Project, LC-A10: Mixed-Income Housing Development, LC-A14: Downtown Housing Catalyst Project.

DOWNTOWN AREA MASTER PLAN

Downtown has become a vibrant community gathering place and a base for tourist activity in the region. Likewise, the SDSMT and Civic Center are major assets to the community, serving as eastern and northern anchors to Downtown, respectively. This priority initiative recommends that the City partner with SDSMT, Rushmore Plaza Civic Center, and other stakeholders to create a master plan for the area immediately surrounding the Downtown Core. It is envisioned that this effort would build on the SDSMT Campus Master Plan, the Downtown Master Plan and plans for expansion of the Civic Center and would identify opportunities

to enhance connections between destinations, promote infill and revitalization, and accommodate a mixture of housing, employment space, and retail/entertainment to help attract and retain students, recent graduates, and young professionals and support continued growth of the City's tourism industry. This effort would provide an opportunity to engage a wide range of stakeholders in the Downtown area on a range of topics essential to the long-term success of this Plan—housing, infill and redevelopment, multi-modal transportation, education, and economic development among others.

RELEVANT ACTION PLAN STRATEGIES

Primary: LC-A4: Downtown Area Master Plan

Secondary: BPG-A1: Planning Coordination, LC-A7: Infill and Redevelopment Standards, and LC-A10: Mixed-Income Housing Development.

DEVELOPMENT REVIEW FOR ALTERNATIVE MODES AND ACCESSIBILITY

Although opportunities for alternative modes of travel—walking, bicycling, and riding transit—have increased in recent years, continued improvement is needed to support the types of land use patterns contemplated by this Plan and to increase the mobility and independence of seniors, persons with disabilities, and residents without the financial means to own a vehicle. This priority initiative involves the

use of a formal checklist tool to assess how alternate modes and accessibility will be accommodated with proposed developments and public improvements. The intent of this initiative is to promote consistency in the implementation of sidewalks, bicycle lanes, and other features that support the use of alternative modes of travel and provide increased mobility for citizens of all ages, means, and abilities.

RELEVANT ACTION PLAN STRATEGIES

Primary: TI-A2: Development Review for Alternative Modes and TI-A14: Development Review for Accessibility.

Secondary: TI-A5: Multi-modal Balance, TI-A27: Sidewalk Improvements, TI-A28: Transit Accessibility, TI-A26: Pedestrian Links, and TI-A30: Transit System Usability.

PUBLIC FINANCING AND DEVELOPMENT INCENTIVE TOOLBOX

Rapid City currently funds infrastructure capital projects through a variety of fund sources, with funds provided mainly through property and sales tax revenues. The City's revenues streams for funding capital projects have not been sufficient to cover needed improvements, and conflicts between funding existing infrastructure improvements and new infrastructure improvements exist. The need to fund infrastructure to facilitate growth and the general lack of revenue for improvements to existing infrastructure has caused the City

to leave many needs unfunded and unimproved. This initiative supports the development of an expanded set of public financing tools and development incentives the City could use to address infrastructure needs and support development. A range of potential tools for consideration are identified in the Implementation Toolbox (see page 215).

RELEVANT ACTION PLAN STRATEGIES

Primary: EC-A2: Public Financing and Development Toolbox

Also supports: EC-A5: Modify Water and Sewer Infrastructure System Expansion Approach, EC-A6: Grow the Tax Base, BPG-A2: Infill and Redevelopment Incentives Program, LC-A5: Affordable and Workforce Housing Strategy, LC-A6: Activity Center Pilot Program, and LC-A8: Reinvestment Program.

URBANIZATION STRATEGY

A coordinated approach to development at Rapid City's edges will support the efficient use of land and infrastructure and increase predictability for property owners, developers, residents, and others regarding future development type, intensity, regulations, and jurisdiction. This priority initiative involves exploration of establishing intergovernmental agreements (IGAs) with Pennington and Meade Counties, and adjacent municipalities (to the extent possible) to formalize development review requirements (e.g., Joint Powers Agreement) and annexation policies within the 3-mile platting jurisdiction (e.g., no new enclaves

created, annexation agreements for development in noncontiguous areas).

RELEVANT ACTION PLAN STRATEGIES

Primary: BPG-A4: Urbanization Strategy and BPG-A5: Enclave Annexation Strategy

Secondary: BPG-A1: Planning Coordination.

PARKLAND DEDICATION

Recreational and cultural opportunities play an important role in the quality of life for residents, as well as in the City's ability to attract and retain visitors, employers, and future residents. While Rapid City is well-served today by the park system as a whole, some areas of the community are underserved, particularly with regards to neighborhood parks. Additional parks and recreation facilities will be necessary to address current gaps in the system as well as new demand in emerging growth areas. This priority initiative involves exploration and identification of a more predictable means of acquiring and maintaining the City's parks and recreation system. As a first step, the possibility of requiring the dedication of land (or cash-in-lieu) for parks and open space purposes for larger developments should be considered. As part of this effort, size thresholds for specific projects, types of development to which dedication would apply, and variations in requirements by location as applicable (e.g., infill vs. greenfield) should all be defined.

RELEVANT ACTION PLAN STRATEGIES

Primary: RC-A3: Parkland Dedication

ACTION PLAN

This section identifies a comprehensive list of recommended actions to support the implementation of the Plan and help advance the community vision over the next five years. Actions are organized in tables that correspond with the Plan's seven Core Values. Action Plan strategies should be reviewed annually and amended as needed. Components of the Action Plan are summarized below.

TYPES OF ACTION STRATEGIES

Policy Decisions

The Plan identifies many policies that will be achieved through day-to-day decision-making made by Rapid City planning and engineering staff, the Planning Commission, and the City Council. The City Council will make decisions regarding development proposals and Plan amendments and will use the Plan to guide policy-related decisions as they occur. Decision-making related to annexation policies and the provision of Urban Services is one example of this type of action strategy.

Programs

The Plan sets up a foundation for new programs necessary to support or achieve the goals and policies. For example, some policies emphasize incentivizing infill and redevelopment practices, which would be

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implemented through a new incentive program.

Public Improvement Projects

Some goals and policies may be best implemented through a specific public improvement project or series of projects. For example, construction of a new utility line to serve a priority employment area is a public improvement project that could help advance the goals of this Plan.

Regulatory Revisions

In order for the Comprehensive Plan to be effective, the City's development regulations will need to be consistent with the goals and policies of the Plan. Rapid City may need to revise the development regulations and standards in the Rapid City Municipal Code in order to achieve these goals and policies.

Regional and Agency Coordination

Some goals and policies involve planning efforts with other jurisdictions and inviting other agencies and jurisdictions in the region to participate in Rapid City planning efforts. Ongoing collaboration with Meade and Pennington Counties; the communities of Box Elder, Summerset, and Piedmont; Ellsworth Air Force Base and Ellsworth Development Authority, South Dakota Department of Transportation (SDDOT), and others will be imperative to support the implementation of the Plan. Some regional coordination may even involve working with other municipalities

in South Dakota to encourage changes to state legislation.

Funding Mechanisms

The Plan identifies some goals and policies that will need new or expanded funding mechanisms in order to be implemented.

PARTNERS

For each of the items listed in the Action Plan, a lead department or organization is identified to initiate the action. A supporting list of other departments, organizations, and groups to involve in the implementation is also provided.

ACTION TIMING

The action strategies identified in this chapter are organized by Core Value into three key time frames:

- **Immediate Actions** – concurrent and ongoing with the adoption of this Plan. This only includes strategies that can be implemented with current funding by the City or another organization.
- **Near-term Actions** – following plan adoption, over the next 2 years. This includes actions that could be achieved with current funding, as well as strategies that would need new funding, through the priority-driven budgeting process or a new funding source.
- **Longer-term Actions** – 2 to 5 years following plan adoption. This also includes actions that could be implemented with current funding or may require additional resources or funding sources.

FUNDING REQUIREMENTS

To inform the priority-driven budgeting process, and to help identify current and future budget needs, the Action Plan identifies general funding needs to implement each strategy. The intent of this information is to highlight actions that will require new City investment to achieve, beyond current staffing levels. This may occur through increased departmental funding or consulting support, or could be achieved through new funding sources or by seeking outside funding support or partnerships with other organizations. The categories to highlight major funding needs include the following:

- **N/A** – can likely be added to existing work plan/load without additional funding.
- **Funding Needed**– will likely require new or increased City funding through priority-driven budgeting process, and might include new programs, projects, or efforts needing consulting assistance.
- **Outside**– requires outside (non-City) funding.
- **New Source** – requires a new funding mechanism (e.g., impact fee or tax).

STRATEGIES TO ACHIEVE A BALANCED PATTERN OF GROWTH



This Core Value addresses principles to ensure compact and efficient growth. It addresses major growth, development, and annexation issues, including regulatory changes and regional coordination. It also addresses targeted infill and redevelopment in the community. Strategies to promote a balanced pattern of growth include:

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
BPG-A1: Planning Coordination	Continue regional transportation planning coordination through the Metropolitan Planning Organization (MPO).	Regional coordination	<p>Lead: Community Planning and Development Services, Public Works</p> <p>Involve: Box Elder, Summerset, Piedmont, Pennington County, Meade County, Rapid City Area School District, Meade County School District, Ellsworth Air Force Base, South Dakota Department of Transportation, and others</p>	N/A
NEAR-TERM ACTIONS				
<i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
BPG-A2: Infill and Redevelopment Incentives Program	Develop a comprehensive toolbox of incentives to encourage infill development and redevelopment. Incentives might include financial assistance, fee reductions, assistance with capital improvements, density bonuses, streamlined review processes, and the easing of regulatory hurdles such as parking, fire, and building code requirements. In addition, other tools, such as tax abatement, tax increment financing zones, and sales tax sharing for retail development should be considered.	Program, Code revisions, Policy decision	<p>Lead: Community Planning and Development Services, Public Works</p> <p>Involve: City Council, Planning Commission, Economic Development Organizations, City Attorney</p>	N/A

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Action	Description	Action Type	Partners	Funding
<p>BPG-A3: Unified Development Code</p>	<p>Update the zoning ordinance in accordance with the goals and policies of this Plan, and integrate zoning, subdivision, and associated land development ordinances into a Unified Development Code. Major objectives to be considered as part of this process include:</p> <ul style="list-style-type: none"> ▪ Reorganization and clean-up of existing provisions to reduce inconsistencies, improve clarity, and increase user-friendliness; ▪ Consideration of new zone districts to encourage a more diverse mix of uses and housing types in targeted areas; ▪ Improved development standards; and ▪ Updates to zoning map to align with the Future Land Use Plan map and categories. <p>Refer to the Code Diagnosis provided in the Appendix for a more in-depth discussion of recommended updates.</p>	<p>Regulatory revisions</p>	<p>Lead: Community Planning and Development Services, Public Works, City Attorney</p> <p>Involve: City Council, Planning Commission</p>	<p>N/A</p>
<p>BPG-A4: Urbanization Strategy</p>	<p>Establish Intergovernmental Agreements (IGAs) with Pennington and Meade Counties, and adjacent municipalities (to the extent possible) to formalize development review requirements (e.g., Joint Powers Agreement) and annexation policies within the 3-mile platting jurisdiction (e.g., no new enclaves created, annexation agreements for development in noncontiguous areas, annexation criteria).</p>	<p>Policy decision, Regional coordination</p>	<p>Lead: Community Planning and Development Services, Public Works, City Attorney</p> <p>Involve: City Council, Planning Commission, Utility Providers, County Planning, County Commissioners</p>	<p>N/A</p>

Action	Description	Action Type	Partners	Funding
LONGER-TERM ACTIONS				
<i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
BPG-A5: Enclave Annexation Strategy	Explore options for annexing all or portions of existing County enclaves within the City limits. Possible strategies might include a phased approach, tiered service costs, development regulation waivers, and/or coordinating public improvements with annexation timing.	Policy decision, Regional coordination	Lead: Community Planning and Development Services, Public Works, City Attorney Involve: City Council, Planning Commission, Utility Providers, County Planning, County Commissioners	N/A

STRATEGIES TO CREATE A VIBRANT, LIVABLE COMMUNITY



This Core Value addresses “quality of life” initiatives, including quality of development, property maintenance, and overall positive community image. It also addresses the creation of high-quality, connected new neighborhoods as well as maintained character and livability in established neighborhoods. The vitality of Downtown is recognized as having an important role as the center of the community. Finally, this Core Value addresses vibrant activity centers and corridors. Strategies to promote a vibrant, livable community include:

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
LC-A 1: Landscaping Ordinance	Prepare and consider adoption of a landscaping ordinance to enhance the visual interest and appearance of development, building on previous efforts in this area. Consider including standards to address landscaping and appearance of City gateways and entry corridors.	Regulatory revisions	Lead: Community Planning and Development Services, Public Works Involve: City Council, Planning Commission	N/A
LC-A2: Affordable and Workforce Housing Definition	Adopt a formal definition of target affordable and workforce housing groups. Identify specific housing needs for each group.	Policy decision, Regulatory revisions	Lead: Community Planning and Development Services, Community Development Division, Public Works Involve: City Council, Planning Commission	N/A
LC-A3: Affordable and Workforce Housing Collaboration	Support the further collaboration of all active housing organizations in the Rapid City area by facilitating the creation of a housing efforts coordination position by an active non-profit housing entity. The purpose of the position is to better organize the active housing organizations and identify collaborative efforts and programs that can be created. Ensure that the City is an active participant in these efforts.	Regional coordination	Lead: Community Development Division Involve: Housing organizations	N/A

Action	Description	Action Type	Partners	Funding
NEAR-TERM ACTIONS <i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
LC-A4: Downtown Area Master Plan	Partner with Downtown area stakeholders to create a master plan for the area surrounding the Downtown Core with an emphasis on enhancing connections to and between major destinations, such as the SDSMT campus and Rushmore Plaza Civic Center and planning for a mixture of housing, housing, employment space, and retail/entertainment to help promote tourism, and attract students, recent graduates, and young professionals.	Program, Improvement Project	Lead: Community Planning and Development Services, Public Works Involve: City Council, Planning Commission, Public Works, Community Development, Economic Development Organizations, SDSMT staff and student body, Rushmore Plaza Civic Center, private sector, and community.	Funding Needed (consultant assistance may be needed)
LC-A5: Affordable and Workforce Housing Strategy	Develop and consider adoption of a strategic plan to address specific housing needs for each target housing group (e.g., homeless/transitional, very low/low income, workforce). Identify potential funding sources and programs that can be implemented beyond program operated using CDBG funds. Strategies might include inclusionary zoning, establishment of a land bank program, mobile home park stabilization, and/or development incentives.	Policy decision, Program, Regulatory revisions	Lead: Community Development Division Involve: Community Planning and Development Services, City Council, Planning Commission, Housing Organizations	Funding Needed (new program)

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Action	Description	Action Type	Partners	Funding
LC-A6: Activity Center Pilot Project	Develop a comprehensive strategy to spur reinvestment in one of the City's waning activity centers as a pilot project. Consider strategies such as targeted public improvements, regulatory amendments, financial tools, and public-private partnerships to focus efforts in one activity center. Monitor progress over time and if successful, consider expanding the pilot program to other sites.	Public improvement project, Program	Lead: Community Planning and Development Services, Public Works Involve: City Council, Planning Commission, property owners, business groups	Funding Needed (new project)
LC-A7: Infill and Redevelopment Standards	Develop and consider adoption of standards to encourage and enhance compatibility of infill development and redevelopment with existing development. Standards should address buffers and transitions between different intensities of development and development in historic districts.	Regulatory revisions	Lead: Community Planning and Development Services, Public Works Involve: City Council, Planning Commission, Historic Preservation Commission	Funding Needed (consultant assistance may be needed)
LC-A8: Reinvestment Program	Explore options and develop a new program to encourage and assist private property maintenance and rehabilitation. Program elements might include activities such as waste and graffiti clean-up events, paint-a-thons, weatherization workshops, and adopt-a-neighbor coordination.	Program	Lead: Community Resources Involve: Community Planning and Development Services, City Council, Planning Commission, neighborhood and business groups	Funding Needed (new program)

Action	Description	Action Type	Partners	Funding
LC-A9: Residential Design Standards	Develop and consider adoption of design standards to encourage variety, visual interest, and durability in the design of new residential development. Standards should offer a menu of options for compliance, rather than a one-size-fits-all approach. Standards should address single and multi-family housing, and encourage a diverse mix of housing types and styles.	Regulatory revisions	Lead: Community Planning and Development Services, Public Works Involve: City Council, Planning Commission	Funding Needed (consultant assistance may be needed)
LC-A10: Mixed Income Housing Development	Expand TIF incentives for affordable housing to allow for use on workforce housing developments and in areas where a more diverse mix of housing types is desired (e.g., mixed-use activity centers).	Program, Regulatory revisions, Policy decision	Lead: Community Resources, Community Planning and Development Services Involve: City Planning, City Council, Planning Commission,	N/A
LONGER-TERM ACTIONS <i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
LC-A11: Entryway Improvements Plan	Coordinate with South Dakota Department of Transportation, adjacent communities, Pennington and Meade Counties, and private property owners to define visions for the various City gateways and entry corridors. Identify priority projects and establish guidelines to guide future development in these areas.	Program, Improvement project	Lead: Community Planning and Development Services, Public Works Involve: Box Elder, Summerset, Piedmont, Pennington County, Meade County, National Forest Service, South Dakota Department of Transportation, and private property owners, and others	Funding Needed (consultant assistance may be needed)

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Action	Description	Action Type	Partners	Funding
LC-A12: Non-Residential Design Guidelines	Develop and consider adoption of guidelines and standards to elevate the quality of non-residential development. Topics to address might include building massing, site design, lighting, signage, and sustainable development practices.	Regulatory revisions	Lead: Community Planning and Development Services Involve: City Council, Planning Commission	Funding Needed (consultant assistance may be needed)
LC-A13: Wildlife-Friendly Design	Develop and consider adoption of standards to protect established wildlife corridors and to address appropriate landscaping, lighting, and other design considerations in areas with high wildlife activity.	Regulatory revisions	Lead: Community Planning and Development Services, Public Works, Parks Department Involve: City Council, Planning Commission, National Forest Service	Funding Needed (consultant assistance may be needed)
LC-A14: Downtown Housing Catalyst Projects	Identify potential catalyst sites for housing in the Downtown area. Solicit or partner with a developer to build a multi-family housing project to generate an expanded housing supply in Downtown and to help momentum for additional projects.	Public Improvement Project	Lead: Community Planning and Development Services, Public Works Involve: Community Resources, Public Works, Economic Development Organizations, Development Community	Funding Needed (consultant assistance may be needed)
LC-A15: Historic District Guidelines	Support the development and adoption of City historic district design guidelines to tailor the Secretary of the Interior's standards to unique local conditions.	Regulatory revisions	Lead: Community Planning and Development Services, Historic Preservation Commission Involve: Public Works, Development Community	Funding Needed (consultant assistance may be needed)

STRATEGIES TO ENSURE A SAFE, HEALTHY, INCLUSIVE, AND SKILLED COMMUNITY



This Core Value addresses the safety, health, and well-being of the community. It also addresses educational opportunities in the city with a strong focus on life-long learning. It focuses on Rapid City as a diverse, caring, and inclusive community. Additionally, it addresses hazard and disaster risk reduction, public safety, and community resiliency. Access to food, opportunities for fitness, and accessibility of health and social services are also addressed in this Core Value. Strategies to ensure a safe, healthy, inclusive, and skilled community include:

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
SHIS-A1: Education Coordination	Facilitate a routine (e.g., quarterly) coordination meeting between City leadership and educational providers. Coordination topics should include facility planning, community educational needs/issues, and opportunities for collaboration.	Regional coordination	Lead: Community Planning and Development Services and City Leadership Involve: Rapid City Area School District, South Dakota School of Mines and Technology, University Center, Western Dakota Technical Institute, Oglala Lakota College, National American University, Career Learning Center, Rapid City Libraries, and others	N/A
SHIS-A2: Fire Department Long-Range Deployment Plan	Support implementation of the Rapid City Fire Department's Long-Range Deployment Plan. Focus on completion of a Downtown fire station and implementation of Phase 1 recommendations.	Program	Lead: Fire Department Involve: City Council, Planning Commission, County Emergency Management, National Forest Service	N/A
SHIS-A2: Fire Hazard Awareness and Risk Reduction	Continue education programs focused on establishing survivable spaces and promoting emergency preparedness.	Program	Lead: Fire Department Involve: City Council, Planning Commission, County Emergency Management, National Forest Service	N/A

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Action	Description	Action Type	Partners	Funding
SHIS-A4: Local Food Access	Coordinate transit service, where practical and efficient, with Farmers Market location and schedule and other places where local and/or healthy food is sold or distributed (e.g., food bank, grocery stores).	Program, Agency coordination	Lead: Rapid Ride Involve: Community Planning and Development Services, Social Service Organizations	N/A
NEAR-TERM ACTIONS <i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
SHIS-A5: Service Provider Shared Facility Study	Study the facility programming needs of community health and social service providers, and explore feasibility of creating a centralized, shared facility to maximize efficiency and establish one-stop-shop approach to service delivery.	Program, Agency coordination	Lead: Community Resources Involve: Community Planning and Development Services, Social Service Organizations	Funding Needed (new program)
LONGER-TERM ACTIONS <i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
SHIS-A6: Safety & Lighting Improvements	Engage the public in a dialogue about safety and lighting needs in the community, building on the successes of the Light the Night project. Consider the installation of additional lighting, security cameras, and/or emergency call boxes in high-needs areas, such as along greenway trails, alleys, and parking structures.	Program, Public improvements	Lead: Police Department, Public Works Involve: Community Planning and Development Services, County Sheriffs, Parks and Recreation, Code Enforcement, and others.	Funding Needed (new program)

STRATEGIES FOR EFFICIENT TRANSPORTATION AND INFRASTRUCTURE SYSTEMS



This Core Value addresses ways to achieve a well-maintained network of infrastructure and transportation systems that meets the needs of residents and businesses. It addresses the provision of infrastructure like water, wastewater, and storm drainage. It also aims for a safe and efficient multi-modal transportation system. Finally, it addresses an integrated network of intermodal facilities. Strategies to achieve efficient transportation and infrastructure systems include:

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
TI-A1: Transportation and Infrastructure Coordination	Continue coordination of street projects within the same ROW as infrastructure projects, and begin using land use and transportation to help prioritize infrastructure projects	Agency coordination, Public Improvements	Lead: Public Works Involve: Community Planning and Development Services, Metropolitan Planning Organization (MPO)	N/A
TI-A2: Development Review for Alternate Modes	Implement a formal checklist tool that identifies how alternate modes will be accommodated with the proposed development activity.	Policy decision, Regulatory revisions	Lead: Community Planning and Development Services, Public works Involve: Parks and Recreation	N/A
TI-A3: Major Street Plan Implementation and Integration	Coordinate land use plans and development review with the major street plan. Ensure that development activities preserve ROW for future roadways. Variances should be granted only when proper conditions are satisfied.	Policy decision, Regulatory revisions	Lead: Community Planning and Development Services, Public Works Involve: MPO	N/A
TI-A4: Development Exceptions and Variances	Continue a development exception and variance process that includes specific, objective and clear criteria by which a variance from standards will be evaluated. Implement a method for tracking such requests and responses.	Policy decision, Regulatory revisions	Lead: Community Planning and Development Services, Public Works Involve: MPO	N/A

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Action	Description	Action Type	Partners	Funding
TI-A5: Multi-modal Balance	Require all capital projects to consider needs of all travel modes	Policy decision, Public Improvements	Lead: Community Planning and Development Services, Public Works Involve: MPO	N/A
TI-A6: Current Standards and Plans	Ensure that land use planning and development review processes incorporate existing City Infrastructure Design Criteria and the City's existing Transportation Plans.	Policy decision, Regulatory revisions	Lead: Community Planning and Development Services, Public Works Involve: MPO	N/A
TI-A7: Street Cross-Sections	Integrate additional street cross-sections into the City's Infrastructure Design Criteria Manual, considering the section options provided in the Bicycle and Pedestrian Master Plan.	Regulatory revisions	Lead: Public Works, Community Planning and Development Services Involve: MPO	N/A
TI-A8: Transit Provider Coordination	Organize and champion coordination meetings for transit providers serving Rapid City to identify shareable resources and opportunities to combine services and functions.	Agency coordination	Lead: Community Planning and Development Services, Public Works Involve: Rapid Transit, Prairie Hills Transit, River Cities Public Transit	N/A

Action	Description	Action Type	Partners	Funding
NEAR-TERM ACTIONS <i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
TI-A9: Access Management	Implement access management techniques, Develop access management plans for highway corridors and other high-use roadways. Revise design criteria to incorporate access spacing requirements specific to different facility types	Program, Regulatory revisions	Lead: Public Works, Community Planning and Development Services Involve: MPO, Community Planning and Development Services, SDDOT, FHWA	Funding Needed (new program)
TI-A10: Asset Management	Adopt asset management practices on a limited basis to test for broader implementation.	Program	Lead: Public Works Involve: Finance Department	Funding Needed (new program)
TI-A11: Bicycle Accommodations	Add bicycle improvements into existing road and transit infrastructure upgrades, including design for facilities within public buildings such as showers, bike racks, and bike lockers	Public Improvements	Lead: Public Works Involve: Community Planning and Development Services, Rapid Transit	Funding Needed (new project)
TI-A12: Box Elder Drainage Basin Study	Complete a study of the Box Elder Drainage Basin to identify future stormwater infrastructure needs in the area prior to development.	Program	Lead: Public Works Involve: Community Planning and Development Services	Funding Needed (new program)
TI-A13: Complete Streets Guide	Assemble a complete streets guide that provides guidance for considering the needs of pedestrians and bicyclists in new development, redevelopment and street reconstruction.	Policy decision, Regulatory revisions	Lead: Public Works, Community Planning and Development Services Involve: MPO, SDDOT, Parks and Recreation	Funding Needed (consultant assistance may be needed)

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Action	Description	Action Type	Partners	Funding
TI-A14: Development Review for Accessibility	Incorporate into the development review process considerations of transportation and transit accessibility such as proximity to population of users, clients, etc.	Policy decision, Regulatory revisions	Lead: Community Planning and Development Services Involve: Public Works, Parks and Recreation	N/A
TI-A15: Multi-Modal Marketing	Coordinate and develop marketing campaigns to promote the use of alternative modes, both individually and together. Include basic information about transit amenities provided, such as bike racks on buses.	Program	Lead: Rapid Transit Involve: MPO, City of Rapid City	Funding Needed (new program)
TI-A16: Regional Corridors	Prioritize corridors that enhance regional mobility within the transportation planning process	Policy decision	Lead: Public Works Involve: MPO	N/A
TI-A17: Quiet Zones	Evaluate potential implementation of quiet zones at high rail traffic locations through populated areas	Program	Lead: Public Works Involve: Railroads, SDDOT, FHWA, FRA	Funding Needed (consultant assistance may be needed)
TI-A18: Sidewalk Condition Analysis	Create sidewalk condition performance measures and implement an ongoing sidewalk conditions documentation process.	Program	Lead: Public Works Involve: Parks and Recreation, Code Enforcement	Funding Needed (new program)

Action	Description	Action Type	Partners	Funding
TI-A19: Regional Collaboration	Identify regional stakeholders and their relationship status with the City. Meet regularly with key regional partners and champion efforts to bring together stakeholders. Hold regional events to promote transportation goals, such as an annual bike-to-work-day. Proactively participate in regional transportation corridor planning efforts, such as the Ports-to-Plains corridor. Participate in and/or organize multi-state planning projects to advance projects that improve regional mobility.	Regional coordination, Program	Lead: Public Works Involve: Community Planning and Development Services, MPO, Box Elder, Summerset, and Piedmont	N/A
TI-A20: Transportation Management Organization (TMO)	Commission an organization dedicated to developing and implementing Travel Demand Management strategies in Rapid City. Organize groups/individuals to champion TDM strategies, and provide data support for these efforts.	Program	Lead: Community Planning and Development Services Involve: Public Works, MPO, SDDOT, FHWA	Funding Needed (new program)
LONGER-TERM ACTIONS <i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
TI-A21: Bus Stop Improvements	Enhance bus stop amenities beginning with higher-use bus stops and stops more utilized by senior populations. Amenities may include shelters, benches, lighting, and ADA measures. Improve access facilities such as sidewalk ramps	Program, Public Improvements	Lead: Public Works Involve: Rapid Transit, Community Planning and Development Services	Funding Needed (new projects)

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Action	Description	Action Type	Partners	Funding
TI-A22: Level Of Transit Service	Explore opportunities to increase transit service frequency along highest used routes, provide increased regional transit options, and expand service to Sundays	Program	Lead: Rapid Transit Involve: Community Planning and Development Services, Public Works	Outside
TI-A23: Regional Roadway Opportunities	Preserve right-of-way along alignments of future major regional roadway connections and beltway routes.	Program	Lead: Community Planning and Development Services Involve: SDDOT	N/A
TI-A24: Bicycle Network	Prioritize fully connected bicycle facility development and plan future bicycle facilities to fill in existing gaps and provide direct access between residential and activity center land uses. Grade, map, and publish existing bicycle routes according to user types, and plan future bicycle network additions to assist all user types in moving throughout the city. Identify missing links between on and off street bicycle facilities and prioritize the filling in of network gaps.	Program	Lead: Community Planning and Development Services Involve: Public Works, Parks and Recreation	Funding Needed (new program)
TI-A25: Major Pedestrian Crossings	Create a prioritized listing of problematic pedestrian crossing locations. Identify pedestrian projects to be implemented as funding becomes available.	Program, Public Improvements	Lead: Public Works Involve: MPO, SDDOT, Parks and Recreation	Funding Needed (new projects)
TI-A26: Pedestrian Links	Identify locations lacking pedestrian connections between neighborhoods and activity centers and preserve right-of-way to provide these connections	Policy decision, Program	Lead: Public Works Involve: Community Planning and Development Services, Parks and Recreation	N/A

Action	Description	Action Type	Partners	Funding
TI-A27: Sidewalk Improvements	Implement important sidewalk improvements as a priority within the CIP utilizing the City's Bicycle and Pedestrian Master Plan and the sidewalk conditions analysis process.	Public improvements, Program	Lead: Public Works Involve: MPO, Parks and Recreation	Funding Needed (new projects)
TI-A28: Transit Accessibility	Make necessary adjustments to bus routing to ensure high level of accessibility for major employers and social services.	Program	Lead: Rapid Transit Involve: Community Planning and Development Services, Public Works	Outside
TI-A29: Regional Intermodal Freight Plan	Work with the MPO to develop a regional intermodal freight plan to initiate freight planning in the region and enable the prioritization of freight projects within the overall transportation planning process. The plan would prioritize intermodal connectivity improvements, identify freight facilities to preserve, develop regional rail improvements, prioritize highway grade crossings, identify mitigation strategies for existing impacts from freight facilities, formalize a truck routing system, and identify strategies to reduce shipping costs for the region. Incorporate action items from the regional intermodal freight plan into the land use planning, transportation planning, development review, and CIP processes.	Program	Lead: Public Works, Community Planning and Development Services Involve: MPO, Rapid City Regional Airport FHWA, SDDOT, Federal Railroad Administration, local business interests	Funding Needed (may require consultant assistance)

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Action	Description	Action Type	Partners	Funding
TI-A30: Transit System Usability	Make using the transit system easier by simplifying the route system and providing more extensive rider information online, including schedules, maps, and fares.	Program	Lead: Rapid Transit Involve: Community Planning and Development Services, Public Works	Outside
TI-A31: Airport Connections for Freight and Passengers	Plan for a new north-south roadway connection between the Rapid City Regional Airport and Interstate 90. Assess feasibility of a connection between the airport and rail to enhance efficiency of freight transfers.	Public Improvements	Lead: Rapid City Regional Airport Involve: Community Planning and Development Services, MPO	

STRATEGIES TO SUPPORT ECONOMIC GROWTH AND STABILITY



This Core Value addresses ways to diversify, strengthen, and grow the local and regional economy. It addresses the expansion of economic diversity through new business attraction, local business support, and enhanced quality of life. It focuses on strengthening Rapid City’s role as an economic hub for the region. The Core Value also addresses resource coordination to align with economic growth and stability. Strategies to promote economic growth and stability include:

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
EC-A1: Employment Area Alignment	Align and identify employment areas in the Rapid City and associated target industries. Ensure that land use designations are appropriate for target industries and partner with area economic development organizations to ensure information is integrated as part of target industry marketing materials.	Program, Policy decision	Lead: Community Planning and Development Services Involve: City Council, Planning Commission, Economic Development Organizations	N/A
EC-A2: Public Financing and Development Incentive Toolbox	Identify potential public financing tools or development incentives the City could use. Identify regulatory barriers to use of the tools that need to be addressed. Potential tools are shown in the Implementation Toolbox section (see page 215).	Policy Decision, Regulatory Revisions, Regional coordination	Lead: Finance Department, City Attorney Involve: Community Planning and Development Services, City Council, Economic Development Organizations	Funding Needed (new incentives/tools)

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Action	Description	Action Type	Partners	Funding
NEAR-TERM ACTIONS <i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
EC-A3: Economic Development Incentive Strategy	Develop an economic development incentive use strategy that ties use of incentives to target industries and employment areas.	Policy decision, Regulatory revisions, Program	Lead: Finance Department, City Attorney Involve: Community Planning and Development Services, City Council, Economic Development Organizations	Funding Needed (consultant assistance may be needed)
EC-A4: Pilot Employment Area Master Plan	Develop a master plan for one of the employment areas to use as a guide and pilot master plan effort. Consider strategies such as targeted public improvements, regulatory amendments, financial tools, and public-private partnerships to focus economic development efforts in priority area.	Public improvement project, Program	Lead: Community Planning and Development Services Involve: Public Works, City Council, City Planning Commission, Economic development organizations, property owners, business groups	Funding Needed (consultant assistance may be needed)

Action	Description	Action Type	Partners	Funding
LONGER-TERM ACTIONS <i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
EC-A5: Modify Water and Sewer Infrastructure System Expansion Approach	Explore changing the City’s water and sewer enterprise funds fees to increase connection fees to provide revenue for system expansions and to create a formalized program to create a public-private infrastructure expansion program. Complete an analysis of the full cost of system expansion and service provision to better align fees with costs and provide as a basis for changes to the current fees and the creation of new programs. Potential programs and strategies are shown in the Implementation Plan Toolbox section (see page 215).	Policy Decision	Lead: Public Works Involve: City Council, Community Planning and Development Services, Finance Department, Planning Commission	Funding Needed (consultant assistance may be needed)
EC-A6: Grow the Tax Base	Consider establishing a set policy for allowing the tax base to grow by CPI or 3 percent annually while keeping the effective tax rate constant for property owners as way to provide more stability to tax rates for residents and businesses, and to make budget forecasting more reliable and reduce political barriers to consistent revenue generation.	Policy Decision	Lead: City Council Involve: Finance Department, City Attorney	New

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Action	Description	Action Type	Partners	Funding
EC-A7: Home Rule Status	Evaluate the benefits to revenue generation, governance structure and effective community investment from becoming a home rule municipality. Pursue becoming home rule status if evaluation shows sufficient benefit.	Regulatory Revision	Lead: City Attorney Involve: City Council, Finance Department	N/A
EC-A8: Priority Employment Areas Infrastructure Projects	Identify needed infrastructure improvements in priority employment areas to attract and retain businesses. Prioritize infrastructure improvement projects that help satisfy these needs.	Public Improvement Project, Program	Lead: Community Planning and Development Services Involve: Public Works, City Council, Planning Commission, Economic Development Organizations	Funding Needed (consultant assistance may be needed)
EC-A9: Shift Infrastructure Burden	Evaluate potential tools to allow the City to shift the burden of providing infrastructure to new development without burdening the entire tax base. Develop a program to allow for residents and businesses directly benefiting from improvements to share the cost placed on the City to provide infrastructure. Potential tools and strategies are show in the implementation toolbox section (see page 215).	Policy Decision	Lead: Public Works Involve: City Council, Community Planning and Development Services, Finance Department, Planning Commission	Funding Needed (consultant assistance may be needed)

Action	Description	Action Type	Partners	Funding
EC-A10: Tax Increment Financing Refinements	Redefine the criteria and standards used for approval of TIF requests to increase the burden of proof of project feasibility, limit use in greenfield areas, tie the use of TIF to achieving comprehensive plan goals, and only use TIF in priority growth or employment areas.	Policy Decision, Regulatory Revision	Lead: Finance Department Involve: City Council, Community Planning and Development Services, Public Works, Planning Commission, School Districts, Pennington County	N/A
EC-A11: Tourism Revenue	Evaluate expansions on tourism fees and taxes to minimize the impact of tourism on City services and infrastructure and provide amenities for tourism workers. Potential strategies are shown in Implementation Toolbox section (see page 215).	Program	Lead: Finance Department Involve: Community Planning and Development Services, City Council, Tourism Industry Stakeholders	Funding Needed (consultant assistance may be needed)
EC-A12: Small, Disadvantaged and Minority Owned Business Development Plan	Create a strategic plan for encouraging, incentivizing, and aiding in the creation of new small businesses, especially those owned by or hire disadvantaged and minority residents in the community. Identify ways to better leverage existing programs, such as HUD Section 3 Funds, and create new tools to aid in the creation of new businesses. Elevate the priority of these efforts with other economic development efforts. Identify a clear champion organization or City department to implement the plan.	Program	Lead: Community Development Division Involve: City Council, Planning Commission, Economic Development Organizations, business groups	Funding Needed (consultant assistance may be needed)

STRATEGIES TO PROVIDE OUTSTANDING RECREATIONAL AND CULTURAL OPPORTUNITIES



This Core Value provides ways to ensure that the community's parks and recreation facilities continue to develop as a system of interconnected amenities. It also addresses the expansion of arts and cultural opportunities in the community. It emphasizes the enhancement of community and recreation facilities, including expanding the greenway system and providing trail connections. Finally, it addresses supporting and sustaining arts and cultural activities in the community. Strategies to provide outstanding recreational and cultural opportunities include:

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
RC-A1: Institutionalize Parks and Recreation Map as a Tool for Internal Planning and Development Review	Institutionalize the Parks and Recreation map provided in this Plan as a tool to help evaluate parks and recreation needs for proposed Planned Development projects, as well as to identify opportunities to implement capital improvements or other projects that support multiple objectives. (e.g., stormwater improvements and trail connections)	Policy Decision	Lead: Community Planning and Development Services Involve: Public Works, Parks Department, City Council, Planning Commission	N/A
RC-A2: Support for Local Arts and Cultural Initiatives	Support local arts and cultural organizations in their efforts to: <ul style="list-style-type: none"> ▪ Identify dedicated funding sources to ensure ongoing support for existing facilities and programs; ▪ Provide ongoing support for events that showcase the arts and cultural resources unique to the community and region; and ▪ Expand the role of arts and culture in community activities and the built environment. 	Policy Decision, Regulatory Revisions	Lead: City Council Involve: Planning Commission, Community Planning and Development Services, Parks and Recreation, Arts and Cultural Organizations, tribal representatives, School District	N/A

Action	Description	Action Type	Partners	Funding
NEAR-TERM ACTIONS <i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
RC-A3: Parkland Dedication	Consider requiring the dedication of land (or cash-in-lieu) for parks and open space purposes for larger developments. Clearly define size thresholds for specific projects, types of development to which dedication would apply, and variations in requirements by location as applicable (e.g., infill vs. greenfield).	Policy Decision, Regulatory	Lead: Community Planning and Development Services/Parks and Recreation Involve: City Council, Planning Commission	N/A
LONGER-TERM ACTIONS <i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
RC-A4: Parks and Recreation Plan Update	Update the 2007 Parks and Recreation Plan to establish an updated inventory of facilities (aligned with categories and targets established by this Plan), reflect the availability of new tools for acquisition and funding (as applicable), and identify updated 5-year priorities.	Policy Decision	Lead: Community Planning and Development Services/Parks and Recreation Involve: City Council, Planning Commission	Funding Needed (consultant assistance may be needed)
RC-A5: Cultural Tourism Plan	Work with local and regional partners to develop a long-range plan to promote cultural tourism in Rapid City.	Policy Decision	Lead: Community Planning and Development Services Involve: City Council, Planning Commission, Rapid City Arts Council, the Rapid City Convention and Visitors Bureau, the Rapid City Economic Development Partnership, the Rapid City Chamber of Commerce, tribal representatives, and other public and private entities.	Funding Needed (consultant assistance may be needed)

STRATEGIES FOR RESPONSIVE, ACCESSIBLE, AND EFFECTIVE GOVERNANCE



This Core Value addresses the fiscal responsibility, accessibility, and responsiveness of the Rapid City government. It also addresses ensuring opportunities for public involvement and engagement in the government. The Core Value also addresses leadership, continuity, and transparency in staff and elected officials.

Action	Description	Action Type	Partners	Funding
IMMEDIATE ACTIONS				
<i>CONCURRENT AND ONGOING WITH THE ADOPTION OF THIS PLAN UPDATE</i>				
GOV-A1: Plan Conformity Assessment	Include an assessment of conformity with the Comprehensive Plan (including Plan policies and maps) in all staff reports to the City Council and the Planning Commission. Include a staff recommendation for approval, approval with conditions, or denial of a proposal, based on assessment of conformity with the Comprehensive Plan, as well as all other applicable requirements.	Policy decision	Lead: Community Planning and Development Services Involve: City Council, Planning Commission, all major City departments	N/A
NEAR-TERM ACTIONS				
<i>FOLLOWING PLAN ADOPTION, OVER THE NEXT 2 YEARS</i>				
GOV-A2: Charter Committee	Establish a committee comprised of City leaders and members of the public to research and explore potential changes or enhancements to increase continuity and effectiveness of the local governmental structure, including conversion to a home-rule municipality, appointment of a City manager, and/or reviewing term limits.	Policy decision	Lead: City Council, Chamber of Commerce Involve: City Attorney, and members of the public	N/A
GOV-A3: Development Review Team Processes	Continue to improve and streamline Development Review Team (DRT) processes in accordance with recommendations outlined in the 2010-2013 Progress Report and Assessment.	Policy decision	Lead: Community Planning and Development Services, Public Works Involve: City Council, Planning Commission	N/A

Action	Description	Action Type	Partners	Funding
GOV-A4: Leadership Training	Develop and facilitate a training course for incoming elected officials and appointed officials in order to enhance productivity and help alleviate the steep learning curve. The training course should clarify roles for boards, commissions, and committees, outline procedures and expectations, and provide an orientation to the Comprehensive Plan and Priority-Driven Budgeting process.	Program	Lead: Community Resources Involve: City Council, Planning Commission, City Attorney, City Department Heads	N/A
GOV-A5: Plan Monitoring Report	Provide ongoing monitoring of the goals and implementation of the Comprehensive Plan. Produce, publish, and present an annual Plan monitoring report that summarizes completed action strategies, and updates key indicators, such as permit activity, population and job growth, and fiscal information.	Program	Lead: Community Planning and Development Services Involve: Department Heads, City Council, Planning Commission	N/A
GOV-A6: Sustainability Liaisons	Establish a network of City department liaisons to coordinate with the Sustainability Committee on an ongoing basis for inward and outward City sustainability issues.	Agency coordination	Lead: Mayor's Office and Sustainability Committee Involve: All major City departments	N/A
GOV-A7: Sustainability Education	Build and promote an education program about the benefits of sustainability and a clearinghouse of information about sustainable practices and programs. Pursue opportunities to organize and host a sustainability conference or educational sessions. Potential topics include gardening, composting, landscaping, and energy efficiency improvements.	Program	Lead: Mayor's Office and Sustainability Committee Involve: City Council, Planning Commission, Community Planning and Development Services, Public Works	Funding Needed (new program)

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Action	Description	Action Type	Partners	Funding
LONGER-TERM ACTIONS <i>2 TO 5 YEARS, FOLLOWING PLAN ADOPTION</i>				
GOV-A8: Sustainability Coordinator	Consider establishing a Sustainability Coordinator position, with dedicated leadership, to monitor, support, and implement the City’s sustainability efforts programs	Program	Lead: Mayor’s Office and Sustainability Committee Involve: City Council, Planning Commission, Community Planning and Development Services, Public Works	Funding Needed (new program)
GOV-A9: Sustainable community Rating System	Consider adopting the STAR Community Rating System to measure progress in strengthening environmental, economic, and social systems. Utilizing such a program could lead to Rapid City becoming nationally recognized as a STAR city.	Program	Lead: Mayor’s Office and Sustainability Committee Involve: City Council, Planning Commission, Community Planning and Development Services, Public Works	Funding Needed (new program)

MONITORING & REPORTING

Ongoing monitoring of the Comprehensive Plan will help measure progress and ensure that it remains a valid and useful tool to guide growth and decision-making. This section addresses monitoring and reporting at two levels: quarterly (to coincide with the Rapid City Progress Report issued through the Mayor's Office) and annually (to inform the City's budgeting process).

QUARTERLY PROGRESS REPORT

The Rapid City Progress Report, issued quarterly through the Mayor's Office, provides an update of projects in progress, long-term goals, and actions taken. Members of the public may subscribe to receive the Progress Report via email, a valuable service that keeps residents and the business community up-to-speed on City indicators and achievements.

In order to enhance alignment between the Progress Report and the Comprehensive Plan, it would be valuable to organize the Progress Report in a manner that mirrors the seven Core Values established in this Comprehensive Plan. Each of those sections would include notes about progress, achievements, actions taken and current efforts. Information about building permit trends and public works infrastructure spending should remain as an attachment to the Progress Report.

The Progress Report should be available on the City's website, both under the Mayor's Office

page, as well as on the Comprehensive Plan page.

ANNUAL REPORT

Beyond the quarterly Progress Reports, an Annual Report would be a beneficial tool to monitor the Comprehensive Plan's implementation and to track achievements. The Annual Report should include a summary of all of the actions from the Priority Action Plan that were completed during the year or are in progress. This exercise will also help inform future amendments and updates to the Plan.

Annual indicators, such as permit totals, infrastructure spending, and population and employment growth would also be beneficial to include in the Annual Report. Lastly, new trends, issues and opportunities facing the City should be identified in the Annual Report—especially those that may lead to changes or updates to the Comprehensive Plan. The Annual Report should be made available to all City departments and should be posted on the Comprehensive Plan page.

PLAN UPDATES & AMENDMENTS

The life of the Comprehensive Plan is ongoing and does not stop when the Plan is adopted. Additions and subsequent planning studies may be necessary to address new opportunities and emerging issues. Moreover, revisions will be necessary to keep the Plan relevant and in-line with current conditions. This section outlines the timelines and procedures for Major Updates to the

Comprehensive Plan, as well as Minor Amendments.

MAJOR UPDATE

For this Comprehensive Plan to effectively serve the community over time, the City must periodically review and amend it to reflect changes in the community. A comprehensive Major Update to the Plan will enable the City to check in with the community and to assess changes in economic conditions, development trends, and community values. The Major Update will also provide an opportunity to revisit and confirm or adjust the Core Values, goals, and policies, and to identify new implementation strategies to include in the Priority Action Plan.

The City can determine when to initiate a Major Update, but at a minimum, an update should occur at least every five to six years. A Major Update should include opportunities for involvement by the public, City staff, elected and appointed officials, and other affected interests. It should also include an updated or new Community Profile, an updated Priority Action Plan, and new or revised Core Values, goals, and policies.

MINOR UPDATES

A separate process should be established for Minor Amendments to the Comprehensive Plan for targeted text or map adjustments that do not significantly affect other parts of the Plan. Routine Minor Amendments should be performed on a yearly basis (following the Annual Report) or periodically as-needed. Minor Amendments may include

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changes to the Future Land Use Plan map, text corrections, or adjustments to one or more sections of the Comprehensive Plan as the result of adoption of newer plans or policies.

Minor Amendments may also be initiated by the public, as stand-alone text or map amendment requests, or concurrently in conjunction with a rezoning application. A Comprehensive Plan Minor Amendment application and schedule of submittal and hearing dates for publicly initiated Minor Amendments should be maintained and posted for public notification. When considering a Minor Amendment, the City and decision-makers should consider whether:

- The proposed amendment is consistent with the overall intent of the Comprehensive Plan;
- The proposed amendment is compatible with the surrounding area and/or the vision, goals, and policies of the Comprehensive Plan;
- Strict adherence to the Comprehensive Plan would result in a situation neither intended nor in keeping with other Core Values, goals, and policies of the Plan;
- The proposed amendment will not have a negative effect on the immediate areas or on transportation services and facilities;
- The proposed amendment will have minimal effect on service provision and/or is compatible with existing and planned service provision and future development of the area; and
- The proposed amendment will not cause detriment to the public health, safety, and general welfare of the people of the City.

IMPLEMENTATION TOOLBOX

To help inform the planning process, Economic and Planning Systems prepared a memorandum that included an overview of how the City has used public financing tools, summarized tools used in surrounding western states, and identified a set of potential actions the City could take to expand its set of public finance tools and new approaches to infrastructure financing. Recommendations contained in the interim memorandum are summarized here as a reference for City staff, elected officials, and others (see Appendix B for the complete memorandum).

This section identifies potential tools and approaches to implement some of the multi-faceted concepts and strategies identified in the Action Plan. This toolbox is intended to provide a summary of ideas as a starting point for discussions about implementation, and is not intended to limit other opportunities or ideas.

HOUSING TOOLS

Reinvestment Program

In order to bolster and increase property reinvestment, the following tools could be considered as part of a potential reinvestment program:

- **Revolving loan fund** for homebuyer assistance (expand beyond CDBG income limits and identify additional funding sources).
- **“Soft” Second Mortgage program** for homebuyers and existing homeowners to create

funds for rehabilitation of homes in targeted neighborhoods (expand beyond CDBG income limits and identify additional funding sources).

Homeowner Assistance. Possible homeowner assistance efforts could include:

- Waste and graffiti clean-up events;
- Paint-a-thons;
- Weatherization workshops; and
- Adopt-a-neighbor coordination.

Housing Diversification

Tools that could be considered in order to diversify the housing stock and expand housing options include the following:

Regulatory updates. Possible code updates to support housing diversity include:

- Minimum density requirements for large subdivisions to ensure a mixture of housing types.
- Rezone mobile home parks to residential zones and limiting rezoning and/or redevelopment to nonresidential uses.

Land Dedication/Land Banking.

- Affordable or workforce housing land dedication requirements for major subdivisions or projects using incentives or TIF.
- Establishment of a land bank program to identify and obtain key sites for housing diversification.

Tax Credits. Petition the South Dakota Housing Finance Authority to require a certain percentage of tax credits allocated for low income tax credit housing rental developments to be for mixed

income projects that have a mixture of market rate and affordable units, or require tax credit projects to have a mixture of affordable and market rate units for approval. Consider setting requirements by specific areas of the City.

TIF Expansion. Expansion and further clarification of the use of TIF for workforce and affordable housing.

Housing Pilot Projects. Housing diversity expansion pilot projects in which the City partners with private developer to identify a site and develop a housing project in a targeted area to address needs or serve as a catalyst for demand for similar housing in the area. Use public financing tools, such as TIF, to reduce cost to make projects feasible for developer or provide amenities above and beyond what is feasible or typically included in projects.

Affordable and Workforce Housing Options

To increase affordable and workforce housing options, see the Housing Diversification strategies, above, and also consider the following potential tools:

- **Housing goals.** Create long term target housing goals based on annual action plan goals.
- **Inclusionary housing ordinance.** An inclusionary housing ordinance would require a percent of housing in new developments of a certain size or certain area be sold or rented at defined affordable rates. When coupled with density bonuses (to offset the cost of below market housing)

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and a fee-in-lieu program, inclusionary zoning is an effective tool for building and funding workforce housing.

- **Real estate transfer tax/fee.** Most often used in tourism driven communities where home prices are driven up by second home owners and overnight visitors. Revenue is used to build or purchase units that are made permanently affordable.
- **Tourism Fees.** Expansion of tourism fees (i.e. lodging tax/fees, sales tax) to pay for housing to serve tourism workers.
- **Developer Loan Fund.** A fund to provide gap financing for affordable housing projects.
- **Development Fee Waivers.** The City will need the ability to waive development fees for affordable housing; however development fees in Rapid City are relatively low and may not have a significant impact.
- **Tourism and Regional Commercial Linkage Fees.** Regional retail and tourism development linkage fees are impact fees placed on commercial development that link the employees and wage levels generated by development to the housing needed to mitigate its impact. Other communities have used these programs in conjunction with a fee-in-lieu program as part of inclusionary housing ordinances to develop and fund additional workforce housing. Linkage fees are most often applied to retail, accommodations, and recreation/resort developments.

- **Rental Rehabilitation.** A rental rehabilitation program (low/no interest loan program) to assist landlords in renovating and upgrading substandard rental housing.
- **Purchase and Rehabilitate Aging Rental Properties.** Identify opportunities to purchase and rehabilitate aging rental properties as new workforce housing. The Low Income Housing Tax Credit program can be used to help finance acquisition and rehabilitation projects.
- **Accessory Dwelling Units.** Allow for Accessory Dwelling Units (granny flats) specifically in areas with high demand from students or seasonal tourism workers. These units can provide an income source for home owners and contribute to the supply of rental housing. They also provide an opportunity for elderly residents to live close to family members and age in place.
- **Renter Down Payment Programs.** Renter down payment savings programs are sometimes used by developers and builders who are involved in both the rental and for-sale markets. These programs give renters the option to place a portion of their rent into a savings account towards a down payment for a home built by the same developer or builder. Encourage the development community to implement this type of program.
- **Down payment assistance.** Provides additional down payment funds, in form of a zero or low interest loan, for home buyers with annual

incomes under specific amounts. Rapid City currently provides this service using CDBG funds but with a limited pool of funds and under income restrictions that are too low to reach all in need.

PUBLIC IMPROVEMENT FINANCING IN RAPID CITY

Rapid City funds infrastructure capital projects through a variety of fund sources, with funds provided mainly through property and sales tax revenues. Three main infrastructure related funds are provided using sales tax revenues, shown below:

- **Vision Fund:** this fund is geared toward economic development that provides funds based on a five year plan for infrastructure, economic development or civic center improvements.
- **Capital Improvement Fund:** this fund is the City's main capital improvement program (CIP). The program is a five year plan that is somewhat fluid to allow for project timing to be revised based on pressing needs. CIP funds can be used on streets, parks, civic buildings, and IT needs.
- **Utility Support Fund:** this fund was created to support the City's utility enterprise funds, such as water and sewer, by providing capital dollars for expansion of these services. The Utility Support Fund has been expanded to include streets. The City has five separate enterprise funds which include water, sewer, solid waste, the airport, and the Civic Center, which are funded through service fees primarily,

with the exception of the Civic Center.

Revenue Generation

The largest revenue sources for the City are property tax and sales/use tax. Property tax rate for the City has been at or around \$3 per \$1,000 of assessed value for the past 10 years. The total amount of property tax revenue generated by the City is controlled by previous year's revenue and changes in assessed valuation; therefore the rate can change from year to year. The annual incremental increase available to the City is restricted to the existing tax base plus new growth in property (i.e. new property through annexation, subdivision, changes in uses, etc.) plus either an increase of 3 percent of the base or an increase tied to the consumer price index (CPI). The City Council has elected not to take the allowed three percent/CPI increase in recent years.

The City sales tax rate is 2 percent for general retail purchases or 3 percent total (with an additional 1 percent) for hotel rooms, prepared foods, and alcohol purchases. The sales tax rate for the City is controlled by the State and cannot be increased without new legislation. The ability of the City to raise more revenue is limited and therefore incentivizes the City to expand its tax base.

The revenues streams provided to the City to pay for capital improvements have not been sufficient enough to cover needed improvements. The decisions made on improvements are balanced between existing infrastructure and new infrastructure. The need to fund

infrastructure to facilitate growth and the general lack of revenue for improvements to existing infrastructure, has caused the City to have unfunded improvements.

New development on the edges of the City has been predominately dependent on infrastructure improvements made by the City or developers to facilitate this growth. Improvements needed to facilitate new development that are not paid for by the City, in turn need to be paid for by developers to allow for new growth. In order to encourage and facilitate development in certain areas, the City has used tax increment financing (TIF) as a tool to allow developers to pay for new infrastructure. TIF is one of the few public financing tools available to the City currently.

Recent Tax Increment Districts (TIDs)

The majority of the recent Tax Increment Districts (TIDs) approved have been to finance infrastructure improvements to allow for greenfield development, including improvements that are sub-regional and serve primarily new uses in that area. Developers most commonly request TIF districts to pay for public infrastructure to service their new developments. TIDs are setup to provide a revenue stream for the developer to pay for infrastructure improvements. When the City uses TIDS, it will not issue debt using TIF as repayment source for any project, unlike developers who use TIF funds to obtain loans to pay for infrastructure with the loan repaid by annual TIF funds. For projects the City builds, the upfront funds come from other City revenue sources which are

paid back through the proceeds from a TID. This practice greatly reduces risk of default on debt for the City and places the risk onto the developer to generate enough incremental taxes to service debt.

TID Criteria

The criteria for establishing a TID in South Dakota are stipulated by State Statute. Generally provisions for the use of TIF are restricted to economic development or removing blight. However, these general purposes allow for broad interpretations and therefore most projects meet the state standards.

The City has a clear set of criteria for using TIF, which includes encouraging redevelopment, to stimulate economic development, to stimulate increased private investment in areas that would have otherwise remained undeveloped or under-developed, to stimulate the construction of affordable housing for low and moderate income residents, and to facilitate the reconstruction, maintenance and completion of the City's existing infrastructure network to support the existing growth and guide the future growth. Applications for a TID require the applicant to meet provisions for project purposes, criteria for use, and eligible costs, much of which are based on the State statute allowing the use of TIF and City standards. The City has a TIF District Project Review Committee, which consists of members of the City Council, Planning Commission, Pennington County, the School District and economic development staff. This committee reviews projects and make recommendations to the

12. Implementation

Planning Commission and City Council. City Council has final approval of the districts.

Rapid City has created 74 Tax Incremental Districts since 1983, with the most recent TID approved in May of 2012. Twelve of the TIDS were approved but never formally adopted and 24 of the districts are still active. TIDs have a maximum length of 20 years and most expire before 20 years. The City currently generates approximately \$13.5 million in property tax annually, of which approximately 8 percent or \$1.1 million is being used by TIDs.

Other Tools and Funding Mechanisms

Rapid City also uses and has tried to use a variety of other tools or mechanisms to fund new infrastructure. The City's water and sewer enterprise funds charge connection fees to connect to city water and sewer, but these fees are relatively small and do not adequately address the cost associated with new connects. The City has allowed some developers to provide connections for a new development area and be repaid by subsequent developers in the area with their connections fees once they develop. This practice is generally not encouraged and creates complications for the City and developers. The City enacted a water impact fee in 2002, via a special election, which was repealed in 2003.

Advantages and Disadvantages of the Current Approach

The current approach to the use of TIF in Rapid City has both positives and negatives.

ADVANTAGES

Some of the positives to the use of TIF are that it:

- Facilitates new development within the City;
- Generates increased tax revenue once the TID expires and increases the value of the City;
- Allows for investment in City with no increase in taxes; and
- Is one of limited set of tools available to the City.

DISADVANTAGES

Some of the negatives to the current use of TIF in Rapid City are that:

- It places a disproportionate burden on all residents and business owners for improvements that often benefit only a narrow section of the community; and
- Widespread use of TIF in the City with approval based on a diluted interpretation of criteria.

Many cities in the country are unable to use existing city-wide revenue to pay for all new infrastructure and therefore have turned to other methods and tools. The City has a relatively limited number of financial tools available to pay for new infrastructure compared to other cities in the western US. This is largely due to State statutes.

The lack of revenue tools hampers the City's ability to provide public facilities for new and existing residents and has led to the routine use of TIF. The use of TIF has become more politically sensitive in recent years, as well. The City needs to identify new approaches and methods for providing public infrastructure and amenities.

DEVELOPMENT INCENTIVE TOOLS

To help inform the City in its expansion of its public financing toolbox, a set of potential actions the City could take to expand its set of public finance tools and new approaches to infrastructure financing are suggested below. Potential tools to finance public improvements and incentivize development include the following:

- **Property Tax Abatement.** The use of tax abatement is allowed in South Dakota. The barrier to use in Rapid City is the willingness of Pennington County to allow it. The use of the tool should be targeted to specific purposes and have clearly defined and stringent criteria for use. Potential uses include aiding in economic development, business recruitment and expansion efforts and to incentivize infill development, redevelopment, and development of workforce and affordable housing.
- **Sales Tax Sharing.** Explore the legality of using a sales tax sharing program. Typically used for attracting retailers or larger retail developments. Sales tax sharing programs are typically tied to the creation of

public infrastructure and are limited to a specified amount and/or time period. The amount of tax revenue shared is typically tied to net new tax generated.

- **Public Improvement Fee.** Additional sales fee on retail purchases, enforced through development covenants or lease agreements, used for public improvements. Legality in South Dakota needs to be explored. Needs to be initiated by business owners, property owner or developer. Potential tool to aid in activity center redevelopment.
- **Small Business Loan Fund** A revolving loan fund that provides zero or low interest loans to new or existing small businesses to fund the purchase of operating space, improvements to potential locations, equipment for operation, and others.
- **Small Business Grant Program** Provide one-time grants to small businesses to help fill any financing gaps for the creation of new business creation or expansion of existing business.

SHIFTING THE TAX BURDEN

To help shift the tax burden to residents and businesses that directly benefit from new public infrastructure, the following approaches and tools could be considered:

- **Improvement Districts.** Improvement Districts charge an additional property tax to a specific geographic area to provide public improvements. The use of improvement

districts is the most direct way to tie infrastructure costs with direct users. The most effective use of improvement districts is for projects that provide a specific improvement to an area and are limited in scope, cost and time frame. The use of improvement districts can replace the current use of TIF to build expansion of infrastructure improvements to serve new development on the City's fringe. The City should identify the barriers to implementing improvement districts in South Dakota. Improvement districts are generally controlled by the local municipality.

- **Special districts.** Special districts are quasi-municipal corporations, which act like municipalities or utility enterprises, to provide specific services to areas in lieu of a city or county providing them. These types of entities are more popular in unincorporated areas where municipal services do not exist. This type of entity could potentially be a way to work around the state regulations regarding cities and counties in South Dakota. These districts charge fees and taxes that are directly related to the improvements and services they provide, and allow for a direct linkage between improvements/services and fee/tax charges for them, which is more politically palatable. There may be State regulations that prevent the use of these districts that may need to be overcome to implement.
- **System Expansion Fees.** A one-time development fee program should be considered

in order to fund capital improvements needed to serve new development. These one-time fees can be used to pay for regional improvements needed to serve new development that are not directly tied to a specific development site or subdivision. They can also be used to allow for the City to pay for oversizing of improvements implemented by the developer upfront and then collect the funds to repay the City as additional development occurs. Sewer system expansion was identified as the most expensive and biggest barrier to new development. A system expansion fee program could be created for specific improvements that serve multiple developments or for larger areas of the City that need trunk infrastructure improvements to serve new growth.

ENTERPRISE FUND RESTRUCTURING

Potential tools to help revamp existing enterprise funds include the following:

- **Increase connection fees** to generate revenue to repay the cost of system expansions needed to serve new development to the City or developer.
- **Developer Improvement Program** that repays the developer who creates upfront infrastructure improvements with funds from subsequent developments. This can work similar or the same way a system expansion fee works.

TOURISM REVENUE

To leverage tourism and create revenue for City services, the following tools could be considered:

- **Expansion of tourism fees** (i.e. lodging tax/fee, sales tax).
- **Additional tourism generated revenue sources** such as car rental tax/fee, service fee on entertainment services (i.e. tickets for performances, tickets for shuttles to attractions, attraction entrance fees).

OTHER POTENTIAL ECONOMIC DEVELOPMENT TOOLS

To grow Rapid City as a regional hub for trade the City can consider apply for or creating certain designations, authorities or districts. Potential options include:

- **Creation of a Foreign Trade Zone** to allow local companies to avoid or defer duties paid on imported goods that are exported internationally or sold domestically. The zone could attract new businesses, lower costs for local business, and could lead to an international airport designation.
- **Attracting a Customs and Border Protection officer** to Rapid City to serve western South Dakota.
- **Creation of Regional Rail Authority** in Rapid City to leverage potential funding opportunities to enhance rail infrastructure.