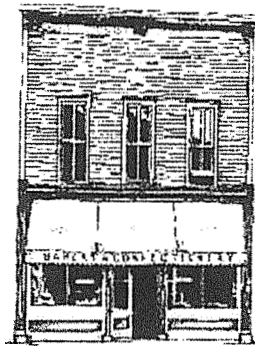




Comprehensive Plan
& *Historic Preservation Action Strategy*

**A Plan for the Development
and Preservation of Deadwood**

Adopted
April 16, 2001



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Forward

This document is the Comprehensive Plan for the City of Deadwood, South Dakota, adopted pursuant to Title 11 of the South Dakota State Statute, and is the official policy guide for future land use decisions in the City of Deadwood. The written vision, goals, and actions, along with the Land Use Plan maps, provide guidance for decisions about the use and development of land, the preservation of historic and natural resources, and the expansion of public facilities and services. This document should be reviewed annually at a public hearing and revised to reflect the changing aspirations of the citizens of Deadwood.

The Plan builds upon and succeeds the 1993 City of Deadwood Comprehensive Plan and is a direct result of citizen involvement aimed at creating a document that represent the spirit of the citizens and history of Deadwood.

Citizen's Vision for Deadwood

The City of Deadwood is blessed with a beautiful environment and an intriguing history of colorful characters and events that make it an attractive place to live and visit. Deadwood draws its vitality from a unique mix of miners, intellectuals, recreation enthusiasts, retirees, historians, and entrepreneurs. It is this unique balance between all sectors of the community that Deadwood is striving to retain and enhance.

The City of Deadwood is seeking to create a community that has a character and design that promotes interaction and involvement by the city's residents, preserves the city's unique history and identity, and ensures the city's long-term economic vitality.

An overall plan for a great city must answer the question, "What do we really want this city to be, and to become?" This isn't a simple question. Any city and its people are both the beneficiaries of special opportunities and, in a sense, the victims of special circumstances suggested by a particular history and geography. Developing a plan for Deadwood has forced us to think about our unique opportunities and challenges, and establish a vision and strategic direction for the future. The core of the Comprehensive Plan lies in our attempt to agree on our purpose for being here.

The fundamental thing we want is for Deadwood to both be and become a city that is livable for all its people. A city in which people can learn, move about, work and play in safety and comfort, with pleasure and pride, and in a sense of openness and opportunity.

It is essential that the living quality for all the people of Deadwood be this plan's central purpose. The question, "Does this action improve the quality of life for people and preserve Deadwood's history for existing and future generations?" is the challenge the plan poses to civic leaders.

Goals for Deadwood

1. The City of Deadwood will promote a land use pattern that takes advantage of the community's unique physical constraints by providing for growth in a way that preserves the region's natural environment, livability, and sense of community.
2. The City of Deadwood will increase the supply of affordable home ownership, rental, and special needs housing units to strengthen neighborhoods in the community.
3. The City of Deadwood will protect the scenic, historic, and small city character and will emphasize and preserve the community's historic past for future generations.
4. The City of Deadwood will promote the diversification of the economy and encourage development and activities that will attract visitors during all seasons of the year.
5. The City of Deadwood will develop and nurture Deadwood's residential areas, provide high quality community services and facilities, and support the enhancement and protection of our recreational and cultural amenities.
6. The City of Deadwood will develop a set of development standards that protect citizens and property from natural and man-made hazards, and policies that protect water quality and the natural environment.
7. The City of Deadwood will prioritize the provision of efficient high-quality municipal services, maintain appropriate service levels, and fund necessary capital improvements and their maintenance to serve the needs of current and future residents and visitors.
8. The City of Deadwood will promote a local and regional road network that serves the needs of residents and visitors, minimizes the disruption to residential areas by vehicular traffic, maintains the highest possible safety standards, and protects the historic integrity of Deadwood.
9. The City of Deadwood will utilize the limited developable land available in and around Deadwood in the most efficient, economic and cost effective manner and will look to new areas to meet long-term needs for various land uses types including business park development, retail services, and housing.

1.0 Introduction

Deadwood, South Dakota is tackling the challenges of the 21st Century with a new vision, spirit of cooperation, set of tools, and commitment to future generations. Beginning in May 1999, Deadwood undertook a broad-based visioning and planning effort known as the Deadwood Comprehensive Plan and Historic Preservation Action Strategy. Under the guidance and sponsorship of the City of Deadwood, hundreds of Deadwood citizens created this plan to guide the city's growth and development during the next century. This is a citizen's blueprint for building and preserving one of the great historic cities in the American west.

The format of the plan is a blend of traditional, policy, and character-based comprehensive plan styles. The City of Deadwood Comprehensive Plan is organized into eight chapters, each with descriptive text, supporting tables, and relevant maps:

1. Introduction
2. Goals and Objectives
3. Land Use Plan
4. Transportation Plan
5. Community Design Plan
6. Historic Preservation Action Strategy
7. Implementation Plan

The chapters document the evolution of the plan and are intended to be read in sequence. Chapter 1 sets the stage for development of the city's goals and objectives in Chapter 2, the recommendations contained in Chapter 3, 4, 5 and 6, and the implementation measures and methods outlined in Chapter 7. All parts of the plan work together towards the realization of the city's vision for the future.

The plan's vision and goals are followed by "strategies" that articulate the plan direction as statements of public policy. "Strategies" list one or more implementation measures that can be taken by city staff, the Planning Commission, or the City Commission, as appropriate, to support the vision and goals.

The implementation chapter brings together the specific strategies

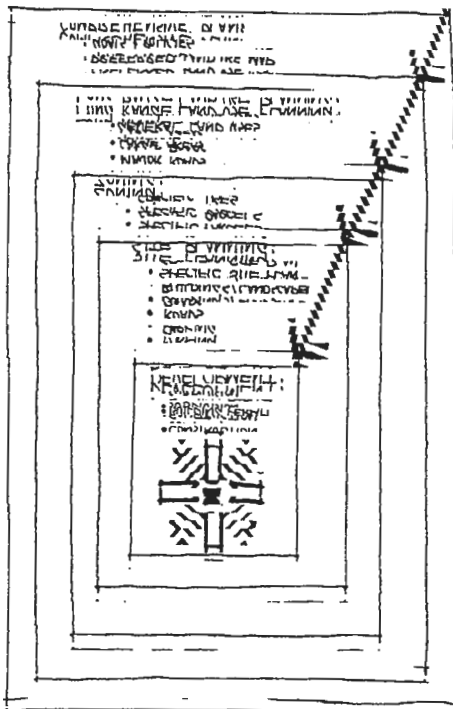


Figure 1-1. The relationship between comprehensive planning and zoning.

from the preceding chapters along with some specific capital investment guidelines and includes a "Plan Map" that depicts of the city's growth and development goals. The Plan Map should be used in conjunction with the "vision, goals, and strategies" to help direct growth and community development.

The plan is considered an advisory document only and is not binding on the zoning discretion of Deadwood. Although advisory, the plan is the basis for regulatory measures including zoning, subdivision and other development code updates and development review recommendations. The plan serves as the foundation for future intergovernmental agreements, capital investment programming, and more detailed studies and plans. The plan is also a community database and can be used as supporting documentation for pursuing grants and financing for community development activities.

The plan should be consulted by city staff, the Planning Commission, and the City Commission when considering development proposals, updating land use regulations, working on intergovernmental issues,

outlining work programs, preparing annual budgets, and reviewing progress toward meeting identified goals. The plan should also be used to assist residents, landowners, and project applicants in responding to land use and development issues important to the citizens of Deadwood.

The plan should be updated on an annual basis as specific strategies are achieved and new needs are identified. Goals should also be reviewed on an annual basis and revised with changing circumstances, as appropriate. The entire document should be reviewed and updated no later than five years from its adoption.

PURPOSE OF THE PLAN

The primary purpose of the plan is to provide the framework for moving the City of Deadwood into the future in a way that takes advantage of the city's resources and opportunities, and results in a high quality of life for both residents and visitors to the area.

The plan will also be used as a basis for a variety of decisions that affect the city's image and environment such as:

- Establishing budgets and setting capital improvement priorities;
- Evaluating annexation and development proposals;
- Acquiring and developing parkland;
- Implementing urban design improvements;
- Promoting historic preservation; and
- Integrating land use, infrastructure, and community service decisions.

SUMMARY OF DEADWOOD'S PLAN

Deadwood's Comprehensive Plan contains the following elements:

- Development of facilities and activities which not only enhance the city's role as the principle, year-round residential and commercial center in the Black Hills Region, but foster a strong year-round tourism base;
- Improvement of the visual appearance of the city and development of a high quality image;
- Development of the undeveloped parcels in city in a manner that results in a successful land use pattern in physical, economic, and historic preservation terms;
- Supporting the construction diverse housing types for residents and visitors, including affordable housing for area workers;
- Improvement of pedestrian and vehicular circulation throughout the community and to nearby recreation and tourist activities;
- Integration of Whitewood Creek into future development plans as a focal point, transportation connection, and for open space and recreation uses; and
- Coalesce a "sense of community" in terms of the physical connections of all parts of the city as well as enhancing cultural opportunities and special events.

PLANNING PROCESS

In May of 1999, the Deadwood City Commission, Planning and Historic Preservation Commission began the process of updating the Comprehensive Plan including the development of the Historic Preservation Action Strategy. This process has involved:

- A review of the existing conditions within the city including: land uses, public facilities, natural resources, circulation and parking, and land use regulations;
- Preparation of Planning Influence Maps for the region and the city core that summarize the existing conditions and the various opportunities and constraints imposed by them;
- A series of work sessions with the City Commission, Planning & Zoning Commission and Historic Preservation Commission to discuss issues facing the city, goals and policies of the community, and various opportunities and constraints;
- Four public workshops to solicit ideas and identify citizen concerns and develop citizen support for the resulting plan.
- Preparation of goals and policies and a series of alternative development scenarios, which were refined into a preferred Land Use Plan for the City;
- Completion of a draft plan that was reviewed and revised with input from the City;
- Public hearings to review the plan and final adoption on August 1, 2000.

The project formally began with a community workshop held in May of 1999, at the Deadwood City Hall. Publicity for the community workshop included press releases and display advertising in the Deadwood and Rapid City newspapers, and invitations to area businesses and organizations.

The purpose of the community workshop was to understand resident perspectives concerning the City and historic preservation issues. After an introduction to the project, participants discussed: (1) the assets and values of Deadwood, (2) issues and concerns, and (3) ideas for the future of Deadwood.

Information critical to the planning effort was collected, compiled, and categorized into a composite issues and analysis summary. Several maps were produced for planning analysis, using base information provided by the City of Deadwood, including Environmental Conditions, Neighborhoods, and Land Use. A Zoning Map and Planning Influences Map were also produced as separate components of the project and were used in the analysis. In addition, a Historic Preservation Action Strategy was prepared and adopted in November of 1999. The Historic Preservation Action Strategy was reviewed in a series of town meetings before adoption and address critical historic preservation objectives for the City.

Using background mapping, information from the community workshop, and the results of a series of interviews, a draft vision, and set of goals and strategies, as well as a series of plan alternatives were prepared. A workshop was held at the Deadwood City Hall in February of 2000, followed by a town meeting. During the town meeting, attendees reviewed the alternatives and expressed their preferences for various planning ideas. Preferred options became the basis for preparing a draft comprehensive plan.

Based on comments collected during the plan review period, a summary of modifications was prepared and a public hearing held concerning the adoption of the Deadwood Comprehensive Plan, in accordance with South Dakota State Statute.

PLAN UPDATES

The Deadwood Comprehensive Plan is a policy document used to guide land use decisions. To function as an effective decision-making document, the plan must be dynamic and flexible enough to respond to changes in economic conditions, legislative action, development technologies, and public attitudes. Therefore, a comprehensive plan amendment procedure is necessary to keep the plan up-to-date and relevant in the face of ever-changing conditions. The procedure for amending the comprehensive plan is described in Chapter 7, Implementation Plan.

2.0 Goals and Actions

INTRODUCTION

Establishing a framework for preservation and development—expressed as a set of goals and actions—is essential to setting a course to be followed as Deadwood grows. It helps define the fundamental principles and basic policy choices necessary to guide the development of the city. As used in the context of this document, goals are intended to "guide growth, development, redevelopment, and public expenditures.

Each goal addresses a specific community issue; however each has implications that overlap more than just a single issue. While the goals focus mostly on physical development of the area, they also contain implications that affect environmental, economic, and social concerns. Each of the goals in this plan is supported by one or more actions that outline specific measures to be taken to achieve the citizen's vision for Deadwood. The actions are organized around major principals contained in the goal.

CITIZEN'S VISION

The City of Deadwood is blessed with a beautiful environment and an intriguing history of colorful characters and events that make it an attractive place to live and visit. Deadwood draws its vitality from a unique mix of miners, intellectuals, recreation enthusiasts, retirees, historians, and entrepreneurs. It is this unique balance between all sectors of the community that Deadwood is striving to retain and enhance. *The City of Deadwood is seeking to create a community that has a character and design that promotes interaction and involvement by the city's residents, preserves the city's unique history and identity, and ensures the city's long-term economic vitality.*

GOALS

Ten goals emerged during the planning process. The goals describe the community's values and are intended to guide growth, development, redevelopment, and public expenditures. Together, these goals form the foundation for defining a series of actions that will help the community achieve the citizen's vision for Deadwood.

Land Use

Deadwood is located in a unique setting, surrounded by world-class natural, cultural and historic resources with tremendous local, regional and national significance. These attributes, together with friendly residents and a strong position in the region's economy, make Deadwood a unique, attractive and desirable place to live. However, the city not only benefits from its unique setting, but also is a victim of it. Deadwood lies in a narrow valley surrounded by steep and unstable slopes. While many of the hillsides around Deadwood have been platted for development, the potential impacts to the city's character and environment could be severe if these areas and were to be developed. In addition, much of the city's developable commercial land has been developed or is being held for potential gaming uses. The impacts of gaming on the availability of land for retail commercial and business use has limited Deadwood's ability to attract a more diversified mix of business to strengthen the local economy. Therefore, Deadwood must look beyond its existing boundaries to provide housing for employees and locations for non-gaming business to increase housing stocks and diversify and strengthen the economy. Most of all, neighborhoods function as the fundamental building blocks for developing and improving residential areas, as well as the integration of residential areas into nonresidential areas. *The City of Deadwood will promote a land use pattern that takes advantage of the community's unique physical constraints by providing for growth in a way that preserves the region's natural environment, livability, and sense of community.*

Housing and Neighborhoods

The greatest deficiency in the Deadwood housing market is housing that is affordable to low and moderate income households. Deadwood land costs, topography, and geology severely hinder the construction of homes within the range in which 70% of potential homebuyers could afford. Current market rents are too high for the estimated 500 households that are living in substandard conditions or commuting long distances.

While some progress has been made in the construction of affordable rental housing, little progress has been made in the production of affordable owner occupied housing. In general, affordable employee housing should be located in the city, where adequate public facilities and services are available.

Deadwood has a variety of neighborhoods, each is unique, but all are

in one of three stages: (1) they are stable and need only help to maintain and refine what they have; (2) they are developing and contain large vacant areas with little infrastructure or established character; or (3) they have a great opportunity for improvement and are either going through major change and need help, especially with housing, infrastructure and amenities. Deadwood must preserve the character of its stable neighborhoods even while the overall demographics of the city are changing. To this end the city government can help assure that the high level of services and amenities are maintained, that existing infrastructure is repaired, that commercial areas are revitalized in ways consistent with each neighborhood, and that rezoning requests that might disturb the stability of a neighborhood are examined critically. In developing neighborhoods, the city government must see that new infrastructure and amenities are provided in a timely fashion and must encourage high quality and creative development. The city must help build these developing neighborhoods so they are incorporated into the city's overall design character, are linked via parkways and streets to the rest of the city, have housing programs that produce integration, have quality neighborhood schools and are developed to meet citywide economic and social goals. *The City of Deadwood supports increasing the supply of affordable home ownership, rental, and special needs housing units to strengthen neighborhoods in the community*

Historic Character, Community Image and Design

The City of Deadwood's character is unique and is known by many for its historic buildings and colorful characters, the citizens of Deadwood have great appreciation for these historic treasures and wish to ensure that they continue to be a meaningful part of the community's identity. Deadwood's history, small town values, location, and pride in property ownership have produced a comforting mix of new and old. *The City of Deadwood will protect the scenic, historic, and small city character and will emphasize and preserve the community's historic past for future generations.*

Economy

Deadwood's economy is strongly based in tourism. In fact, tourism provides a majority of Deadwood's jobs, and sales tax and gaming and tourism-related revenues provide a vast majority of the city's funds. However, as competition on a regional and national level for tourism dollars has increased, gaming revenues in Deadwood have remained relatively flat. As a result, Deadwood's market share of tourist-related dollars has actually dropped.

Gaming has been extremely important to Deadwood's revival, and although gaming should continue to be an important segment of Deadwood's economy, Deadwood must diversify. *The City of Deadwood will promote the diversification of the economy and encourage development and activities that will attract visitors during all seasons of the year.*

Parks, Recreation and Amenities

Deadwood's residents recognize that tourism is an important economic force that can provide jobs and help the community maintain Deadwood's roads, bridges, public facilities, and historic buildings. But, the community also understands that the vitality brought to the city by its residents can be seriously diluted if tourism is allowed to dominate the community's decisions concerning public facilities and development. The small town friendliness, history, parks, open space, trails, and access to public lands are some of the community's greatest assets. These features not only attract visitors, but also make Deadwood a great place to live. *The City of Deadwood will develop and nurture Deadwood's residential areas, provide high quality community services and facilities, and support the enhancement and protection of our recreational and cultural amenities.*

Environment

Deadwood's setting in the Black Hills is exquisite. The valley is flanked by beautiful tree-covered hillsides that are easily accessible to the public. Potential development threatens the natural character of the hillsides that are so important to the character of Deadwood. Additionally, development activity and the associated drainage problems could increase flooding if not adequately addressed. *The City of Deadwood will develop a set of development standards that protect citizens and property from natural and man-made hazards, and policies that protect water quality and the natural environment.*

Public Services

Residents of the City of Deadwood often take for granted the excellent public services they enjoy. Much of the infrastructure that supports these services is relatively new, but requires regular maintenance. New growth can be served by some of the existing infrastructure; however, significant investment in infrastructure upgrades and investments will need to be made if the city is to grow. *The City of*

Deadwood will prioritize the provision of efficient high-quality municipal services, maintain appropriate service levels, and fund necessary capital improvements and their maintenance to serve the needs of current and future residents and visitors.

Transportation

The city's road network is in very good condition, but does require regular maintenance and investment. Tourist traffic continues to have some impact on residential areas and causes congestion in downtown during large events. Additionally, there is lack of sufficient parking in the downtown area. These transportation-related impacts are likely to grow as tourist traffic increases. *The City of Deadwood will promote a local and regional road network that serves the needs of residents and visitors, minimizes the disruption to residential areas by vehicular traffic, maintains the highest possible safety standards, and protects the historic integrity of Deadwood.*

Annexation and Growth

The geographic constraints of the area make significant expansion of the current city limits difficult. There are only a few potential development areas within the existing city limits, and therefore, the land uses that are placed in these areas will have a dramatic and long-lasting impact on Deadwood's economy if the city does not take advantage of opportunities to expand its existing boundaries and incorporate developable land. *The City of Deadwood will utilize the limited developable land available in and around Deadwood in the most efficient, economic and cost effective manner and will look to new areas to meet long-term needs for various land uses types including business park development, retail services, and housing.*

ACTIONS

Land Use

Goal: The City of Deadwood will promote a land use pattern that takes advantage of the community's unique physical constraints by providing for growth in a way that preserves the region's natural environment, livability, and sense of community.

The Deadwood area has a relatively finite amount of developable private land. Roughly two-thirds of the valley's developable private land is already developed and the remaining lands are difficult, if not

impossible to development because of flooding, unstable soils and steep slopes. Increasingly, development in the region has spread across the rural landscape because of the desirability of these rural environs. This leapfrog development is an inefficient use of land and natural and financial resources and does little to stimulate the local economy. This dispersed development increases traffic congestion, and places a strain on the ability of the city and county to provide needed services and facilities, such as transportation, police, and fire and emergency services.

A compact land use pattern with clustered development nodes, on the other hand, shapes growth in a manner that preserves the region's natural environment, livability, and sense of community. The Deadwood Comprehensive Plan establishes an annexation growth boundary that identifies lands that have been identified as appropriate for city annexation and development. These lands should be planned for the full range of city services (or in some cases where preservation objective are important, they should be planned for rural levels of service), and should be annexed under certain conditions.

By directing growth to well-defined contiguous areas, development is more efficiently served; open lands and natural resources can be better protected; public facilities and services can be delivered more efficiently; neighborhoods can provide a greater range of options for housing types in more areas of the city; and a diverse range of transportation choices can be made available. Within the proposed annexation growth boundaries, the plan provides for the region's growth in a manner that balances growth and conservation.

Actions:

Action LU1—Establish an Annexation Growth Boundary

The plan establishes an Annexation Growth Boundary (AGB) for lands within and adjacent to the city, identifying areas that are presently suitable for city development, areas that are suitable for future city development, and areas to be preserved as open lands.

The annexation growth boundary is initially established to accommodate the land supply needed for projected growth for the next 50 years. Lands most suitable for urban development in the near-term have been specifically identified and designated for various urban uses in the plan. Such lands shall be considered as priority areas for future growth.

The annexation growth boundary shall not be viewed as a permanent

boundary. From time to time, it shall be reviewed to ensure that it contains an appropriate supply of developable land, and if necessary, modified no less than every five years to include lands presently outside of the AGB. This review shall occur according to established criteria and procedures adopted as a part of the Implementation Plan, and may also be reviewed in conjunction with a comprehensive update of the plan.

The AGB generally includes lands identified by the city as having high priority as open space and for historic preservation, so that both city land uses and open and historic lands serve as a defining element of the city's AGB.

Action LU2—Designate Areas to be Reserved for Future City Development

Lands suitable for future city development have been specifically identified and designated in the plan as Planning Reserve Areas within the annexation growth boundary. These lands shall serve as a "holding area" for future city development.

Prior to consideration for development, lands designated as Planning Reserve Area (PRA) shall require reclassification and rezoning for specific urban uses. This review shall occur according to established criteria and procedures, and may also be reviewed in conjunction with a comprehensive update of the plan. The process for redesignation would include a determination of appropriate land uses, demonstrating adequacy of public facilities, and consistency with policies of the plan.

During the interim, through intergovernmental agreements or other mechanism, the city and county should require minimum densities for development within Planning Reserve Areas within the urban growth boundary through zoning regulations or overlay districts, in order to reduce the amount of land consumed, to facilitate the protection of open space with access to public lands, and to ensure that future city development can utilize land and infrastructure efficiently.

New residential areas should have an overall minimum average density of five (5) dwelling units per acre, achieved with a mix of housing types master planned over a land area of size adequate to meet this minimum density.

Action LU3—Encourage Development Within the Annexation Growth Boundary

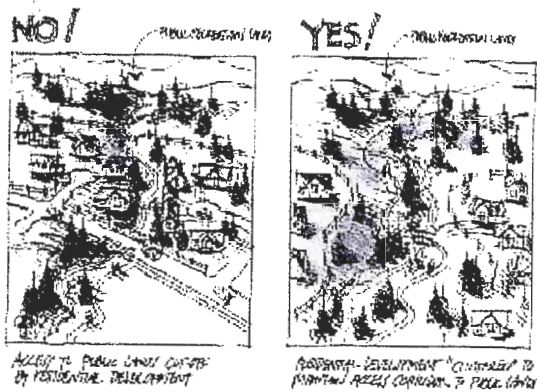


Figure 2-1. Development should be thoughtfully designed to provide access to open spaces and public lands.

Lands designated for compact development shall be made more attractive to develop than lands outside the annexation growth boundary. By aligning public policies and investments with this action, the plan can assure preservation of open space lands outside the annexation growth boundary, thus preserving the character of the community and minimizing sprawling development. Examples of incentives that might be used include expediting development approvals, reduced fees, tax-supported infrastructure, public/private partnering, and code and regulation revisions.

Action LU4—Maintain Access to Public Lands From Within Annexation Growth Boundaries

Maintenance of historic access points and routes to public lands from adjacent lands through provision of easements or trail corridors shall be strongly encouraged when development occurs. Consideration shall be given to compensation for required access from private lands, as appropriate.

Action LU5—Provide for New Mixed-Use Neighborhoods

The plan designates new development areas within the annexation growth boundary for development as mixed-use neighborhoods. The criteria for these areas includes minimum densities, a mix of mutually supportive and integrated residential and non-residential land uses, and a network of interconnected streets, and pedestrian and bicycle connections. Additionally, existing older neighborhoods and parts of downtown may be suitable for limited and sensitively designed mixed-use development.

Action LU6—Require City Development to Locate within City Boundaries

In order to ensure that all city development can be provided with adequate public facilities and services, it is the policy of this plan that all urban land uses shall be located within the annexation growth boundary or within the city's corporate boundary limits. The plan encourages urban land uses to locate only within incorporated areas in order to obtain city services, utilities, and fire protection. The city shall consider the annexation of land into the city limits when the annexation of such property is consistent with the goals and policies of the plan and the land lies within the annexation growth boundary.

Action LU7—Target Public Investments

Adopt Capital Improvement Program and local service policies to target infrastructure improvements within the annexation growth boundary and within the city's corporate limits, including newly annexed areas.

In order to ensure that adequate public facilities and services can be provided to urban areas, land within the unincorporated areas of the county that are proposed for urban levels of development within the annexation area boundary shall be required to pursue annexation to the city.

Action LU8—Promote Infill Development

If properly designed, infill development can serve an important role in achieving quality neighborhoods. Development of infill areas in the city shall occur in a manner that is in character and context with existing, surrounding development. In some instances, sensitively designed, high quality infill development can help stabilize and revitalize existing older neighborhoods.

Action LU9—Promote Targeted Redevelopment

The plan identifies areas in the city that may be appropriate for redevelopment due to substandard physical conditions. The intent is to promote and facilitate redevelopment of targeted areas, including consideration of specific area plans, active participation by the city in redevelopment projects, and identification of potential financing sources for projects. Objectives include targeting redevelopment to specific, identified areas; orientation towards resident ownership of housing; stabilization and preservation of existing neighborhoods; and quality design that fosters a sense of neighborhood and community.

The adopted CIP and local service policies should target infrastructure improvements to preferred infill development and redevelopment areas. Incentives can be also utilized in a number of ways to encourage infill and redevelopment. Regulatory incentives can be used to streamline the development approval process. Financial incentives, such as rehabilitation loans/grants, if targeted and



Figure 2-2. There is still significant opportunity to redevelop

commercial and residential land within the city. However, gaming pressure makes it difficult for other industries, businesses, retail enterprises and office uses to compete for valuable commercial space.

strategic, can be utilized to support additional investment in the community as well as assist existing residents in remaining areas that are redeveloping.

Action LU10—Prepare Design Standards

Adopt compatibility standards to ensure that new development fits within existing neighborhoods in terms of scale, design, etc. Adopt flexible zoning standards to encourage infill and redevelopment (e.g., allow nearby on-street parking in meeting overall parking requirements).

The design standards should apply to new development and redevelopment activities outside of the downtown historic district. Currently, the city uses the downtown standards for reviews of new development in areas outside of the downtown historic district. This practice leads to conflicts because in most cases the character of these areas is not consistent with the design guidelines for the downtown district. The city needs to establish specific design guidelines for areas throughout the city that contain unique characteristics. In many cases different areas throughout the city represent different historical time periods, and to fully preserve the city's historic integrity, the unique characteristics of these areas need to be preserved. The areas with distinct characteristics should be clearly mapped and individual design guidelines should be established for each area. The design goals for new development areas versus those areas that contain an established theme are different. The architectural design guidelines for the areas containing historic structures or an established theme should highlight the prevalent design elements of the area, while the guidelines for new development areas should utilize a more contemporary architectural style. The character of such areas should not compete with the historic character found in the downtown, but should emphasize the unique personality of that particular area.

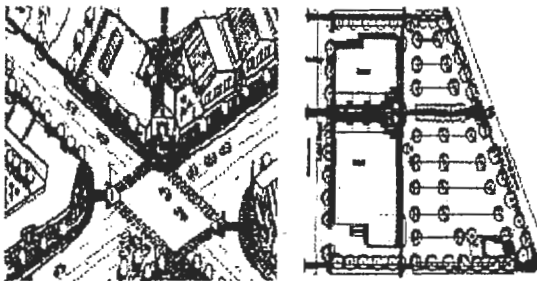


Figure 2-3. How buildings are oriented is important to their appearance and function. Buildings setback from the street establish a more auto-oriented strip commercial feeling than when buildings are oriented toward the street.

Action LU11—Review Regulations

Review and revise city and county land use regulations to ensure that they support and enable the policies of this plan, desired patterns of infill and development, and that they restrict undesired patterns.

Action LU12—Apply Fiscal Impact Considerations

Develop partnerships and financing mechanisms to

The plan promotes quality design and development. Particular emphasis shall be placed on improved character of the public realm, including attention to streetscape design, and sensitivity to neighborhood character and context for new development in or near existing neighborhoods. Quality design shall be an important element in successful infill development and redevelopment.

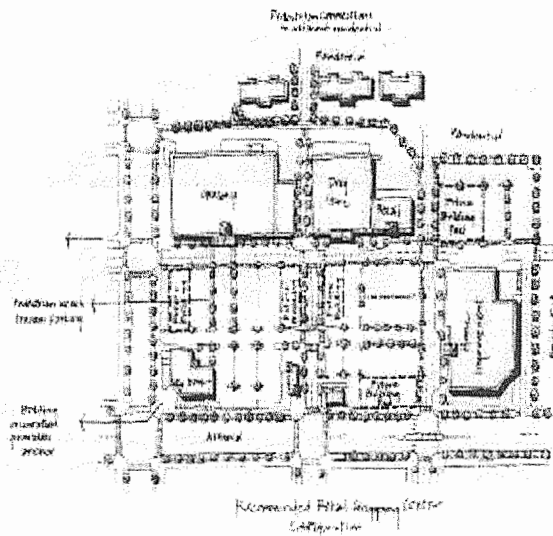


Figure 2-4. In new and existing development areas, establish design standards that eliminate strip commercial development. By requiring landscaping, internal circulation and parking, and buildings oriented toward the street.

The city should promote cluster development in appropriate locations as a means of preserving and conserving resources, such as wildlife habitat and open space, agriculture, historic sites, the rural character and to minimize service and utility costs.

Update the subdivision and zoning ordinance to include standards for land use, block patterns, lot size and building coverage, setbacks, mass, and height that are based on existing development patterns.

Require new residential structures be designed so that their scale (height and mass) is compatible with the surrounding neighborhood. Not all structures in Deadwood should be constructed in the style of Deadwood's historic buildings, but rather, design guidelines shall be developed for each unique area in the community, emphasizing the area's distinctive architectural elements. New residential structures within historic areas shall be designed to help maintain the historic

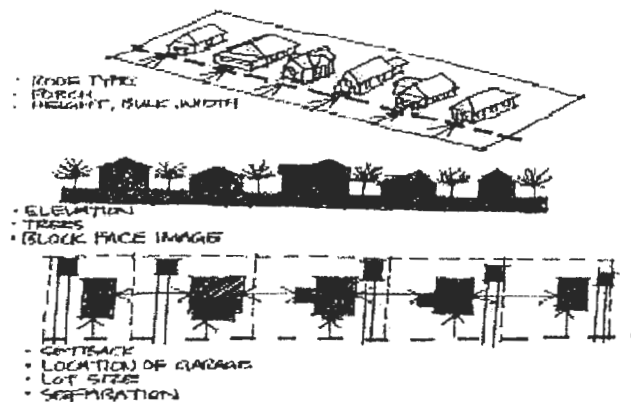


Figure 2-5. The city should establish design guidelines to govern the shape, form, bulk, and height of new and remodeled residential structures for each neighborhood in the community including newly annexed areas.

integrity of existing neighborhoods by mimicking the architectural styles found in those areas. In the same vein, newly developed neighborhoods shall not mimic existing neighborhoods and their historic homes, but should utilize contemporary architectural styles. This will provide authenticity to the historic areas, and will create a community that reveals its historical timeline through its physical form.

Update the zoning ordinance to include regulations regarding scale, texture, and architectural design. New construction shall be designed to be compatible with existing development and shall include variety consistent with existing neighborhoods in Deadwood.

Action LU17 – Establish Commercial Design Standards

Create commercial development guidelines that encourage better definition of public spaces, cohesive building design, unified landscaping and signage, and improved access and parking layouts in commercial areas. Encourage pedestrian-oriented shopping centers with parking to the side or rear of buildings to avoid strip development. The standards should include guidelines for commercial signage addressing materials, colors, and graphics, providing a visually unifying yet unique theme for the community.

Action LU18 – Update the Zoning Map

Update the zoning map to be consistent with the Plan Map while working with landowners to establish options for parcels that are incompatible with the intent of the code amendments.



Figure 2-6. Housing in newly developing areas and within the annexation boundary are unlikely to resemble the existing housing stock. Therefore, standards which address modern day materials and building techniques must be developed. New development should be of high quality and present an image of permanency to visitors and residents.

Action LU 19—Designate Commercial Areas According to their Role and Function

Commercial areas are designated as a city center, community, commercial, or tourist centers, depending on scale, location and intensity of use. Adopt policies and standards to support commercial redevelopment in selected locations, such as infill and redevelopment designated areas, including location standards and design compatibility regulations.

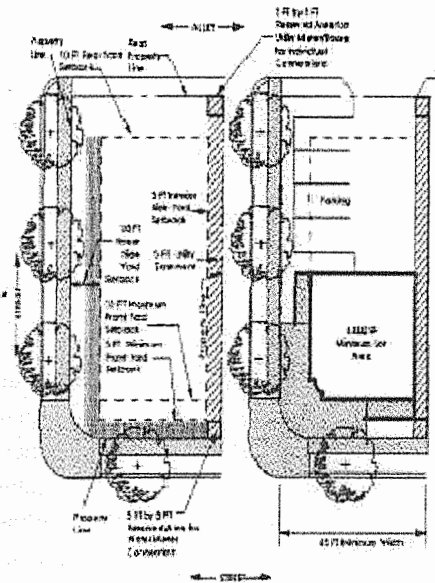
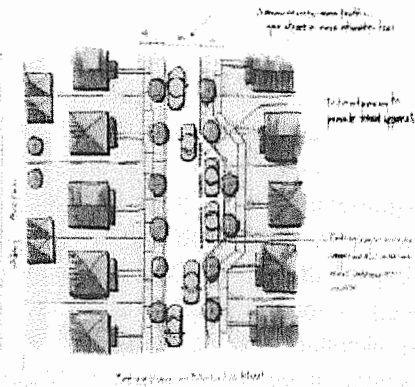


Figure 2-7. Design standards must also address lot configurations and new housing styles. The standards should consider alternative road designs that will help new parts of the community blend with existing development.

Action LU 20—Reinforce the Role of Downtown

The role of Downtown shall be reinforced by making Downtown more accessible; supporting a variety of uses as a focal point for the entire region; continuing to improve the appearance of the area; and promoting the preservation of the original architecture

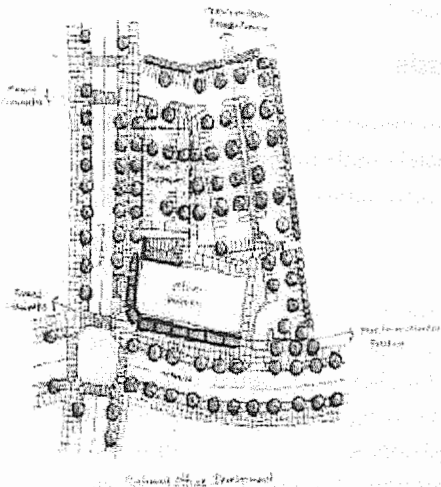


Figure 2-8. Not having dealt with large development areas, the City of Deadwood has not established the necessary guidelines and regulations to direct how commercial development should occur within the city's annexation growth boundary. The city must establish standards for commercial design including facades and architectural design, lot configuration, and site design and layout in order to ensure that new development has a positive impact on the city's image and identity. The standards should ensure that new development is not permitted to line arterial or collector roads.



of historic buildings. Continue to support and implement design standards and historic preservation regulations and expand the historic district design review area to preserve the character of Downtown.

Action LU 21—Supply an Adequate Amount of Land for Basic Employment

Zone or rezone adequate amounts of land for industrial and manufacturing uses to provide ample supply of sites for basic employment firms. Target and zone new locations with ready access to a variety of transportation facilities (highways, air, etc.). In identifying lands for industrial development, the city shall promote the preservation and enhancement of significant features of the natural environment, high quality educational and scientific resources, and low levels of environmental pollution by focusing on attracting those companies that make a good fit with the community. Major employers shall locate within designated employment centers as areas for basic employment uses including light manufacturing, offices, corporate headquarters, and other uses of similar character that will also include a variety of complementary uses, such as business services, lodging for business travelers, convenience retail, child care, restaurants, and multifamily housing.

Action LU 22—Adopt Industrial Performance Standards

Adopt more quantitative industrial performance standards (e.g., noise, vibrations, and lighting) to protect surrounding businesses and residential areas from adverse impacts.

Housing and Neighborhoods

Goal: The City of Deadwood will increase the supply of affordable home ownership, rental, and special needs housing units to strengthen neighborhoods in the community.

Rationale:

A city comes to life in its neighborhoods—where its people live, shop, work and play. Deadwood's neighborhoods give city living human proportions; they nurture families and a sense of community; they provide a warm and traditional living environment within the city. Deadwood's residents should feel connected to the community through their homes and neighborhoods. Friendly, well-designed, active neighborhoods add to a sense of belonging. Neighborhoods must be preserved, restored, or developed to their optimum condi-

tion. Each neighborhood should be provided with a full range of services, from parks, trees and recreational centers to shops, good schools, well-kept streets, and access to jobs. Each must be safe. Each must be a neighborhood open to everyone.

Neighborhoods should be viewed as the fundamental building block for Deadwood and neighborhoods should be designed to encourage pedestrian travel, create a sense of community, and maintain the city's present quality of life. Everyday destinations, such as schools, parks, neighborhood and convenience shopping, and civic uses should be located within walking distance of every residential area. This will reduce dependence on the automobile and demand for parking.

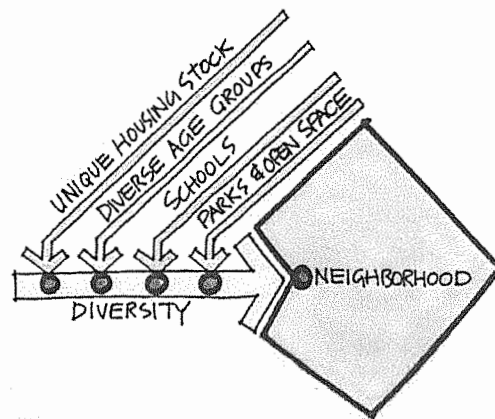


Figure 2-9. Neighborhoods are the basic building block of stable and diverse communities. Strong neighborhoods are diverse and meet the day to day needs of residents.

One of the driving forces behind developing the comprehensive plan was an identified need for the community to provide more affordable housing for Deadwood's workforce. As prices escalate, employees of local business are looking further and further away to find housing that matches their income levels. The resulting commuting patterns only add congestion to Highway 35 and create additional parking demands.

Analysis of income trends for future Deadwood area employees indicate that a large proportion of households will probably be unable to afford a standard low density single-family home and up to 80 percent of these workers will be in a market for smaller, for-sale or rental housing.

In order to meet this demand, neighborhoods should be designed to incorporate a mixture of low, moderate and high-density housing. The precise mix of different types of housing will vary depending on market demand, but the overall minimum average density standard should be achieved within every neighborhood.

The planning process confirmed that living in the natural beauty of the mountain environment is a commonly shared value in the city. To preserve the natural beauty of the area, the plan prescribes specific development patterns that preserve natural resources and open space through concentrated and mixed-use development. Further, the

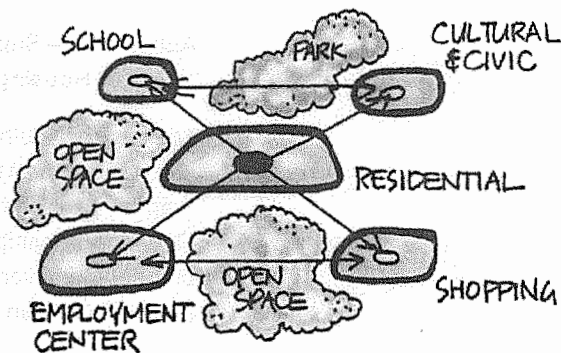


Figure 2-10 A mixture of uses is the basis for developing strong and cohesive neighborhoods.

development of vacant infill property and the redevelopment of underutilized property presents the opportunity to accommodate growth without sprawl. The plan encourages a variety of housing types and densities, including mixed-use developments, to be made available throughout the region for all income levels.

Actions:

Action HN1—Evaluate and Adjust Housing Policies and Strategies

The city will maintain a current assessment of housing and economic conditions and adjust its housing planning, policy, and strategies as necessary to ensure community services and resources are delivered appropriately and efficiently to meet community needs. Based on the assessment, the City of Deadwood will consider methods to ensure an affordable housing supply, including amending zoning district regulations, establishing incentive programs, density bonuses, and housing set-aside, supporting non-profit developers in addressing special population needs, and providing support through non-profit agencies for the marketing and sale of affordable units.



Figure 2-11. New housing stock must address the needs of local families. Land must be provided for small starter homes.

Efforts should be directed towards identifying funding sources for the acquisition and revitalization of abandoned/condemned houses throughout the city. The relatively low-value of housing in Deadwood, combined with the high cost of renovating dilapidated homes, makes investing in these types of properties a money-losing prospect. Incentives should be provided (no interest loans, property tax rebates, etc.) to encourage redevelopment of dilapidated homes. The availability of these funds should be advertised to homeowners.

Action HN2—Support the Creation of Public/Private Partnerships for Housing

The city shall cultivate partnerships with other public and private for-profit and private non-profit entities for the implementation of programs designed to create, preserve and sustain affordable housing. These partnerships should use federal, state, and local resources in a manner that leverages private investment and recapture of subsidies for revolving loan funds.

Action HN3—Public/Private Homebuyer Programs

Continue to partner with non-profit and government entities to implement down-payment and closing-costs homebuyer assistance

programs for low and middle income households which encourage the construction of affordable owner-occupied housing; provide support for the marketing and sale of set-aside units; provide assistance with the purchase of existing affordable units, and make available primary mortgage loan resources. Continue "Campaign for Ownership" program to provide education, assistance with down payments and closing costs, and post-closing follow-up. Home ownership provides community stability and greater community involvement, as homeowners have a direct investment in the community and therefore, a greater stake in citywide issues. Additionally, high density, low cost housing opportunities should also be developed to provide opportunities for first time homeownership.

Action HN4—Mortgage Revenue Bond Issuance

Initiate the issuance of a mortgage revenue bond to provide mortgage financing for the purchase of homes affordable to low and middle income households to support continued long-term employment and spur investment in housing.

Action HN5—Promote Development of Mixed-Use Neighborhoods

In appropriate areas, both new and existing neighborhoods should have a mix of land uses and different housing types. The arrangement of land uses within neighborhoods shall allow residents to walk and bicycle to parks, schools, work, shopping, places of worship, and other nearby neighborhoods. New outlying neighborhoods should include a pedestrian-oriented neighborhood center—school, park, plaza, commercial area or other neighborhood facility—that gives each neighborhood a unique identity and a place for recreation or public gatherings. Redevelopment of existing neighborhoods shall be sensitive to existing development to preserve the neighborhood character.

The zoning regulations should be amended to support mixed-use developments by requiring a variety of housing types and densities in new development areas. Further, zone district regulations should be amended to encourage the development of small-scale, neighborhood commercial centers that serve local residents of new outlying neighborhoods.

Action HN6—Establish Interconnected Neighborhood Street and Sidewalk Patterns

Neighborhood streets and sidewalks and/or walkways in both new and existing areas should form an interconnected network, including

automobile, bicycle, and pedestrian routes within a neighborhood and between neighborhoods, in order to connect neighborhoods together and with other parts of the region. Neighborhoods should have frequently connected networks of walkways and bike paths, including connections to the trail system, where practicable and feasible. In particular, direct walkway and bikeway routes to schools, parks, and other community facilities should be provided. Equestrian facilities should be accommodated where appropriate.

Action HN7—Encourage Accessory Dwelling Units

The plan recognizes accessory housing units as a viable form of additional, and possibly more affordable housing. The city shall develop special procedures, criteria, and standards governing their existence that are designed to facilitate their development while protecting existing neighborhood character. Accessory dwelling units should include additional dwellings on existing lots, second-story units over garages and other outbuildings, and dwellings located above commercial buildings and offices. Standards to be considered shall include compatibility of location, design standards, limits on numbers of occupants, restrictions on size, parking needs, and other considerations as appropriate.

Action HN8—Preserve and Enhance Existing Neighborhoods

The character of stable residential neighborhoods shall be preserved through neighborhood planning, assistance to neighborhood organizations, and supportive regulatory techniques. The city shall attempt to retain existing affordable housing stock through conservation efforts in older residential neighborhoods, while allowing infill development and accessory dwellings in a sensitively designed manner.

Action HN9—Dedicate Resources to Conserve and Revitalize Older Neighborhoods

The city shall acquire, demolish and replace substandard structures, establish Property Maintenance Ordinances, and invest their grant funding and planning resources to conserve and revitalize their older neighborhoods while taking steps to preserve natural, historical and cultural assets which provide neighborhood identity. The city should support neighborhood owner occupied housing rehabilitation programs.

Action HN10—Upgrade Infrastructure in Existing Neighborhoods

Continue city's neighborhood efforts to enhance streets, lighting, sidewalks, and so forth. Capital infrastructure, visual enhancement,

and historic preservation projects throughout the city's neighborhoods and outlying areas should be continued to maintain the historic context and setting as well as providing equity to Deadwood citizens who must bear the burdens of tourism, increased traffic, and other impacts imposed on them. Adequate revenues should be set-aside on an annual basis for maintenance and replacement of neighborhood facilities in a capital reserve fund. A reserve fund will prevent the city from having to bond for these improvements in the future.

Action NH 11—Encourage Cluster Development

Development patterns designed to maintain the open character of rural areas, protect open lands, and to protect and maintain sensitive environmental areas will be promoted in newly developing areas.

The city shall develop criteria for determining when cluster development is appropriate for locations in the Annexation Growth Boundary. In developing criteria, consideration shall be given to the following:

1. The proposed development should be consistent with the vision and goals of this plan and the county's Comprehensive Plan;
2. The proposed development should include mechanisms for the maintenance and administration of any open space that is common, either public or private; and
3. Surrounding infrastructure and public services must be adequate to meet the needs of the proposed development.

Action HN12—Consider Density Bonuses for Cluster Subdivisions

Develop criteria that allow for the granting of density bonuses for cluster subdivisions under special conditions or circumstances. These may include demonstrating that a cluster subdivision would create open space that would protect or preserve a critical natural feature, such as a riparian area, wildlife habitat or corridor, viewsheds, or ridgeline, or another significant feature.

Action NH 13 – Neighborhood Program.

Continue to fund the Neighborhood Block Club program to provide residents an opportunity to address issues specific to their neighborhoods. Offering citizens opportunities to plan and organize needed improvements in their neighborhoods gives them a sense of pride, and provides them with a chance to increase their property values and become active in the community. Quarterly flyers, included in water bills, should be sent to property owners providing updates and

ideas encouraging residents to take advantage of the program. Projects may include improvements to streetscapes, sidewalks, or even the development of small neighborhood parks.

Historic Character, Community Image and Design

Goal: The City of Deadwood will protect the scenic, historic, and small city character and we will emphasize and preserve our historic past for future generations.

Community image and design portrays “what and who a community is”, both in appearance and in function. How a community is designed and functions can, to a large degree, define its image, either by default or intention. Deadwood has the opportunity to determine who it wishes to be and then take actions to create a community that reflects and promotes the desired image.

Image is determined by a variety of integrated factors such as the appearance and condition of community buildings, function of community transportation facilities and systems, pedestrian access and connections, landscaping, location and function of open spaces, signage, and types of businesses, community activities, public services, private development and residential areas. A community’s image is also directly related to its history and cultural features. Deadwood’s individual qualities in these areas set it apart from other communities and define it as a unique and special community in the Black Hills region and the country. It is the careful management and blending of these factors that will produce an image that reflects Deadwood’s true character and its unique “sense of place”.

Deadwood is fortunate to have a rich and colorful past, and a unique future due to the availability of gaming activities since 1989. This mix of activities presents both opportunities and challenges in defining and maintaining Deadwood’s community image and design. To this point, the community has embraced and preserved much of its cultural heritage through the preservation and restoration of its historical buildings, sponsorship of events and festivals and respect for its natural resources. This progress has been possible to a large degree because of available gaming revenues and due to the efforts of the city, Historic Preservation Commission and Chamber of Commerce. In approaching community image and design for the future, the most critical issue will be to maintain focus on an overall plan



Figure 2-12 The character of Deadwood is found in its buildings, streets, and tourist attractions.

that supports the community's goals and priorities. Decisions should be based on the priorities and actions identified and adopted in both the Comprehensive Plan and the Historic Preservation Action Strategy.

To this end, the goals and strategies listed below are designed to guide the community in the development and preservation of its unique identity, for the benefit of Deadwood's residents, business owners and operators, visitors and future generations.

Actions:

Action CD1 – Implement Historic Preservation Action Strategy

Prioritize actions, schedule and assign responsibilities to implement the Historic Preservation Action Strategy (see Chapter 7). The city should continue to protect the city's historical heritage and structures through preservation efforts and design guidelines. Retain, protect and enhance where possible, the existing historical buildings and features that represent the heritage of the community. Historic Preservation funds have been provided through gaming revenues to preserve Deadwood's unique historic architectural fabric and the use of these dollars for preservation efforts should continue.

The most significant element of Deadwood's character is its history. In order to maintain Deadwood's unique qualities, it is critical that the Historic Preservation Paper be supported and implemented. A review of the plan's recommendations should be completed annually as part of the city's budgetary process.

Action CD2 – Historic Design Guidelines

Review, revise as needed and adopt Design Guidelines to support the historic preservation. Design Guidelines are the primary mechanism by which Deadwood's historical structures and sites will be maintained. It is imperative that the design and appearance of new development in Deadwood blends and compliments the historic buildings in the community. Application of these guidelines should apply to structures, color, design, material use and streetscape improvements such as lighting, walkways and signage.

Action CD 3 - Coordinate with Transportation Department

Deadwood's access from US 85, 14A and US 385 are important gateways to the community. Therefore, the development and management of these corridors must be planned carefully to insure that

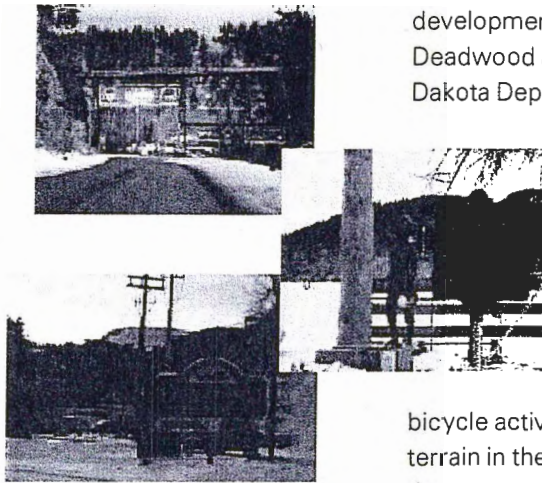


Figure 2-13 Deadwood's gateways do little to provide the visitors with any expectation of what lays ahead.

development and the streetscape along the corridors compliments Deadwood as much as possible. The city should contact the South Dakota Department of Transportation to investigate possible sources of funds and determine the procedure to develop a detailed Corridor Management Plan for each highway.

Action CD 4 – Pedestrian and Bike Facilities

Provide for safe and convenient pedestrian and bicycle access throughout the community to connect community facilities, sites and attractions. Deadwood's compactness makes it well suited for pedestrian and bicycle activity as a viable form of transportation. In spite of the steep terrain in the residential areas, the majority of the community's downtown, business and retail development lies on flat ground, therefore it provides great opportunities for walking. Deadwood already boasts Whitewood Creek Trail and the trailhead for the George Mickelson Trail. Integration of pedestrian-friendly features and routes that connect to community sites and attractions, as well as link to Whitewood Creek and George Mickelson Trail will benefit the community for both transportation and recreation.

However, to provide the best and most efficient opportunity for pedestrians and bicyclists, the city must plan for and incorporate pedestrian and bicycle-friendly features into the community. Specific steps and actions should include the following:

- Developing a Bicycle and Pedestrian Master Plan for the Community
- Assessing the current available bicycle and pedestrian facilities in the community to identify needs for additions and modifications
- Coordinating with residents of the immediate and adjacent areas the planning of proposed new bicycle and pedestrian facilities
- Prioritizing bicycle and pedestrian improvements related to existing and new development based on the assessment and the overall Master Plan
- Identifying specific bicycle and pedestrian projects for implementation as part of the Corridor development goals
- Identifying sources of funding to implement bicycle and pedestrian facility improvements for gateways, corridors and surrounding areas.



Figure 2-14. The gateway should be enhanced to show permanencies, create excitement, and raise expectations.

Action CD 5 – Gateway Plans

Develop specific plans for gateway enhancement at entries to Deadwood along US 385, US 14A, US 85 and the intersection of US 385 and US 85. Attracting visitors to Deadwood is critical to the economy and historic preservation goals. Improved signage, trees and other plantings should be installed along the roadway to create more visually pleasing corridors. Design of the entryway improvements should incorporate the community's historic theme, including some of the historic architectural features found in the downtown area to communicate to visitors that they have arrived at somewhere special. Entryways provide the first impression to visitors, and therefore, should spark interest and draw visitors into the community.

The planning of these enhancements must be a collaborative effort due to the multijurisdictions responsible. Plans for enhancement of these critical areas must be coordinated with the South Dakota Department of Transportation, surrounding landowners, public and private, and the City of Deadwood representatives. Where possible, improvements should be planned as part of broader corridor planning efforts. Issues for consideration in planning gateway enhancements include signage, landscaping, lighting, interpretive information and private development.

Once the gateways are planned, the city should explore all funding options to implement the enhancement plans. As needed, projects should be prioritized and phased to reflect the availability of funds and importance of each specific gateway to the community.

Action CD 6 – Gateway and Corridor Signage

Clear, attractive and functional signage may be the single most important feature to support and enhance the visitor's experience in Deadwood. With tourism and visitation already established as a high priority, the city should emphasize providing quality-integrated signage at entrances. Gateway signage should be designed as a component of the overall community signage program.

An effective signage system will reflect the community's theme, present roadway and route information, highlight important services and facilities, and direct both motorists and pedestrians to the

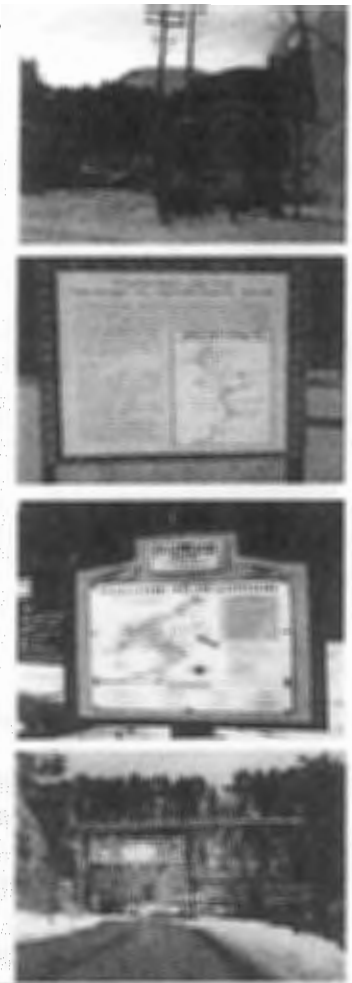


Figure 2-15. Signage should be coordinated to send a message about the importance of Deadwood to visitors.

community's most significant features, all through an integrated style and color coordinated design.

The development of an Integrated Community Signage Program will involve:

- Identifying the desired facilities and attractions to include on the signage program
- Developing a system of colors, style, lettering and appearance to provide attractive and logical organization to the signage program. Include determinations of lighted as compared to non-lighted signs
- Identifying the desired sites for signage
- Including signage for Deadwood's key attractions and sites into Gateway enhancements and related improvements
- Developing a budget for implementation of the signage program
- Collaborating with the Deadwood Chamber of Commerce to develop the signage program to insure appropriate signs, directions and promotion of key locations, attractions and as needed for significant special community events
- Developing complimentary brochures and written materials explaining the signage program for distribution in the community

Action CD 7 – Community Theme

Develop and promote a consistent and appropriate community theme that reflects the community's culture, heritage and desired image. A "Community Theme" plan should be developed that identifies specific design elements for individual neighborhoods or areas, while at the same time establishing some common design elements that will knit the city together.

Action CD 8 – Public Education.

Continue to educate the public about the value of historic resources in and around city, about the significance of their preservation, about the preservation process, and how to become involved in the process. Encourage involvement of a broad based of citizens in community programs and events like "Days of '76."

Action CD 9 – Interpretive Trail and Information.

Develop an interpretive signage system and informational program to compliment the community's western heritage and natural resources and views. Deadwood's rich western heritage, abundant natural resources, mining activities, and views of the surrounding mountainsides establish a unique character. This character should be clearly communicated to visitors and citizens through a wide-ranging interpretative program. Note that the Interpretive Trail and Interpretive Signage Program should be coordinated as an integral part of the overall Community and Regional Trail System, as proposed.

Action CD 10 – Landscaping

Develop and enforce landscape standards for new residential and commercial development that require the use of landscape buffers between different land use types and street trees to provide shade, color, and a more unified identity for Deadwood. Plantings should provide shade and color; soften building facades and parking lots; help identify access points to properties; frame walkways and sidewalks; minimize water use; and integrate with Deadwood's natural setting. The landscaping should utilize native species or species that were historically introduced to the area.

Economy

Goal: The City of Deadwood will promote the diversification of the economy and encourage development and activities that will attract visitors during all seasons of the year.

The City of Deadwood has made a strong economic recovery since 1989, but Deadwood must continue to invest and strengthen its local economy. While the city should continue to expand its tourism industry, the city also needs to use resources to diversify and make the local economy more recession proof. The city recognizes that a healthy, adaptable local economy is vital to the community's ability to provide a highly desirable quality of life, and high levels of services and amenities. Expansion of the local economic base will be difficult. However, annexation can make lands available for commercial and industrial development and the tourism base can be expanded and strengthened by entering new tourism markets and expanding the tourist season.

Actions:

Action E1 - Destination Attraction

Study the feasibility and impacts of creating a destination attraction

in Deadwood, such as a historic museum of national significance, to be identified and researched, including development and operation through public and private partnerships or Joint Use Agreements with appropriate entities or organizations. A market study of those potential attractions considered most feasible should be conducted to identify the attractions with the highest potential impacts on city revenues and the economic stability of the city.

Action E2 – Recreation and Cultural Activities

Develop and enhance all season recreational and cultural activities to promote year-round activity. Efforts should be directed to develop an all-season trail system throughout the surrounding mountains that links with the regional trail system (Whitewood Creek Trail). Development of a regional pedestrian / bicycle facility should also be investigated to provide connections to nearby communities and attractions and serve as an alternative transportation mode to automobile travel. Either of these facilities could provide a location for multiple use special events and tours throughout the year for residents and as an attraction for tourists. In addition, a series of events or tours should be coordinated, potentially with a single ticket for all events. Such events may include tours of historic mines or buildings, mountain bike races, cross-country ski races, and so forth and provide incentive for tourists to come to Deadwood and extend their stay.

Action E3 – Support Retail Enterprises

Efforts will be made to support basic businesses and retail enterprises in order to provide basic community services to Deadwood residents. Enhancement efforts will be directed towards drawing visitors from Main Street to all retail areas in order to inspire diversity. Such efforts should include enhancing streetscapes and pedestrian facilities.

The National "Mainstreet" program is still active on the Federal level - the State does not have the program. Jim Wilson is familiar with it and the national trust works with it.

Action E4– Family-Oriented Tourism

Develop tourism programs, attractions and special events for families that support the community theme and compliment other community and regional activities and offer alternatives to gaming. Attractions should be fun, interactive, and lively and should appeal to all members of the family. Land should be set-aside in close proximity to downtown to ensure easy access to other community activities.

Special attention should be given to coordinating the scheduling of events and activities with neighboring communities and organizations to avoid conflicts and competition for visitors.

Action E5– Gaming Revenues

The City should continue to identify gaming-related impacts as the gaming industry grows and ensure that the legislature understands that not only are there benefits from gaming, but there are real costs associated with gaming in the form of infrastructure and services.

Action E6– Convention Center

Explore opportunities for the development of a convention center. The city should conduct a market feasibility study to determine the feasibility of such a project, as well as size and type of facility. Once the project is justified and the size and type of facility is identified, the city should explore public/private partnerships in order to carry such a project. A convention center should be designed with as much multi-use capabilities as possible to optimize its potential uses, attraction and financial return. Potential compatible features include performing arts center, private operated food concessions, recreation opportunities and appropriate retail shops.



Figure 2-16. The community must develop a true convention center in order to expand seasonal trade and visitation. The facility should serve multiple purposes.

Action E7– Community / Regional Recreation Center Facility

Evaluate the possibility of renovation and expansion of the existing Community Recreation Center, or construction of a new Multi-Use Recreation Facility to serve the needs of community residents and as an attraction for visitors and conventions. This facility, is particularly important to supporting the strategies for expanding the tourism season into the winter months, providing family-oriented recreation and complimenting the proposed convention center by providing opportunities for families who accompany convention participants. This facility could be a stand-alone facility or combined with the development of a multi-use regional convention and activity center to attract visitors and conventions to the community.



Figure 2-17. Although, recently remodeled, the recreation center is inadequate to support the needs of residents and tourists.

The facility is also a critical compliment to the gaming activities, by offering a healthy alternative activity for families and non-gamblers. Broadening the variety of activities in the

community will increase its appeal and encourage extended stays.

Action E8– Central / Regional Reservations

Continue to expand the Black Hills Central Reservations organization to include destinations and accommodations in communities and facilities throughout the region as well as booking for special events and attractions.

Action E9– Regional Marketing

The city shall cooperate in regional marketing efforts to promote attractions throughout the Black Hills region, including attractions in Lead. A regional approach will expand the economic pie for all the region's towns and cities, including Deadwood. Additional efforts should be directed towards participating in the development of a regional tourism-marketing plan that highlights the community's attractions in coordination with other key regional attractions and opportunities.

Develop a regional theme to coordinate and focus the marketing and promotion activities and expand the potential for travelers to visit the region and experience the variety of activities offered by all communities, thereby extending their stay in the area. Development of "Loop Tours and Day Trips" in the area will entice travelers to increase their length of stay in the area, operating out of a single location, such as Deadwood.

Action E9– Regionalism

Explore, support and facilitate the development of regional cooperation, planning and management as appropriate to benefit the community and the region. Participation in this process will enhance the opportunity to achieve Deadwood's goals and strengthen the overall region. Benefits include improved economy, enhanced opportunity for funding projects and improvements, shared information, increased community and regional awareness and marketing, sharing of information among service providers and decreased conflicts.

Communities share and compete for resources, visitors, funds and operation of services. They also have common problems, opportunities and challenges. Through respectful and open regional cooperation, planning and collaboration, many issues can be addressed for the benefit of all entities involved.

The basis for successful regional cooperation lies in the recognition

that each community is stronger and more successful by working together with other communities in the region than by working alone.

Options for beginning and sustaining regional cooperation include:

- Establishing common goals for the communities and the region;
- Quarterly and annual brainstorming sessions among elected officials, agency administrators and business operators to identify common issues and feasible options for communication;
- Joint Strategic Planning on regional issues;
- Sharing of regular publications, legal notices and meeting results;
- Identification of potential joint projects for implementation to meet common needs and goals;
- Holding public forums to identify and discuss common significant issues and to provide an opportunity to educate the public and gather input to assist in key decisions and long range planning;
- Joint application for funding to support individual or joint projects
- Regional marketing and promotions;
- Collaborative planning for economic development and business recruitment, where applicable and appropriate.

Action E10– Business and Industrial Park Zoning

The city shall encourage new business and industries to locate within business and industrial parks in order to provide for efficient utilization of land, improve site design, functional open space, accessibility by transportation and other essential services, and economies of scale. Industrial and manufacturing zoning shall provide the opportunity for the location of industries of various types and uses, and shall establish detail location and design standards.

Action E11– Annex Land to Provide Industrial and Business Park Land.

The city has no land available for industrial or business development. The lack of available land severely impacts Deadwood's ability to expand and diversify its economic base and to provide family-wage jobs. The city should explore the opportunity to annex lands to

provide industrial and business park land with easy access to I-90. The city should provide adequate land to support the creation of 2,500 new jobs. As part of annexation negotiations, the city should cooperate with the private sector to expand infrastructure into new industrial and commercial areas. This cooperation may include but is not limited to shared provision of needed infrastructure improvements when part of an officially adopted plan, tax incentives, or financing incentives.

Action E12– Balance of Employment and Housing

The city recognizes that there must be a balance between population and employment. In order to maintain a balance of employment and housing, the city will ensure that adequate residentially zoned and serviced land is made available in association with any major expansions in industrial or business park land.

Parks, Recreation and Amenities

Goal – The City of Deadwood will develop and nurture Deadwood's residential areas, provide high quality community services and facilities, and support the enhancement and protection of our recreational and cultural amenities

Rationale:

Deadwood's Parks, Recreation and Open Spaces are important to quality of life and to enhance the visitor experience. Increased stress and demands from work and professional commitments create an increased need for a variety of opportunities and activities to relieve stress, improve health and physical condition, socialize and provide quality alternatives to negative behavior. The provision of a variety of activities, designed to meet community needs and desires not only improves the quality of life, but makes the community more attractive to new residents, visitors, and businesses.

Deadwood has made good use of existing indoor recreation facilities, including both city-owned and school district facilities. The city completed an extensive remodeling of the community recreation center in 1991, including comprehensive renovation of the swimming pool, gymnasium and development of a modest cardiovascular and weight training facility. In addition, the city cooperates well with the YMCA recreation program in Lead, to enhance recreation activities for Deadwood residents. However, in spite of these improvements, and cooperative efforts, existing indoor recreation facilities do not meet the current recreation needs. Discussions with recreation staff

identified tentative ideas for increasing indoor facilities by expanding the recreation center into the adjacent outdoor basketball area.

Outdoor recreation facilities have similar limitations. The "Days of 76" facilities includes ballfields and soccer fields that have been recently renovated, but still don't meet the needs for the community's soccer, baseball and softball programs. Recent participation in adult softball programs has decreased, with some shift in participation to Spearfish, due in part to the lack of available and suitable facilities. However, even with this realization, expansion of outdoor sports facilities is not feasible at the existing "Days of 76" site. Without question, the city is in need of an additional 30-50 acre site for development of new outdoor recreation facilities. This will only occur if the city can acquire additional land outside the existing city boundaries.

The city has an attractive, but modest-sized downtown park facility in Gordon Park at Sherman St. and a small picnic area at the north end of town across Whitewood Creek. However, these sites do not meet the needs of the community for overall neighborhood park space. Additional sites are needed for unstructured activities and social gatherings, but are difficult to site due to the extreme slopes throughout the community. Potential new sites have been identified at Jackson and Lincoln Streets, the corner of Burnham Street and Main Street and various locations in residential neighborhoods.

Finally, Deadwood has a tremendous trail system, which includes Whitewood Creek Trail. This is a soft-surface trail that parallels Whitewood Creek the length of the community, providing recreational and transportation benefits to residents and visitors. The Trail affords great scenic opportunities of Deadwood and the surrounding canyons, as well as connections to other local trails along drainages flowing into Whitewood Creek. The Whitewood Creek Trail also provides the connection to the trailhead for the George Mickelson Trail, a 114-mile soft-surface pedestrian and bicycle trail that runs on the abandoned railroad route from Deadwood south to Edgemont.

Quality affordable recreation services are key elements in the quality of life for Deadwood residents. Community resident interests vary and activities provided must include non-sport, sport, community education and cultural activities and other opportunities for all ages and interests as necessary to meet the community's recreation needs.

Actions:

Action P1 – Needs Assessment

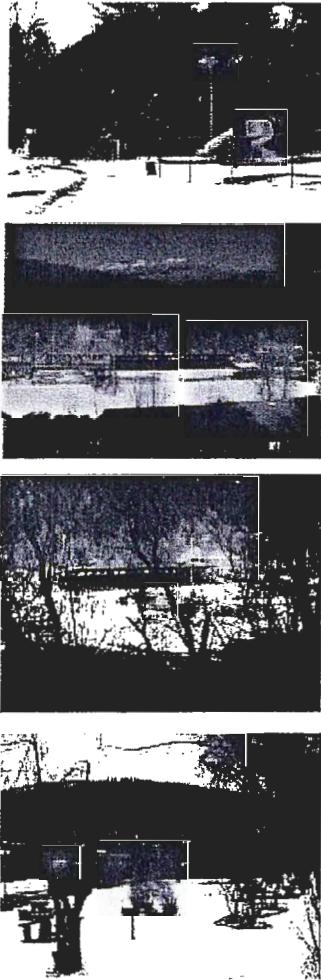


Figure 2-18. The city has developed a number of recreational facilities, but there is still demand for better and more types of facilities.

Conduct a community recreation needs assessment to identify outstanding needs for new recreation activities and facilities. The identification of appropriate recreation services and facility needs cannot be accomplished without a clear understanding of the community's outstanding needs and desires. This process involves an assessment of the community's existing recreation services and facilities, including indoor and outdoor structures and sites, public and private, condition, capacity, current uses and potential opportunities. The assessment will also identify the community's priorities for new services and facilities, as well as an evaluation of the existing facilities and sites. From a comparison of the existing facilities and services to the community's needs and desires, the outstanding needs and desires will be determined. It is this information that will illustrate the key needs and priorities to be met in providing appropriate and justifiable community recreation services and facilities.

The analysis should be completed by a citizen committee. Committee representation should include a broad cross-section of the community (e.g. all ages, interest groups, abilities and key recreation user groups and organizations). To complete the formation of the Committee, an open invitation to the community should be provided to insure good community participation and build interest in the process. City staff should provide support for the process.

The inventory and analysis will require that the following steps are completed:

- Compile a recreation facility inventory of the community's existing recreation and related facilities – including both public and private facilities. A complete inventory should include a general description of each facility, ownership, location, size, components, availability, hours of use, fees for usage and existing programs and services provided. In addition, opportunities for new services and potential partnerships should be evaluated.
- Compile a recreation services inventory of all available recreation and recreation-related programs and services in the community, public and private and provide the results to all service providers. Providing complete information on available

facilities to community service providers will encourage coordination of services, optimum use of facilities and development of partnerships to expand and enhance recreation services. Include activities in Lead, as well as those offered by non-traditional recreation services organizations such as schools, community education organizations and private clubs.

Action P2 – Adequate Park Facilities

Provide adequate quality recreation facilities, parks and open space to meet community needs. Ample and appropriate facilities are needed to support the community's recreation programs and activities. Care must be taken to insure facilities are designed to meet needs for all ages and are sited in locations to provide easy access by intended program participants. Provision of adequate facilities will also require that necessary land be acquired as needed to site new facilities. Sites for future parks, recreation and open spaces, based on the adopted standards for minimum amounts and locations of facilities, should be included as part of the city's consideration for approval of new developments and potential annexation of new lands. In all cases, the city should consider and explore the potential for public and private partnerships to meet park and recreation facility and open space needs.

In order to ensure that adequate facilities are being provided, the following steps should be completed:

- Develop a community park and recreation open space master plan through a collaborative and systematic process. The plan should identify the needed sites, facilities and lands to be acquired, preserved and maintained to meet Deadwood's needs now and for the foreseeable future and should be designed to comply with the national standards for parks and open space. The master plan will include and utilize the results of the community recreation needs assessment, as a basis for determining new facilities and services. The plan will also include projections for funding and actions necessary to implement the plan.
- Adopt and apply National Standards for the type, number and location of community parks and open spaces (as part of the master planning process). The minimum recommendation according to National Recreation and Park Association for open space is 25 – 30 acres per 1,000 residents. This is a guide only and may vary to meet Deadwood's individual

needs. The minimum amount of park and open space should include "Pocket Parks" - areas less than one acre in size, Neighborhood Parks – up to 3 acres in size, Community Parks – 5 to 30 acres in size, and Regional Parks – 25 to 100 acres or more in overall size. In addition, plans for parks and open spaces should include greenbelts, landscaped areas, gateways and undeveloped areas as available throughout the community and as needed to meet related community needs.

- Develop facility development priorities for new facility development to satisfy community needs and meet national standards. Priorities for new facilities and expansions should be based on the deficiencies identified in the community assessment when compared to the National Standards and the result of the community's expressed needs. Priorities should also consider available funding and potential partnerships for providing the facilities. Initial priorities identified through discussion with staff during the comprehensive planning process include:

1. Additional gymnasium space
2. Adult exercise space and facilities, including sauna
3. Adult weight training facility and equipment
4. Four additional ballfields (softball and baseball use)
5. Four to six soccer fields

- Identify future park and open space sites and prioritize to meet community needs and national standards. To be the most effective in meeting the community's park, facility and open space needs, specific park sites must be identified for acquisition in and around the community. Seek both public and private partnerships to assist with acquisition. Due to the steep terrain in and around the downtown community, the location of new, relatively level park sites are difficult to find.

1. Neighborhood Parks: Initial assessment and discussion with staff identified the following possible new sites for neighborhood parks:
 - a) Deadwood Gulch – across Whitewood Creek – 3 – 4 acres to provide semi active facilities such as picnics, horse-shoes, volleyball, and access to the Whitewood Creek Trail
 - b) Jackson and Lincoln Street – 4 lots size – to provide neighborhood park facilities; picnics, play equipment, benches

- c) Burnham St. – intersection with Lower Main St. – city lot in size – for picnics and interpretive signage
- 2. Community and Regional Park Sites: In addition to these potential new neighborhood park sites, the city should identify new sites for larger community and regional parks and general open space. Potential sites for consideration may or may not be within the existing city limits, and should be part of the city's evaluation of possible annexation areas. Potential areas for consideration include:
 - a) Centennial Valley – 10 to 40-plus acre sites along the SH 85 corridor
- Develop a Park and Open Space Funding Plan and schedule to support open space acquisition and new facility development. A prioritized funding plan should reflect the priorities identified in the park and recreation master plan and the results of the community assessment. Time frames for spending should address one, three, five and ten year funding needs and be integrated into the city's capital improvement plan.

Action P3 – Identify and Preserve Open Spaces

Identify and preserve significant resources and lands in and around the community as open space and buffers between commercial and residential developments as the community grows. Preservation of open spaces will enhance the growth of the community and help retain the qualities that make Deadwood unique. These sites should be identified as part of the overall park, recreation and open space master plan and with their preservation, will help maintain and preserve Deadwood's aesthetics, function and unique character for the future.

Action P4 – Indoor Recreation

Provide ample indoor multi-use recreation facilities to meet adult, youth and family needs and provide additional space for visitor activities and events. The specific indoor recreation facilities necessary to satisfy community needs should be based on the results of the community recreation needs assessment and input from the Recreation Center staff and management. The analysis of indoor recreation needs and opportunities should include:

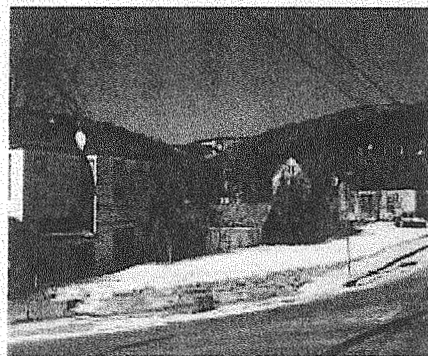


Figure 2-19. Good neighborhood park locations are available like this one at Burnham Street.



Figure 2-20. Within the annexation growth boundary, a large park facility could be used to support residents and visitors.

- Complete a Recreation Center evaluation of the condition, function and needs of the Deadwood Recreation Center. Although the Recreation Center was renovated in 1991, according to Recreation Center staff, there is an increasing need for additional gymnasium space to meet youth needs for youth basketball and other indoor programs. Adult needs include expanded dedicated weight training and exercise space, which cannot be accommodated in the existing recreation center basement space or gymnasium.
- Develop a Recreation Center Concept Plan for the expansion of the Recreation Center to add new indoor exercise and gymnasium facilities. According to staff, the existing Recreation Center cannot meet current needs. Due to limited new facility sites and to optimize use of the existing facilities, expansion of the existing Recreation Center appears to be the most efficient and cost effective. In development of a concept plan, entities with similar interests and responsibilities should be considered for partnership in the Recreation Center expansion, both for planning and potential financial participation. The concept plan for the expanded space should also incorporate other compatible uses such as special events, meetings and visitor activities. The Concept Plan should also include approximate cost estimates for the improvements and recommendations for funding sources and development schedules. Consider the use of in-kind labor and or materials and both public and private funds to assist in the expansion of the Recreation Center.
- Evaluate options to meet indoor recreation facility needs that might be available through other community organizations. Other existing community facilities, such as those owned and operated by the school district and private recreation facility operators may be accessible for public activities with approval of the facility owner / operator. Consider the development of rentals, leases and joint use agreements to fully utilize existing facilities before and as a compliment to construction of new facilities.
- Study the feasibility of a regional recreation center to either replace or augment the function of the Deadwood Community Recreation Center. The development of a regional recreation center could serve a variety of purposes. It could meet the needs of the community's current and future indoor recreation needs, address the deficiencies in the existing recreation

center, provide an attraction to the community from its use by residents from other communities in the region and stimulate the economy due to increased participation and activity in the community from regional events. This facility could also be designed to be part of a regional convention center and cultural facility for performing arts.

Action P5 – Provide Recreation for All Ages

Provide appropriate community recreation and community education activities for all ages and interests. Recreation activities are integral components of quality community life. They promote enhanced physical condition, relieve stress, create opportunities for socialization and help build unity in the community. The specific activities desired by the community will be determined in the recreation needs assessment. The city should strive to provide these activities, either alone or when possible, in partnership with other public and private entities in the community.

Finalize the desired recreation activities and prioritize for implementation, using the results of the community recreation needs assessment as a guide. The provision of recreation services to meet community needs should be accomplished through a community-wide approach, utilizing all resources available from the city and other appropriate and willing organizations. Available resources will improve the variety of activities that can be provided and the cost effectiveness to deliver the services. As activities are planned for implementation, the city, with Advisory Committee assistance, should complete the following tasks:

- Develop approximate costs and identify needed resources for each desired activity including personnel, equipment and facilities
- Identify any overlapping or complimentary needs for programs and services
- Consider programs available in Lead as an option to meeting program needs that cannot be provided in Deadwood, but are desired by residents
- Consider related school district needs for after-school programs and intramural activities that could be operated in cooperation or on a contractual basis – locations could be at school district or city facilities
- Consider development of an elementary swimming program to be held during the school year and as part of the daily

school schedule, offered at the community recreation center

- Include adult-oriented community education activities and programs as needed to meet community needs and build adult support for community recreation
- Incorporate “for credit” options from junior colleges or 4-yr institutions as possible by using distance learning options such as web-based courses and telecommunications courses

Action P6 – Partnerships

Contact related organizations as appropriate to identify potential public or private partnerships to provide services. Effective provision of recreation services is much more possible when developed and implemented as a collaborative effort. Partnerships can expand available funds, create new program opportunities, provide additional facilities and result in more effective services to meet the community’s needs. Examples of potential partnerships include the development of joint use agreements with the Deadwood School District to provide desired programs and facilities and increased coordination and partnership with the Lead YMCA to expand facility use and further integrate community services for the benefit of both Deadwood and Lead residents.

Action P7 – Transportation to After School Activities

Provide transportation as needed to after school activities. Transportation is a critical component for successful recreation activities, especially for youth and elderly participants. The city should evaluate the possibility of using school busses for recreation activity transportation, either directly from school for after school programs or on a scheduled basis for programs at other times. The amount of transportation needs should be identified as part of the Community assessment process and as needed when new programs are planned.

Action P8 – Support Regional Activities Provide appropriate quality community and regional events

Community special events are an important component of community life and afford opportunities for celebration, social gathering, sport and non-sport competitions and cultural events. These events can be either interest specific, community wide or regional in nature. They can also be designed solely for local participation or as an attraction for visitors to the region and the community. Larger regional events are also appropriate for broader promotion and sponsorship to

increase awareness and support event expenses. This might include:

- Special events that highlight Deadwood's history, natural features and expand the visitation season. Deadwood has a rich and colorful past, as well as historical features that can and should be promoted to increase visitation. The "Days of '76" has been successful and the theme should be expanded to integrate all aspects of Deadwood's past, through the addition of new special events in the spring, winter and fall. Events should be planned to attract families that also complement other activities in Deadwood and the Black Hills Region, such as cross country skiing competitions, and snowmobiling events and tours beginning and ending in Deadwood. The development and sponsorship of these and other family events should be accomplished in partnership with the Deadwood Chamber of Commerce, related community and regional organizations such as snowmobile groups and associations, mountain-bike organizations, historical societies or associations and appropriate and willing private businesses, such as hotel and motel operators, restaurants and gaming establishments.
- Support facilities for participants and spectator's in special events such as lighted / secure snowmobile parking areas, shuttle buses to allow out of town parking with pedestrian support, etc. In order to provide appropriate parking facilities, the city must first assess the capacity of existing parking facilities to meet demand during special events and community activities. This process includes communication with local and regional recreation user groups to define their needs for parking and support facilities. Once general parking and support facility needs are clearly identified, the city should identify needed funds to support development of either permanent or temporary facilities as needed. Consideration should be given to partnerships with user groups for maintenance and security of new facilities.

Action P9 – Historical Program

Provide a coordinated historical interpretive program to integrate the community's significant historical events and development. The city should develop an integrated approach. Following a review of the community's primary historical themes, the city should identify the primary themes and stories to be told. Deadwood's history has many interesting themes and unique elements including mining and the

Gold Rush of 1876, Chinatown, fires and floods, railroads, Indian Tribes, and a variety of colorful western characters that lived in or passed through Deadwood such as Wild Bill Hickock and Calamity Jane. In order to optimize the appropriate promotion of these themes and broaden the appeal to potential Deadwood visitors, the city should work with the Chamber of Commerce, local and regional historical organizations to develop and promote a broad integrated theme.

These themes should be organized based on a few primary elements, with complimentary components to deepen the understanding of the city's history and expand the opportunity for promotion and education. The promotion of these themes should include the development of specific Interpretation and Educational Programs using printed materials, visual displays, audio sources and live performances.

The city should also work to market Deadwood's history to residents and workers by creating a local historical interpretive education program to enhance the awareness of residents to the community's historical features and events – residents are the best source of information for visitors. Educational programs should also be developed as appropriate for integration into the school's elementary history curriculums to increase local awareness of Deadwood's history and educational opportunities.

Local residents can have tremendous positive impact on the success of the tourism industry in Deadwood. With increased knowledge by service staff such as shop owners, clerks, restaurant operators, waiters and waitresses and gaming employees, they will become more effective "salespersons" to assist in the one-on-one promotion of Deadwood's unique qualities and opportunities. Improvements in this promotion will result in enhanced quality of visitor experience, increased return visitation, extended stays and overall growth in visitation numbers.

Development of all educational and promotional programs must be coordinated with the appropriate local and regional historical organizations to insure accuracy and appropriateness of information and programs.

Action P10 – Trail System

Provide coordinated and continuous multi-use community trail system with support and connections to the regional trail system. One of

Deadwood's greatest assets for both residents and visitors is its proximity to both local trail facilities and regional trails systems. These facilities can provide both recreational and transportation benefits to Deadwood residents and a regional attraction to augment gaming for visitors to the community. However, some linkages are not complete and improved signage is needed to facilitate improved public access and use. Enhanced information is also needed on the types of activities and events that are planned and desired for the trails system.

In order to accomplish this action, the city should:

- Create a Regional Trails Advisory Commission. The purpose of a Regional Trails Advisory Commission is to provide overall coordination of efforts among communities, agencies, and organizations and trail users for the variety of trails in the Deadwood area. The Commission should focus its efforts to provide input for planning, coordination, construction and maintenance, promotion and expansion as needed, of an integrated trail system that provides optimum opportunities and minimum conflicts for a variety of users throughout the year. The Commission should include a mix of agency, user groups, promotion organizations and interested residents to provide balanced and broad-based input in the trails planning and management issues.
- Develop a coordinated Trails Management and Promotions program to insure optimum and desired use of the community and regional trails facilities. One of Deadwood's unique opportunities and attractions is the local and regional trail system. The local Whitewood Creek Trail, Mickelson Trail and the Black Hills Trails provide unparalleled opportunities for a variety of year-round activities for both residents and visitors to Deadwood. The Regional Trails Advisory Commission should provide input and support for the development of a coordinated trails management and promotions program to maximize use and awareness of the trails, their locations and types of allowable uses. Trails Management Program objectives include:
 1. Insure consistent and appropriate trails maintenance
 2. Identify and recommend funding to support trail operations and maintenance needs



Figure 2-21. Whitewood Creek Trail is a regional attraction that provides a connection to one of the finest recreational

3. Identify new trail projects to complete or improve the existing trail systems along Whitewood Creek, connections to the Mickelson Trail and overall Black Hills Trail System

4. Develop promotions and Trail Activity Events that highlight the resources and attractions of Deadwood and the region

5. Minimize user conflicts by developing necessary regulations for use that are appropriate for the trails, while maximizing use by various types of uses

Develop an integrated Trails Information and Signage Program. A key part of the overall effective management and public use of the trails in and around Deadwood lies in the development and implementation of a clear information and signage program. While there is some trails information available, it lacks widespread distribution and integration into Deadwood's local information programs and signage system. The trail Information and Signage Program should be developed by the Regional Trails Advisory Commission, be comprehensive in nature and address the following objectives:

1. Evaluate the existing informational materials and programs for clarity, completeness and integration with other information
2. Include informational signage at trailheads as well as directional signage to route potential users to trailheads and additional trail information

3. Coordinate trail signage information with all related agencies and organizations to insure optimum clarity and coordination of information

4. Pursue the development of joint funding for the trails signage program

5. Provide integrated and combined community and regional trails information in local hotels, motels, restaurants and community facilities

Integrate the Community's Interpretive Education Program into the trail system, by including appropriate signage, available materials and clear directions for walking tours. Interpretive education programs are an important, popular and effective method to provide quality information on the community's historical and

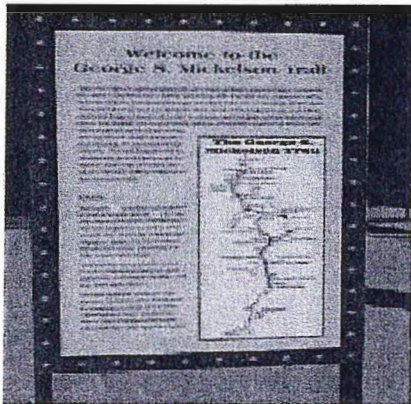


Figure 2-22. The Mickelson Trail provides access to the entire Black Hills Region.



Figure 2-23. Trail enhancements and signage could help attract more users to these incredible resources.

natural features. One of the most effective and enjoyable methods by which to share the community's significant historical and natural features, attractions, people and stories is through the development and promotion of walking tours. The walking tour interpretive program should include signage in the community and along the trail system, brochures and maps clearly identifying and explaining the sites and their significance

Action P12 – Family Recreation

Provide a year-round, family-based regional tourism and recreation program that reflects Deadwood's character, history and desired quality of life by developing a common regional theme for promotions to focus Deadwood's image in the region and the state.

Deadwood's ability to attract visitors to the community on a year-round basis will be greatly enhanced by the organization and promotion of a clear regional theme, which promotes the opportunities of the region with highlights of Deadwood's unique attractions. A regional approach will strengthen the attraction of visitors to the region and while in the region, to Deadwood. A regional approach will also expand the opportunities for visitation to include a greater number of family-oriented activities, thereby expanding the type and number of family visitors to the area.

In developing the regional theme Deadwood should work closely with neighboring communities, organizations and agencies to develop and promote a coordinated regional theme that supports the needs of the individual communities and the overall goals for the region

The city may also wish to invest in developing a destination year-round attraction / facility to highlight Deadwood's theme, history and cultural heritage. Visitation to Deadwood occurs primarily in the summer months, weekends and, if weather permits, some activity in the winter from snowmobile enthusiasts. In order to expand visitation and to become a more consistent year-round activity, especially to families, Deadwood must develop an indoor destination attraction. The attraction should be designed to highlight Deadwood's unique qualities and features, in one location, providing interpretive information and education on Deadwood's history and development, in a setting that is creative and interactive and will be viewed by visitors as destination status. This is a substantial undertaking for the

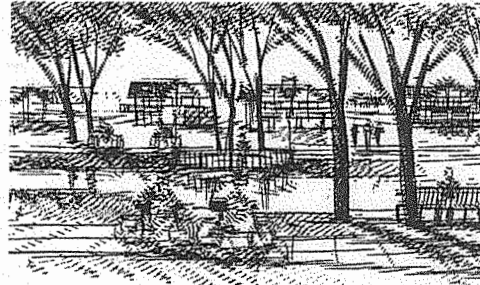


Figure 2-24. The trails should be provided with easy access from residential areas.

community and should include the following steps and activities.

- Create a Convention Center Advisory Committee with broad-based representation, to evaluate the feasibility for a new community convention facility to meet community and regional needs
- Involve the community in the planning and evaluation of feasibility of the new facility
- Establish the goals and objectives for the facility
- Explore partnerships with both public and private sponsors to support the new facility and programs
- Identify potential sites for the new facility; either construction of a new facility or renovation of an existing structure
- Develop a Concept Plan and proposed program for the new facility
- Identify potential funding sources, public and private, to support the development and maintenance of the new facility

Finally, the city should work to plan and promote a year-round collection of events that appeal to families, individuals and that compliment the existing gaming activities. Year-round family-oriented activities and special events will augment gaming and enhance the appeal of Deadwood to families. These activities and events should reflect Deadwood's primary qualities and opportunities, such as recreation activities, heritage education and compliment and / or connect to other events in the region. Primary indoor opportunities for families in the winter are contingent upon the development of an indoor facility and attraction. Key issues to consider in the planning and development of year-round activities include:

- Coordination of events and promotional activities with both community and regional organizations
- Design and implement "loop tours" that use Deadwood as a base and highlight features, past and current events, natural resources and recreation opportunities available in the Black Hills region
- Develop visitor packages that include multi-night lodging, meals and admission to events in Deadwood and other communities in the region; both with and without gaming

Action P13 – Black Hills Central Reservations

Expand and promote the Black Hills Central Reservation System.

Regional promotions, as recommended earlier in this plan, will increase the number of visitors to the Black Hills region. The benefits of a central reservation system include increased exposure to more potential visitors and a greater tourism draw by including all the region's attractions through one reservation source and improved efficiency for all participating services. In addition, a central reservation system will provide valuable data to assist marketing efforts in Deadwood and the region.

Environment

Goal: The City of Deadwood will preserve and enhance Deadwood's natural features and physical resources, protect citizens and property from natural and man-made hazards, and strive to protect water quality.

Deadwood's environment is defined by a combination of several factors including location, both natural and developed physical characteristics, proximity to neighboring communities, appearance and function. Deadwood is located in South Dakota's Black Hills Region, approximately 12 miles west of Sturgis and Interstate 90 along SH14A and at the north end of the Black Hills Parkway. Deadwood is also close to well-known national attractions including Mt. Rushmore National Monument, 44 miles to the south and Devil's Tower, 65 miles to the south. Deadwood is unique in that it is listed as a National Historic Landmark and includes many registered historical buildings and sites, plus additional recently developed features, unique sites and attractions. Deadwood's environment is also defined by the available gaming, since enabling legislation was passed in 1989. Together, these attributes create unique impressions, opportunities and challenges.

Deadwood's physical environment is also defined by its steep terrain, primarily forested public land, which provides a unique compact environment, but also severely limits any new residential and commercial development. The downtown area straddles Whitewood Creek, which, with its adjacent Whitewood Creek Trail, serves as a central recreational and transportation corridor for the community, providing opportunities for scenic views, recreational hiking and pedestrian connections to community sites, attractions and facilities. Whitewood Creek Trail also includes the trailhead for the 117-mile Mickelson Trail, and connections to 300 plus miles of the Black Hills Trail System. In spite of the steep terrain, there is some limited access to the surrounding lands via unimproved roadways and some trails. These lands provide opportunities for recreation, but also

severely limit development and expansion of the community.

The majority of the community's downtown area is naturally located in the more level canyon bottom, while most of the community's residential areas are located on steep hillsides surrounding the downtown area. Although construction has been possible, it is difficult and poses potential damage to hillsides and a possible cause for erosion and landslides, which could damage other residences or downtown commercial and retail properties. Key environmental issues critical to maintaining Deadwood's natural environment and safety for Deadwood residents include preservation of the adjacent hillsides and stabilization of the underlying soils.

In addition to Deadwood's natural setting, the community's environment is defined by its colorful western heritage, visible in the community's many historic structures, complimentary architecture, signage and events. Historic structures and their preservation are the heart of Deadwood's community image and are managed by the Deadwood Historic Preservation Commission. Their unique qualities and significance to the community image are addressed as part of the Community Image and Design section of this plan and specifically in the Deadwood Historic Preservation Action Strategy, completed in the first phase of this community planning process.

Deadwood's environment is truly unique in the Black Hills region and the west. The challenge and the opportunity lie in the community's ability and willingness to maintain and preserve the environment for the desires of residents and the needs of the natural features.

Actions:

Action EV1 – Stabilize Hillsides

Inventory the hillside areas to identify those areas at risk and prioritize plans for stabilization and restoration as needed. Preservation and protection of Deadwood's hillside terrain is critical to the safety and aesthetic appearance of the community. While the business and commercial portion of the community itself is located on the valley floor, the majority of the residential area surrounding the downtown area is located on extreme slopes. These areas severely limit construction of both public and private buildings and present danger of slides and significant runoff of rainwater, irrigation and storm water onto adjacent properties and buildings. Identification and prioritization of these areas based on risk of slides will afford Deadwood the opportunity to protect and preserve both the hillsides and

the downtown community from damage.

Due to the importance of hillside preservation to the community, funding for land stabilization, vegetation, retaining walls and other related programs should be identified and allocated as a priority from Historic Preservation Funds through the city budget.

In areas where preservation and restoration are needed on private lands, cost-sharing programs should be developed to assist private landowners in funding these efforts, recognizing the benefit to the overall community and public facilities. Information regarding the cost-sharing program and how to apply should be provided to landowners throughout the community to make them aware of the program and solicit requests.

Action EV2 – Collaborate with Public Land Managers

Promote a joint planning process with opportunity for development of a public land management plan, which respects Deadwood's preservation goals. Deadwood is surrounded primarily by Forest Service Lands, the management of which must be done with consideration of Deadwood's concerns and preservation goals. A joint planning process will afford both parties and the general public the opportunity to identify workable solutions to meet the needs of Deadwood and the Forest Service. A review of this plan is recommended by both parties a minimum of every two years, with more frequent discussions if significant changes occur that impact either party or the general public.

Action EV3 – Preserve Sensitive Areas

Identify specific parcels for protection and implement mechanisms to secure their protection such as conservation easements, acquisition or cooperative agreements. During the identification and prioritization of threatened hillside areas, drainages, etc, the city should consider utilization of a variety of creative and flexible mechanisms that may be appropriate to provide for the control and management of the threatened areas. Developing positive working relationships with private landowners is critical to long-term success in achieving the city's preservation goals with the optimum benefit to the city and the private landowners. For example, conservation easements can be acquired by either donation or purchase and afford the same level of preservation as purchase and can afford private landowners with additional financial incentives and tax benefits.

Action EV4 – Develop a City Water Source Protection and Supply

Plan.

Development of a city water source protection and supply plan should include an assessment of current water source, evaluation of current and future needs and determination of any needed improvements or expansions to meet either current or future needs. The plan should be developed with necessary technical expertise and include an implementation schedule and project funding needs to support the implementation program. The plan should be reviewed annually to determine the need for modifications and to incorporate project needs into the budget planning process.

In addition to the funds available from the annual city budget, the city should investigate possible state or federal sources of funds to implement the plan. The city should also develop and implement cost sharing programs to insure that new development pays for costs to deliver any required new services to support the development.

Action EV5 – Mountainside Development

Residential development on surrounding mountainsides should be requested to adhere to sound grading, construction, and landscaping practices in order to control erosion and avoid the degradation of drainage systems. Adverse visual impacts on surrounding areas, and environmental impacts shall be mitigated to the maximum extent possible. Enforce regulations to ensure that any development on mountainsides minimizes negative environmental consequences and that new structures blend harmoniously with the area. These regulations should limit building height, and establish color standards and landscaping requirements to limit visibility from downtown. Where views would be severely impacted, or resources degraded, the city should acquire these lands as open space.

Action EV6 – Natural Hazards

The city shall restrict residential development in those areas constrained by the natural limitations of the land, including 100-year floodplains, steep slopes, important biological resources, and locations where it is not economically feasible to provide municipal services. Such areas should be mapped and clearly identified for the public. Development restrictions should be imposed by amendments to the zoning code. Such restrictions shall also apply to important scenic areas, such as ridgelines or view corridors.

Action EV7 – Storm Drainage

Develop a set of storm drainage design standards for all new development and an associated storm drainage maintenance program. Drainage standards should address site discharge. The storm drainage maintenance program should be established and funded as an enterprise fund. Storm drainage areas can also provide park and open space areas in neighborhoods and throughout the community. Design and location of these areas should be accomplished in conjunction with developers, city staff and adjacent neighbors.

Public Services

Goal: The City of Deadwood will prioritize the provision of efficient high-quality municipal services, maintain appropriate service levels, and fund necessary capital improvements and their maintenance to serve the needs of current and future residents and visitors.

Rationale:

The availability and phasing of quality infrastructure and public services in Deadwood affects the safety and quality of life for residents and dictates the location, type, and intensity of land uses. The dispersed development patterns of the past have hampered the ability of the city and county to provide needed services and facilities to area residents, such as transportation, police, and fire and emergency services. In conjunction with the Annexation Growth Boundary actions identified in this plan, coordinated urban capital facility projects should be directed to contiguous urban areas so that public facilities and services can be delivered more efficiently. Development must bear its fair share of the cost of additional public services and facilities it needs.

Actions:

Action PS1—Determine and Require Adequate Public Facilities and Services

The provision of adequate public facilities and services and the phasing of infrastructure improvements shall be important considerations in the timing and location of development.

The city should adopt public facility standards as part of ordinances for all facilities and services, including but not limited to fire protection, emergency services,



Figure 2-26. Storm drainage must be rationally dealt with as development continues. A storm drainage utility may help provide regional stormwater detention and drainages.

parks, utilities, storm drainage, schools and other public buildings, and transportation. These standards shall define the specified levels of service that are necessary and appropriate to ensure that basic health, safety, and welfare requirements of city and county residents can be met.

In order to ensure that adequate public facilities and services can be provided to urban areas, land within the unincorporated areas of the county that are proposed for urban levels of development within the Annexation Growth Boundary shall be required to pursue annexation to the city.

The city should require that adequate public facilities and services be in place or planned for prior to development, in order to ensure that public facilities and services are available at specified levels of service contemporaneously with new development. Require conformance with standards as a condition of approval for rezoning.

Action PS2—Development Pays Fair Share

Develop should be required to pay its fair share toward the cost of additional public service needs created by new development. The short- and long-term fiscal effects of land use and new development require the use of various tools, methodologies and programs to determine the cost of development and to ensure development is paying its fair share and that it has a direct relationship to benefits received by the development and the burdens imposed on the provider.

The city should consider the impact of the cost of new development and impose the financial burdens on new developments through such mechanisms as bonding, special taxing districts, development fees, in lieu fees, facility construction, dedication, privatization and others.

Action PS3—Work Cooperatively with School District

The city shall assist the Deadwood/Lead School District in determining suitable location for schools. The city shall work with the school district when practical to cooperatively plan for joint facilities and shared use of community facilities.

Action PS4—Implement Capital Improvements Program

The city shall continue to prepare and update a multi-year capital improvements program that is coordinated with the plan, inter-

governmental agreements and development location priorities, to direct and prioritize the provision of public facilities and services to growth areas and the protection of open spaces.

Action PS5 – Facility Maintenance Management Plan

Develop a maintenance plan and allocate related city funding resources for maintenance and scheduled replacement, upgrade and expansion of community infrastructure and facilities to meet community and visitor needs. A maintenance plan should be developed to identify the necessary projects and associated costs prior to allocating funds to any new capital facilities or services.

Action PS6 – Public Service Fees

Review the current fee structure to determine if there is any unreasonable disparity between residential and commercial uses. Establish an equitable fee structure that supports efficient public services and strikes a rational balance between commercial and residential uses.

Transportation

Goal: The City of Deadwood will promote a local and regional road network that serves the needs of residents and visitors, minimizes the disruption to residential areas by vehicular traffic, maintains the highest possible safety standards, and protects the historic integrity of Deadwood.

Similar to other cities and regions throughout the United States, the automobile is the dominant mode of transportation in the Black Hills region. However, the continued reliance on the automobile to meet the growing transportation needs of a growing region is likely to degrade air quality levels; increase unacceptable traffic congestion and driving times; negatively impact neighborhoods; require widening of roads and other expensive infrastructure improvements; and consume land that could be used to provide jobs, housing, or open space. The quality of life for the region's residents would deteriorate if they had to rely only on the automobile to travel locally or regionally. Therefore, the plan encourages an efficient and balanced transportation system that ensures local and regional connectivity and neighborhood integration, while at the same time offers viable alternatives to the automobile; thereby minimizing auto dependency and unnecessary driving trips.

Actions:

Action T1—Develop a Balanced Transportation System

The local transportation system shall strike a balance so that each mode of travel (single-occupant vehicle, multi-occupant auto, pedestrian, bicycle and public transit) is effectively utilized to meet local mobility choices and needs. The design of all arterial and collector streets (new roads and major reconstruction projects) will effectively provide mobility and accessibility for pedestrians, bicyclists as well as for private motor vehicles.

Action T2—Coordinate with SDDOT and FHWA

Coordinate goals and actions with SDDOT and FHWA to assure compatibility with plan goals, including design, viewshed protection, streetscape enhancements, and noise attenuation.

Action T3—Create an Efficient Transportation System

The city and county shall work to ensure connectivity and continuity in local roads and streets between adjacent neighborhoods, and between neighborhoods and nearby commercial areas and schools in order to minimize auto dependency, minimize unnecessary driving, especially for short trips, and achieve a better distribution of traffic across the roadway network, avoiding unnecessary congestion on collector and arterial routes.

Action T4—Develop a Traffic Signal Capital Program and Management System

The city shall work with SDDOT to develop and implement a traffic signal improvement and traffic signal management system in the near- to mid-term.

Action T5—Develop Transportation Facility Design and Updated Roadway Cross Section Guidelines

The city and county should develop the guidelines within two years following adoption of the plan. The guidelines shall cover streets, sidewalks, crosswalks, bicycle facilities, and transit facilities. Roadway design guidelines shall be tied to the Functional Classification System.

Action T6—Establish Roadway Improvements Categories

The plan shall establish the relative priorities of categories of roadway improvements for local (city and county) investment, and set local priorities for State of South Dakota investments in arterial

roadways through the continuing actions of the Black Hills Regional Council of Governments. The priorities shall conform to the following direction:

1. The highest priority shall be projects that solve or improve demonstrated or anticipated safety problems, provided however, motor vehicle safety shall not be improved at the expense of reduced safety of movement by pedestrians, bicyclists, or other legitimate means of travel.
2. The next highest priority shall be placed on "transportation systems management" investments that improve the flow of traffic through existing roadway facilities. These include improved signalization, access management, intersection reconstruction, intersection separations, and similar types of projects.
3. The city and county shall identify and work to resolve missing links and key connections in the urban street grid, especially for north-south movements near the city core.
4. The city and county shall take a lead role in identifying the need for, and assuring the provision of, key radial connectors and circumferential routes, including those which will ultimately be privately funded in connection with new development. While such projects shall not be a high priority for local public funding, the city and county may provide "up-front" funding for such projects to be repaid later by developers.
5. Other criteria being equal, some additional priority may be placed on certain roadway links and connections which would enable better response times for emergency services or which would provide needed redundancy in routes for emergency access or circulation.

Action T7—Reduce Negative Traffic Impacts in Residential Neighborhoods

Traffic calming shall be incorporated in neighborhoods to mitigate negative impacts, and streets serving residential areas shall be designed in a manner that does not encourage through traffic in neighborhoods.

The city shall develop a traffic mitigation program to be prepared by the city and county within three years following adoption of the plan. The Traffic Mitigation Program (TMP) shall include a catalogue of approved tools (including design templates) for mitigating traffic on neighborhood streets, including traffic calming and speed reduction

measures. The TMP shall also provide a process that evaluates the indirect consequences of proposed traffic calming measures, and prioritizes traffic mitigation projects.

Action T8—Establish a Roadway Functional Classification and Access Management System

The city shall establish a roadway functional classification and access management system for the purposes of managing access and determining design standards. This functional classification shall serve as the basis for an access management system. The classifications shall include at least the following categories:

- Freeway
- Major Arterial
- Minor Arterial
- Collector
- Local Commercial
- Local Residential
- Local Narrow Residential
- Alley

Develop a Transportation Plan that includes a functional classification that identifies the role of each roadway in the regional grid and structural framework, and provides guidance to the county, the city and the state in making decisions about roadway design and cross section, multimodal accommodation, access management, and traffic mitigation.

Action T9—Recognize the Importance of Passenger Rail Service

The city shall recognize the importance of passenger rail service to the economy of the region. The city shall work cooperatively with potential rail service providers to ensure attention to rail-highway grade crossings issues, management of rail traffic impacts (e.g. noise, vibrations, air pollution, and traffic levels), and rail passenger interface.

Action T10—Identify Truck Circulation Needs

Develop a Transportation Plan that identifies truck circulation routes and appropriate roadway design features for the accommodation of trucks. The truck circulation plan shall ensure direct access for commercial trucks to all commercial and industrial areas as well as

direct routes for through-town movement. Truck routes identified in the plan shall respect existing residential neighborhoods and minimize adverse impacts (e.g., noise, vibrations, air pollution, and traffic levels) on those areas. The plan shall also ensure adequate local circulation.

Action T11 – Capital Improvement Funding

Establish a capital improvement plan (CIP) for improving Deadwood's streets, bridges, and other public facilities. The plan shall include a detailed funding strategy that may include bonding. The capital improvement plan should establish priorities of roadway and bridge improvements, with the highest priority being projects that solve or improve existing or anticipated safety problems. The CIP should include sewer, water, and other facility needs.

Action T12 – Adequate Parking

Provide ample and appropriate parking to meet the needs of Deadwood residents and visitors. Parking is one of the most critical elements for both residents and visitors to a community. Deadwood has addressed this issue previously and with the construction of the new parking structure in downtown, has satisfied much of the routine need. However, there are still outstanding parking issues to be resolved, such as the need for temporary parking during "Days of 76" and other special events and in the winter for snowmobile trailers, etc. Resolution of these outstanding needs will further enhance Deadwood's attraction and function.

Changes in the community have occurred since the completion of the Merrick and Co. Parking Study. A new review of the recommendations, combined with an evaluation of the current community needs should be completed to identify current parking needs. Downtown businesses and property owners should be included in the evaluation of the current parking needs and development of recommendations for further improvements.

Efforts should be directed at improving signage to clearly communicate to visitors the location of public parking. All public parking, including the parking structure should be free to encourage stops and visitations. All surface parking lots should be improved with landscaping to soften their appearance. New developments should also be encouraged to share parking with neighboring businesses and place parking behind the building to improve pedestrian access and visual appearance.

Action T13 – Transportation Plan.

Develop a transportation plan to meet the community's ongoing needs and accommodate visitors and the expanded needs during times of high visitation and special events. Additionally, a traffic circulation plan should be established for the city's large events, such as Days of '76. Efforts should be made to direct visitor traffic away from residential neighborhoods and to limit the number of cars in the downtown area. Outlying parking should be developed for such events and shuttle service provided.

The Transportation Plan should also identify any deficiencies in street function, needs for improvements and additions and recommendations for long-range enhancements. The implementation section of the plan should also establish priorities and schedule for actions to implement the plan. The Transportation Plan should be reviewed annually as part of the city's budgetary process, with funds allocated as needed in the annual or capital improvement plan to meet the goals of the plan.

Action T14 – Shuttle Service and Transit

Incorporate shuttle services as needed during major events such as "Days of 76" to further alleviate parking limitations and conflicts.

Either the city or private entities can provide shuttle services. The city should consider both options and encourage private operation if feasible. The city may wish to expand the service as traffic volumes dictate.

Annexation

Goal: The City of Deadwood will utilize the limited developable land available in and around Deadwood in the most efficient, economic and cost effective manner and will look to new areas to meet long-term needs for various land uses types including business park development, retail services, and housing.

Rationale:

The City of Deadwood has significant topographic constraints to growth and development of the community. These constraints limit the land available for industrial, business, retail uses, and housing. In addition, the gaming potential of existing commercially zoned lands has inflated the land market in the commercial sector to unreasonable values to allow retail, industrial or other business uses to

consider in town locations. Therefore, in order to expand the local economy and provide housing for workers, the city must annex new developable lands.

Actions:

Action AN1 – Growth Impacts

Conduct a fiscal impact analysis on all potential annexations in order to compare the associated costs with the anticipated revenues. Annexations must make economic sense for the city before approval should be granted. For example, the revenues generated from additional property taxes and/or sales tax should exceed the expenditures required to service and maintain the annexed areas.

Action AN2 – Annexation Growth Boundary

An annexation growth boundary should be established around the city to establish a logical service area. The service area is the area in which water, sewer and other urban infrastructure could be made available during the foreseeable future. While the service boundary is not intended to be permanent, it is intended to reflect a specific area that should be largely built-out before the boundary is adjusted. Any development that occurs within the service boundary should adhere to city development standards, and no special service districts within the county should be permitted with the boundary.

Action AN3 – Land and Resource Preservation

Identify, prioritize and preserve wherever possible, the significant resources and lands in and around the community as open space and buffers between commercial and residential developments as the community grows. The use of tax incentives, purchase and conservation easements are all options to consider to preserve Deadwood's aesthetics, function and unique character for the future.

Action AN4 – Annexation Criteria

The City of Deadwood will consider the annexation of new territory into the city when the annexation of the property conforms to the vision and goals of the Deadwood Comprehensive Plan. The City Commission will weigh the following factors when considering the annexation of new land into the incorporated limits:

- The property must meet all statutory requirements for annexation according to the laws of the State of South Dakota.
- The property must be currently located within the annexation

boundaries, or the boundary must be amended by the City Commission before the city approves the proposed annexation.

- Vacant/undeveloped land proposed for annexation must conform to the city's phasing requirements for extension of public facilities before being annexed.
- Developed land, or areas seeking voluntary annexation, must have their infrastructure improved (e.g., streets, utilities, and storm drainage systems) to city standards, or must have a mechanism in place (e.g., special district) to upgrade such services and facilities to city standards, before being annexed.
- Developments approved by the County that have an annexation agreement as a condition of approval, or have an annexation agreement with the city as a result of receiving out-of-city utility service, will be considered for annexation when they meet all statutory requirements.
- Vacant/undeveloped land included in a county enclave or peninsula will be annexed within one year after becoming eligible for involuntary annexation, but only if the land conforms to the city's phasing requirements for the extension of public services.

Action AN5 – Conditions for Annexation

Annexations shall meet the following conditions:

- The area to be annexed is a logical extension of the city's boundary.
- All undeveloped areas to be annexed shall be included in a master plan which must be approved by the city prior to final approval of the annexation. The master plan shall be supported by adequate and appropriate financial performance guarantees relating to phasing of the master plan.
- The existing or proposed development of the area to be annexed will be beneficial to the city. Examples of the various tangible and intangible costs and benefits the city may consider to determine benefit include:
 1. The short and long term fiscal impact of extending city services;
 2. The impact that a development area may have upon the city if it is not annexed;

3. Any necessary capital improvements, and anticipated revenues generated by the proposed development;
 4. Employment opportunity;
 5. Improved wastewater management;
 6. Improved drainage control;
 7. Diversification of the economic base;
 8. The city's anticipated and desired population growth rate; and
 9. Impact on environmental quality.
- There is a projected available water surplus at the time of the request, and the existing and projected water and/or wastewater facilities of the city are expected to be sufficient for the present and projected needs for the foreseeable future to serve all present users.

In annexing land, the city should establish the timing of development, including phasing, and the initial level of city services in areas to be annexed by an annexation agreement between the city and property owners seeking either annexation or city services. Phasing should relate to long range plans for the extension of infrastructure and city services in a cost-effective and predictable manner.

In addition, the city should require partially or fully developed areas annexed into the city to pay a fair share of the costs of essential public improvements or provide adequate performance guarantees for such improvements prior to annexation.

Action AN6 – Intergovernmental Coordination

Encourage cooperative intergovernmental planning within the Annexation growth boundary in order to:

- Avoid urban development with less than adequate urban services and infrastructure;
- Coordinate long range plans for transportation, parks, air quality, fire protection, police, utilities, drainage, and other infrastructure and services.
- Develop common development standards for new urban developments within the annexation growth boundary;
- Avoid tax duplication for residents of municipalities.

As part of the intergovernmental agreement, encourage annexation of urban intensity development by the City of Deadwood, because of

the greater capabilities of Deadwood to provide services to urban development.

Action AN7 – Efficient Extension of Utilities

Plan and guide development within the city in a manner which encourages optimal efficiency and cost-effectiveness in the delivery of infrastructure and city services. In extending services, the city should ensure that the initial level of service provided by new facilities is proportionate to the need attributable to the specific development and to the general community at the time of construction or in the near-term future (i.e. five years).

Action AN8 – Annual Review of Annexations and Capital Improvements

Progress by the city on annexations and capital improvements shall be reviewed annually by the city, as any subsequent failure in performance associated with annexations and performance of public facilities shall be deemed cause for substantial amendment of the plan by the city.

3.0 Land Use Plan

The Deadwood Land Use Plan is designed to accommodate a projected population for the city of 6,300 in the year 2050. This represents an increase of 4,500 residents from the current population of 1,700. It is also designed to accommodate approximately 2,800 new households. The Land Use Plan Maps identify land uses for all areas within Deadwood and the Annexation Growth Boundary.

The Land Use Plan identifies locations in the Deadwood area where various land uses and intensities of use will be permitted to occur in the future. Although the Land Use Plan reflects previously adopted plans, current development trends, established land uses, and zoning patterns, the Land Use Plan sets the governmental policy regarding future zoning and land use patterns. It establishes and articulates broad policy established by the vision, goals and actions in keeping with the traditional role of the comprehensive plan as a framework for future development.

DESCRIPTION OF PROPOSED LAND USES

The following is a description of the land use categories contained in the Land Use Plan.

Residential

Very Low Density Residential

This category is intended to be a setting for a predominance of large-lot, single family housing in a rural setting. This land use category is found primarily on the urban fringe, abutting national forest and agricultural lands. The basic character of development is rural, with most natural features of the land retained. Typically, keeping horses or other livestock is permitted. Public services are not required at as great a level as in higher density development. No commercial or industrial development is present nor should any be permitted.

In general, areas within this land use district will allow for a minimum of 5-acre lots. Where sanitary sewer and potable water services are available, including within the Annexation Boundary, zoning may permit development of 1-acre lots. Within these areas, development should be clustered to maximize protection of natural and historic resources, agriculture and open space, where appropriate.

Low Density Residential

This category is intended for predominately single family detached residential development, similar to that found in many existing city neighborhoods. Residential densities of up to 5 dwelling units per acre (net) are typical of this category. The majority of this category is located toward the periphery of developed areas of the city. In general, these areas are quiet residential neighborhoods, predominately consisting of single family detached homes. In some areas, a mix of single family homes, duplexes, townhouses, and low-rise apartments would also be suitable, provided that the average density of such areas does not exceed 5 dwelling units per acre. This classification may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required.

Medium Density Residential

The medium density residential category includes duplexes, manufactured and modular homes, apartments, townhomes, and other forms of attached housing, and many of the older single family areas of the city that were subdivided with 25-foot wide lots. The net density range for this category is 6 to 12 dwelling units per acre. This category may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required.

High Density Residential

The high density residential category provides for apartment and condominium complexes ranging from 13 or higher net dwelling units per acre. This category may also include such supporting land uses as parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required.

Mixed-Use Neighborhood

The mixed-use neighborhood category is intended to be a setting for a variety of housing types combined with complementary and supporting non-residential land uses that serve a neighborhood and are developed and operated in harmony with the residential characteristics of a neighborhood. The primary objective is to meet a wide variety of needs of everyday living in neighborhoods that include a variety of housing choices, that invite walking to gathering places,

services, and conveniences, and that are fully integrated into the larger community. This category may include a mix of housing types at a net density of not less than 5 and up to 8 dwelling units per acre, including single family detached and attached dwellings, and multifamily dwellings (limited to 6 or less units per building). Supporting commercial and service uses are encouraged to be included as part of a mixed-use neighborhood, including retail stores, convenience stores, personal and business services and offices, community facilities, and other similar uses designed to primarily serve the neighborhood within which they are located. Other supporting land uses, such as parks and recreation areas, religious institutions, and schools, may be included. A full range of urban services and infrastructure is required.

Commercial

City Center

Areas designated a City Center are intended to contain a mixture of uses in an urbanized environment. Retail shops, restaurants, entertainment, gaming, banks, art galleries, personal services, and other pedestrian oriented services should be located on the lower levels in order to encourage a high level of interest and pedestrian activity. Offices, apartments, condominiums, or lodging may be located above. Buildings should be two to four stories high. Development in this area should include ensure enough residential and lodging units to provide a year-round town center population. The City Center is envisioned to serve as the primary urban core and establishes Deadwood's identity. The overall design integration should be stressed with particular emphasis on pedestrian-scaled amenities, historic preservation, and an intimate retail setting.

Tourist Service

Areas designated as tourist service are intended to contain uses that primarily support the Deadwood tourist industry. Uses include employee housing, maintenance yards, visitor parking, and transportation facilities. Major parking facilities should be designed to provide direct linkages to the City Center and should be design, whenever possible to incorporate other activities such as retail, offices, and entertainment. Tourist service uses should be carefully sited and designed to minimize impacts to the city's transportation system.

Community Commercial

This commercial category is intended for all commercial and service

uses that serve the needs of the entire region. This includes commercial activities that attract a regional or community-wide market, as well as tourism and travel-related businesses. While uses located in this category typically tend to be auto-oriented, the regional commercial category emphasizes safe and convenient pedestrian mobility in many forms.

Employment

Office/Business Park

The office/business park category is intended to provide locations for a variety of workplaces including light industrial uses, research and development activities, offices, and institutions. Uses in this category are typically developed in attractively landscaped, campus-like settings with activities carried out entirely within enclosed buildings. The category is intended to encourage the development of offices and planned business parks; to promote excellence in the design and planning of buildings, outdoor spaces, and transportation facilities; and to continue the vitality and quality of life in adjacent residential neighborhoods. Other supporting uses that complement the primary workplace uses, such as restaurants, hotels, child care, and convenience shopping, may be appropriate in this category if included as part of an overall planned development. Sites designated for this category should have good access to existing or planned transportation facilities and compatibility with adjacent land uses.

Industrial

The industrial category is intended to provide a location for a variety of work processes and work places such as light industrial uses; research and development activities; manufacturing, warehousing and distributing; indoor and outdoor storage; and a wide variety of commercial and industrial operations. Uses in this category are typically involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. Transportation requirements are usually met by truck, although rail and air transportation may be utilized as well.

Open Space/Parks

Open Space

The open space category is intended to accommodate areas of land or water essentially unimproved and set aside, dedicated, design-

nated, or reserved for public use or enjoyment.

Parks

The parks category is intended to accommodate areas of land designated and used by the public for active and passive recreation. Where possible they should be sited to take advantage of natural features or amenities.

Pocket Parks

Pocket parks are small, unique spaces within a developed area that provide localized opportunities for recreation and relief from the built environment.

Neighborhood Parks

Neighborhood parks are designed to serve the residents in the surrounding area within on-half mile of the park. Neighborhood parks are best centrally located in a subdivision, and usually contain a minimum of a multipurpose play field, a playground, and a picnic shelter, and range in size from 1.5 to 5 acres, depending on specific site topography. An elementary school is often a perfect accompanying feature to a neighborhood park.

Community Parks

Community parks are ideally designed to provide recreation opportunities to residents within a one to two-mile radius of the park. Active recreation facilities, such as lighted ballfields and tennis court complexes, are typical uses in addition to group picnic areas and a playground. Community parks are usually between 20 and 30 acres in size. All parks should be carefully sited to ensure that they are compatible with surrounding neighborhoods, particularly parks with intensive recreation uses or lighting that may impact residential areas.

Special Categories

Agricultural

The agricultural category is intended to accommodate privately-owned lands located in more remote areas of the planning area that have high conservation value. All of these lands have zoning in place in the county that will allow very low density residential development, typically up to 40 acres per dwelling. However, these properties have special characteristics, by virtue of their location, proximity to sensi-

tive natural features, or resource values.

Planning Reserve Area

The planning reserve area category is intended to accommodate designated areas within the Annexation Boundary that are recognized as having the potential, at some point in the future, to develop at urban densities requiring a full range of urban infrastructure and services. In short, these lands will serve as a "holding area" for future urban development. In order to maintain flexibility to respond to market needs at such time that development of these lands is appropriate, no specific land uses have been designated for planning reserve areas. However, in general, the development of new parcels, particularly those of more than 35 acres, within the PRA should have an overall minimum average of five dwelling units per acre and shall be clustered. These developments will be designed to reduce the amount of land consumed, facilitate the protection of urban open space, and to ensure that future urban development utilizes land and infrastructure efficiently. Before being considered for development, lands designated as PRAs should be reclassified and rezoned for specific land uses and densities.

ANNEXATION

The Land Use Plan identifies areas that may be appropriate for immediate and short-term annexation through the establishment of an annexation growth boundary. Much of the proposed annexation area is vacant but will be subsequently developed into single-household residential use, commercial development, or preserved as agricultural land and open space.

The annexation growth boundary area has been identified based on various factors including:

1. The need for land to accommodate growth, development, and diversification of Deadwood's economic base;
2. The desire to conservation of key lands at the entries to Deadwood;
3. The housing shortage for low and moderate income households; and
4. The goal of preserving important historic sites with relationship to Deadwood's past.

All of these factors are important. For example, the city could attract substantial or at least their share of regional growth and diversify the

economy if adequate lands were available for development. The city must deal with constraints to spatial growth as a result of its geographic location caused by the mountains and hillsides bordering it on all sides. This requires that the city look beyond the small historic and traditional annexations that expanded the city boundaries up each of the tributary drainages. In addition, the Deadwood National Historic Landmark District and Frawley Ranch National Historic Landmark District have important historic relationships that require both be preserved in order to maintain a strong link between the present and the past. Annexation of the Frawley Ranch National Historic Landmark District could provide significant historic preservation and interpretation opportunities.

Within the proposed annexation growth boundary there are several areas which may be conducive to low intensity development such as single-family residential development and business park development. However, it is critical to allow current agricultural operations to continue in their present manner even if such areas are brought into the city.

Clearly, there are justifiable reasons for the proposed annexation growth boundary. However, prior to the city taking any action to incorporate additional areas, it is important that an analysis be conducted that includes:

1. Existing and potential uses,
2. The impact of potential development on existing city land uses,
3. The costs associated with the establishment of infrastructure and service delivery for newly annexed areas, and
4. The feasibility of annexing across drainage divides.

Given the difficulty of annexing property under the current state statutes, no specific time frames are given for future annexations. However, it is recommended that efforts to annex these areas begin immediately. A public information program should be initiated in order to keep interested landowners informed about annexation and the benefits of becoming part of the city.

Annexation Process

It is anticipated in the plan that all of the annexation growth boundary will be annexed into the City of Deadwood within twenty years, consistent with the city's capacity to provide adequate urban services and facilities. The following statements describe very briefly

and generally the city's present annexation policies and procedures, both of which may be modified from time to time without requiring an amendment of the comprehensive plan. The city's annexation process may vary somewhat to fit the circumstances of any particular annexation, but shall be consistent with the goals of the plan.

State Law

Among other requirements, all annexations shall comply with requirements of South Dakota State Statutes that includes the following provisions:

- (1) Minimum Required Contiguity: The annexation area must be contiguous to the city limits. Contiguity is not severed by intervening state-owned lands or golf courses.
- (2) Annexation by Petition: A petition must be presented signed at least three-quarters of the registered voters and three-quarters of the landowners owning at least three-quarters of the value of the lands to be annexed.
- (3) Annexation by Election: Under certain circumstances, an election may be held by the registered electorate within the city and the area to be annexed.
- (4) City Initiated Annexation: The city may initiate annexation in order to facilitate the development of the city. However, when the city initiates rezoning, it is the policy of the city to refer the annexation to the voters of the city and/or attempt to obtain the signatures of landowners and registered voters in the area as required for an annexation by petition. For enclaves and municipally-owned property, the city may take initiative without petition and may not refer the annexation to the voters.

Relationship to Existing City Boundaries and Consolidation of Petitions

The city may consolidate individual properties requesting annexation into larger aggregate parcels when the requested areas are adjacent and such grouping is desirable because of contiguity, compactness, or logical extensions of then-existing city boundaries, or for the more efficient processing of numerous annexation requests.

Zoning and Land Use

While zoning classifications in the county will be recognized, annexation into the city will need to conform to city zoning categories and the land use designations of the comprehensive plan. The city will

rezone properties being annexed within ninety (90) days of annexation. Zoning should conform to the Comprehensive Plan or Master Plan for the annexation area.

Environmental Features

Though detailed environmental impact statements generally will not be expected at the time of annexation, commitments may be required at the time of annexation to protect parcels having special or unique natural hazards or features.

Public Improvements

The following topics indicate the general terms and conditions that normally will be imposed for existing development at time of annexation. These conditions may vary to some degree depending upon the annexation of a particular area.

- (1) Water and Ditch Rights: The city shall follow the procedures of city ordinance concerning the acquisition of the first right of refusal of water and ditch rights.
- (2) Streets: The city will permit flexibility in the design and improvements of local streets when desired by local residents. As a condition of annexation, the city shall require the improvement of streets to levels that will ensure that the city will not incur extraordinary maintenance costs as a result of new annexations. The city will consider petitions from property owners to initiate a street improvement project at any time after annexation, so long as such project will not conflict with other scheduled capital improvements.
- (3) Streetlights: Following annexation, streetlights may be installed, upon petition of the residents of the area, subject to electric company approval and conformance with city standards.
- (4) Water and Sewer: At the time of annexation, a property owner of a property other than a large lot single-family residence shall connect to city water and sewer if the lines abut the property. For a property owner of a large lot single-family residence that has an existing water and sewer system with no health-related problems, the property owner may continue to use the individual system until said system fails or needs upgrading.
- (5) Payment of Water and Sewer Plant Investment Fees and Front Foot Charges: The city may consider financing and low-

income deferrals for plant investment fees and front foot charges for previously developed property annexing to the city. If the property is redeveloped or ownership changes, the outstanding charges will become due and payable at that time.

(6) Capital Plans: The city will develop a capital investment plan and preliminary engineering to support growth within the annexation area.

(7) Annexation Study: The city will prepare an annexation study pursuant to the requirements of South Dakota State law prior to annexing any territory in excess of five acres.

(8) Other Terms and Conditions: The items listed above will normally be imposed. Other conditions may be imposed by the city to meet the particular circumstances of any annexation and will be developed in a manner to allocate equitably the burdens, if any, of a particular annexation between the property owners and the city.

Special Action by the City

The city will assist property owners in Area I in taking positive steps toward annexation that should be in their best interests as well as those of a majority of the population of the City of Deadwood by providing factual information for these landowners. This material is expected to include capital improvement information, petitions for annexation, legal references, land use forecasts, and recent building and subdivision records. The city will allocate administrative staff time so that such persons will be available to attend public meetings and discussions with property owners may be better informed regarding annexation policies, procedures and potentials.

4.0 Transportation Element

The Transportation Element provides a basis from which to carry out the vision and goals of the transportation portion of the Policy Framework. The Transportation Element reinforces the goals of the Comprehensive Plan by offering transportation choices that serve the needs of residents, commuters, visitors, and industry, and by providing convenient, safe and efficient connections between residential areas, commercial areas and employment centers.

This section of the Comprehensive Plan specifically addresses the transportation issues most critical to Deadwood's vision. While the plan does not comprehensively address the full range of Deadwood's transportation needs, it prioritizes critical transportation issues and provides direction about how new and replacement facilities should be designed and constructed as more intense development of the city heightens the role of the existing circulation and transportation system.

EXISTING TRANSPORTATION NETWORK

In the past few decades, development in Deadwood, whether residential, commercial, or office, has tended to be of relatively high density. The city was originally laid out and designed to accommodate horses and pedestrians, but more recently has been redesigned for the use of the private auto as the primary mode of travel. Generally, most residential areas provide easy access for pedestrians or bicyclists to and from downtown and to local services. For most day-to-day needs and employment, the automobile is required.

As important as the local transportation needs are, in Deadwood, the transportation system will be driven by visitation. Road cross-sections and capacities and pedestrian connections have been and will continue to be designed to accommodate visitors and through traffic. Visitors account for the majority of the trips and will at least through 2050.

PLANNING FOR THE FUTURE

The process of planning for the future of the Deadwood area roadway system revolves around six issues:

- What are the functions of our roads and streets?
- How should we respond to increasing congestion?
- What kind of network does the Deadwood area need?

- What specific roadway projects should be pursued?
- How do build a multi-modal network?
- Are transit and rail possible solutions?

These issues are addressed below.

WHAT ARE THE FUNCTIONS OF OUR ROADS AND STREETS?

Deadwood roadways represent the most visible and heavily-used shared public space in the area. Within the city proper, the roads and streets occupy a significant amount of land and play a pivotal role in shaping the land uses they connect and serve.

The roads and streets system provides both mobility and accessibility — two competing but essential functions. Mobility is the ability to travel over distances quickly. Accessibility is the ability to actually get to the destination in the area.

Balancing these functions requires trade-offs. Different streets must be planned and designed based on how much of each function should be provided by that facility.

The notion of a hierarchy of street types that takes into account these competing functions is an old, and still important, idea. As is discussed below, one of the weaknesses in the Deadwood area road network is the lack of a complete street hierarchy.

Also important to understanding the function of Deadwood roadways is the fact that the road network is the principal infrastructure for all modes of travel. Most sidewalks run along streets and are built as part of the street cross section. Bike lanes (often the most direct type of bikeway) are generally not made a part of the streets, and many trails run parallel to or along streets. A key consideration in planning for Deadwood's roadways is the need to balance their use by all modes.

HOW SHOULD WE RESPOND TO INCREASING CONGESTION?

Deadwood area roads and streets will carry significantly increased traffic in the future. Achieving a better balance of travel across modes is an important strategy for a number of reasons, but will not significantly reduce the overall magnitude of traffic growth.

By 2020, daily traffic on Deadwood area roadways will have increased by about 58% overall. However, this increase will not be evenly distributed. Many of the internal streets and highways that are heavily traveled today will see larger increases — on the order of 55% to 75% in daily travel. On I-90, traffic will less than double.

The amount of the Deadwood area roadway system that is “congested” will increase by 2020 both in duration and extent. Motorists using these roads will encounter long queues and significant delays at traffic signals, especially during peak travel times or special events. The most heavily traveled, and the most congested, parts of the network will be the state highways through the core area: US 35 and US Alt. 14. The SDDOT and Deadwood will need to wrestle with the issue of what to do about this congestion. Supply-side approaches like building bigger, wider streets and new roads will bring significant costs and impacts, and may not be as beneficial as might be hoped in terms of congestion alleviation.

Downtown and major activity centers tend to be congested. In fact a good argument can be made that they should be congested. The potential density of a successful downtown readily exceeds the peak period capacity of the streets serving it. The only way to avoid street congestion is to have low levels of occupancy and activity - hardly an attractive choice.

Finally, in most cases, the congestion occurring in a given roadway corridor is caused not by an inadequate number of through lanes, but by the intersections. Wherever signalized intersections exist, the capacity of the roadway to deliver cars to the intersection significantly exceeds the capacity of the intersection itself, since at least some portion of the “green time” must be allocated to the cross street movement.

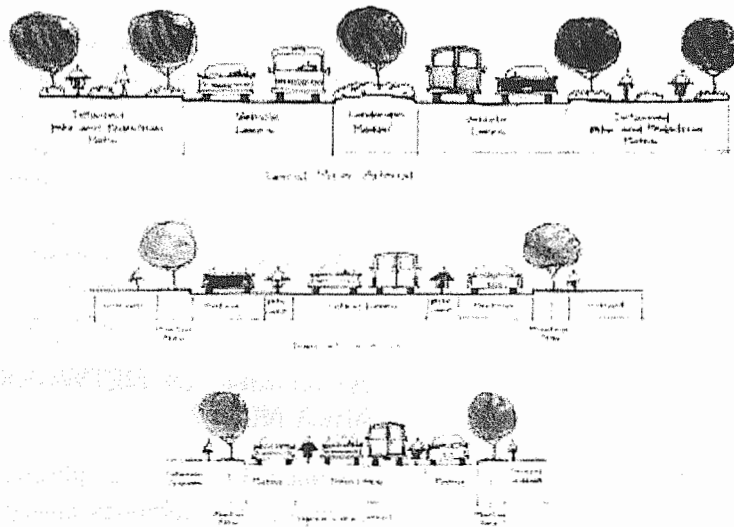


Figure 5.1 Streets should be designed for their intended purpose. Narrow streets should be allowed in neighborhoods to reduce through traffic, create a more friendly pedestrian environment and add character. Arterial streets should be constructed with a median and collectors with bicycle lanes in order to facilitate traffic movement and the use of alternative modes.

Where a corridor contains frequent signalized intersections in a row, added through lanes can provide some benefit (if carried through the intersections) by increasing the storage capacity of the street for cars delayed at the signals. However, where intersections are widely or irregularly spaced, adding through lanes may tend only to hasten the arrival of vehicles at the “choke point” or congested location with little benefit in terms of the time required to move through the corridor. This phenomenon has caused some cities to adopt a “narrow roads, wide nodes” approach where improvements to intersections (turn lanes, signal optimization) are favored over “add-lanes” projects.

WHAT KIND OF NETWORK DOES THE DEADWOOD AREA NEED?

The traditional rectilinear grid shown on the right is typical of many cities and neighborhoods build prior to World War II — a time before Planned Unit Developments (PUDs) and large subdivisions were the predominant development patterns.

The common post-war pattern is more “ad hoc” in the sense that local streets are not planned as part of a city-wide grid, but only as internal access systems for PUDs. In this pattern, collector streets are often under-represented in the network because developers avoid the cost of building them by taking access directly from an improved arterial.

Each of these types of networks presents positives and negatives. The traditional grid provides much better system capacity and traffic flow. It offers better connectivity between land uses and better continuity along direct routes for shorter trips. However, the ad hoc network appeals to homebuyers who value curving streets and who like layouts that ensure there is no “through” traffic on their street.

Finally, a strict rectilinear grid is in practice impossible to achieve because of Deadwood’s hilly to mountainous topography and other geographic considerations such as streams. Even where it is possible to impose a grid on the landscape, it may not represent the best design in terms of other considerations.

Recent research indicates that much of the benefit of a rectilinear grid can be achieved by simply requiring better connectivity between subdivisions and between residential areas and commercial areas. The requirement that collectors and connectors be planned and built either by developers or as public/private partnerships can achieve much of the benefits of a grid, while still allowing a curvilinear street

layout that conforms well to the landscape. (A connector is a street that does not provide long distance continuity, but does connect adjacent developments.)

WHAT SPECIFIC ROADWAY PROJECTS SHOULD BE PURSUED?

Two final issues should be addressed in planning a future roadway system for the Deadwood area: traffic signal coordination and maintenance; and highway access management.

As Deadwood grows, it can expect to add traffic signals to major intersections over the years. These signals will play a major role in determining the efficiency of the road and street network in moving traffic.

Poorly timed or maintained traffic signals can introduce unnecessary delay and congestion into a road network, especially in the arterial corridors. An interconnected, computer-driven traffic signal system will be needed to ensure that traffic flows are optimized. As important as the system will be its maintenance.

Another aspect of roadway system development is rigorous management of access from adjacent properties. This is most important for collector and arterial roadways, and most problematic in commercial areas. The addition of numerous driveways in commercial corridors (and especially in areas that are developing into commercial corridors) has a major impact on the effective throughput capacity of the roadways.

HOW DO BUILD A MULTI-MODAL NETWORK?

Deadwood today does not represent an ideal pedestrian and bicycle environment for these reasons:

- Many areas outside of the downtown have no sidewalks along streets — including several large commercial areas with almost no accommodation for walking.
- The most essential elements of a pedestrian network in urban areas are street crossings. In Deadwood, many intersections have no crosswalks and some are even specifically designed to prohibit pedestrian crossings. The state highway spine presents a significant barrier to pedestrian movements in the core of the city, and there is little formal provision for pedestrian crossings outside the core area.
- Most of the sidewalks in the city are narrow and directly



Figure 5.2 Detached sidewalks and other pedestrian amenities help provide a safe environment for pedestrians.

attached to the edge of the roadway with no buffer between pedestrians and moving traffic. This detracts greatly from the walk environment. In Deadwood, where winter snows are frequent and often heavy, the lack of a buffer from vehicle splashes combined with snow removal buildup on sidewalks causes many sidewalks to be unpleasant at best and impassible at worst.

Public transit service is minimal. A key requirement of a walkable city is good transit service because this extends the feasible range of

pedestrian trips beyond the normal quarter- to half-mile radius that is the farthest many people are willing to walk for utilitarian purposes.

At the same time, Deadwood has important assets that could support the development of a walkable city. It is relatively small in scale, with many destinations located within what could be walking range. The older parts of the city — especially the downtown — also have a nicely “gridded” street system with small blocks, a key feature of walkable city. Finally, the local climate is relatively mild by North American standards with cool summers and cold, but sunny winters.

An important step in creating an efficient transportation system is to develop a transportation network that accommodates multiple modes of transportation, giving Deadwood’s residents mobility options. A key to a multi-modal community is the recognition that streets and sidewalks need to be designed for all transportation modes and accessibility requirements. Activity centers must be developed that allow easy transition between different modes particular visitor parking and facilities, and the transportation system must connect residential areas to places of employment.

The following are necessary steps to develop a multi-modal transportation system:

Develop Standards and Policies that Promote Pedestrian Use

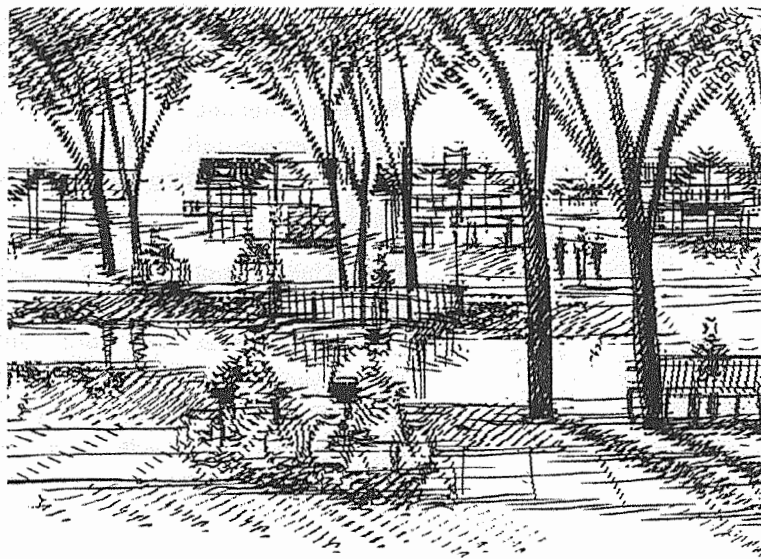
The city's current development standards do not address the needs of the pedestrian. In fact, the standards of review favor automobile solutions which further impact and limit pedestrian mobility. Pedestrian needs should be incorporated into revised standards and policies. Some revised policies and standards that should be promoted include:

1. The anticipated pedestrian volumes that sidewalks will serve should determine the number, width, and location of sidewalks. Volumes will vary significantly depending on the type of area that is being developed. Sidewalks in high activity areas should be wide enough to accommodate pedestrians, and occasionally, a slow-moving bicyclist, comfortably.

These sidewalk widths may range from 10-15 feet. In low to medium density residential areas, the width of sidewalks should be a minimum of five feet. This will allow two persons to walk side by side. The sidewalk should be separated from the street and the buffer area between the street and the sidewalk should be landscaped. In areas where both pedestrians and bicyclists will likely use a facility, the sidewalk width should be a minimum of 12 feet.

2. Pedestrian activities are concentrated at street corners. These are the places where walkers wait for crossing opportunities, and where people are most likely to stop and converse with others. Street corners should be

Figure 5.3 A successful trail and park system should be identifiable. Common design elements should be present in all park design to suggest permanence, safety, and acknowledge that the park system is an important element of the community. Common signage and construction materials all help provide the user with a sense of security.



large enough to adequately serve their multiple public functions. In general, smaller curb radii are better for pedestrians. In comparison to a large curb radius, a tight curb radius provides more pedestrian area at the corner, allows more flexibility in the placement of curb ramps, results in shorter crosswalks, and requires vehicles to slow more as they turn at the corner.

3. Crosswalks are a critical element of the pedestrian network. Crossing the street is both safer and more convenient when the crossing distance is short. In general, 50 feet is the longest uninterrupted crossing a pedestrian should encounter. Decreasing pedestrian crossing distances can be accomplished through the use of small radii at corners, refuge islands, and curb extensions. Crosswalks should also be marked, using different textures or colors, and grade separations.

Develop Standards and Policies that Promote Bicycle Use

To promote bicycle use, both for recreation and as a viable alternative to automobile use, facilities for bicyclists should provide safe, well-maintained, and direct connections to recreation and activity centers throughout the city. The existing street network and off-street trail system should be evaluated to determine the most appropriate areas for bicycle facility improvements, and a city-wide bicycle network should be established particular if annexation proceeds. New development should be required to provide facilities that integrate with and contribute to the city-wide bicycle network.

Priority maintenance and improvement areas should be based on existing bicycle traffic volumes, expressed demand for new bicycle facilities, and the compatibility of the existing roadway with bicycle travel.

Bicycle facility improvements should conform to widely accepted standards and guidelines (Guide for the Development of Bicycle Facilities; AASHTO, 1991; North Carolina Bicycle Facility Planning and Design Guidelines; NCDOT, 1994). In addition to on street bike lanes and routes, off-street bicycle facilities should be provided to complement the city-wide bicycle network and provide connections to regional trails and natural areas.

Generally, on street bicycle facility requirements will vary depending on the roadway type:

Arterial Streets

Experienced bicyclists often prefer arterials for their traffic controls and directness while other riders tend to avoid them because of high traffic volumes. Arterials are wider, more heavily traveled streets, and may be the only streets that break certain barriers like railroad yards, freeways, and rivers, and may be the only alternative to reach many destinations.

Arterials identified as part of the city-wide bicycle network should include either a wide curb lane of at least 15 feet, or a striped bike lane, at least 4 feet wide (not including the gutter pan) with appropriate signage. Off street bike trails should be promoted on new arterials.

Collector Streets

Collector streets typically have less traffic than arterials, provide important connections for bicyclists, and may be less threatening for less experienced bicyclists. Where possible, improvements should be made to collectors that provide parallel service to major arterials.

Collectors identified as part of the city-wide network should include either a striped bike lane, at least 4 feet wide (not including the gutter pan) with appropriate signage, or a wide curb lane of at least 15 feet. Collectors can also be designated with signage as bicycle routes if the street has insufficient width for a bike lane or wide curb lane, and provided that average auto travel speeds allow for safe bicycling in the travel lane.

Local Streets

Most local streets can accommodate safe bicycle travel without substantial facility improvements. However, traffic calming measures should be considered where younger or casual riders are likely to come into conflict with high speed automobile traffic.

Design Commercial Developments to Allow for

Internal Movement

Commercial developments should be designed so they promote efficient movement of automobiles, pedestrians, and bicycles.

Commercial developments should be accessible to adjacent developments and neighborhoods by an efficient transportation system.

incorporating auto, transit, bicycles, and pedestrians. Pedestrian and bicycle movement within commercial developments should be supported by an efficient system of sidewalks and walkways.

Some Recommended Multi-modal Transportation Improvements

State Highway 85

State Highway 85 is the principal arterial street through Deadwood, providing an important local and regional function. State Highway 85 was designed for the automobile only and does not reasonably accommodate other modes of transportation. This forces the use of the automobile, which in turn contributes to additional congestion, and reduces the safety for pedestrians and other modes of transportation. The road currently is unattractive and discourages pedestrian movement from Main Street to Sherman Street.

The following steps should be taken to improve State Highway 85:

1. Adjacent access points to individual businesses should be combined to control turning movement along the corridor.
2. As traffic levels increase along the highway, full length medians along the entire corridor should be installed. Medians should be landscaped with shade trees. Left turn should be restricted to specific signalized intersections.
3. Improve opportunities for pedestrian travel by improving pedestrian crossing at intersections. Curb extensions, textured crosswalks, refuge islands, and pedestrian push buttons should be installed.
4. Landscaped buffers should be installed between the sidewalk and parking areas and along the rear sides of businesses. This will soften the streetscape and will screen expansive parking areas from the street, making the corridor more pedestrian friendly and aesthetically pleasing. Detached sidewalks with landscaping between the curb and sidewalk should be encouraged.
5. Utility lines should be buried.

Main Street

Main Street is has been redesigned to encourage pedestrians. However, the enhancement of Main Street has actually discouraged the use of the east/west side streets by pedestrians. As redevelopment occurs along this corridor, sidewalks and roads

running to the east should be made more inviting and interesting to encourage pedestrian activity. This could include landscaping, street materials, benches, statues, and lighting.

ARE TRANSIT AND RAIL POSSIBLE SOLUTIONS?

It is no surprise to see that Deadwood has yet to build a significant transit system. However, what is less obvious is that public transit should be a genuine choice which may include rail. In the future, public transit should be a valid, feasible means of travel for visitors from I-90 parking areas into Deadwood.

However, public transit, in order to be used, must provide high service levels to targeted places in the city rather than to provide minimal service levels to every corner of the city. "High service levels" means frequency of service, hours of service, travel time, vehicle comfort and appearance, and comfort and convenience of street-side access (bus stops, shelters, etc.).

Public transit should be implemented in a manner that is cost-effective and efficient. Service should be designed to induce strong ridership response. The program should be funded from a stable revenue source that allows for capital planning and service development over time. A stable funding source would require providing a revenue base for transit that frees local governments from the need to appropriate transit budgets from general funds or gaming revenues. A key strategy may be to grow the transit system incrementally, building on successes one step at a time, rather than to attempt a large expansion of transit service in a short amount of time.

Various options are available including the rail option promoted by the Dunbar and "parking and ride" areas at the I-90 interchange with bus or trolley service into the city. All options should be reviewed in order to reduce congestion as the city grows. While transit alone is unlikely to solve the problem, it can provide some relief.

5.0 *Community Design Plan*

INTRODUCTION

This section provides suggestions for the enhancement of the physical design of Deadwood, which is fundamental to a positive image. The intent is to map a framework for Deadwood to respond to continued pressures from regional changes, growth, transportation needs, and influences from other local development activities. The information provided here is intended to be complementary to the Deadwood Design Guidelines.

DESIGN THEMES

City Center Design Theme

This section begins with a description of the design themes for Deadwood, followed by an overview of proposed design elements.

Design themes should be consistent with the dominant character of existing development, establish an attractive appearance for visitors and residents, and yet be flexible enough to allow affordable design solutions. Deadwood is a historic community and is complemented by the surrounding natural landscape. From a distance, Deadwood should appear, as a cohesive unit comprised of simple building forms that reflect the community's heritage and traditional architectural style.

Surrounding the buildings and along public ways, landscape plantings, walks, public lighting, benches, and signage should create a coherent and festive atmosphere. It is the combination of the consistency of the architectural and landscape styles that will create this unified image. The architectural styles of many of the existing buildings present a true western theme and should be supported in new construction and renovation of other existing buildings.

Building architecture should follow the approved Deadwood Design Guidelines and express a sense of permanence and regional context through the tasteful use of indigenous materials. Dominant building materials should be brick, wood, and stucco. The use of glass and highly reflective finishes should be prohibited. Roof overhangs and balconies that are compatible with the historic architectural style are encouraged. Roof colors should be subdued tones that complement the architecture but blend into background colors (tan, green,

browns, blue or gray).

Buildings should be designed to maximize energy efficiency by limiting windows and doors on the north, and taking advantage of sun exposure to the south. Building facades should be stepped to avoid long straight walls, and entrances should be recessed. All sides of buildings should receive equal architectural treatment. Windows should be placed to provide architectural interest. Large, uninterrupted glass areas should be avoided. At the pedestrian scale, buildings should contain quality design details that are harmonious with the overall building architecture. Rooftop equipment and vents, as well as trash disposal and service areas, should be concealed with a treatment that is complementary to the building architecture. Roofs and entries should also be designed to accommodate heavy snowfall, safely shedding snow and ice away from pedestrians and vehicles, and permitting easy removal.

Landscaping should be considered an integral part of the design of all projects. Individual properties should be designed to respect and enhance the design of streetscapes on public rights-of-way. Appropriate shrubs and trees are those known to be hardy, and which have a natural appearance within Deadwood's mountain valley location. Landscaping should also be designed to incorporate snow storage where necessary.

To ensure that design themes are carried forward, Deadwood should:

1. Continue to apply and refine design guidelines that address architectural and landscape details that can be used to evaluate development or redevelopment proposals more specifically. Specific color and design palettes for accent plantings, site furnishings, banners, signage, and public lighting should be selected to create a coherent, complimentary and festive image throughout Deadwood.
2. Establish design standards for all areas of town, including future annexation areas.

Residential Design Theme

Design themes that reflect the overall community character should be applied to residential developments throughout Deadwood, including residential developments outside the community core. Residential developments that are adjacent to the city core should complement the design themes and architectural features of the Deadwood historic downtown area. Indigenous landscape materials should be

used to buffer residential developments from high traffic roadways as appropriate

Annexation Area Design Theme

Development of annexed areas should continue and compliment Deadwood's historic theme and appearance. Community design features such as lighting, building appearance themes and signage should be carried through into annexed areas to maintain continuity and enhance community image. However, it should remain clear to visitors that these are newer areas of the city and not part of the historic community.

Corridors that may be annexed into the community should also be treated with complimentary design features, such as historic lighting, landscaping and appropriate and limited, complimentary signage for both public and private use.

PLAN ELEMENTS

Streetscape Development

Primary streetscape improvements should be developed on Upper and Lower Main Streets, Sherman Street and adjacent to commercial areas, and continue as part of any new development in Deadwood. These streets are the most visible and highly used roads in town, and are therefore critical to its image. More detailed standards should be developed as part of Deadwood's design guidelines.

Elements that should be contained in streetscapes are:

curb and gutter

pedestrian walks, detached from back of curb (where possible)

street lighting – as a continuation of the existing lighting theme

street trees and landscaping

pedestrian-scale lighting along walks

residential-scale lighting in residential areas

site furnishings: benches, waste receptacles, etc.

decorative paving at pedestrian crossings

bicycle lanes (where possible)

Elements that should be contained in secondary streetscapes are:

street lighting, compatible with types of uses and locations

street trees

bicycle lanes, as appropriate

sidewalks

Parking

Providing for vehicular access and parking is an important aspect of urban design and planning for future development in Deadwood. Any planning of vehicular access and parking must take into consideration the safe and convenient movement of pedestrians from parking to building entrances. For this reason, parking lots should be distinguishable from roadways using defined points of access, landscaped edges, defined pedestrian movement corridors, and appropriate signage. Avoid perpendicular parking along main arterials and secondary arterials wherever possible to alleviate vehicular conflict and congestion. Additional signage to the city's parking structure should be installed to optimize its use. Consideration shall be given to requirements for snow storage and removal in all parking facilities.

Additional and temporary parking should be planned and provided in areas as needed to support the community's special events, "Days of 76", etc.

Consideration should also be given to providing shuttle bus services from outlying parking areas into the community for special events to decrease congestion and the need for as much permanent parking in the downtown area.

Primary Intersections and Corridors

Primary intersections and gateway enhancements should be developed at the intersections of Hwy 14A, Hwy 85, Upper and Lower Main St., Sherman St., as well as the main highway intersections and gateways into Deadwood at Cliff St. and SH 85 / 385. These intersections and gateways are the busiest in town, and will continue

to require special attention. Elements that should be contained in primary intersections are:

Primary streetscape elements

Special paving, concrete or brick pavers on corners and across streets

Enhanced landscaping at corners: flowers, boulders, shrubs, and trees

Special features (such as gateway entry signs, water features, or unique planting arrangements) or sculpture..

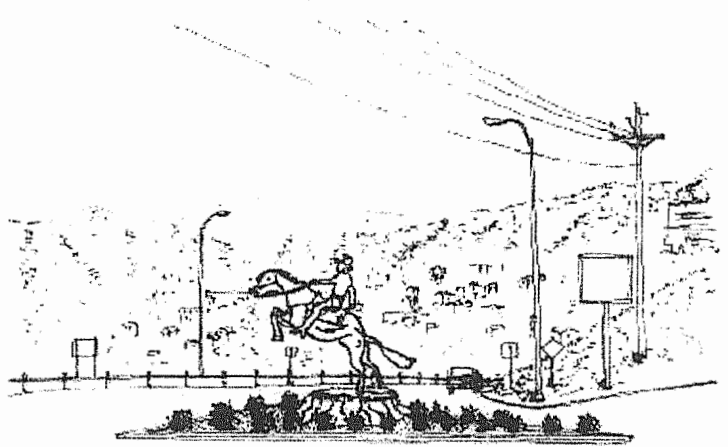


Figure 6.1 Gateways should create a sense of arrival. Gateway enhancements should be made at the entries to the city and to entries to important places in the city such as the downtown.

Secondary Intersections and Corridors

Secondary intersections should be located on Sherman St., Pine St., Deadwood St. and Charles St.

These intersections should have crosswalk treatments to establish pedestrian connections between sides of Deadwood's downtown area. This can be accomplished by realignment of through lanes and turn lanes.

Elements that should be contained in a secondary intersection include, primary or secondary streetscape treatments, special paving, (in addition to the existing brick pavers where needed) and scored concrete or brick pavers on the corners.

Special Features

Special landscape features or sculptures are recommended at key viewpoints in town. Features could be used to attract pedestrian attention to historical features and sites in the community or to the trail system along Whitewood Creek to encourage pedestrian use. The treatment of all special features should include special landscaping, interpretive signage, and may incorporate a water feature. Throughout Deadwood, artwork should carry the historic theme of the community. Related landscaping should follow an easily identifiable theme for the surroundings, or be part of a larger town or district-wide theme. To enhance the public art that is already in place,

interpretation techniques such as placards or engraving to articulate theme or meaning can be incorporated. Develop policies for future public art placement that contribute to an overall public art program, compliment Deadwood's theme and enhance the experience for visitors.

Public Pedestrian Space

Public pedestrian spaces should be developed within Deadwood center and core commercial district. These spaces are intended to encourage pedestrians to explore commercial services and to provide for informal socializing. Pedestrian movements are separated from vehicular routes via Pedestrian Malls and plazas. In general, elements that should be included in public pedestrian spaces include special paving, planters and seating walls, site furniture such as benches, waste receptacles, fountains, and special landscaping. Other important considerations include, pedestrian-scale lighting, banners, flags, or other devices for seasonal color, directional signage, staging areas for special events and, children's playing areas.

Public Recreational Trails

Deadwood is very fortunate to have the existing Whitewood Trail System in place. It provides an opportunity for recreation, interpretation and as a transportation option for pedestrians, as well as connections to the Mickelson Trail and other regional trails. However, additional signage is needed to improve awareness by residents and visitors to the trail's location and opportunities. Additional interpretive signage should also be installed that compliments and extends the town's historic theme and stories of past activities in Deadwood. The interpretation signage and content should be interesting, attractive and easy to understand for all ages. A public recreational trail should be developed along the Eagle River, in a manner that reflects varying physical conditions experienced along the river corridor. Wherever possible, the trail system should be enhanced to include access to other community facilities, parks and key street accesses.

Elements that should be contained along the public recreational trail include:

- Paved bike/pedestrian path or soft surface pedestrian trail, as appropriate.

- Appropriate land area for a public right-of-way or access easement.

Parks and pocket parks along the river corridor

Naturalized landscaping with native plant materials.

Interpretive signage

Directional signage to show connections to other trail systems and relationship to community attractions and facilities

Landscape Buffers

Landscape buffers are used to block undesirable views or portions of views at the edges of development, and to improve the visual quality of roadway corridors and development edges. They consist of plant materials, berming, or a combination of both, and are adequately dense to give the desired level of screening. Deadwood's compact setting makes the use of berms impractical, but landscaping enhancements are feasible at many locations. Areas along Lower and Upper Main St., especially at entrances to the community are prime locations for landscape buffers and enhancements.

Landscape buffers including view protecting techniques such as setbacks and clustering should also be incorporated in the planning and development of any new corridors that are annexed into the community.

6.0 Historic Preservation

Action Strategy

INTRODUCTION

The City of Deadwood has witnessed almost a decade of growth and development associated with the approval of gaming in the community by a statewide vote in 1989. The changes have been many and often dramatic. Tourism has increased tremendously since then—visitor related earnings in Lawrence County tripled between 1989 and 1991. Many historic structures have been preserved and renovated. But the city faces some very significant challenges in the coming decades.

To address these challenges, the city has retained a consulting team to prepare a new citywide comprehensive land use plan and to update its historic preservation plan, which was written in 1991 with periodic amendments since then. Many of the projects and initiatives identified in those plans have been completed, raising the issue of "what's next." And the economic and social context has changed significantly since those early days of gaming in the community. So city leaders recognized the need to update the comprehensive historic preservation plan and develop a historic preservation strategy that will carry the community into the next century.

By state constitutional provisions, Deadwood has received around \$5–6 million annually since 1990 from gaming revenues and has obligated these funds for a variety of historic renovation, public infrastructure improvement, historical interpretation, and other historic preservation-related projects as approved by the State Historical Society Board of Trustees. As this report documents, Deadwood has accomplished much with this funding. Moreover, new opportunity exists because a significant amount of gaming revenue—almost \$3 million annually—that was dedicated to paying off bonds issued for historic preservation and community improvement projects in the early 1990s will be retired in the year 2003.

On the other hand, overall gaming revenues received by the state and city are stagnant at best and probably declining in the face of increased competition from other gambling venues—despite a



Figure 6-1. New Holiday Inn Express under construction in Downtown Deadwood.

booming national economy. Moreover, competition for tourist dollars has never been tougher nationwide, as more and more communities look to tourism as a significant source of government revenues. These and other forces make clear that Deadwood must act now to position itself for success in the new century. Without a sound strategy, Deadwood could easily find itself back in the bust-boom-bust cycle that has marked its economy for the last 100 years, which would no doubt have calamitous implications for historic preservation efforts in the city.

This historic preservation and heritage tourism action strategy was constructed with several important building blocks:

- Interviews with community and business leaders in Deadwood and the surrounding region as well as state officials;
- A review of completed historic preservation and public improvement projects;
- Study of completed land use and historic preservation plans and feasibility studies;
- A survey of local and regional historic and tourism attractions; and
- Analysis of local, state, and national heritage tourism and gaming trends.

This Historic Preservation Action plan is organized into four major sections. The first section documents what Deadwood has accomplished to date in spending its gaming revenue. The second focuses on challenges that the city faces to continuing a strong historic preservation effort. Third, the document discusses the importance of creating a sustainable economic base to support continuing preservation efforts and suggests a methodical system for analyzing potential new historic preservation projects and making choices among competing proposals. Fourth, the report discusses the increasingly important link between historic preservation and heritage tourism and lays out an action plan with specific project recommendations. This strategy includes specific potential historic preservation, public improvement, and related projects that should be analyzed further as the community makes decisions about how to expend its limited gaming revenues over the next twenty years.

WHAT HAS DEADWOOD ACCOMPLISHED?

The City of Deadwood has received a total of almost \$55 million in revenue from gaming since its inception in 1989—about \$5–6 million annually. How has this money been spent? Was it well spent? The answer, by any measure, is an unequivocal “Yes.” The community has invested wisely in

- Preservation and renovation of literally hundreds of historic structures throughout the city. Indeed, there is hardly an historic building in Deadwood that has not received some funding for stabilization, restoration, or maintenance. Importantly, not a single significant historic building has been demolished in the city since the onset of gaming, a track record unequaled anywhere in the United States.
- Basic infrastructure—water and sewer lines, new streets, fire protection, and parking. While such projects may not have a great deal of “curb appeal” and public relations sizzle, they are the essence of wise investment essential to sustaining gaming and historic revitalization efforts in the longer term.
- Management of historic properties and museums. The most important historic attractions in Deadwood, such as the Adams Museum and the Mt. Moriah Cemetery, would not be open or would not operate at their current level of quality or hours without investment from the historic preservation fund.
- Historical interpretation and research. Deadwood has spent significant sums to paint an accurate historical picture of the community’s and region’s history for residents and visitors alike. Funding for research and archival activities has made Deadwood an important resource for historical research around the nation and world.

Perhaps most impressively and importantly, Deadwood has accomplished all of this while maintaining the city as a real community with a sense of history and place, not just as a stage set for gaming as has happened in so many other gambling communities. Few other jurisdictions have been as successful. Contrast the historic gaming towns in Colorado, which are shells of their former selves with little or no sense of community and historic buildings that are merely new structures with paste-on facades.

In addition to the benefits and successes related to gaming within the City of Deadwood, both the region and the State as a whole

have experienced substantial benefits from gaming and historic preservation efforts in the form of increased sales tax revenues, job growth, visitor spending, and new construction.

An Overview of Projects and Activities Funded by Gaming Revenue

The type and location of projects and activities that can be funded by the gaming revenue Deadwood receives from the state is prescribed in detail by state constitution and by administrative rules promulgated pursuant to state law by the South Dakota Office of History. Under the 1988 Amendment to the South Dakota Constitution, which states, "The entire net Municipal proceeds of such card games and slot machines shall be devoted to the Historic Restoration and Preservation of Deadwood", Deadwood cannot expend funds for projects located outside the city's boundaries. The state regulations on allowable expenditures from the Deadwood Preservation Fund are divided into two general categories (construction and nonconstruction) with seventeen subcategories. Each year the

Deadwood Historic Preservation Commission adopts a budget for projects and activities within these subcategories and forwards that budget to the state preservation office for approval. Set forth below is a summary discussion of illustrative projects in the major subcategories. A summary of projects that have been funded from 1990 through 1998 is contained in Appendix A to this report.

Construction

The large bulk of preservation funds have been expended on major construction projects that fall into two subcategories—restoration and public improvements. The Deadwood Preservation Commission has focused its efforts on restoration of major public historic structures and sites. One of the early projects dealt with the restoration of the Rodeo Grandstands and Grounds, a National Historic Landmark located at the primary gateway into Deadwood. Other high visibility projects included renovation of the Carnegie Library, the Adams Museum, and the 1897 Fremont, Elkhorn, and Missouri Valley Railway Depot (Visitors Center). Current major construction projects include renovation of the Adams Home, perhaps the city's most important historic residence, and the Mt. Moriah Cemetery, the city's most popular visitor attraction.

But the city has not focused its bricks and mortar efforts



Figure 6-2. Bullock Clark Building before renovation



Figure 6-3. Bullock Clark Building following restoration of facade.

exclusively on public buildings. Through a variety of grants and revolving loan programs, practically every significant historic home and many commercial buildings have received stabilization or renovation assistance in one form or another. For example, Deadwood's Historic Masonic Temple (1901) received funds to replace a 1926 steam boiler. St. John's Episcopal Church received grant money to bring the church's historic facade back to its original appearance. Hundreds of residential homeowners have received funds to help repair retaining walls, fix electrical systems, repaint their homes, and make other important upgrades. The Gilmore Hotel, a prominent Deadwood historic structure, received significant renovation funds and now provides affordable housing for the community. Likewise, dozens of commercial buildings received grants and loans. The landmark Franklin Hotel had its prominent veranda restored with preservation funds, for example, and the Bullock Hotel, one of the city's finest and most popular lodging establishments, was one of the first to receive help from the revolving loan fund.



Figure 6-4. The Bullock Hotel was one of the first to receive help from the revolving loan fund for restoration.

Deadwood has also invested in a number of major public improvement projects that have supported, enhanced, and protected historic buildings and sites. One of the key early projects was to reconstruct the water and sewer lines on Main Street. Without this project, public infrastructure was simply inadequate to handle the new commercial gaming activity that produces the historic preservation funds. Similarly, the preservation commission contributed substantial funding for new surface and structured parking in the downtown, critical to the health of gaming and, in turn, the economic use of scores of downtown commercial structures. These investments have leveraged millions of dollars in private renovation funds, as indicated in Figure 6-C-2 in Appendix C.

Outside of Main Street, funds have also been used strategically for preservation and fire prevention purposes to repair water and sewer lines, roads, and sidewalks both in commercial and residential areas. These investments have given the community the capability to handle preservation and gaming-related development and growth. Funds were also targeted to several historic residential neighborhoods, such as Ingleside where most of Deadwood's early prominent and wealthy citizens lived. Improvements to the public realm (streets, sidewalks, etc.) helped to spur significant renovation activity by private homeowners.



Figure 6-5. Project 6, Firehouse

Another very important and innovative series of investments focused on community facilities such as the city recreational center in the 1912 Deadwood Business Club building and the Whitewood Creek improvement and trail project. While providing amenities for visitors (for example, the Whitewood Creek trail links most of the major historic sites in the community), they helped Deadwood accomplish what few other gaming towns have been able to achieve: maintaining a sense of community and sites that local citizens can use and enjoy, making Deadwood a more attractive place for year-round residents. The importance of that accomplishment cannot be underestimated. In the same vein, small grants are made to community organizations, such as neighborhood block clubs, for various activities geared toward improving the quality of life and further enhancing the historic character of Deadwood's neighborhoods. While the amounts are very small, they help engage and support neighborhood groups in a way that strengthens the overall civic fabric of the city.

Nonconstruction

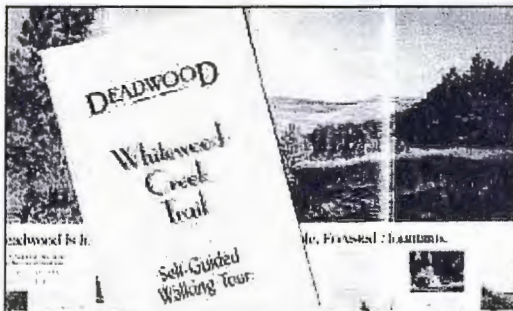


Figure 6-6. The Whitewood Creek improvement and trail project provides a link to many of the major historic sites in Deadwood.

While bricks and mortar projects rightly attract a good deal of the limelight, nonconstruction activities funded from gaming monies have been critical to the success of the city's preservation efforts. They range from the original Deadwood comprehensive preservation plan (which provided a thoughtful blueprint for many of the projects and initiatives brought to fruition over the last decade) to the management of important historic sites like the Adams Museum. The nonconstruction projects and activities are broken down into 15 subcategories for purposes of state review and approval; the main categories are discussed below.

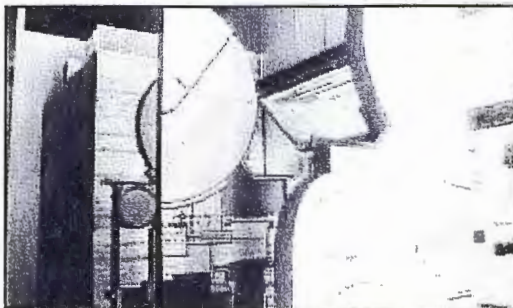


Figure 6-7. The carefully restored C.B. & O Engine House contains a fine exhibit of the city's railroad heritage.

Historical interpretation projects have been essential elements of the city's comprehensive approach to historic preservation. Simply renovating structures is not enough; they must be presented and interpreted for the public in a meaningful, interesting way. Preservation funds have thus been used to upgrade the collection and presentation at the Adams Museum, one of the city's leading historical visitor attractions. Preservation monies also funded an excellent small introductory overview of the city's history at the Visitors Center. Similarly, a fine exhibit of the city's railroad heritage has

been presented in the CB&O Engine House, again with the help of preservation funds.

Historical and archeological research has also received important attention from the city. For example, during the early 1990s when many public improvement projects were underway (street reconstruction, water and sewer line replacements, etc.), the city showed foresight in hiring a professional archeologist to develop a special review process for excavations within the public right-of-way. Historical research for various city projects resulted in the discovery of important primary documents that helped illuminate Deadwood's historical past. Historical maps also helped define the location of the city's early mining camps. Additionally, the city has also funded a number of important archival projects at the public library and the Adams Museum to preserve and organize historic documents, photos, maps, books, newspapers and other items pertaining the Deadwood's past. One particularly useful project was the indexing of Deadwood's early newspapers, providing an invaluable research tool for amateurs and professionals alike.

Marketing efforts are another eligible category of expenditure from the preservation fund, and the city has worked closely with the Deadwood Chamber of Commerce and Visitors Bureau to promote Deadwood's historic and cultural resources as well as major events such as the "Days of '76" celebration. The city has also helped fund a number of historic guidebooks to the community that enable visitors to appreciate Deadwood's story.

Deadwood's historic preservation efforts have been marked by careful planning, unlike the helter-skelter approach often witnessed in other gaming communities. Such growth management activities are specifically allowed under the state guidelines. Early on, the city funded an excellent comprehensive historic preservation plan that set out specific projects and implementation strategies, which built a firm foundation for much of the preservation work in the 1990s. Similarly, the city wisely drafted new zoning and development codes in the early 1990s that have helped protect Deadwood's historic buildings from demolition or inappropriate adjacent development. And on a project-specific basis, the city routinely employed expert technical consultants prior to engaging in major renovation efforts like the recreation center and the New City Hall.

Management of historic properties has been one of the most successful areas of investment from the preservation fund. Every key historic attractions in the city—the Adams Museum, the "Days of '76" Museum, and the Visitors Center—receive substantial annual funding for management and operations. For example, the Adams Museum has been able to add a full-time professional director as well as staff dedicated to providing educational programs for visitors and residents alike.



Figure 6-8. A limestone line drain

constructed in 1886.

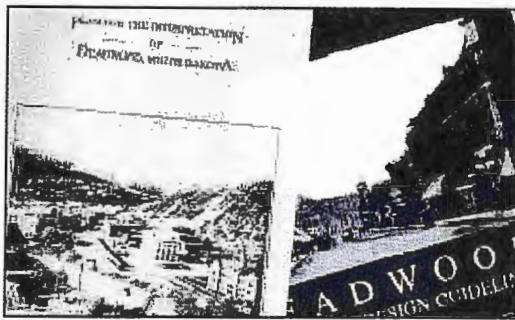
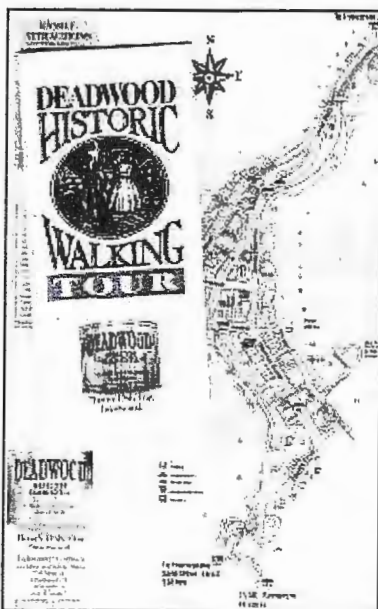


Figure 6-9. Marketing efforts, such as the Deadwood Historic Walking Tour, have contributed to Deadwood's success.



The purchase of historic properties has been another integral element of the city's preservation efforts. For example, the city made a strategic decision to purchase the Adams House in the mid-1990s, setting the stage for renovation of this significant landmark.

One of the most important nonconstruction expenditures covers impacts on city government. It is standard operating practice in most states that new development should pay its fair share for impacts on city services and facilities—streets, public utilities, fire protection, and the like.

This principle is embodied in the annual payments made from the historic preservation fund to defray the cost of city operations directly attributable to historic preservation, restoration and gaming. Thus the planning office, the fire department, and other city agencies that are directly affected by historic preservation, restoration and gaming have part or all of their annual budgets supported by the preservation fund. These impact payments were based on a study conducted in the early 1990s that documented the full extent of gaming's effects on city services and infrastructure.

As identified in the early gaming study, the City of Deadwood has experienced significant gaming related impacts. The total city budget has increased from \$1,430,000 in 1988 before gaming to \$13,352,000 in 1998, most of which is associated with historic preservation. The general city government expenditures for essential services have increased by over \$3.4 million during the same period. This increase in operating costs includes large increases in providing street and park maintenance, police protection, public buildings and facilities operation, and water service. Although Deadwood has greatly benefited as result of proceeds from Deadwood limited gaming and has accomplished much historic restoration and preservation, the obligations and financial impacts associated with visitation and maintenance of historic restoration and preservation projects has greatly increased.

Other categories of nonconstruction projects and activities, such as visitor management, public education, and technical support, are discussed in Appendix A.

REGIONAL BENEFITS OF HISTORIC PRESERVATION IN DEADWOOD

The revenue received from gaming operations and the related tourism industry is a critical component in the city's historic preservation efforts, which is a significant contributor to the health of the regional economy.

One of the most important qualities of Deadwood, and an important marketing tool for the gaming industry, is the history of the city's buildings and early settlers. The City of Deadwood has gone through extensive efforts to preserve many historic structures. These preservation efforts attract visitors and investment to South Dakota from the U.S. and around the world. The importance of Deadwood's history is well known and investments that help preserve Deadwood's story and enhance its historic resources create interest by visitors and investors in the Black Hills Region.

The gaming industry in Deadwood generates approximately 1,346 "full-time equivalent" positions that are categorized as either casino based, management based, restaurant/lounge based, or lodging based employees. It is estimated that the gaming industry positions induce 515 additional jobs in various employment sectors throughout the region. The region is defined to include the counties of Butte, Lawrence, Meade and Pennington. This means that each three new gaming industry jobs are associated with one additional non-gaming job in the four-county region. In real terms, these non-gaming employees earn \$12,396,479 annually. In addition to job growth, an increase in wages throughout the region is also realized as employers compete for employees who may otherwise work for the gaming companies.

The gaming industry also contributes to higher sales tax revenues for the surrounding communities and the State as a whole as tourists pass through on their way to Deadwood. South Dakota Department of Tourism statistics indicate that visitor spending has increased steadily from 1990 to 1998. Regionally, Lawrence County's annual visitor spending increased from around \$11 million in 1985 to around \$18 million in 1989. This number has continued to climb steadily to nearly \$70 million in 1998, an increase of almost \$60 million in just 13 years. Statewide fiscal impacts have been just as impressive. 1998 visitor spending totaled \$584 million, up from just \$228 million prior to gaming in 1988. Project 6. Gaming Commission statistics indicate that State tourism promotion has also experienced substantial benefit from gaming taxation, with an increase in gaming related revenues from around .5 million in 1990 to \$1.3 million in 1998.

It is clearly evident that the continued growth of the gaming industry in Deadwood, and Deadwood's preservation efforts, will translate directly into a healthier regional economy.

CONCLUSION

In conclusion, the record speaks for itself—Deadwood has invested wisely to preserve critical historic resources and to ensure that city services and infrastructure are adequate to support gaming activity and the accompanying renovation and use of historic properties. In addition, Deadwood's historic preservation has and should continue to play a part in boosting the regional and statewide economy through increased sales tax revenue, job creation, visitor spending, and new construction. In the process of doing these things, Deadwood has not lost its soul or sense of community as have so many other gaming communities. Instead, the city has positioned itself well to grapple with some of the significant challenges it will face in the new century.

THE CHALLENGES AHEAD

Challenges

While Deadwood and the State of South Dakota have reason to feel that many of the preservation goals they set out to achieve when gaming was approved have been realized, there is little time for celebration and little room for smugness. A variety of strong forces are already beginning to reshape the economic and preservation landscape, both figuratively and literally:

- Gaming revenues are flat and may even be declining, despite a booming national economy and increased tourism in most jurisdictions. There is growing competition from other gaming venues both within and outside of South Dakota. Experience in other states indicates that this decline will likely continue, particularly given some of the limits imposed on gaming in South Dakota. If this decline accelerates, significantly less money may be available for preservation-related projects.
- The Homestake Mine recently laid off nearly seven hundred employees, cutting the payroll almost in half. Many of the former well-paid miners have packed up and left town, which has had an adverse impact on real estate values and local retail businesses. In addition to affecting municipal revenues, loss of these high-paying jobs will make it more difficult than

ever to maintain a community that does not revolve solely around gambling and tourism. Already, a large percentage of employees (estimated in the 40–50% range) commute from other communities.

- Deadwood has very low off-season visitation numbers. Counts at the Visitors Center reached a high of about 20,000 in July 1998, but plummeted to less than 1,000 visitors per month in the winter. Winter hotel occupancy rates are less than 40 percent. Unless tourism numbers in the summer can be substantially increased (which would increase visitor management problems) or visitation in the shoulder and winter seasons strengthened, smaller casinos and non-gaming businesses will continue to struggle and may ultimately die on the vine.



Figure 6-10. Historic Picture of Main Street, Deadwood.

- Deadwood lacks two major types of facilities that would help extend the visitor season: it has no major indoor destination attraction for visitors during the off-season and no adequate meeting or conference center that could house medium-sized (500–750) visiting groups or organizations. Unfortunately, there are a limited number of large, flat sites in Deadwood that can accommodate such facilities.
- Nationally and regionally, there is increasingly fierce and resourceful competition for tourist dollars, as more and more jurisdictions reorient their economic development efforts away from resource extraction and traditional manufacturing to a service and entertainment focus.
- National and local surveys show that next to visiting historic sites, shopping is one of the leading “wants” of tourists. Unfortunately, Deadwood has a dearth of retail shops, galleries, and other unique shopping opportunities beyond t-shirt and trinket shops. High rents and high property taxes in the downtown will make this a difficult problem to overcome.
- The local and regional tourism market is very small. The State of South Dakota’s total population is only about 700,000. Neighboring Wyoming’s is even smaller.
- Despite having preserved and renovated hundreds of buildings through its preservation fund, there remain a number of prominent, highly visible historic structures in need of immediate and

Figure 6-11. Deadwood Gaming Revenue

YEAR	TOTAL DEADWOOD GAMING ACTION (millions of dollars)
1998	\$485.7
1997	\$486.3
1996	\$471.8
1995	\$486.7
1994	\$436.8
1993	\$417.5
1992	\$366.4

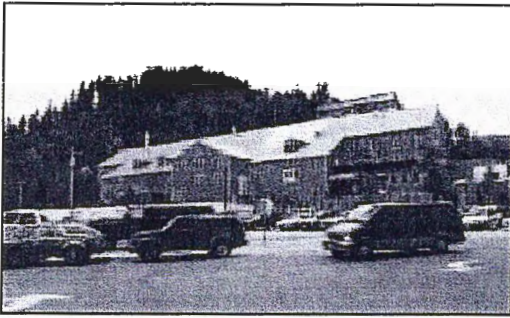


Figure 6-12. The Slime Plant (above) and the Martin Mason (below) buildings are examples of highly visible structures in need of immediate and significant rehabilitation.



significant rehabilitation—the Slime Plant and the Martin Mason Building are but two examples. These renovation efforts promise to be expensive and complicated.

- Although Deadwood has spent large sums on renovating its historic core, the two primary gateways to the community along Cliff Street and Lower Main Street are hardly inviting welcome mats. Pocked by treeless parking lots, numerous curb cuts, tacky signs, and unkempt commercial businesses, these gateways give visitors a first impression of Deadwood that borders on embarrassing for a tourist-oriented, historic community.

- City zoning and development codes are in need of significant renovation and revision to deal with a new generation of preservation and development-related challenges. The codes must ensure that future growth and construction will fit in and respect the existing historic fabric of the city and will support economic development efforts. Areas of concern include parking lot buffering and landscaping, design standards for development outside the historic downtown, and development along the city's gateways.

With stagnant gaming revenues, loss of jobs from the Homestake Mine cutback, and increasing competition with other communities for tourist attention, the challenge of finding and keeping viable economic uses in Deadwood's historic commercial buildings will become increasingly difficult. Fortunately, the community has established through its investments a solid foundation to build upon and the city has some untapped assets that can be more fully utilized. For example,

- The city's basic infrastructure, with a few exceptions, is in good to excellent shape. This allows the city to focus on the future rather than having to concentrate on deferred maintenance.
- While there are significant buildings and sites yet to be renovated, the number of buildings that have been preserved, maintained, and renovated is phenomenal. Overall, the renovation backlog, in contrast to most other communities, is manageable because of a decade of sound investments. This backlog goes beyond building facades to mechanical and operating systems.
- Unlike most other gaming and many tourist-oriented communities, Deadwood has succeeded in retaining its historic character in the

face of incredible change and boom-level development. That character will be its ace-in-the-hole in future heritage tourism efforts.

- Summer visitation remains strong, and Deadwood is fortunate to be part of an area that has a very strong regional tourism identity with other strong attractions. Additionally, Deadwood lies within easy driving distance of a primary interstate highway with over 14,000 vehicles per day on average passing the I-90 and Highway 85 interchange—a potential river of income if the city can tap into it more effectively.
- Deadwood has an authentic history and Old West story to tell that has proven appeal. The success of the Days of '76 celebration and other events built around this Old West theme demonstrate the great potential of this story.
- The Slime Plant, while presenting some challenges from a renovation perspective, does offer a potential site for a very large world-class indoor attraction.

Thus Deadwood approaches the new century with a “can-do” track record and some strong assets, while facing some real challenges. It has preserved the major public buildings in town and has upgraded its museums. Now it must grapple with the more difficult issue of ensuring that the hundreds of private historic structures can find and retain viable economic uses that will contribute to their continuing maintenance and preservation. The public preservation funds that will be available for these structures will be a fraction of what will be needed. Thus if the city and the private sector do not work together to ensure a vibrant local economy, the investments of the past decade may be only another chapter in the long history of boom and bust cycles in Deadwood—where a decade of growth is followed by a shrinking economy which results in buildings falling into disrepair and demolition. One only need look at photos of downtown Deadwood from the 1970s and 1980s to get the picture.

These challenges begin to suggest an ambitious agenda for Deadwood and its historic preservation program and fund.

HISTORIC PRESERVATION GOALS AND STRATEGIES

Introduction

Deadwood's successful historic preservation funding program is based on a clear set of goals that serve to prioritize not only those *capital improvement projects* that preserve the city's historic buildings and places, but also those *programs, events, and economic strategies* that support and interpret Deadwood's authentic "Old West" history and help build and maintain a "sense of community" as well.

Often, securing the initial capital funds for restoration projects is the "easy" part of the city's historic preservation program. The "hard" part is providing a sustainable economic base for the city so that the owners, tenants and businesses that occupy Deadwood's historic downtown and neighborhoods have the financial means to *continually maintain and protect* the capital improvement investments they and the city have made. Therefore, it is critical that Deadwood fund not only the initial historic preservation capital improvements themselves, but also projects and programs that provide the basis for a *continuing and sustainable economic base*. Deadwood needs an economic base that diversifies and expands beyond the gaming industry itself, whose growth now appears to be stagnant, and offsets job losses in the Homestake Mine, which resulted from a continued slump in the price of gold. According to national models and regional initiatives, a more durable basis for sustained economic growth in Deadwood may be *heritage tourism*, tourism based on attracting visitors eager to be entertained by, educated about, and immersed in Deadwood's authentic historic tales of yore. *Recreational tourism* is also part of the city and requires an economic development strategy. The two reflect a growing national consciousness that preservation extends beyond buildings to include cultural presentation and the preservation of historic landscapes.

Competition for the tourist dollar is increasingly tough, both nationally and within the Black Hills region itself. With Mt. Rushmore serving as the Black Hills' tourism epicenter and primary draw, many other towns, museums, parks and historic sites compete for tourists' time, money and attention. Our experience in these markets suggests that as long as Deadwood is successful in telling and interpreting its authentic stories of the "Old West" in a *high-quality* manner that will enlighten and entertain visitors from around the country and around the world, as well as provide an attractive and

historically authentic environment, these visitors will continue to come and even increase in numbers. With an aggressive regional marketing strategy, such growth would economically sustain Deadwood's businesses and visitor attractions and consequently its ongoing historic preservation and maintenance efforts.

To insure that Deadwood provides for its future by diversifying its economic base and by addressing head-on the challenges discussed in the preceding section, the city has established a set of Goals and Strategies to serve as a basis for methodically selecting and prioritizing those historic preservation, visual enhancement, and historic interpretation projects to be financed from the Historic Preservation Fund. These Goals serve as "filters" or "screens" against which the Historic Preservation Commission can systematically judge the merits or desirability of funding certain initiatives from a larger list of candidate projects or investments.

The Strategic Goals described below, together with the rationale of each in contributing to Deadwood's overall sustainable preservation effort, were formulated by the city and the Historic Preservation Commission based on both significant input from Deadwood's citizens and stakeholders during workshops held in the summer of 1999 and the recommendations of its consulting team following its analysis of visitors surveys, existing attractions, and national heritage tourism trends.

In addition to meeting the Goals and Strategies formulated by the City of Deadwood described below, all projects considered candidates for funding from the Historic Preservation Fund must conform with state administrative rules that define the eligible funding categories for both "Allowable Costs-Nonconstruction" and "Allowable Costs - Construction". As discussed above, these rules include eligible categories for such non-construction items as historical interpretation, marketing, growth management, purchase of real estate, visitor management, public education, and public relations, etc. All the Strategic Goals outlined below conform to the eligible categories in the state administrative rules. (See Appendix B.)

Strategic Goals

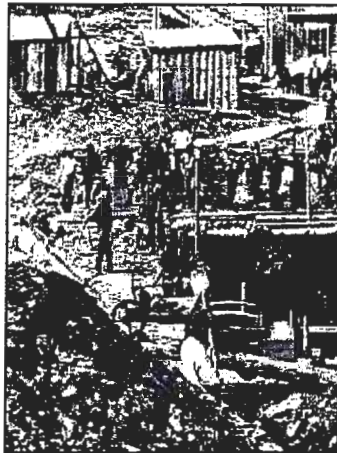
In order to select the candidate projects which best meet Deadwood's overarching strategy of maintaining an economically sustainable historic preservation, interpretation and



Figure 6-13. This 1890s picture of Main Street illustrates the historic character so important to preserve for today's visitors.



Figure 6-14. These photos of historic Deadwood demonstrate both its rich mining history and its history of tourism.



visual enhancement program, those projects will be screened against the following strategic goals:

HP 6.1 Continue Deadwood's Strong Historic Preservation Program

[State Coding Category 08: NC10, NC11]

[State Coding Category 09: C1]

Fundamental to Deadwood's character, image and ability to draw tourism has been its ability over the past decade to sustain and preserve its late 19th century and early 20th century historic architectural character. This goal is overarching for the city's future and provides an important screening criterion when new projects are proposed that may alter, demolish, or destroy the town's existing physical fabric.

HP 6.2 Deadwood's Attractions Should be Based on the City's Authentic and Accurate Historical Events

[State Coding Category 08: NC2, NC3, NC9, NC10]

[State Coding Category 09: C1]

Also fundamental to the city's appeal to both visitors and citizens is the fact that Deadwood is a place of authentic and genuine history, an increasingly rare commodity as America's towns and cities continually grow and rebuild themselves. Therefore, new projects that are considered should be based on that authentic and indigenous history, rather than on proposals and designs that import history, fabricate history, or create places of entertainment or attraction not based on Deadwood's authentic past. (An example often cited of what *not* to do is the recent phenomenon of various gaming establishments importing "Las Vegas" styled displays in storefront windows—such as car displays that have nothing to do with Deadwood's heritage.)

HP 6.3 Invest in Projects that Will Sustain Deadwood's Economy and Preservation Efforts on an Ongoing Basis; Develop New Economic Engines

[State Coding Category 08: NC8, NC11, NC14]

[State Coding Category 09: C2]

This goal allows for a variety of attractions and enterprises that sustain or even expand Deadwood's economic base and diversity in order to protect the city's historic preservation and interpretation

efforts in light of the anticipated decline of gaming revenues in the future. The economic sector most promising to accomplish this goal is *heritage tourism* with its accompanying spin-off businesses such as hospitality, resorts, restaurants, shopping, interpretive exhibits, celebratory heritage events, etc.

HP 6.4 Continue to Enhance Deadwood's Physical and Visual Appearance

[State Coding Category 08: NC8, NC11, NC14]

[State Coding Category 09: C1, C2]

Fundamental to Deadwood's appeal is an attractive visual and physical setting in support of its historic character. Projects that enhance visual appearance include not only historic preservation initiatives but also streetscape improvements, parking lot landscaping, attractive "entry gateways" into the city, attractive and informative signage, and maintenance or creation of important sightlines and hillside overlooks from which to observe the city.

HP 6.5 Use Historic Structures First, Whenever Possible, in Developing New or Expanded Attractions and Businesses

[State Coding Category 08: NC8, NC10]

[State Coding Category 09: C1]

In considering new attractions, venues, businesses, and programs to expand Deadwood's economic base, a fundamental rule to expand Deadwood's historic preservation efforts is to always consider using historic structures first to provide a home for these attractions, if such structures are available and suitable, before considering the construction of new buildings or facilities.

HP 6.6 Diversify the Tourism Base

[State Coding Category 08: NC3, NC6, NC7, NC8, NC9, NC10, NC11, NC12, NC14] [State Coding Category 09: C1, C2]

Fundamental to providing a sustainable economic base which will allow building owners and tenants to invest in and maintain their historic preservation improvements on an ongoing basis is to diversify the base of tourism. Projects, marketing efforts, interpretation programs, and new



Figure 6-15. Project 6. The Bodega, owned by the North-West Express and Transportation Company (1880), prior to restoration.

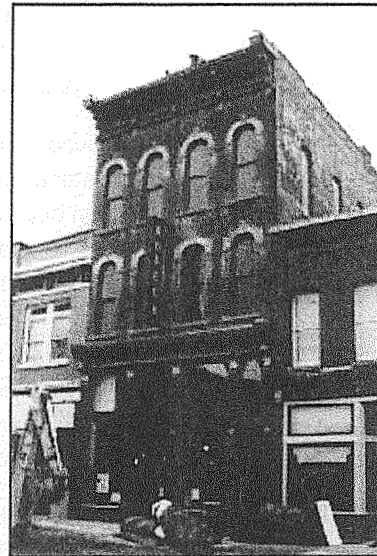


Figure 6-16. The Bodega following extensive facade and interior renovation.

attractions that appeal to and draw a more diversified base—geographically, demographically, and economically—can only serve to sustain Deadwood’s ongoing preservation efforts.

HP 6.7 Expand the Seasonal Tourism Base

[State Coding Category 08: NC3, NC6, NC7, NC8, NC9, NC10, NC11, NC12, NC14]

[State Coding Category 09: C1, C2]

Related to Goal 4.6 above is the notion of expanding the current tourism season from summer and early fall into the shoulder seasons, winter months or perhaps year round. This will provide a more stable economic base for seasonal industries such as the local hospitality industry. Attractions, venues or programs that might accomplish this goal include an expanded rodeo season, an *indoor* winter attraction such as an ice rink for both skating and hockey, or more enclosed interpretive sites which may capture crossover winter tourists and sports enthusiasts, such as skiers, winter hikers or snowmobilers, already in the Black Hills area for winter recreation.

HP 6.8 Expand Family Tourism

[State Coding Category 08: NC3, NC6, NC7, NC8, NC9, NC10, NC11, NC12, NC14]

[State Coding Category 09: C1, C2]

Also fundamental to expanding the tourism base is attracting families to a greater extent than is now achieved. Other than “Gulches of Fun”, the Broken Boat Mine, the staged shooting and Trial of Jack McCall drama events, and the “Days of ‘76” festival and rodeo (which occupies a brief period of the summer), the city does not offer sufficient attractions for children or adults that would draw families to visit and stay in Deadwood beyond the time spent visiting the gaming casinos or a few historic sites. Attractions for today’s kids must be fun, interactive, and lively and must appeal to other members of the family as well.

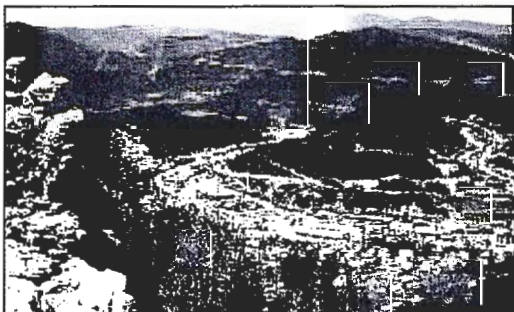


Figure 6-17. Protecting views of the city is an important part of Deadwood’s historic preservation efforts.

HP 6.9 Increase the Length of Visitors Stays and Capitalize on the Lead Synergy of Attractions Between Other Towns of the Black Hills, including Lead.

[State Coding Category 08: NC3, NC6, NC7, NC8, NC9, NC10, NC11, NC12, NC14]

A significant means of expanding the revenues that tourism can bring to Deadwood’s economy and historic preservation efforts is to increase the length of time that tourists spend in

the Deadwood and Black Hills area. Recent surveys indicate that at present, visitors to Deadwood typically spend no more than half a day in town. If their stay could be extended to spending the night, business receipts would dramatically increase since an overnight hotel stay is required and more tourist dollars are spent on meals. One way to increase the "attraction package" to encourage longer stays is to (a) provide a destination attraction that capitalizes on previous historic preservation efforts while expanding upon the interpretation of the immediate region's rich cultural history and (b) to collectively market and promote existing attractions throughout the entire northern Black Hills region, including the attractions of Lead, which will expand the economic pie for all the region's cities and towns.

HP 6.10 Avoid Unnecessary Conflicts or Duplication of Other Regional Tourism Attractions
[State Coding Category 08: NC7, NC8, NC14]

When new attractions are considered, assess whether they would unnecessarily duplicate and thus compete with similar attractions already in the region. Such competition may economically weaken presently stable attractions and prematurely doom the potential economic viability of the proposed new attraction, thereby risking failure all around. Competition in this sense must be judged carefully. An attraction which will draw more people to the region or encourage them to pull off I-90 will contribute to the regional economic pie through spinoff benefits.



Figure 6-18. The Trial of Jack McCall drama event (above) and the Broken Boot Mine (below) are among the only family attractions in Deadwood.

HP 6.11 Create Attractions that are Largely Economically Self-Sustaining, if Possible; Avoid Projects That Require Ongoing and Burdensome Subsidies

[State Coding Category 08: NC10, NC15]

[State Coding Category 09: C1, C2]

Because gaining initial capital funding to preserve historic places and buildings has been greatly aided by revenues from gaming in recent years, such capital improvements have become relatively easy to achieve. What is not always as easy is sustaining the economic viability of



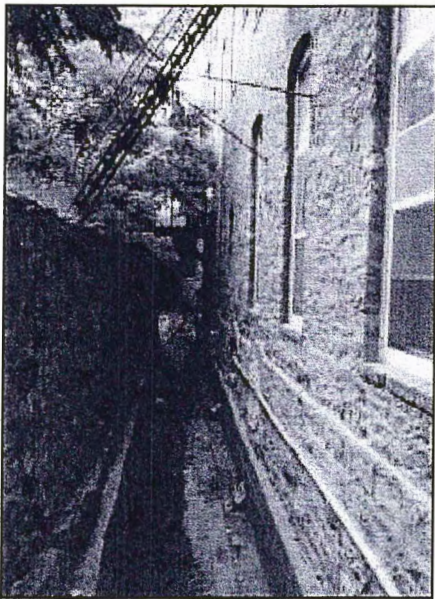


Figure 6-19. Many historic elements beyond buildings, such as this wonderful stone drainage way near Downtown, contribute to Deadwood's character and should be preserved

projects over time—for which there may not be such readily available funding. Therefore, to insure that the city's fiscal bonding capacity or annual operating budgets are not unnecessarily burdened over the years (particularly if existing levels of revenues from gaming cannot be assured into the future), most projects being considered as candidates for funding should be able to prove their sustainability over time without great reliance on public subsidy.

Of course, there are certain uses, particularly educational and institutional ones or more subtle local commercial uses that simply cannot afford the high rents or property taxes that gaming establishments have generated, that may nevertheless be quite worthy of public subsidy because of the public benefits they offer. However, such meritorious projects, including associated infrastructure investments, should be considered the worthy exception rather than the rule when overall funding priorities are established.

HP 6.12 Encourage Attractions that Can Leverage New Business and Revenues for Other Enterprises in the City
[State Coding Category 08: NC3, NC7, NC11, NC12, NC14,] [State Coding Category 09: C1, C2]

Proposed projects that not only preserve Deadwood's history, expand the town's visitor draw, and show themselves self-sustaining, but that also can leverage or spin off new patronage or revenues to still other businesses or attractions in Deadwood, should be given a high priority when considered for funding. Therefore, additions which add to the tourism "attraction package" of the city and extend visitors' stays could also leverage business for the region's hotels and restaurants. These projects could include new visitor attractions, event programming, marketing, or new meeting and conference spaces.

HP 6.13 Develop a Major New Attraction of Regional Scope & Benefit
[State Coding Category 08: NC 1 through NC 14]
[State Coding Category 09: C1, C2]

Many of Deadwood's citizens and business owners have expressed the opinion that Deadwood needs a significant new "destination" attraction—which celebrates the Old West and Deadwood's unique

history—to successfully continue to compete for and draw tourists. Given the uncertainty of continuing levels of revenue from the gaming industry and increasing competition with other tourist attractions throughout the region, such an attraction advertised regionally, nationally, and even globally may indeed be able to sustain Deadwood's economic viability and historic integrity well into the future. Many cities which have initiated gambling have taken steps to assure that sufficient gambling revenues are invested in ancillary visitor attractions to extend benefits while gambling revenues remain stable, extend the traditional gambling markets demographically, and assure future attractions should gambling revenues decline (or, in the case of riverboat communities, float away). Shreveport, Louisiana, for example, used incentives to create an entertainment district in abandoned warehouses and invested monies in SCI PORT, a regional Discovery Museum.

Such an attraction must be compatible with Deadwood's scale and must not overshadow Deadwood's sense of community. Equally important, such an attraction must prove itself to be economically viable. Therefore, a thorough market study must be conducted to explore comparables, to assess competition and likely visitation demographics and seasonality, and then to test these factors through qualitative and quantitative research.

HP 6.14 Continue Capital Infrastructure and Historic Preservation Improvements in the Neighborhoods

[State Coding Category 08: NC11, NC13, N15]

[State Coding Category 09: C2]

Deadwood's neighborhoods, its hillsides, its graveyards, its roadway retaining walls, and its historic mines are significant contributors to Deadwood's visual character and history as are its downtown streets and Main Street buildings. Therefore, capital infrastructure, visual enhancement, and historic preservation projects throughout the town's neighborhoods and outlying areas should be continued to maintain the historic context and setting as well as to provide equity to Deadwood's citizens bearing the burdens of tourism, increased traffic, and other adversities imposed on them by the city's successes.



Figure 6-20. Historically, Deadwood's downtown contained a mix of retail and commercial uses.



Figure 6-21. Today, Main Street is lined with casinos after casino, providing few retail services for visitors or residents.

**HP 6.15 Increase Retail Shopping Opportunities
for Visitors**

[State Coding Category 08: NC7, NC8, NC10, NC11, NC13,
NC14] [State Coding Category 09: C1, C2]

In survey after survey conducted of tourists at various tourist destinations around the country, shopping always ranks as the second most pursued activity after visiting the primary attractions themselves. Deadwood falls woefully short in this regard; there remains little retail activity in downtown Deadwood that would capture either the tourist's dollar or interest. This lack of retail activity is an important reason that tourists to Deadwood stay, on average, less than half a day in town. Therefore, projects, programs or changes to zoning or tax laws that would encourage more retail businesses in the city is an important goal for Deadwood to pursue if it wishes to broaden its tourism appeal and encourage extended visitor stays.

**HP 6.16 Increase Local Service Retailing Opportunities for
Deadwood's Citizens**

[State Coding Category 08: NC7, NC8, NC10, NC11, NC13, NC14]
[State Coding Category 09: C1, C2]

Equally important to the citizens of Deadwood is the ability to shop in their own home town for everyday goods and convenience items. Such retailing uses were largely driven out of Deadwood as rising rents and property taxes in the city steadily raised by the gaming industry's ability to pay forced small local retailers out. It is therefore a worthy goal to fund places and programs that can attract local service retailers back into Deadwood. Perhaps such retailing does not best fit in the downtown. Nevertheless, a place for them needs to be found if Deadwood's citizens are not to become estranged from their own community and the community support base is not to be lost.

LIST OF RECOMMENDED HISTORIC PRESERVATION / HERITAGE TOURISM CANDIDATE PROJECTS

Introduction

As Deadwood continues to advance its historic restoration, management, educational, marketing and public improvement efforts, there remains a number of candidate projects potentially eligible for funding. Because there are more potential projects than there are funds immediately available to accomplish them, candidate projects must be systematically screened against the goals described above (as well as the state coding guide eligibility criteria).

All the projects described below have been "screened" or "filtered" against these goals. Only those that appear to accomplish one or more goals are listed. Each recommended project has been placed in one of four categories based upon its overall objectives. The four categories are as follows: (1) Building Restoration, Renovation, or Preservation (2) Historical Interpretation and Documentation (3) New Attractions and (4) Community Enhancements.

Certain capital projects that appear to accomplish one or more of the Strategic Goals may or may not prove financially viable or sustainable though they are listed as priority projects. These projects will first require market studies to test their feasibility. Deadwood may choose to fund and implement them only if the market studies show them to be feasible, feasibility being determined by a combination of economic sustainability and/or economic leveraging benefits to other sectors of the community. Four major projects that would require marketing studies include the development of a destination tourism attraction, the development of a conference / meeting center, the development of a winter attraction such as an ice arena, and the extension of the rodeo program.

Map 6-1 indicates the locations of the recommended projects described on the following pages.

Recommended Projects by Category

Building Restoration/Renovation/Preservation

Project 6.1 Acquire/Stabilize Slime Plant

[Contributes to Strategic Goals 1, 4, and 5]

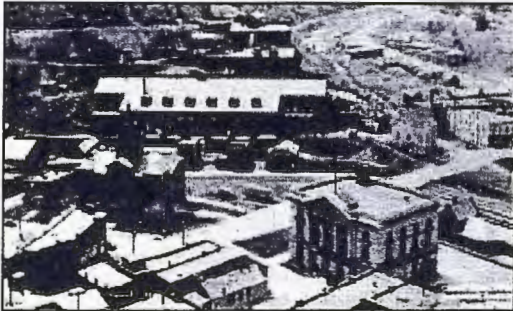


Figure 6-22. The Slime Plant represents an important piece of Deadwood's mining history.

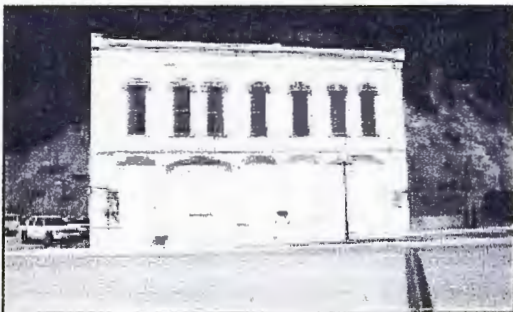


Figure 6-23. The Treber Building is in need of significant renovation.

Description: The Slime Plant, at present used by the county as a Maintenance Garage, is an example of a mining building type that is increasingly rare. As a result, its retention is of priority importance to the State Historic Preservation Office (SHPO). Engineering reports prepared earlier indicate that the building's foundations need shoring or stabilization. If not stabilized, the building is in danger of sagging and/or collapse. To insure that this important historic building is preserved, the county and/or city should

- Structurally stabilize the building and stabilize the building envelope, and
- Consider relocation of the County Garage to a new site to be identified and acquired.

Rationale: The preservation of the Slime Plant as a significantly historic structure depicting an important processing function of the area's historic gold mining industry is a top priority of state historic preservation officials and is an important landmark locally. Its structural integrity should be assured before it is threatened with collapse; and its exterior appearance should be improved because it sits on such a visually prominent site. Additionally, the Slime Plant is the only existing historic structure in town that is sufficient in size to host a major new visitor attraction or Conference/Meeting Center if these prove to be financially viable operations.

Project 6.2 Renovate Historic Buildings

The city should initiate the renovation and restoration of several key historic buildings through its Economic Development Corporation (EDC). The EDC should have adequate staff with real estate development experience to enable the successful initiation and realization of such projects. Candidate buildings for the EDC to restore include the pine View, Martin Mason, Wong Wing Tsu, and Main Street Buildings, discussed below.

Project 6.2a Restore and Renovate the Pine View Building

[Contributes to Strategic Goals 1, 4, and 5]

Description: The Pine View Building contributes significantly to the downtown historic district, but because of its location off Main Street, it has been bypassed by gaming interests. It is in need of extensive renovation. In lieu of private sector initiatives, the city should consider expanding its development role to find ways to complete renovation and repair without long-term commitment of substantial city funds.

Rationale: The Pine View Building is an architecturally attractive structure and is an important supporting building to the context of the historic downtown. In its current state, it diminishes the downtown's attractiveness. The extension of the city's preservation efforts into the realm of developer and landlord of historic structures other than nonprofit institutions represents both a risk and an opportunity worthy of careful consideration.

Project 6.2b Restore and Renovate the Martin Mason Building

[Contributes to Strategic Goals 1, 4 and 5]

Description: The Martin Mason Building contributes significantly to the downtown historic district. It is in need of extensive renovation. The city should consider finding ways to complete renovation and repair without long-term commitment of substantial city funds.

Rationale: The Martin Mason Building is an architecturally attractive structure and is an important supporting building to the context of the historic downtown. In its current state, it diminishes the downtown's attractiveness. Like the Pine View Building, its restoration is a priority in meeting one of Deadwood's foremost goals—continuing its strong historic preservation program.



Figure 6-24. The Martin Mason building in its current condition detracts from the appearance of the downtown district and should be renovated as soon as is feasible.

Project 6.2c Restore and Renovate the 570 Main Street (Wong Wing Tsu) Building

[Contributes to Strategic Goals 1, 2, 4 and 5]

Description: 570 Main Street is one of the few remaining buildings that can be interpreted to tell the story of the Chinese community and laborers who helped build Deadwood, and it therefore contributes significantly to the downtown historic district.



Figure 6-25. Project 6. The Wong Wing Tsu Building is one of the few remaining buildings that can be interpreted to tell the story of early Deadwood's Chinese community, and it

However, it is in need of extensive renovation. The city should consider finding ways to complete renovation and repairs without long-term commitments of substantial city funds and to provide interpretive plaques or signage to explain its role in the early Chinese community in Deadwood.

Rationale: The Wong Wing Tsu Building is a contributing historic building more for its preservation of the cultural history of Deadwood than for its architectural merits. Since it is also located along one of Deadwood's "gateway corridors", its renovation will also help improve the visual appearance of a city entrance corridor.

Project 6.2d Renovate the Route 14A Rear Facades of Main St. Buildings

[Contributes to Strategic Goals: 1 and 4]

Description: The rear exterior facades of several Main Street buildings which adjoin Route 14A near Lee Street are in unrenovated condition and are covered with graffiti and electric wiring and transformers, resulting in an unattractive appearance when viewed from 14A or Lee Street. These rear exterior facades



Figure 6-26. Although the facades of Main Street's buildings have been renovated, the rear of the buildings, as viewed from the highway, present an unattractive view

should be renovated and the electric wiring removed or relocated and screened from view. Cooperation between building owners, the city, and the electrical utility company will be required. Costs are not insignificant and means to share them need to be carefully explored.

Rationale: These unrenovated rear facades and the hodgepodge of utility connections detract from the visual appearance of these historic buildings and the visual setting of Route 14A—thereby giving an unfavorable impression to passing motorists and pedestrians. Providing an attractive setting is important to drawing and keeping tourists in Deadwood.



Figure 6-27. Many of the upper story exterior facades along Main Street are still in need of renovation.

Project 6.2e Restore Upper Story Exterior Facades of Main Street Buildings

[Contributes to Strategic Goals 1 and 4]

Description: A number of buildings on Main Street renovated their ground floor when new uses, such as gaming facilities, moved in. However, since upper floors remained vacant, in many instances upper floors and upper floor facades were not renovated. As a result, some are unattractive and diminish the visual success of

the ground floor renovations.

Rationale: The full restoration of historic buildings will not be completed until their entire facades are renovated. Until these upper floor facades are renovated, their visual appearance will continue to detract from the full restoration potential of Main Street. The dilemma is in finding suitable uses for the upper floors. A number of structures have located restaurants on the second floor; some have extended gaming to the second floor. Noise considerations and compliance with codes have limited office or residential usage. Even when economic utilization is deferred, facade easements or other mechanisms should be employed to restore the exterior facades. Unoccupied, unimproved upper floors also present significant fire hazards; such fires have been experienced in Deadwood many times in the past.

Project 6.3 Continue to Restore the Historic Mt. Moriah Cemetery and Visitors Center

[Contributes to Strategic Goals 1, 2, 4, 12 and 14]

Description: A restoration and stabilization program for the historic Mt. Moriah Cemetery is well underway. The city should complete the restoration in the years ahead. The restoration should include expanded interpretation of some of the people buried there.

Rationale: The Mt. Moriah Cemetery is one of Deadwood's most historic and visited sites where people can learn about the city's many historical characters. This site is a primary tourist destination in Deadwood's "historic attraction package", and its maintenance and long term stability is of key importance both in telling Deadwood's story as well as in contributing to Deadwood's tourism-based economy. Bus tours regularly visit with minimal interpretation offered by the tour operators. By contrast, Mt. Auburn Cemetery in Cambridge leases audiotapes to visitors that contain a dramatic script and musical score. Such an enhanced means of providing historical interpretation should be considered.

Interpretation/Documentation

Project 6.3 Renovate St. Ambrose Cemetery and Interpret Its Social Significance to Deadwood's History

[Contributes to Strategic Goals 1, 2, 4, and 14]

Description: St. Ambrose Cemetery, which is privately owned, is the burial site of many immigrant laborers and workers who originally built Deadwood. It is, therefore historically significant in the inter-

pretation of this part of Deadwood's multi-ethnic history. The cemetery is in deteriorated condition and is need of restoration. The city should encourage and assist in its restoration and provide interpretive exhibit signage to explain this significant story of immigrant labor in Deadwood's history.

Rationale: The cemetery is an important place where the social history of how immigrant workers contributed to the founding and building of Deadwood can be seen, told and interpreted.

Project 6.4 Broken Boot Mine—Improve Roadside Parking Area / Acquire Additional Land/Develop Miners Story

[Contributes to Strategic Goals 1, 2, 3, and 5]

Description: Broken Boot Mine, which is owned and operated by a nonprofit corporation, is located on the outskirts of town along Route 14A. It is no longer actively mined and is instead open to the public for tours. Unfortunately, the parking area for the mine along the shoulder of Route 14A is not sufficiently large or wide to accommodate visitor parking or extended interpretation and can be unsafe due to its close proximity to moving traffic on 14A. The city should help fund the expansion and improvement of this site to provide safety and attract greater numbers of tourists to this socially historic place. To do so may require acquisition of noncontiguous property because of topographic constraints.

Rationale: Broken Boot Mine is the only underground historic mine in the immediate region open to the public for tours. It is an important and historically authentic site that can be used to explain and interpret the gold rush mining camp era of Deadwood's history. It should also be one of Deadwood's major historic visitor attractions, but is unfortunately now limited in its capacity due to its restricted site size and configuration along Route 14A. Providing greater parking capacity, a safer environment, and extended interpretation to include miners' living quarters will help boost this site's visitation. This site can thereby maintain financial viability and become an important family venue.

Project 6.5 Provide Public Art/Sculptures

[Contributes to Strategic Goals 2, 4, and 12]

Description: Presently, several statues and busts of Deadwood's most famed citizen, Wild Bill Hickock, are located in downtown Deadwood. It has been suggested that additional statuary of Deadwood's heroes and legends be commissioned and placed throughout downtown at strategic locations. Deadwood should

prepare a siting study and commission statuary from artists to depict Deadwood's many legendary folk heroes. The city should also prepare interpretive plaques to explain each hero's importance to Deadwood's history and lore.

Rationale: Providing strategically positioned public statuary of Deadwood's historic legends would add to Deadwood's tourism package. Interspersing gambling with heritage reminders that also serve as "Kodak Moments" could also help market a destination attraction.

**Project 6.6 Acquire and Manage the "Trial of Jack McCall"
Show and Ghosts of Deadwood Gulch Wax Museum /
Renovate the Building Hosting These Venues**
[Contributes to Strategic Goals 1, 2, 3, and 4]

Description: The "Trial of Jack MacCall" and Wax Museum are two of Deadwood's attractions that explain and interpret Deadwood's "Wild West" history in an entertaining way. The "Trial of Jack McCall" is an audience interactive interpretation of this event that appeals to a broad spectrum of tourists. Currently for sale, its 77-year history should be maintained and the quality of the product assured. The Wax Museum is beginning to show its age, but its storyline is generally strong and the collection includes a fair number of artifacts from the time periods depicted. If the city is considering a Wild West destination attraction, some artifacts of the current presentation would be useful additions.

Currently, the Wax Museum and "Trial" are for sale, together with the building on Lee Street which hosts them. The city should consider purchasing the show components and, if necessary, the building, and then strengthening their quality so that these attractions draw even wider audiences and better interpret Deadwood's significant historic events. The city may consider moving these two attractions to another more architecturally or historically significant building and then reusing or redeveloping the current Lee Street site for other retail and/or commercial uses.

Rationale: These two visitor attractions are important to Deadwood's visitor draw and also contribute to the "telling" of Deadwood's historic events. Their continuation and financial viability must be secured and their level of quality improved if they are to attract increased patronage.

**Project 6.7 Acquire or Financially Assist Street Performance
"Wild West" Shows and Other "Living History" Events**

[Contributes to Goals 2, 3, 5, 8, and 12]

Description: Similar to the investment described above in Project 6.6, the city should consider sponsoring professionally run street reenactments of various historic events, such as the "capture of Jack McCall", rodeo festivals, the "Pistoleers" and other "living history" events, to draw visitors and to entertainingly explain and interpret Deadwood's history.

Rationale: Street performances depicting historic events are an important tourism draw and are an excellent means of portraying Deadwood's history in entertaining and memorable ways. If they are to continue to draw visitors, their quality must be enhanced.

Project 6.8 Mickelson Trail System Entrance

[Contributes to Strategic Goals 4 and 8]

Description: Public open space in Deadwood is extremely limited. Generally, the spaces that do exist are limited to schoolyards and Gordon Memorial Park. Whitewood Creek extends through the entire city as an open stream, except for a short portion in the downtown that is encased in a box culvert. The continuous open space trail system creates a great opportunity to access the variety of natural, historical and cultural sites in Deadwood. The Mickelson Trail System is well defined and constructed to serve pedestrians and bicycles and is an important community resource. Unfortunately, the trailheads lack definition and interpretation, and the trail system interpretative facilities and features are limited.

Rationale: The Mickelson Trail System provides access to important historic sites throughout the city. Improved interpretation of historic elements and features along the trail and identification of trailheads could help to tell the story of Deadwood's mining past. Numerous mine sites, tailing piles, and mining-related features are visible and accessible from the trail.

Project 6.9 Upgrade Carriage Museum Adjacent to Rodeo Site

[Contributes to Goals 1, 3, 4, 6, 7, 8, 9, 11 and 12]

Description: Like most carriage and automobile museums nationwide, the Days of '76 Collection tends to pack an excellent, large collection into a relatively tight space with marginal interpretation. The collection would be immeasurably enhanced by being thinned, out with carriages

rotated in such a way that exhibits seem to be changing. Exhibit techniques that place the various carriages in interest with their use and time period would significantly enhance the display, as would written and audio/visual interpretation. The display of carriages would be infinitely more powerful to visitors if they were treated more like a museum or attraction rather than simply a collection.

Rationale: Carriage and automobile museums are changing. They are increasingly thought of as transportation museums incorporating physical and cultural context rather than simply as collections. With this change, visitation is increasing dramatically and are being better met. The options available to the Days of '76 Museum are to expend significant dollars on converting in ways that parallel contemporary national trends or to be incorporated, in part or whole, into a Wild West destination attraction. In all scenarios, significant parts of the collection should continue to be available to the Days of '76 Festival.

Project 6.10 Organize Centralized Electronic and Networked Archives of Historic Materials

[Contributes to Goals 1]

Description: Presently, there are three separate historic archives of data and collections: at the Public Library, Adams Museum and City Hall. These archives need to be consolidated and made more readily accessible, either through networking providing centralized resources.

Rationale: Visitors and scholars who come to do research are frustrated by the lack of a centralized facility and the differing hours of operation of the segregated facilities. Available computer technology could provide coordination of archival/collections inventories

Project 6.11 Continue the Development of a Wayfinding and Historic Interpretive Signage Program

[Contributes to Goals 2 and 4]

Description: The city should develop a wayfinding signage program and continue its program of providing outdoor historic/interpretive plaques, signage, and wayfinding markers and trailblazers so that visitors can more easily find places and understand their historic significance. The quality of this signage must be first rate in terms of both graphics and text, and interpretive panels should appeal to strollers, strollers and students.

Rationale: Wayfinding and interpretive signage provide an important educational tool for visitors as well as a means for visitors to better

find their way around town, thereby contributing to the town's appeal to tourists.

New Attractions

Project 6.12 Conduct a Market Study to Renovate the Slime Plant for New Uses or a Major New Attraction

[Contributes to Strategic Goals 1, 2, 3, 4, 5, 6, 7, 8, 10, 11, and 12]

Description: The Slime Plant is a candidate for reuse as either a major new destination exhibit attraction to tell the story of Deadwood's "Wild West" era, a major conference/meeting center, or a combination of both. If it is developed and if market studies bear out its financial viability, it could draw visitors in all seasons. Because of this potential, the city should conduct a market feasibility study to develop visitor attraction concepts, estimate development costs, and then test its market feasibility. Major attraction ideas have included a "Western Williamsburg", a Wild West Museum, a reconstructed indoor Deadwood Main Street circa 1876, and a conference center.

Rationale: The Slime Plant reflects an important historical chapter of Deadwood's mining history; and, it is the only existing historic building in Deadwood sufficiently large and potentially suitable to accommodate a major visitor attraction. To bring a destination visitor attraction to Deadwood is a priority goal. Equally important is to utilize existing historic structures to host new visitor attraction venues. The development of the Slime Plant would combine these priority goals into one project and locale if financial feasibility can be assured.

Project 6.13 Study Feasibility of Building a Conference/Meeting Center

[Contributes to Strategic Goals 3, 5, 6, 7, 10, 11, and 12]

Description: The establishment of a medium-sized conference center/meeting facility in Deadwood for corporate retreats, organization meetings, etc., may help draw visitors, increase hotel room night stays in Deadwood, and generally spin off secondary economic benefits. However, it is unclear whether a market exists for such a facility in Deadwood, given other competing meeting centers in nearby cities and the planned meeting center at the proposed Costner Dunbar Resort. Therefore, a Market Feasibility Study should be conducted to test the viability of this proposal. Ideally, an existing historic structure such as the Slime Plant could be reused for this purpose if the building proves suitable and the site has sufficient parking. (It has been suggested that such a facility at the Slime Plant could lease spaces at the

municipal garage on Main Street and then run shuttle buses to the conference center.)

Rationale: A new meeting center could draw new visitors to Deadwood in all seasons and would potentially spin off economic benefits to other businesses, hotels, restaurants and tourist attractions. Such a facility would broaden Deadwood's tourism base and extend its seasonal draw. If an existing historic building could be used to host this meeting center, Deadwood's historic preservation program would be advanced as well.

Project 6.14 New Conference/Meeting Center

[Contributes to Goals 3, 6, 7, 9 and 12 and possibly 2 and 5 if located in whole or part in the Slime Plant]

A new Conference or Meeting Center has been proposed to attract corporate retreats or meetings of large organizations. If successful, such a project would contribute to Deadwood's tourism and economic base and perhaps extend Deadwood's visitor draw into the winter season. The current annex facility at the Motel 8 has neither the square footage or the appealing character to compete in this larger market. Groups have expressed interest in such a facility.

The marketability of such a facility and its ability to attract a sufficient number of events in order to become financially feasible needs to be tested. Meeting/conference centers already exist in Rapid City and Spearfish. Also, a new conference center has been built in Sturgis and a conference center is part of Costner's proposed Dunbar Resort. If built, the Dunbar facility would amply fill Deadwood's need. Therefore, given the competition, potentially limited market, and possible alternative location, if this project were advanced independently and then proved unsuccessful, it would become a burden to Deadwood's annual operating budget. A market feasibility study should be conducted to examine the financial viability of an independent conference center and, if supportive, a time period should be placed on the Costner proposal after which the city would proceed independently and require a buyout of their facility prior to approving a competitive one on the Costner property.

Project 6.15 Railroad to Deadwood

[Contributing to Goals 2,4,12 and 13]

The proposed Dunbar Railroad and Northern Hills Railroad Authority plan to connect the Dunbar Resort with Whitewood on I-90 and downtown Deadwood is a potentially attractive service to be run by private enterprise.

However, it may compete with the Black Hills Central Railroad to Keystone Junction.

Project 6.16 “Days of ’76” Rodeo Grounds Covered Dome

[Noncontributing to Goals 1 and 5]

It has been suggested that the rodeo grounds and historic grandstand be covered by an enclosed dome or tent so that the use of the grounds could be extended into the cold weather months—perhaps for additional rodeos, tractor pulls, or even an ice skating rink. This is unlikely to prove feasible, however, because not only the rodeo grounds themselves, but also surrounding support spaces would have to be covered or enclosed as well to make the site suitable for year-round events. Additionally, the enclosing dome would so dramatically alter the historic appearance of the grounds and grandstands that such a project would not likely be approved by historic preservation officials. Thus, while the economic goals are valid, the specific application may not be.

Project 6.17 Electric Trolley

[Contributing to Goals 2, 4 and 13]

The city has a rubber wheeled trolley system in place which serves its visitors well and offers route flexibility. It operates at a deficit, requiring modest annual subsidies. While a steel wheeled trolley running in laid track would more historically replicate the original Deadwood system, the capital and annual operating costs for such systems are significant. They tend to work primarily in cities where they become integral parts of the mass transit system for local commuters with tourists as a supplemental income stream.

Community Enhancements

Project 6.18 Continue Neighborhood Street, Sidewalk, Utilities, and Yard Retaining Wall Improvement Projects

[Contributes to Strategic Goals 4 and 14]

Description: Deadwood has maintained an ongoing program of public improvements for streets, sidewalks, utilities, and yard retaining walls throughout Deadwood’s residential neighborhoods. The city should continue this planned program of improvements until they are completed.

The retaining wall program has been and will continue to be a critical program for historic preservation. Due to topography, many structures are threatened by potential collapse if efforts are not made to improve the walls supporting existing historic hillside

development. Unfortunately, often times the cost of a new retaining wall or replacement of an existing retaining wall exceeds the value of the structure the retaining wall is supporting making investment by individual property owners fiscally impractical. Lending institutions are unable to include such improvements in mortgages or second mortgages due to the lack of value associated with the land and historic structure. The current retaining wall program has been essential to the preservation of numerous historic structures and has been effective. This program should be continued

Rationale: Improving the environments of neighborhoods contributes to the visual appeal of the town and helps mitigate the impact that tourism brings to Deadwood's neighborhoods and residents. Neighborhoods are key to the overall ambience of the city and it is important to maintain Deadwood as a real, functioning community.

Project 6.19 Renovate and Landscape Visitors Center Parking Lot at Pine Street
[Contributes to Strategic Goals 4]

Description: The Visitors Center Parking Lot on Pine Street is located at a critical and strategic gateway into the downtown along Route 14A. It is also the lot many visitors to Deadwood use. Unfortunately, this lot is devoid of landscaping and presents a harsh edge to the street. The lot should be retrofitted with landscaping and greenery to serve as a welcoming visual amenity at this end of town.

Rationale: The landscaping of this lot will provide a more appealing setting for the historic Visitors Center, the historic Slime Plant across the street, and the Route 85/14A gateway entrance into the downtown.

Project 6.20 Improve City Gateways and Gateway Corridors
[Contributes to Strategic Goals 1, 4 and 14]

Description: First impressions are important. As visitors to the city approach Deadwood from I-90, Route 14A, Route 385, or Route 85, the city's gateways are often less than attractive. Therefore, the city should restructure and enhance these gateways and gateway corridors as needed to improve the appearance and attrac-

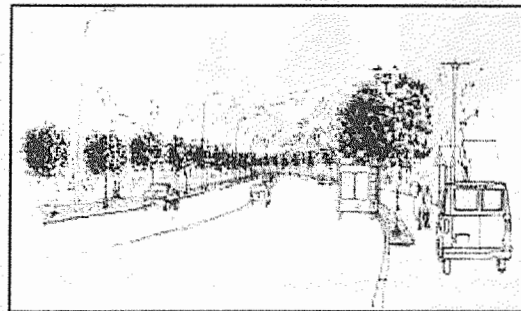


Figure 6-28. Proposed Gateway Corridor: A visual link along highway 14A/85 from the Gateway into the downtown area is enhanced with planted medians

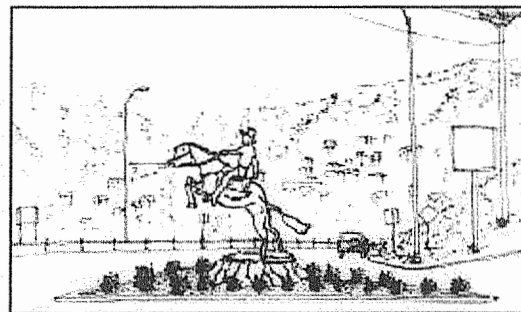


Figure 6-29. A visual entry into Deadwood along highway 14A/85 intersection with Lower Main Street near the Rodeo Grounds is enhanced with a sculpture and planted medians/islands

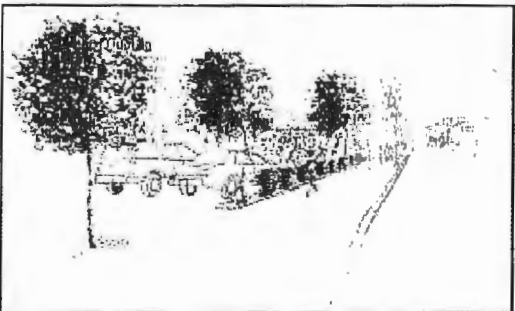
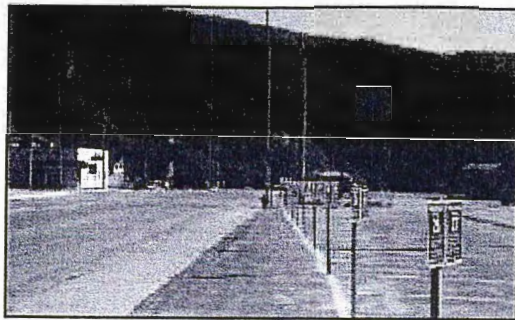


Figure 6-30. Parking lot improvements at the Pine Street parking area.

tiveness of these city approaches. In certain gateway locales, the cooperation of the State DOT as well as private property owners will be required. The several gateways that should be improved include

- The Route 85 /14A intersection with Lower Main Street near the Rodeo Grounds at the northern entrance to the city;
- A southern entrance to the city from 14A as it adjoins Upper Main Street near the Broken Boot Gold Mine;
- The southern entrance into the city where Route 385 and Route 85 join Cliff Street near All Season's Motel, Deadwood Gulch Resort, and the old fishing shacks;
- The Route 14A intersection with Pine Street adjacent to the Slime Plant and the Visitors Center.

Map 6-2 shows these locations.

Rationale: Providing an attractive physical and visual setting for the National Historic District and city gateways is of extreme importance in giving visitors a good first impression of the town. Many of these gateways are entrances to neighborhoods as well. At present, for example, some of the most dramatic overall views of the city as visitors approach are obscured by such obstacles as highway jersey barriers or are diminished by views of acres of asphalt-paved parking lots rather than landscaped lots and trees. The natural setting, historic structures and existing regulatory environment are sufficiently intact to permit enhancement without major takings or capital expenditures.

Project 6.21 Landscape and Visually Buffer Public and Private Parking Lots

[Contributes to Strategic Goals 4]

Description: Many public and private parking lots or service station lots in Deadwood have been designed to maximize parking space, vehicular space, and areas for snow removal and have left little space for greenery or landscaping, particularly along the lots' street perimeters. As a result, many lots appear as a "sea of asphalt" and are therefore unattractive. Where possible both the city on their municipal lots, and private owners on their own private lots should provide landscape buffers and greenery to help make these lots more attractive. (See Map 6-2 for locations.)

Rationale: Many of Deadwood's parking lots, which are often not landscaped, now contribute to a visually unappealing image of the city. Landscaping the city's parking lots will greatly enhance the image of the city and provide a more attractive context for Deadwood's many historic structures. The regulatory framework for enforcing plantings on private lots exists but hasn't been utilized in the city because the city has failed to meet their own standards on city-owned lots. If necessary, the regulatory framework may need adjusting, but the current cycle needs to be broken and retroactively dealt with. In so doing, the issues of on-site versus off-site snow storage and/or removal must be responsibly dealt with.

Project 6.22 Consider Future Acquisition of Private Property at Mt. Moriah Cemetery for Scenic Overlook of the City
[Contributes to Strategic Goals 1, 2, and 4]

Description: The scenic overview of Deadwood from the historic Mt. Moriah Cemetery is significant. Portions of it are privately owned. To protect this strategic scenic overlook for public access in the future, the city should either acquire this property at an equitable price, or secure access rights to it in perpetuity.

Rationale: This scenic overlook is one of the most dramatic and fascinating views of the city and contributes to an understanding of Deadwood's history and the town's setting in the Black Hills and the surrounding mining communities.

Project 6.23 Develop and/or Provide Incentives for Commercial Properties to Incorporate Ground Floor Retail Space Along Sherman Street
[Contributes to Strategic Goals: 1, 5, 15, and 16]

Description: Downtown Deadwood is lacking in sufficient retail space for locals or visitors since most retailers cannot pay the rent or high property taxes that casinos can afford. Consistently, however, Deadwood's citizens indicate that they would like to see a return of retailing to the city and visitors say that they would enjoy more places to shop. Therefore, the city, under its EDC, should investigate short-term leasing of ground floor commercial properties along Sherman Street and subletting at rates that retailers can afford. Concurrently with, or in lieu of leasing properties, the city should investigate other methods of providing incentives to help promote usage and additional retail development. This would let the private market establish property and rent levels that could be affordable to retailers once again.

Rationale: Providing retail space both enhances the city's appeal to visitors

and helps meet the needs of local citizens. By providing this amenity, the length of visitor stays is likely to be extended and local citizens will again patronize the downtown and regain a sense of local ownership and community in their town center.

Project 6.24 Acquire DOT Yard Adjacent to Rodeo Grounds for Expanded Visitor Attraction and Improved Visual Environment

[Contributes to Strategic Goals 3, 4, 12, and 13]

Description: The state DOT Yard, adjacent to the historic Rodeo Grounds and the Carriage Museum's Western Main Street, visually detracts from the setting of the "Days of '76" Carriage Museum and Rodeo Grounds and potentially restricts the site from expanding into a more significant visitor attraction or venue for visitor services. Therefore, the city should consider relocating this DOT Yard.

Rationale: The DOT Yard is in a strategic location that currently impacts the historic entry experience to the city and restricts the potential of the Rodeo Grounds and Carriage Museum site to expand. This yard, together with the adjacent museum and rodeo grounds, is potentially one of the few sites sufficiently large to host major new developments and/or an enhanced park or RV area.

Project 6.25 Revise Zoning and Design Standards

[Contributes to Goals 1, 4, 5 and 14]

Description: Current zoning laws, design standards, and design review processes to upgrade the town's visual appearance and ensure quality development are directed primarily at the downtown historic district and often have limited relevance for properties in outlying districts and/or the power to appropriately shape such development.

Rationale: The entire city is part of a historic district. Even non-contributing properties are often reviewed by the state. Preservationists, property owners, neighborhood groups and city officials need clear guidelines tailored to subdistricts to make logical and legally defensible decisions with regard to development on a citywide basis.

7.0 Implementation

INTRODUCTION

The goals and actions outlined in the Deadwood Comprehensive Plan represent a vision for the future of the City of Deadwood and the surrounding area. To realize this vision, a number of actions will be required by various public and quasi-public agencies, developers, and citizens of Deadwood. The implementation program outlined here is intended to establish concrete, measurable actions, which will further the plan's goals.

The plan recommends a number of specific strategic actions. These actions have been grouped into five categories and prioritized within the implementation program. Each action falls into one of the following categories: Legislative, Regulatory, Incentive-based, and Investment.

PLAN MAP

The culmination of the comprehensive planning process, whereby public values are identified, existing conditions are analyzed, and plan alternatives are reviewed, is graphically represented by the Plan Map. The Plan Map promotes the concept of "appropriate development." The appropriate development concept establishes four development districts. The four districts shown on the Plan Map are described as follows:

- **Established.** Areas where the character of land use is stable. Restoration of historic structures is encouraged in order to maintain the area's established character.
- **Transitional.** Areas that are undergoing or are anticipated to undergo land use changes resulting from plan implementation.
- **Redevelopment.** Areas that may be subject to clearing, rebuilding, and/or reuse for new or different purposes.
- **Growth.** Areas where the use of land is in the process of major change, primarily from vacant or rural character to a more intensive use. The majority of new development is expected to occur in this district.

Within each of these four development districts are guiding principles from each of the major plan goals: Land Use; Housing and Neighborhoods; Historic Character, Community Image and Design; Economy;

Parks, Recreation and Amenities; Environment; Public Services; Transportation; and Annexation and Growth. The Plan Map should be used in conjunction with the goals and actions in plan to manage growth in Deadwood. While the Plan Map is not regulatory, any changes to the City of Deadwood Zoning Map should be consistent with the land use categories shown on the Plan Map. The overall Plan Map encompasses all the lands within the city and annexation boundary. The land uses shown include: Very Low Density Residential; Low Density Residential; Medium Density Residential; High Density Residential; Mixed-Use Neighborhood; City Center; Tourist Service; Community Commercial; Neighborhood Commercial; Office/Business Park; Light/Medium Industrial; Heavy Industrial; Institutional; Open Space; Parks; Public Multiple Use Lands; Rural/Agricultural; and Planning Reserve Area. The land uses are described in the Land Use Plan section of the Comprehensive Plan.

IMPLEMENTATION TOOLS

Four general categories of planning mechanisms, or “tools,” may be employed by Deadwood to direct growth and development:

- Legislative. Legislative tools begin with an adopted comprehensive plan that reflects community vision and is politically empowered. Per Title 11 of the South Dakota State Statute, it is the duty of the Planning Commission “. . . to make and adopt a comprehensive plan for the physical development of the municipality.” This document serves as Deadwood’s “comprehensive plan.” Additional tools available include annexation plans, utility service policies, capital investment guidelines, and intergovernmental agreements.
- Regulatory. Regulatory tools available to Deadwood include traditional land use regulations offered by updated city land use regulations and county zoning and subdivision ordinances.
- Incentive-Based. State and federal grant programs or other incentive-based activities encourage residents, landowners, and others to some form of specific action, such as the use of conservation easements to protect agriculture, wildlife, or scenic resources.
- Investment. Investment of public resources in community facilities and public services is a major tool available to stimulate activity and answer service needs.

RECOMMENDED ACTIONS

Legislative

Develop and implement a Gateway Enhancement Plan

The City of Deadwood relies heavily on tourism for most of its city revenues. Enhancing the appearance of the town is one of the first ways to encourage more visitation and investment in properties. The city should develop and implement a gateway enhancement plan within 6 months following the adoption of the plan.

Develop a Recreation Master Plan

The City of Deadwood has made substantial investment in community recreation facilities. However, the facilities are inadequate to meet the needs of the local population. Many residents utilize Spearfish's recreation facilities as an alternative. In order to attract investment, new residents, and enhance the quality-of-life, Deadwood needs to develop and implement a Recreation Master Plan. The Master Plan should be developed within two (2) years of adoption of the Comprehensive Plan.

Regulatory

Analysis and Updating of Land Use Regulations

Zoning is the most widely used tool for regulating land use. The logic of zoning is that the separation of land into districts permits sorting land uses based on their compatibility. The more compatible adjacent land uses are, the more orderly the overall development of a community becomes.

There are several zoning schemes that Deadwood currently utilizes. These include conventional zoning, planned unit developments, and overlay zones. Conventional zoning regulates the type, location, bulk, and density of development. Activities regulated include the types of structures placed on the land, dimensions of the permitted uses (such as minimum lot sizes), setbacks from the street and property lines, maximum height of buildings, and density of development. Variances and conditional uses are incorporated into the city's zoning ordinances as well to allow uses with specific potential negative impacts or unusual circumstances to be reviewed and alternative standards to be applied to proposed development.

Planned unit development zoning is a provision that modifies the conventional zoning scheme and allows for a variety of mixed uses

and densities to be located on the same parcel. Unlike the traditional lot-by-lot approach of conventional zoning, the city's planned unit development zoning allows for more flexible design options and a combination of multiple uses in a single area. Certain requirements of the underlying zoning districts are often used as the basis for establishing the standards in the planned unit development zone established through the site review process. Planned unit development zoning allows the city to regulate the type, quantity, location, and character of development in a given area.

Overlay zones have also been established by the city to provide flexibility to conventional zoning in regulating areas that have unique physical, cultural, or social characteristics, such as floodplains, wetlands, or steeply sloping lands. An overlay zone applies a common set of regulations and standards to a specific area that may cross several preexisting conventional zones. Development within an overlay district must generally conform to the requirements of both the overlay and underlying zoning district.

Deadwood adopted its original zoning ordinance in April 27, 1971. In 1992, a comprehensive revision was completed. The 1992 revision included conventional zoning districts and historic overlay planning units. The basic zoning districts were intended to provide guidance for the type and character of development activity allowed. The historic section provided guidance and standards for renovation and new construction within the city.

Implementation of the Deadwood Comprehensive Plan will require that the city's zoning ordinance be amended. Revisions should be prepared for adoption within 6 months of the adoption of the plan. As part of the specific changes outlined in the actions referenced below, a new zoning ordinance section should be prepared for a Business Park, Industrial, Low Density Residential and Agricultural Zone. In addition, the zoning ordinance should be made easier to understand and accessible to all users.

Recommendations regarding zoning and future land use in the city include:

- having all zoning in compliance with the adopted comprehensive plan.
- having all land use development in compliance with the recommendations and goals of the comprehensive plan.
- preserving and protecting the quality, character and land use pattern of residential areas and existing neighborhoods in the

city.

- achieving a variety of residential life-styles by promoting quality residential development while preserving agricultural uses and open space.
- protecting and enhancing sensitive nature resources such as stream corridors, floodplains, and steep slopes.
- improving the availability of housing and housing choices throughout the city to accommodate a socially and economically diverse population.
- including sunset provisions in the zoning ordinance that would provide landowners and developers a reasonable period of time to exercise their rights under the zoning ordinance.
- encouraging the reuse and reconfiguration of marginal commercially zoned corridors and discourage the expansion of commercial corridors into other areas of the city.
- integrating an administrative review process to deal with minor or otherwise routine issues.
- redefining the residential classifications and address issues of lot size and density, among others.
- developing a series of zones and standards to allow the city to adequately address development of the Annexation Growth Boundary.

Subdivision Standards and Regulations

Subdivision regulations are used to regulate the conversion of raw land into building sites. Traditionally, subdivision regulations have spelled out criteria to ensure an acceptable quality of development in a community. These criteria deal with issues such as the type, amount, and quality of materials for constructing streets, sidewalks, utilities, and drainage facilities. The subdivision regulations also have been used to require developers to set aside land for parks and to provide off-site road improvements.

Subdivision regulations are an important tool for managing and directing new growth and development, and can have a profound impact on how the community grows. Once adopted, subdivision regulations have the force of law. All divisions of land that constitute subdivision must comply with the city's subdivision regulations.

Subdivision regulations may include provisions that mitigate of the effects of subdivision development on the ability of the city, county, or

school district to deliver services without compromising quality of service delivery to current residents or imposing substantial additional costs upon current residents to accommodate the proposed subdivision.

If properly applied, subdivision regulations allow for consistent application of specific design standards and requirements, and can dramatically influence the character of new development including how well it integrates with the existing transportation network, neighborhoods, and commercial areas. Subdivision regulations can be designed to control the rate of development, the quality of design, and the specific location of development.

While subdivision regulations are an important tool to manage growth, their application is limited to new divisions of land. In addition, since subdivision regulations are largely based on engineering and physical design criteria caution must be exercised to ensure that the standards allow flexibility to ensure that the standards do not result in monotonous designs. These standards, if established without flexibility may also result in the exclusion of housing for persons with low and moderate income, especially if the standards substantially increase the cost of housing units.

The City of Deadwood Subdivision Ordinance should be revised within 6 months of the adoption of the Deadwood Comprehensive Plan in consideration of the actions identified below and the vision, goals, and actions identified by this plan.

Specifically, the subdivision regulations should be revised to address:

- Transportation standards including, but not limited to, pedestrian and bicycle level-of-service, automobile connections, access to parks, transportation network considerations, and traffic impact analysis and improvements;
- Park dedication requirements;
- Protection of natural features such as wetlands, trees, soils, topographic features, drainages, etc.;
- Contiguity and compatibility requirements; and
- Varied lot design and subdivision design standards.

Design Guidelines

The city has adopted a series of design guidelines that address the development within the downtown area of the National Historic

Landmark District, but has not been forthcoming with design standards for the remainder of the city. In order to protect and enhance the city, the city should develop and adopt a set of design guidelines for each residential and commercial neighborhood within the city and prepare a set of design standards for the areas within the annexation growth boundary within one (1) year of adoption of the plan.

Incentives

Annexation of Key Parcels of Land and City Services

The city should proactively seek annexation of lands within the annexation growth boundary to provide land for development and to protect important scenic and historic resources. In so doing, the city should establish the following City Service Criteria and Standards to guide the development and extension of public services.

City Service Criteria and Standards

Purposes of City Service Standards

The city service standards set the benchmark for providing a full range of city services in the City of Deadwood. A basic premise of the plan is that "adequate city facilities and services" are a prerequisite for new city development and that, within the proposed growth areas, the City of Deadwood is the provider of choice for city services since it can meet all the service provision requirements embodied in the city service criteria and standards.

These standards are intended to be minimum requirements or thresholds for facilities and services that must be delivered to existing or new city development to be considered adequate. These adequacy standards allow the county to determine if an city level of services is met prior to approving new city development in the unincorporated area, and they provided the city a basis for linking the phasing of growth to the planned provision of a full range of city services, annexation, and capital improvement decisions.

The city service standards for defining adequacy of city services are included in this section of the plan.

They provide a tool for implementing the goals and actions of Public Services and Infrastructure section of the plan. Adequacy standards are included for those city services that are required for city expansion. These include public water, public sewer, flood control and drainage, city fire protection and emergency medical care, city police protection, city transportation, and developed city parks.

City Service Criteria

Five criteria are to be used in the determination of the adequacy of proposed or existing city facilities and services consistent with Public Services and Infrastructure goals and strategies. The city service standards are written within the framework of these criteria. They include:

Responsiveness to Public Objectives

It is desirable and necessary that all city service systems be coordinated and integrated with other service systems; evaluated periodically for need, efficiency, and cost effectiveness; and studied for possible duplication of other service systems so as to be responsive to local public objectives and general public need as determined by the governing body.

As public funds and resources are limited, primary emphasis must be given to an effective allocation system which, to the greatest extent possible, effects a consistency of legislative intent; public policy; city service programs funding; a periodic assessment of the type, quantity and quality of various city service; realistic estimates of revenue sources and future income; maximization of the availability of outside funding sources (state, federal, etc); and consistency of the long-range program direction in accordance with a capital improvements plan. The municipal budget of the City of Deadwood is such and allocation system.

Sufficiency and Dependability of Financing

Financing for each city service program must be

based, to the greatest extent possible, on predictable annual revenues which are broad enough to support initial improvements, maintenance, and extension of facilities and services in relation to, at least, minimum program requirements and unexpected contingencies. Where financing is tied solely to user's fees, serious problems may result if and when the demand for such programs may diminish. At the same time, programs relying heavily on real property revenues or state and federal supplemental funding could be severely restricted if such sources of financing fall short of initial predictions. While no guarantees can be given, financing from a variety of potential sources and spread over a broad base, including sufficient latitude so that funding can be adjusted in the future as changing conditions occur, should be preferred over single-source revenue programs.

Operational Effectiveness

Each city service program may have distinct operational needs and a wide array of operational activities might be considered. The end result, though, is whether or not a given public program is able to function in a direct, efficient manner. As an example, a volunteer fire department, depending upon personnel employed in other endeavors and scattered throughout the area of service may not respond, as quickly and effectively as firefighting personnel located where the fire suppression equipment is stored. Also a small sewage treatment plant receiving only limited flows might not be adequately financed to permit proper and continuous monitoring and management.

Measures of operational effectiveness include current and long-range project forecasting, coordination with other city service programs, maximization of economies to scale in city service provision, and the incorporation of operational processes and organizational methods that have proven effective in similar

situations.

Proficiency of Personnel

Conditions and factors which may affect the competency of personnel include the following: 1) education and experience of personnel in meeting job demands; 2) interest and willingness of personnel to implement programs; 3) on-the-job training opportunities; 4) working conditions and fringe benefits related to employees' effectiveness; 5) the ability of the city service agency to pay salaries commensurate with personnel requirements; and 6) the effectiveness of recruitment programs.

As with other criteria, unusual circumstances may occur, but, in general, the measure of whether or not city services are being provided must, in part, be determined by the skills of individuals carrying out such programs. For each job a comparison should be made of qualifications of the individual employed or to be employed, against personnel standards established by generally recognized public or technical agencies for similar positions.

Adequacy of Equipment and Facilities

This factor may be more easily measured than any of the others since "generally accepted standards" are involved. As example, as residences are located in closer proximity to each other, interest in developing neighborhood parks will normally increase. As evidenced by recreation programs desired by similar population groupings, certain standards for park areas, spaces and facilities may be predicted. In a similar manner, most of the other public services and facilities described in this study have minimum locational space, equipment and building needs related to given population groupings.

City Service Standards

The remainder of this section contains standards for necessary city services, according to the five primary criteria outlined above. The required city services and facilities are as follows: public water, public sewer,

flood control and drainage, city fire protection and emergency medical care, city police protection, city transportation, and developed city parks. Each of the preceding seven services (together with schools) are considered necessary for service to residential areas; the first six are required to serve industrial and commercial areas.

Public Water

Responsiveness to Public Objectives

- (a) Provide a sufficient degree of reliability for raw water, treated water, and an efficient transmission/distribution system capacity to meet the demands of the population 24 hours per day.
- (b) Have personnel on call 24 hours per day for water service emergencies.

Sufficiency of Financing

- (a) Have revenue sources that are guaranteed so that revenues are available for water-related materials, capital improvement projects, equipment, facilities and personnel.
- (b) Be organized to request and receive state and federal funds, when available, for equipment, facilities and projects.
- (c) Have the ability to obtain financing through the use of revenue bonds.

Operational Effectiveness

- (a) Use annual budget for personnel, equipment, projects, facilities, and materials.
- (b) Meet standard specifications as exemplified by the American Water Works Association.
- (c) Meet or surpass acceptable levels of federal and state water quality standards.
- (d) The following is standard water main design criteria for the City of Deadwood.
 - (1) The water mains and looping must be designed to provide a minimum residual pressure of 20 pounds per square inch under maximum day

demand conditions with a fire flow of 1,200 gpm at any one hydrant, and a total fire flow of 1,500 gpm at any combination of two hydrants for at least 10 minutes in the area. A minimum of 40 pounds per square inch residual pressure must be maintained under normal peak hours conditions without fire flow.

- (2) The system should be looped and valved, such that a break in any one length of main will put no more than 600 feet of main or more than two fire hydrants out of service while maintaining adequate minimum service in the remainder of the water system once the break is isolated, except for valves on major transmission mains where longer spacing will be allowed. All distribution mains connecting to larger supply mains must be valved at the connection. Valves generally shall be located at street intersections in line with an extension of a property line.
- (3) No public water main should be less than 8 inches in diameter, except upon approval of the appropriate water provider.
- (4) Dead-end mains shall be avoided wherever possible and shall not exceed 600 feet.
- (5) Water mains shall be laid at least 10 feet horizontally from any existing or proposed sewer main.
- (6) The minimum depth of cover for water mains should be 4.5 feet below the final grade of the surface. Where final grades have not been established, mains should be installed to a depth great enough to ensure 4.5 feet of cover below future grade based on the best information available.
- (7) When a water main crosses over a sanitary sewer main, the water main shall be laid at such an elevation that the bottom of the water main is at least 18 inches above the top of the sanitary sewer. When the water main cannot be as high as 18 inches above the sanitary sewer, the sanitary sewer shall be constructed of material

designed to pressure conduit standards for a minimum distance of 10 feet on either side of the water main.

- (8) The type of pipe to be installed should be determined by the water provider shall be based upon design flows, pressures, site conditions, and maintenance requirements.
- (9) All hydrant installation must be on dedicated easements or public rights-of-way and be maintained by the utility and connected directly to mains owned and maintained by the utility.
- (10) A cross connection control program shall be enforced to protect the potable water supply system from contaminants caused by backsiphonage or backpressure.
- (11) Water mains shall be placed in the public right-of-way or dedicated easement, which shall have sufficient width allow for the safe installation of the pipe and the continued maintenance of the pipe.
- (12) Require all new city development to connect to the city water system.

Proficiency of Personnel

- (a) All water maintenance crews will be staffed by personnel who have obtained the appropriate Water Distribution System Certification.

Location and Adequacy of Equipment and Facilities

- (a) Have capacity to deliver sufficient treated water to maximum demand conditions.
- (b) Plan and provide treatment capability to meet required water quality standards.
- (c) On the divided highways, place hydrants on each side of the highway.
- (d) In single-family residential areas, fire hydrant spacing shall be no greater than 500 feet. No hydrant should be located further than 250 feet via a public access to the property being serviced measured to the front setback line at the center of the lot.

- (f) In multiple family, industrial, business or commercial areas, fire hydrant spacing should not be greater than 350 feet. Hydrant should not be more than 175 feet via public access to the property being served measured to the front setback at the center of the lot.
- (g) Provide essential equipment and vehicles for water maintenance activities and emergency use.

Public Sewer

Responsiveness to Public Objective

- (a) Have personnel on call 24 hours a day for sanitary sewer service emergencies.

Sufficiency of Financing

- (a) Have revenue sources that are guaranteed so that revenues are available for wastewater-related materials, projects, equipment, facilities, and personnel.
- (b) Be organized to request and receive state and federal funds, when available, for equipment and facilities.
- (c) Have capability to finance through the use of revenue bonds.

Operational Effectiveness

- (a) Use annual budget for personnel, equipment, projects, facilities and materials.
- (b) Meet standard specifications as exemplified by standards of the Water Environment Federation.
- (c) The following are standards for sanitary sewer design criteria for the City of Deadwood:
 - (1) Sanitary sewer mains should be a minimum size of eight (8) inches in diameter except upon approval of the wastewater provider.
 - (2) Sanitary sewers will be designed to convey the peak daily flow based upon ultimate population projections and infiltration/inflow allowances.
 - (3) The type of pipe to be installed should be determined by the wastewater provider, and shall be based upon design flows, site condi-

tions, and maintenance requirements.

- (4) Sanitary sewers shall not be connected to roof drains, foundation or sump-pump drains, or any surface water drainage facility.
- (5) Sanitary sewers shall be placed in the public right-of-way or dedicated easement, which shall have sufficient width to allow for the safe installation of the pipe and the continued maintenance of the pipe.
- (6) Lift stations (pumps) and inverted siphons will not be permitted without the approval of the city.
- (e) Require all new city development to connect to the central sewer system.

Proficiency of Personnel

- (a) All wastewater maintenance crews should be staffed by the personnel who have obtained the appropriate Wastewater Collection System Certification.
- (b) Provide a variety of equipment and vehicles for wastewater maintenance activities and emergency use.

Location and Adequacy of Equipment and Facilities

- (a) Design central collection system for present and future growth.
- (c) Provide easily accessible repair equipment and replacement equipment for emergency use.

Flood Control and Drainage

Responsiveness to Public Objectives

- (a) Have personnel on call 24 hours per day for flood control and drainage emergencies.

Sufficiency of Financing

- (a) Be organized to request and receive state and federal funds, if available, for projects, facilities, and equipment.

Operational Effectiveness

- (a) Use annual budget for personnel, equipment, projects, facilities, and materials.
- (b) Adopt regulations consistent with the Federal Emergency Management Agency.
- (c) The following are standards for flood control and drainage criteria for new city development within the City of Deadwood:
 - (1) Runoff analysis shall be based upon proposed land use and shall take into consideration all contributing runoff from areas outside the study area.
 - (2) Storm runoff shall be determined by the Rational Method or other accepted methodology.
 - (3) All local collection systems should be designed to transport the following storm frequency:
 - Single Family Residential - two year storm
 - All other areas - five year storm
 - (4) The major drainage way system will be designed to transport the 100-year event or a modified standard in an approved plan.
 - (5) The type of pipe to be installed be determined by the Public Works Department, and shall be based upon flows, site conditions, and maintenance requirements.
 - (6) Erosion and sedimentation control shall be exercised.
 - (7) Detention storage requirements will be reviewed by the City of Deadwood.

Location and Adequacy of Equipment Facilities

- (a) Provide essential equipment and vehicles for flood control and storm sewer maintenance activities.

City Fire Protection

Deadwood Volunteer Fire Dept. Mission Statement

To be providing the best service to the members of our community and those around us with the means avail-

able to us mindful of our motto: Historic Preservation through Fire Prevention and Suppression.

Responsiveness to Public Objectives

- (a) In light of the recognized trends and forecasts as well as local experience with volunteerism, support a progressive program for recruitment and retention of volunteers. Recognize the department will remain volunteer based.

Sufficiency of Financing

- (a) Have funds available to provide a consistent level of fire protection as measured by the Insurance Service Office (ISO).
- (b) Actively pursue to request and receive state and federal funds, when available, for equipment and facilities.
- (c) Replace all major equipment on a rotation schedule of a maximum of 15 years if funds are available and if replacement is necessary.

Operational Effectiveness

- (a) Use annual budget for personnel, equipment and facilities.
- (b) Maintain an inventory of industrial hazardous material storage.
- (c) Review land development in relation to provision of fire protection.

Location and Adequacy of Equipment and Facilities

- (a) Deadwood is a unique community presenting the challenges of having major components of population from the touring public; a national historic landmark, and having a large portion of its geography made up of urban interface environments
- (b) Ensure that the training program meets or exceeds standards set by the State of South Dakota.
- (c) Due to the unique nature of Deadwood, a constant effort must be made to seek and put in place

creative, innovative, and progressive methods of training, tactics, techniques and design of equipment.

City Police Protection

Responsiveness to Public Objectives

- (a) Provide police protection, enforcement services 24 hours a day.
- (b) Provide a comprehensive mix of patrol, investigative and support services to meet community needs for proactive and responsive police services and to maintain effective service levels.
- (c) Provide response to the scene of any potentially life-threatening police emergency normally within eight (8) to ten (10) minutes from the time the call for assistance is received by the communications center. The time taken for emergency response shall be measured and reported quarterly as an average, however the range for that average, within city, should not exceed (10) minutes.

Sufficiency of Financing

- (a) Plan and budget to meet community needs for police services and maintain levels of service.
- (b) Request and utilize state and federal funds, when available, to meet special needs or newly emerging concerns.

Operational Effectiveness

- (a) Manage expenditures to accomplish budgeted goals and operate within budgetary constraints.
- (b) Assure the safety of pedestrian and vehicular traffic through direction and enforcement and targeting of hazardous violations.
- (c) Provide routine patrol to all residential, business and industrial areas.
- (d) Maintain complete and accurate records of crimes, accidents, summonses and arrests to ensure quarterly and annual issuance of reliable reports, and required by the appropriate government agency and the Federal Bureau of Investigation.

Location and Adequacy of Equipment and Facilities

- (a) Ensure the availability and maintenance of police equipment, particularly that affecting officer safety.
- (b) Locate patrol districts so that they are within an average six (6) to eight (8) minutes emergency response time of all properties 24 hours per day.

City Transportation

Responsiveness to Public Objectives

- (a) Develop an adequate collector and arterial road system designed to reduce the number of cut-through trips on local streets.
- (b) Provide ample opportunities for the efficient circulation of bicycle, pedestrian and vehicular traffic within neighborhoods and across the community.
- (c) Design roads and intersections to operate at a Level-of-Service (LOS) of D during peak rush-hour traffic conditions fall below LOS D, the transportation system will be examined to determine if mitigation measures should be taken.
- (d) Monitor traffic movement and make changes necessary to relieve congestion and dangerous conditions.
- (e) Install and maintain appropriate traffic control devices to meet increasing demand and provide 24-hour emergency traffic signal maintenance.

Sufficiency of Financing

- (a) Have revenue sources that are guaranteed for transportation-related functions, i.e., acquiring, constructing, providing, operating, replacing, and maintaining transportation facilities and services.
- (b) Be organized to request and receive state and federal funds, when available for transportation-related activities.
- (c) Have the ability to form improvement districts and assess properties for improvements.

Operational Effectiveness

- (a) Require developers to upgrade all existing streets, alleys, and sidewalks adjoining their developments

to meet the city facility standards.

- (b) Maintain a snow removal program with prioritization based on the street hierarchy and special needs. The snow removal program is governed by the amount of funds budgeted.
- (c) Require all public streets that provide access to a new development to be improved to city facility standards.
- (d) Developers will be required to dedicate Rights-of-Way (ROW) for all streets adjacent to their developments. Required street ROW is dependent on the classification of a street.

Location and Adequacy of Equipment and Facilities

- (a) Ensure that streets in developments connect logically into the existing network of streets to create a comprehensive system, rather than patchwork. In addition, maintain a balance between the intensity of new development and the capacity of available infrastructure to use it.
- (b) Require that all streets in new development of five or more units be dedicated as public streets.

Developed City Parks

Responsiveness to Public Objectives

- (a) Provide full and part-time personnel for design, construction, maintenance, operations, and programming of parks and recreation facilities and programs.

Sufficiency of Financing

- (a) Pursue adequate funding, including state and federal sources, to ensure the timely implementation of the parks element of the plan.
- (b) Use special fees from new residential development to acquire and develop parks to serve these areas.
- (c) Prior to implementation of new programs or facility development, ensure adequate operations and maintenance funds are available.

Operational Effectiveness

- (a) Manage the annual budget for efficient use of

personnel, equipment, and facilities.

- (b) Provide parks and recreation services by using by appropriate equipment and trained personnel on a continuing basis.

Location and Adequacy of Equipment and Facilities

- (a) Provide neighborhood park services accessible within 1/2 to 3/4 mile of residential units and approximately 5 - 10 acres in size.
- (b) Provide other park and recreation facilities accessible to the public and in quantities sufficient to address public demand. Ensure availability of parks and recreation services to all economic segments of the community.
- (c) Schedule existing developed facilities for redevelopment as conditions and use dictate.

Public Urban Design Improvements

The City should bond for a series of public urban design improvements including gateway enhancement, signage, corridor improvements, parking lot landscaping, and others, as identified within the Historic Preservation Action Strategy. Private Urban Design Improvements

Investment

Capital Improvement Plan

The Comprehensive Plan offers a series of capital investment needs and priorities that should be addressed by the City of Deadwood. The city has developed a loosely knit set of capital improvements and a annual and five-year capital improvement program for certain facility types. The city should expand the practice and develop a coordinated systematic Capital Improvement Program using the capital improvement guidelines outlined below.

A Capital Investment Program (CIP) should be developed. The program should establish a direct link between the city's capital investments, fiscal capacity and the comprehensive plan. The CIP should be based on a series of investment guidelines that provide the necessary background, analysis, and direction for the city to make capital investment decisions and establish the basis for ensuring the city has sufficient and continuous funding for projects to

support Deadwood's public facility needs.

The city's CIP should outline a series of Standards and Guidelines for infrastructure investments, assesses current conditions and needs, and establishes priorities for the city to fiscally meet the community's infrastructure demands. Areas that should be covered by the CIP include: transportation; water; open space; parks, trails and recreation; wastewater; drainage; and police and fire protection.

In order to support the comprehensive plan, the city should maintain an up-to-date, five-year CIP. A five-year CIP is a needed planning tool to provide guidance and some predictability for future years' budgeting. The CIP should prioritize each of the capital improvement projects based on the findings and recommendations in the capital improvement element, and should be updated every three (3) years to reflect completed projects and emerging needs.

What Is A Capital Improvement Project?

A capital improvement project is a major, nonrecurring expenditure that includes one or more of the following:

- Acquisition of land for a public purpose;
- Construction of a new facility (e.g., a public building, water lines, playfields, ice skating arena, etc.) or an addition to, or extension of, such a facility;
- A nonrecurring rehabilitation (i.e., something which is infrequent and would not be considered annual or other recurrent maintenance) or repairs of all or part of a building, its grounds, or a facility, or of equipment, provided that the cost is \$25,000 or more and the improvement will have a useful life of 10 years or more; (otherwise the project would be considered to be a recurring expenditure);
- Purchase of major equipment (i.e., items with a cost—individually or in total—of \$25,000 or more, which have a useful life of five years or more);
- Any planning, feasibility, engineering, or design study related to an individual capital improvement project or to a program that is implemented through individual capital improvements.

What Can Capital Improvement Funds Be Used For?

Capital improvement funds are earmarked for such projects as road improvements, bridge repair or replacement, or new police vehicles. City funds, or bonds can also be used for the purchase of public open space, enhancement of park facilities, or other public amenities, such as City Hall.

Capital Facilities Needs Assessment

Identified infrastructure needs and deficiencies should be based on the recommendations of each city department manager. Generally, capital improvement requests should be submitted to the Mayor annually for review and recommendation. Once all recommendations are received from each department and staff, the Mayor should develop a recommended five-year capital improvements program including revenues and projected appropriations for review by the City Commission. The City Commission should approve capital expenditures annually based on the recommendations of the Mayor and department managers. The requests should be prioritized based on perceived need, budget availability, and related planning documents.

Capital Improvement Standards and Guidelines

In order to reasonably and responsibly identify and prioritize capital improvements, the city should adopt the following capital improvement standards and guidelines. The standards and guidelines establish the policy for prioritizing capital improvement expenditures and outline a fiscally responsible plan for recovering the infrastructure costs associated with new development. They also establish priorities for using infrastructure capacity wisely and as an incentive for furthering community goals.

The standards and guidelines are provided as basis for judging expenditures and implementing the Deadwood Comprehensive Plan.

OVERALL CAPITAL IMPROVEMENTS STANDARDS AND GUIDELINES

Standard 1.

Deadwood will strive to provide sufficient infrastructure within its service area to meet the standards set forth within the comprehensive plan, by preserving existing infrastructure and promoting new infrastructure when required due to growth and development.

Guideline 1A

The Capital Improvement Plan (CIP) will be created and reviewed annually to include the resources and improvements required to meet present and future infrastructure deficiencies and future infrastructure needs.

Guideline 1B

Capital projects will be evaluated using the following criteria:

- Does the project preserve the health and safety of the public by eliminating public hazards?
- Does the project promote efficient development?
- Does the project have a limited impact on the city's operating budget?
- Does the project protect prior infrastructure investments?
- Is the project consistent with the city's plans?
- Does the project eliminate existing deficiencies?
- Does the project help maintain existing or adopted service standards?
- Are funds available to complete the project without significantly impacting the city's ability to complete other vital projects?

Guideline 1C

Develop master plans for drainage and parks improvements by 2005.

Guideline 1D

The needs for which the town is "fiscally responsible" shall be included within the capital improvements program, either concurrent with the impact of new development or as needed to satisfy an existing deficiency.

Guideline 1E

Funds shall be allocated for the replacement and renewal of infrastructure in an amount that will maximize the life of the infrastructure and minimize the operating costs of the infrastructure.

Guideline 1F

Bond funding alternatives will be evaluated for all projects in order to ensure that future residents share in the construction costs.

Guideline 1G

Total debt service expenses shall not exceed twenty (20) percent of the annual budget.

Guideline 1H

Future development should bear a proportionate share of the cost of providing infrastructure required to maintain existing or adopted levels of service. Impact fees, developer dedications, or contributions should be required in an amount equal to the cost of the infrastructure required to serve the development.

Guideline 1I

Capacity of existing or planned facilities should be monitored through the development review process to ensure that the town is not required to construct improvements beyond its fiscal capacity through the adoption of adequate public facility or concurrency requirements.

Guideline 1J

Land use decisions should be based on the planned availability of resources to provide sufficient improvements to maintain existing or adopted service standards. The land development code will provide a basis for evaluating proposed developments and assessing whether the planned or existing infrastructure is sufficient to serve the proposed development.

Guideline 1K

Development should be deferred in those areas without sufficient public facilities to meet the existing or adopted service standard if the funding alternatives are not approved by the electorate, or if another developer is unwilling to pay the costs of extending or improving such services.

Standard 2.

In addition to meeting the basic health and safety needs of the citizens of Deadwood, the city will strive to enhance its key community elements and improve its quality of life by providing ample public open space and recreational amenities, upgrading the community's appearance through enhancements to the community's gateways and streetscapes, facilitating pedestrian and bicycle transportation, and preserving the unique historic elements of the community.

Guideline 2A

The Comprehensive Plan will be reviewed annually and a strategic capital improvement program will be updated and funded to help support the gateway, trail, pedestrian, streetscape, and other facilities priorities identified in the plan.

Guideline 2B

Future development should bear a proportionate share of the cost of acquiring and maintaining open space, parks and trails. Impact fees, developer dedications, or contributions should be required in an amount equal to the acquisition cost and maintenance of open space, parks and trails to serve the new residents.

Guideline 2C

Where necessary, the city may bond for improvements to gateways and streetscapes, to install trails, and to build the streets, as well as for open space acquisition in order to distribute costs fairly to existing and future residents and businesses who would benefit from such improvements.

Guideline 2D

The city should develop a gateway and parking enhancement plan. Costs can be funded through sales tax or bonds.

AMENDMENT PROCEDURE

From time to time, it may be appropriate and necessary to amend certain portions of the plan. In particular, it is anticipated that over time the Annexation Growth Boundary and designation of certain lands as Planning Reserve Areas may be amended to reflect changing conditions in the region. The following criteria shall be applied when amendments are considered. Generally, the Planning Commission and City Commission may amend the Plan after public hearings concerning the proposed amendments. The plan should be reviewed on annual basis and revised at least once every five (5) years to respond to changing conditions.

Annexation Growth Boundary Amendment Review

The following criteria shall apply when consideration is given to amending the Annexation Growth Boundary:

1. Market need—that the supply of suitable land within the AGB is inadequate to provide for projected residential development

as well as accompanying needs for employment and commercial lands over the next 20-25 years.

2. Policy compatibility—that the proposed amendment is consistent with community vision and goals as expressed in plan policies.
3. Land suitability—that the land proposed for inclusion in the AGB contains no sensitive environmental resources or hazard constraints that make the area unsuitable for development unless the areas are identified for open space and preservation.
4. Capital facilities plan consistency—that the expansion is consistent with the city's long-term capital improvements and facilities and services plans.
5. Open space plan consistency—that the expansion is consistent with open space classifications and recommendations contained in the city's open space plans.
6. Minimum area—that the area planned for expansion of the AGB is of sufficient size to enable cohesive planning of the area. In normal circumstances, the minimum area shall be 160 acres.
7. Logical extension of AGB—that the amendment be a logical extension of the AGB. Factors include but are not limited to an efficient increment for extending urban services, a desirable community edge and boundary, and a location that contributes to the desired compact, contiguous urban form.
8. AGB contraction—in addition to AGB expansion, it is likely that over time the AGB may need to be contracted in specific areas. An area within the AGB may be contracted based on changed circumstances, including but not limited to the following:
 - a. determination that development of the area is no longer in the public interest; acquisition of the area as open space;
 - b. new information regarding environmental constraints and/or hazards that affect the ability to develop certain areas; or
 - c. that, for utility-related reasons, the City of Deadwood can no longer expect to be able to extend adequate public facilities and services to the area within 20-25 years.

Planning Reserve Area Review

The following review criteria shall apply when planning reserve areas

are being considered for redesignation to another land use category for development:

1. Planned land uses—PRA must be master planned, either as part of a land use plan amendment or part of an area plan that establishes appropriate land use patterns, transportation system, infrastructure and public facilities.
2. Zoning requirements for adequate public facilities—PRA designation must be concurrent with rezoning of the area proposed to be converted from PRA to development use. Rezoning shall be contingent upon provisions for adequate levels of public facilities and services, either in place or provided for by applicant or in approved CIP.
3. Policy compatibility—proposed PRA redesignation must be consistent with community vision and goals.
4. Proposed development contiguity—for PRA areas outside of the city, the PRA area must either have adequate contiguity to be eligible for annexation to the city at the time of redesignation, or the applicant shall enter into an agreement that the PRA will voluntarily annex when required contiguity is established.
5. Minimum area—PRA should be of sufficient size to enable cohesive planning of the area, normally a minimum of 35 acres.

Deadwood Comprehensive Plan

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Deadwood Comprehensive Plan

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Appendix A:

Summary of Projects Funded from the Deadwood Historic Preservation Fund

CONSTRUCTION

1. Restoration-Expenditures for restoration, rehabilitation, preservation, reconstruction, and stabilization of historic properties, structures, and features in Deadwood if they are in conformance with the applicable standards.
 - a. Restoration of the historic 1938 log Rodeo Grandstand
 - b. Restoration of the 1897 Fremont, Elkhorn and Missouri Valley Railroad Depot and adaptive reuse as Interpretive History and Visitors Center

This building underwent restoration in 1991, including a new slate roof, re-opening of the breezeway, replica fence around the park area, and a replica of the old sign and a handicap ramp, etc. Interior restoration included the refurbishing and replacement of original walls, finishes, details, and furniture. The light fixtures and switches, radiators, and plumbing fixtures match the original components used.
 - c. Purchase and renovation of the 1892 Queen Anne style residence

In 1992, the Deadwood Historic Preservation Commission purchased the Adams House and its contents. At that time, the Adams House was being run as a bed and breakfast inn, and the city continued to run operate it as such for several years. Approximately \$300,000 was spent on renovation, funding of staff, operations, and maintenance.

Between 1997 and 1998, it was determined the Adams House should be converted to a house museum. The Adams/Mastrovich Fund donated \$275,000 toward this project. The Deadwood Historic Preservation Commission matched the grant. A total of \$1.5 million of public and private funds will be spent to restore, repair, and interpret the history of the residence. At the same time, work to conserve the authentic furnishings and finishes will be ongoing. The house museum will be made handicap accessible. The cost also includes an orientation facility. The opening date is schedule for June of 2000.
 - d. Renovation of the Deadwood Recreation Center

The 1912 Deadwood Business Men's Club was run by Deadwood businessmen until the 1950s. In the 1950s, the city took over the building and added a basketball court and swimming pool. In 1991, the city renovated and repaired the structure. The structure was badly deteriorated due to the humidity from the pool. The walls were cracked and the swimming pool leaked. The undertaking included the repair and restoration of the swimming pool and the basketball court.
 - e. Restoration of the Mount Moriah Cemetery

A \$250,000 fund was set up for continuing work at the cemetery. Mt. Moriah's layout is that of a Victorian cemetery with a very symmetrical design. There are retaining walls throughout the cemetery. These are necessary elements due to the steep slopes. The retaining walls are essential in providing erosion control and sustaining the preservation of the gravesites.

A three-year historic preservation plan for the Mount Moriah Cemetery has been profiled:

Phase I-Restoration of highest priority items and critical safety issues:

- Stabilization of collapsing walls
- Adding walls in some areas in order to stabilize slopes and preserve plots
- Removal of dangerous trees and limbs
- Stabilization of major walking paths
- Address severe drainage and erosion problems
- Grave marker restoration and preventive maintenance
- Development of alternative walking tour routes.

Phase II-Second priority items:

- Restoration of remainder of retaining walls with less intense condition rating
- completion of overall drainage plan and associated storm sewer piping
- rebuild cemetery streets to original grades
- renovation of existing structure into new interpretive center
- demolition of existing restrooms and ticket booth and building in North Potter's Field
- additional pruning and rejuvenation of plant material

Phase III-Third priority items:

- Rebuild dry-laid stone retaining walls from entrance gate to Jerusalem Street
- Restore perimeter areas and Potter's Field with native grasses and wildflowers
- Revise parking area
- Purchase and implement the use of pedestrian cart system
- Redesign Will Bill Hickock and Calamity Jane gravesite complex
- Construction of pedestrian plaza
- Construct replica cast iron entrance gate and install entrance landscaping
- Purchase and install new historically appropriate interpretive plans for the cemetery
- Purchase and install new Victorian style benches and trash receptacles along walking tour

There will be an annual budget increase of \$100,000 for the addition of an on-site, full-time maintenance person specializing in historic preservation through the season.

f. Restoration of historic retaining walls

Many historic retaining walls were falling in the city of Deadwood. Historic Preservation established a grant program to assist property owners in the cost of restoration. This program ensures that the walls are restored properly and accurately. The grant is a matching grant the 50 percent of the costs are paid out of this fund. The Lead-Deadwood School received a matching grant to repair its front stairs and retaining wall.

g. Repainting of historic residences

A paint program is also available. This program allows owners of historic homes to apply for paint. The grant allows \$500 for the paint. This program is only available for residential properties.

2. Public Improvements-Public improvements involving the whole of infrastructure installation, repair, and improvements; public facilities; public fixtures; and recreational installation to the extent they support, enhance and protect the historic buildings, sites, properties and features of Deadwood.

The City of Deadwood was losing 50 percent of its water through leakage prior to repair and reconstruction work on the streets. Primary emphasis has been replacement of existing water storage and delivery systems to protect Deadwood's historic buildings.

a. Main Street

Restored brick surface, streetlights and underground services.

b. Other city street repair and reconstruction

- Charles Street Bridge
- Deadwood, Pine, Lee
- Denver Street
- Fremont, Terrace
- Lincoln, Jackson
- Lower Williams Street
- Slever Street
- Sherman, Deadwood, Pine
- Sherman, Charles bricks, lighting, utilities
- Stewart, Terrace
- Retrofit Taylor Avenue
- Upper Main Street
- Van Buren Street
- Wabash, Fremont, Rodenhous
- Williams Street

c. Acquisition of Lower Main Street Parking Lot and improvements of Main, Miller, and Sherman Streets Municipal Parking Lots

d. Acquisition and renovation of 1936 warehouse to serve as City Hall and provide archival storage area

e. Construction of new fire hall

A new fire hall was constructed since the department had been displaced by the History and Visitor Center Project. Due to the sensitive nature of the city limits of Deadwood being a National Historic Landmark, the fire hall is funded 100 percent.

NONCONSTRUCTION

1. Historical Interpretation-The preparation, presentation, and exhibition of historic preservation information used to educate the public on the subject of Deadwood history, preservation and restoration.

Exhibits and upgrades in collection displays in the Adams Museum Days of '76 Carriage Museum, City Visitors Center, and the CB&Q Engine House are examples of expenditures in this category. The Stinson Collection of photographs, displaying the City of Deadwood in 1909, is very popular. These photos are hung in City Hall. Also, the Century Awards for commercial historic structures has been a favorite. The awards were presented to owners who had restored specific commercial historic structures.

2. Historical and Archeological Research-Costs associated with excavations, research, and other activities which locate, protect, and interpret historical and archaeological materials relating to the history of Deadwood.

- a. Full-time archeologist

The city hired a full-time archeologist in 1991 to monitor the many preservation projects that were unearthing archeological resources at the time and to assure protection and documentation of those resources. An archaeologist display was placed in the Visitors Center for Deadwood's Main Street Project.

- b. Public library

The Deadwood Public Library is one of the 23 surviving Andrew Carnegie Classic Libraries in the State of South Dakota. This prominent institution in the Deadwood community has served as a resource center, cultural storehouse, and community gathering place for 87 years.

The library was restored to its original quality within the historic framework. The project provided handicapped accessibility, a new HVAC system, updates to meet code requirements, service lighting and emergency lighting, replacements of existing library shelving with modern library shelving appropriate to the historic nature of the library, and interior renovation including furniture and equipment. Also, a parking area was enlarged in order to provide adequate parking.

A library fund was set up to index old newspaper articles, and oral interviews and transcriptions from elderly residents whose reminiscences contain a veritable treasure trove of historical information.

- c. City Hall

Deadwood City Hall was destroyed by fire, and all files and records were destroyed and lost. Copies of newspaper articles convey information on the city's past regarding building, government, and citizens.

The basement of Deadwood City Hall accommodates an archival area for storage of historic relics and information. A part-time archivist has been hired to record and file maps, information, and old case files received from the Lawrence County Circuit Court system. These records document past events that relate to the history of Deadwood and Lawrence County.

3. Marketing-Research, data analysis, promotional materials or productions, and advertising, advertising campaigns, or costs associated with the organization, administration, or production of marketing activities if those materials and products focus on historic character, historical development, or historic images of Deadwood.

Deadwood's primary heritage tourism marketing brochure was funded through this category. The fund also supports the Deadwood Chamber of Commerce and Visitors Bureau programs to market Deadwood's heritage as a tourist destination. This item includes the funding of \$500,000 on an annual basis.

4. Growth Management-Growth management activities, including plans for the physical development of the city and its broader environs, plans for the city's historic preservation program, and plans and specifications for facilities construction, including costs of expert technical or procedural advice, if such activities conform to historic preservation standards, policies and plans.

- a. City plans

The 1991 Comprehensive Historic Preservation Plan and the current revision to the city's overall comprehensive land use plans illustrate the growth management projects funded under this category. Additionally, funds are allocated to Deadwood's Planning and Zoning Department, which was created to address growth associated with gaming.

- b. Revolving loan fund

This fund was set up to aid the renovation of historic commercial and residential structures. Loans for safety items in historic structures are interest free. This program has been a success. When Lawrence County renovated the courthouse, \$250,000 of Deadwood's historic monies was contributed to assist with repair and replication of historic murals and stenciled patterns in the courtroom.

- Project 6. Management of Historic Property-Costs of managing individual historic properties, including rents, custodial expenses, staff payroll, operating, and other expenses associated with protecting or promoting historic property.

Funds from this category have been used to cover a portion of the annual operating costs of key visitor services and attractions such as the Visitors Center and the Mount Moriah Cemetery, the city's most popular historic attraction.

6. Purchase of Historic Property-Purchase of all or a partial interest in historic property; purchase of all or a partial interest in nonhistoric property if there is a direct and materially significant benefit to a particular historic structure or feature.

Major acquisitions of significant historic properties such as the Adams House and the former Business Men's Club building, which now serves as the city recreation center, have been funded through this category.

7. Public Education and Public Relations-Production charges, travel expenses, and other costs which directly benefit the preservation program in Deadwood by increasing the level of information generally known about historic restoration and preservation.

The preservation fund has been used to sponsor special lectures and programs related to the history and preservation of Deadwood and the surrounding region.

a. Deadwood advocate position

The deadwood advocate position was created to inform the people across South Dakota of the preservation work being conducted in Deadwood.

b. Visitors Center

Interpretive displays designed by the National Park Service enlighten the visitor, highlighting Deadwood's important events in history. An archeology display was also featured at the Visitors Center. It depicted the historical profile of over 100 years of public works history.

c. Deadwood Arts Council

Funding has also been provided to the Deadwood Arts council to support their walking tour and history related programs.

8. Visitor Management-Expenditures for planning, preparation, and production of facilities and activities to accommodate visitors in Deadwood if those expenditures result in direct and material benefit to the historic qualities of the city.

The Historic Preservation Fund has contributed modest amounts to the operating budget of the city's trolley system, which is heavily used by visitors. Other visitor management facilities such as the information kiosk and informational signage have been covered under this category.

9. City Impact Payments-Costs of city government substantially related to allowable cost categories in this chapter.

Payments to the city for impacts directly attributable to gaming cover portions of the operational budgets of the street, water, fire, police, finance, public buildings, and parks and recreation departments.

Appendix B: State Coding Categories for Expenditures from the Historic Preservation Fund

CAT. 08

ALLOWABLE COSTS—NONCONSTRUCTION

- NC1. Administrative costs.
 - a. Personnel services: Personnel salaries, benefits, and other personnel services to the extent that they protect, promote, and preserve historic resources consistent with this chapter.
 - b. Contractual services: the cost of maintaining office and operational services through contract for functions carried out by preservation personnel.
 - c. Travel: Transportation, lodging, per diem, and other costs associated with the travel of preservation personnel and the travel of others in support of historic preservation.
 - d. Capital assets: Expenditures for equipment for operation in support of historic preservation activities. If significant periods of use of such equipment are devoted to work not directly benefiting historic preservation, the cost of purchase and operation shall be prorated between historic preservation and other funds.
 - e. Supplies and materials: The costs of office supplies used to support preservation personnel.
- NC2. Curation of Documents and Artifacts: repair, storage, and preservation of historical documents, photos, artifacts, and other materials related to the history of Deadwood and its environs.
- NC3. Historical Interpretation: The preparation, presentation and exhibition of historic preservation information used to educate the public on the subject of Deadwood history, preservation, and restoration.
- NC4. Historical and Archaeological Research: Costs associated with excavations, research, and other activities which locate, protect, and interpret historical and archaeological materials relating to the history of Deadwood.
- NCProject 6. Legal Expenses: Legal fees and associated costs that are in the direct interest of the preservation of historic property in Deadwood.
- NC6. Lobbying: The provision of information to legislative bodies and elected officials if the policies supported and the positions taken support the preservation of historic resources in Deadwood.
- NC7. Marketing: Research, data analysis, promotional materials or productions, and advertising, advertising campaigns, or costs associated with the organization, administration, or production of marketing activities if those materials and products focus on the historic character, historical development, or historic images of Deadwood.

- NC8. Growth Management: Growth management activities, including plans for the physical development of the city and its broader environs, plans for the city's historic preservation program, and plans and specifications for facilities' construction, including costs of expert technical or procedural advice, if such activities conform to historic preservation standards, policies, and plans.
- NC9. Preservation Commission Education: Support for educational information, seminars, workshops, and travel in the interest of assisting preservation commission members to study historic preservation.
- NC10. Management of Historic Property: Costs of managing individual historic properties, including rents, custodial expenses, staff payroll, operating, and other expenses associated with protecting or promoting historic property. Expenditures for operating property may include any activity or enterprise designed to support historic property or historic preservation in Deadwood.
- NC11. Real Estate Costs: Purchase of all or a partial interest in historic property; purchase of all or partial interest in nonhistoric property if there is a direct and materially significant benefit to a particular historic structure or feature.
- NC12. Public Education and Public Relations: Production charges, travel expenses, and other costs which directly benefit the preservation program in Deadwood by increasing the level of information generally known about historic restoration and preservation. This includes the production or providing of information on the history and preservation of Deadwood for people outside of Deadwood and providing information on historic preservation, growth management, and associated subjects.
- NC13. Technical Support: The retention of expert or uncommon skills to support the city's historic preservation program.
- NC14. Visitor Management: Expenditures for planning, preparation, and production of facilities and activities to accommodate visitors in Deadwood if those expenditures result in direct and material benefit of the historic qualities of the city.
- NC1Project 6. Costs of City Government Substantially Related to Allowable Cost Categories in the Chapter.

CAT. 09

ALLOWABLE COSTS—CONSTRUCTION

- C1. Restoration: Expenditures for restoration, rehabilitation, preservation, reconstruction, and stabilization of historic properties, structures, and features in Deadwood if they are in conformance with the applicable standards.
- C2. Public Improvements: Public improvements, involving the whole of infrastructure installation, repair, and improvements; public facilities; public fixtures; and recreational installations to the extent that they support, enhance, and protect the historic buildings, sites, properties, and features of Deadwood.

Appendix C

Figure 6-C-1
Building Permit Valuation - 1988 to 1999

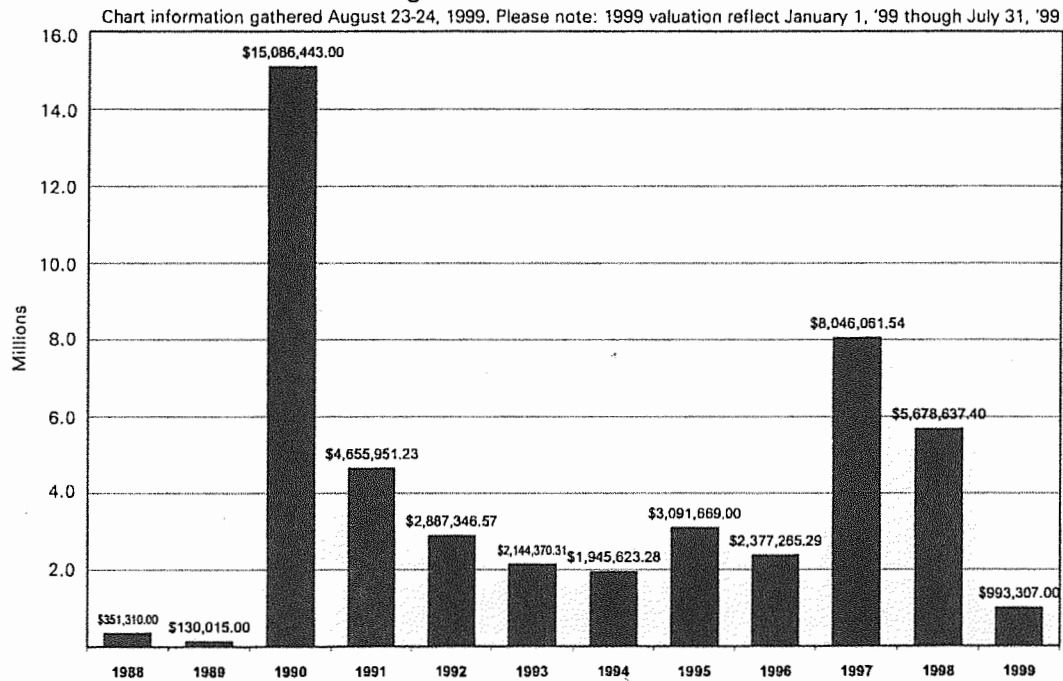
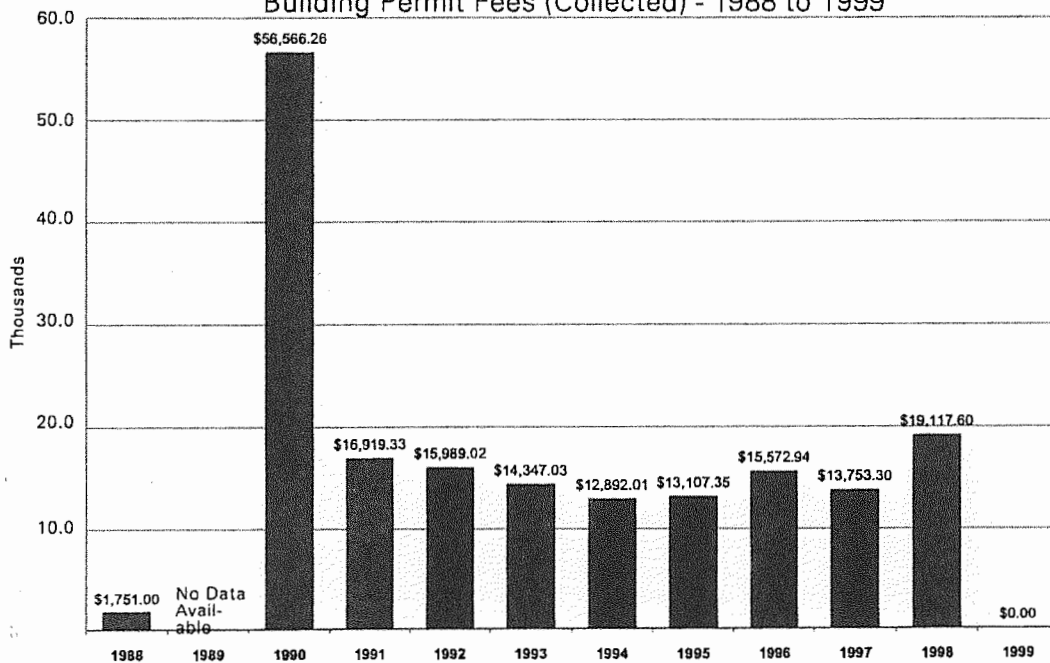


Figure 6-C-2
Building Permit Fees (Collected) - 1988 to 1999



Credits

Special thanks to all the citizen volunteers, officials, staff, and specialists who have participated so far in developing this plan for the City of Deadwood. Without you, it would not have been possible.

The following groups were responsible for significant portions of this plan.

City Council

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Georgeann Silvernail
Ron Island
Ronda Feterl
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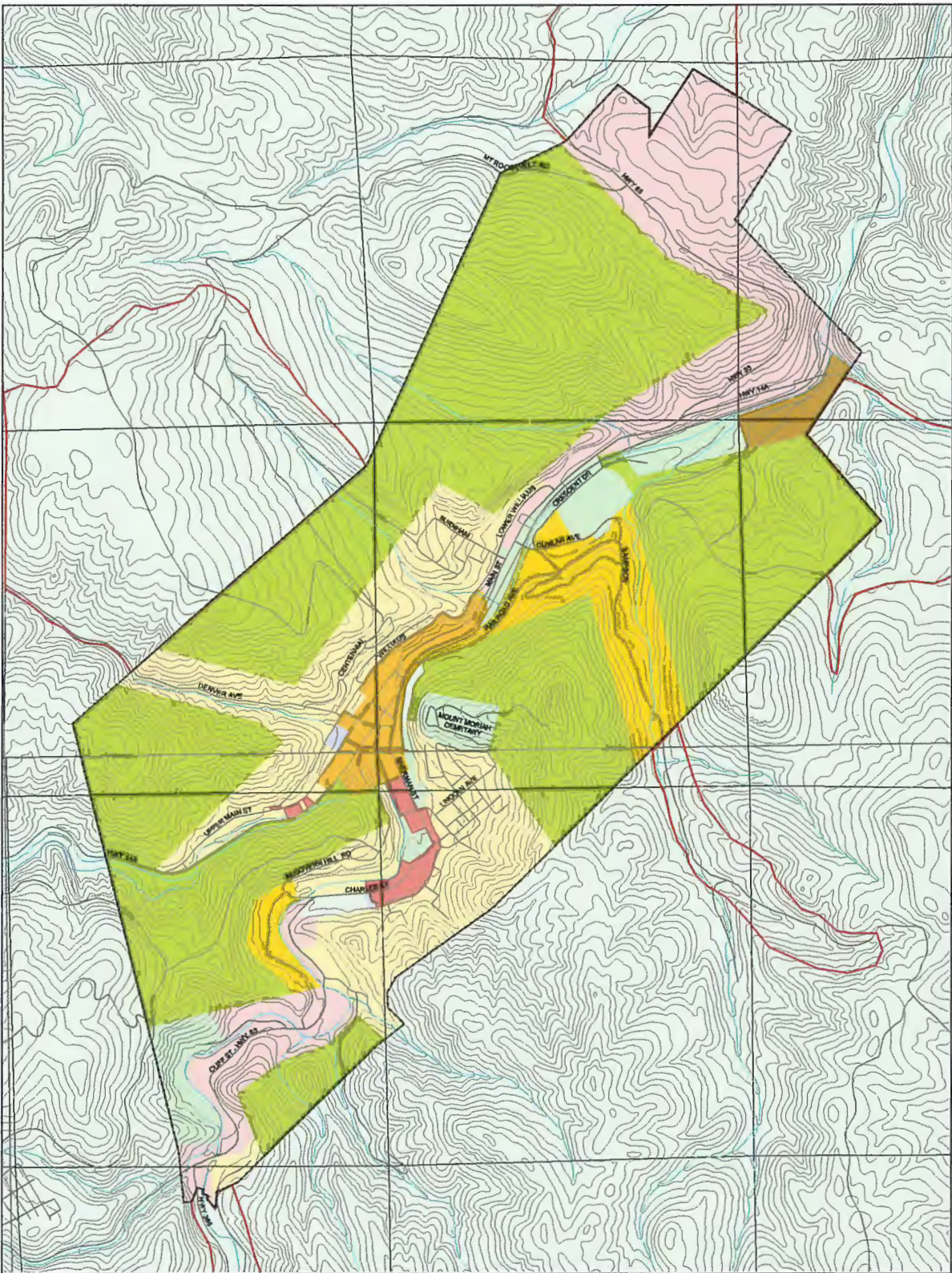
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Preservation

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KMP Planning and Consulting, Twin Falls, ID
Christopher Chadbourne & Associates, Inc.,
Boston, MA
Clarion Associates, Denver, CO

0.2 0 0.2 Miles



Legend

Land Use

- City Center
- Community Commercial
- Tourist Service
- Mixed-Use Neighborhood
- Very Low-Density Residential
- Low-Density Residential
- Moderate-Density Residential
- High-Density Residential
- Business Park
- Industrial
- Planning Reserve Area
- Park
- Open Space

City Boundary

River / Stream

Roads

40-Foot Contours

Annexation Growth Boundary

Disclaimer

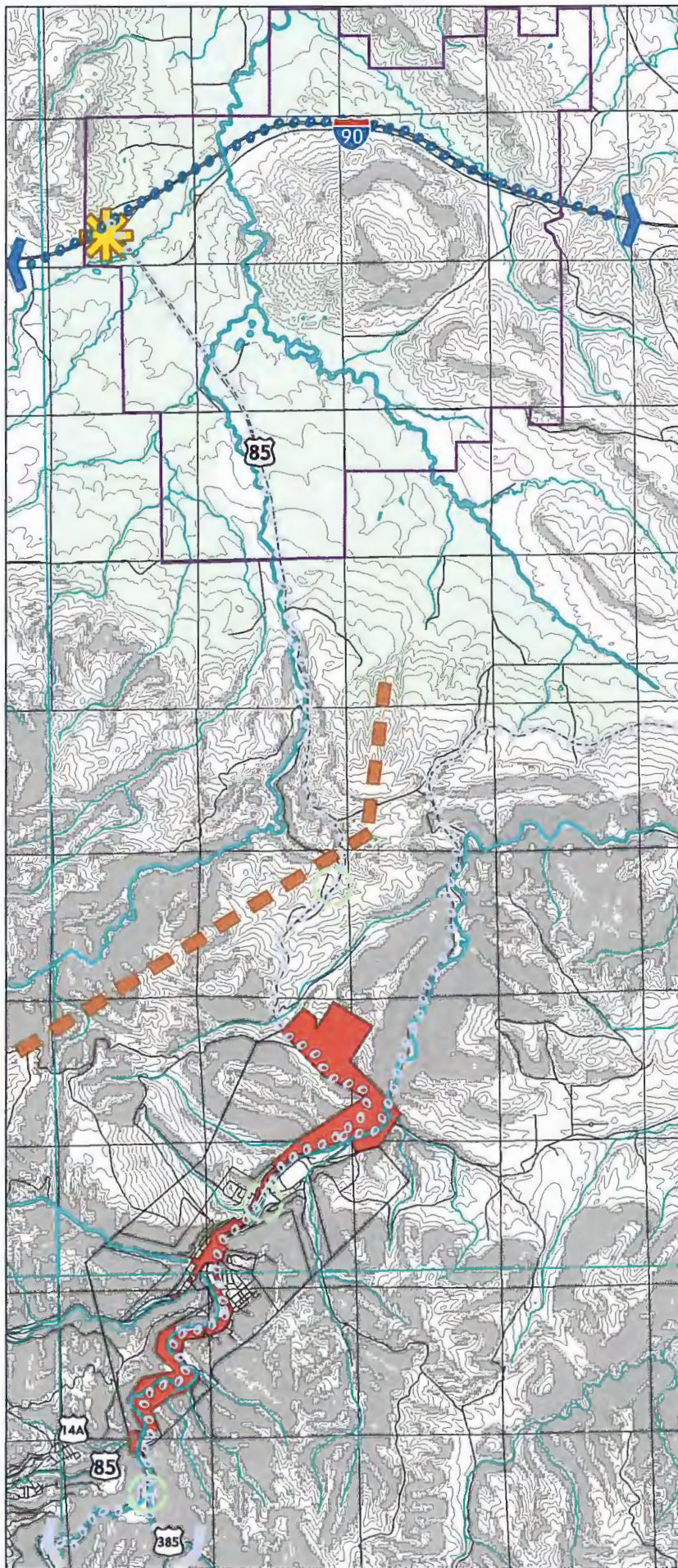
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June 25, 2008

City of Deadwood

LAND USE PLAN





Legend

- Growth Area
- Slope Greater Than 15%
- Developed Area
- Freway Ranch National Historic Landmark District
- Drainage Divide
- Roads
- River/Stream Corridor
- 40-Foot Contours
- Interstate
- Gateway Corridor
- Major Gateway
- Gateway

Disclaimer

This map is a general planning tool and should not be used for legal purposes. It is not a guarantee of accuracy or completeness. The City of Deadwood is not responsible for any errors or omissions. This map is for informational purposes only and should not be used for legal purposes. The City of Deadwood is not responsible for any errors or omissions. This map is for informational purposes only and should not be used for legal purposes.

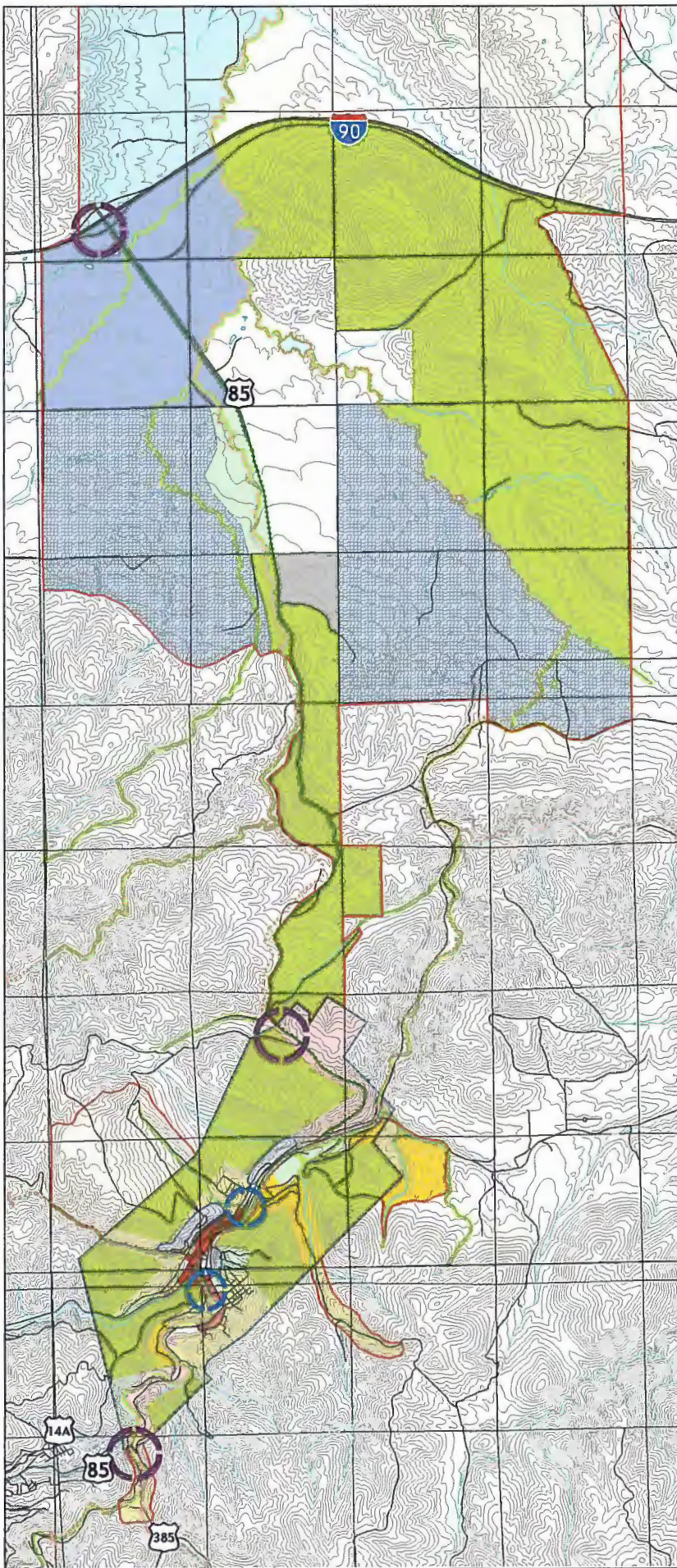
June 23, 2008

City of Deadwood

PLANNING INFLUENCES



0.5 0 0.5 1 Mile



Legend

Land Use

- City Center
- Community Commercial
- Tourist Service
- Mixed-Use Neighborhood
- Very Low-Density Residential
- Low-Density Residential
- Moderate-Density Residential
- High-Density Residential
- Business Park
- Industrial
- Planning Reserve Area
- Park
- Open Space
- Redevelopment Area
- City Boundary
- River / Stream
- Roads
- 40-Foot Contours
- Annexation Growth Boundary
- Trail System
- Gateway Corridor
- Gateway
- Downtown Gateway

Disclaimer

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June 22, 2008

City of Deadwood

PLAN MAP



0.5 0 0.5 1 Mile

